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September 7, 1990

TO: Alexander R. Love, C/AID
FROM: Herbert N. Miller, DA/REG
SUBJECT: Identification of Past Major Studies and Reports.

Per your request I have conducted a records search with the object of identifying past major studies, reports and investigations pertinent to the U.S. foreign assistance program and its role, organization, management and operations. The exercise was daunting. The attached bibliographic lists represent what I believe to be a significant, but not exhaustive, identification of such documents. I have also attached a narrative report which includes my own analysis of the significance of this documented record of past endeavors for any new initiatives which may be undertaken.

As an aside, this exercise has highlighted to me the vast resources and helpful assistance which are available through PPC/CDIE and its staff. Various bibliographies had already been prepared by that organization which proved to be very helpful in this regard.

Attachments:

1. Narrative Report.
2. Bibliographic list of documents available at DA/REG.
3. Bibliographic list of documents available at PPC/CDIE.
4. List of identified but unlocated documents.
5. Bibliographic list prepared by PPC/CDIE.

IDENTIFICATION OF MAJOR STUDIES, REPORTS AND INVESTIGATIONS

At the request of the Counselor to the Agency a bibliographic and documentation search was undertaken to identify and locate major studies and reports of the past relevant to the Agency's role, organization, management and operations. This exercise has resulted in the collection and compilation of various bibliographic reference lists (as well as the physical collection of some documentation) which should prove useful to future and in-depth research on the subject matter.

No pretense is made that the bibliographies compiled by this present exercise are by any means definitive. However, it is felt that they are sufficiently comprehensive to provide users with a fully adequate listing of historical actions and initiatives. In addition, reference documentation listed within the various bibliographies contain their own related references and bibliographies which can be further pursued by interested parties.

Matters which have received the least attention from this exercise are those relatively micro-focussed issues related to operational procedures such as contracting, procurement, etc. Innumerable studies, audits and proposals have been initiated on these matters over the years. However, it is felt that the relevant technical bureaus and offices would be in better position to survey the historical record and separate the wheat from the chaff in identifying past documentation which is most relevant and useful in assessing the history of operational issues.

Pertinent studies go back to the "Stassen Report" of 1953 for the International Development Advisory Board which led to creation of the Foreign Operations Administration (FOA) in 1954. Various subsequent studies led to the International Cooperation Agency (ICA) in 1955 and its sister agency, the Development Loan Fund in 1957, followed by President Kennedy's huge Task Force on Foreign Economic Assistance in 1961 (30 years ago) which led to the creation of The Agency for International Development much as we know it today.

Since that time there has been a literal plethora of studies, reviews, commissions, audits and commentaries, both external and internal, by both governmental and private sector entities and individuals. These studies have ranged from a global view of executive branch organization in general e.g., the Grace Commission, through such foreign assistance and A.I.D. specific studies as the "Perkins Committee Report" in 1968, the "Peterson Report" in 1970, the "Hannah Report" in 1972, the "International Development Cooperation Act of 1978", the "Carlucci Commission Report" of 1983, and the 1989 triad of the "Woods' Report", the "Phoenix Group Report", and the "Hamilton Committee Report" to more narrowly focused studies which have targeted such issues as policy, personnel staffing and management, program management, administrative management, internal organization and procurement procedures - all abetted by a myriad of both internal and external audits.

The recorded documentation provides a broad history of changes and adjustments (both actual and proposed) in the Agency's organization, operational management, priorities and direction based on the flux of world events, the idiosyncracies of Congress, changes in Presidential Administrations, the results of program and administrative management experience accumulated over the years, external institutional groups, e.g., PVO's and U.S. Universities, private research groups and noted individuals.

The contributors to the historical record of reform, change, adjustment, recommendations, commentaries and critiques include various Presidential Commissions (Stassen Committee, Hoover Commission, Draper Committee, Gant Committee, Herter Committee, Clay Committee, Watson Committee, Perkins Committee, Peterson Committee, Murphy Commission); congressional initiatives (HFAC, SFAC, Government Operations, Appropriations, Congressional Budget Office, General Accounting Office, Congressional Research Service and the Tunney, Humphrey, Percy and Obey amendments); research groups and "Think Tanks" (Brookings Institution, Heritage Foundation, Overseas Development Council, Rand Corporation, National Planning Association); private consultancy firms (Robert Nathan Associates, Booz, Allen and Hamilton, Arthur Little, Coopers and Lybrand, Development Alternatives Inc.); the Department of State (Katzenbach Report, Carlucci Commission, Thomas Commission); A.I.D. (C. Tyler Wood Report, Kearns Report, Gardner Task Force, Herder Report, Stern Task Force, Hannah Report, Thomas Report, MacDonald Report, Babb Report, Operations Appraisal Staff, Senior Operations Group, Office of Management Planning, Koehring Task Force, Bollinger Task Force, Wood Report); universities (National Association of State Universities and Land-Grant Colleges, Michigan State University); and individuals (Elliot Berg, George Lincoln, Robert Asher, Edward Tennant, Max Millikan, Walter Rostow, John Ohly, Judith Tandler, Hollis Chenery, Joan Nelson, Gustav Ranis). The above list of examples is far from exhaustive.

The process of researching a list of past major studies on the role, organization, management and operations of the United States Foreign Assistance Program leads the researcher to an almost inexhaustable and overwhelming magnitude of material ranging from global issues to micro issues. The most pertinent question which arises from a perusal of the resulting bibliography is: What happened as a result of these individual studies and their recommendations? The question unfortunately can not be answered by a mere collection of report titles - which has been the object of this particular exercise.

Nevertheless, the exercise does evidence that the foreign assistance program and A.I.D. have been autopsied, vivesected and x-rayed ad infinitum over the years and have been the object of first-aid, splintering and wholesale reconstructive surgery. Literally every aspect of the Agency and the Program have been studied and restudied, organized and reorganized, prioritized and reprioritized.

Any new initiatives for Agency reorganization or the undertaking of major studies of the Agency (such as the GAO's upcoming Intensive Management Review) should therefore be approached within a historical context and perspective which takes past initiatives into account. A wealth of material exists to provide researchers, investigators and consultants with an unrestricted optic on the evolution and management of the foreign assistance program as it exists today.

To ignore this historical documentation risks a further reinvention of the wheel or another simple addition to the dusty pantheon of predecessor studies and reorganizations. Significant expenditures of both human and financial resources have been spent in the past on the issue of foreign assistance and the macro and micro-management thereof. Many of the problems identified by such expenditures and many of the recommendations relevant to their solution have been the result of collective thought and debate by highly respected and experienced groups, individuals and institutions following extensive investigation and research. That not all of the recommendations and proposals have been acted upon can be laid to a combination of factors including politics, ideology, bureaucratic lethargy, etc. The point remains, however, that any new initiatives would be extremely remiss if they simply assumed the present as ground zero and failed to avail themselves of the extensive amount of collective wisdom and endeavor which has preceded them - including those which may have been tried and failed.

A final side note relates to the issue of institutional memory within the Agency. This exercise has pointed up the vast wealth of existing material related to the Agency's organizational, managerial and operational history. Other than a laudable attempt on the part of CDIE to collect and archive this material there remain significant gaps in the record. In an attempt to prevent the loss of future documentation it is recommended, as one initiative, that each and every contract by the Agency which mandates a report contain standard language which requires the contractor to forward a separate copy of that report to CDIE for archiving.

Additionally, despite the wealth of material, there has been little discernable effort to maintain a consistent running record of initiatives which would tie these actions together for future

reference. What was the rationale or driving force which prompted a particular action? What was the result of the action? A case can be made for the establishment of an Agency historian's office within CDIE which would be responsible for maintaining a written, archived record of major actions chronicling their background, results, success and/or failure - as well as subsequent events which lead to further change or adjustment. Such a record should be prepared and maintained not only on the broad issues of the Agency's role and organization but also on the relatively micro issues related to administrative management and technical operations and procedures. Such an institutionalized historiographic function would perform an invaluable service to the Agency, the Congress and future Administrations by the establishment of a permanent and reliable institutional memory.

Herbert N. Miller
DA/REG
1/6/90

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