

PROPOSED STRUCTURE FOR IEES
POLICY RESEARCH INITIATIVE

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This discussion of a proposed policy research structure for the Improving the Efficiency of Educational Systems (IEES) Project is divided into four components: (1) rationale, (2) structure, (3) topics and personnel, and (4) implementation and scheduling. It should be noted that this ordering represents neither the temporal nor the logical sequence in which this proposal was developed. Although clarification of the rationale necessarily did precede discussion of structure, topics, personnel, or scheduling, these latter components were developed in an interactive manner. The justification for presenting a discussion of the research structure prior to that of the topics and personnel is that it is believed that, while all issues presented here are subject to debate, the main areas of disagreement will concern the actual research topics to be selected. The structure developed here is an adaptable one but the main characteristics of continuity, collaboration, and coordination will have to be maintained regardless of the research topics and the IEES and host-country personnel involved in the conduct of the research.

This proposal includes a suggested schedule for implementation of the research agenda. Obviously, any alterations made in the other three components of this proposal must be examined to determine their impact upon the sequence and timing of activities suggested here.

RATIONALE FOR IEES RESEARCH AGENDA

The original IEES consortium proposal to USAID notes the following:

Applied research and development activities will be carried out to support the [IEES] field projects. The research will have direct relevance to policy issues and will focus particularly on efficiencies in the formal school system. We shall carry out coordinated research projects among the various countries on problems that are endemic to developing countries. The research will be developed in coordination with the host countries, the Mission, other donors and AID/Washington. Host national personnel will participate in the research with a view to developing local research capacity as well as determining the answers to the research questions.

As noted therein, the primary characteristics of the IEES research program were to be relevance to policy, coordination among participating countries, coordination with other agencies and authorities, and collaboration with host country personnel. These themes are repeated in the official project description prepared jointly by the consortium and USAID. In that document research and development support are discussed as follows:

IEES provides training and other forms of assistance for the design and execution of medium-scale R&D studies that address current inefficiencies in the educational system and ways of overcoming them. The subjects for research and development generally are derived from needs identified in the course of the sector assessment process or during the implementation of field projects. All R&D activities are chosen, designed, and carried out in close collaboration with host country institutions concerned with educational research.

These IEES characteristics for the research agenda are derived from the conceptual framework. The conceptual framework is based on four major assumptions. The first is that developing nations will face an increasing scarcity of resources relative to the emerging education and human resources (EHR) needs and demands. While the nature and degree of this scarcity will differ within the set of diverse nations participating in the IEES project, the existence of educational resource scarcity will be common to all of them.

The second assumption, derived from the first, is that a policy emphasis on increased efficiency in the use of

educational resources will become a major factor in educational planning in these nations. The nature of this emphasis is likely to be on increased effectiveness and cost containment. The political and demographic realities of most nations greatly restrict the probability of significant cost reductions and even, in some cases, of internal resource reallocation. However, the focus of IEES activities will be on controlling cost increases and on the reallocation wherever possible, of both new and existing resources to their most productive use.

The third major assumption of the IEES project is a commitment to data-based argument, analysis, and decisionmaking in the EHR sector. It is believed that such a commitment will enhance the bureaucratic efficiency of the system and improve the quality of decisionmaking from the level of government officials to that of individual families and students.

The final major assumption of the IEES project is that the development of long-term, flexible, and coordinated planning (with the greatest possible latitude for individual and private sector participation) will have the greatest effect in enhancing the social and economic development of the IEES nations. The ultimate goal of IEES is the further development of existing national capacities to design, conduct, evaluate, and reform the EHR activities that presently constitute major users of these nations' human and financial resources.

Thus, any research program proposed by the IEES project must emphasize issues directly relevant to the education and human resource policies of the participating nations, must not be redundant to existing or proposed research initiatives of other agencies or organizations, and must meet the five structural design requirements established by the conceptual framework:

- (1) Collaboration - host country participants are to be full partners in the design, conduct, and evaluation of all IEES research activities.
- (2) Comprehensiveness - IEES research activities will be designed and conducted within the context of the full EHR system and with attention to the wider

social and economic determinants of EHR policy development.

- (3) Coordination - the research projects will attempt to promote coordination among the IEES countries, within and among government agencies, and between the IEES project and other major development initiatives within the donor community.
- (4) Continuity - through the utilization of the resident technical advisors, the recurrent use of IEES and host-country personnel, and the establishment of an integrated research management structure, the project will establish and maintain its commitment to each of the selected research topics.
- (5) Conceptually-based - the research activities of the IEES Consortium will be informed by a common methodology that will be designed, implemented, and evaluated through the joint efforts of IEES and host-country personnel.

ADMINISTRATIVE STRUCTURE FOR IEES RESEARCH AGENDA

The basic design proposed here for the IEES research agenda is to have collaborative research teams conduct coordinated projects on three topics. The detailed research proposal presented in the next part of this paper is based upon an assumption of three topics with each topic being researched in three IEES countries.

To ensure both collaboration and coordination of the research topics it is proposed that a specific organizational structure adaptation be made in the IEES management system. As indicated in Figure One, the Principal Investigator (PI), in coordination with the Cognizant Technical Officer (CTO), is the individual responsible to the IEES Steering Committee (ISC) for initiation, conduct, evaluation, and dissemination activities for the research agenda. The ISC is made up of the Country Representatives from each of the seven active IEES participating nations as well as the members of Executive Management Committee (EMC). The EMC includes the PI, the CTO, the Project Director and the IEES Institutional Coordinators from Howard University, Institute for International Research, and the State University of New York at Albany.

The proposed structure recognizes the need for a major part of each of these tasks to be delegated to a project research coordinator (PRC) who would have the ongoing, day-to-day responsibility for the policy research program. This individual would remain directly responsible to the PI and, through him, to the ISC.

In Figure One it is assumed that three research topics have been selected, "A", "B", and "C". The PRC, with approval of the full ISC will appoint IEES consortium personnel as the team leaders for each of the topical research teams. It is to be a responsibility of the PRC, as well as of each of the project team leaders (PTLs), to assure that administrative coordination of the individual topical research agendas is maintained.

Figure Two provides more detail on the structure of the topical research efforts and of individual topical research teams. An important distinction is made between the administrative accountability structure (Part A of Figure Two) and the operational structure for the design and implementation of research activities (Part B).

The project teams will be administered for IEES within a structure wherein the PTL (with assistance from other IEES research associates) is responsible for coordination of the topical research activities in each of the countries that have agreed to join IEES in doing research on that particular topic. The country team leaders (CTLs) will have been nominated by the IEES country representatives from each country. The country research teams will be made up primarily of host country personnel but may, at the request of the CTLs, include IEES consortium researchers where this is appropriate to fulfill specific duties.

It is important to distinguish this hierarchial reporting structure (required by the accountability needs of the IEES project) from the collaborative operational structure illustrated in Part B of Figure Two. For each selected

FIGURE ONE
ORGANIZATIONAL PLACEMENT OF IEES RESEARCH ACTIVITIES

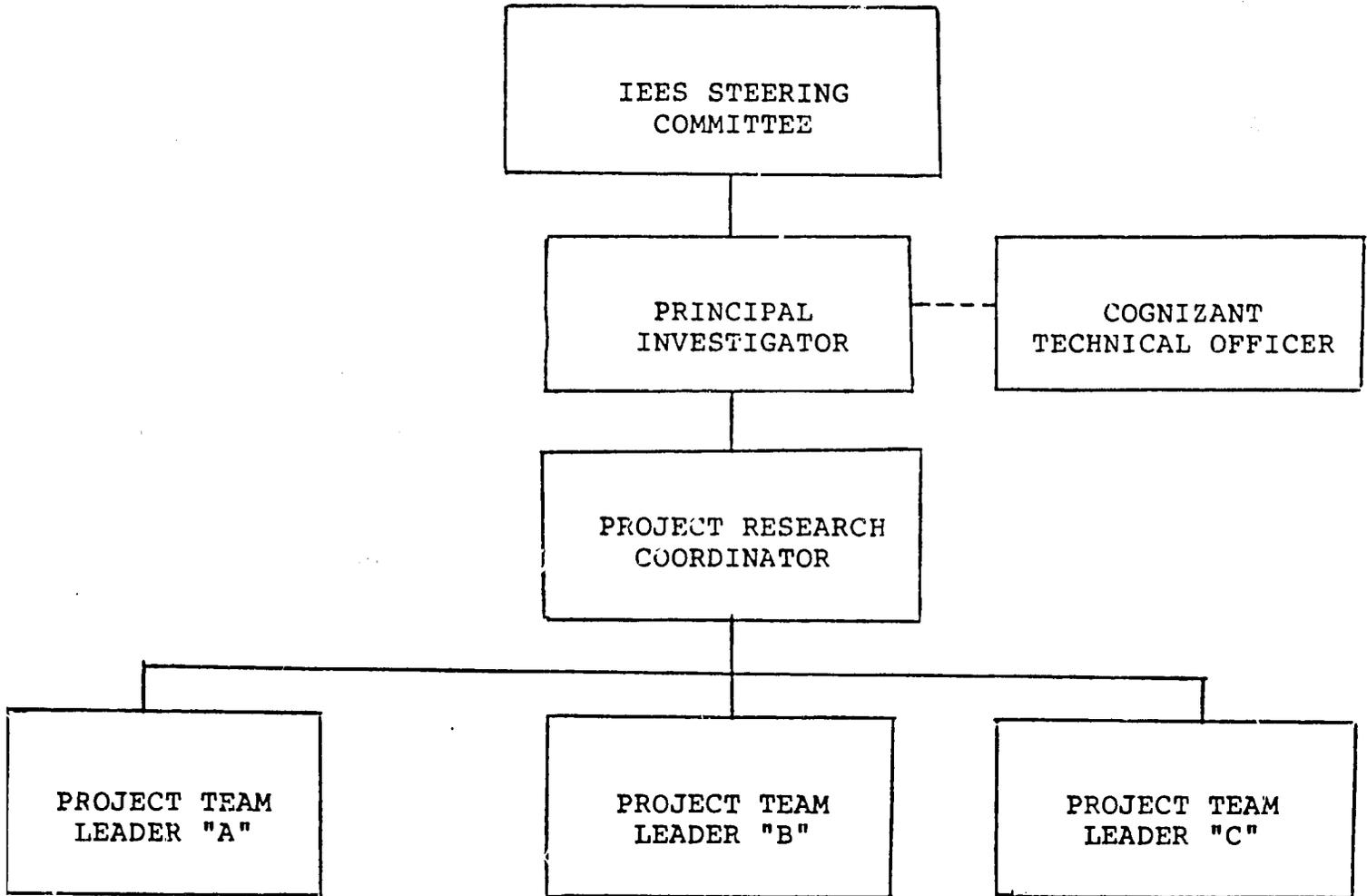
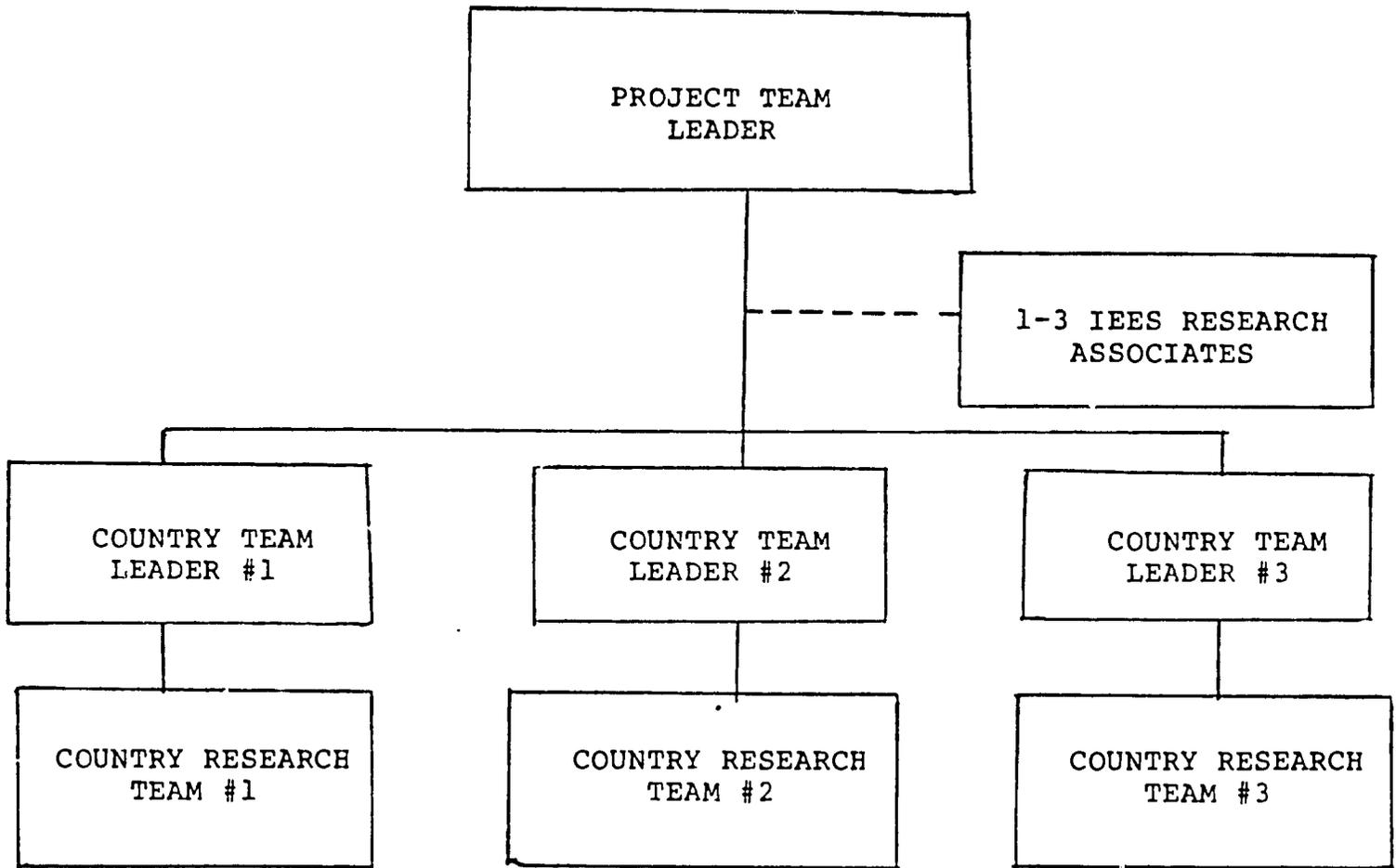
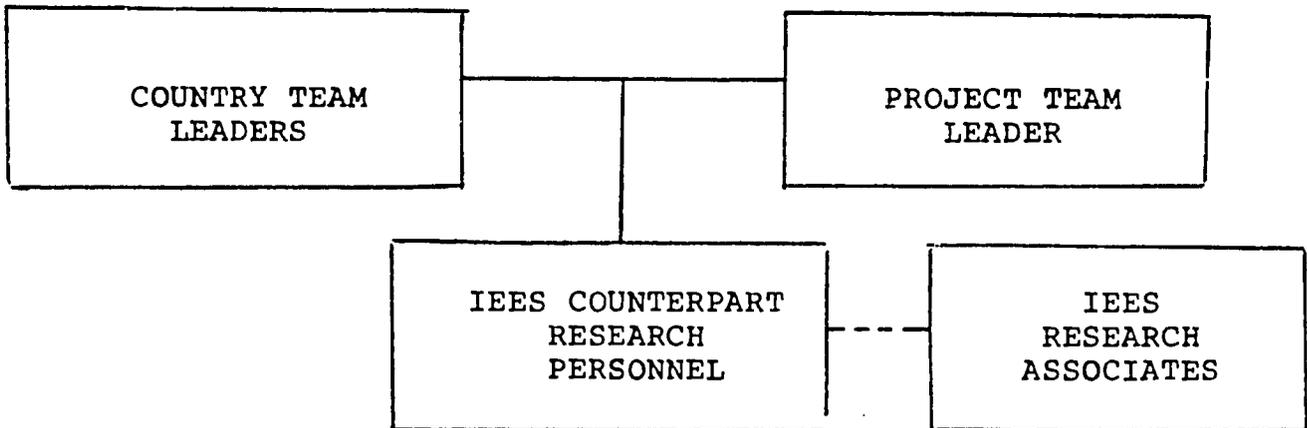


FIGURE TWO

A. STRUCTURE FOR ADMINISTRATIVE COORDINATION OF PROJECT TOPICAL RESEARCH TEAMS



B. STRUCTURE FOR OPERATION OF INDIVIDUAL TOPICAL RESEARCH TEAMS



research topic, a committee, made up of the PTL and each of the CTLs working on that topic, will operate as the agency responsible for all methodological and operational issues related to the topic. Each CTL will report to this committee on research activities in their country and will receive the committee's comments and suggestions. In this manner, the committee will help assure the comparability of results across the countries working on the same topic while assuring the individual country teams of the latitude necessary to adapt the research to their particular environment and to their needs for policy information. The structure also maximizes the on-the-job experience to be gained by host-country personnel not just as counterparts in implementation but also in the design and analysis activities of the project. While the CTLs and PTL are jointly responsible for quality control, the IEES project staff must keep in mind that these research activities include an implicit goal of increasing the host-country research capacity as well as the explicit goal of producing policy relevant information and scholarly contributions.

The organizational structure posed here may appear complex relative to the alternative of commissioning individual projects or sets of projects. The response to this potential criticism is that the seeming complexity is offset by the clear lines of administrative accountability and by the facilitation of coordinated topical research activities among a group of IEES countries with a major emphasis on real rather than nominal collaborative efforts.

To change (to increase or decrease) the number of topics covered in the research agenda would imply a sacrifice of either the breadth of the agenda or the comparative contribution of the research. In addition, such a change probably would not be as responsive to the realities of local absorptive capacity for additional research responsibilities. In the section that follows, the focus of this proposal will shift from the discussion of the organizational structure for

promoting research to the specific topics put forward for consideration by the IEES project.

PROPOSED RESEARCH TOPICS

In its 1983 report for USAID on topics for research on education in developing countries, the National Research Council outlined six major areas of potential emphasis:

- resources
- equity and distribution
- the learning process
- education and development policy
- planning, managing, and monitoring education
- research on research.

The earlier discussion of the conceptual framework of the IEES project has value in guiding the selection among these alternatives just as it informed the design of the administrative structure of the proposed IEES policy research effort. The focus of the IEES project's activities is on improved resource utilization. Because of the existence of other USAID research efforts (especially the BRIDGES project) and those of other donor agencies (e.g., the "Small School Project" at the World Bank) that emphasize microeducational approaches, the comparative advantage of the IEES project would appear to be in the analysis of policy issues at the national, regional, and district levels. A major commitment of the IEES project is to remain informed about the emerging contributions of research at the microeducational level so that these insights may be incorporated into the design and/or interpretation of the IEES project's own research efforts. Finally, the specific topics selected should not be redundant to existing macroeducational efforts of USAID (e.g., the work of the "Futures" group) or of other donors.

In addition to these considerations, the IEES policy research agenda must be complementary to the other analytical

efforts of IEES. At present two major papers--one on criteria for project evaluation in developing nations and the other on economic indicators of educational efficiency--have been commissioned and soon will be distributed in draft form for review. Also, an IEES paper on the constraints imposed by restricted fiscal capacity on the quality/quantity choice in education is being prepared for distribution in May, 1986. The research topics selected should be informed by these papers and incorporate their findings, wherever appropriate, into the research designs.

Given these comments, the items on the National Research Council list that appear most relevant to the IEES project's policy research responsibilities are the topical areas of resources, education and development policy, and the planning, managing, and monitoring of education. The issue of equity and distribution, while not a topical focus, will represent a major analytical dimension of the IEES work. Following a review of the detailed National Research Council list as well as the research needs identified in the collaborative IEES sector assessment reports, three topics are recommended for consideration:

- (1) An analysis of the incentive configuration for teacher training and employment;
- (2) A study of the history and present feasibility of government decentralization of responsibilities for funding and/or administration of education as well as of the role of the private sector as a deliverer or participant in the schooling process; and
- (3) The design of a practical generic structure for an EHR data management system to promote increased efficiency in resource utilization.

Each of these topics will be elaborated upon below. However, there are some general considerations to be proposed.

First, it is suggested that the focus of all of the efforts be on pre-primary (where it exists), primary, and secondary (including vocational-technical) schooling. These areas represent the subsectors of the EHR system that dominate

the resource budget and have the widest individual contact within the society. The importance of nonformal and postsecondary education is recognized but to incorporate these subsectors in the initial research would dissipate project resources. Rather, it is proposed that these sectors be dealt with in a contextual sense only. For example, the availability of literacy instructors often is a direct function of the availability of primary school teachers. Similarly, the university may be a source for secondary school teachers or for personnel to design and develop instructional support systems. Beyond considerations such as these, however, it is suggested that these other subsectors not be a primary focus of any of the topical research projects.

The descriptions of topical research activities presented here are intended to clarify the domain of the proposed research. As is made clear in the later discussion of implementation, detailed research proposals will need to be developed by each of the Project Team Leaders for the topic for which they are responsible. The purpose of these brief descriptions is simply to clarify the rationale for their inclusion here.

INCENTIVE CONFIGURATION FOR TEACHER SUPPLY. A common theme throughout the sector assessments done by USAID to date (and of similar efforts by the World Bank) is the fact that instruction in schools remains a teacher-centered activity. Given the nature and short-run immutability of home environment influences, the teacher is the most obvious educational factor that is both subject to policy control and a significant determinant of student achievement in the traditional classroom.

The research proposed here will concentrate upon examining the incentives of individuals to become teacher trainees; incentives for retention and graduation from teacher preparatory programs; incentives (including assignment and pay policies) for becoming and remaining a teacher; and incentives for professional development of teachers through informal

activities, formal in-service programs, or supplementary full-time training.

The analysis of this topic should take into account the issues of differential impacts among regions, between urban and rural areas, among subject specializations, and by level of the school system. The nature of the incentives considered should go beyond salary and other explicit financial considerations to include the nature of the assignment process, the possibilities for further training and/or promotion, and the future career opportunities in non-teaching positions in and outside of government.

An important consideration in the design of any incentive configuration is the issue of the individual's opportunity cost. The labor market's valuation of the teacher training experience for other modern sector jobs and the existing or emerging nature of the demand for "generalists" is a critically important aspect of this incentive system. Two special areas of concern in regard to opportunity cost exist for the secondary science/mathematics programs and for nearly all vocational/technical programs.

Given the present probabilities concerning the nature of the teacher corps in most developing nations over the next twenty-five years, it is essential that some means be developed for supplementing and enriching the efforts of classroom teachers. Extensive experimentation has been done on instructional support systems ranging from the use of textbooks and teacher guides through systems of programmed instruction and teaching and extending to the "new" instructional technologies of radio, television, and computers. These experiments, even when they have been deemed successful, have rarely led countries to engage in widespread dissemination. The characteristics which appear to identify the rare successful efforts are that they were planned explicitly as complements to the existing teacher-centered method of instruction and they were disseminated based on the enthusiasm

of the host country policymakers and practitioners rather than on that of researchers or donor agencies.

The product of this research should be an enhanced ability to restructure public sector incentives for teacher training, employment, and retention. As with all IEES activities, the emphasis should not be on simply an expanded reward system but on suggestions for reallocation (if possible) and better targeting of incentives to promote the goals of the school system's specific levels and types of programs.

DECENTRALIZATION AND PRIVATIZATION OF EDUCATION. A major policy issue in the education area for international donors as well as host-country personnel is the topic of governmental decentralization and the possibility of an enhanced role for the private sector in the delivery or support of instructional activities. This issue is very much an efficiency one in that decentralization has the potential to improve management and evaluation activities of government; governments may provide some decentralization of authority in order to encourage expanded local financing; and increased private participation has the potential to expand the resource base for education, provide more diversified instructional alternatives, and to improve internal resource allocation.

It should be made clear that the forms of private participation are not restricted to religious or private secular management of schools. For many countries it may be more important to examine the role of the private sector in ancillary educational support activities such as materials production or textbook distribution programs. A special area of consideration should be the role of the private sector in providing practical training for students in secondary vocational and technical education programs.

The British Commonwealth meeting on local financing of education (held last Fall in Botswana), current initiatives promoted by the AID Administrator, and the current recommendations of some World Bank policy researchers all converge to suggest that this is an issue of both immediate and

long-term importance. A review of the various discussions of this topic would suggest the following areas of research focus:

- (1) documentation of the nature and effectiveness of existing local and private participation;
- (2) identification of political constraints on decentralization or private participation;
- (3) examination of the possible linkage of increased localization of financial responsibility to decentralized authority for selected educational decisions;
- (4) the potential effect of an expanded resource base from localization or privatization on quality improvements in instruction and on increased opportunities for access to schooling;
- (5) the potential separation of responsibility for certain costs among the family, the community, and the central government;
- (6) the linkage of educational decentralization or privatization to similar efforts in other economic or governmental sectors; and
- (7) the probable replicability of findings, i.e., are the effects observed unique to the country studied or are they more generalizable to all or a sub-group of developing nations.

The outcome of this research would be to provide more current and detailed information to policymakers (both in the participant countries and in the donor community) on the realistic expectations that may be attached to the implementation of decentralization or privatization. In addition, it should be possible to estimate more accurately the nature, amount, and incidence of the benefits and costs such policies would generate (depending on the form of decentralization or privatization attempted).

As to the last point, it should be recognized that decentralization may be easier to accomplish in such areas as school scheduling and facilities construction or maintenance than in such areas as teacher selection and assignment or curricular specification. The national government

appropriately may feel that these latter areas should remain a central rather than a local responsibility. Also, it was noted earlier that an increased role for the private sector includes but is not limited to the private operation of schools.

It is possible that in the next six months USAID will engage in a more expansive research effort on this particular topic. This might be interpreted as precluding the need for IEES to pursue research in this same area of concern. However, consideration also should be given to the benefits to be derived from a complementary research effort by the IEES project that would take advantage of the longer time horizon of our project's research agenda. The importance of this topic should preclude its abandonment without careful study and some assurance that the alternative proposed research activity on this topic will produce the type of policy information needed by the IEES countries.

DATA MANAGEMENT SYSTEM TO ENHANCE EDUCATIONAL EFFICIENCY. A fourth topic that meets the needs of the IEES countries as well as the conditions of the project's conceptual framework is the development of a generic data management system that will provide policymakers and planners with the information needed to increase the efficient utilization of resources in the EHR sector. One of the consistent findings in all of the sector assessments has been that there are significant data gaps in all of the EHR data collection systems. What has been more surprising, however, has been the equally consistent finding that the data that is available has been underutilized or totally ignored by policymakers and planners. Frequently, these decisionmakers may be unaware that raw data even exists that could be used to inform the judgements they have to make.

In response to past efforts of the donor community, every nation has at least a rudimentary EHR data collection process. The quality control exercised during this process varies widely among countries and, in some cases, within countries by subsector or geographical area. There has not, until recently,

been the same degree of support for systematic assimilation and preparation of data in a form appropriate for policy or planning purposes.

The goal of this IEES research effort should be to:

- (1) identify the types of statistics that are most critical and/or most frequently required for policy and planning activities in the EHR sector;
- (2) develop pro forma for the collection of the basic data necessary to produce the required statistical information;
- (3) design the appropriate methods and procedures for data collection (with an emphasis on identification of quality control problems);
- (4) estimate costs (developmental and recurrent) for implementation of alternative forms of the data collection exercise;
- (5) identify the training needs of the EHR ministries in the area of data analysis and report preparation and identify or design appropriate training regimens to develop the local capacity to fulfill these duties;
- (6) propose suggestions for the required hardware, software, and organizational restructuring to assure the effectiveness of the data management system within the overall ministerial structure; and
- (7) provide a final summary estimate of costs required to implement the data management in a sequence of self-contained stages.

This research activity for the project is particularly appropriate given the IEES technical responsibilities in the USAID-Government of Indonesia bilateral project. With that activity as the base, a comparative structure could be developed through smaller but parallel efforts in other IEES countries. The potential contribution of this activity would be to provide a generic standard against which existing data collection and utilization systems could be compared. By incorporating the consideration of training and organizational placement, the study also provides suggested remedial steps to improve existing systems that are found to be inadequate for the needs of planners and policymakers.

IMPLEMENTATION AND SCHEDULING PROPOSALS

Two sets of implementation issues already have been discussed. The proposed placement of the research agenda within the IEES administrative structure and the suggested internal organization of the research teams were presented in a prior section. Here the focus will be on a proposed matching of research topics to IEES countries and on a suggested time schedule for implementation activities. As noted in the introductory section of this paper, these proposals are the ones most likely to generate disagreement and debate. This is as appropriate as it is easy to anticipate. The reason for making specific proposals here is the need for a starting point for discussions that will create momentum for the research effort.

Based upon personal research experience in some of the countries and the collaborative work of IEES and host country researchers to this point, the following match of research topics to IEES countries would seem appropriate:

Teacher Incentives -	Yemen Arab Republic Somalia Nepal
Decentralization/Privatization -	Haiti Indonesia Liberia
Data Management System -	Indonesia Botswana Yemen Arab Republic

It is anticipated that only three research teams will be authorized. The duplication of participation of certain countries is a factor that must be acceptable to the country representatives. Given constraints imposed by management and research capacity of the participating nations and the current status of IEES operations in each country, only Indonesia and Yemen are proposed for participation in more than one study.

The administrative structure proposed earlier assumed three research topics with three IEES countries participating

in each topical research area. However, the system is adaptable to variation in either the number of topics or the number of countries per topic. Also, there is no ex ante requirement that the same number of countries participate in each topical research team. However, as justified earlier, the basic structure proposed for administrative placement of the research agenda must remain if accountability, collaboration, and coordination are to be maintained as primary criteria for the implementation of the agenda.

No detailed country by country justification for the matchings to research topics will be presented here. For those familiar with the prior IEES work in these countries the placements are rather obvious and it would require more time and space than can be justified to present a detailed justification to those unfamiliar with the countries or with IEES activities therein. However, it will be a responsibility of the PRC and of each of the topical research teams to include such a justification in the research project design statements. This is necessary since the design statements will be shared by individuals outside the immediate IEES network.

In the following section a proposed time schedule is presented. While the dates are to some extent arbitrary, the activities and their sequence are not. The primary purpose for presenting a proposed implementation schedule here is to identify the major steps required for the project to fulfill its research obligations in a timely fashion. However, a secondary purpose is to alert IEES personnel (and especially the ISC) to the need to begin the implementation process as soon as possible.

PROPOSED IMPLEMENTATION SCHEDULE

APPROXIMATE
DATE

ACTIVITY

February, 1986

EMC consideration, revision, and approval of proposed structure for research agenda; tentative acceptance of match of topics and countries

pursuant to approval by IEES country coordinators. Appointment of Project Research Coordinator (PRC).

March, 1986 Communication with USAID missions on proposed collaborative research projects and invitations to country representatives to join IEES Steering Committee.

May, 1986 Meeting of IEES Steering Committee in Tallahassee, Florida. Discussion, revision, and final approval of research agenda. Nomination by country representatives of country research team leaders. Approval of IEES Project team leaders.

July-September 1986 Visit by PRC and/or PI to IEES countries to promote and to finalize country participation in research projects and to meet with Country Team Leaders (CTLs). Establish location and schedules for initial meetings of research teams.

August-October, 1986 Research teams meet. PRC, PTLs and CTLs convene on each topic in one of the countries participating in that topic. PTL and CTLs develop detailed research project justification, description, implementation schedule, and resource needs estimate. Visits by PTL to each of the participating countries to promote implementation efforts are scheduled.

November, 1986 EMC review, comment, and approval of each of the research proposals.

Nov., 1986-July, 1987 Conduct of initial research team activities. Quarterly reports by PTLs to PRC and by PRC to ISC.

(To be scheduled) Research reports presented by CTLs at IEES International Conference.

August, 1987-July, 1988 Final research activities completed. Seminars held with policymakers and donors in each country to assess appropriateness of research methodology and contribution of research findings.

July, 1988	Final Reports submitted to PRC, PI and ISC.
July, 1988-Oct., 1988	Preparation of edited and revised Final Reports of each project.
(To be scheduled)	Presentation of final reports at IEES International Conference Consideration of future research initiatives.

SUMMARY COMMENTS

The proposals in this paper are singular in perspective and often arbitrary in their selection. This is inevitable when a draft proposal is prepared by an individual. It is hoped that these "costs" are offset by the systematic and integrated presentation that often is impossible to achieve in proposals drafted by a committee process. The level of detail provided here has, however, left several issues undiscussed.

The first is the nature of the research itself. In each case policy research rather than basic research has been chosen. While this has been justified as congruent with the IEES conceptual framework and the project's comparative advantage relative to existing or proposed research efforts by others, some IEES country representatives may prefer a different research emphasis.

A second area not yet discussed is finance. Obviously, the level of funding helps determine the detail and sophistication of the research effort. The ISC will need to decide the amount of the centrally-funded budget that can be allocated to the research effort. A crude estimate would be to budget \$50,000 exclusive of IEES personnel costs and report preparations for each participant country. This allocation represents both an incentive for country participation and a fund to cover the local costs of the research teams.

IEES personnel time, other than that of the PRC and the PTLs (which will require specific Project Implementation Authorizations) should be built into the twelve to eighteen months of personnel time currently allocated to IEES countries on an annual basis (and should be an explicit item in the IEES Country Plans). The PRC and the PTLs are budgeted at .25

person years each, per year, for two years. Where possible, visits by the PTLs and any IEES research associates should be scheduled so as to support other IEES training, research, and analytical assistance activities. If this scheduling arrangement is practical it will be possible to reduce the direct budgetary impact of the research agenda and the agenda's implementation will pose less of an opportunity cost to other IEES responsibilities.

A question might be raised as to whether these proposals themselves violate the collaborative spirit of the project's conceptual framework. The answer to this is that each of the topics proposed here are based upon the discussions and collaborative activities carried out with IEES country personnel as part of the sector assessments and subsequent research and training activities. Further, the implementation of these proposals will be initiated only with participant nation approval and active involvement in the actual design, conduct, and interpretation of all research efforts. Finally, it should be possible to permit wider research participation (e.g., in more than one topic area) where the country can either provide appropriate justification or where such wider participation can be financed with host-country or local USAID mission resources.

Whatever the final decisions concerning the scale of the IEES research effort, the topics selected, the participation of countries and of IEES personnel, and the schedule for implementation, it is clear that the IEES project must move ahead immediately or forego its opportunity for a significant policy research program. To sacrifice that opportunity would be a major contradiction of the conceptual premise upon which the IEES consortium was founded and the programmatic basis upon which USAID awarded the IEES contract.