9310111 (4)
PD-AAL-663-C1

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT PAPER FACESHEET

1. TRANSACTION CODE: C (A ADD, C CHANGE, D DELETE)

PP

2. DOCUMENT CODE: 3

3. COUNTRY/ENTITY

4. DOCUMENT REVISION NUMBER: 3

(44p)

5. PROJECT NUMBER (7 digits): 931-0111

6. BUREAU/OFFICE: A. SYMBOL TAB; B. CODE 06

7. PROJECT TITLE (Maximum 40 characters): Land Tenure & Institutional Development

8. ESTIMATED FY OF PROJECT COMPLETION: FY 79

9. ESTIMATED DATE OF OBLIGATION: A. INITIAL FY 69; B. QUARTER 4 (Enter 1, 2, 3, or 4); C. FINAL FY 77

10. ESTIMATED COSTS ($000 OR EQUIVALENT $1 –)

A. FUNDING SOURCE	Thru 9/30/76 B. FX	C. L/C	D. TOTAL	LIFE OF PROJECT E. FX	F. L/C	G. TOTAL
AID APPROPRIATED TOTAL						
(GRANT)	(2300)	( )	(2300)	(3138)	( )	(3138)
(LOAN)	( )	( )	( )	( )	( )	( )
OTHER U.S. 1.						
OTHER U.S. 2.						
HOST COUNTRY						
OTHER DONOR(S)						
TOTALS	2300		2300	3138		3138

11. PROPOSED BUDGET APPROPRIATED FUNDS ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE C. GRANT	D. LOAN	E. 1ST FY Thru 76 F. GRANT	G. LOAN	H. 2ND FY 77 I. GRANT	J. LOAN	K. 3RD FY ___ L. GRANT	M. LOAN
(1) FN	236	055		2300		838			
(2)									
(3)									
(4)									
TOTALS				2300		838			

A. APPROPRIATION	N. 4TH FY ___ O. GRANT	P. LOAN	Q. 5TH FY ___ R. GRANT	S. LOAN	LIFE OF PROJECT T. GRANT	U. LOAN
(1) FN					3138	
(2)						
(3)						
(4)						
TOTALS					3138	

12. IN-DEPTH EVALUATION SCHEDULED: MM 09 YY 77

13. DATA CHANGE INDICATOR. WERE CHANGES MADE IN THE PID FACESHEET DATA, BLOCKS 12, 13, 14, OR 15 OR IN PRP FACESHEET DATA, BLOCK 12? IF YES, ATTACH CHANGED PID FACESHEET.

[ ] 1 = NO
2 = YES

14. ORIGINATING OFFICE CLEARANCE

SIGNATURE

TITLE

DATE SIGNED: MM DD YY

15. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION: MM DD YY

AID 1330-4 (3-78)

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT AUTHORIZATION AND REQUEST FOR ALLOTMENT OF FUNDS PART I

1. TRANSACTION CODE: C (A = ADD, C = CHANGE, D = DELETE)

PAF

2. DOCUMENT CODE: 5

3. COUNTRY/ENTITY

4. DOCUMENT REVISION NUMBER: 1

5. PROJECT NUMBER (7 digits): 931-0111

6. BUREAU/OFFICE: A. SYMBOL: TAB; B. CODE: 06

7. PROJECT TITLE (Maximum 40 characters): Land Tenure and Institutional Development

8. PROJECT APPROVAL DECISION — ACTION TAKEN: A = APPROVED, D = DISAPPROVED, DL = DEAUTHORIZED

9. EST. PERIOD OF IMPLEMENTATION: YRS. 2 QTRS 1

10. APPROVED BUDGET AID APPROPRIATED FUNDS ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE C. GRANT	PRIMARY TECH. CODE D. LOAN	E. Thru 9/30/76 F. GRANT	E. Thru 9/30/76 G. LOAN	H. 2ND FY 77 I. GRANT	H. 2ND FY 77 J. LOAN	K. 3RD FY ___ L. GRANT	K. 3RD FY ___ M. LOAN
(1) FN	230	055		2300		838			
(2)									
(3)									
(4)									
TOTALS				2300		838			

A. APPROPRIATION	N. 4TH FY ___ O. GRANT	N. 4TH FY ___ P. LOAN	Q. 5TH FY ___ R. GRANT	Q. 5TH FY ___ S. LOAN	LIFE OF PROJECT T. GRANT	LIFE OF PROJECT U. LOAN
(1) FN					3138	
(2)						
(3)						
(4)						
TOTALS					3138	

11. PROJECT FUNDING AUTHORIZED (ENTER APPROPRIATE CODE(S)) 1 = LIFE OF PROJECT, 2 = INCREMENTAL, LIFE OF PROJECT

	A. GRANT	B. LOAN
	1	

C. PROJECT FUNDING AUTHORIZED THRU FY 77

12. INITIAL PROJECT FUNDING ALLOTMENT REQUESTED ($000)

B. ALLOTMENT REQUEST NO. ___

A. APPROPRIATION	C. GRANT	D. LOAN
(1)		
(2)		
(3)		
(4)		
TOTALS		

13. FUNDS RESERVED FOR ALLOTMENT

TYPED NAME (Chief, SER/FM/FSD)

SIGNATURE

DATE

14. SOURCE/ORIGIN OF GOODS AND SERVICES: ☐ 000 ☐ 941 ☐ LOCAL ☐ OTHER ___

15. FOR AMENDMENTS, NATURE OF CHANGE PROPOSED

The following change is proposed:

1. To authorize $838,000 to extend the 211 (d) utilization grant to the University of Wisconsin (UW) Land Tenure Center (LTC) for a 27-month period.

This extension will allow for the continuation of AID support to the University of Wisconsin and the Land Tenure Center and will enable AID to utilize the unique institutional resources of the LTC as well as its unique capabilities for training, information dissemination, research and advisory assistance on agrarian reform, land tenure, and related resource access issues.

FOR PPC/PIAS USE ONLY	16. AUTHORIZING OFFICE SYMBOL	17. ACTION DATE MM DD YY	18. ACTION REFERENCE (Optional)	ACTION REFERENCE DATE MM DD YY

AID 1880-8 (7-76)

PROJECT AUTHORIZATION AND REQUEST FOR ALLOTMENT OF FUNDS

PART II

ENTITY: TA Bureau

PROJECT: Land Tenure Center and Institutional Development

PROJECT NUMBER: 931-0111

AID 211(d) grant financing in the amount of $838,000 will be provided to the University of Wisconsin (UW) Land Tenure Center (LTC), as an increase to the on-going approved project, for Land Tenure and Related Institutional Development activity. These funds will provide for a 27-month extension of the project to facilitate continued training, information dissemination, research and advisory assistance on agrarian reform, land tenure, and related issues dealing with access to productive resources by the world's rural poor, including $50,000 support to an International Conference on Agrarian Reform and Rural Development to be held by the LTC and UW at Madison, Wisconsin in July 1977.

Signature: Philip Bustamante

Acting Deputy Administrator

Date: 3/10/77

Clearances:

AA/TA, C. Farrar Curtis Farrar Date: 2/25/77

GC, G. Morgan, Jr. WJW Date: 3/1/77

GC/TFHA:ARRichstein ARRichstein Date: March 1, 1977

TA/RD:AHobgood:bf
2/12/77 x22944

Clearance:

TA/RD:CBlankstein CAB Date
AA/TA:EOwens Date 2-14
TA/PPU:TElliot TE Date 2-11
AAA/TA:JChandler MSB for JC Date 2-24
TA/PPU:R.Simpson Date

GRANT PROJECT STATEMENT

THE AGENCY FOR INTERNATIONAL DEVELOPMENT

INSTITUTIONAL GRANTS PROGRAM

Applicant: University of Wisconsin Land Tenure Center (LTC)

Date: September, 1976

Grant Title: Land Tenure and Agrarian Reform

Amount and Term of Grant: 27 months - $790,000
(July 1, 1977 - September 30, 1979)

AID Sponsoring Technical Office: TA/RD

Table of Contents

I. Relevance of Problem Area and Need for Expertise 1

II. Grantee Performance and Results-To-Date 5

III. Grantee Commitment To Long-Term Involvement. 12

IV. Rationale for Revision and Extension 16

V. Revised Grant Project Design 22

Advisory Capacity. 24

Information Capacity 25

Expanding Knowledge Base 26

Education and Training 27

Linkages 29

Financial Plan 30

Critical Assumptions 30

VI. Complementary Actions and Management Considerations. . . 32

Environmental Impact 34

Women in Development 35

VII. Log Frame 37

INSTITUTIONAL GRANT PROJECT STATEMENT

Extension/Revision

Land Tenure Center - University of Wisconsin

AID/csd-2263

Land Tenure and Related Institutional Development in LDC's

I. Relevance of Problem Area and Need for Expertise

Land is one of the basic factors of production for food and other agricultural products in the LDCs. The institutional structures governing man's right to own, control and use land and water directly affect his view of the world, his response to production incentives, the distribution of his income, and his disposition to exploit economic opportunity, or seek political power. Land tenure is the general term used to denote this institutional relationship between man and land.

The best known aspect of this problem area is land reform, which is concerned with changing the institutional structures governing man's relationship with the land in order to accomplish development objectives. It is concerned with significant and purposeful changes in land tenure--changes in ownership and control of land and water resources. Agrarian reform is concerned with not only land tenure changes but with other aspects of agricultural development as well.

The LDCs are characterized by a wide variety of agricultural conditions and institutional structures. Present tenure and

land holding patterns present a complex array of arrangements. Many countries use plantations, often foreign owned or controlled for the production of export crops. Others have traditional and customary tenure systems where the basic or sovereign ownership of land is vested in the local group or tribe. In yet others, landlords own much of the land which is farmed by sharecroppers and tenants in small, independently operated units. Thus, the man-land relationships differ greatly among countries, as they also do within regions and even within individual countries. Since land is such a basic factor of production, these tenurial arrangements directly influence the agricultural development and therefore the overall development of a country.

Thus, there is a need to develop LDC land tenure policy guidelines which take into account the employment and income distribution consequences of alternative rural development and land reform activities. Yet too little research (and training) has been devoted to these important issues. More knowledge is needed. Further, a one-time research effort is inappropriate since institutions, and the factors which cause their modification, continuously change over time.

LDCs and development assistance agencies have been concerned with land tenure problems for many years. A notable example of that concern was expressed at the Punta del Este Conference,

which led to the Alliance for Progress in the 1960's. At that conference, the participants (including the USG) pledged "to encourage, in accordance with the characteristics of each country, programs of comprehensive agrarian reforms leading to the effective transformation, where required, of unjust structures and systems of land tenure." Experience since that time has shown that agrarian reform is politically difficult. It also implies many different kinds of adjustments in an array of situations where there are great variations in individual equity and agricultural productivity. It has also been found that, without increases in productivity, redistribution of land alone may achieve only modest and temporary benefits.

The 1970 AID Spring Review of Land Reform summarized the experiences of the LDCs and the international donor agencies working with land and agrarian reform. It was found, among other things, that: (1) land tenure is a significant dimension of a country's overall development effort and should be considered in AID Mission project papers, and (2) more needs to be known on how and when a land reform should be carried out. As a consequence, it was felt AID needed to further develop its expertise on land reform through direct hire or on a grant/contract basis. The 211(d) grant to the Land Tenure Center has helped develop that expertise by providing talent and additional insights on land reform.

The Congressional Mandate to focus on the rural poor will cause land tenure problems to become even more important since programs designed to benefit the rural poor are greatly dependent upon the existing or proposed land tenure structures. Policies and working guidelines on land reform are needed to help Missions work in this field. Such guidelines must be flexible and will evolve as LDCs, AID, and other donors gain more experience in identifying critical land tenure constraints accompanying rural development focused on the rural poor.

The increasing emphasis on rural development projects to help the rural poor will require further study of the effects of present land tenure structure and consequences of tenure changes on the distribution of services and benefits to the target group. AID does not have the expertise to carry out these studies and must depend on the LTC and others for advice.

Recent project papers clearly demonstrate that land tenure questions have not been adequately considered in some countries. The assumption that project benefits will reach the rural poor is questionable for countries with skewed land ownership and use patterns.

Despite AID's continuing interest, the agency has been reluctant to become directly involved in land reform in most countries since it is a highly sensitive and politically difficult activity. Even so, AID is working directly with a number of LDC land reform programs where political conditions permit. AID does recognize the need for land tenure changes in many countries, but because of its sensitive nature, AID's involvement with land reform (as for family planning) often will be on a low profile and indirect basis, working through grants and contracts with the LTC and other independent groups. It is to ensure a capacity for both direct and indirect work in this field that this grant proposal has been prepared.

To help assure that the grantee is able to focus on priority land tenure questions and to strengthen its professional links with other disciplines the sponsoring technical office (TA/RD) expects to work actively to facilitate the grantee's efforts over the life of this grant.

II. Grantee Performance and Results-To-Date

The LTC has been partially funded through contracts and 211(d) grants since 1962. The grant was extended in June 1975 for 2 years.

The LTC work has been reviewed and found to be consistent with the grant purpose to strengthen their competency in land tenure and related institutional development in less developed countries. The LTC has succeeded in continuing on-going activities and expanding into Asia and Africa as well as Latin America, the region of initial emphasis. where political conditions

The Center's program provides an important vehicle by which individual University staff members can build their knowledge and skills. The LTC professional strength has expanded in the disciplines of law, sociology, political science, and history, has remained about constant in agricultural economics but has limited general economics involvement. New strengths are emerging in the areas of engineering and the economics of health delivery systems.

The LTC library activities are well-focused and responsive to LDC and donor needs. This especially is true of its extensive collection of unpublished materials, monographs, reports, laws and regulations, 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

The LTC has been partially funded through contracts and 211(d) grants since 1962. The grant was extended in June 1975 for 2 years.

in LDCs. At AID's suggestion, the LTC has established a user service charge for a number of their publications to reduce dependence on outside financing.

A major contribution of the LTC has been training new professionals, both from LDCs and the U.S., through the participation of students in research projects and through special courses and degree programs. An inter-disciplinary Ph.D. in Development program has been established

and is expected to be approved by the Graduate Faculty as a permanent program. Special short-term workshops also have been developed for LDC governmental officials.

The LTC also has responded well to an increasing number of consulting and other short-term assignments requested by various agencies working in the international development field. A considerable amount of professional staff time, if not grant resources, has been utilized in policy consulting for land reform agencies and other LDC governmental agencies. This signifies that a response capability is in place at the LTC which has demand in the developing world and by donor agencies. This grant is designed to allow further utilization of that capability.

The research activities of the LTC have built 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. The LTC has effectively monitored the major land reforms taking place around the world, a clearly needed pro- and useful activity for AID and other donors. Yet, the LTC ation has been somewhat reluctant to draw generalizations from its re- search activities. Perhaps this is because the research to- date has not been sufficiently focused to provide such generalizations. Professor Dorner's book on Land Reform and Economic Development provided some conclusions through 1969 but greater effort is needed to provide further generalizations which can be used effectively by the LDCs and the international donors. This will require an update of Professor Dorner's earlier work and a more unified research strategy and the Uni- versity appears to understand this need. AID support for LTC research during the last half of the current grant period is based on a more focused research program dealing with issues which the two institutions agree are of major significance in advancing the state-of-the-art. This research strategy will be reviewed periodically and revised by mutual agreement.

The [illegible] of the LTC have built up a written record of land reform experiences around the world, with a

The LTC has carried out extensive discussions with the Chancellor of the University of Wisconsin-Madison and the Dean and other staff members of the College of Agricultural and Life Sciences so as to determine the most appropriate institutional arrangement for the Center. As a result of these meetings, and with the approval of the Center's Executive Committee, LTC has become a program unit of the College. Specifically, the Center is now a part of the College's International Agricultural Programs office, and the Associate Director of that office sits on the LTC Executive Committee. The Dean of the College will appoint the Center's Director and one member of the College faculty to its Executive Committee; he will request the Deans of the College of Letters and Science and the School of Law to appoint one member each of their respective faculties with substantive interests in the LTC program to the Executive Committee; and upon the recommendation of the LTC Director, he will appoint up to three additional members from any University of Wisconsin-Madison unit.

Inter-university linkages might also be strengthened. Linkages are being developed with other 211(d) grantee and contractor institutions or international research centers working in LDC agricultural and economic development. Informal contacts with other institutions result from the extensive LTC publications network and through past students, but few formal or purposeful linkages have been established. This utilization grant will be used, along with AID's good offices, to develop stronger linkages with other related research institutions and action agencies.

Utilization of LTC competence to date has been good and is expected to increase. However, the exact nature of future demand for LTC services cannot be projected due to the great sensitivity of most LDC governments to foreign involvement in land reform activities. Countries with on-going land reform programs or with strong commitments to initiate such programs will need policy guidance and assistance on legal and legislative matters and on program implementation and evaluations. For those countries, direct AID involvement with LTC assistance is likely.

For countries which have not yet made a commitment toward land reform, AID's utilization of LTC services may be indirect. Here the LTC can and does consultative work on an informal and sometimes confidential basis.

Many LDCs have directly contracted LTC services and this type of utilization is increasing. In 1975-76 LTC consulting was contracted directly by El Salvador, Guatemala, Colombia, Turkey, Venezuela, and Mexico. The LTC also has responded to USAID, World Bank, IDB, OAS, FAO, and other donor requests for assistance in the Philippines, Peru, Colombia, Ethiopia, Egypt, Chile, El Salvador, India, Bangladesh, Thailand, and Indonesia. One staff member is presently on long-term assignment in

the Philippines providing land tenure advice and assistance.

Because of the importance of land tenure structure on development, AID expects the demand for advice and assistance on land tenure problems to continue for many years. Thus, a capability must be maintained to service that demand as the need arises. Utilization of the LTC expertise may be more through the UN, FAO, or directly with the LDCs than with AID, depending upon the political environment of the country in question. Thus,due to great sensitivities in LDCs o land tenure matters, the utilization of the LTC services may often be more indirect than direct.

With regard to AID's field activities, it seems likely tha one important reason for limited USAID utilization of LTC resources or minimum direct involvement in land reform activities stem from a lack of knowledge and perspective on the part of AID officers as to the critical role of such reforms. In too many cases, tenure systems are taken as a given and programs are structured which probably shore up tenure systems which limit the possibilities of major productivity increases. Mission personnel may lack the background required to positively influence governments to move in the direction of reform. Beyond USAID, State personnel are often uninformed in this field.

The TAB sponsoring technical office, in conjunction with the LTC, will endeavor to provide both AID and State personnel with sufficient background in this field so that they will be able to deal with rather than avoid tenure questions in program development and in their dialogues with host country officials.

III. Grantee Commitment to Long-Term Involvement

The University of Wisconsin has a long and rich history of involvement with land and man's relationship to it. Much of the early work in the area of land economics originated at the University. Today the University remains the leading U.S. institution in the field of land economics. This results in part from the fact that the interest and commitment of the institution to man/land problems has been strong and continuing, shifting as the problems changed over time. State and local focus gradually evolved into regional, national, and, finally, international concerns. As land tenure problems were identified in the LDCs it was only natural for the University of Wisconsin to work on those problems as well. This was a logical extension of its existing long-term interest and commitment to U.S. man/land problems. Now, all international work is considered as one of the four major activities of the university, along with research, teaching, and extension.

The idea for the LTC dates from 1951, when the University sponsored the first World Land Tenure Conference in Madison and invited specialists from throughout the world. This Conference led to the eventual establishment of the LTC when AID research funds became available in 1962.

Until mid-1969, the LTC focused almost exclusively on Latin America. Since that time, the Center has also worked on land tenure and development issues in Africa and Asia. However, work outside of Latin America needs further strengthening, especially in Africa.

In 1977 the LTC is planning an International Seminar with the title "Agrarian Reform and Institutional Innovations in the Reconstruction and Development of Agriculture: Major Issues in Perspective," which will attempt to arrive at a restatement of the issues of land tenure in light of 25 years of experience--professional and research achievements and failures --since the 1951 Conference.

Thus, the University of Wisconsin has had an active, continuing, and expanding program in land reform and related institutional development. Strong, complementary international programs exist in other units of the University as well, and links between these programs are constantly being strengthened. Many faculty members are participating throughout the world in AID programs in consulting and advisory capacities. The University administration supports the activities of the LTC and recognizes the

international work as one of the University's major responsibilities. The University continues to encourage faculty members to participate in international activities and to be responsive to LDC needs.

The LTC also has moved forward in expanding the multi-disciplinary scope of its work, especially in the areas of law, political science, sociology, and history. Individual faculty members in these disciplines now are committed to working on man/land problems in the LDCs to strengthen and complement the activities of the economists. Further integration of the activities of the various disciplines is anticipated during the grant extension.

While the LTC receives indirect support from a number of sources, the funds which it can use to finance the core of its operations come from AID and the University of Wisconsin. The University's contribution is: (a) an absorption of all overhead, some graduate student tuition, etc.; (b) some faculty salary and research travel costs; (c) physical facilities and services.

The Madison campus administration has assured AID that its substantial contribution (valued at ca $300,000 in 1975-76) would continue despite extremely difficult general budgetary problems for the Madison campus. The University values the LTC and tries to make its general importance clear to the Wisconsin legislature, which appropriates funds for the University of

Wisconsin. Despite strong efforts, including a major fund-raising effort in the past year by both, the LTC and the University have not been able to obtain any alternate sources of funding for the core program of the LTC (library, publications, basic consulting capability, experimental courses, and minimal land reform monitoring). The LTC has established a user service charge for the publications series and it is expected that less funding will be required to support this activity in the future. Consulting service per se is also largely supported by nongrant funds, though the grant does cover necessary back-up support.

In general, the interests of the LTC have been common to those of AID. Research activities have been expanded to Asia and Africa to assure worldwide utilization of research results. The other activities of the LTC, such as library acquisitions, student training, and consulting, also have expanded to include areas outside of Latin America. This expansion has further strengthened the LTC's expertise and professional standing, certainly of interest to the University, while also becoming of greater use to AID and the LDCs. Research activities of the Center have been focused as a result of extensive discussions between the LTC and the AID land tenure committee.

There is little doubt that the LTC is recognized worldwide as the authority on land and agrarian reforms. Airgram responses from the Missions on the LTC confirmed its reputation in these areas, even if direct AID involvement in land reform was not anticipated for many of the countries. Unquestionably, AID's support over the years has contributed to developing the recognized expertise of the LTC.

IV. Rationale for Revision and Extension

The LTC has a good record of service, teaching, and advice to a number of LDCs and AID Missions. It is the world center of learning on the general subject of land tenure and, as the 1974 AID Review Team concluded, needs to continue in operation. That conclusion has been reinforced by the AID Intra-Agency Advisory Committee for the LTC, which was organized in 1975 to work with the LTC and to help bridge the gap between the Center and AID's Regional Bureaus.

The rationale for continuation of LTC funding cannot rest entirely on estimates of direct demand for its services by AID Missions in the near future. Rather, due to the extreme sensitivity of the LDCs on land reform matters, much of the utilization of LTC services will be on an indirect basis, perhaps through multilateral agencies or directly with the LDCs on an informal but confidential basis. Direct AID/LTC involvement in many situations may initially be confined to providing information, training, and consultation directly to AID personnel rather than to host governments.

Even so, a number of AID Missions are now or will soon be involved in land reform activities. USAIDs expecting or able to use direct technical advice and assistance from the LTC include: Philippines, Ethiopia, Peru, Dominican Republic, Honduras, Panama, Sri Lanka, Liberia, Bolivia, Guatemala, and possibly others. LTC services would include stimulating agrarian reform awareness, developing land tenure policy guidelines, evaluating existing and proposed programs, and reviewing agrarian reform laws and regulations.[1/]

For many other countries, AID does not expect to become directly involved in land reform activities, not because it isn't needed, but because the host government is hesitant to become committed to it. In these cases, the demand for LTC services is more likely to be indirect. Demand might be for land tenure studies, an evaluation of the impact of existing tenure arrangements on proposed projects to reach the rural poor, and possible marginal improvements of the existing structure. Even in these situations, USAID may be able to involve an LTC expert as one member of a project design team working on small farmer production, irrigation, or other rural development projects.

1/ AID Missions also require assistance on alternative land identification and classification systems, establishing land banks, the use of aerophotography for cadastral work, and alternative land records, storage and retrieval systems, all related to land reform implementation. Although the LTC does not now have capability in these areas, discussions will be carried out with the LTC and with other groups so that demands for these services can be met.

An important reason for maintaining land tenure assistance capability at the LTC is the recognition that land tenure structures and related institutions directly affec the outcome of other programs. This is especially critical for the current emphasis on rural development programs to reach the rural poor. Skewed land ownership can seriously distort the expected benefits of such programs, often to the point where most of the benefits accrue to the larger farmers. This has been a common experience of programs which were designed to provide new technological production process credit, non-farm inputs such as improved seeds and fertilizer and other services to small farmers in countries with highly skewed land holding patterns -- over time the benefits ended up in the hands of the larger farmers. By so bolstering the existing tenure system the AID program could contribute to retarding the very reforms required to modernize agriculture.

Thus, AID needs a more effective land tenure assistance approach (both direct and indirect) if it is to help the LDC' work effectively with small farmer production over the next 10 to 20 years. The LTC will be asked to help define the substance and varying importance of land tenure issues and promising alternative approaches to differing country situations. AID-financed research is focused on a few key policy or operational areas to provide LDC policy guidelines and approaches.

Probably no other group has the land tenure and agrarian reform expertise of the LTC. The FAO has worked in the subject matter area but is less recognized, lacks the independence of, and is not as responsive to LDC requests as is the LTC. A number of other land tenure scholars and advisors are available, but geographically scattered, and thus difficult to identify and utilize. Again, the LTC could help in identifying these individuals so they could assist and complement the LTC research and consulting activities. Limited capabilities exist in the IDB, the World Bank, and in IICA in Central America, but are not readily available for AID or general LDC use.

Prospects for other funding sources for the LTC core program appear to be very unlikely. Alternative sources of funding have been found for student support, research activities, and direct consulting, but these funds cannot be used to maintain the core activities of the LTC. In 1975-76 these other monies totaled ca. $300,000, coming from international donors (including AID Missions), foundations, etc.

As a matter of general policy, University funds for salary support are not and will not be made directly to the LTC but to the heads of various departments for mutually agreed land tenure focused research and teaching. This general approach restricts, by design, the independence and flexibility of the LTC and other centers on the Madison campus and it makes the AID core support of particular importance.

The Land Tenure Center would likely disappear as an entity without AID support. As a consequence, no or reduced funding by AID would seriously reduce the professional and consulting capabilities of the University in the land tenure area. There is no doubt that some land tenure work would continue, due to the University's long-term commitment to the subject area. Research and other activities would be at a considerably reduced level and with even less focus and attention to international issues than now exists. Without grant support, a reduced but competent faculty would not always be able to respond to AID and LDC requests because of the pressure of other, domestic duties. Competence would decline as present experts spend less time on land tenure/agrarian reform issues. Thus, without continued support the return of AID's investment to date will be minimized since the LTC's response capability would be impaired.

Furthermore, young and qualified staff members currently funded under the grant would be lost or would shift to state or U.S. oriented problems.

It is not expected that an additional two-year grant extension will allow the LTC to become self-supporting. The two basic reasons for this are the general budgetary problems of the University of Wisconsin and the lack of broad-based support in the Wisconsin legislature for financing the international focus of the LTC. In addition, direct core support from other sources is unlikely, and sufficient funding will not be provided by direct utilization funding. Thus, a decision to continue LTC grant funding implies an assumption by AID that it will provide funding over the longer term or, alternatively, that land tenure advice and assistance will no longer be needed after two years, which seems highly unlikely. The land tenure problems of the LDCs are long-term and the need for continual research and assistance in their resolution is assumed. An assumption of longer AID core support to the LTC, contingent upon effective performance, continued mutuality of interests and the availability of funds, will help to assure that the existing capability is maintained or increased.

In summary, the LTC is unique in its professional expertise in the land and agrarian reform areas. No other group or individual has the depth, scope, and experience of the Center staff. Agrarian reform is a particularly sensitive subject and, therefore, considerable flexibility is needed in approach and utilization by AID. A utilization 211 (d) grant provides for that flexibility and appears to be the best mechanism available to AID to obtain the LTC services. AID's present emphasis on rural development and on raising the income levels and well-being of the rural poor requires assistance and advice on man/land problems; such problems are critical to developing successful programs and projects to assist the rural poor.

V. Revised Grant Project Design

The 211 (d) institutional grant was designed to strengthen the existing competency of the University of Wisconsin Land Tenure Center for a world-wide program of technical assistance, research and training in land tenure, agrarian reform, and related institutional change in the less developed countries. This included support for salaries of key staff members engaged in original research, integration of research findings, teaching, and developing new curricula. It also provided support for graduate students, library acquisitions, and expansion of existing

activities in Latin America to Asia and Africa. An established resource is now available for further utilization.

The purpose of this grant extension and revision is to facilitate fuller and continuing utilization of the institutional response capability of the LTC in the areas of land tenure and related agrarian reform and institutional development with special emphasis on helping small farmers in the LDCs. The activities financed under this grant will focus more directly on the key land tenure and related agrarian reform policies which influence rural development programs in the LDCs. The revision also reflects the recommendations made by the AID land tenure committee as a result of its periodic reviews of the LTC program, of which two deserve mention:

1. The LTC's work in Africa should be expanded as much as the present budget permits. An appropriate special emphasis in this increased effort would be the role of women in development.
2. Closer ties between the LTC and AID's Regional Bureaus are needed, a point on which AID's committee must play a useful role.

The specific outputs and activities which will be supported by this utilization grant include:

Advisory Capacity: This grant will provide continuing support to the LTC for maintaining a response capability for LDC and donor agency requests. The concept proposed is that selected LTC staff would accept responsibility for agrarian reform monitoring, with a proportion of their time being reserved for servicing LDC and donor requests on a contract basis. Funds under this grant would largely cover necessary back-up support for these faculty activities, and such pre- and post-consulting activities as research or publications within the grant purposes. A limited amount of funding will be included to cover short-term consulting requests where assistance is needed indirectly of AID by an LDC financially qualified to receive AID concessional assistance.

The off-campus activity will include, but not be limited to, providing land tenure and agrarian reform technical assistance, advice, and training; preparing or reviewing program and project plans for LDCs and donor agencies; providing analysis and commentary on research or policy manuscript on agrarian reform prepared by LDC and donor agencies; and participating in agrarian reform seminars at other universities, with national and international organizations and in LDCs.

Approximately 35 work-months of staff time were made available for consulting purposes in 1975-76. The budget support of $24,490 provided release time for such consulting activities, i.e., for partial funding of substitutes taking over teaching, student advising, and other responsibilities of those going on consulting assignments, and for office backstopping of

advisors. Recent informal inquiries suggest possible consulting activities with project evaluation in Peru and general assistance to the Ethiopian agriculture university through the mid-west consortium (MUCIA). It is anticipated that other requests will be received over the grant period and that the LTC will be as responsive to them as it has been to past requests.

Information Capacity: The unique LTC library and the LTC's publications are covered under this heading.

The LTC library will continue to serve as a valuable repository for research materials on agrarian reform and related matters and the availability of these materials will be widely publicized. Some grant funds will be utilized for specialized purchases for the library. Requests for material will be handled through inter-library loans or on a direct basis. The area and country bibliographies, previously distributed free of charge, are now being made available under a selective user service charge system.

The budget support needed for the library activities is estimated at $157,190 for the 27-month period. This will be used for new acquisitions, library staff salaries, operation of the unique library section on land tenure and agrarian reform, and to link with other informational sources.

At least the following books will be produced during this grant period. An annotated bibliography on land tenure and agrarian reform in Asia to complement those already published on Africa and Latin America. A state-of-the-art paper (possibly a book) also will be produced as a result of research activities and the 1977 Conference. Publication and distribution of other

land tenure and agrarian reform materials (reprints, research papers, news-letter, etc.) will continue and will be partially funded by this grant. Approximately $91,190 is allocated to support these publishing activities over the grant period.

Expanding Knowledge Base: During the first year of the LTC's current grant extension prolonged discussions were held between LTC and AID on the subject of a focused research program for LTC. Mutual agreement was reached and the program funded for the second year of the current extension. Areas to be of major research concern are:

1. Monitoring Land Reform Experience: The Center will collect library materials; maintain sources of secondary information; work with officials, universities, staff members, and students in developing countries; and carry out some field research on land reform experiences in developing countries. Special emphasis will be placed on the Philippines, Chile, Peru, Turkey, and Ethiopia.

2. Interaction of Land Tenure Systems and Development: Research in this area will focus upon the relationships between tenure systems and technological innovation, population density, and the structure of rural opportunities. Country emphases will include Tanzania, Philippines, India, Pakistan, and Chile.

3. Group Farming: Part of the emphasis in this area will be international--evaluation of the economic and social results of group farming experiments and of the arguments used by governments to

justify their support of group farming. Country emphases for other aspects of research include problems of incentive structures, management of group farms, and the potential for group farms as a means of employing landless laborers. Country studies are planned in South Korea, El Salvador, and Honduras.

4. Peasant Participation: This research category includes the situation and role of small farmers, tenants, sharecroppers, and landless workers before and after land reform; cultural and economic factors related to peasant participation; and the role of farm organizations in helping small farmers. Special attention will be given to Chile, Peru, and Southeast Asian countries.

5. Legal Aspects of Land Reform and Rural Development: Research in this area will focus on the access of the rural poor to the state or public allocation of goods and services, and on the legal aspects of expropriation in the Chilean land reform, 1962-70. Geographic emphasis is Latin America.

Results of this program will be reviewed regularly by LTC and AID personnel and mutually agreed upon adjustments in focus will be made accordingly.

LTC staff regard this activity as the core of the Center's program and expect to devote a major portion of their time and efforts to it; a total of $306,117 is budgeted for this two-year grant extension.

Education and Training: Additional emphasis will be placed on special courses, workshops, and seminars, both on-campus and in the LDCs, for

training AID and LDC technicians and officials. Funds will be provided the LTC for supporting experimental and special courses designed specifically to meet the needs of the students from the LDCs. These specialized courses often change from year to year as the make-up of the LDC students and available faculty changes. It is very difficult to obtain state funding to support such courses for which the demand is almost entirely from the LDCs.

Two special educational activities are being planned in conjunction with the 1977 Conference: a special summer-school course on "Poverty, Agrarian Reform, Employment, and the Food Supply," and a workshop for young professionals to follow the Conference. The University of Wisconsin has already provided planning funds for the summer-school course and is expected also to cover necessary faculty salaries. Outside funds are being sought for the workshop.

The $119,381 allocated for this output will be used to support special courses like "Land Tenure in Africa" (inter-disciplinary), "Alternative Approaches to Development," and "Special Problems of International Agriculture" which are developed to meet special LDC student needs. Training seminars or workshops for AID and/or LDC technicians per year will be covered by this grant as special needs arise.

Linkages: This grant will assist the LTC to maintain its many informal linkages with previous students who are now working with agrarian reform and other development agencies in the LDCs. More formal linkages will be established with other AID financed groups, such as the tropical soils and water management consortia of U.S. universities, and with other groups working in agrarian reform or related areas, such as the international agricultural research centers. Relationships will be maintained or strengthened in those countries where the LTC has carried on extensive research activities and/or where LTC staff have been on long-term assignment.

A budget of ca. $14,000 per year has been earmarked for travel and other costs related to establishing and maintaining purposeful linkages with other groups.

The 1977 International Seminar scheduled by the University of Wisconsin will serve as a very important linkage with land tenure and agrarian reform researchers, officials, scholars, and practioners worldwide. This conference should greatly strengthen the LTC linkages with LDC institutions and individuals.

Financial Plan: The total estimated budget for the two-year period is shown in the table on the following page.

This budget will finance the minimum core strength that the LTC feels it can effectively operate with if it is to survive as a useful entity on the University of Wisconsin campus and if it is to be responsive to AID and LDC requests for consultation, research, teaching and current information. [illegible] other AID financed groups, such as [illegible] and water management consortia of U.S. universities, and with other groups working in agriculture [illegible] such as the international agricultural research centers. Relationships will be maintained or strengthened in those countries where the LTC has carried on extensive [illegible] where LTC staff have been [illegible].

The funding and work-year allocations within each of the previous output sections are only approximate at this stage and will be more precisely defined during extension negotiation and as the grantee refines work plans over the next few months. Thus some modifications may occur in the level of each activity and allocations by outputs as the grantee strives to carry out the purpose of the grant.

Critical Assumptions: The success of this grant rests on a number of assumptions: [illegible] officials [illegible] worldwide. This conference should greatly strengthen the LTC linkages with LDC institutions and individuals.

211(d) Grant Budget

Land Tenure Center

Inputs	1 Jul - 30 Sep 77 Extra Quarter	FY 78 Grant Year I	Grant Year II	Total Estimated Cost
Salaries (and Allowances)	$65,889	$263,556	$265,111	$594,556
Student Stipends	6,831	27,325	28,825	62,981
Library	4,475	17,900	19,760	42,135
Computer	500	2,000	2,500	5,000
Travel	2,000	8,000	7,500	17,500
Equipment and Supplies	3,125	12,500	11,500	27,125
Publications	3,250	13,100	9,926	26,276
Other Direct Costs	1,250	5,477	4,500	11,227
Total Costs	$87,320	$349,858	$349,622	$786,800

Objectives/Outputs	Year I Work Months	Year I Estimated Cost	Extra Quarter Work Months	Extra Quarter Estimated Cost	Year II Work Months	Year II Estimated Cost	Estimated Total Cost	Estimated UW Contribution* Year I	Estimated UW Contribution* Extra Quarter	Estimated UW Contribution* Year II
Expanded Knowledge	79	$135,310	19.75	$33,827	77	$136,980	$306,117	$231,229	$57,807	$250,214
Education and Training	32.25	52,441	8	13,110	32.25	53,830	119,381	25,682	6,420	26,159
Information Capacity	70.25	111,209	17.5	27,729	58.25	109,369	248,380	45,480	11,370	49,232
Advisory Capacity	24.4	36,122	6	9,030	24.4	36,037	81,119	16,922	4,230	21,716
Linkages	6.1	14,776	1.5	3,624	6.1	13,406	31,876	4,731	1,183	4,928
	212	$349,858		$87,320	198	$349,622	$786,800	$324,044	$81,010	$352,249

*Very tentative; the Legislature which must pass the biennial state budget has yet to be elected.

-- that LTC staff will not shift to state or U.S. oriented work due to future funding uncertainty for international development work.

-- that the LDCs will continue to request and can effectively utilize the LTC services

-- that the LTC will develop a broader network of interdisciplinary links.

The University of Wisconsin and the LTC are fully committed to long-term involvement in development activities and are continually striving to obtain additional sources of funding. They have been successful in attracting additional funds for the LTC but these monies have been earmarked largely for research, seminars, or for student support. Although the AID contribution accounted for only about one-third of the 1975-76 LTC budget, it was critical for maintaining the core activities of the Center. This core can be considered as the catalyst for other LTC activities funded by other sources. Without AID funding the LTC likely would disappear as a separate entity in the University, resulting in the loss of a focal point for justifying other non-state sources of funding. Further, the subject of land and agrarian reform, directed to the LDC situation, is sufficiently different from the normal work of the university that adequate State support is very unlikely. Even so, the University of Wisconsin does supply some $300,000 per year worth of

such items as salary support, office space, electricity and heating, supplies and other services but is unable to provide full support needed for the main core activities of the LTC so necessary for its existence.

The LTC is progressing satisfactorily in shifting a part of the library and publishing activities to a self-financing basis. It also is anticipated that most of the consulting and research requests will be financed by the requesting group (AID mission, other donors, or LDC governments). Even so, limited grant support is needed to maintain an adequate level of consulting capability at the LTC and to cover special consulting requests.

VI. Complementary Actions and Management Considerations

This grant is planned as an extension of the existing 211(d) utilization grant to the LTC and strongly complements other agency activities in the rural development area. Several on-going programs relate to this grant and need to benefit from the policy guidelines, consulting and training efforts which result from it. The centrally funded research contracts and grants of on-farm water management, management of tropical soils, and development of agricultural technology must be cognizant of the impact of land tenure structures on who benefits from their research and information dissemination.

The current AID and other donors' emphasis on the problems of the rural poor will reawaken an interest in and a concern about the existing land tenure structures in the LDC's and how they affect programs to reach that target group. As attempts are made to increase food production on small-scale units and to increase productivity and income levels of the rural poor, it will become increasingly evident that land tenure is a highly significant and critical variable. This awareness will generate increasing requirements for training, research, and technical advisory services in the areas of land tenure and agrarian reform. With the limitations of on-board AID/W and mission personnel, the Agency is increasingly dependent on outside resources and expertise to support its priority programs.

Close interaction between University-LTC officials and TA/RD will be required on all activities of the grant, particularly regarding high priority research areas, backstopping LTC support and assistance to USAID's and LDC's, and to develop linkages with AID funded and other donor supported agricultural and rural development activities.

The focal point within AID for the technical, substantive and managerial aspects of this grant will be the Rural Development Office, Technical Assistance Bureau. Regional

Bureaus will be involved in the operational and research portions through the Intra-Agency Advisory Committee for the LTC.

The problem of establishing land tenure guidelines and strategies is worldwide in its dimensions. Land tenure structures and reforms have far-reaching implications for any program or project attempting to reach the rural poor of the LDCs. Originally the LTC focused largely on Latin America but it is now reaching out into other areas of the world. This process is expected to continue. Thus, good management of this interregional support program requires central funding and monitoring.

Environmental Impact

The proposed grant extension, which is intended to provide core support to the grantee for work in the field of land reform research, education and training, and consultative services, it is not deemed a major federal action (Section 6500.6 CEQ Guidelines) since the project will have no significant effects which affect such aspects of the human environment as air, water, land, flora or fauna, but would tend to improve socio-economic conditions of the rural poor.

Women in Development

In its last grant renewal application the LTC acknowledged the existence of Section 113 of the Foreign Assistance Act and noted its intention to comply with its letter and spirit. These efforts have taken a number of forms.

The Library has begun making a real effort to access items relating to women (including such ephemera as conference papers, pamphlets, etc.) and catalogue them under a special heading. This part of the collection now includes approximately 500 items. Some other materials collecting has been carried out independently by staff of the Center.

In the Spring of 1976 the Ph.D. in Development student colloquium held a special two-part seminar on women in development with papers on a number of topics; it is hoped that at least a Newsletter article will result from that presentation. A noon-hour seminar on the role of women in recent events in Mozambique was recently presented and it will be covered in the Newsletter. Efforts are being made to identify people in the University of Wisconsin system who are working on this topic with a view to generating more seminars (at least some of which will be offered in conjunction with the Women's Studies Program here at Madison) and possibly publications.

One major publication is already scheduled--Research Paper 70, "Some Structural Constraints on the Agricultural Activities of Women: The Chilean Hacienda," by Patricia M. Garrett--for December 1976. This paper uses data generated by the LTC's longitudinal study on the effects of agrarian reform in Chile and was presented to the conference on Women and Development held at Wellesley College in June 1976.

The Center's staff is in close contact with AID's office of Women in Development and is attempting to develop linkages with other institutions examining these issues. Work in all these areas will continue and, it is hoped, accelerate in the next grant period.

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Project Title: Land Tenure and Agrarian Reform

Life of Project:
From FY 1977 to FY 1979
Total US Funding 786,800
Date Prepared November 1976

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Project Purpose: To facilitate full and continuing utilization of the response capability of the Land Tenure Center in the areas of land tenure and related agrarian reform and institutional development, with special emphases on helping small farmers in the LDCs and on gaining additional insights into and knowledge of the critical issues of land tenure and reform as key aspects of development.	Conditions indicating purpose has been achieved: 1) Continuing high level of requests for technical assistance of all kinds; 2) Continuing enrollment of LDC trainees and students; 3) Increasing donor support and ability to support aspects of program by fees earned.	Utilization record as shown in Annual Reports.	Increasing emphasis by US government and other donor agencies on development projects which help the rural poor will require more emphasis on the role of land tenure systems in the distribution of services and benefits to the target group. University of Wisconsin expertise on these matters is uniquely excellent. 211(d) grant continues to be best utilization mechanism.
Outputs: I. Expanded Knowledge Focused Research Program II. Education and Training III. Information Capacity IV. Advisory Capacity V. Linkages	Magnitude of Outputs: I. Greater understanding of land tenure and agrarian reform issues; II. Enhanced ability of LDCs to deal with these issues; III. Dissemination of information on these issues; IV. Man-months of advisory time as requested; V. Linkages within UW, and with other US and LDC agencies concerned with small farmers.	I. Research reports; II. Number of students and trainees; III. Additions to library holdings and new publications issued and distributed; IV. Summary in Annual Reports of technical assistance and consulting requests received and met; V. Annual Reports.	I. Increased knowledge crucial to solving development problems, useful to AID & LDCs; II. LDCs informed of LTC education and training potential, and AID makes greater use of 211(d) grant institutions for participant trainees; III. LTC perceptions of nature of useful information is correct; IV. LDCs continue to need consulting time and technical assistance; V. Linkages prove mutually helpful.
Inputs: 462 man-months faculty and staff time. 211(d) grant funds. UW support.			No increase in state monies for international programs.