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INTEGRATION IN THE SMALL RUMINANT CRSP

Working Paper
prepared by the Management Entity

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Introduction

From their inception, the concepts of CRSPs implied a high level of integration between:

- o US principal investigators in different disciplines
- o US principal investigators and host country scientists in the LDCs
- o US expatriate resident staff in the host country and local scientists

At a different level, integration was also anticipated between:

- o CRSP management and the management of other related international programs
- o CRSP management and host country government programs in small ruminants
- o CRSP management and the US Principal Investigators

These high ideals are not difficult to design on paper but are harder to implement in practice. Nor is it difficult to demonstrate on paper to the unsuspecting audience that integration has occurred while practical experience dictates that true integration is far from perfect and falls short of even reasonable expectation.

The paragraphs that follow will attempt to outline three dimensions of the problem:

1. A brief history of the SR-CRSP's attempts to integrate.
2. A factual statement on current procedures to ensure integration. The value of such procedures can be measured by the level of integration achieved.
3. A summary of some options for the future integrative process.

1. History

The Joint Research Committee (JRC), now disbanded, takes the credit, or the blame, as the case may be, for conceiving of CRSPs as broadly based, multidisciplinary programs involving several institutions, disciplines, and overseas countries. In the early days, more attention was paid to "concept" rather than to the practical realities of selecting compatible team mates and focusing their attention on a common problem. Indeed, the intrusion of power politics and the "something for everyone" syndrome quickly guaranteed a high degree of incompatibility in the SR-CRSP. It became clear that there had to be some large institutions, some small, some landgrant, some non-landgrant, some white, some black, some north, some south, some east, some west, and so on. Superimposed on this, once USAID reluctantly accepted that CRSPs were a fait accompli, it was necessary to go to all four corners of the globe as defined by AID, that is, to Latin America, Africa, the Near East, and Asia, regardless of the relative importance of small ruminants. It was within this milieu or melee, as the case may be, that USAID demanded from the Management Entity an Integrated Program Plan for the CRSP before any funds could flow. This plan was eventually produced in five volumes. Given the fact that no flexibility was offered in selecting US scientists (Principal Investigators), US institutions, levels of funding, the overseas locations or the authority to manage the plan, in retrospect it is surprising that the plan emerged at all and that it has, in fact, been so closely followed since. It is largely to the credit of the Technical Committee, consisting of all US principal investigators, that the plan emerged, and in spite of all its faults and detractors, has, in fact, accomplished much. In those areas for which the services of US institutions are contracted--that is, training, research and public service--the SR-CRSP has performed beyond early expectations.

These accomplishments, however, have largely been achieved through strenuous individual efforts by PIs to launch programs and acquire credibility in international work. Several programs have fallen by the wayside in the process. The early years have been a time of establishment and refinement. The SR-CRSP has, for example, terminated three subcontracts with the ME altogether, and for one reason or another, seven of the original seventeen principal investigators are no longer participating. Through the early years of the SR-CRSP, there was an increasing awareness that closer integration

within each of the developing country programs was needed. The fact that this has not been perfected does not mean that it was neglected. In fact, a brief history of each country will demonstrate the effort that has been made. Quite apart from numerous individual PI visits and administrative visits by the ME, the following is a list of full technical and integrative planning meetings that have taken place.

Indonesia

Planning Meeting - January 1980, Bogor, Indonesia. Robinson, Johnson, Bradford, Nolan, Smith, DeBoer, all LPP staff including LPPH, PTTT, and AARD representatives.

Planning Meeting - April 1981, Davis, California. Robinson, Weir, Johnson, Bradford, Nolan, Smith, DeBoer, Thomas. Dr. Panjaitan represented Indonesia.

Planning Meeting - January 1982, Tucson, Arizona. Robinson, Weir, Johnson, Bradford, Nolan, Smith, DeBoer, Thomas. Dr. Sitorus, Andi Djajanegara and Sabrani represented Indonesia.

Planning Meeting - November 1982, Bogor, Indonesia (PLANNED). DeBoer, Johnson, Nolan, Bradford, Knipscheer, Van Eys and Bell. All LPP staff including new structure BPT represented.

Kenya

Planning Meeting - September 1980, Nairobi, Kenya. Robinson, DeBoer, Bradford, Campbell, Abinanti, Smith, Van Keuren, Fitzhugh. All Kenyan counterparts on MLD staff, FAO/SGDP personnel, and CRSP expatriate staff.

Planning Meeting - October 1980, Denver, Colorado. Robinson, Fitzhugh, Bradford, DeBoer, Van Keuren, Cartwright, Abinanti, Campbell, Nolan.

Planning Meeting - April 1981, Davis, California. Robinson, DeBoer, Bradford, Cartwright, Smith, Nolan, Abinanti, Berger, Van Keuren, Fitzhugh. Dr. Chema represented Kenya.

Planning Meeting - January 1982, Tucson, Arizona. Robinson, Weir, DeBoer, Nolan, Bradford, Cartwright, Smith, Abinanti, Berger, Fitzhugh. Dr. Chema represented Kenya.

Planning Meeting - March 1982, Nairobi, Kenya. Robinson, DeBoer, Nolan, Bradford, Smith, Abinanti, Berger, Fitzhugh. All Kenyan counterparts on MLD staff, FAO/SGDP personnel, and CRSP expatriate staff.

Planning Meeting - February 1983, Nairobi, Kenya (PLANNED). Weir, DeBoer, Cartwright, Fitzhugh, McGuire, Nolan. All Kenyan counterparts on MLD staff, FAO/SGDP personnel, and CRSP expatriate staff.

Peru

Planning Meeting - December 1980, Lima, Peru. Robinson, Blackwell, Foote, Nelson, DeMartini, Van Keuren, Cartwright, Smith, Bryant, DeBoer, Quijandria. All INIPA, IVITA, and La Molina counterparts.

Planning Meeting - April 1981, Davis, California. Robinson, Blackwell, Foote, Nelson, DeMartini, Van Keuren, Cartwright, Smith, Bryant, DeBoer, Quijandria. Peru was represented by Dr. Valverde.

Planning Meeting - January 1982, Tucson, Arizona. Robinson, Weir, Blackwell, Foote, Nelson, DeMartini, Van Keuren, Cartwright, Smith, Bryant, DeBoer, Quijandria, Gilles. Peru was represented by Dr. Valverde.

Planning Meeting - January 1983, Lima, Peru (PLANNED). Robinson, Blackwell, Foote, Nelson, DeMartini, Cartwright, Nolan, Bryant, DeBoer, Quijandria. All INIPA, IVITA and La Molina counterparts.

Brazil

Brazil has been characterised by individual visits from PIs rather than on site planning meetings, but has also had workshops conducted at which several PIs were present together and able to share joint plans in Brazil. There has been:

EXTENSION WORKSHOP, Fortaleza, Brazil. Johnson, Malechek, Foote, Shelton, Brazilian counterparts from EMBRAPA Sheep and Goat Center.

REPRODUCTION WORKSHOP, Sobral, Brazil. Brazilian counterparts from EMBRAPA Sheep and Goat Center.

RANGE RESEARCH WORKSHOP, Sobral, Brazil. Malechek, Norton, Brazilian counterparts from EMBRAPA Sheep and Goat Center

SYSTEMS WORKSHOP, Sobral, Brazil. Sanders, Smith, Brazilian counterparts from EMBRAPA Sheep and Goat Center.

Planning Meeting - February 1981, Denver, Colorado. Robinson, Johnson, Cartwright, Smith, Sanders, Nolan, Malechek, DeBoer, Gutierrez, Norton.

Planning Meeting - April 1981, Davis, California. Robinson, DeBoer, McGowan, Malechek, Foote, Nelson, Nolan, Johnson, Cartwright, Stott, Miller. Brazil was represented by Drs. Santana, Elinio, and Fonnseca.

Planning Meeting - January 1982, Tucson, Arizona. Robinson, Weir, DeBoer, McGowan, Malechek, Foote, Nelson, Nolan, Johnson, Cartwright, Stott, Miller. Brazil was represented by Ederlon Oliviera and Luiz C. Friere.

Planning Meeting - February 1983, Sobral, Brazil (PLANNED). Robinson, Johnson, Nolan, DeBoer, Foote, Nelson, Brazilian counterparts, and all US expatriate scientists.

Morocco

Planning Meeting - September 1979, Rabat, Morocco. CANCELLED BY USAID.

Planning Meeting - January 1982, Tucson, Arizona. Robinson, Weir, Johnson, Nolan, Gilles, Bradford, Berger, O'Rourke, Malechek. Morocco was represented by Dr. Lahlou Kassi.

Planning Meeting - March 1982, Rabat, Morocco. CANCELLED BY USAID AND HASSAN II.

Planning Meeting - October 1982, Rabat, Morocco (PLANNED). Robinson, Weir, Johnson, Nolan, Bradford, Berger. Moroccan counterpart from Hassan II University.

In all of these meetings, genuine efforts were made between PIs and their host country counterparts to integrate their activities. Indeed, in several of these countries, committees with specific memberships have been formed to deal with integration and program review. Their opinions are highly important to this process.

2. Current Procedures

The Integrated Program Plan (five volumes) stands as a foundation of the five year program of the SR-CRSP. However, each year a scenario is followed which is intended to force PIs into examining their accountability to that plan, update the plan, have the plan reviewed by the Technical Committee, have the plan and budget to support it reviewed and approved by the Board, have the program and the budget reviewed and approved by appropriate authorities overseas, and finally have the entire program continuously evaluated by a highly competent External Evaluation Panel. This is a rigorous review process and given the level of funding in most subcontracts, and relative to required review in grants of similar size from other agencies, the active PIs could be excused for believing the CRSP review process is overly excessive. An example may be presented of how this worked in Kenya.

Background - INTEGRATED PROGRAM PLAN - 5 YEARS

Annual Sequence

JAN.	Report and Preview to Full Technical Committee
FEB.	PIs develop preliminary workplans and budget
MAR.	Presentation of workplans to Kenyas and other PIs
APR.	Full review and feedback from MLD - approval.
MAY	Review by Technical Committee Executive and PAC in Kenya.
JUNE	Board Review and approval of workplan and budget
JULY	External Evaluation Panel Review
AUG.	Feedback and refinement from Management Entity
SEPT.	Preparation of subgrants
OCT.	New funds released

This type of approach has been used in every country although not in this precise sequence. It has led to the formation of discrete program committees which approve or disapprove overseas programs and expenditures. In Kenya, this is accomplished by the Program Administration Committee (PAC); in Morocco, the Moroccan Scientific Panel (MSP) and all experiments must be approved by MLD or Hassan II, respectively. In Brazil, no experiment is conducted that does not have clearly identified EMBRAPA approval as part of their own ongoing research. In Peru, INIPA must approve CRSP research, and in

Indonesia, all CRSP activity must be registered as part of the ongoing long term program of AARD. Without these host government approvals, research simply cannot get underway.

The Management Entity has made three attempts to improve integration:

- o Establishing a PI as technical site leader. (Kenya-Fitzhugh, Indonesia-DeBoer, Brazil-Johnson, Peru-Blackwell, Morocco-O'Rourke). This was essential in the early days because the ME had neither the staff nor the time to concentrate on issues other than administrative establishment of the CRSP. Also, there was a carryover from earlier confrontations of the TC and BIR with the ME over management. This led to the exclusion of the ME from largely technical aspects of the program which was to be in the hands of PIs via the Technical Committee. An example of this was complete non-participation of the ME in overseas site selection. Time has eroded these differences.

- o Establishing the Site Co-ordinator as Technical Coordinator. As site coordinators with high academic qualifications were selected, the ME urged, where possible, that they be given authority to force in-country project integration. This was never allowed to work, or for other reasons did not work. While this could have occurred in either Kenya, Indonesia, or Peru, the Site Coordinators were never given the power to do so by PIs. This was a factor in the resignation of two of these Site Coordinators. In Brazil and Morocco, appointment of site coordinators capable of integrating was not made.

- o Establishing a preliminary integration matrix. Letters were sent in July 1982 requesting all PIs to specify how their program integrated with every other program in the host country. This was to provide a preliminary matrix for review with a further view towards strengthening collaboration. Frankly, the response from PIs was poor. By the September deadline, only 6 of 17 PIs had responded.

In spite of all these efforts, cross-integration is still not perfected. This is probably due to the early efforts to establish the credibility of the research by PIs and the need to understand how each other's programs were emerging. As PIs gained confidence in one another (and where that has not developed, programs have been terminated), a conscious effort has been made to enhance integration. In Kenya, a two dimensional cross reference scheme was devised to illustrate areas of integration and mutual interest. This was sent to all PIs with a request to complete such a chart for each country. The results from PI responses are shown in Tables 1-5. Likewise, a schematic "ideal" of how integration may be achieved was sketched by the ME and is shown in Fig. 1. This simply illustrates that while each subproject in a country may have two or three major priorities, it will also have priorities that specifically link up with other subprojects. During the course of research, other ideas will also attach themselves to their project and develop into high priorities. In all this activity, it is clear that an Integrating Force is needed. In Kenya, this was seen to be the Farming Production Systems project. This subproject not only conducts research in nutrition, forage production, etc., but through the farm survey approach, it touches all other disciplines--health, economics, sociology, etc. In Indonesia, the Economics subproject most closely fits this ideal; in Brazil, the Nutrition/By-product subproject is the most ubiquitous and these could perhaps play a leading role in integration.

In 1982, the integration issue surfaced in several ways:

- o Effort by the ME had not been so much at integration but rather at trimming and redesigning country components.
- o Host country leaders began to place more emphasis on the need for integration.
- o The Blue Ribbon Sub-committee on Systems Analysis specifically focused on this issue.
- o The EEP criticised the ME, BIR and TC for neglecting the issue and recommended action.

As a result of these developments, the ME has taken up the issue, as recommended by the Blue Ribbon Panel, with a private consulting group specialising in program planning with a view to developing ideas for future

integration. Considerable thought has gone into how this may be achieved and some alternative proposals are presented in the next section.

3. Options for Future Integration

The options for providing an integration mechanism are legion and difficult to classify. Three principles are embodied in the suggestions that follow.

1. Centralisation of the Integrative Mechanism to Management Entity.
2. Decentralisation of the Integrative Mechanism to Country Committees.
3. Provision of an Integrative Mechanism somewhat external to SR-CRSP.

None of these have been worked out in detail and indeed are the subject for discussion at the Joint Executives Meeting in Davis, September 30, 1982. However, they have the following features:

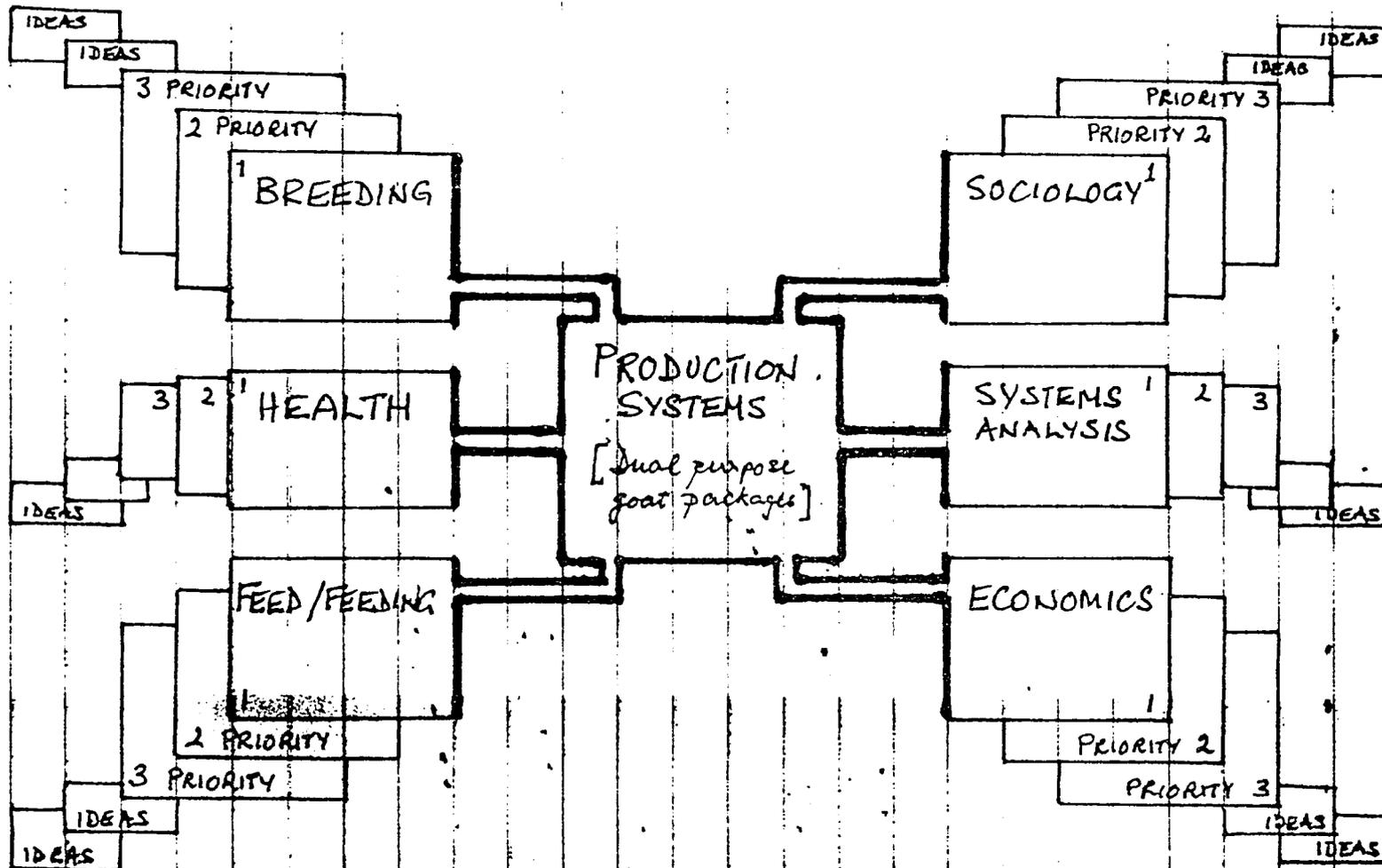
1. Option 1 could be linked to any new funding guideline proposal that emerges. For example, a new matrix of country activity could be developed whereby each PI in an overseas site would provide a completely separate workplan, budget and strategy to be individually funded. For example: Sociology may submit completely separate workplans for the five CRSP sites that would be individually evaluated on merit rather than as part of a single subcontract. A high degree of integration with other programs would be the highest requirement for funding to be approved. Whether this was achieved would be determined by the ME, in consultation with the TC, BIR, EEP and overseas counterparts.
2. Option 2 could be implemented the same way, linked to new "guideline funding" but administered by a TC country committee which includes overseas counterparts. From the ME perspective, this has advantages over Option 1. While more difficult to enforce, it leaves the PIs as the driving force of program development.

3. Option 3 implies an external component. This was recommended by the Blue Ribbon Panel and in my view, has merit. Whether such external input comes by membership of an outside consultant on a "Select Committee for Integration" or by separate contract for someone to provide continuous monitoring of integration is a debatable issue.

One suggestion that may be worth pursuing is found in the attached proposal from Development Design Associates for a mini-workshop on the integration issue, before the end of this fiscal year, and prior to the start of a new phase of the SR-CRSP grant in 1983. It would be undertaken using the Kenya PIs and Kenya Program as the guinea pigs, since this is where most of the integration debate has centered. Three components would be involved:

- Provision of a small consultancy contract to DDA for the purpose of setting up materials and workshop.
- Circulation of the resulting questionnaire to Kenya PIs and evaluation of such a workbook by DDA.
- A workshop of all Kenya PIs, ME and DDA to evaluate the results and design an integration strategy.

The ME would recommend Winrock as the best venue for such a workshop and November 30-December 1, 1982, as the best time, if convenient to everyone.



KENYA INTEGRATION	BREEDING	HEALTH	SOCIOLOGY	SYSTEMS ANALYSIS	ECONOMICS	NUTRITION FORAGES	PRODUCTION SYSTEMS
BREEDING							
HEALTH	<ul style="list-style-type: none"> • Trypanosoma Tolerance of local, x bred & exotic goats 						
SOCIOLOGY	<ul style="list-style-type: none"> • Acceptance of the local & bred & exotic goats 	<ul style="list-style-type: none"> • Social Constraints in acceptance of health packages 					
SYSTEMS ANALYSIS	<ul style="list-style-type: none"> • Quantitative data on performance of local, x bred 	<ul style="list-style-type: none"> • Quantitative data on delimiters for model develop. 	<ul style="list-style-type: none"> • BH station work supported 25% in collection of social parameters 				
ECONOMICS	<ul style="list-style-type: none"> • Cost/benefit of local & bred goats in clusters 	<ul style="list-style-type: none"> • Cost/benefit of health practices in clusters. Eg dipping. 	<ul style="list-style-type: none"> • Combine with econ in 25% support of BH station work costs 	<ul style="list-style-type: none"> • Outputs of the LSTepecol model provide input for econ. model 			
NUTRITION/ FORAGES	<ul style="list-style-type: none"> • Quantitative data on performance of locals vs cross breeds 	<ul style="list-style-type: none"> • Evaluation of plane of nutrition on health 	<ul style="list-style-type: none"> • Social acceptance of feeding regimens. Women workload 	<ul style="list-style-type: none"> • Feed intake • Dry season feed • Amount of milk • Water intake 	<ul style="list-style-type: none"> • Cost/Benefit of various feed practices in clusters. 		
PRODUCTION SYSTEMS	<ul style="list-style-type: none"> • Defining a goat adapted to environment • Performance testing in location 	<ul style="list-style-type: none"> • Collection & CRSP, SGDP, IICA (LRAS) and local DVAs on health data 	<ul style="list-style-type: none"> • Combine with sociology/econ to provide 50% of BH station curvey work. 	<ul style="list-style-type: none"> • Sensitivity testing of the model packages for farm clusters 	<ul style="list-style-type: none"> • Economic evaluation of production packages 	<ul style="list-style-type: none"> • On farm testing of dual purpose goat package • Herd training 	

PERU INTEGRATION	BREEDING	HEALTH	SOCIOLOGY	ECONOMICS	RANGE
BREEDING					
HEALTH	<ul style="list-style-type: none"> • Advice on health factors in Peru. • Genetic evaluation of resistance to disease • Role of heredity in disease transmission 				
SOCIOLOGY	<ul style="list-style-type: none"> • Breeding practices flock size, ownership valued traits • Traditional constraints production values • Realistic production 	<ul style="list-style-type: none"> • Attitudes toward disease & health packages • Technical info on diseases of importance. 			
ECONOMICS	<ul style="list-style-type: none"> • Economic info on animal characteristics • Cost benefit of breeds & practices • Data on breed & system productivity 	<ul style="list-style-type: none"> • Cost: benefit of health care. • Efficacy of health care - treatment versus prophylaxis. 	<ul style="list-style-type: none"> • Sociological constraints on policy • Economic value of live stock in system • Marketing practices 		
RANGE FORAGES	<ul style="list-style-type: none"> • Quantitative values for range land • Characteristics of sheep for range production. 	<ul style="list-style-type: none"> • Range uses & control of diseases • Health benefit of improved range land uses. 	<ul style="list-style-type: none"> • Info on community organization, land ownership • Technical info on carrying capacity, social structure & capacity 	<ul style="list-style-type: none"> • Economic analysis of forage production • Production response to applied practices 	
REPRODUCTION	<ul style="list-style-type: none"> • Genetic basis for reproductive traits • Selection for good reproductive traits 	<ul style="list-style-type: none"> • Economic factors in increased productivity. • Effect of disease on reproduction. 	<ul style="list-style-type: none"> • Social attitudes toward animal multiplication • Technical info on constraints to fertility 	<ul style="list-style-type: none"> • Economic factors in increased productivity. • Response likely to new practices. 	<ul style="list-style-type: none"> • Range management factors affecting reproduction • Measures of performance in relation to management