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Virginia Tech  
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in cooperation with  
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# COOPERATION FOR INTERNATIONAL DEVELOPMENT: U.S. Policies and Programs for the 1990s

## COLLOQUIUM REPORTS:

### SUMMARIES OF

### POLICY RECOMMENDATIONS

[In approximate chronological order of colloquium-session dates]

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| <b>1</b>  | Winrock International  | <i>Future of U.S. Development Assistance:<br/>Food, Hunger and Agricultural Issues</i>                         |
| <b>2</b>  | World Resources Institute  | <i>U.S. Policy in the 1990s: International<br/>Cooperation for Environmentally<br/>Sustainable Development</i> |
| <b>3</b>  | Midwest Universities Consortium for<br>International Activities  | <i>Role of U.S. Universities in the<br/>Development Task in the 1990s</i>                                      |
| <b>4</b>  | Institute of International Education   | <i>The Role of Education and Training<br/>in Development in the 1990s</i>                                      |
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| <b>8</b>  | Board on Science and Technology for<br>International Development, Office of<br>International Affairs of the National<br>Research Council                 | <i>U.S. Policy for the 1990s:<br/>Science and Technology for<br/>Sustainable Development</i>                   |
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| <b>10</b> | The Futures Group  | <i>International Population Assistance<br/>in the 1990s</i>  |
| <b>11</b> | Association for Women in Development   | <i>Gender Issues in<br/>Development Cooperation</i>  |

The National Conference on Cooperation for International  
Development, May 15-17, 1988, in East Lansing, Michigan

5/11/88 10:30  
12/10/88

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**SUMMARY OF RECOMMENDATIONS OF WINROCK COLLOQUIUM**  
**Future U.S. Development Assistance: Food, Hunger, and Agricultural Issues**  
**February 17-19, 1988**

**These points were made about the macro climate in which we will be operating:**

- We live in an increasingly interdependent world with international biological diversity, and rapid transfer of scientific and technical developments. National macroeconomic policies impact other nations; there are high debt levels in some Third World countries; and the U.S. has a huge foreign-trade deficit. Agricultural subsidies have become entrenched and hamper trade, and the impact of upcoming GATT negotiations is unknown. These uncertainties contribute to protectionist feelings.

**In assessing the development climate, participants generally agreed:**

- Accelerated development in the developing countries is desirable and feasible. Measurable progress has been made, world hunger is in retreat, and life expectancy is rising. Poverty remains the principal impediment to advances in well being.
- Advances require coordination among donors, plus leadership from the developing countries to set their own priorities.
- Strictures on development include the present debt structure of many Third World countries, the limited market for raw agricultural commodities, and prospects that the gap in science and technology will widen between developed and developing countries.

**The U.S. has demonstrated some comparative advantages in applying the agricultural- and broad-based employment-led growth model in these areas:**

- Training and education
- Developing national agricultural research institutions
- Using food aid as a wage good for emergencies
- Pursuing environmental issues
- Generating and disseminating technology

However, some farm groups argue that we shouldn't give away our competitive advantage.

**Colloquium participants had ideas for providing assistance more effectively:**

- Integrating food aid with technology and economic assistance
- Making agricultural resource systems sustainable
- Synchronizing U.S. food and agricultural policy with our foreign policy
- Increasing continuity and decreasing fadism
- Creating mechanisms to stay with countries as they succeed in development
- Making women full partners in development
- Exploring debt/equity swaps
- Measuring health and other factors in evaluating progress
- Differentiating between emergency food assistance and food aid as a development tool.
- Taking a longer-term view. We're still addressing 100-year problems with 5-year plans, staffed by people with 2-year appointments, financed by 1-year appropriations.

**Participants came up with a few realistic and attainable goals:**

- Involve policy makers in dialogue with farm organizations, trade and commodity organizations, agribusiness, environmentalists, and other groups.
  - Consider new coalitions.
  - Go directly to people at the presidential-cabinet level with well-conceived, tightly written, well-presented ideas.
  - Leave the door open to candidly consider and evaluate other options, such as a new bill or administration proposal.
  - Sell development assistance as an adjunct--and an ethical and commercial alternative--to an overburdened budget for military security.
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World Resources Institute Colloquium on Sustainable Development

Poverty and Environmental Degradation: Basic Concerns  
for U.S. Cooperation with Developing Countries

March 7-8, 1988

One of the startling turn-about in recent history is the attitude of Third World leaders about environmental problems. In 1972 at the UN Stockholm Conference on the environment, leaders of the South were solidly united in their opposition to American and other environmentalists. They charged that the rich industrialized countries of the North were using environmental concerns to hoard the world's wealth and to block the development of poor countries. Ten years later the same leaders--especially those with the most fragile lands, or the most problematical rainfall, or the most crowded urban barrios--understood full well the reliance of future economic development on the sustainability of the resource base.

The intimate connections between poverty and environmental degradation were detailed at the WRI colloquium, as were the costly economic burdens of pollution. Sustainable development requires strategies that are environmentally sustainable, economically and financially sustainable, and institutionally sustainable. No development strategy which draws more heavily on the natural resource base than can be maintained over the generations can be considered economically sustainable.

The WRI colloquium therefore proposed that U.S. policy in the 1990s make the elimination of poverty and the protection of the resource base the inseparable twin goals of development cooperation, and that U.S. development efforts focus on the acute situations where poverty and environmental stress come together. The program would benefit the poorest people, wherever they are, through assistance in capacity-building and institutional and policy reform.

1). A major 20-year commitment to improve conditions for the rural poor who work the most fragile, least productive lands -- the men and women who farm the drylands, highlands and forests areas that are difficult to farm. We proposed a second "green revolution" to benefit the rural poor who were bypassed by the earlier revolution. Raising productivity of smallholders must directly engage the millions of men and women who farm the land in patches as small as 1/2 an acre. Research and widespread on-farm experimentation with high-yield, drought- and disease-resistant crops, new tillage systems, nutrients and pest management, and water conservation will be required. Natural forest management and the incorporation of trees into farming systems are essential.

2). Energy development, which has so far been limited largely to electric power generation, must now be focused on the rural needs, where energy is required for every development purpose. Emphasis must be on household energy and local

production needs. Greater efficiency from traditional fuels is the economic and ecological key. Poor urban households, some of which spend up to 30 percent of the family's budget on cooking fuel, also require attention.

3). The health problems of the poor -- which are largely environmental problems -- also deserve top priority. In the big urban centers, industrial pollution of the air and water is the worst in the world. Urban and rural poor share the leading cause of disease: bad water and lack of sanitation. Eighty percent of childhood deaths are caused by water-related diseases. So we propose a major U.S. commitment to the provision of safe drinking water and sanitation for all; to community-based health care, including family planning information and services; and to the control of industrial pollution and vehicle exhaust.

Attacking poverty and environmental degradation is people-intensive not capital-intensive. It is do-able at current foreign assistance budget levels -- though we'd like to see those increased. There is ample room for non-governmental initiatives, both for-profit and NGOs, in this necessarily decentralized strategy.

This strategy takes advantage of U.S. strengths: (1) our agricultural research institutions and their link with extension services for farmers -- something not yet adequately developed in the Third World; (2) our earned reputation in education and training of Ph.D. scientists, managers, teachers, and community organizations; (3) our technology which, used selectively, offers much, especially in pollution control and advanced waste management systems; (4) a unique tradition of NGOs that tackle every imaginable social and economic task and have developed productive relations with Third World organizations; and (5) world leadership in environmental matters.

Linking the goals of poverty alleviation and resource management makes moral and economic sense. Under these principles can be organized all the tasks necessary to sustainable development. It makes political sense, too, by recruiting U.S. environmentalists to the constituency for foreign assistance. A small band of activists has already had a large effect on the programs of AID and the banks. By the mid-1990s growing U.S. citizen concern for global environmental problems-- the buildup of CO<sub>2</sub>, depletion of the ozone layer, destruction of tropical forests -- will be the single issue that unites all Americans, and the principal rationale for U.S. development cooperation with Third World peoples.

**ROLE OF U.S. UNIVERSITIES IN THE DEVELOPMENT TASK IN THE 1990'S**  
**Wingspread, March 10-12, 1988**  
**Johnson Foundation and the Midwest Universities**  
**Consortium for International Activities**

SUMMARY OF POLICY RECOMMENDATIONS

"Successful university development projects must be flexible and adaptable to handles complex environments characterized by:

- Multiple providers of development to the same client and project goal
- Multiple and conflicting objectives held by the various participants in a development project: democracy, equality, progress, stability, profit, health, and security
- Multiple modes of interaction between development project and client group or state: directive, cooperative, collaborative, or participatory." (Lombardi:7)

Future Agenda for Universities:

- Recognize that development and its new dimensions involve things that we already do very well.
- Develop rhetoric to match the behavior of university projects in the field.
- Improve pieces of the infrastructure in development as opportunities present themselves; e.g., AID, BIFAD, Title VI.
- Avoid the struggle for a new global design for international development; it would be too costly, involve too many people, and the chances for success are too limited.
- Seek substantial funding for development projects and collaborate on the legislative efforts, if possible.
- Exchange information about exchanges, cooperative international graduate programs, multidimensional collaborative work (Lombardi:10).

Reference:

John Lombardi, U.S. Universities in International Development, A Summary Comment on the MUCIA wingspread Conference, March 10-12, 1988.

SUMMARY OF RECOMMENDATIONS OF IIE COLLOQUIUM  
"The Role Of Education and Training in Development in the 1990s"

April 11, 1988

1. The United States must reverse direction and again assign high priority to assisting developing countries with strengthening their educational systems. As our own history amply proves, effective education is an essential ingredient for successful nation-building.
2. Future educational assistance programs should emphasize constructive dialogue on educational values and goals, provision of high impact educational inputs including appropriate technology, related institutional development and capacity building, and greatly increased investment in training the people needed to make improved educational strategies work.
3. Expansion and strengthening of primary or basic education should be the highest priority objective both for developing countries and U.S. development and assistance agencies.
4. Selective and sensitively applied U.S. assistance at higher secondary and tertiary levels also is needed to underpin the total educational development effort, provided upward mobility opportunities for relatively disadvantaged groups in the society, build a strong pool of potential leaders, and help the U.S. establish linkages with that future leadership.
5. For the foreseeable future, substantial funding will still be needed to educate and train key personnel in the U.S., in both long and short-term programs designed to ensure an adequate human infrastructure for development and one that has a deep, genuine exposure to the U.S., its values, institutions, and professional and technical riches. While a major share of this overseas training investment should be directed to the educational sector itself, increased funding is needed also to buttress human resource development components of other key sectors including agriculture, health, population, and private sector development.
6. Close coordination of the education and training efforts of the major involved U.S. government agencies, notably USAID and USIA, will be essential. Although their programs are different, serve different objectives, and should remain separate, there is greater potential for complementarity and mutual support than is now recognized. The two agencies should cooperate closely, for example, in encouraging sponsored foreign students in the U.S. to return to their home countries and helping them be more effective there. They should work together as well to improve the quality of the U.S. experience for the hundreds of thousands of non-sponsored students who come here every year.
7. As the U.S. assumes a larger role in educational development, it can and should become more active in coordinating inputs from other donors, including U.S. government funds flowing through international and regional banks and organizations.
8. The implementation of these recommendations will require a substantial sum of money, perhaps several hundred millions of dollars a year. But there is no higher potential development return of the dollar available anywhere, bringing very substantial direct benefits to the U.S.-- political, economic, commercial, and educational. We strongly urge a budgetary boldness matching the major priority shift here recommended.

THE CHANGING NATURE OF THIRD WORLD POVERTY IN THE NINETIES  
Summary Report

Based on A Colloquium held at Michigan State University  
March 13-15, 1988

Purposes of the Colloquium

The purposes of the colloquium were to (1) increase our understanding of poverty and to recognize in what ways it is, and is likely to change; (2) analyze movements and organizations of the poor to escape from poverty and (3) examine policy implications that the changing nature of poverty and organizations of the poor has for cooperative efforts to address poverty issues. Neither sustainable development nor the elimination of poverty can be accomplished without the involvement and participation of the poor. How the poor are engaged is a matter for a range of important policy decisions. In the absence of policy decisions which meet their concerns, they will increasingly act on their own to achieve their objectives. The outcomes of not addressing poverty issues will be to harm both long and short term development efforts, political stability, and environmental sustainability. Economic growth is compatible with an increasing emphasis upon the poor and poverty.

There is a growing and widespread consensus that the nature of poverty is changing. Some changes are due to (1) increased rates of urbanization and therefore differences in the spatial location of the poor; (2) the degradation of many environments leading to increasingly difficult to maintain agricultural productivity levels, clean water and clean air; (3) the association of larger families with the poorest sectors of the population; (4) the growing recognition that many programs developed for the poor may not assist the poorest or assetless (whom Michael Lipton has termed the "ultra-poor"); (5) the development of new communication technologies. This enables the poor to have access to more information and new opportunities for education; (6) the increased interdependence of the world often produces dramatic shifts in productive processes which alter nations' or regions' economic position over which they have little or no control leading to new pockets of poverty. The copperbelt in Zambia is one such example; (7) the vast number of programs that have been designed to alleviate poverty. This has changed the responses and attitudes of the poor toward both their own governments and outside organizations. The organizational environment in which poverty programs take shape is now vastly different than in earlier periods; (8) the different organizational responses by the poor to their poverty and the claims that they make both upon their own governments and donor organizations; and (9) different governmental responses to their own poor. This list is meant to be suggestive not exhaustive. It has not for example, included many technological changes from which the poor cannot benefit because of lack of resources and education, or the fundamental issues surrounding employment.

### Some Policy Parameters for Addressing Poverty in the Nineties

(1) It is not possible for global resource mobilization to deal with all poverty. Selectivity and priorities need to be advanced to make the assistance and cooperation available in the nineties more effective. Such priorities can be partly based, as they are now, between emergency short-term relief (for famines, refugees, et al.) and longer-term development cooperation. The latter has been the emphasis here. Greater emphasis needs to be placed upon the learner-based experience of literally thousands of smaller-scale projects and activities which have sought to engage the poor in actions to alter their condition of poverty. While there are increasing numbers of assessments of World Bank, USAID, and other donor activities, we lack the corresponding attention to other organizational efforts and what we can learn from them.

(2) Money is not the only constraint nor are projects the most appropriate mode. "More often programs fail for lack of good ideas, motivating idealism, and high-calibre (not necessarily high-cost) personnel. The notion of learning based development can be undermined by big budgets as can inducing participation through subsidies rather than self-help and self-reliance." (Uphoff 1988)

(3) In the 1990's partnership arrangements will be of increasing importance. Whether these will be with national governments or NGO's will vary greatly. When they are through NGO's large donors and small NGO's have unbridgeable differences of scale, ethos and capacity. When bilateral and multilateral donors enter into the the local voluntary sector they do so indirectly through third party intermediaries. "The official donors would do well to learn from the experience of private foundations and church-based philanthropies who have ,learnt through doing' how to provide resources in appropriate forms. Some such modalities are: small grants rather than large loans; multi-year program grants rather than short-term grants; foreign exchange as well as local currencies; coverage of recurrent as well as capital budgets; and flexible procedures for financial reporting." (Bratton 1988)

(4) Increasingly in Latin America, Asia, and Africa, the poor will be negotiating on their own behalf. Those interested in poverty issues will need to deal through intermediaries or directly with such organizations to facilitate the attainment of organizational objectives. This requires a shift in focus from dealing with the poor as victims to relating them as active and equal "partners". The location of the poor, the kinds of organizations, and therefore what is best, will best be done by long-term, consistent consultations with them specific to the circumstances. As much can be learned from the poor as can be provided to them.

(5) Two considerations assessing capacity to utilize resources are (a) priority given by national governments to addressing poverty concerns and (b) ability of poor to promote and sustain organizations to address their own development. Organizational capacity by both national

governments and their populations vary greatly. Where the poor are doing something for themselves, there is a much greater likelihood of effective cooperation. Where governments are using their own resources, and have given priority to alleviating poverty, there is greater likelihood of successful outside assistance.

(6) The degree to which area specific projects will be of as great importance in the future as now is problematical. Given these policy recommendations, we would like to see a diminishment in projects for a range of reasons not the least of which has been the rise of non-governmental organizations. These organizations, both small and large-scale, will increasingly be involved in deciding how resources might be best used.

(7) Much work needs to be done to shift the perception that either the poor are passive victims who will not survive without our help, or else highly threatening to the security of the United States (or other governments) when they form organizations to seek ways out of their poverty.

(8) The study of poverty requires both greater resources and legitimation. Institutes of poverty studies based in Asia, Africa and Latin America with collaborative researchers based in the United States would be ideal. The highest priority would be the establishment of such centers in sub-Saharan Africa where there are very few African researchers focusing upon the causes and amelioration of poverty.

In sum, the U.S. role in development cooperation in the nineties to be effective will require a refocusing upon poverty issues. To do so requires a long-term effort continuing new directions including supporting non-governmental organizations, more flexible programming, and insisting upon greater governmental responsibility toward the poor by our cooperation partners. While a strong moral case can be made for such an emphasis, it will also be in the longer term political, economic, and environmental interest of the United States to respond to potential sources of instability in the nineties.

### Abstract

## Urbanization and Settlement Policy in Developing Countries: Strategies for U.S. Development Cooperation in the 1990's

March 17, 1988

Two thirds of the net population increase in developing countries in the next 40 years will live in urban centers. U.S. development assistance needs to be redefined to reflect changes in the policy environment in both the United States and in developing countries: the share of development assistance allocated to dealing with urbanization is small relative to the scale of urban problems in the developing countries. The economic contribution of cities must be recognized: development assistance will be needed to maximize the economic contribution of cities and to ensure that the basic needs of the urban poor are met. Policies to alleviate urban poverty and to promote local equity and growth will need to be carefully targeted to low income and selected middle income countries: the most rapid urban growth is being experienced in the poorest and least urbanized countries of Africa and Asia.

The distinction between urban and rural settlements is becoming increasingly blurred. Policies for rural settlements and small towns have too often been subsumed into agricultural planning or sectoral planning for local government, and as a result the "urban" characteristics of these settlements are neglected. Explicit integration of sectoral and spatial plans and programs will be needed to ensure their overall compatibility and to relate their collective costs to the available resources. A more useful definition of the relevant sector for development assistance is national settlement policy, rather than urban policy. Settlement policy is concerned with two major areas: first, housing, infrastructure, and public management within settlements of all sizes, and second, employment in the industrial and service sectors (formal and informal), in settlements of every size class. Development assistance will need to address these problem areas in settlements of all sizes.

Programs of development cooperation must be a response to demand from the developing countries rather than an imposition of solutions from outside. The value of establishing a network of international research institutions has been demonstrated in the agricultural sector. Resources will be needed to develop a corresponding international system of urban research institutions, which would identify and evaluate successes in dealing with urban problems. The U.S. can facilitate exchanges of technical assistance between middle income and newly industrializing nations and poorer countries, and develop closer links between U.S. and developing country government and educational institutions.

This paper, prepared by Virginia Tech College of Architecture and Urban Studies, reflects discussion at the colloquium on **Developing Countries: Potentials for U.S. Development Cooperation** sponsored jointly by Virginia Tech College of Architecture and Urban Studies and by the Washington Chapter of the Society for International Development.



## United States Council for International Business

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The International Chamber of Commerce  
The International Organisation of Employers  
The Business and Industry Advisory Committee to the OECD  
The ATA Career System

March 23, 1988

### U. S. Council Roundtable on Promoting Private Investment in the 1990s

#### Summary and Conclusions

The U.S. should adopt a comprehensive strategy for the promotion of private investment internationally. The U.S. Council paper recommends the elements, both long-term and short-term of this strategy.

The U.S. and other governments should work towards the implementation of a set of international investment rules. This should preferably be accomplished by expanding GATT disciplines to cover a broad range of investment issues, and barring this, by negotiating an OECD convention on investment, drawing on all the instruments on investment now in the OECD sphere.

Given the widely differing views on the basic principles to govern foreign investment, this will remain a continuing and long-term goal. In the meantime, a number of measures should be taken which will contribute to the development of internationally recognized investment principles--the building blocks of the international investment regime that is our ultimate goal.

1. Promote actively the widest possible interpretation of "trade-related investment measures." in the Uruguay Round GATT negotiations without compromising our long-term objectives.
2. Make greater use of the OECD, both in its research capacity, and as a forum for seeking consensus among countries which are the main source of international investment.
  - . seek the strengthening of the 1976 National Treatment Instrument.
  - . reexamine the 1967 OECD Convention on the Protection Foreign Property as a basis for a set of principles on investment which would be binding on governments
  - . provide guidance and participate actively in the Tokyo Roundtable on Foreign direct investment (a follow-up to the 1986 OECD Roundtable in Berlin)
  - . encourage the OECD Committees on Trade and Investment to undertake work supporting the GATT negotiations on investment
  - . in the OECD Development Committee, promote cooperation among OECD countries in using aid policies to foster private investment

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3. Enhance the role of the World Bank Group as a centerpiece for private investment promotion initiatives and policies such as the Baker Plan and structural adjustment programs:

- . increase financial support for the World Bank
- . increase support for the IFC and its Foreign Investment Advisory service
- . encourage greater use of the IMF structural adjustment facility, which formalizes IMF and World Bank cooperation
- . participate actively in the investment guarantee and promotion programs of the newly established Multilateral Investment Guarantee Agency (MIGA)

4. Support regional and bilateral initiatives:

- . accelerate the negotiation of Bilateral Investment Treaties with countries having significant potential to host increased U.S. investment
- . encourage widespread adoption of the innovative regional arrangements employed by the E.C. in the Lome III Treaty on a range of investment promotion and protection policies.

SYMPOSIUM ON U.S. POLICY FOR THE 1990S:  
SCIENCE AND TECHNOLOGY FOR SUSTAINABLE DEVELOPMENT

Key Ideas from the Discussion

April 5-7, 1988

The symposium participants recognized that: science and technology have made vital contributions to development and will continue to do so; that it is urgent that developing countries have the capability to do research, apply the results, and assess needs; and that science and technology should be used to encourage the development of environmentally sustainable resources, including human resources.

The terms "aid" and "development" have lost their urgency and may need to be replaced. A new vocabulary is needed to attract new support. Development problems are global scientific problems and should have the highest international priority. The diversity of nations and the growing inequality between the developed countries, the more advanced developing countries, and the least developed countries calls for a sensitivity in our approach to development problems.

The goal of science and technology for development must be to build indigenous capacity in developing countries, particularly those without an infrastructure or S&T base, to enable those countries to make informed choices about their own problems. Development is a three-legged stool, resting on technology, economics, and organization. All three must be securely in place before progress can be made.

Scientific Research and International Scientific Collaboration: Basic and applied research provides opportunities for collaboration between scientists in developed and developing countries and brings universities into a leading role. American universities are training thousands of developing country scientists and engineers, many of whom face limited opportunities for employment in their home countries. Administrators in American universities must find ways to encourage American scientists and engineers to focus on developing country problems.

International scientific collaboration, involving developing country scientists, should be strengthened. Opportunities exist in programs such as the "International Geosphere-Biosphere Programme - A Study of Global Change" (IGBP), the International Decade for Natural Hazards Reduction, and the proposed mapping of the human genome.

Cooperative mechanisms for bilateral or international scientific research should be encouraged. Successful mechanisms have included the National Academy of Sciences' Brazil Chemistry Program, the National Science Foundation's Science and Engineering for Economic Development Program, and BOSTID's Research Program. Stable international or regional scientific institutions, such as the Third World Academy of Sciences, the African Academy of Sciences, and the United Nations University are needed.

Technology Development: The private sector might become involved in technology development via such mechanisms as the U.S.-Israel Binational Industrial Research and Development (BIRD) Foundation and the U.S.-India Program for Acquisition of Commercial Technology (PACT). Such programs link U.S. and host country enterprises, providing loans and encouraging risk-taking, backed by good management.

Alternative approaches to development, such as micro-enterprises, should be examined. The advantages of micro-development are that it produces change slowly, brings about improvements in the infrastructure when their absence impedes development, and helps build indigenous capacities by training local managers on the job. Failure of such enterprises are non-crippling to the country, and the risk takers are not labelled as failures just because the project did not evolve as planned.

To develop technology, we must establish an S&T base or infrastructure with technical support facilities, laboratories, etc. Human resources, upon which technology development depends, must be strengthened. Technology development must be for the mutual benefit of the United States and the host country, and such issues as intellectual property rights and equal access to information, research facilities, and field sites must be recognized.

Assessment, Management, and Policy Issues: Because countries and regions have differing needs, capacities, and comparative advantages, greater flexibility is required in designing development assistance. The success of culturally-sensitive programs, such as the National Center for Industrial Science and Technology Management Development in Dalian, China and the state level technology development effort based in Bangalore, India, underscores the importance of transmitting change through existing socio-economic structures. The importance of science to policy formulation must be stressed. Early application of rigorous scientific analysis of development problems is necessary to generate a broad range of sustainable options.

Advanced Developing Countries: The United States should create "partnerships" with the advanced developing countries, based on mutual benefit and broader, long-term national interests. Through such partnerships, the U.S. government and its technical agencies can strengthen collaborative programs and encourage private sector involvement. Intellectual property rights and equal access issues deserve special attention. U.S. government programs with a given country should not be centralized in one agency but remain decentralized as they are today. However, Presidential-level programs, such as the Science and Technology Initiatives with India and Brazil, could serve as models where appropriate. The United States and the advanced developing countries might collaborate on problems endemic to the least developed countries.

Least Developed Countries: New programs, new institutions, and new mechanisms are needed to target specific, chronic problems. Traditional humanitarian motives for foreign assistance should be linked with broader and long-term environmental concerns to halt the degradation of natural resources affecting the quality of life of people in the least developed countries. U.S. aid programs should be directed at survival needs rather than at long-term economic growth. Governmental, or bilateral programs, should focus on building infrastructure and human resources capacity and should encourage innovation by the private sector in small-scale, technology-based enterprises in key areas.

Mechanisms and Institutional Issues: Many of the new and rapidly-changing areas of science and technology are in frontier fields such as biotechnology, materials science, and manufacturing technologies, but most of the governmental delivery mechanisms have been in place over a quarter century. In addition to drawing the private sector into technology development, U.S. foreign assistance programs should make use of private, intermediate organizations and institutions. A central agency promoting science and technology for development, such as the Institute for Scientific and Technological Cooperation put forward a decade ago, still has merit. Alternatively, the U.S. foreign assistance agency should have a strong division with a central focus on science and technology, maintaining a sectoral approach to provide expertise. Greater coordination of S&T activities outside AID is needed, possibly along the lines of the Presidential Initiatives with India and Brazil. Multilateral mechanisms for delivering science and technology, such as the World Bank and UN agencies, deserve closer attention by the United States.

**Cooperation for International Development  
U.S. Policies and Programs for the 1990's**

**International Health in Development  
by  
D.A. Henderson, M.D., M.P.H.  
Dean  
The Johns Hopkins University  
School of Hygiene and Public Health**

April 6-8, 1988

During the past decade, important redirections in strategies for the provision of health services have occurred as well as increased interest by both multilateral and bilateral agencies in the support of international health programs. Emphasis on the development of costly curative care structures and services has begun to be replaced by vastly more cost-effective community-based interventions and affordable primary care services. Substantial progress has begun to be made. The challenges for the 1990's lie in the effective restructuring and management of appropriate health systems to maximize these efforts accompanied by changes in their financing to assure sustainability. At the same time, revolutionary advances in biomedical research offer promise of dramatic advances in dealing with many of the most serious health problems of the developing world. A challenge for the 1990's will be to bring to bear effectively on these problems necessary expertise both in the biomedical and behavioral services, commodities now in scarce supply in the developing world.

These tasks will not be achieved readily. There is as yet no network of health institutions, such as exist in the agricultural sector, which have the capacity for research, training or technology transfer and adaptation. Such institutions are weak to nonexistent in both developing and industrialized countries. While the U.S. presently has, by far, the greatest capacity, it is fragmented, poorly funded and inadequate even for limited national interests. Within government, no institution has been assigned or has assumed responsibility for national policies on international health.

The U.S. has the potential for major contributions to health in the 1990's but its role must be newly defined in relation to the changing equation of the global donor effort. Specifically, the U.S. in 1956 provided 90% of concessional assistance in health; in 1986, it amounted to only 13%. This implies the need for selective initiatives building on what the U.S. can best contribute and the development of collaborative policies and initiatives with international and national organizations whose leadership thus far has been far less than optimal.

In principle, longer-term program assistance rather than commodity-transfer project aid would seem most appropriate for the U.S. role. These would take the form of Institution Development both domestically and abroad, expansion of research initiatives to build on the existing domestic biomedical research base and greater involvement with multilateral agencies, commercial and private voluntary organizations.

INTERNATIONAL COOPERATION IN  
POPULATION PROGRAMS IN THE 1990s:  
THE U.S. ROLE

SUMMARY OF RECOMMENDATIONS

April 12, 1988

**RECOMMENDATION: CONTINUED COMMITMENT TO PROVIDING ON-THE-SPOT  
EXPERTISE**

Action: Recruit a new generation of highly motivated and qualified staff

Action: Maintain the system of population officers in key countries.

**RECOMMENDATION: EMPHASIS ON A FUNCTIONAL ORGANIZATION  
RATHER THAN GEOGRAPHIC**

Action: The technical focus provided by the Office of Population should be maintained and strengthened.

Action: A.I.D. needs to maintain maximum flexibility in providing population assistance. It should maintain a mix of strong central and strong bilateral programs.

**RECOMMENDATION: CREATE A SPECIAL ASSISTANT TO THE SECRETARY  
OF STATE FOR POPULATION**

**RECOMMENDATION: A.I.D. SHOULD MAKE A COMMITMENT REGAIN ITS  
CLEAR LEADERSHIP IN INTERNATIONAL POPULATION  
ASSISTANCE**

Action: Resume funding for UNFPA and IPPF.

Action: Make a clear statement of the goals and framework for U.S. population policy assistance.

**RECOMMENDATION: A.I.D. SHOULD CONTINUE ITS FOCUS ON FAMILY  
PLANNING ACTIVITIES**

Action: A.I.D. should continue to allocate the major portion of its funds to family planning services.

Action: A.I.D. should continue its efforts to improve the quality of family planning services.

**RECOMMENDATION: CONTINUE SUPPORT FOR DATA COLLECTION AND  
RESEARCH ON THE CONSEQUENCES AND CAUSES  
OF RAPID POPULATION GROWTH**

Action: Continue data collection and research efforts but with a greater emphasis on operational issues.

**RECOMMENDATION: MAKE A GREATER EFFORT TO BUILD DEVELOPING  
COUNTRY CAPACITY TO CONDUCT THEIR POPULATION  
PROGRAMS THEMSELVES**

Action: Increase long term training programs for population-related social scientists, biomedical scientists and health scientists.

Action: Support the development of population-related research capacity in developing country universities and government organizations.

Action: Encourage cooperation between developing countries in sharing experiences and information.

**RECOMMENDATION: IMPROVE THE EFFICIENCY OF POPULATION  
ASSISTANCE**

Action: Concentrate on pilot projects and new directions which can stimulate new investments.

Action: Give particular focus to stimulating private sector involvement in the delivery of family planning services.

Action: Focus on long-term sustainability.

Action: Address the issue of local manufacture of contraceptives.

Action: Stimulate support for contraceptive research by other donors and the private sector.

**RECOMMENDATION: WORK TO IMPROVE THE ACTIVITIES OF UNFPA  
AND THE WORLD BANK**

Action: Support recent UNFPA efforts to decentralize its operations and recruit a qualified, professional field staff.

Action: Encourage the World Bank to focus more effort on policy change and improvement of its population projects.

**RECOMMENDATION: THE FOCUS OF POLICY ACTIVITIES SHOULD SHIFT  
TO OPERATIONAL POLICIES**

**RECOMMENDATION: THE U.S. NEEDS TO INCREASE ITS FUNDING LEVELS  
TO MEET THE NEEDS OF THE NEXT DECADE**

Action: Immediately increase funding of population assistance to \$300 million per year.

Action: Increase gradually from \$300 million per year to \$500 million by 2000.

Colloquium on Gender Issues in  
Development Cooperation

April 11-12, 1988  
Washington, D.C.

SUMMARY OF POLICY IMPLICATIONS

The 1990s will present new challenges to U.S. foreign assistance programs which will have to respond to increasing diversity in the international system, the importance of global economic and environmental issues, and problems of resource management for sustainable growth. To meet these challenges, the development community must go beyond "integrating women" to making gender a central variable in development planning.

Over a decade of empirical studies have clearly shown that gender is a key factor in reaching development goals. Women's access to technology and credit in agriculture increases both food and export crop production; infant rehydration and primary health care depend on women, and women's day-to-day decisions directly affect environmental outcomes.

On the other hand, the failure to adopt a "gender lens" has had adverse effects on projects from large scale rural development programs to micro-enterprise credit in the informal sector. At the macro-economic level, lack of understanding of the constraints on women's labor has meant lower levels of agricultural export production, with negative implications for structural adjustment programs.

The conference papers yield some very specific ideas for the effective incorporation of a gender perspective.

At the sectoral level, investments in women's education should be given more priority on the grounds that education increases women's productivity even more rapidly than men's. Cross-national, longitudinal data can be analyzed to set investment priorities when resources are scarce. But understanding the dynamics of intra-household decision making strengthens the case because education, unlike food or money, cannot be reallocated among family members. Yet, the family also gains as infant mortality declines and as children's educational and nutritional status both rise.

However, it would be a step backward to see education as "social sector" spending; the goal is increased productivity. The "gender lens" sees women as agents of development, not as recipients of welfare.

In donor institutions, the debate over "women-specific" versus "women-integrated" programming misses the point. There is no one organizational chart that "works." Training of professionals is effective, but the key factors are: a clear message from the top, accountability, and performance incentives at all levels of the organization. Moving from WID integration to incorporating gender as a variable in development means moving from add-on or separate funds to regular funds, and using sex disaggregated data to measure effectiveness. Rather than a last minute consideration of "WID impact," gender should be an integral part of an program planning as well as project design and evaluation.

Economic models are based on assumptions about motives and preferences that may not predict women's behavior; they routinely ignore women's economic roles and underestimate women's productivity. Because the demand for data on male/female differences is increasing at a time when the census capabilities in many countries have been weakened by budget cuts, we need more sample surveys and pilot projects to assess and respond to rapidly changing conditions.

Institutions can benefit from the fact that the strategies of various sectors--including women, the environment, and human resource development --are converging. This make it possible to coordinate efforts and to achieve multiple goals with a single project.

At the macro-economic level, we now know that macro-economic policies affect men and women differently. Pricing policies can help or hurt subsistence agricultural production, in which women are more heavily involved, and many market regulations, e.g. credit policies, have been biased against women. There are signs that women's employment has increased and that women's informal sector roles have changed over the last decade. Gender-sensitive analysis can be used to increase women's productivity and help buffer the impact of structural adjustment programs on the poor.