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ISSN-46509

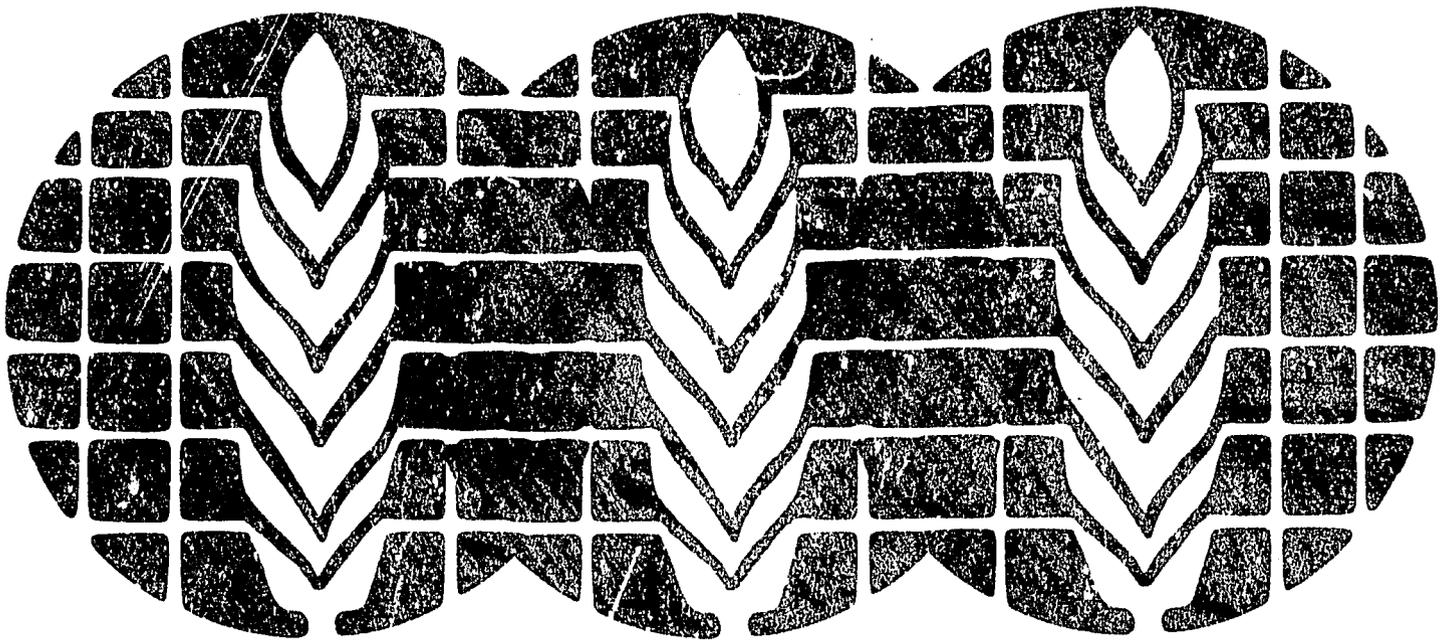


**BIFAD**

Board for International Food and Agricultural Development

OCCASIONAL PAPER NO. 8

**Staffing of University Contracts for Title XII  
Country Projects**



May 1986

Agency for International Development  
Washington, D.C. 20523

## PREFACE

The Occasional Paper series offers BIFAD an opportunity to circulate papers, reports and studies of interest to those concerned with development issues and the relationship between AID and the broader Title XII community.

This study, "Staffing of University Contracts for Title XII Country Projects" was undertaken to determine the extent to which Title XII universities have been able to staff AID projects from personnel who have a longer term association with the university than the life of a particular project. A common criticism has been the reported failure of universities to provide such personnel for project staffs. This study indicates that the universities' performance has been better than commonly assumed but that potential exists for further improvement.

We believe the study could be useful to both AID and university personnel concerned with establishing a more sound and factual basis for future discussions of this issue.

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STAFFING OF UNIVERSITY CONTRACTS FOR TITLE XII  
COUNTRY PROJECTS

by

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May 1986

## EXECUTIVE SUMMARY

It is frequently said universities fill their long-term overseas Title XII project positions with non-university staff. In this report we test this assumption by analyzing data which describes the staffing patterns for Title XII projects for the period 1982 to 1984.

Data were supplied by fifty universities. They indicate that approximately 62 percent of long and short term overseas technical assistance assignments for university-contracted Title XII projects are filled by regular full-time employees of the university. Employees provide 76 percent of the short term technical assistance, as compared to the 58 percent of all long term overseas technical assistance related to these contracts.

Several important conclusions with regard to the origin and characteristics of long term technical assistance positions are:

- o University's own staff are the predominant source of technical assistance for university contracts with AID;
- o Approximately one fourth of the universities satisfy all technical assistance requirements for their contracts by using only their own employees;
- o Universities which provide more than ten full time equivalents of technical assistance provide a lower percentage of university staff for contracts than those which provide less than ten full time equivalents;
- o More technical assistance is provided by full professors than by assistant or associate professors;
- o A third of all Title XII project positions require proficiency in French, Spanish or Portuguese;
- o There is a concentration of demand for technical advisors in the plant sciences, agronomy, soil science, agricultural economics, and agricultural education and extension;
- o USAID field missions finance more than three-quarters of all Title XII overseas project positions, and
- o Women provide only about 4 percent of the technical assistance for university-contract Title XII project positions.

Several factors which contribute to the presence of non-university staff on Title XII projects are discussed in the report. Factors on the supply side include inadequate university tenure and promotion policies, lack of international experience and language skills, and limited availability of professionals for assignments when needed by AID.

Factors associated with the demand side include the need to propose alternate candidates, delays in project starts, projects being designed specifically for private sector involvement, and mission preference for non-university personnel.

Other factors include the preference of universities to use the best qualified individual regardless of source, the use of non-university staff for positions where the university has no competitive advantage, and different frames of reference of the university community and AID regarding the working relationship in a country.

STAFFING PATTERN OF TITLE XII PROGRAMS:  
SOURCE OF STAFF FOR LONG TERM OVERSEAS  
TECHNICAL ASSISTANCE POSITIONS

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STAFFING PATTERN FOR LONG TERM OVERSEAS  
TECHNICAL ASSISTANCE POSITIONS OF  
TITLE XII PROGRAMS

I. INTRODUCTION

It is frequently said universities fill their long-term overseas Title XII project positions with non-university staff. In this report we describe the staffing pattern for Title XII projects for the period 1982 through 1984. We also analyze the results of a quantitative review of the staffing pattern for Title XII projects to describe differences in the staffing of projects, and summarize causes of contracting patterns for non-university personnel.

The numeric data used in this report were submitted by the universities to the Bureau of Science and Technology, Office of Research and University Relations (S&T/RUR) in AID during 1985. The definition of university staff used here is "regular full-time personnel employed by the University, or personnel which the University indicates an intention to employ after overseas contract termination".

## II. STAFFING PATTERN OF TITLE XII PROJECTS

### A. University Staff Predominate on University Contracts

Data supplied by the fifty universities which are summarized in Table 1, indicate that approximately 62 percent of long and short term overseas technical assistance assignments for Title XII projects are filled by regular full-time university staff.

This is a composite figure for all overseas technical assistance offered to AID by the Title XII community including long and short term assignments. Regularly employed university staff provide 76 percent of the short term technical assistance, as compared to the 58 percent on all long term overseas technical assistance. This report focuses on the origin and characteristics of personnel provided for long term technical assistance positions. These positions are the most difficult to fill and are often filled by non-university origin personnel.

TABLE 1: SOURCE OF STAFF FOR TITLE XII LONG TERM TECHNICAL ASSISTANCE POSITIONS, BY UNIVERSITY 1982-1984 (CONTINUED)

University Code No./ FTE Group	Staff University			Staff Non-University			FTEs Avg No./ Year (82-84)	Univ. Provide
	<u>82</u>	<u>83</u>	<u>84</u>	<u>82</u>	<u>83</u>	<u>84</u>		
<u>20+ FTE</u>								
50	7	6	4	18	22	14	22.4	0.23
12	18	15	12	5	9	8	22.3	0.68
18	14	18	14	6	7	5	21.3	0.71
11	5	7	8	9	15	16	20.4	0.34
<u>10-19.9 FTE</u>								
27	3	5	7	15	16	5	16.8	0.28
49	1	3	7	10	7	5	11.0	0.31
42	9	10	14	0	0	0	10.6	1.00
<u>5-9.9 FTE</u>								
39	4	7	9	2	4	2	9.5	0.71
17	5	8	8	1	3	2	8.8	0.78
15	4	4	2	4	5	6	8.4	0.41
16	9	9	6	0	0	0	7.8	1.00
28	4	4	6	4	3	3	7.8	0.59
23	5	7	7	0	1	0	6.9	0.93
19	3	6	4	1	2	3	6.3	0.70
36	3	7	7	0	1	1	6.3	0.90
38	2	6	2	3	3	2	6.3	0.57
6	5	5	2	3	2	1	6.1	0.69
10	3	5	3	2	2	2	5.6	0.66
43	4	4	4	2	2	1	5.5	0.71
34	0	1	1	4	6	5	5.2	0.06
40	1	6	4	2	1	1	5.1	0.72
<u>0-4.9 FTE</u>								
7	3	5	6	0	0	0	4.7	1.00
2	0	0	0	4	6	4	4.7	0.00
48	1	2	1	3	5	2	4.4	0.28
31	2	4	5	1	0	0	4.2	0.91
26	0	0	0	2	4	3	3.1	0.00
24	2	3	3	1	0	0	2.8	0.98
13	3	3	0	0	0	1	2.2	0.90
5	0	1	3	1	2	0	2.2	0.66
45	2	3	1	1	0	0	1.9	0.91
41	1	1	3	0	0	0	1.9	1.00
14	1	2	2	0	0	0	1.8	1.00
1	1	2	2	0	0	0	1.7	1.00
22	0	1	1	0	1	1	1.5	0.51
32	0	1	1	1	1	1	1.3	0.38
3	2	0	2	0	0	0	1.3	1.00
37	0	0	0	1	1	0	0.7	0.00
4	0	0	0	0	1	1	0.6	0.00
35	0	1	0	0	0	0	0.5	1.00
29	0	0	1	0	0	0	0.5	1.00
44	1	0	0	0	0	0	0.4	1.00
30	0	0	0	0	0	0	0.1	1.00

The data analyzed in this study were self reported by Title XII universities. It is the most accurate data set available. Of the fifty universities reporting on the supply of technical assistance, forty-two provided long term technical assistance during the 1982-1984 period. It is estimated that the data base of 264 full-time equivalent person years covers 85 percent of all technical assistance provided by the Title XII community to AID. Thus, by inference, universities annually provide an estimated average of 304 full time equivalents of technical assistance of which 176 are provided by regular university staff and faculty.

B. Some Universities Provide Staff for All Positions

Table 2 indicates that thirty of the forty-two universities which provide long term technical assistance to Title XII contracts supply Title XII university staff and/or faculty for at least half of the positions. Indeed, forty-one percent of them supply at least eighty percent of the long-term technical assistance from their own ranks. Of these, eleven (26%) reported that all long-term technical assistance provided for their Title XII projects was supplied by the Title XII community. Another twenty-four percent supply from sixty to eighty percent of the long-term technical assistance from the Title XII university ranks. Only twenty-eight percent of those reporting indicated that they supplied one-half of the long-term contract assistance using non-university employees.

Table 2: NUMBER OF UNIVERSITIES PROVIDING DIFFERENT PERCENTAGES  
OF TITLE XII UNIVERSITY STAFF FOR LONG-TERM TECHNICAL ASSISTANCE  
TO TITLE XII PROJECTS, AVERAGE, 1982 - 1984

<u>Universities</u>		<u>Percentage Title XII University Staff</u>
<u>#</u>	<u>%</u>	
17	41	80 - 100
10	24	60 - 79
3	7	50 - 59
1	2	40 - 49
6	14	20 - 39
5	12	0 - 19
<u>42 *</u>	<u>100</u>	

\* Eight of the fifty responding universities did not provide long term technical assistance during this time period.

It is necessary to assess the magnitude of technical assistance provided by these different universities. These data are presented in Table 3 below.

C. Unevenness of Staffing Patterns Vary Among Universities

As might be anticipated Universities that supply less than 10 Full time equivalents (FTEs) of technical assistance to AID-funded overseas projects provide a higher proportion of project staff from the university community than those which provide 10 FTEs or more. This is shown in Table 3.

TABLE 3: UNIVERSITY STAFF PROVIDED FOR TITLE XII LONG TERM  
TECHNICAL ASSISTANCE POSITIONS, BY FTE GROUP, AVERAGE, 1982-1984

<u>FTE Per Univ</u>	<u>No. of Univ</u>	<u>Annual FTEs</u>	<u>University Staff</u> (Percentage of All Staff Provided)
20+	4	87	0.49
10 - 19.99	3	38	0.49
5 - 9.99	14	96	0.68
0 - 4.99	21	43	0.64
Total	42	264	0.58

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The seven universities which supply 10 or more FTEs of long-term technical assistance, supply only about half of it using Title XII university resources. In contrast, the thirty-five universities which provide less than 10 FTEs, supply about two-thirds of it using Title XII community resources.

The explanation for this appears rather obvious. Universities do not have unlimited sources of technical assistance on their campuses. When their contracting is limited, they are able to meet most of the requirements with Title XII resources. However, as requirements increase, they must increasingly turn to other sources of technical assistance.

An important implication flows from this interpretation of the data. If AID wishes to use primarily resources from the contracting universities for technical assistance it may need to increase the spread of business across universities.

D. More Full Professors Than Associate or Assistant Professors

Information was provided by some universities on the tenure status and university title of individuals on Title XII projects. The distribution of academic ranks of personnel associated with the 71 FTEs for which this information was reported indicated that 38 FTEs were provided by full professors, 13 by associate professors, 11 by assistant professors, 2 by instructors, and 7 by graduate students. It is inappropriate to extrapolate from a sub-sample of this size. However, the predominance of use of full professors as compared to associate and assistant professors is an expected pattern. The majority of faculty in agriculture at U.S. universities are full professors.

E. French and Spanish in Demand

Data in Table 4 indicate that 34 percent of all Title XII project positions require a proficiency in French, Spanish, or Portuguese. Positions which require only English language proficiency are more likely to be filled by university staff members than are positions that require French or Spanish: Sixty-one percent of all positions which do not require proficiency in a foreign language are filled by regular university employees as compared to 54 percent of all positions requiring French or Spanish.

The data suggest that Title XII projects require more individuals with competence in French than Spanish. Fifty-two of the FTEs required French language proficiency while only 37 FTEs required Spanish or Portuguese language proficiency. This undoubtedly reflects the change in area focus of AID's project portfolio from Latin America to Africa, including francophone Africa. AID currently has only three missions in South America. Another factor which explains this tendency is the existence of relatively developed institutions in higher agricultural education in Latin America. There is less of a need for Title XII inputs in that region as compared to West Africa.

TABLE 4: LANGUAGE REQUIREMENTS ASSOCIATED WITH TECHNICAL ASSISTANCE POSITIONS, AVERAGE, 1982 - 1984

	<u>English</u>		<u>French</u>		<u>Spanish/ Portuguese</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
University	103	61	28	54	20	54
Non-university	<u>67</u>	<u>39</u>	<u>24</u>	<u>46</u>	<u>17</u>	<u>46</u>
Total	170	100	52	100	37	100

F. Concentration of Demand

Table 5 indicates that the demand for technical advisors is concentrated in several academic disciplines. Data available for 40% of the FTEs provided, indicate that the predominant academic disciplines represented in Title XII projects are (1) plant science,

TABLE 5: ACADEMIC DISCIPLINES FOR SOURCE OF LONG TERM TECHNICAL ASSISTANCE, AVERAGE, 1982-1984

<u>Source</u>	<u>Plant Sciences</u>		<u>Agricultural Economics</u>		<u>Agronomy Social Science</u>		<u>Ag Education/ Extension</u>		<u>Animal Science/ Nutrition</u>		<u>Forestry</u>		<u>Agricultural Engineering</u>		<u>Horticulture</u>		<u>Total</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
University	20	80	13	68	13	62	8	50	6	75	2	33	4	80	3	60	69	66
Non-University	<u>5</u>	<u>20</u>	<u>6</u>	<u>32</u>	<u>8</u>	<u>38</u>	<u>8</u>	<u>50</u>	<u>2</u>	<u>25</u>	<u>-4</u>	<u>67</u>	<u>1</u>	<u>20</u>	<u>2</u>	<u>40</u>	<u>36</u>	<u>34</u>
Total	25	100	19	100	21	100	16	100	8	100	6	100	5	100	5	100	105	100

agronomy and soil science, (2) agricultural economics, and (3) agricultural education and extension. Others frequently noted disciplines were animal science/nutrition, forestry, agricultural engineering, and horticulture. The emphasis on plant sciences and agronomy reflects the overriding concern of the Agency with increasing agricultural production in the countries in which it works. Attention to plant breeding, crop production and the proper use of soils is fundamental to this effort.

Universities supply Title XII community staff for technical assistance for most positions in nine major academic disciplines represented in Title XII projects. Exceptions are forestry and agricultural education and extension. The nine major academic disciplines are the same areas of specialization where non-university staff are concentrated.

#### G. Funding Sources For Technical Assistance

In Table 6 is provided a breakdown of funding sources for technical assistance provided by universities for their Title XII contracts. It indicates that 233 of the 264 long-term positions (89%) were funded by field missions. This is consistent with the tendency for centrally funded projects such as the CRSP's and Cooperative Agreements to provide short-term assistance. Data in the table also indicate that the predominant source of technical assistance for centrally funded and mission funded Title XII activities is the Title XII community.

Almost two thirds of the technical assistance provided to centrally funded contracts is by regular university employees as compared to only 57% of that provided to Mission funded contracts. This may be explained by the tendency for universities to have faculty available for overseas CRSP and Cooperative Agreement activities which tend to be more research oriented than mission funded activities.

Perhaps the most striking conclusion to emerge from this Table is that the difference in staffing patterns for centrally funded and mission funded projects is not great. One might have expected universities to have provided a great proportion of the technical assistance for centrally funded projects. These projects generally include a greater amount of salary base funding for regular staff and are more likely to include research activities. However, universities are apparently more disposed to support faculty for research under their contracts on-campus as opposed to overseas. Then again, some faculty may provide considerable short-term overseas technical assistance to their university projects, as compared to the long-term assistance examined here.

Table 6: FUNDING FOR TITLE XII OVERSEAS PROJECT POSITIONS,  
BY FUNDING SOURCE, AVERAGE, 1982-1984

<u>Source</u>	<u>Central</u>		<u>Mission</u>		<u>Total</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
University	20	64	134	57	154	58
<u>Non-University</u>	<u>11</u>	<u>36</u>	<u>99</u>	<u>43</u>	<u>110</u>	<u>42</u>
Total	31	100	233	100	264	100

H. Gender of Technical Advisors

There is no significant difference in the gender of technical assistance provided by the Title XII community and those hired outside the community. About 96 percent of the technical assistance is provided by males.

Table 7: GENDER OF TECHNICAL ADVISORS,  
AVERAGE, 1982-1984\*

<u>Sex</u>	<u>University Staff*</u>		<u>Non-University Staff</u>	
	<u>No. of FTEs</u>	<u>Percent</u>	<u>No. of FTEs</u>	<u>Percent</u>
F	6	5	3	4
M	<u>121</u>	<u>95</u>	<u>71</u>	<u>96</u>
	127	100	74	100

\* The gender for about a third of the technical advisors was not provided.

### III. FACTORS EXPLAINING THE STAFFING PATTERN

#### A. University Supply Side

##### i. Tenure and Promotion Policy

Recently, concern has been voiced about the lack of individuals entering into international development careers. This was articulated by former BIFAD Chairman, Clifford R. Wharton:

The fact of the matter is that the number of U.S. agriculturists who are interested in international development has been declining alarmingly...Relatively few younger professionals are entering or even considering the field to begin with. <sup>1/</sup>

Two reasons given for the lack of younger faculty involvement are a decline in interest in international programs by them and an increased lack of career flexibility in universities today which makes it more difficult for them to accept overseas assignments. The process of becoming tenured at universities is becoming increasingly difficult due to budget cuts.

Untenured university faculty members are disinclined to take overseas assignments, particularly long-term assignments, because these assignments are perceived to hamper activities most directly rewarded in tenure and promotions, such as research and classroom teaching.

The increased number of dual professional marriages also makes overseas assignments less attractive. Although some contracts make it possible

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<sup>1/</sup> "Tomorrow's Development Professional: where will the future come from?", Annual Meeting of the American Agricultural Economics Association, International Banquet Address, Urbana, Illinois, July 28, 1980.

for both spouses to work professionally, most do not. In addition, there are the problems of coordinating leaves of absence from employment, and continuities engendered by overseas assignments which make them much less attractive.

University promotion is highly associated with pressure to publish earlier in one's career and to emphasize discipline oriented research, rather than inter-disciplinary problem solving research frequently required in overseas assignments. Furthermore, the process is one of peer review by colleagues, and it is difficult to impress one's peers if one is not present. The policy of a university may support staff involvement in international agricultural work, but there may be little application of this principle at the college or departmental level. For example, time spent on overseas assignments normally does not contribute to the time required to obtain tenure or promotion.

## 2. Lack of International Experience

AID Missions frequently emphasize previous overseas experience when evaluating technical proposals. In 1984 AID's Administrator requested a review of criteria used in processing technical assistance for AID/Washington and Mission funded fully competitive contracts. The review found that "prior AID, overseas, regional and/or country experience had been given excessive weight." It further noted: "Prior experience in a particular subject matter field, and in the region

and/or country, is often a very important factor in selecting a contractor or other third party to assist AID or a host country in AID-financed work."

But excessive reliance on experience factors of any kind undermines the achievement of a number of important Agency objectives and the overall desire to expand the base of contractors and grantees, increase competition, and benefit from new approaches and ideas.

The Administrator's review concluded that:

"...Prior overseas/regional and/or country experience should have no more weight than 10 percent (e.g., 10 points in a 100 point matrix) for technical proposal evaluation purposes. This general rule applies to the combination of organizational experience and an individual contractor employees' experience. While it is recognized that overseas experience is desirable in terms of demonstrating the ability of an organization to function effectively in a foreign setting, such experience should not be a controlling factor in qualifying for an AID-financed contract. In some cases, experience derived only domestically may be applied with success overseas. In any case where 10 percent general guideline is to be exceeded, it must be approved by the Assistant Administrator or Mission Director under whose

authority the final award will be made." (AID General Notice DA/AID: Dated 7-6-84)

The university community with the assistance of BIFAD, could monitor the implementation of this principle established by the Administrator, and ask for "reclarification of criteria" when overseas/regional and/or country experience is given more than 10 percent weight in technical proposal evaluation criteria.

### 3. Lack of Language Skills

The widespread lack of language skills in the university community is recognized by university leaders of international programs. Staffing of contracts with university staff is easier for countries which do not require Spanish, French or Portuguese. Countries in which Arabic, Swahili, or Somali (for example) normally solicit technical assistance in English.

### 4. Availability of Professionals

When universities manage projects that require technical assistance from several professionals in the same specialization area, they find it difficult to provide their own staff for all the inputs. This is particularly true after a project changes direction. For example, the focus of a project may be altered and the university team leader may be asked to provide types of technical assistance not originally solicited

in the contract. Universities may be unable to adapt to these changing circumstances using only Title XII university staff.

B. AID Demand Side

1. Alternative Candidate Requirement

The requirement by missions that universities name several candidates for the same position in project proposals has become increasingly common. Universities have a hard time identifying viable, multiple candidates for positions from their own ranks.

Furthermore, even when a full contingent of university staff are proposed for a project, missions often select alternative candidates who are not university staff. Both requiring a number of alternative candidates and selecting non-university staff further reduce university staff interest in participating in AID projects.

2. Delays in Project Starts

Delays in AID contracting have become routine. It is estimated that the average time between "award of contract" to field placement of project staff is six months. The trend towards slow procurement of resources is suggested by the increased number of AID contract extensions. Contract extensions are required to allow sufficient time to meet project objectives.

There are many examples of delays of one year or more. An example is the Burundi farming systems project. The University of Arkansas was awarded the right to negotiate a contract in September of 1984. Negotiations were suspended in March 1985.

However, because the host-country government was holding Department of State mail pouches negotiations were suspended in March 1985. As of December 1985, the university still had three of the original staff proposed for the project "locked in" for the project. Seventeen months after the "right to negotiate" a contract was granted. The university finally received the "go-ahead" and is currently negotiating the contract. Only two of the three original staff proposed for the project are still available from the university.

Circumstances similar to these are common, and little can be done to avoid them. Just as delays are difficult to avoid, it is difficult to prevent the redirection of staff interest when projects lag a year or more.

### 3. Project Designed for Private Sector Involvement

Many projects are designed to be cooperative efforts between universities and private firms. This trend toward university-private firm collaboration has been encouraged by AID.

Several examples of university/private firm procurement are:

- (1) Uganda: Manpower for Agricultural Development  
(Ohio State with Minnesota, IADS, and Experience Inc.)
  - (2) Bangladesh: Agricultural Research II  
(IADS with Cornell)
  - (3) Haiti: Agricultural Development Support II  
(Arkansas with Winrock)
  - (4) Kenya: Kiboko Range Research Expansion  
(Winrock with Texas A&M)
  - (5) Sudan: Southern Agricultural Development I  
(Louis Berger with Devres, and Texas A&M)
  - (6) Pakistan: Irrigation System Management  
(Idaho with Washington State and DAI)
  - (7) Sri Lanka: Agricultural Education Development  
(Academy for Education with Penn State, VPI, and Texas A&M)
  - (8) Peru: Agricultural Planning and Institutional Development  
(MIAC (Iowa State) with Experience Inc.)
- 

The extent of the reporting of private sector origin technical assistance returned by the universities depends on the contracting arrangement between the various parties. Some of the non-university origin technical assistance requested by the university may result from this type of joint contracting arrangement.

#### 4. Missions Preference for Non-University Staff

As mentioned above, universities are frequently requested to provide more than one candidate for positions identified in projects. Universities are not always able to provide a second or third

alternative from university staff in proposals. In any case, the mission has the option to request whom it wants, and may select a non-university staff member.

Missions also recommend to universities that they propose for projects individuals with whom the missions are familiar. This has occurred with the recent Gambia, Senegal and Burundi farming systems projects.

C. Other Factors

1. Decision to Propose Best Qualified Individuals

Many universities propose the best qualified individuals who are known and available, rather than insisting on only using their own university staff for technical assistance to overseas projects. The rationale behind this practice is that the driving force behind project management is project success, not the provision of university staff. It is believed that strong institutional linkages can be maintained without all overseas staff necessarily coming from the contracting university. The important point is that a "critical mass" of university faculty be on the overseas team. If the focus is on maximizing project success, then the decision as to whom to provide should be based on qualifications of the individual available rather than employment source.

## 2. University Has No Comparative Advantage for the Position

Some universities have considered it inappropriate to hire university staff to fill positions which they believe the university has no comparative advantage in staffing. For example, it makes little sense to use university professionals for positions dealing with logistical support and commodity purchasing.

## 3. Different Frames of Reference

The difference between the AID and university systems is illustrated by differences in time and planning horizons, and administrative structures. The time framework of university personnel is organized around the semester or quarter systems of teaching while in missions it is organized around the project cycle. Furthermore, universities are primarily concerned with long term impacts and long term relationships while Missions are more concerned about short to medium term impacts and relationships. These differences generate problems for staffing projects because the objectives of the assignments may be viewed differently by the university and the USAID mission.

#### IV. CONCLUSIONS

It is frequently said universities fill their long-term overseas Title XII project positions with non-university staff. In this report we describe the staffing pattern for Title XII projects for the period 1982 to 1984.

Data supplied by the fifty universities indicate that approximately 62 percent of long and short term overseas technical assistance assignments for Title XII projects are filled by regular full-time university staff. Regularly employed university staff provide 76 percent of the short term technical assistance, as compared to the 58 percent of all long term overseas technical assistance.

The following are a number of observations on the origin and characteristics of long term technical assistance positions:

- o University staff predominate on university contracts with AID;
- o A quarter of the universities provide staff for all positions;
- o Universities providing more than ten full time equivalent technical advisors provide a lower percentage of university staff;
- o More full professors are provided than assistant and associate professors;
- o A third of all Title XII project positions require a proficiency in French, Spanish and Portuguese;

- o There is a concentration of demand for technical advisors in plant science, agronomy, soil science, agricultural economics, agricultural education and extension. These are the same areas of specialization where non-university staff are concentrated;
- o USAID field missions finance more than three-quarters of all Title XII overseas project positions, and
- o Women are provided for 4 percent of Title XII overseas project positions.

The causes contributing to the presence of non-university staff on Title XII projects involve both factors in the university and AID environment. Factors in the university environment include university tenure and promotion policy, lack of international experience and language skills, and a limited supply of individuals when needed.

The factors identified in the AID environment include the request for alternate candidates, delays in project starts, project design for private sector involvement, missions selection and request for non-university personnel.

Other factors include the use of the best qualified individual irregardless of source, the use of non-university staff for positions where the university has no competitive advantage, and different frames of reference of the university community and AID regarding the working relationship in country.

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## APPENDIX I: METHODOLOGY OF THE STUDY

### A. Source of Information

In April 1985, the Office of Research and University Relations, Bureau of Science and Technology (RUR) requested data from all universities receiving support grants about Title XII AID-funded contracts. Fifty universities provided the requested data. We estimate that they manage 85 percent of all the long term technical assistance (TA) offered by the Title XII community. Only 42 of those responding provided long term technical assistance. Data provided by them represent the data base used for this study. Data about the causes for the staffing pattern were obtained during interviews at the Title XII Regional Seminars at New Mexico State University and Virginia Polytechnic Institute and State University as well as during one campus site visit to Texas Tech University.

### B. Phase I and Phase II

Phase I of the study represents an analysis of the summary FTE data of long term and short term technical assistance provided by RUR. It is based on pre-coded university/non-university FTE data. Phase II of the study represents an analysis of several characteristics of the long term TA data provided by Title XII universities. It involved the development of a code sheet, coding data, cleaning data, storing data on microcomputers and analysis. The major differences between the two

phases are the type of assignments examined (long or short), level of data used (summary or individual data items) and the range of examination (one characteristic vs. many). Phase I included examination of long and short term assignments, at the summary level, and examination of one characteristic: the number of FTES by origin. Phase II included examination of only long term assignments, all data entries, and many characteristics of the data (e.g. language requirement, academic field et cetera).

One inconsistency in the two data sets is the inclusion of 276 long term full-time equivalent person years (FTEs) in the Phase I data set, while the Phase II data set excluded 12 FTEs which were considered duplicates. In that both data sets indicate about the same percentage of long term technical assistance provided by the university community, the inconsistency was not considered important.

### C. Definitions

#### 1. Staff Member

The questionnaire from the Office of Research and University Relations noted that "only regular full-time personnel employed by the University, or personnel the University indicates an intention to employ after overseas contract termination, will be counted" as university staff. To count as a university staff required that a

university give a guarantee of at least one year post-contract commitment of employment. Thus, individuals are counted as staff members if they are tenured, have an "indefinite" or "permanent" position or a post-contract employment guarantee of at least one year.

An issue arose when determining if retired staff and graduate students should be considered. Some universities included these categories as staff, others did not. It was decided to include both. Their number is small and does not affect the overall percentage of staff to total individuals employed as technical advisors. The decision to include graduate students as staff was based on the fact that some projects are specifically designed to include graduate students. Thus, contracts require these personnel from the university. The rationale to include retired staff is that their last employer was the university. Furthermore, they are knowledgeable about university resources and able to draw upon them because of their experience and their past close association with the university.

## 2. Title XII Projects

Title XII projects are broadly defined as all AID projects in food, agriculture, nutrition, rural development and natural resources which are contracted to Title XII universities. Title XII projects were defined in accordance with the AID Title XII Policy Paper.

The data provided by universities on Title XII Projects are used to determine the size of support grants made to the universities under Memoranda of Understanding (MOU's) with AID. This study uses data about the same set of projects. (Data analyzed in this study, however, only refer to long term technical assistance. RUR will use both short and long term technical assistance provided by the universities in computing FTEs.)

### 3. Source of Staff: University vs Non-University Community

Directions given to the universities with the questionnaire included the following:

In cases where universities involve employees from other universities in their AID projects, we assume that they would normally do so under subcontract or subgrant arrangements. In such cases, it is the subcontractor (or subgrantee), rather than the prime contractor (or grantee), that receives credit for FTE computational purposes.

Individuals who were previously employed by universities were assumed to be reported by their university. So as not to double-count these positions, individuals who noted their previous employer as a university were not counted in the data base. Consequently, the data base should cover all individuals employed by AID from the university community. However, duplicative entries are not included. Therefore, the data cannot be broken down by source of staff to reveal reporting university staff versus staff provided by other universities.

#### 4. Language Requirements

It was assumed that individuals providing technical assistance to Francophone, Spanish or Portuguese speaking countries were required to have the appropriate language, while those providing technical assistance to countries where Arabic or other regional or national languages are spoken were not required to speak these languages.

#### 5. Technical Assistance

All individuals working overseas on Title XII projects were assumed to offer technical assistance. The term technical advisors is used to refer to these individuals.

#### D. Coding and Cleaning Data

The data were coded using a code sheet developed by Bonni van Blarcom, C. L. Mannings and David Hansen.

They were entered into the computer and "cleaned" by running consistency checks. The data base represents 611 individuals composing 306 FTEs. 99 positions, which represent 44 FTEs were deleted, because they were considered to be duplicative entries. The final data base represent 512 individuals, which in turn represent 264

FTEs. A print out of the data base, a description of the hardware, software and data files are included in the report "Description of the Data Base for the Staffing Pattern of Title XII Programs".

#### E. CODE SHEET

Use a Data Sheet to record the following information:

##### UNIV - University Number

The university name is replaced by a number as noted on FTE sheet.

##### FUND - Funding Source

Note the origin of sourcing from the contract number. Make a note of this using the following codes:

- M - Mission Funded
- C - Centrally Funded
- U - Uncertain, needs to be checked

##### AREA - Geographic Region

Note the region of the world in which the country is located, as classified in the "List of Country Abbreviations". Use the following codes for the regions.

- A - Asia
- L - Latin American and Caribbean
- F - Africa
- N - Near East
- E - Europe
- G - Global
- C - Not Known

##### CTRY - Country

Note the country's abbreviation. This is usually the first three or four letters of the country's name, but check the attached "List of Country" Abbreviations.

##### LANG - Language Requirements

Note the language that AID usually requires for long term technical assistance to this country. The language requirements are noted on

the country abbreviation sheet. Use the following language abbreviations:

F - French  
S/P - Spanish or Portuguese  
E - English

HARD - Hardship Post

If the country is a hardship post, note this by using:

Y - Yes  
N - No

ANUM - Assignment Number

Each position receives a number. This is a numeric order according to the random order of coding the university responses. This should be noted on the university's questionnaire and the data sheet.

GEN - Gender

A guess is made of the gender of the individual given the information provided. Note the gender using the following codes:

M - Male  
F - Female  
U - Unknown

EMPL - Previous Employer

Note the previous employer using the following codes:

U - Reporting university  
O - Other university  
P - Private sector, self-employed, or retired  
G - Government  
I - International organization or from other country  
N - Unknown

ACAD - Academic Discipline

If an academic discipline is noted under the "overseas position", classify it in one of the following category abbreviations:

AE - Agricultural Economics/Statistics  
AG - Agronomy  
AN - Animal Science/Nutrition  
AS - Aquatic Science  
ED - Agricultural Education/Extension

EG - Agricultural Engineering  
EP - Epidemiology  
FH - Food/Home/Nutrition Sciences  
FR - Forestry/Renewable Energy/Natural Resources  
HO - Horticulture  
NA - No academic discipline given  
OS - Other Social Science  
OT - Other  
PL - Project Leader and Administration  
PS - Plant Science  
RS - Range Science  
SS - Soil Science

- o Other social science includes: sociology, anthropology, architecture, library and computer science.
- o Agricultural economics includes marketing.
- o Administration includes project leader, and project evaluation.
- o Agriculture education/extension includes training.

PROF - Professional Rank

If a professorial or research rank is given, note this by using the following codes:

P - Professor  
A - Associate Professor  
S - Assistant Professor  
I - Instructor  
R - Research Associate, Research Assistant, etc.  
G - Graduate Student  
N - Not in a professional track (e.g., from outside the university community.)  
X - No professorial rank is given.

TEN - Tenure

Use the following abbreviations:

Y - Tenure noted  
N - Non-tenure noted, or "jr member"  
R - Retired  
U - Unknown

COMM - Post-Contract Commitment

Under the post-contract commitment heading, code the information provided using the following guide:

- Y - indefinite, permanent, or if tenure is noted
- YA - if "annual" or 1 year is noted
- YT - 2 years commitment noted
- N - if none, or if graduate student, no information given, or retired
- U - Unknown

Amount of Technical Assistance

Note under "long term" or "short term" the number of months of the T.A. provided by each individual.

University or Non-University Staff

If the individual has tenure, or has a post-contract commitment of at least one year, then place the information in the "university" column.

If neither of these two criteria are filled, then place the information on the number of months of technical assistance offered in the "non-university" column.

LIST OF COUNTRY ABBREVIATIONS

<u>Region/ Country</u>	<u>ABBR.</u>	<u>Lang Req.</u>	<u>Region/ Country</u>	<u>ABBR.</u>	<u>Lang Req.</u>
<u>Africa</u>	F		<u>Latin America</u>	L	
Benin	BEN	F	Barbados	BAR	F
Botswana	BOT	E	Belize	BEL	E
Burkina Faso	BURK	F	Bolivia	BOL	S
Burundi	BUR	F	Brazil	BRA	S/P
Cameroon	CAM	F	Caribbean Regional	CAR	E
Cape Verde	CAP	F/P	Columbia	COL	S
Djibouti	DJI	F	Costa Rica	COS	S
The Gambia	GAM	E	Dominican Republic	DOM	S
Guinea	GUI	F	Ecuador	ECU	S
Guinea Bissau	GUB	F/P	El Salvador	ELS	S
Ivory Coast	IVO	F	Guatemala	GUA	S
Kenya	KEN	E	Guyana	GUY	E
Lesotho	LES	E	Haiti	HAI	F
Liberia	LIB	E	Honduras	HON	S
Madagascar	MAD	F	Jamaica	JAM	E
Malawi	MLI	E	Mexico	MEX	S
Mali	MAL	F	Nicaragua	NIC	S
Mauritania	MAU	F/P	Panama	PAN	S
Mozambique	MOZ	P	Paraguay	PAR	S
Niger	NIG	F	Peru	PER	S
Nigeria	NGR	E	ROCAP	ROC	S

Rwanda	RWA	F	Trinidad	TRI	E
Senegal	SEN	F	West Indies	WTI	E
Sierra Leone	SIE	E			
Somalia	SOM	E	<u>Near East</u>	N	
Sudan	SUD	E			
Swaziland	SWA	E	Cyprus	CYP	E
Tanzania	TAN	E	Egypt	EGY	E
Togo	TOG	F	Greece	GRE	E
Uganda	UGA	E	Israel	ISR	E
Zaire	ZAI	F	Jordan	JOR	E
Zambia	ZAM	E	Lebanon	LEB	E
Zimbabwe	ZIM	E	Morocco	MOR	F
REDSO/East Africa	REE	E	Oman	OMA	E
REDSO/West Africa	REW	F	Portugal	POR	S/P
			Saudi Arabia	SAR	E
			Spain	SPA	E
			Syria	SYR	E
			Tunisia	TUN	E
			Turkey	TUR	E
			Yemen Arab Republic	YAR	E

LIST OF COUNTRY ABBREVIATIONS

<u>Region/ Country</u>	<u>ABBR.</u>	<u>Lang Req.</u>	<u>Region/ Country</u>	<u>ABBR.</u>	<u>Lang Req.</u>
<u>Asia</u>	A		<u>EUROPE</u>	E	
Afghanistan	AFG	E	England	ENG	E
Bangladesh	BAN	E	France	FRA	F
Burma	BUR	E	Germany	GER	E
China	CHI	E	Italy	ITA	E
Fiji	FIJ	E	Switzerland	SWI	E
India	INA	E	Yugoslavia	YUG	E
Indonesia	IND	E			
Korea	KOR	E	Global	GLB/GL	E
Malaysia	MAY	E	South Pacific	SOP/SP	E
Nepal	NEP	E	Not Known	NKN	-
Pakistan	PAK	E			
Philippines	FIL	E			
Singapore	SIN	E			
Sri Lanka	SRI	E			
Taiwan	TAI	E			
Thailand	THI	E			
SPRDO*	SPR	E			

(\*South Pacific Regional Development Office)

F. QUESTIONNAIRE AND INSTRUCTIONS

April 10, 1985

TJ : Title XII Officers

FROM : S&T/RUR, Erven J. Long

SUBJECT: Volume of Business Reporting for 1983-1985

In April of last year we requested that you provide us with volume of business data related to your involvement with AID. This included information on your dollar volume of business with AID in addition to personnel you provided the Agency under your own and other grants and contracts. We are collecting updated information at this time which will be standardized across all universities. This will require that you report your volume of business to us in a slightly different format this year as illustrated in the attached Tables.

These data will be useful in aggregate form for reports to the Congress and for internal planning exercises in addition to assessing potential for continued participation in University support programs.

You may need to estimate some of the data. These items should be identified as estimates and corrected later.

Attached you will find principles which should guide you through the process of preparing this information base. They are elaborated in greater detail than those which guided your reporting last year. However, you will be able to use the data you presented last year in completing the exercise.

Please provide us with the information by May 15, 1985.

Thank you.

Attachment: as stated

GUIDELINES FOR REPORTING DOLLAR VOLUME  
OF BUSINESS AND FTE COMMITMENTS

A. Dollar Volume of Business:

- (1) Only activities funded by AID shall be reported. Activities carried out for other donors, such as the World Bank, FAO, and the Peace Corps, shall be excluded.
- (2) Only funds for Title XII Business, as defined in the October 5, 1982 Policy Determination on Title XII shall be reported (see attached copy).
- (3) Annual expenditures, not obligations, shall be reported for each of your last three fiscal years.
- (4) Volume of business figures shall be verified by your university's Controller's Office. (All figures claimed must be verifiable by Government Audit.)
- (5) Expenditures shall be identified by contract number. When applicable, country of performance shall be stipulated.
- (6) Expenditures under 122d Grants, Strengthening Grants and Program Support Grants shall not be reported.
- (7) Commodities and other capital goods shall not be included in volume of business, except where laboratory equipment, library materials and other such things are included as relatively small proportions of technical assistance contracts.
- (8) If you are performing as a subcontractor, subgrantee, or subrecipient under an AID funded prime contract and you claim expenditures of AID funds under a subagreement:
  - (a) you shall provide a copy of the subcontract or subgrant, the name of the prime contractor, the prime contract number and the subcontract number.
  - (b) you shall refer to a contract/agreement number if the prime contractor is not a university. All expended funds claimed by you as AID origin funds should be specified in the contract/agreement which you have with the prime contractor. (Example: tuition, maintenance, etc., for AID funded LDC students placed at your university by USDA/OICD).

B. Personnel Commitments

- (1) You should indicate the type of post-overseas contract commitment which your university has, if any, to personnel employed overseas under contract. Only regular full-time personnel employed by the University, or personnel the University indicates an intention to employ after overseas contract termination, will be counted.
- (2) In cases where universities involve employees from other universities in their AID projects, we assume that they would normally do so under subcontract or subgrant arrangements. In such cases, it is the subcontractor (or subgrantee), rather than the prime contractor (or grantee), who receives credit for FTE computational purposes.
- (3) A university may claim credit for its faculty personnel working for other entities such as other universities, USDA or consulting firms, as long as the activities of these entities are AID funded, and the personnel are supplied under subcontractual or other written agreement. A university may also claim credit for its faculty personnel working directly for AID, or under personal service contracts with missions, or through the Joint Career Corps, I.P.A., or other consultative arrangements under formal written agreements.
- (4) For personnel commitment (FTE) data, only time spent overseas shall be reported. Time spent in the U.S. and in transit as incidental to a long term overseas assignment may be included. For persons who have their principal duty site in the U.S., only time spent overseas or in transit to overseas assignment shall be reported. FTE's associated with the entire period of Joint Career Corps assignments shall also be reported whether the assignment is in AID/Washington or overseas.
- (5) Personnel commitment data (FTE's) shall be verified by a responsible University Official.

APPENDIX II

LIST OF INDIVIDUALS CONSULTED

Chuck Antholt, AID/ANE/TR/ARD  
Warren Brandt, Auburn University  
Ron Curtis, S&T/AGR/EPP  
Beth Eagles, Arkansas University  
Francile Firebaugh, Ohio State University  
Richard Gutherie, Auburn University  
David Hansen, AID/S&T/RUR  
Phillis Hayn, Arkansas University  
Dan Isleib, Michigan State University  
Jim Kirkwood,  
Gary Mathis, Texas Tech  
Lynn Nelson, University of Wisconsin  
Wayne Nilsestuen, AID JCC at University of Maryland  
Robert Orr, Tennessee  
Jim Oxley, Colorado State University

APPENDIX III

RELATED WORKS

BIFAD, "Toward More Effective Involvement of the Title XII Universities in International Agricultural Development", October 1980.

Committee on Institutional Cooperation (C.I.C.), Building Institutions to Serve Agriculture (Lafayette, Indiana: published by C.I.C. 1968).

Fienup, Darrell F., and Harold M. Riley, Training Agricultural Economists for Work in International Development (East Lansing, Michigan: Agricultural Development Council, 1980).

Management Analysis Center, Inc. Study of the Title XII Financial and Non-Financial Incentive, April 22, 1982

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Rigney, J.A., "Optimum Role for U.S. Overseas Advisors" in Strategies in Technical Assistance ed by Rigney, J.A., et al. (Raleigh: North Carolina Agricultural Experiment Station, 1968) Tech. Bul. No. 189.

Turk, K. L., Darl E. Snyder, and J.T. Scott, Rationale for Involvement of Universities from the U.S.A. in International Education, Research and Development, AUSUDIAP publication No.2, March, 1979.

Wharton, Clifton R., Jr., "Tomorrow's Development Professional: Where Will the Future Come From?" Annual Meeting of the American Agricultural Economics Association, International Banquet Address, Urbana, Illinois, July 28, 1980. (Mimeograph).

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