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TITLE XII AFRICA REGIONAL WORK GROUP -(JCAD)  
FIELD VISIT TO KENYA, SOMALIA, TANZANIA AND SUDAN,  
SEPTEMBER 28 - OCTOBER 21, 1979

## OUTLINE OF REPORT

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## I. Objectives of Review

A team for the JCAD Africa Regional Work Group visited Kenya, Somalia, Tanzania and Sudan from September 28 to October 21, 1979. Team members were Lowell Watts, JCAD and Chairman of the Africa Regional Work Group; Douglas Butchart, AID/AFR/TR/ARD; Peter Koffsky, USDA; and Charles French, BIFAD staff and JRC representative. Purposes of the trip were to:

1. Improve mission and host government understanding of Title XII and discuss ways to make Title XII more effective.
2. Improve JCAD understanding of mission and host government needs, priorities, opportunities, constraints and problems.
3. Review selected specific projects planned or underway to provide specific follow-up assistance as appropriate.
4. Review projects and activities which will or might become Title XII efforts.
5. Strengthen working relationships between BIFAD (JCAD/JRC) and A.I.D. missions and related host governments.
6. Interact with REDSO/E and A.I.D. personnel attending Nairobi design conference.
7. Review BIFAD and A.I.D. procedures in terms of their effect upon implementation of Title XII programs.

## II. Process Used in Review

Procedure and findings of prior reviews sponsored by JCAD/BIFAD to West Africa, Asia, and Caribbean were given special attention in this review. But, the East Africa team did not limit its considerations to the scope or method of prior reviews.

Initial contact was made in each country with the USAID mission, specifically the food and agriculture officer. This official and his project managers were briefed on Title XII and its implications for both A.I.D. and the implementing organizations, and invited to voice their reactions and their views of country and mission potentials and priorities. Such interaction was continued with mission directors to the extent that they were available. Additional opportunities existed to interact with mission people at the Africa design conference in Nairobi.

### III. Situation in Africa

The four countries visited constitute the major Eastern Africa nations currently maintaining or anticipating AID programs. They also present a cultural and historical continuity which has had both unifying and dividing effects upon the region.

All four were components of a Red Sea/Indian Ocean maritime commercial system that brought Arab influence and the Islamic religion to the East African coast. The local peoples migrated to the area long before European colonization, and thus spill over political boundaries and inhabit disputed regions. All four countries have a British colonial heritage, but attempts at regional coordination through a "Cape to Cairo" route in the early part of this century, and an East African Community of Kenya, Uganda, and Tanzania more recently, have been unsuccessful due to national jealousies.

Economically and agriculturally, there are important differences among the four countries. Kenya is historically the archetypal settlement colony, attractive to Commonwealth migrants due to the similarity of the highlands to the English countryside, and to Government receptivity. Tanzania has also been an important source of tropical products, first for the Germans and following World War I, for the British. Somalia and Sudan have perhaps been more important internationally on strategic than on agricultural grounds, due to aridity and lack of resources; but both are now receiving major developmental attention. Sudan has recently been seen as a potential "bread basket" for the Arab world, but this level of development is unlikely in any immediate time period.

USAID activities in these four nations are active over a wide range of stages, and should progress well since receptivity is strong all four. Kenya is the scene of longterm successes and commitments; Tanzania is at a stage of program completion and re-evaluation; Somalia is returning to a major program interrupted for political reasons; and Sudan is commencing major AID-sponsored activities.

### IV. Some Overview Comments

Title XII has a weak image and poor reputation in the missions in East Africa. Moreover, this appeared to be the situation elsewhere in Africa as evidenced by comments heard at the African design conference in Nairobi and from some donor representatives.

Host-country and mission representatives warmed up to Title XII potentials in private discussions on a project-by-project basis. Several people in East Africa have wanted to make Title XII work, but have been frustrated by their experiences to date.

#### IV. Some Overview Comments (Cont'd)

They were confused, if not hostile, from unclear signals from AID/Washington with regard to the importance of Title XII. By mission standards, performance of U.S. universities in Africa has not been good and has not improved under Title XII. BIFAD staff information and interaction had been disappointing. On the face of it, some people seemed to care little about the success or failure of the program and those that did care were increasingly frustrated and discouraged. Several were still hopeful, but strong leadership and direct involvement from AID/Washington, BIFAD, and participating universities are necessary before Title XII can succeed in East Africa.

Title XII is needed in East Africa. Africa is a unique and highly diversified development opportunity. To advance East African development, U.S. technical assistance will require innovative approaches and effective professional talent. The pool of professional help with aptitude and experience sufficient to assist Africa is limited. Use of this talent is rendered more inefficient by a massive donor involvement, all fighting over the limited supply of talent and often supplementing that small supply with lower quality talent.

A.I.D. adds to this problem by staffing its missions with management people and generalists many of whom claim little professional experience or agricultural commitment. Personnel emphasis more often appeared to be on getting people in authorized positions and dollars expended rather than on quality of people or program results.

The constant cry was for more and better trained professional talent. This cry was more convincing from the host country people than from the AID people. But the cry made sense to the review team.

Title XII assistance is needed for on-target orientation of projects and honest-to-God delivery of an increasing reservoir of professional talent. These are especially needed at the applied, grass-roots agricultural development level.

Some specific needs in the four countries reviewed are:

1. Research.

Research has appeal as an area for technical assistance. Indications were that many African officials use the term "research" as synonymous with "extension," "testing" and "demonstration." Research as an A.I.D. program centerpiece was emphasized in Tanzania. It was also recognized generally as a source of strength for building extension programs. The small ruminant CRSP was of high interest, but in Sudan greater interest existed in the sorghum and millet CRSP. Sudan would like to participate directly in that program.

#### IV. Some Overview Comments (Cont'd)

Other than for the two CRSPs, most comments to the team indicated primary interest in Africa on applied research. The team thinks that East Africa is a location where more applied research appropriately tied to extension is badly needed. Of course, the long-run solution will demand some more basic research, and other elective, well chosen research efforts should be sought. CRSPs should dominate research activities under Title XII in the short-run other than those in the applied area.

##### 2. Training.

The top officials in all four countries were well trained, highly qualified and apparently quite capable, with several holding Ph.D. degrees. Several are U.S. trained at the graduate level. However, below this top echelon, the level of training falls off rapidly, even within the central ministries. Field staff are primarily at certificate or diploma level.

This situation has created both formal and informal training needs of a high order. It is obvious that the ministries visited are anxious for their personnel to be upgraded. The team was advised that graduate training outside the country will be limited by both the paucity of qualified personnel and the inability or unwillingness of the ministries to be operated by expatriates while a high proportion of the middle management personnel are sent to graduate school. The team would expect that each of the countries visited would seek foreign graduate training for from 5 to 10 people per year, but not all in the U.S.

The training imperative for East Africa is in-country. Much of it must be oriented to upgrading basic technical knowledge of extension field staff holding only certificates or diplomas. Such training might well show up in a project identified as extension. Where such training is related to institutional extension development projects, the extension identification is correct. There will be other training needs which will be identified primarily to be met through existing colleges or training centers.

The primary observation on training, as on research, is that even though some Ph.D. level training is needed, the primary thrust must be at a lower level to provide upgrading of staff quickly. Thus they can be prepared to deal with position responsibilities they already hold.

#### IV. Some Overview Comments (Con't)

##### 3. Extension

Extension was identified as the primary need in each of the four countries. In Sudan the interest of the mission centers on a means by which extension can be restructured, tied to the Agricultural Research Corporation (ARC) and funded through marketing orders or other nonpublic sources. In the other countries the approach is less drastic although some reorganization is obviously needed. In Tanzania, bureaucratic procedures which can delay delivery of inputs presumably up to a full year must be corrected if extension intervention can be expected to succeed. The mission did not indicate a willingness to meet this problem head on. The team feels that U.S. support to Tanzania in extension could and should be a priority. But it strongly recommends as a condition of U.S. assistance that a Tanzania Government commitment be made at least to provide necessary seeds, fertilizers and agricultural chemicals for field demonstrations by extension personnel. Given this type of support, it is a propitious time for U.S. assistance to the Tanzanian Extension Service.

In Somalia, the needs are identified as developing the organization and back-up system for field extension personnel and providing training to upgrade staff. The research program must be built concurrently in order to have something to extend. The commitment of Somalia to develop a National Extension Service and the supporting field organization makes this an obvious Title XII challenge. The team recommends, however, that any university or state extension service which might tackle this assignment, insist on housing in place before assigning personnel. This is mandatory for all projects, but applies with particular emphasis to projects which might house U.S. personnel outside the capitol city.

Kenya has benefited from more projects and greater popularity as a place to work as compared to the other countries visited. Extension was again identified as the weakest link in this agricultural development effort. This observation was confirmed by the FAO director of agricultural programs and repeated by the World Bank representative. With the small ruminant CRSP going to Kenya and the Egerton College training project now approved, the Title XII team suggests that the next major effort should be to help develop the extension functions in Kenya.

#### IV. Some Overview Comments (Con't)

Africa is a strong candidate for a concerted applied Title XII thrust generally. If such a thrust is to succeed, several changes must be made including a change in missions' attitudes, greater contracting flexibility and a stronger empathy by U.S. Universities to the problems and risks of the African countries.

#### V. Recommendations

Ten general recommendations follow. Also, these contain several supporting recommendations. The detailed rationale for each is developed from page 12 to page 38. A dangerously oversimplified rationale is given here in order to introduce the reader to the recommendations. Hopefully this will foster more curiosity than contempt and the reader will go on to read the more detailed explanations.

African mission personnel were nearly unanimous in saying that Title XII is too complicated and many implied that it was ill-defined. Most Africans openly admitted that they knew little about it. Time is rapidly putting Title XII on test. Many people in many quarters are skeptical and impatient; most of those interviewed in Africa both Americans and Africans, are in this group. Several African mission people have shown good faith and have tried to make Title XII work, but for the most part, they have been disappointed and frustrated. Thus we recommend that:

1. AID/IDCA AND BIFAD CONCENTRATE TITLE XII ON A FEW, SIMPLIFIED HIGH-COMPARATIVE-ADVANTAGE ACTIVITIES.
  - o Narrow the Focus of Title XII (Also see recommendation 4).
  - o Simplify Title XII (Also see recommendations 2 and 5).
  - o Get Cracking on a Few JCAD Activities Usable in Africa.

Missions are under pressure to do more things with fewer resources. The heat is on to simplify mission operations. For example, the host-country contract is attractive. Universities have always sought involvement in the planning of technical assistance activities and think Title XII mandates that right. Host-country people also want more involvement; thus, they, too, like the host-country contract. A.I.D. programming and contract officers seek control and definable responsibilities, usually within a concept of contract procurement. Thus the highly constrained and highly scrutinized A.I.D. bureaucracy, the highly independent university bureaucracy, the increasingly expectant host-country bureaucracy, and the ever-expedient, front-line mission bureaucracy have spawned a crossbred negotiating and contracting process that is highly resistant to simplification, self-protective and usable to take risks. The system must be simplified, lest it strangle Title XII. Thus we recommend that:

V. Recommendations (Con't)

2. AID/IDCA STREAMLINE CONTRACTURAL AND AGREEMENT PROCEDURES FOR TITLE XII.

- o Adapt Contractual Arrangements Which Will More Effectively Apply Title XII in the Field.
- o Explore Alternative Ways To Establish Continuity of Institutional Linkages.

A.I.D. mission personnel and others in the field in Africa are doubtful about A.I.D.'s commitment and the permanence of Title XII. They ask: Whose program is it? Is it a University gravy train? Who asked for it? Are we really going to try to make it work? Should we not let it die a natural death? Does Washington care if it works? Thus, we recommend that:

3. AID/IDCA DEVELOP AND COMMUNICATE WITHIN THE AGENCIES A DEFINITIVE, CLEAR-CUT POLICY RELATIVE TO TITLE XII.

- o BIFAD Seek an Early Opportunity to Meet with AID/IDCA Urging in Strongest Terms That a Policy Directive be Sent to Missions Committing A.I.D. to Title XII.
- o AID/IDCA Clarify Quickly How Title XII Responsibility and Procedure will be Affected by Executive Branch Reorganization.
- o A.I.D. Accept Responsibility for Support and Logistical Services, Even Under Host-Country Contracts.
- o AID/State Liberalize Ambassadorial Levels on U.S. Personnel and In-Country Budgets Where Title XII is Constrained.
- o AID/IDCA Substantially Increase Title XII Institutional Involvement in Development of Country Development Strategy Statements (CDSS).

Africa needs Title XII. The African development problem is large and complicated. It needs long-term technical assistance with a high level of agricultural and related professionalism. Adequate help of this type is not available within A.I.D.. Much of that which is available is in the universities. More talent could be developed and will be under strengthening grants. The uniqueness of Title XII seems to fit the needs in Africa for mobilizing this talent, both for the short run and long run. But the message is not getting into the field. Thus we recommend that:

4. AID/IDCA AND BIFAD CLARIFY THE SCOPE AND DIFFERENCES IN TITLE XII FROM TRADITIONAL PRACTICES, PARTICULARLY IN COUNTRY PROGRAMS.

- o Make More Clear Especially to A.I.D. Field Staff and Host

V. Recommendations (Con't)

Country Representatives Just What is Unique About Title XII.

- o Prepare a Guidelines Paper with Effective Illustrations of Unique and Specialized Activities Appropriate under Title XII.
- o Establish the Unique Contributions Which Modern Universities Can Contribute Under Title XII.
- o Inventory in More Useful and Accurate Form the Talent Title XII Can Provide in Both the Shortrun and Longrun Showing the Comparative Advantages of Title XII.
- o Clarify the Role of USDA Under Title XII.
- o Increase the Amount and Variety of Ways by Which Short-term Professionals Can be Used.
- o Assess the Place of Social Science Inputs.
- o Assess the Place of Nutrition, Home Economics and Food Sciences Inputs.
- o Assess the Place of Women in Development.
- o Assess the Role of Institutional Building Approaches.
- o Assess the Wider Opportunities Offered by the Growing African Economies.
- o Establish the Appropriate Emphasis Under Title XII Between Commercial and Subsistence Farming in Africa.

JCAD type activities are being identified as the main thrust of Title XII conceptually and budgetwise. If they are the main thrust, demonstrable successes of this type are desperately needed. Africa is a good place to get them going. But the blueprint for field implementation is not available. A blue print as such probably can not be developed, but guidelines can be refined and experiments attempted. Thus we recommend that:

5. AID AND BIFAD DETAIL THE PROCEDURE FOR USE OF TITLE XII IN COUNTRY PROGRAMS.

- o AID and BIFAD Convene a Workshop of Mission and Washington Staff to work with BIFAD and University Staffs in Preparing a Format for Title XII Operations in the Field.
- o BIFAD Reassesses the "Baseline Study" Process and Experiment with Appropriate Variations of it in Africa.

V. Recommendations (Con't)

- o BIFAD, With Ongoing Work of the Extension Committee on Organization and Policy (ECOP), Prepare a Paper on How to Assist Host Countries in Developing Extension Type Programs, Especially Under Title XII.
- o BIFAD Develop More Effective Mechanisms for Nominating Universities, Especially for Initial Consideration.
- o BIFAD Insist That Institutions Taking Lead Status on Project be able to Expedite the Project and Have Identified Leadership to do so.

Title XII legislation makes host-country, institutional involvement a key mandate. The African institutions are at best cautiously hoping they will be involved. Thus we recommend that:

6. AID AND BIFAD CLARIFY HOST-COUNTRY ROLES IN TITLE XII ACTIVITIES.

- o Involve Host-Country Representatives Earlier and More Thoroughly at Both Conceptual and Procedural Design Levels.
- o Assess The Selection Process For Host-Country Involvement.
- o Build Host-Country Commitments to Title XII Where Possible.

The recommendations in this report call for much more concentrated staff work to get this program moving. Continuity of staff is important. Specialized concentration on such a unique program is important. Existing A.I.D. staff probably can not be expected to give it either continuity or concentration. Thus we recommend that:

7. AID/IDCA AND BIFAD EXPAND BIFAD STAFF AND CLARIFY ITS ROLE.

- o Clarify the Role of the BIFAD Staff, Especially to A.I.D. Staff in Field and to Host-Country Representatives.
- o Staff BIFAD at Levels Commensurate With Its Defined Role.
- o Make BIFAD Staff more Assertive in Location of Title XII Activities.
- o Have BIFAD Provide Better Quality Control and Evaluation For Field Operations of Title XII.

The Title XII law makes clear that training is to be a part of the mandate. Africans interviewed were unanimous in asking for help on training. So far, the training aspects of Title XII have not been focused. Thus, we recommend that:

8. BIFAD COME TO GRIPS WITH HOW TRAINING ASPECTS OF TITLE XII ARE TO BE MADE EFFECTIVE.

- o Clarify the Responsibility for Training Activities Under Title XII.
- o Clarify the Extent to Which U.S. and Host-Country People Can Expect Title XII Assistance on a Range of Training Needs.

Title XII is not exclusively a university oriented program. The degree and kind of involvement of other institutions, especially private institutions, has not had much planning. Private consulting companies are involved in Africa. Moreover, some of them think Title XII will divert much of their business to the universities. Public corporations or parastatals are under experimentation in Africa. Emphasis is being increased on the use of private voluntary organizations in technical assistance. Yet in the field there seems to be no effective linkage between PVO's and universities. So what is the appropriate institution mix? The air needs to be cleared on this issue. Thus we recommend that:

9. AID/IDCA AND BIFAD COME TO GRIPS WITH HOW THE PRIVATE SECTOR FITS INTO TITLE XII.

- o Clarify Appropriate Use of Private-Sector Institutions Under Title XII.
- o Clarify the Role and Process of Using Private Voluntary Institutions in Title XII.

JCAD is under pressure to do more. Communication with the field on what to do has been too little and too indirect. Field involvement and understanding are paramount to knowing what to do and how to do it. The RWG field visits seem to have had a good effect. Some Stateside university visits by mission and host-country peoples have occurred and helped. Field and stateside interaction is paramount to Title XII success. Thus we recommend that:

10. AID AND BIFAD INCREASE INTERACTION OF TITLE XII PERSONNEL AND FIELD PERSONNEL.

- o BIFAD Staff Become More Current on Field Problems and Activities.
- o Field Personnel Become More Current on the Potentialities of Modern Universities.

V. Recommendations (Cont'd)

- o JCAD Continue Regional Work Group Reviews but in a Selective, Well-briefed Mode.

VI. Rationale for Recommendations

1. AID/IDCA AND BIFAD CONCENTRATE TITLE XII ON A FEW, SIMPLIFIED HIGH-COMPARATIVE-ADVANTAGE ACTIVITIES.

The complexity of both the process and the concept of Title XII is viewed in Africa as being formidable, almost beyond use in the field. The process probably will need to stay somewhat complicated, but the concept is simple and should be kept that way - bringing together critical masses of professional talent so U.S. technical assistance can help more people. The program has an image of many things, mostly unrelated, going on by a lot of people in a lot of places in some mysterious way. The program is hindered by this image.

-- Narrow the Focus of Title XII.

Sharpening the scope of Title XII (as covered later in Recommendation 4) will help considerably, but, the large number of Title XII activities being considered also increases the risk that Title XII will fail in Africa. This type of program needs demonstrated successes. A few well done activities are needed at this time; not a large number of not-wo-well-done ones. Criteria for choice need to be developed. The team does not have a complete set of well defined criteria but let us illustrate three. First, pragmatic activities are obviously wanted by both missions and host governments in East Africa. This probably means primary priority on extension type projects. Second, institution building was put high in priority by many Africans. Moreover, these institutional needs were often in the area of extension systems, or integrated systems of research, extension and teaching. Third, specific training needs were identified in each country. Thus it would be desirable to consider narrowing activities to those that

VI. Rationale for Recommendations (Cont'd)

are pragmatic, integrated and institution-building with demonstrable outputs such as well designed training programs.

-- Simplify Title XII.

Most of the recommendations of this report focus on simplifying Title XII. The process is far too complicated. Recommendations 2 and 5 deal with this, but the concept itself may already be getting too complicated. Collaborative research support programs (CRSPs) studied to some extent in this review illustrate the point. They have a purpose of bringing together a critical mass for solving problems which have not been, and probably cannot be tackled, by individual institutions or by an uncoordinated approach by several institutions. As laudable as this may be, exaggeration of the idea may be the undoing of CRSPs. Several institutions are making many individual proposals around a given problem. Planning entities are tending to package these so that they appear to be a consolidated whole but in fact they may not be. Decision makers do not appear to be hard-nosed enough on the final number of institutions or the bounds of the problem. Mission personnel visited asked pointed questions as to the wisdom of the CRSP subjects chosen, but mostly they thought that these projects involved too many institutions, were too complicated, and would be unmanageable.

Consortia and regional research experiences probably are the most nearly like the Title XII projects of any prior experience. They have had their problems. One thing they have taught is the fact that it is easier to expand a multi-institution, or multi-disciplinary effort that it is to contract one. The idea of a CRSP is to consolidate and coordinate a critical mass of needed talent. The size and complexity, especially in the beginning, should be no more than that. Political accommodations and numbers for numbers sake certainly need to be avoided.

-- Get cracking on a Few JCAD Activities Useable in Africa.

Probably the most obvious conclusion of this review is the fact that field people are waiting impatiently to be shown what the JCAD mandate of the legislation means. JCAD needs a few successes and Africa is a fertile area for them. We need not belabor this impatience in the field or even to mention that which exists in Congress. JCAD needs to get cracking.

## VI. Rationale for Recommendations (Con't)

The primary African need is extension. Different countries have different organizational structures, and related country infrastructures vary. Nevertheless, promising opportunities exist in these countries for upgrading staff, improving institutional management and organization, and demonstrating effective technology.

Serious risks are involved. Agricultural inputs supporting extension are inadequate and in some countries, especially Tanzania, and possibly Somalia, are so cumbersome and un dependable as to require special consideration before extension successes will be forthcoming.

People in the countries visited were receptive to extension support and in serious need of extension, including the related adaptive research and training. Although the most significant benefits of such extension programs will be long-range, such programs can also have visible short-range impacts if properly designed and executed.

Some extension activities are being performed by FAO and USDA, but the need is greater than this. Those countries which clearly could utilize one or more state cooperative extension services should be identified for university type program assistance.

### 2. AID/IDCA STREAMLINE CONTRACTUAL AND AGREEMENT PROCEDURES FOR TITLE XII.

The way in which host-country, A.I.D. and university interests and needs are brought together into effective working arrangements whether agreements, contracts, or whatever, has had much thought and work. But the system now is too complicated and does not provide in a convincing way a continuum of adaptable instruments which facilitate, rather than impede, good working relations. Title XII combined the bureaucracy of various agencies and the process is strangling it to death. This review is not the place to discuss all the issues of procurement vs collaboration, facilitation vs control and accountability; collaborative mode vs host-country contract vs indefinite quantity contracts (IQC); and such, but a problem on contractual procedures exists in the field in Africa. Thus, this recommendation is addressed to that problem.

#### -- Adopt Contractual Arrangements which will More Effectively Apply Title XII in the Field.

All missions visited in East Africa are being pressured by their host governments as well as by AID/Washington to more accurately and analytically prepare new programs and projects in agriculture and rural development as well as to more professionally implement and evaluate on-going activities. They have also been directed to increase emphasis on assuring that all U.S. technological interventions are both socially sound and realistically achievable.

At the same time that the work load to do all these things has been increasing, a serious shortfall of experienced

VI. Rationale for Recommendations (Con't)

professional agriculture officers in the missions as well as in AID/Washington has developed. REDSO/E is generally recognized to be incapable of filling this agricultural rural development manpower competency gap.

This workload situation combined with a shortage of competent professional agriculturists has greatly increased the need for outside help for professional analysis in regular mission documentation as well as for professional agriculturists to staff project implementation teams.

In all four missions visited, the personnel at post are spread too thin to deal with these tasks and will have to rely upon external resources to meet the necessary workload. It is also obvious that the present AID/Washington professional agriculture staff cannot be expected to provide an adequate resource, both due to the lack of specialized expertise and inability to free the staff time required.

Filling such needs now is usually accomplished through the IQC route. In each mission we were informed that the IQC route is the most expedient and convenient method available to them. While IQC's can provide the experts, they normally do not provide the necessary institutional on-going continuity or backstop support services needed. This usually results in each IQC group needing to reinvent the wheel and in establishing its credentials and reliability with both the mission and the host government in the particular subject area.

Contrary to some findings of prior regional work group (RWG) reviews, we found much support for the host-country contract. The harassed, management-type mission person finds host-country contracts simpler and easier to manage. The host-country people find it gives them a comfortable place for their vested interests. Universities presumably can involve themselves in preparation, and it was suggested that universities should consider more direct contracting with host countries on Title XII. However host-country domination of institution selection under the host-country contract appeared a formidable problem from a university perspective.

The missions generally recognized the need for university involvement in contract planning and negotiation, but they were cool to the collaborative agreement instrument. They thought it provided extreme difficulty in backing out of selection of a university involved or in renegotiating a concession once it had been granted.

The overhead charge on all arrangements was an issue on which mission and host-country people both showed concern. More standardization was the general recommendation.

## VI. Rationale for Recommendations (Con't)

Missions need a quick, simple and efficient contractual mode for drawing upon universities or federal departments as institutions, not merely as sources for a few selected specialists that are hired as individuals. With an institutional approach, the mission should get better people, under more effective conditions, and with side benefits of institutional interest, back-up and support. The missions visited have tended to follow the easy path to contract recruitment by finding out who is available and getting them on a personal services contract or a purchase order. It has been claimed by the proponents of Title XII that too often this procedure gets the journeymen, the retirees, retreads and the ones least esteemed by their own universities or agencies. However, we found few complaints with the caliber of the expertise employed by this mode in the missions we visited. The problem was an insufficient resource pool of particular specialties needed by the mission.

Contracting procedures result in wasted effort and imperfect analyses which may not reflect appropriate sensitivity or perceptions of host-government policy or of mission strategies. In addition, there is relatively time-consuming involvement of AID/Washington and mission project, technical and contract staff in review and refinement especially of the IQC recommendations.

To provide a longer-term, as well as more directly focused and responsive, solution to the problems of these missions, the following features of a contracting process are required:

a) A greatly simplified procedure to utilize Title XII institutions to provide missions with services in analyses, special studies, pre-PID needs, assistance in CDSs as well as regular project development, design, implementation and evaluation services, and b) BIFAD selection criteria and flexibility which would enable individual missions to have quick and easy access through a collaborative mechanism, to Title XII institutions to provide needed technical expertise on a continuing basis.

### -- Explore Alternative Ways to Establish Continuity of Institutional Linkages.

The legacy of accomplishment by U.S. institutions historically linked with the African institute visited was impressive indeed. The same was observed with regard to some other donor linkages, and the power of this notion is gaining more and more credence with the current discussions about renewed institutional building commitment, especially under Title XII. Continuity of institutional linkages will be necessary if Title XII is to succeed.

The concept of linking individual (or consortia) institutions with specific country A.I.D. missions has been perceived by many A.I.D. professionals and Title XII institutions as a highly useful mechanism for some time. And it was part of the

## VI. Rationale for Recommendations (Con't)

Title XII concept as designed. For many reasons, some A.I.D.-related and some Title XII-institutional-related, this idea has floundered. This report can not discuss the problems in depth but recommends serious consideration particularly of two approaches currently under study: a) the idea of the Africa Bureau that one university establish a long-time commitment to one country and b) the idea, being developed by BIFAD, of an overall contracting entity whereby a university association or other type organization might be the management and contracting entity. Schemes using these concepts should be given consideration, or perhaps, other concepts can be developed.

To provide a workable concept the system for utilization of Title XII institutions should include the following minimum characteristics:

- a) Be valid for a three to five-year period, funded either biannually or on a roll-forward planning basis,
- b) Recognize the primary responsibility of the mission for host-country and university collaboration in planning, solicitation of the parties to the contract, and management of the contract,
- c) Require that once selected as a lead institution, a university should have sufficient managerial flexibility to bring staff into and out of the project activity without time-consuming, procedural approvals.
- d) Provide a minimum level of annual funding coupled with a minimum level of expected annual services from the Title XII institutions.
- e) Spell out the general categories of skills and estimated time required from the Title XII institution.
- f) Provide a minimum time frame for institutions to respond to requests for services.
- g) Provide for Title XII institutions to secure skills from similar institutions if needed and agreeable.
- h) Spell out the process of selection and approval of consultants among the mission, the host government and the Title XII institution.

Special problems must be handled. For example, the need for senior, experienced personnel is obvious. Less obvious and less well accepted is the need to bring junior staff into international work in a manner which contributes simultaneously to their professional development, host-country needs, and the requirement to increase the technical manpower pool. Once selected and in operation with a project, universities should

## VI. Rationale for Recommendations (Con't)

have flexibility and reasonable management freedom. They should be accountable for this flexibility through contractually agreed evaluation processes and criteria.

The team recommends that serious efforts be given to those plans already initiated within A.I.D. to develop umbrella contracts which would give lead universities a broad scope of work and budget to support it, but would allow that university to bring either senior or junior staff or graduate assistants into project activity in addition to permanent staff wherever special problems were encountered or new needs uncovered. Arrangements for this type of short-term support should be within the authority of the project leader upon approval only by the mission director and host-government official.

### 3. AID/IDCA DEVELOP AND COMMUNICATE WITHIN THE AGENCIES A DEFINITIVE, CLEAR-CUT POLICY RELATIVE TO TITLE XII.

Title XII was not on the minds of most field staff interviewed and where it was, its importance was not clear. Certainly it did not come through as an important new orientation for technical assistance. Possibly it is not, but, whatever it is, needs to be made clear in the field.

#### -- BIFAD Seek an Early Opportunity to Meet With AID/IDCA Urging in the Strongest Terms That a Policy Directive be Sent to Missions Committing A.I.D. to Title XII.

The commitment level found in the field in no way compares with that expressed in the BIFAD board room. Discussions with mission representatives attending the October Nairobi design conference left participating team members (Watts and French) with a distinct impression that many mission directors and subordinate personnel are apposed to or uninformed about Title XII and have no real intention to utilize it.

Title XII is the law, and A.I.D., as a part of the executive branch of government, is charged with carrying out the law. This policy in support of Title XII must be made clear in the field and active implementation must erase any inference or fact that it should be circumvented. A cooperative spirit must emerge which marshalls the best of A.I.D. and the universities in this important task.

The personal discussions with mission personnel were cordial and helpful in countries visited, and showed promise that with good understanding of Title XII the missions can and will utilize it.

BIFAD should seek through personal dialogue with top IDCA and A.I.D. administrators, the issuance of A.I.D. directives more precisely supporting Title XII. A.I.D. should consider workshops with mission directors to discuss general matters concerning Title XII and specifically to review potential

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Title XII opportunities, progress or problems associated with active Title XII projects and provide to BIFAD staff and RWG's information which would (a) assist in making forward estimates of Title XII manpower requirements of U.S. personnel and (b) assist BIFAD in working with missions on evaluation. A.I.D. should clarify to missions where Title XII projects fall in the project planning and development process.

-- AID/IDCA Clarify as Quickly How Title XII Responsibility and Procedure will be Affected by Executive Branch Reorganization.

The review team found confusion about the new technical assistance organizational changes in the federal government and concern about the impact of those on Title XII. The team recognizes that work is going on with regard to this problem but wishes to emphasize that it is a major deterrent to acceptance of Title XII in the field. Field people are greatly interested in process. The institutional changes are going to cause many problems and concerns for them. Title XII will be affected and could become the shipping boy for field unrest and understaffing in general.

Early information on this issue as it is resolved will diffuse field speculation and wrong information. Field people especially want to know how Title XII institutions fit into IDCA et al planning and implementation with regard to PVO coordination and use, centrally funded research as they have known it in A.I.D., operations of international centers and collaboration with them, and the maze of other technical assistance activities affected.

-- A.I.D. Accept Responsibility for Support and Logistical Services, Even Under Host-Country Contracts.

Some indication was given that missions were avoiding support responsibility by use of host-country contracts. Support on such as housing, transportation, and implementation of project activity is what holds together technical assistance, participant training and commodities contracted so that a development process can evolve. In the more applied country program activities, good professional help will be available only if institutions supplying such help are assured that A.I.D. accepts this responsibility. This is particularly true in East Africa where living conditions will not be attractive for some time, especially for some of the less experienced professional help expected to be attracted by Title XII.

-- AID/State Liberalize Ambassadorial Levels on U.S. Personnel and In-country Budgets Where Title XII is Constrained.

In some countries ambassadorial restrictions on the number of U.S. personnel have limited technical assistance to so few personnel that a critical mass for project execution is unavailable. Under such circumstances it would be better to decline involvement. If projects are worth doing, both A.I.D. and universities should give them full support at levels needed for reasonable if not optimal impact. If ambassadorial policy places constraints on Title XII, A.I.D. should seek an exemp-

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tion of university contract personnel from such ceilings. This may be a special problem on junior personnel such as graduate assistants.

-- AID/IDCA Substantially Increase Title XII Institutional Involvement in Development of Country Development Strategy Statements (CDSS's).

The CDSS is being recognized as a key planning device. The university involvement should be started at this point. A.I.D./Washington is asking for better CDSS's. The missions need help on them. The universities have such help. The strengthening grant programs may be a support vehicle for this. The interacting of Title XII people and mission people would serve many purposes and pave the way for further collaboration. This may be a most strategic entry point for Title XII institutions.

4. AID/IDCA AND BIFAD CLARIFY THE SCOPE AND DIFFERENCES IN TITLE XII FROM TRADITIONAL PRACTICES, PARTICULARLY IN COUNTRY PROGRAMS.

Much has been done to try to define, describe and distinguish Title XII. But Title XII is not clear, particularly in the minds of people visited in Africa. Until it is, it will not succeed. Thus, the following recommendations are made:

-- Make More Clear Especially to A.I.D. Field Staff and Host-Country Representatives Just What is Unique About Title XII.  
The mission staff asked such questions as, "Why do we need it?" and "When is it going to get going?". An almost superficial attitude often turned to serious discussion about the program, but most staff admitted freely that they were bewildered as to what was expected of them or what they could expect. They especially wanted to know what is unique and new, and what can they really expect from the universities over the longer run.

The host-country people usually asked two related questions: "Is it a new program?", and "Are there any new monies?". They often had heard about the program but did not know what to expect.

Both mission and host-country people wanted to know more, but telling that story will take much more effort than has been expended so far. This means considerable field work. Some of the job ahead can be done from Washington, but much can not.

-- Prepare a Guidelines Paper with Effective Illustrations of Unique and Specialized Activities Appropriate Under Title XII.

Title XII activities to date have had a heavy emphasis on research, especially oriented to commodity production problems. In Africa, several other problems exist. Planning and implementation of other activities of special impor-

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tance to Africa, but not limited to it, need to get started.

Emphasis on commodity problems has probably been appropriate, but other areas of less obvious importance may be neglected unless special attention is turned to them. A blueprint is not possible but guidelines and illustrations are possible. A task force or other group needs to look at this problem generally and to interact with this review team and others on special African needs. Some of these special needs have advantages in that they can be attacked with rather small efforts, would have specific identifiable results, and would probably play to special interests of some Title XII institutions which could at best play a minor role in the broad commodity production problems. Some special concerns for Africa which come to our attention were problems of agrobusiness efficiency and policy, prompted especially because of the widespread use of parastatals; forestry due to slow growth of indigenous trees and acute shortage of building materials; food sciences such as illustrated by the success of the sorghum flour project in the Sudan; and management of various activities from diagnostic laboratories to total agricultural research systems.

### -- Establish the Unique Contributions Which Modern Universities Can Contribute Under Title XII.

This is the counterpart of the sub recommendation made immediately above. Almost without exception people interviewed in East Africa had specific ideas of what a university could contribute. These were highly influenced by unique experiences of that individual with one or a few universities in one or a few country settings. Also, these ideas were highly conditioned by where and when that person went to college. The modern university has more to offer than many of the people interviewed thought.

The unique strength of a modern U.S. land grant university is its ability to draw on all the different inputs that go into a proper practical and liberal education, plus the special extension outreach capabilities. Projects in developing countries are increasingly complex, and designers and implementers must be more and more aware of social, economic, and environmental implications of their decisions. A multi-disciplinary design team is essential, and implementers should be able to draw upon short-term assistance from any required faculty, financed through BIFAD and/or the strengthening grant and project award. The institutional commitment should be made not just as part of the school of agriculture or the extension service, but on behalf of the institution as a whole. Universities also must be aware of and willing to organize activity on a multi-disciplinary basis.

Many individual programs could illustrate activities which will help show mission and program officers that Title XII has unique capabilities setting it apart from other avenues

of project implementation. A specific illustration deals with graduate student assistance on projects. Graduate assistants should not be substituted for senior staff on the projects, but project awards should stipulate a special category for them, with specific job responsibilities that will enable them to obtain experience and degree credit while giving the project needed technical assistance. The status should be understood by mission, institution, and host governments before implementation, and the students should not count toward U.S. ambassadorial quotas on personnel. This mode of using graduate assistants was discussed in Sudan and was quite acceptable to the food and agriculture officer provided the necessary work conditions were stipulated.

The BIFAD staff should communicate to eligible institutions (and particularly those which have received strengthening grants), illustrative information flowing in from field with regard to actions taken by A.I.D. in response to Title XII. BIFAD communication should also go to the organizations to which the universities belong such as NASULGC or AASCU. Also, BIFAD information should urge that universities not only understand but solicit departmental commitment, responsibility and understanding, to allow the university adequately to respond to the needs for technical assistance as identified by field missions and host governments as well as by the universities themselves. The emphasis here is on the illustrative effect of real live things that are happening in Title XII which will stimulate the thought process and imagination of Title XII installations. Many institutions are new to the game and inexperienced.

-- Inventory in More Useful and Accurate Form the Talent Title XII Can Provide in Both the Short run and Long run Showing the Comparative Advantages of Title XII.

The BIFAD staff and committees have been trying to build such an inventory but it is not working. The problem has several parts. The U.S. still does not know many of the things which Africans need; much of the effort is new to us; many others are in the business; donors are often competing among themselves; we can influence resources other than our own; and needs must be met quickly. To tie a solution around this knotty problem is not easy, but more needs to be done to try to do so.

The amount of professional talent in A.I.D. has been inventoried in some depth recently. The strengthening grant proposals of Title XII and other compilations made for Title XII planning give additional information. PVO and other donor activities are usually reported in FAO donor lists. However, an acute need exists as to what talent the U.S. can draw upon. Also, donor actions are poorly coordinated and possibly Title XII institutions could be catalytic in bringing together better critical masses of talent. Increasingly, logic says that the U.S. should tailor its technical assistance to available resources and competitive advantage or else it must adjust its resources to the technical assistance commitments made regardless of reason. The first logical step is to get a better fix on the talent available.

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Special attention should be given to the expected impact of the strengthening grant programs and what can be expected. Moreover, such information will be important in assessing the effectiveness of the strengthening grant program, especially compared to projected expectations given by the institutions in justifying their grants. The reporting process for the strengthening grants also lends itself to continued update of those resources.

Title XII planners must think more about the real comparative advantage of Title XII. The U.S. commitment to technical assistance by comparison to that of other donors appears modest. Yet the existence of Title XII attests to the fact that the professional talent for meeting U.S. commitments of that size are inadequate. Missions visited continually talked about the competition for the rather small pool of professional talent available, especially for long-term commitments. Title XII, along with what appear to be expanded technical assistance goals of the U.S. government, could well stimulate this commitment even more. The new federal technical assistance reorganization and the expressed policy to use a wider array of institutions such as PVO's raise questions about who is to be coordinated and how many professionals are there.

This review is not the place to make all the analyses suggested in this recommendation, but the following questions may be useful to some one trying to give this guidance:

- a) Is the scope of U.S. technical assistance feasible, given the resources we have to do the job?
- b) What, in fact, is the total pool of professional person power available to the U.S., or easily influenced by the U.S., to meet its technical assistant commitments abroad?
- c) What are the areas of technical assistance in which the U.S. has a comparative advantage, especially vis-a-vis other donors?
- d) What priority is to be placed on African technical assistance by the U.S.?
- e) What part of the available professional talent for technical assistance actually resides within control of the university community?
- f) How much of the talent in the universities are the universities willing to devote to technical assistance?
- g) Is A.I.D. willing and able to use the university talent available?

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- h) Are Africans willing and able to use the university talent available?
- i) How much talent will the university have available in 5 years as a result of Title XII?
- j) How much talent would the universities have available in 5 years if Title XII goes down the drain?
- k) How much private sector involvement is feasible with and without Title XII?
- l) How can personnel "procurement" be improved, especially in the field?
- m) Is collaboration, ala the Title XII mode, possible among the U.S. universities themselves, between U.S. and foreign institutions, between universities and A.I.D., and among donors?
- n) Will Congress and others be patient enough with Title XII performance to allow it to prove itself?

-- Clarify the Role of USDA Under Title XII.

This, of course, is a general question but it is critical in Africa. The USDA is active there and mission people were candid in saying that FAO and USDA were doing more extension in East Africa than were the universities. This seems to be a gross misunderstanding of both the extension function and the willingness of U.S. extension directors to become involved in international development. Yet on the other hand, if this contention is true, JCAD has a real problem. Also several of the needs stimulated by Title XII discussions with host-country representatives included research systems management, resource management, and program evaluation. All fit quite well the comparative advantage of USDA.

Conceptually Title XII embraces most of what USDA does. USDA has a pool of personnel upon which to draw and has expertise in preparing and implementing applied projects. The USDA has been contracted about Title XII projects and proposals are forthcoming. The collaborative mode is not new to USDA; it has been applied for selected PASAs and USDA Title XII projects.

The USDA has been involved in BIFAD activities but it was not clear to this review team or to those interviewed in Africa as to where the USDA is to fit in Africa Title XII activity and where PASA's are to be differentiated from university resources. This needs to be made clear.

-- Increase the Amount and Variety of Ways by Which Short-term Professionals Can be Used.

One of the key recommendations made by prior RWG review teams was to increase the use of short-term professional assistance.

## VI. Rationale for Recommendations (Con't)

We concur. In East Africa, the need for this was expressed clearly. Also the wide use of the English language in these countries would make this more feasible. Such short-term assignments have been made more feasible by changes in general conditions including upgraded host-country staffs, broader problem concepts, broader interest and understanding of technical assistance by U.S. professionals, and the general cosmopolitanism of our times.

Short-term personnel generally are more available than are long-term personnel. However, in selecting personnel, Title XII planners must seek those with solid technical background, specific to mission and host-country needs where possible. Hopefully with a growing professional pool, it should not be as necessary to adjust needs to availability. Also, if at all possible, they should have regional and/or country-specific knowledge, either on an institutional or personal basis. This must be available or the capacity must be there to develop it quickly. Linkages must be such that technicians are repeatedly requested by the same countries. Such linkages were noted especially for USDA technicians in Africa.

In Tanzania it was suggested that an "ivory-tower-thinkers" planning group was needed for over-all evaluation of programs and strategy. This would be a general advisory group along the lines of an idea planted there by J. K. McDermott of the Development Support Bureau. This should be attempted by BIFAD in Tanzania. It should be possible to draw on three implementing institutions where each fielded part of the senior technicians. Tanzania may be a special case due to its current "planning plateau," but if this idea works there it may work elsewhere.

In general, a format for short-term work must be formalized. If the institution-country connection visualized by Title XII has been made, then that institution should take primary responsibility for short-term help as needed. In all such instances, a pool of such personnel should be available, probably with travel and per diem financed by BIFAD. Salaries might be paid through the strengthening grants. Speedy availability is essential, and should be stipulated in grant documents and project contracts. Continuity of visits by the same short-term people over time should increase their effectiveness.

### -- Assess the Place of Social Science Inputs.

Social science inputs into Title XII activities, especially research, have been designed mainly as an auxiliary discipline, in a secondary role to the main (usually commodity) thrust of the program. It is not clear just where social sciences fit into JCAD type activities. JCAD put heavy emphasis on baseline studies which were nearly turned into economic sector models by BIFAD planners. These were later rejected, primarily because they appeared too ponderous and inflexible. This was hardly an assessment of the role of social sciences in JCAD activities. More needs to be done. Also, the institutional and cultural

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patterns of Africa have unique qualities, and much technology assessment will be much more effective if work on social science aspects is done early in the project formulation.

Mission and host-country representatives couched many of their Title XII needs either directly or substantially in a social science orientation. Public policy is a major issue in development in these countries. Africans want essentially non-interference with their basic ideology, but they often cited issues on which they would like professional social science or policy help -- for example, the relationship between domestic and foreign trade policy; consumer demand; technology diffusion and acceptance; land tenure; and resource systems policy. With regard to the micro issues in East Africa, whether called farming systems, enterprise choice, input institutional building, or farm market outlet design, they are really talking about applied farm and firm management.

The place of social sciences, not only as they fit into other Title XII activities in a supporting role but also as they serve their own specialized role, must be more thoroughly assessed and articulated by BIFAD.

- Assess the Place of Nutrition, Home Economics, and Food Sciences. Nutrition has been treated somewhat like the social sciences in Title XII research planning. Usually it has been viewed as a supporting element essentially in commodity-oriented approaches. One exception is the CRSP on functional significance of marginal nutrient intake. However, this program, as important, as it is, can hardly be expected to be viewed in the field as a research backstop for the wide range of nutrition problems of East Africa.

The nature of the nutrition efforts planned as a part of the JCAD type of field programs is even less understood in the field.

Requests of host countries for assistance on "home economics" confuses the issue. Also, emphasis on "women in development" confuses it even more. Correct or not, many people in the field confuse the interrelationships among nutrition, home economics, and women in development.

Some interest in nutrition was found in East Africa but nutrition discussions occurred mostly when the review team forced the topic into the conversation. Yet, needs do exist with regard to food science, basic nutrition, demand analysis, home economics, consumer acceptance, nutrition and health, and on and on. Title XII is not coming clear in the field on where nutrition, and possibly home economics fits in either a program or institutional setting. For example, nutrition intervention did not even come up. In another example, a mission representative said that they counted mainly on private voluntary organizations for help on nutrition.

Food sciences have some special opportunities in Africa and some

## VI. Rationale for Recommendations (Con't)

success stories are available. The work will need to be quite applied, dovetailed into the parastatal system, and oriented toward improved nutrition, transport, and preservation techniques. But programs and strategies are lacking.

These three areas -- nutrition, home economics, and food science -- should continue to be viewed as to how they fit into the bigger picture, but they also deserve some concentrated specialized analyses. Pressures for hard choices in overworked mission staffs and probable over-emphasis on production contributes to our concerns that such programs will fail to evolve sufficiently from the field.

### -- Assess The Place of Women in Development.

The two traditional aspects of the issue of women in development - wide involvement of women in agriculture and the accommodation of needed professional women in development - are quite conspicuous in Africa. The engaging role of women in the economy of Africa is well established. The women's rights movement is effective in East Africa. The need for professional women in African agricultural development is obvious. The increasing availability of trained and trainable women was most encouraging, especially on the campuses visited. Title XII not only has a great opportunity in this situation in these countries, but the success of Title XII itself in Africa is in real doubt without an effective and thoughtful policy on what Title XII is going to do about women in development. Again, field leadership on this issue is probably not to be expected. It will be retarded by the shortage of staff in missions, predominance of men in the staffs, and the heavy production-agricultural bias of staff and outside supporting professional help.

### -- Assess the Role of Institution Building Approaches.

Title XII makes institution building much more acceptable. The universities have demonstrated capability in this function. A.I.D. may be able to meet some of its total development needs by reemphasis on the function of institution building by properly coordinating such reemphasis with the universities through Title XII. The somewhat more traditional A.I.D. institution building, such as through capital investment, can be combined with the rather specific long-term institution building emphasized by universities.

Where to focus Title XII institutionally in East Africa is a problem. Ministries of agriculture have had the power base and will probably have much power for some time. But social experimentation in East Africa has put the ministries of planning in strong position. Up to 60% of the agricultural activities were reported to be handled by the ministry of planning in one country. The relative strengths obviously varied among the countries visited, and the intensity of the power struggle was obvious. Title XII focus with regard to institutions must be given serious consideration.

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Follow through is vital in institution building. Several examples of failure in Africa were cited. For example, the successful sorghum flour work in Sudan could have succeeded first in another African country if they had built in proper follow through. Also, foreign national pull-outs currently threaten several teaching institutions. As stated earlier, the success of prior university contracts, including institution building ones, in East Africa were commendable. But lack of follow up was heart-breaking especially in missed opportunities.

The integrated agriculture concept so prevalent in East Africa is mandating integrated institutions. This was pointed out repeatedly by host country representatives.

### -- Assess the Wider Opportunities Offered by the Growing African Economies.

American technical assistance, provided through Title XII and other mechanisms, can contribute much by working with both the small, subsistence farmers, and larger market-oriented producers. The present educational and government policy emphasis in much of East Africa tends toward greater commercialization of agriculture and this trend can improve the overall well-being of an entire population. It is important that Title XII be flexible enough to take advantage of opportunities for worthwhile development projects wherever they occur.

Most of Africa may qualify easily enough in a technical sense under A.I.D.'s equity emphasis of working with the poorest of the poor, but conceptually this may miss some big opportunities. Some effects of colonization on institutions, trade policy, and infrastructure in general have created this wider set of opportunities. The emphasis of the educational system on commercial agriculture and commerce complements this thought. The socialization experiments have a rather high degree of emphasis on commercialization. The traditional involvement of women in commerce is well established.

Applied Title XII programs in East Africa need to be well oriented and that orientation made clear, or otherwise they can mean different things to the Americans involved than they do to the Africans. The interest of Africans may well be more on development and growth than on equity as seems to be assumed by Americans. Title XII gives a conceptual basis wide enough to assess these wider opportunities offered by these exciting African economies.

### -- Establish the Appropriate Emphasis Under Title XII Between Commercial and Subsistence Farming in Africa.

This is to some degree a special case of the above recommendation on assessing the opportunities in the African economies, but it needs emphasis for East African conditions. The emphasis on equity in current A.I.D. development theory places great stock in solving hunger and longer-run development problems by concentrating on the small farms. East African host-country representatives, especially those in Sudan, made it clear that much of their emphasis was on

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commercial or what they call "modern agriculture." United States policy analysts made progress on U.S. farm policy when they explicitly defined two rural policy problems -- one of commercial agriculture and one of a subsistence or welfare rural problem. East African leaders may be ahead of us on this same issue in their countries. They talked freely of emphasis on either "traditional" (subsistence) agriculture or modern agriculture and did not confuse the two. U. S. people there did not talk so clearly on these problems. The issue needs to be made clear as to what focus Title XII institutions are to have in East Africa. Also, questions can be raised about U.S. comparative advantage, especially vis-a-vis that of other donors, on African small-farm efforts. Little question can be raised about our capability to advise on commercial agriculture. This aspect of the orientation of Title XII deserves attention.

### 5. A.I.D. AND BIFAD DETAIL THE PROCEDURE FOR USE OF TITLE XII IN COUNTRY PROGRAMS.

Presumably success of Title XII will rest on how well it meets its mandate to help people in the poor countries of the world. Also, its acceptance by A.I.D. will result mainly from how well it services the needs of the field mission. Planning and design of Title XII for the most part have been done in Washington. Much of the emphasis has been on how the universities can work with A.I.D./ Washington. Possibly that was the correct initial emphasis, but specific procedures, developed with field input, for use in the field are now mandatory.

#### -- A.I.D. and BIFAD Convene a Workshop of Mission and Washington Staff To Work with BIFAD and University Staffs in Preparing a Format For Title XII Operations in the Field.

Title XII has not greatly altered A.I.D. programming in any of the countries visited. While BIFAD could be helpful in early stages, the only serious BIFAD involvement observed began after a project identification document (PID) had been approved. Also Title XII has not altered the way missions acquire outside talent. Blame is already being passed back and forth from Washington-to-Africa-to-Universities to Washington. This will get worse. The only way to handle this type of problem is by hard work direct in face-to-face interaction. This means a good solid workshop by well chosen people.

The type of procedural statement needed lends itself to workshop procedures. Thus, for strategic and substantive reasons a workshop should be convened. This should be done soon.

VI. Rationale for Recommendations (Con't)

-- BIFAD Reassess the "Baseline Study" Process and Experiment With Appropriate Variations of it in Africa.

The baseline study idea bogged down at least in part because of procedure. The idea still makes sense in Africa. Institutional issues are important but information on them is scarce. The Africans acknowledged this need but mission people particularly expressed a need for it. The Tanzania mission is vitally interested in some baseline help and they should have it.

African conditions are such as to make good use of such help. Emphasis is increasingly on integrated agriculture which raises questions about traditional specialization of African institutions, especially by livestock and crops. The emphasis upon extension in Africa raises questions about the coordination and capability of existing research, teaching and extension institutions, especially the research ones. The parastatals are intermingling various functions. Political forces are buffeting traditional institutions. Missions mentioned the need for better institutional orientation for planning in most projects. The Tanzania mission showed interest in more traditional sectoral analysis, but also wanted simple baseline guidance for each new project undertaken. Others wanted orientation help.

The original JCAD idea of a simplified approach to baseline studies is probably what is needed in Africa. Such studies will need to be tailored to selected countries. They continually will need reevaluation, but Africa needs some help of this type and some of the missions would cooperate in experimenting with this approach. Possibly this could be dovetailed with the individual country food strategy work being planned between A.I.D. and the World Food Council. At any rate, the idea needs another evaluation and Africa may be one good place to try it.

-- BIFAD, with Ongoing Work of the Extension Committee on Organization Policy (ECOP), Prepare a Paper on How to Assist Host Countries in Developing Extension Type Programs, Especially Under Title XII.

A first step will be to develop a better definition of what type of extension is needed and feasible in these developing countries. Extension now is not necessarily a meaningful term. In fact, due to poor colonial experiences, extension in Africa often has a bad name. To some, extension is only that educational process which deals with transfer and adoption of technology; others add a rather significant applied research component. In the African situation it may include the delivery of agricultural inputs, and in others it may involve regulatory functions.

ECOP is working on a paper dealing with problems of extension abroad. It is recommended that JCAD request the ECOP International Task Force to develop a statement defining extension, that this statement then be considered by JCAD and if approved, be reproduced for use by BIFAD, A.I.D., and others interested.

VI. Rationale for Recommendations (Con't)

-- BIFAD Develop More Effective Mechanisms for Nominating Universities, Especially for Initial Consideration.

Field missions as well as some U.S. universities have been frustrated by BIFAD staff actions in the selection of universities invited to submit project proposals. This is a complicated problem and we recognize that work is under way on it, but it was a source of much concern in East Africa. The process, including advertisement in BIFAD Briefs, may be intended to offer all universities an opportunity to apply. But the system is not accepted. Pressure for rapid response must not force the staff into precipitous actions. BIFAD may already be in a position where selection problems of A.I.D. can be blamed on them. BIFAD must have a defensible system. For example, nomination of universities with apparently poor qualifications (a humid climate one for an arid climate project or a southwestern university for a tropical rain forest area) is viewed negatively by both the mission and host government. Moreover, the availability of highly qualified universities for technical assistance is of little value unless such universities are put in contact with needs in the field. Also, unless a reasonably large number of obviously qualified universities submit responses, a suspicion of collusion or poor judgement will always occur to BIFAD. Yet, the cost of preparing responses must be considered. The problem is not meant to sound easy. The point is that BIFAD has a problem in East Africa.

Continual refinement of university capabilities in the BIFAD resource inventory is needed. Somewhat automatic procedures for university submission of changes, added capabilities or other relevant data should be instituted and used in preselection processes.

Communication with JCAD is also a problem. To the extent that it does not become a constraint, the BIFAD staff should review such selection processes and nominations by telephone with the regional work group chairman and an update should continue to be a part of each RWG agenda.

-- BIFAD Insist That Institutions Taking Lead Status on a Project be Able to Expedite the Project and Have Identified Leadership To Do So.

Staffing a project, especially with top leadership, is usually difficult for a university. This will continue to be so, but hopefully Title XII, especially through the strengthening grant programs, will ease this solution. On the other hand, people in the field deserve to know who is responsible and who is going to make the project go. Field people, both mission staff and host-country representatives, repeatedly said that universities must be more explicit as to who will lead the effort and when will they be available. As a minimum any university seeking lead status on a JCAD type of project should be required to have from its staff an identified individual ready to serve as chief of party in case that university is awarded the project.

VI. Rationale for Responsibility (Con't)

6. A.I.D. AND BIFAD CLARIFY HOST-COUNTRY ROLES IN TITLE XII ACTIVITIES.

Host-country representatives expressed some high hopes for Title XII, but also several reservations. Three concerns were made pointedly. First, they were concerned as to whether U.S. universities would in fact do what the Africans thought the universities could do under Title XII. Second, they were concerned that the wrong host-country institutions would be involved. Third, they were concerned that those host-country institutions concerned would play a second-class, non-collaborative role.

Various times host-country representatives made clear that what they needed was service type backup with special equipment, text books, specialized training, vaccines, fertilizer, a Livestock Research Center, or jeeps (since the "federal person with the jeep is the one who sees the villagers"). These needs seem much more specific than discussions of Title XII in Washington usually indicate. The air needs to be cleared as to what service needs can and will be met under Title XII.

Several times concern was expressed that Title XII visitations with host-country contacts to date have been sporadic and incomplete. Reports were that Title XII groups had given the impression that they were there to plan "their" program.

Title XII legislation makes it clear that developing-country institutions are to be involved significantly in the process. African institutional representatives made it clear that they would like to be involved. Also, they made it clear that they were skeptical as to whether they would be and even more skeptical as to how. One spoke candidly for them when he said, "This time we are ready for collaboration and will not be satisfied with counterpartism."

-- Involve Host-Country Representatives Earlier and More Thoroughly at Both Conceptual and Procedural Design Levels.

The host-country representatives were usually involved in the planning process of projects observed in Africa, but not always at the beginning. Moreover, it was not clear to people in Africa as to how the host-country institutions were to be contacted and how they would be considered as candidates for the projects. The goodwill of the host-country representatives interviewed was not in doubt, but they showed impatience. The lack of clear direction on Title XII in the missions also makes problems for the host-country representatives. They depend on the missions to assure their involvement; and on Title XII, that has not always been automatic. Also, universities and planning teams tend to go to those institutions which they know and respect. BIFAD must take more leadership to see that a full range of institutions is involved insofar as that is feasible. Much of this problem should be solved by more mission-BIFAD interaction generally as recommended above.

## VI. Rationale for Recommendations (Con't)

- Assess The Selection Process For Host-Country Involvement.  
Much of the emphasis on selection has centered on which U.S. institutions to select. A.I.D. staff have monitored this and held out for defined criteria. JRC, JCAD and A.I.D. staff have monitored and scrutinized the nominations of the planning entities. More of the process of host-country institution selection seemingly has rested with mission and planning entity judgement. These institutions are more removed from the knowledge base than are A.I.D./Washington, BIFAD and its committees. The host-country institution selections are critical. BIFAD staff will need to work more directly with mission people in this process, and the process itself needs to be tightened up.
  
- Build Host-Country Commitments to Title XII Where Possible.  
Much has been said about obligations and commitments of U.S. institutions. Host-country institutions must also be made accountable. Continuity of participation is a case at point. For example, in Sudan the team was told that most of the Country's upper level civil service (which includes the professionals in the Ministry of Agriculture as well as the professors in the National Agricultural University) retire at 50 years of age and younger on generous government retirement annuities geared to inflation which they collect for the rest of their lives. Of course, this practice occurs in other countries. Presumably this is their business but the team holds that such a practice works against the Title XII program if it is to be truly collaborative with the Africans. The team recommends that policies such as this be discussed with policymakers at high levels wherever American foreign assistance is being expended and agreement sought that host governments recognize, and alter where possible, practices which obviously make effective collaboration in long-range programs such as those under Title XII difficult if not impossible.

### 7. A.I.D./IDCA AND BIFAD EXPAND BIFAD STAFF AND CLARIFY ITS ROLE.

It is acknowledged that this problem has been identified repeatedly but this team would be completely remiss if it also did not acknowledge the problem. Field programs of an applied nature will not succeed in Africa unless more concentrated and continuous staff effort is made jointly between the U.S. and the field. Some of this may be forthcoming by the universities and some from traditional A.I.D. staff. We recognize that other alternatives for shifting the work load are being considered but we are not convinced that any other approach will do as well. Most of this report is directed at laying out necessary work to be done and much of it in the judgement of the team should rest with the BIFAD staff. The mission people can be much more helpful, but even in the field the BIFAD staff should be more visible and active.

- Clarify the Role of the BIFAD Staff Especially to A.I.D. Staff In The Field and to Host-Country Representatives.  
Work lines evolve over time, especially in a complicated bureau like A.I.D. The field people think they know who to contact

## VI. Rationale for Recommendations (Con't)

in Washington. They think they understand the division of labor between the A.I.D. in-house staff and the BIFAD secretariat staff. However, they do not understand that merger. They do not understand how the regional bureau staff is involved with BIFAD, and they certainly do not understand the role of JRC, JCAD and the regional work groups. If there is a clear job description, it should be communicated. If there is none, one should be developed and then communicated.

### -- Staff BIFAD at Levels Commensurate with its Defined Role.

Field people are confused with the role of the BIFAD staff as discussed above. They are even more confused about the process by which this work load is to be handled both by the mission staff and by BIFAD. They understand that joint, collaborative programs such as Title XII take staff resources. When they hear that more dollars of technical assistance are to be expended with fewer staff, they ask "How?" This is a good question. This report has laid out some things obviously needed for success of Title XII and some things that would not only assure survival but would improve it as well. All of these things will mean work and presumably an expanded role for the BIFAD staff. If accepted, the staff must be made to fit the job. The field people voiced much the same thing but did so more in a session of complaints. If their complaints are to be answered, the staff must fit the job.

As illustrative of field concern, the team repeats these criticisms from the field:

- a) Recommendation of obviously inappropriate universities.  
A specific illustration was BIFAD's listing of two north-eastern universities for a semi-arid range improvement project.
- b) Inadequate university resource information at mission level.  
This should be alleviated to some extent by improvements planned and recommended for better inventory of resources and better dissemination of such information. Need was expressed for information concerning each Title XII university's interest, commitment and capability by discipline or function.
- c) BIFAD's providing fewer universities than requested.  
They cited concern about listing individual members of formal consortia. This is viewed by some field units as unduly limiting their choices of a potential contractor.
- d) Inability of the Africa Regional Work Group to be able to monitor or have the chairman advised of actions taken by BIFAD staff relative to listing of candidates for African Title XII projects.

## VI. Rationale for Recommendations (Con't)

- Make BIFAD Staff More Assertive on Location of Title XII Activities.  
BIFAD is the main point of overview for all Title XII activities. Already the geographic location of field activities of Title XII, even in East Africa, appears hodgepodge and haphazard. One project location at a time is not giving enough system or logic to host-country location or U.S. institutional placement. This is a source of real confusion to people in the field. Missed opportunities may exist. For example, it is obvious that several countries would have liked to have had the small ruminant CRSP; probably the same goes for the sorghum and millet CRSP. The enthusiasm and excitement that could have resulted by placing it in a country relatively more needy than Kenya were cited as possibly adequate reasons, to select an alternative location, especially when the location of other activities down the road is considered.

The nutrition CRSP appears to be an example of where the specialized leadership of one CRSP may be affecting location opportunities of other activities of no real interest to the nutritionists. But the nutritionists have much to say about "their" location decisions and that fact will affect the options available to others. The JCAD type activities appear to be planned geographically with even less overview consideration. BIFAD needs to give this problem more consideration before the situation becomes compounded and important future options are foreclosed.

- Have BIFAD Provide Better Quality Control and Evaluation for Field Operations of Title XII.  
This point may be obvious from the above discussions, but the team wants to make it an explicit recommendation for emphasis. No secret exists that BIFAD has had trouble biting the bullet on which institutions are eligible, who can lead and so forth. No secret exists in East Africa that mission people hold BIFAD accountable for quality control. Host-country representatives increasingly know about BIFAD and will take their clue on this matter from the missions. Several complaints about Title XII performance were received; the U.S. institutions involved were not absolved of responsibility, but neither was BIFAD. Of course, in some cases mission staffs may have been blaming the Title XII process for their own shortcomings. Regardless, this can become a more serious problem.

### 8. BIFAD COME TO GRIPS WITH HOW TRAINING ASPECTS OF TITLE XII ARE TO BE MADE EFFECTIVE.

Training was not explicitly assigned as a committee responsibility in the Title XII legislature. BIFAD has attempted to deal with it, but the training implementation has not had as much direct attention as other parts of Title XII and the people in the field are confused.

- Clarify the Responsibility for Training Activities Under Title XII.  
The lack of direction was not initially too serious to those dealing with Title XII Stateside. It was something to be attended to later. In the field in Africa, this is intolerable, because assistance with training was the overwhelming need expressed to this review team by host-country representatives. The issue

## VI. Rationale for Recommendations (Con't)

came up whether the subject of the discussion was intended to be research, extension, academic staffing or service. Also, the momentum for return to institution building makes sense only in so far as training is upgraded.

Once the procedure for handling training under Title XII is clear, this must be communicated with haste to the field. Universities are identified with training, especially in the field. Problems in this area are quickly identified with them. Title XII will not gain the respect it needs until its function in the training area is made clear and exciting.

### -- Clarify the Extent to Which U.S. and Host-Country People Can Expect Title XII Assistance on a Range of Training Needs.

The range of needs identified is wide and some needs are of a type not normally handled in the previous U.S. technical assistance. The requests to be expected from Africa range over traditional U.S. and in-country graduate training; in-country short-term courses to upgrade graduates and senior staff; U.S. and in-country training for service people; in-country short courses at an applied adult level for both extension workers and final recipients; and undergraduate teaching. Priority among these needs must be established. The host-country people have manpower studies and they have rather detailed and convincing data on their expected training needs. Also, they have ideas on outreach assistance where they hope to help each other. For example, in Sudan they are training other Africans interested in food science, particularly with regard to sorghum flour use.

Many of their training needs may be more in the areas of extension, or even in research or service activities, rather than in the traditional teaching functions. Not only must we decide what training seems appropriate under Title XII and how it will be handled in the Title XII mode, but we also must decide how much to promise the Africans. Also, U.S. universities need information on who might do this job; several of the newer university entrants into technical assistance under Title XII may find a high comparative advantage in training assistance. Training has exciting, but costly opportunities in these four countries.

### 9. A.I.D./IDCA AND BIFAD COME TO GRIPS WITH HOW THE PRIVATE SECTOR FITS INTO TITLE XII.

Title XII was intended to focus most directly on universities, and it has established quickly the image of a university program. In Africa quite a lot of resentment to that fact exists, particularly but not exclusively, with the private industry people involved in technical assistance. The Title XII legislation does indicate that institutions other than universities are to be included. The BIFAD process has recognized this but the use of private institutions to date has been nominal. Talk of broader private involvement as a general policy in U.S. technical assistance also brings attention to this question.

## VI. Rationale for Recommendations (Con't)

### -- Clarify Appropriate Use of Private-Sector Institutions Under Title XII.

East Africa development is quite commercially oriented. The extensive parastatal development has sharpened this orientation. The emphasis on crops needed for export in order to improve trade balances and the input-industry problems point this way.

Some potential was seen for East Africa to leapfrog over some U.S. marketing mistakes. Widespread interest by host-country and mission people about agrobusiness and marketing concerns was noted. Several private sector consulting companies were involved in other donor programs as well as in A.I.D.'s. Several A.I.D. staff members in Africa have prior private sector experience, and they build interest in and knowledge about commercial efforts. East Africa may be an unusual opportunity for use of U.S. private-sector people in development.

The relationship of the Overseas Private Investment Corporation, PL 480 institutions, private consulting companies, private corporations, private voluntary organizations (PVOs) and private individuals probably all figure in this potential.

### -- Clarify the Role and Process of Using Private Voluntary Institutions in Title XII.

This is a special case of the last recommendation. It is emphasized for two reasons. First, much discussion about the use PVO's in U.S. technical assistance is underway, and interest and concern about this have developed in the field. Second, PVO's are reportedly used widely in Africa and with the attractiveness of Africa to all internationally-minded institutions, their use probably would be expected to increase. The team attempted to assess the extent and effectiveness of the activities of PVO's in these countries, but the resources of the team were not adequate to do a good job. The team makes only the casual observations that PVO's probably are being used in Africa at an increasing rate; they are under regular consideration by the missions; and they are visible. However, the team did not see a significant impact and doubts that PVO's have the potential to add a large amount of highly professional assistance of the type intended under Title XII. This judgement may be premature. A policy on how to involve PVO's is needed.

## 10. A.I.D. AND BIFAD INCREASE INTERACTION OF TITLE XII PERSONNEL AND FIELD PERSONNEL.

This recommendation is implied throughout this report but the team wants to emphasize three sub recommendations relative to it.

### -- BIFAD Staff Become More Current on Field Problems and Activities.

The current small size of staff and the heavy load of Washington operations have made it nearly impossible for the BIFAD staff to find out much about current activities in the field. Also the staff seems to have interacted more with central Agency staff than with regional bureau staff. Yet, everyone in the Washington operation including the BIFAD staff, seems to go along as if

## VI. Rationale for Recommendations (Con't)

the BIFAD staff is on top of the field situation. The field staff does not think so and the team would tend to have to agree with them. The BIFAD staff needs the resources to get into the field, or else other lines of responsibility need to be drawn.

### -- Field Personnel Become More Current on the Potentialities of Modern Universities.

For reasons quite similar to those given to explain the BIFAD staff's inability to know the field, field staff are unable to know the universities and their potential. Field staff on Stateside visits should program specifically for some direct Title XII institutional interactions relevant to their operations. This has been discussed some with mission directors who have been in Washington and with some in the field. They agree, but the team doubts that much will be done unless a policy and procedure are evolved and encouragement given to them to do this. Host-country representatives probably are more likely to have this type of exposure on trips to the U.S. but that also needs more emphasis. This type of Stateside involvement by mission people and host-country people increasingly should be programmed into Title XII as the linkages become more firm, specific and relevant to ongoing programs.

### -- JCAD Continue Regional Work Group Reviews But in a Selective, Well Briefed Mode.

The RWG field reviews have obviously filled a need. However, this team thinks more should be expected of them than appeared to be expected of this one. The experiences of the field reviews to date need to be pooled so an assessment can be made of their purposes for the future. Also, a more effective procedure needs to be developed as to how they are to be carried out.

Some very tentative suggestions are:

Give both the composition and auspices of RWG review teams more formal attention. Possibly each team should include: a) a member known to the missions and knowledgeable about the countries; b) a BIFAD staff member; c) a university representative with knowledge related to the types of projects to be encountered; d) a USDA representative, especially when present or contemplated USDA PASAs and Title XII projects are involved; e) a representative of A.I.D.; and f) possibly representatives of other Title XII implementing agencies and institutions, as dictated by specific expected circumstances and proposals.

Once team members participate in a review, they should make an in-depth report to BIFAD and other appropriate audiences in Washington and the field. This should be designed to have a broad policy impact as well as to aid in better country-specific orientation. It should give the judgement of the team about appropriate directions for Title XII on worldwide and regional issues as well as in countries visited. It should be clear what the team's role is with regard to discussing specific activities. Then the appropriate detail should be prepared on those

VI. Rationale for Recommendations (Con't)

specific activities.

Reviews could be made annually and more often where there are specific important projects underway. As indicated strongly by the Tanzania Mission, the same personnel should be included as much as possible. Mission personnel will probably have changed, and the returned BIFAD group might give some needed continuity in evaluation.

It is essential that the missions which invite the teams expect to benefit from their visits. Subsequent evaluations should not present a problem on this point as missions would be familiar with Title XII policies, people, and would have continuing project contact. Also, personal contacts should be kept up more to build the general rapport on Title XII activities.

APPENDIX A - INDIVIDUALS VISITED BY COUNTRIES

Kenya: Glenwood Roane, Mission Director

Kenneth Eubanks, Food & Ag. Officer

Calvin Martin, Food & Ag. Officer, REDSO

Charles Hash, Asst. Food & Ag. Officer (USDA Semi-Arid Lands Project)

Lawrence Abel, Project Manager (USDA Ranch & Range Project)

2 Oct. Field trip to Ministry of Agriculture Dryland Farming Research Station, Katumani, Machakos.

A.E.O. Chabeda B.Sc. M.Sc. SPRO, Pasture and Animal Nutrition Research

Ian Stewart, Ph.D., Agrometeorologist, USDA PASA

Hassan Nadar, Ph.D., Agronomist, USDA PASA

A 345-hectare research station located 80 km east of Nairobi. The principal purpose of this visit was to observe the experimental plots maintained under the USDA crop research PASA, but the opportunity also arose to meet some senior staff and to talk at length with a livestock research staff member.

2 Oct. Dan Roth, Country Representative, CARE

Brian Wolff, Asst. Country Representative, CARE

John Getie, Head East Africa Presbyterian Church

Advised on CARE programs and other PVO programs in Kenya.

4 Oct. Team to Kiboko Range Research Station, Makindu, Kenya.

John Norris, Ph.D., Range Management Specialist, Winrock International

B. M. Woiie, B.Sc., M.Sc., Range Ecologist and Director

N. K. R. Musimba, B.Sc., Animal Nutritionist

G. M. Maundu, B.Sc., Animal Husbandry Officer.

S. K. Sunyai, M.Sc., Wildlife Ecologist.

5 Oct. USDA rep. to Wajir in UNDP aircraft. Director Roane and Dr. Kitchen, UNDP Resident Rep., David Bishop, USDA Ranch Planner.

Assessment of situation National Range and Ranch Development, PASA, North East Province, Wajir

6 Oct. Muguga Station, Nairobi

Dr. F. J. Wangati, Director.

Ian Stewart, Ph.D., Agrometeorologist.

Benjamin H. Waite, Plant Pathologist, USDA PASA.

Official visit to Director, and observation of plant quarantine installation maintained by GOK under Waite's supervision.

Somalia:

Charles Campbell, Mission Director

Warren Putman, Acting Food and Ag. Officer

Gary Nelson, Project Officer, Capital Development Officer

9 Oct. USDA rep. to Baidoa.

Director and Mrs. Campbell, Engineer William Gillan.

Mohammed Khan, Extension Pest Control Specialist, USDA PASA

Trip to assess Ag. Extension/Training/Research PASA. Inspected accommodations, workshop at Bonka.

Remainder of team interviews in Mogadishu.

10 Oct. Mahamed Adei Nur, Vice-Chancellor of the University

Abderdahman Haji

Cabdilraxman Xaaji Nuur, Director General of Livestock

Field trip to Afgoye, visits to agriculture faculty of the university, artificial insemination station.

Tanzania: Howard Steverson, Director

Jerry French, Acting Dir.

Michael Fuchs - Carsch, Food and Ag. Officer

12 Oct. Dr. J. W. Liwenga, Chief Research Officer, Min. Ag.

Dr. Khamis, Director, Crop Production Division.

Dr. Paul Duffield, IITA

Dr. Maeda, Director, Livestock Division.

13 Oct. Dr. S. A. Madhalale, Principal Secretary, MINAG.

15 Oct. Agriculture Faculty of University, Morogoro, 150 Km from  
Dar-es-Salaam.

Dr. Joy Redhead, Acting Head, Food Science and Technology Dept.

Dr. James DeVries, Acting Head, Extension Dept.

Dr. Lwogo, Dean.

Dr. Lambi, Assoc. Dean.

Dr. Richard Foote, Head, Rural Economy Dept.

16 Oct. L. W. attends two sessions - TRDB and NMC.

Mangani G. S. Mwanache  
Chair. & Man. Dir. Chief Proc. & Stor. Man.

SUDAN Gordon Pierson, Director

Raymond Carpenter, Food & Ag. Officer

18 Oct. Dr. Abdalla, Min. of Ag., Food and Nut. Resources

Dr. Khatab, Dean, College of Ag.

Dr. Fatih El Tigani, Asst. Under Sec. For Ag.

Min. of Nut. Planning

Dr. Satar, IBRD advisor to Tigani.

Dr. Adrus Attar, UNDP Advisor to Ministry of Planning

## Highlights of Kenya

- A. Basic Socio Economic Data
- . PER CAPITA GNP - \$261 (1977) up 50% since 1961-65.
  - . PQLI - 38
  - . POPULATION - 14.2 million, 3.4% current growth rate.
  - . POPULATION IN AGRICULTURE - 79.0% in 1977 down from 84.0 in 1961.
  - . NUTRITIONAL REQUIREMENTS MET\* - Caloric intake 99% in 1961, 98% in 1977; protein intake 93% in 1961 and 87% in 1975.
- B. Agricultural Sector
- . PRODUCTION INDICES - FOODS AND CEREALS - Increased to 13% and 148% respectively in 1977 from the 1961-65 base period.
  - . PER CAPITA PRODUCTION INDICES - for food & cereals in 1977 were 84 and 99% of the base period
  - . CEREAL PRODUCTION - Rose from 2,092,000 MT 1971-75 to 2,333,000 MT 1977. Net imports of 52,000 MT in 1977 after 3 years of exports.
  - . MEAT PRODUCTION - up from 172,000 MT in 1971-75 to 200,000 MT in 1977 net exports at 5,000 MT in 1977.
- C. Net Agricultural Exports  
\$667 million in 1977.
- D. Land Resources
- . ARABLE AND CROPLAND - 28 million in 1976. Population in relation to land is high and increasing.
  - . IRRIGATED LAND - 40,000 ha. in 1976 (triple that of 1961)
- E. Government Commitment (K)
- . GOVERNMENT EXPENDITURE ON AGRICULTURE - was 97% of total budget in 1971-75. Agriculture accounted for 32% of GDP during that period.

Agriculture Sector Program Analysis- Kenya

Funding Level (FY 78-80, \$000's): \$39,811; 24.85% of Region

A. CDSS - Identified Constraints to Agricultural Development

- . Low agricultural productivity related to inadequate production inputs including credit and seasonal labor.
- . Lack of qualified agricultural manpower in government to disseminate relevant production technologies and manage agricultural development activities.
- . Minimal marketing opportunities because of production restrictions, constraints by marketing boards and interregional marketing problems.
- . Need for research and new relevant production technologies.

B. Program Trends (\$000's)

	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>	<u>FY 78-80</u>
(1) Prod/Crops	-	-	5%	2%
(1) Prod/Lvstk	12%	5%	6%	7%
(1) Plan	8%	5%	2%	5%
(1) Infra	5%	3%	2%	3%
(1) Multi	-	87%	12%	36%
(1) Mktg	-	-	48%	19%
(1) Credit	1%	-	-	1%
	<u>\$9,104</u>	<u>\$14,323</u>	<u>\$16,384</u>	<u>\$39,811</u>

Observations

- . Concentration over three year period in areas of multifaceted, institution building, marketing.
- . Marketing and crop production activities seem to be on the rise.
- . Declining emphasis on livestock production, planning, infrastructure.
- . Steady increase in funding levels, FY 78-80.

C. 1981 ABS Objectives

Ongoing activities include arid and semi-arid lands (ASAL) development, drylands cropping, agricultural systems support, and rural market centers. Increased funding levels would allow USAID to "round out" its program by adding activities in rural roads, rural trade development, and national range and ranch development. New projects designed to complement ongoing and recently completed activities.

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## Highlights of Somalia

- A. Basic Socio Economic Data
- . PER CAPITA GNP - \$115 (1977) decreased 5% since 1961-65.
  - . PQLI - 19
  - . POPULATION - 2.5 million 1961-65 MT 3.35 million 1977. 1977 growth rate 2.8%.
  - . POPULATION IN AGRICULTURE - 81.5% in 1977, down from 86.2% in 1961-65, 0.28 per year decline.
  - . NUTRITIONAL REQUIREMENTS\* - Caloric intake 81% in 1961/65, 78% in 1977; protein intake 84% in 1961-65 and 79% in 1971-75.
- B. Agricultural Sector
- . PRODUCTION INDICES - FOODS AND CEREALS - In 1971-75 increased to 118 and 184 respectively, of the base period 1961-65 and in 1977 rose to 126 and 287.
  - . PER CAPITA PRODUCTION INDICES - For goods and cereals in 1977 were 90 and 214 percent of base period, respectively.
  - . CEREAL PRODUCTION - Increased from 158,000 MT 1971/75 to 247,000 MT in 1977. Net imports steadily increased from 46,000 MT 1961-65 to 123,000 in 1977.
  - . MEAT PRODUCTION - Increased from 84,000 MT in 1961-65 to 93,000 MT in 1977.
- C. Net Agricultural Export
- During the period from 1966-75 Somalia has changed from net exporter of \$4.26 million 1966-70, to importer \$12 million 1971-75. Net imports greatest in 1977 at \$37 million level.
- D. Land Resources
- . ARABLE AND CROPLAND - 969,000 HA in 1961-65, increased to 1,065 million in 1976.
  - . IRRIGATED LAND - Unchanged during the period 1961-75. Total irrigated lands 165,000 Ha, 1976.
- E. Government Commitment
- . GOVERNMENT EXPENDITURE ON AGRICULTURE - actual levels rose 131% from 1961-75, from \$616,000 to 1.4 million. As a percent of total budget, support to agriculture declined 22% in those years. Agriculture accounted for 32.5% of Somalia's GDP in 1971-75.

Funding Level (FY 78-80, \$000's): 14,782; 9.23% of Region

A. CDSS - Identified Constraints to Agricultural Development

- . Inadequate natural, human and financial resources to sustain a development program with trained manpower constraint the significant impediment.
- . Largely illiterate nomadic agricultural population utilizing primitive technology
- . Periodic droughts, crop disease, locust infestations and prevalent animal diseases.
- . Lack of health services, malnutrition, poor diets, results in susceptibility to disease.

B. Program Trends (\$000's)

	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>	<u>FY 78-80</u>
(2) Instit	100%	100%	45%	73%
(1) Prod/Lvstk	-	-	55%	27%
<u>Observations</u>	\$4,482	\$3,000	\$7,300	\$14,782

- . Heavy concentration of resources in institution building activities
- . Increasing focus on livestock production
- .. Steady increase in funding levels

C. 1981 ABS Objectives

USAID strategy will be directed at expanding Somalia's manpower base in critical sectors. Agricultural extension, training and research project has been funded to completion. Projects coming on line in FY 79 and FY 80 include Livestock/Range Management and Groundwater Development. Bay Region Development project is third of three major agricultural/livestock projects undertaken with IBRD. Given higher funding levels USAID will add activities in fisheries and in animal disease prevention and treatment.

H5

## Highlights of Tanzania

- A. Basic Socio Economic Data
- . PER CAPITA GNP - \$479 (1977) up 48% since 1961-65.
  - . PQLI - 30
  - . POPULATION - 11.6 million 1961-65 to 16.4 million 1977 (3.1% current growth rate).
  - . POPULATION IN AGRICULTURE - 82.6% in 1977, down from 87.6% in 1961-65.
  - . NUTRITIONAL REQUIREMENTS\* - Caloric intake 79% in 1961, 81% in 1977. Protein intake 60% in 1971-75.
- B. Agricultural Sector
- . PRODUCTION INDICES - FOODS AND CEREALS - Rose to 172 and 169 in 1977 from the 1961-65 base.
  - . PER CAPITA PRODUCTION INDICES - 115 and 116% 1961-65.
  - . CEREAL PRODUCTION - rose from 960,000 MT in 1961-65 to 1,723,000 in 1977 and dropped to 1,625,000 MT in 1977.
  - . MEAT PRODUCTION - up from 128,000 MT during 61-65 to 188,000 MT in 1977. Negligible exports.
- C. Net Agricultural Export  
\$336 million despite 22.6 million food crop deficit.
- D. Land Resources
- . ARABLE AND CROPLAND - 6.3 million ha. in 1976 compared to 3.4 million 1961.
  - . IRRIGATED LAND - increased from 33,000 ha. in 1961-65 to 55,000 in 1976.
- E. Government Commitment
- . GOVERNMENT EXPENDITURE ON AGRICULTURE - increased 7.0% in 1971-75. Agriculture accounts for 37.9% of Tanzania's GPP (1976).

FAO standards

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Funding Level (FY 78-80, \$000's): 44,691; 27.9% of Region

A. CDSS - Identified Constraints to Agricultural Development

- . Farmers, women, workers, intermediate and high level trainers and managers in agriculture are largely untrained.
- . Limited access to improved seeds, research results, markets and extension services.
- . Poor roads; decline of imports of vehicles, maintenance equipment, spare parts, gasoline, which prevent agriculture inputs reaching farmers, and limit marketing opportunities for produce.
- . Erratic rainfall, shortage of irrigation and potable water.
- . Tsetse fly, insects, livestock and crop diseases.
- . Ujamaa collectivization may be impediment to Agriculture development.
- . Fluctuation of all farm prices for export caused by external and internal influences.

B. Program Trends (\$000's)

	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>	<u>FY 78-80</u>
(2) Prod/Crops	18%	21%	23%	21%
(2) Prod/Lvstk	5%	7%	3%	5%
(2) Mktg	6%	13%	4%	8%
(2) Credit	2%	6%	11%	6%
(3) Instit	25%	31%	-	19%
(1) Multi	44%	3%	31%	26%
(1) Infra	-	18%	28%	15%
	<u>\$15,553</u>	<u>\$15,070</u>	<u>\$14,068</u>	<u>\$44,691</u>

Observations

- . Totals for FY 78-80 show concentration in areas of crop production, institution building, multifaceted and infrastructure.
- . Increasing proportions devoted to activities in crop production, credit, infrastructure.

C. 1981 ABS Objectives

USAID objective is to strengthen national and regional institutions and selected non-governmental organizations to ease food, nutrition and health problems. Research will put growing emphasis on small farmer needs, improved seed production and distribution, credit and manpower training. Improved marketing for cash crops is also a goal as revenue from food crops alone is insufficient for Tanzanian recurrent and development budgets. Minimum funding level for FY 81 would prevent Mission activities in rural access roads, Zanzibar tsetse fly control, and small farmer credit.

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## Highlights of Sudan

### A. Basic Socio -Economic Data

- . PER CAPITA GNP - \$291 (1977) up 5% since 1961-65.
- . POLI = 34.
- . POPULATION - 11.3 million in 1961-65 to 16.2 million in 1977. 1977 growth rate = 3.2%.
- . POPULATION IN AGRICULTURE - 78.5% in 1977, down from 83.9% in 1961-65. A decline of 0.32% per year.
- . NUTRITIONAL REQUIREMENTS \* - Caloric intake 80% in 1961-65, 95% in 1977; protein intake 73% in 1961-65 and 81% in 1971-75.

### B. Agricultural Sector

- . PRODUCTION INDICES - FOODS AND CEREALS - in 1977 increased to 173% and 149%, respectively, of the base period 1961-65.
- . PER CAPITA PRODUCTION INDICES - for food and cereals in 1977 were 16% and 3% above the base period, respectively.
- . CEREAL PRODUCTION - increased from 1.6 million MT 1961-65 to 2.4 million MT in 1977. Net imports increased from 29,600 MT in 1961-65 to 158,000 MT in 1966-70, and drastically dropped to 5,000 MT in 1976.
- . MEAT PRODUCTION - steadily increased from 201,000 MT in 1961-65 to 360,000 MT in 1977.

### C. Net Agricultural Export

Increased from \$105 million in 1961-65 to \$367 million in 1977. Exports of fiber crops increased from \$118 million in 1966-70 to \$337 million in 1977.

### D. Land Resources

- . ARABLE AND CROPLAND - 6.2 million<sup>Ha</sup> in 1971-65 to 7.4 million Ha. in 1976.
- . IRRIGATED LANDS - increased 58% from 952,000 Ha. in 1961-65 to 1.5 million Ha. in 1976.

### E. Government Commitment (\$)

- . GOVERNMENT EXPENDITURE ON AGRICULTURE - actual levels increased 14% from \$28 million<sup>in</sup> 1966-70 to \$33 million in 1971-75. As a percent of total budget, support to agriculture dropped 16% in those years. Agriculture accounted for 37% of Sudan's GDP in 1971-75.

\* FAO standards

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Agriculture Sector Program Analysis - Sudan

Funding Level (FY 78-80, \$000's): \$28,521; 17.8% of Region

A. CDSS - Identified Constraints to Agricultural Development

- . Lack of modern agricultural institutional or infrastructure, i.e. extension, research, markets, roads, credit, cooperatives.
- . Large geographic area thinly populated with illiterate people.
- . Special problem of the south - no proven technology, minimal institutional presence, limited marketing system, no storage facilities, rudimentary roads.
- . Epidemic malaria, T.B., bilharzia, intestinal diseases.

B. Program Trends (\$000's)

	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>	<u>FY 78-80</u>
(4) Multi	31%	86%	70%	71%
(1) Credit	14%	-	-	2%
(1) Instit.	55%	14%	7%	15%
(1) Plan	-	-	3%	2%
(1) Infra	-	-	20%	10%
	<u>\$3,612</u>	<u>\$10,109</u>	<u>\$14,800</u>	<u>\$28,521</u>

Observations

- . Clear dominance of multifaceted activities, FY 78-80.
- . Decline in credit, institution building.
- . Increasing proportions devoted to planning, infrastructure.
- . Four-fold increase in funding levels from FY 78 to FY 80.

C. 1981 ABS Objectives

FY 81 program will focus on extension education, rural planning, integrated rural development, agricultural research and the Southern Sudan Access Road. Increased funding would add increments to these activities.

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