

MINUTES OF AA/DS FY 1980
BUDGET REVIEWS

DEVELOPMENT SUPPORT BUREAU
July 1978

Budget and Staffing Review Process
Proposal for Discussion

- I. Office Strategy & Budget Priorities March*
- one page budget breakdown by areas of concentration;
 - two-page issues paper showing areas of increase/decrease, personnel shifts, problems expected;
 - reviewed in draft by DAA who then chairs technical review with regions;
 - revised strategy and budget documents then reviewed for DSB; chaired by AA with DAAs, PO, MGT, resulting in
 - indicative planning levels and strategy emphases for each office.
- II. Draft ABS/CP sheets prepared based on approved May strategy.
- reviews by office chaired by DAA's with technical representatives of regions;
 - final DSB review chaired by AA.
- III. PID preparation and review. July-Sept.
- reviews by groups of projects chaired by DAA.

* Mission CDSS's due January 31 to be reviewed by regions Feb, March.

Introduction

The Development Support Bureau requests \$442 million and 411 direct-hire positions to carry out activities proposed for FY 1980.

To put in context the FY 80 budget submission for the Development Support Bureau, it is useful to go back and restate the description of the role of the new Bureau as approved by the A.I.D. Administrator on October 19, 1977. In his decision memorandum of that date, the Administrator stated the purpose and functions of the new Bureau as follows:

"...acquisition, synthesis and systematic dissemination, internally and externally, of development information;

...technical and methodological assistance to Regional Bureaus and field missions on subjects or at a level of expertise which is impossible or impractical to maintain at the field mission or regional bureau level; e.g., scarce direct-hire technical, economic or social science experts; or contractual mechanisms utilized by the Agency as a whole to procure needed external resources;

...professional backstopping of Agency technical personnel;

...support for interregional programs or research institutions determined to have high priority in light of Agency goals;

...support for research and development project activity on subjects that have high priority and application in field programs but require inter-regional rather than country or regional specific attention;

...technical support for training to improve LDC professional or technical skills;

...professional liaison with external sources of expertise needed in A.I.D. programs."

I think it is important to restate the Administrator's decision as an introduction to this program submission since, from time to time, there seems to be some confusion about the role of this Bureau. Clearly it was the Administrator's intention that there be a significant shift in the balance of resources, both financial and personnel, of this Bureau from basically a research and development management organization to a more active field support organization. I believe that this program submission reflects this directive of the Administrator. However, direct-hire field service was not to be the only responsibility of the new Bureau. Indeed the Administrator directed that we establish and carry out a much more aggressive development information and utilization function. The Bureau was also expected

to continue a program of support for interregional research and research institutions in those areas which were considered to be of high Agency priority and importance. In outlining the functions of the Bureau, the Administrator specifically identified the responsibility of the DSB for providing professional liaison with external sources of expertise needed in A.I.D. programs. This is a responsibility which requires staff time but not one which is often thought about in the process of allocating and justifying work force levels.

To shift the balance between field service and research management requires changes in management objectives, changes in attitude among the staff and changes in the program. These changes don't happen overnight. We have changed the management objectives; field service is DSB's first priority. To stimulate changes in attitude, we have begun placing more foreign service and field oriented people in key positions within the Bureau. We are seeing changes in the way projects are designed to respond to Mission needs. We are seeing more serious and open discussion among colleagues in Regional Bureaus and DSB; some offices are formalizing the dialogue.

In spite of our intentions, we still must contend with external demands

and initiatives which are not country specific or region specific and therefore, are assigned to DSB for implementation. I will discuss later in this memorandum specific examples of such initiatives such as those generated by the UN Conference on Science and Technology for Development, the Title XII Collaborative Research Program and the strengthening grants, the Appropriate Technology International (ATI) and others. Nevertheless, we have tried to control the response to such initiatives and a recent example of moving responsibility away from the center is the proposed approach to the Congressional initiative on energy.

Decentralization Problems:

It is important to note as one reviews the workforce projections contained in this budget that, in a number of cases, what appears to be requests for staff increases are in fact requests for staff to perform activities which were identified for decentralization process but in fact were not assumed by the Regional Bureaus. Therefore, cover needs to be provided. For example, at the time of the reorganization, DSB had two positions authorized for remote sensing. One of those positions was identified for transfer to the Africa Bureau since approximately one man-year

of effort was at that time going into support of the Africa Bureau remote sensing program. In putting together their final staffing pattern for Fiscal Year 1978, the Africa Bureau did not include such a position. Thus, while DSB had dropped the position from its staffing pattern, Africa Bureau had not provided for such a specialist and the need for services continues. In this submission, we are requesting an additional position for remote sensing to cover this need. A similar situation occurred with regard to other functions identified for transfer. We are not criticizing the Regional Bureaus in this regard, but rather pointing out that in some cases decentralization decisions were not always followed through in such a way to relieve the central Bureau of the need to provide field services. This phenomenon is, in large part, a result of a fact that the operating expense budget reduction, coming at the time of reorganization and requiring a reduction in total Washington staff, prohibited the Regional Bureaus from absorbing the transfers from the central bureau.

Diversity of Functions

As the Agency reviews the DSB budget request for FY 80, it is extremely important that the Bureau programs be considered at in a disaggregated fashion. The functions of offices such as the Office of International Training,

TO: AA/PPC, Mr. Alexander Shakow

FROM: AA/DS, Sander Levin

SUBJECT: FY 1980 Budget Request to OMB for the
Development Support Bureau

As we discussed over the telephone yesterday, the Development Support Bureau budget levels for Food and Nutrition and Population programs are untenable.

The Food and Nutrition budget at the proposed level is not adequate for the Agriculture program. We need to provide the normal 25% contribution for the International Agricultural Research Centers, funding for two continuing and one new Title XII collaborative research grants, plus essential ongoing programs and services for the field. We simply can't squeeze all of these high priority items into the proposed budget.

PPC proposed that the expansion budget for Food and Nutrition be used exclusively for Title XII collaborative research grants. We disagree with that proposal because we believe it distorts our program priorities. We need \$3 million more at the expansion level for the International Agricultural Research centers, so we can make room in the proposed budget for high priority ongoing projects and services to Missions. The 25% contribution to the centers must be in the budget. Forcing the entire amount for the centers into the proposed budget displaces and aborts essential ongoing projects as well as new proposals for field service projects including water management, soil management, fisheries and post harvest food losses. This result is contrary to Agency policy to increase the field technical support function of DSB.

(Note: With the expansion budget, the total amount in the FY 1980 budget for collaborative research grants is \$22 million. We all agree that the \$22 million for the Title XII collaborative research program will meet BIFAD's realistic expectations and is the maximum which can be accommodated given our total budget request.)

This budget crunch is exacerbated by the tentative FY 1979 budget levels for Food and Nutrition which force us to cut back Title XII strengthening funds from \$8 million to \$5 million and to cut the Nutrition Office 30% below the FY 1978 level. The problem in the Agriculture Office is even more serious because the international centers and Title XII collaborative

research totals \$41 million leaving \$9 million for the rest of the regular Agriculture program. This is less than half of the \$19 million required for essential programs. In FY 1978, the total Agriculture Office budget was the same, \$50 million, but the centers and Title XII research required only \$32 million, leaving \$18 million for the ongoing programs and field services.

As we discussed, you and I need to sit down together with our staffs to understand the implications of the Food and Nutrition budget levels for DSB. I regret that we didn't have an opportunity to sort this out before the final budget decisions were made. We are going forward with the budget numbers you have provided us on the assumption that further review will result in a different and workable solution before the C.P. is final. Following that review, we will need to explain the budget and its implications to BIFAD: they will be concerned about the level of university contracts as well as collaborative research.

With regard to Population Planning, my primary concern is with the inadequate growth in the overall level of this program for the Agency from FY 1979 to FY 1980. The increase for this Bureau's Population programs from FY 1979 to FY 1980 (from \$124 million to \$174 million) is substantial; however, we have additional useful and important programs which we had proposed be included in the expansion budget. PPC had agreed to a budget at the expansion level for Population of \$25 million with the instruction that the final increment of \$10 million be entirely for intermediaries. We reviewed our requirements and programmed the final increment of \$10 million for the highest priority needs. PPC cut out \$6 million in funds for the Population Council, the International Fertility Research Program and the PIEGO program carried out by Johns Hopkins University. Our proposal was based on our best professional judgment on how to use these funds effectively, and we believe could be credibly defended with OMB.

We have been told to eliminate the Population programs cited above in the expansion budget on the grounds that they do not qualify as intermediaries. The real issue, I think, is whether we have a defensible budget at the expansion level. As I understand it the Population account for the Agency increases by only 20% from FY 1979 to FY 1980 while total Development Assistance funds for the Agency increase by about 24%. Given the important programs we have proposed for FY 1980, I think the Agency budget request for Population is inadequate. I understand that PPC will make a special effort to present the case for the Population programs clearly to OMB so that they understand any cuts in the Program will damage our ability to move forward with this effort.

As you have pointed out to me, DSB had accepted the \$42 million expansion level which you have programmed. Subsequently, you increased that level by \$10 million for Population activities. and then took \$10 million back. I want to make it clear that our acceptance of the expansion budget level was predicated on our flexibility to formulate a set of programs which make sense in terms of Agency objectives and provide you with a good case to present to OMB. We think we did that. Our approach differs from yours; however, we believe the operating Bureaus are in the best position to structure a sensible program within a given budget level. We agree that PPC is in the best position to recommend that level. We hope that adjustments can be made in subsequent rounds to deal with the problems I have laid out here.

You should also know that we have accommodated the \$1 million cut in appropriate technology funds by reducing the ATI budget request in 1980 to \$9 million which will leave us a million dollars short of a \$20 million commitment over three years. If necessary, we can make up this amount in FY 1981. We have provided a million dollars at the expansion level and \$500,000 within the proposed budget for the Appropriate Technology Support project.

Clearances:

DS/PO, BChapnick draft
DAA/F&N, TBabb draft
DS/AGR, DPeterson draft
DAA/DT, JBruce subs.
DAA/HR, SJoseph subs.

Minutes of DS/AGR Review

May 23, 1978

Dr. Peterson, DS/AGR, presented an overview of the program presented for FY 1980. He covered briefly the 3 types of field support being provided to the Missions and Regional Bureaus. The Development Support Bureau's first priority is providing services to the Missions, LDCs and Regional Bureaus upon request.

Soils and Water

Mr. Meehan indicated that at last year's review the Regional Bureaus had indicated that more support was needed by the Regional Bureaus and Missions in this area. DS/AGR has not been able to respond adequately to this need in the past. Dr. Gill responded that SWD has been able to identify technical personnel through the contractors to assist the Missions and Regional Bureaus. At the proposed level, DS/AGR is requesting two additional positions, agronomist (Soils) and an engineer (water) who will be providing 4.5 months each of services to the Missions and R.B. upon request.

The following recommendations were made:

Minium Level

- | | | |
|-----------------|--|----------|
| 1. Project 0601 | Benchmark Soils - Puerto Rico | Approved |
| 2. Project 1007 | Water Management Synthesis | Approved |
| 3. Project 0054 | International Fertilizer Development Ct. | Approved |

A complete Evaluation should be scheduled in approximately one year.

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|-----------------|-------------------------------------|----------|
| 4. Project 0582 | Soils Families - Hawaii | Approved |
| 5. Project 1229 | Soils Management - Support Services | Approved |
| 6. Project 0832 | Fertilizer Technical Assistance | Approved |
| 7. Project 0095 | World Rhixobium Collection Center | Approved |

DS/AGR is to request the USDA to take over this activity.

Current Level

- | | | |
|-----------------|---|----------|
| 8. Project 1005 | - Determinants of Irrigation | Approved |
| 9. Project 1229 | - Soils Management Support Service (See No. 5 above) | Approved |

Agribusiness :

No decision reached.

Mr. Levin stated that there was need for more discussion in-house on the relationship between Rural Development and the Agribusiness programs. This discussion will take place at a later date.

International Agricultural Research Centers :

Approved at the required level to meet the 25%.

Crops Division :

Mr. Meehan, ASIA, stated at the Minimum Level that DS/AGR has presented a program consistent with the recommendations made at the reviews last Fall.

The following decisions were made:

Minimum Level

- | | | |
|-----------------|------------------------|----------|
| 1. Project 1254 | Sorghum/Millet CRSP | Approved |
| 2. Project 1259 | Bean CRSP | Approved |
| 3. Project 1326 | EPA RSSA | Approved |
| 4. Project 4015 | Small Farmer IPM (GIS) | Approved |

It was recommended that the two PID's prepared for this GIS project and the related research project on Basic Crops IPM (project 4002) be re-written to clarify the differences between the two projects and emphasize the system approach.

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| 5. Project 0621 | Spring and Winter Wheat | Approved |
|-----------------|-------------------------|----------|

JRC considered wheat as low priority and therefore, no CRSPs are planned in the near future for wheat. However, his research project provides valuable information to CIMMYT who has requested that AID continue to fund.

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|-----------------|--------------------------------|----------|
| 6. Project 0560 | Improved Varieties of Soybeans | Approved |
| 7. Project 0786 | Grain Storage, Marketing | Approved |

There was considerable discussion on the field services portion of this project. However, there was complete agreement that the services should continue as long as they are useful and and requested by the Missions and R.Bs.

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|-----------------|---------------|----------|
| 8. Project 0203 | Seed Industry | Approved |
|-----------------|---------------|----------|

This is a high priority project

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|-----|--------------|---------------------|----------|
| 9. | Project 1181 | Maize Aflatoxin | Approved |
| 10. | Project 1327 | Soybean Utilization | Defer |

Mr. Johnson stated that in Africa Soybeans are used as an export crop. Mr. Dalton stated it was a low priority. Mr. Meehan, ASIA, rated it as medium and L.A. as Medium. The PID is to be reworked and presented to the review committee at a later date.

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|-----|--------------|--------------------------|-----------------------------|
| 11. | Project 4004 | worldwide data base | Approved |
| 12. | Project 4005 | Trng. Pesticide Analysis | Approved to Develop the PID |

There was considerable discussion on why DS/AGR is proposing this project and not turning to O/IT for implementation. The project will cover international travel and per diem. Dr. Whittemore stated that O/IT programs do not cover the types of training that are proposed in the PID. Ms. McGraw stated that the Agency is required to train in pesticide management and this project is consistent with the mandate. Dr. Whittemore stated that the \$80,000 in the minimum package is to cover the current program being implemented as a sub-contract with the University of Miami under the California contract. The \$1,920,000 in the proposed level will cover an expanded program. Mr. Meehan stated that the PP should address the alternative ways of implementing a program of this type. The Minimum Level for continuing the sub-contract was approved.

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|-----|--------------|-----------------------------|----------|
| 13. | Project 1122 | S.E. Asia Post Harvest Team | Approved |
| 14. | Project 1218 | Control of Barley Diseases | Approved |
| 15. | Project 0829 | Plant and Seed Materials | Approved |

Current Level

- | | | | |
|-----|--------------|-------------|----------|
| 16. | Project 4013 | Peanut CrSP | Approved |
|-----|--------------|-------------|----------|

Decisions by R.B. representatives were as follows:

| <u>RB</u> | <u>Rating</u> |
|-----------|-------------------------------|
| Africa | High |
| Asia | Approved |
| L.A. | O.k. at the Current level |
| N.E. | Low, but approved going ahead |

17. Project 4015 Small Farmer IPM Approved

Proposed Level

18. Project 1322 Farm Level Grain Losses Approved

Decisions by Regional Bureau representatives were as follows:

| | |
|--------|-----------------------------------|
| Asia | Approved, as is |
| N.E. | Approved, but move up to minimum. |
| Africa | Approved |
| L.A. | Approved, but move to minimum. |

19. Project 1323 Storage, Processing Vegetables Fruit Approved

20. Project 4007 Post Harvest CRSP - PL Exploratory study in FY 1979.

Leave in as planning grant for FY 1980 as No. 26 in the priority listing.

21. Project 4006 Training Reduce PHF Grain Losses Defer

LS/AGR is to canvas the Missions to identify their needs in this area. After the responses are received from the Missions, the PID is to be redrafted and submitted to the review committee for approval.

23. Project 4001 Roots and Tubers CRSP Approved

Mr. Fred Hutchinson stated a need to implement a planning grant as quickly as possible. A planning grant as soon as possible. A planning grant is scheduled for FY 1979.

| <u>Bureau</u> | <u>Ranking</u> |
|---------------|---|
| Africa | High |
| L.A. | High |
| Asia | Supports the project but emphasis on the social sciences must be added. |
| N.E. | High, with careful consideration to the project design phase. |

- 24. Project 4002 Basic Crops - IPM CRSP Approved

All Bureau representatives agreed that the staffing estimates to manage this project are low and should be looked at again. The N.E. Bureau stated that there must be close collaboration with the Regional Bureaus when this project is developed. Africa Bureau agreed. (See item No. 4 above on project 4015.)

- 25. Project 0786 Grain Storage, Marketing Approved

The field support issue is involved in this activity and must be considered when the amendment to the PP is prepared.

- 26. Project 4003 Rice Processing Systems Defer

R.B. Decisions were as follows:

| <u>Bureau</u> | <u>Ranking</u> |
|---------------|-----------------------------------|
| Asia | Low |
| Africa | Low |
| N.E. | Low |
| L.A. | Medium, impact would be marginal. |

Mr. Levin AA/DS indicated that DSB may develop the project paper and submit it to the Regional Bureaus for approval at a later date.

- 27. Project 4005 Trg. Pesticide Analysis (see item 12 above) Approve to develop the PID.

- 28. Project 4000 Maize CRSP - PL keep in low priority.

| <u>Bureau</u> | <u>Ranking</u> |
|---------------|-----------------|
| L.A. | OK where it is. |
| N.E. | Low priority |
| Africa | Low priority |
| Asia | Low priority |

- 29. Project 1256 Winged Bean Defer or combine with other bean project.

This activity was presented last year and rated as low priority.

| <u>Bureau</u> | <u>Ranking</u> |
|---------------|--|
| N.E., Morrow | Combine with other Bean project or drop. |
| Asia, Meehan | Defer |
| L.A. | Low priority |
| Africa | Drop |

Economic and Sector Planning:

1. Project 0060 Agr. Planning and Support Services Approved
2. Project 0236 Expanded Program Approved
3. Project 0887 International Agr. Seminars Approved

This project is being expanded to provide for small research grants to implement the proposals which are recommended during the seminars. Mr. Meehan stated that the Asia Bureau support small research activities through an ADC contract and questioned the need for centrally funded grants. Dr. Day responded that the justification for central funding is based on the need to insure that the research retains its worldwide usefulness. Dr. Merrill pointed out that the grants program was proposed on the basis of an indepth evaluation of the RIN program carried out in cooperation with Regional Bureau representatives. Mr. Dalton supported the small grants program and stated that the grants would support high quality research as the project is now proposed. The Regional Bureaus approved the project with the understanding that the issue of funding the research grants portion of the project will be dealt with at the project paper stage.

4. Project 4019 Farming Systems: Rainfed Agriculture Approved
5. Project 1134 Small Farmer Credit Approved
6. Project 4016 Food Planning and Policy Analysis (CRSP) Approved with timing of exploratory study, planning grant, and project implementation to be reviewed by JRC.
7. Project 4017 Product Marketing Approved for exploratory in FY 1979.

Dr. Long stated tht Product Marketing is high on the JRC list of priorities for an exploratory study. Dr. Day replied that DS/RD has a large project in product marketing and that the results of this project will not be available until FY 1980 and that ESP is proposing an exploratory study in FY 1980. Cal Martin, Asia, stated that the JRC gave high priority to this area, that collaborative work is required with LDC institutions, and work on this CRSP should begin at an earlier date. A motion was made to move the exploratory study to FY 1979.

8. Project 4018 Small Farm Mechanization Exploratory Study Approved

It was agreed that the exploratory study should take into account what is already being funded by AID in this area; e.g. the Small Farm Mechanization project at IIRI. The project is to stay in the budget.

9. Project 1026 Small Farm Mechanization Approved

This is an ongoing project which was approved at the March 30, 1978 RAC meeting. Contingency funding for possible follow-up work on the project was approved.

10. Project 1047 Agr. Labor Market Analysis Approved

The PID for this project was originally approved in FY 1976. Rural Development is undertaking some related work in this area. The work of Rural Development will be used in developing this project.

DS/AGR Program Review by AA/DS

June 5, 1978

| | | |
|------------|--------|---------------------|
| Attendees: | AA/DS | Mr. Sander Levin |
| | | Ms. Carol McGraw |
| | | Mr. David McMakin |
| | DS/PO | Mr. Robert Simpson |
| | | Mr. Cary Kassebaum |
| | | Mr. Mark Hayden |
| | DS/PFC | Mr. Ain Kivimae |
| | | Mr. Patrick Gage |
| | DS/AGR | Dr. Dean Peterson |
| | | Ms. Mary Mozynski |
| | NE | Mr. Rober Morrow |
| | | Mr. James Dalton |
| | ASIA | Mr. Robert Meehan |
| | | Mr. Calvin Martin |
| | LA | Mr. John Balis |
| | Africa | Dr. Don Ferguson |
| | | Mr. William Johnson |
| | BIFAD | Dr. Woods Thomas |

LS/AGR Program Review by AA/DS

May 23, 1978

| | | |
|------------|------------|--|
| Attendees: | AA/DS | Mr. Sander Levin Ms. Carol McGraw Mr. David McMahon |
| | LS/FO | Mr. Robert Simpson Mr. Cary Kassebaum Mr. Lawrence Heilman |
| | LS/AGR | Dr. Leon F. Hesser Dr. Dean Peterson Ms. Mary Mozynski Dr. Floyd Williams |
| | NE | Mr. Robert Morrow Mr. James Dalton |
| | ASIA | Mr. Robert Meehan Mr. Calvin Martin |
| | L.A. | Mr. John Balis Mr. Al Hankins Mr. Richard Hughes |
| | Africa: | Mr. William Johnson Mr. Winton Fuglie |
| | JRC: | Dr. Fred Hutchinson |
| | Title XII: | Dr. Ervin Long Mr. Nicolaas Luykx |
| | PPC: | Ain Kivimae Patrick Gage |
| | BIPAL: | Dr. Woods Thomas |

Crops Division: Mr. Keith Byergo
Mr. Fred Whittemore
Mr. Smith Greig

Soil and water: Dr. Tejpal Gill
Dr. John Malcolm
Dr. Gilbert Corey
Mr. Steve Engberg

Economic and
Sector Pl. : Dr. John Day
Dr. William Merrill
Dr. Richard Suttor
Dr. Dean Schreiner
Mr. Kenneth Brundage

Fisheries : Dr. Richard Neal

Livestock : Dr. Ned Raun

LS/RDDA : Mr. Rollo Ehrich
Mr. Harlan Hobgood
Mr. Raymond Nightingale
Mr. John Lewis

LS/RES : Dr. Miloslav Kecnigl

DS/F

Dr. Richard Neal

Mr. Kenneth Brundage

DS/L

Dr. Ned Raun

Mr. Cambell McClusky

DS/SW

Dr. John Malcolm

DS/RES

Dr. Miloslav Rechcigl

DS/XII

Dr. Erven Long

Minutes of the DS/AGR Review

June 5, 1978

The June 5, 1978 review covered only the FY 1978 ABS submission for programs in the areas of Livestock and Fisheries. The majority of the programs for the Office of Agriculture had been reviewed on May 23, 1978.

Fisheries Program:

| | | |
|---------|---|----------|
| Project | Fisheries Development Evaluation | Approved |
| Project | Fisheries Technical Assistance Services | Approved |
| Project | Milkfish Seed Production Technology | Approved |
| Project | Post Capture Food Loss Production | Deferred |

There was general consensus that this is an important area which may fit under the CRSP, and should be looked at again after Resources Development Associates submits its report on the Fisheries Planning Study to the JRC and BIFAD in July.

| | | |
|---------|------------------------------|----------|
| Project | 0242 - NOAA Advisory service | Approved |
|---------|------------------------------|----------|

Livestock:

| | |
|-------|-----------------|
| CRSP: | Large Ruminants |
| CRSP: | Animal Health |
| CRSP: | Feed Supply |

These three CRSPs were approved for planning grants only.

SUMMARY OF ISSUES AND DECISIONS

FOR DS/DIU REVIEW

AA/DS ABS REVIEW IN ROOM 3676 N.S.

May 30, 1978 9:00-12:00 a.m.

1. The basic results from this meeting were:
 - A. a review of the recent consolidation of the A.I.D. information services into one unit which include information and utilization services for A.I.D. as a whole to service all of A.I.D., the LDCs and outside requests—an awareness service—a service that has a central focus for "one-stop shopping." This review also included staffing for '78, '79 and '80 of DIU.
 - B. a review of specific projects reflected by Data Sheets and PIDs in the AB.
2. Discussion of specific projects in order of Data Sheets and PIDs in ABS submission for 1980:
 - A. Decision of Development Information
 - (1) Project 0232A - Information as a Tool for Development
(Data Sheet p. 25 of ABS)
 - (2) Project 0232B - Information Networking
(Data Sheet p. 27 of ABS)
 - (3) Comments:
 - (a) Project 0232 - Information as a Tool for Development

Provides basic core support for the information Division and, although it lends itself to automation, it is more labor intensive than Information Networking under Project 0232B.
 - (b) Decision: With regard to Information Networking Project, although the Project Paper (PP) is scheduled in June 1978, yet DSB wants to hear from the Africa, Near East and other Bureaus before proceeding. DSB wants to put the matter up to missions and wants to review Africa Bureau concerns and mission concerns concerning this project.
 - B. Utilization Decision: Deals with how to get development resources plugged into A.I.D.'s system for development. (See Table V on p. 35 of 1980 ABS.)

- (1) Project 1093 - Knowledge Synthesis for Policy and Field Support: David Rhoad DS/DIU/U (Data Sheet p. 41 of 1980 ABS)

- It doesn't generate new knowledge but repackages and puts R & D information in readily usable form and language.
- Since project is now in its first phase, these Bureau comments were noted at this review:
 - NE Bureau: Thinks there is a greater demand for the basic service under USDA RSSA for Agricultural Information and Related Services, (Proj. 0064 which boils material down for use), yet it's a hard choice to make since knowledge synthesis is different.

— ASIA Bureau:

. . . Knowledge Synthesis repolarizes the information to meet the need for an understanding of the trade-offs of information.

. . . We should use people with LDC experience to select material in order to take material to the LDCs and get a read back.

- (2) Project 0064 - Agricultural Information and Related Services - under USDA RSSA - (Data Sheet on p.42 of 1980 ABS) - David Rhoad - It incorporates a variety of USDA services including access to the National Agricultural Information Library Services. The field (LDCs and USAID) is getting its money's worth and is satisfied with the services which will be continued.

- (3) Project 1117 - CIGAR Data Communications Engineering (Data Sheet on p. 43 of 1980 ABS) - William Vogelsang.

Decision: Decided to discontinue this project and allow Agricultural Centers to implement the next stage of this activity on their own. A.I.D. will summarize results to date for the benefits of the AG Centers. Bureaus concur.

- (4) Project - S & T Gatekeepers - (Data Sheet on p. 44 of 1980 ABS) William Vogelsang.

Decision: Defer this project for further study but do not take out of FY'80 budget. It is speculative in nature and may be reviewed with Science and Technology.

- (5) Project - Small Farm Appropriate Technology Network - (Data Sheet on p.45 and PID on pp. 46 ff of 1980 ABS) - This project studies the feasibility of creating a mechanism to disseminate

Attendance

AA/DS 1980 ABS Review for IS/DIU

May 30, 1978

| <u>NAME</u> | <u>OFFICE</u> |
|-----------------------|---------------|
| J. L. Hafenrichter | DS/DIU/DI |
| David G. Donovan | DS/DIU/DI |
| William A. Sigler | LA/DR |
| Maury Brown | DS/DIU |
| Harold S. Fleming | DS/DIU |
| C. D. McMakin | DS/MGT |
| D. Myren | DS/DIU |
| Robert Meehan | ASIA/DP |
| James J. Dalton | NE/TECH |
| Leonard M. D'urso | AFR/DR |
| Bob Simpson | DS/PO |
| Sandy Levin | AA/DS |
| Pat Gage | PPC/PB |
| Garland Standrod | DS/DIU |
| David L. Rhoad | DS/DIU |
| Bill Ruotola | SER/DM |
| Leslie Zondervan-Droz | AFR/DR/ARD |
| Joanne Paskar | DS/DIU |
| Carol Peasley | DS/PO |
| M. Rechcigl | DS/PO/RES |
| Robert E. Gaul | DS/DIU |
| Earle G. Lawrence | DS/DIU |
| Ain Kivimae | PPC/PB |
| Dan Blake | DS/PO |
| Frank Diamond | PPC/E/PDES |

A.T. information to end user groups: farmers rural cottage industries and change agents. National projects would be linked to a central repository of A.T. information.

Decision: Defer action on the PID pending further discussion with the Regional Bureaus but item will be left in FY'80 budget. Formal PID approval will be sought in conjunction with Bureau-level ABS presentation of an aggregate A.T. package (to be developed by DS/PO).

MINUTES AA/DS REVIEW

EDUCATION HUMAN RESOURCES ABS

MAY 25, 1978

Africa Bureau suggested that EHR Program should be targeted on generic rather than culture specific problems. Africa Bureau also thinks that, while nonformal education should be studied, traditional formal education should not be totally ignored. It still remains the principal concentration of indigenous LDC investment and is therefore the area of most acute perceived need.

Mr. Schmeding reminded the group that this was a transitional ABS and is a shift from the old program much too heavily focused on communications technology. This ABS is a complete turn around to emphasize basic education and nonformal education as a means of extending life skills training to segments of the population now largely out of reach of formal education programs.

Mr. Meehan, Asia Bureau remarked that the new structuring of EHR into the three skills areas is compatible with the PPC Education Strategy Paper as well as the AD Banks current education policies.

Mr. Schmeding said the organizational changes would be made in pace with the staff build up. An early childhood education specialist is particularly needed.

Mr. Levin mentioned the very severe shortage of education personnel throughout the field missions--only 30 Education Officers in AID of whom 20 are in International Training Division.

Near East has 4 Education Officers overseas now, 4 more going soon. Africa has "3 or 4" now but plans to have an Education Officer in each African mission eventually.

Asia has 7 Education Officers, 2 in Pakistan.

Mr. Simpson said the needs may vary from region to region. In Africa one might need someone who knows how behavioral changes take place and how to induce them while in LA one might prefer more formal education planners.

Mr. Meehan, Asia Bureau, said the population of Africa is small by comparison with Asia.

In all areas, Mr. Schmeding, said Education Office wants to be in a facilitative role but in certain areas it is necessary to demonstrate the potential of unconventional education initiatives.

Mr. Moore, Africa/DP, said we should concentrate on strengthening local institutions to train their own people. We should look for ways to mobilize local efforts--for example, offer fertilizer to those who can read labels and instructions for its use.

Comments on Specific PIDs:

Nonformal Education Programmed Teaching: Africa Bureau recommended this be kept very small and suggested no AID investment unless it was matched by complimentary LDC investment.

Meehan, Asia, thinks success in this would depend upon there being Education Officers in the field to manage it. He would not oppose a small activity in FY'79.

Nonformal Education: Programmed Teaching - Asia Bureau is already using this in several projects.

Africa Bureau is beginning to try, but there are huge problems in building the procedures. A nonlinear approach is also interesting.

In the Liberian project they are attempting to work up materials for use by para-technicians, not between a teacher and pupils in formal education.

Mr. Feldman, LA, said this is not something that needs to be proved out by more field tests - the hypothesis is already proven.

Asia thought the problem may not be with the communications techniques but rather, the difficulty in identifying simple information gaps that really affect the community and that lend themselves to transmission by these teaching methods. The problem is often not the media but the message.

Asia Bureau, Mr. Meehan, questions the value of these efforts and in all cases says they are highly culture specific and thus properly the responsibility of regions and bilateral missions not central bureaus. The trade-offs between formal and nonformal must be judged within a specific society.

Near East Bureau agreed with Asia and objected to the experimental nature of this proposal. NE said this should be dropped from the FY'80 program in favor of a brief, inexpensive survey of the state-of-the-art to inform all eschelons of the agency what's available and how to use it, stop experiments while we examine state-of-the-art.

NFE Education Assessment and Analysis - Mr. Claton, CA State, asked if this has been done in six LDCs why must we do it again in other countries.

Mr. Schmeding said the results in those six make a further look essential.

It was suggested that we need a comprehensive listing of what nonformal educational activities are now occurring. These need to be studied regionally to see whether by expansion and improvement these can be made effective.

Mr. Meehan, Asia, is not enthusiastic about this and questions whether there is a demand in AID or among LDCs for this. There is good reason to think that it was U.S. interest in NFE that led Indonesia to create a Ministry of Nonformal Education.

Mr. Block, EHR, said that it was just this sort of survey in Columbia that produced a remarkable change in attitude by the leadership in regard to Nonformal Education and its potential.

Africa Bureau agreed with EHR that it would be useful to have this survey done by DSB.

Mr. Meehan, Asia, asked how researchers would go about taking a survey of nonformal educational activities in a country like Indonesia. The phenomena is essentially nongovernmental.

Mr. Levin believed the phraseology in the PID is part of the problem. Education Sector analysis is always difficult and we don't know how to evaluate nonformal educational activities. We do need a technique and methodology for appraising nonformal education, if it doesn't take too long or cost too much to get it. We need to open up NFE in our Education Sector Analyses.

Africa is interested and supports this project.

Asia approves going on to PP development, but has reservations that they will raise each time this subject is considered.

LAB supports the project.

Near East supports the project.

PPC abstained.

Motivation and Benefits: (page 42) Assumption is that the desire for upward social mobility or short range economic considerations predispose people for nonformal education and motivate them to learn. Mr. Shortledge, PPC said a project underway in Kenya attempts to measure relative motivation to different stimuli.

Mr. Simpson recognizes that motivations may be crucial factors in NFE but are difficult to measure--is it benefit that motivates or social pressures or cultural factors.

Mr. Meehan, Asia, said the question can only be answered in relation to a specific project. Asia votes no on this project.

Latin America insists this project must be redesigned.

Africa says no to this project but would be willing to look at another project proposal that is more clearly stated and includes a suggested methodology.

Near East Bureau says no to this PID, says the several elements need much clearer definition.

PPC abstained. Mr. Shortledge expressed the personal opinion that this is a good idea. It's needed but should be redesigned.

Out-of-School Youth:

Asia opposes this project.

Africa at one time said it would accept management responsibility for this but, when no additional personnel could be obtained, AFR said it could not manage. AFR still thinks this should be done, should be done by a geographic bureau, but accepts need for EHR to manage initially.

LA thinks the problem of unemployed youth are only partly and not mainly related to lack of education. Therefore, LA considers this proposed too narrow to produce effective conclusions regarding ways to reach this segment of the population. Mr. Meehan doubts the universality of the conclusions and says one need not expect results of this study to apply worldwide or even between countries of the same geographic region.

LAB suggests that \$50,000 be approved to permit EHR to proceed with design of the PP but opposes the proposed \$1.5 million investment.

Asia suggested that unemployed may be the victims of over education or miseducation.

LA supports redesign of project.

Africa supports the project.

Near East supports the project.

Asia says there is no use and no applicability of this to Asia.

PPC abstained.

At this point a long discussion occurred regarding the location of a Development Communications activity in EHR. Asia bureau said the Education Technology Section of EHR was never intended to become an Agency Communications in Development Office.

LA Bureau said the placement of a Communications Technology Office within EHR warped the Education Program of AID while it hindered access of such technical offices as Nutrition and Agriculture to technical advice on communications matters.

Mr. Schmeding said the DAA, Mr. Joseph, has agreed to reexamine this whole question within six months.

Extention of Rural Primary Schools: LAB found this an interesting concept but said it should be shifted out of Nicaragua.

Mr. Meehan, Asia, said that applications beyond the initial test phase were to be regional or bilateral projects.

Mr. Sprague said EHR did not want to stop after testing only in math applications but wants to verify that it applies equally well to reading and writing.

Asia Bureau wanted to know what the staffing implications would be.

Africa is interested in the results but thinks the PID is silent regarding certain critical elements and needs to be developed further.

SUMMARY OF COMMENTS ON EHR PIDs IN FY'80 ABS

NFE Programmed Teaching: This was disapproved and will stop with a small activity in FY'79. Could be revived next year with a new PID and different approach.

NFE Education Assessment and Analysis: Asia Bureau completely uninterested in this. Goes along with continuation outside Asia.

LAB approves
AFR approves
NE goes along
PPC abstained.

NFE and Out-of-School Youth:

LA Bureau approves.
AFR Bureau approves.
NE okay to move to PP design.
Asia opposed. Disapproves.
PPC abstained.

Analysis of Farmer Information:

Africa approves.
LA thinks this requires careful structuring but approves.
NE approves.
Asia approves provided adequate staff is provided both in missions and in Bureau.
PPC abstained.

Health Auxiliaries: This project was not approved but may be reconsidered later.

LA Bureau suggest further discussion and review of this proposal; not convinced.
NE Bureau wants an indication of Health Office views and concurrence. Needs most careful coordination between EHR and Health.
AFR Bureau shared the concern of NE (above).
Asia Bureau has no objections provided the requisite staff is provided to missions.
PPC abstained.

Practical Skills Curriculum: This was disapproved. None of the geographic bureaus supported this proposal.

PPC abstained.
The project may be submitted to RAC subcommittee for review.

Community Basic Education:

LA Bureau is not willing to support this without substantial changes.
AFR Bureau supports it.
Asia has no objections.
NE Bureau agreed to go along.
PPC abstained.

Community Agricultural Organization:

LA Bureau supports it.

Near East Bureau goes along.

Asia Bureau supports it.

Africa and PPC abstained.

Small Farmer Information Services: The PID was disapproved.

Africa Bureau thinks this should not be an EHR project but an Agriculture project with EHR advice.

Asia Bureau says this needs Agriculture Office clearance.

Latin America Bureau says it does not support this.

Near East is unclear about the Agriculture input. Wants further study.

PPC abstained.

EDUCATION ISSUES

Program Imbalance:

This submission is heavily weighted in support of nonformal technical delivery systems. There seems to be a corresponding de-emphasis of education management and education planning. Recognizing that communications technology offers one potential means of overcoming the serious constraint of primitive infrastructures in developing countries, the imbalance in this presentation is still very marked. The question arises, therefore, whether this asymmetrical program accurately reflects the Agency education policy and whether its deliberate eccentricity is justified.

Strategic Impact:

The presentation consists of a number of comparatively small projects that apparently are not mutually supporting. There appears to be some question, whether these projects are not too small and too lacking in overall focus to have any strategic impact on education in the developing countries. Are we designing solutions, particularly in non-formal education, which are too complex, too small scale, or too culture specific to have widespread implications. (One misses the broad sectorial initiatives that would hold promise of more profound effect.) An Education Sector Analysis and an Agency strategy for accomplishing Education sectoral objectives seem to be needed.

Higher Education:

A.I.D. support of Higher Education will end with completion of the single on-going linkages in the Higher Education Project. Does this lack of involvement in improvement of higher education in LDCs accurately reflect A.I.D. education policy? Has the Agency made a conscious decision that no investment in higher education should be made or does this simply reflect scarcity of technical staff to cover the specifically mandated areas in education?

Projects:

1. NFE Education Assessment and Analysis

Purpose is to develop an A/A/ methodology with incremental levels of sophistication, test the methodologies in three countries and make it available for NFE planners.

Recommended Project Review: Standard

2. NFE: Motivation and Benefits

Data will be collected and analyzed to determine why poor people participate in NFE activities to describe people and communities who participate in NFE activities, and to describe the benefits and long term effects of NFE participation.

Recommended Project Review: RAC

3. Analysis of Farmer Information

The purpose is to investigate the effect of technical information flow on farmer productivity and to develop a standardized method for determining information needs in a variety of agricultural situations.

Recommended Project Review: RAC

4. NFE Programmed Teaching

Project will develop and test programmed teaching (PT) materials.

Recommended Project Review: Independent or Peer

5. Non-Formal Education And Out of School Youth

Project entails small activity to establish the state-of-the-art; then identification of activities that require more documentation and evaluation; and finally, the conduct of case studies. The purpose is both to provide employment and to teach.

Recommended Project Review: Standard

6. Practical Skills Curriculum

Uses radio teaching methods that were developed as part of an earlier research project, to teach practical skills. Will require some R & D.

Recommended Project Review: Peer

7. Community Basic Education

Project would design and test a strategy for increasing access to basic education in rural areas through radio teaching and two-tiered teaching staff.

Recommended Project Review: RAC Sub-Committee

8. Community Agricultural Organization

Project would develop model of a system of education using distance learning techniques to support educational activities and development objectives of agricultural community organizations.

Recommended Project Review: Independent

9. Health Auxiliaries

The rationale is to help establish a national system for support of health auxiliaries through use of telecommunications.

Recommended Project Review: Standard

10. Small Farmer Info Services

The rationale is to develop and test a model information service for small farmers. Information will be disseminated through broadcast radio and a farmer feedback system will assure relevant programming.

Recommended Project Review: Standard

Discussion and Decisions Arising from ABS Review of Energy Office

The ABS Review Committee met on 24 May and continued on 2 June to examine the ABS proposals of the Energy Office.

No single PID idea was approved.

Mr. Levin closed the 2 June meeting by proposing that on 24 June, after the Regional Bureaus have completed their own ABS', PPC, DSB and the Regional Bureaus should meet again to work out an overall agency Energy program including appropriate staffing levels at both Regional and Energy Office levels. Mr. Levin said he would warn the Assistant Administrator, Mr. Nooter, that such a comprehensive Energy proposal would be emerging.

PPC expressed the view that a unified agency effort is a sound idea. There is considerable Congressional pressure to move out with a bold, imaginative program of energy assistance. This will require a strong central office for field support but also it will demand a parallel and equally accelerated push to staff the Regional Energy Offices. Projects must get implemented in the field and the field must be properly staffed for this new effort too.

Mr. Jacobs recognized the fact that little dialog is occurring between the field missions and the host LDCs because in most missions there is no staff person competent to begin the dialog.

Near East Bureau disagreed. Mr. Pike held out for direct-hire Energy Officers in the Bureaus and the field first, central office development to follow.

Energy Office proposes a staff of 14 in FY'79 and 17 in FY'80.

Mr. Dalton said that he would prefer to see Energy Offices in place in each bureau as quickly as possible with a very small central office for back-up support.

Mr. Jacobs said that the regional support centers would have a staff of about six men in each region. Mr. Meehan, Asia Bureau, said that a number of field missions have already requested energy officers. Mr. Jacobs agreed that there should be a regional energy officer to direct the operation of the regional centers. LA Bureau endorses Mr. Dalton's idea of the need for regional staffs. Mr. Pike of Near East Bureau said that the missions totally lack energy technical competence. Africa Bureau thought that strong central offices would be needed, but that 14 officers would be too many and that there would be difficulty in identifying and recruiting the number of energy specialists required by the central energy office and the bureaus. Mr. Jacobs stressed a preference for a long-term contract for qualified people in lieu of direct-hire.

The energy office now has approval for four professional and two secretarial positions.

Mr. Levin directed that the page of the ABS dealing with energy education should be rewritten.

LA Bureau questioned why energy office preferred to contract with a single university to staff and operate the regional centers and asked why we could not use a PASA or personal services contracts. Mr. Jacobs responded that to get the people needed we could not depend on an ad hoc arrangement, but would have to deal with consortiums of institutions that can draw on a wide spectrum of technical expertise.

Mr. Levin did not challenge a concept of the regional centers, but expressed an interest in the timing. At best it would be late '79 or '80 before these centers could be staffed and operating. PPC felt that the Department of Energy would have to be brought into a very cooperative arrangement with USAID and that DOE must be used for a relatively heavy share of our energy experts needs. Others present thought that DOE's technical capability remains rather minimal so far. The representative of IIA said that there is concern in both the Senate and House Committees about the slowness with which cooperation between DOE and A.I.D. is developing. Some felt that Congress should give money directly to DOE for certain overseas activities. Mr. Bruce, DAA/Dev. Tech., suggested that it would be very useful to get up to the Congress as soon as possible a summary of our entire agency energy program

Mr. Levin accepted the need for Energy Office to make quick responses for energy assistance and mentioned the possibility of establishing a Program Development Support account for the Energy Office alone. Most bureaus seemed to support this suggestion.

Mr. Jacobs mentioned the need for central funding to cover the survey of conventional energy resources in 20 foreign countries to establish their potential for conventional energy development. Asia Bureau thought that the Program Development Support fund should be put in the agency budget where they would be available to both the regional bureaus and energy offices. Mr. Simpson suggested that perhaps there should be a separate line item for each regional bureau for Energy Development Support.

Mr. Levin directed the Energy Office to consult further with the regional bureaus, particularly with the staffing and funding of this ABS. The PPC representative said he would want to look at this proposal further before expressing an opinion.

Africa Bureau felt that insufficient attention had been given to WIND as potential energy source. Mr. Bosken said that WIND is one of the elements to be considered in coastal zone energy systems. Mr. Levin suggested that a brief rationale for what constitutes the DSB energy program, i.e. the central

program as opposed to the regional and bilateral initiatives, was needed. Mr. Levin thought, for example, that decentralized hydropower might properly be regional efforts.

Mr. Jacobs disagreed

All recognized that there was a serious personnel problem whether the additional staff was placed in the regional offices or in DSB. At this point, Mr. Levin adjourned the meeting to reconvene on the 2nd of June.

Mr. Jacobs opened the 2 July meeting with a statement that as far as jurisdiction over the new energy staff was concerned and the potential competition between the energy office and the regional bureau for additional personnel, he would be very willing to work very closely with the regional bureaus. He would, he said, be willing to see the funds go to the regional office rather than the energy office per se.

Mr. Levin said that he would like to start with specific project proposals. For example, decentralized hydropower, there is not general agreement about this concept. Rural electrification people in A.I.D. don't accept this. Mr. Jacobs said it is proposed to collect what data and experience exists. When we move to the point of putting in a small project in a specific country, we would prefer to have that project managed through a regional bureau.

Africa Bureau supports this project and considers it exactly what Energy DS should be doing. By getting out beyond the current programs, regional bureaus can demonstrate the potentials of any new approaches. Asia Bureau supports this and, in fact, cited a bilateral project in Nepal that called for such a small hydropower installation. Near East Bureau questioned whether this needed to be centrally funded. The missions need to be brought along with funds, personnel and experience and Near East Bureau feels that a central energy office with a huge staff and a big budget is simply not the way to go about this. Mr. Levin said that decentralization would result in slower reactions to energy needs and questioned whether the field missions would come up with interesting energy projects when left entirely to their own devices. Africa feels that field missions are very interested in renewable resources potentials and suggests that there is a strong role for DSB in that field. LA Bureau felt it would be unwise for Energy Office to get itself locked into any single model, because no single model will work everywhere. There is urgency and a lot of pressure behind new energy applications, but LA Bureau does not feel that this is reflected in the Energy Office ABS. PPC felt, however, that the agency cannot wait for field missions to begin complex and expensive energy projects. The proposal to conduct a seminar, conferences and symposia should be executed, but we must get money into the agency budget now for real energy development

later. Therefore, PPC agrees that funds should go into central budget until the field projects are ready to go. What is needed now is interim energy plan for assistance. Mr. Bosken said that the ABS is an attempt to put A.I.D. ahead by testing the feasibility of certain energy sources in small inexpensive projects. To the greatest extent possible, these small projects would be turned over to missions management with strong regional bureau involvement. It was suggested that the funds for DSB should be structured in such a way that regional bureaus could draw down upon them as their technical and managerial competence was established. Ms. McGraw asserted that we know small hydropower plants work. What is it we still have to demonstrate, she asked. And in this regard, what can the Energy Office do that the missions couldn't? Mr. Bosken replied that this was indeed to be a small pilot project to show that decentralized hydro-electric projects will work as ^a cost-effective element. The International Development Bank, he said, will not fund these projects because they are too risky. Mr. Simpson said that efficiency probably required the retention of technical experience in the Support Bureau and that it was administratively more manageable to set up IQC contracts for a regional office on which all might draw rather than to create four of each for the four regional bureaus.

PPC was concerned that the Energy Office might become too powerful and authoritative in the same way that the POP Office evolved.

Mr. Levin said DSB ought not to be in the position of having to persuade the Regional Bureaus that A.I.D. has a legitimate need for central bureau management and funding of a core of research projects. If the Regional Bureaus are not in agreement on this fundamental idea, they should, he said, push their points of view with the Administrator. Nothing useful is served by burying or glazing over basic differences on fundamental issues of this sort; better to get a policy decision and move forward on firm ground.

Jim Dalton, Near East Bureau, said that he would prefer to see DSB entirely a field service function. Particularly in regard to Energy, he favors the elimination of all large research projects and all operational involvement of DSB except the sole, overriding requirement to support the field with technical guidance and advice. DSB should not, he said, manage projects but should manage technical experts and money and facilitate their immediate response to field mission needs.

Bill Feldman, LA Bureau saw the primary responsibility of DSB as providing a checking account and a technical personnel clearing station in support of missions. This would be accomplished, he continued, by entering into a RSSA with DOE for technical support, by establishing a comprehensive mechanism for technical support through an interlocking system of IQCs, by establishing a PASA with organizations like U. S.

Geological Service. Core support, in Mr. Feldman's terms, would consist of large chunks of money managed by DSB but upon which missions might draw as in a checking account to do field related research resulting in new project design. There might be opportunities for DSB to conduct some regional seminars or workshops for mission or LDC personnel to familiarize them as to alternate energy sources appropriate to a given geographic zone. Beyond this, Mr. Feldman felt strongly that the current trend for both missions and DSB to grow mountainously while region staffing for Energy is ignored had to be modified. DSB ought, he said, to concern itself with a total energy strategy for the entire agency not specific tests and applications in the field.

Mr. Jacobs said the outline of an Energy Office program in the ABS was intended to provide the basis for development of exactly that--an agency strategy for energy investments but the projects suggested were prerequisites for a sound knowledge of feasible alternatives. It will, meanwhile, establish the support mechanisms discussed as rapidly as is administratively possible.

Mr. Levin accepted that an agency decision is needed whether to concentrate energy focus in an Energy Office or to diversify responsibilities in four regional Energy Offices. The staffing implications are as serious as they are obvious.

Mr Simpson remarked that the proposed Regional Energy Centers would have the effect of grouping technical experts in a geographic area so they would concentrate on potentials or feasible alternatives common to the field missions of that zone.

Africa Bureau thought the hardest part would be software development. After use is demonstrated, growing market demands will bring down unit costs that will make some alternatives more economical than they now appear.

At this point Mr. Levin summarized briefly the discussions and then directed Mr. Allan Jacobs to discuss the organizational problem and the major elements of strategy with each Regional Bureau individually. He should consult with PPC as well. The Energy Office should come up with an outline of an overall A.I.D. Energy Program that should be comprehensive--relating what is in the bilateral programs, the regional programs and the Energy Office portfolio. With everything in proper perspective and the views of all properly considered, Energy Office should have a strategy paper ready for review by 24 June. On that date DSB, PPC, the Regional Bureaus and perhaps the Administrator will meet to look at the whole concept and how the several parts relate. For his own part, Mr. Levin said, he was now skeptical of the Regional Centers proposal and the chances of success since the Bureaus oppose

the idea. Mr. Jacobs should seek other ways of organizing field support--perhaps by strengthening the Regional Bureaus instead of setting up geographic centers, or reducing Energy Office staffing to a minimum, but increasing the Energy staff of the Regional Bureaus--all the trade-offs should be examined in preparation for the meeting on 24 June.

Exploration and Exploitation

No single project addresses the problem of identifying and exploiting new but conventional sources of energy in LDCs. Is not the discovery of new sources of traditional energy (coal, oil, etc.) as valuable a contribution to world energy needs as development of new energy sources? Should not the Energy Office have the capacity to assist certain LDCs in development of existing traditional energy resources?

| <u>Title</u> | <u>Level of Review</u> |
|--|------------------------|
| <u>Training in Energy Management</u> Proposes 3 year extension of training course not fully developed and never yet presented. | Standard |
| <u>Energy Development & Support Centers</u> What is rationale for central rather than regional management? | Independent |
| <u>Technical Support for DOE</u> | Standard |
| <u>Institutional Factors in National Energy Planning</u> Issues: 1. Interaction with DS/RAD & PPC. 2. Basis of selection of contractor 3. Not clear whether this is research or service. 4. Can one draw useful generalizations from such analyses or should these be specific country analyses? | Independent |
| <u>Energy Program Support</u> | Standard |
| <u>Conventional Energy Assessments</u> Issues: 1. Relationship between project outputs and cost. 2. Cost/benefit to target populations. 3. Exploration and/or exploitation? | Independent |

| <u>Title</u> | <u>Level of Review</u> |
|--|------------------------|
| <u>Energy Technology Support for PVOs</u> Is this a proper project for central management? | Standard |
| <u>Decentralized Hydropower</u> Issues: 1. Cost/effectiveness. 2. Interest by LDCs. 3. Environmental impact of 60 dams in 3 countries. 4. Why centrally-funded and managed? | Independent |
| <u>Photovoltaic Demonstration Program</u> Issues: 1. State-of-art as relates to prac- ticability of project and cost/ effectiveness. 2. Specifically who is the contractor and how many systems will be put in place for the cost? 3. Is this economically feasible in LDCs? | Independent |
| <u>Liquid Fuels from Biomass</u> State-of-art of small fermentation process as relates to this project. | RAC |
| <u>Biomass Production for Energy</u> Relationship of this activity to those in DS/ST. | RAC |
| <u>Conversion of Biomass to Non-Liquid Fuels</u> | Independent |
| <u>Coastal Zone & Nonconventional Energy Systems</u> | RAC |
| <u>Electric Arc Generation of Nitrogen Fertilizer</u> Issues: 1. Cost/effectiveness of projects 2. Should EY Office support project in areas covered by DS/ST or DS/AGR? 3. What are potential environmental implications of intensive use of calcium fertilizers? | Independent |

MEMORANDUM TO: Mr. Robert Simpson, DS/FO

FROM : Ain Kivimae, PPC Coordinator for DS Bureau

SUBJECT : Issues for DS/EY Energy ABS Review

1. We should point out at the outset that PPC has responsibility within AID for policy coordination in energy as well as other functional areas. PPC will continue to cooperate closely with DSB and the regional bureaus but the responsibility for policy rests with PPC. Accordingly, the third sentence of the opening paragraph should be deleted.
2. Strengthening of the central office is essential to carrying forward an energy program. This must be coupled with a corresponding and simultaneous strengthening of the regional bureaus, both in AID/W and in the field. A central bureau will be unable to implement many of the initiatives without regional bureau and field capability. The Agency must assure that ceilings go to the Regional bureaus as well as the central office. Though this point may seem peripheral to a DSB review, it is essential to a meaningful discussion of an AID energy program.
3. The program includes a set-aside for technology development and demonstration. It is unclear what development is proposed here. AID should not be in the R & D business, although we should encourage DOE to develop technologies in which AID has an interest. We should be pushing applied research to assure that systems will work in an LDC environment.

4. The Program calls for "Conventional" Energy assessments and assistance. What does this mean? We would expect AID to assist in the range of inventory and assessment from the commercial to the non-commercial sector. Energy assessments, if they are may tend to ignore the non-commercial sector which is virtually synonymous with large parts of the rural sector upon which AID programs are supposed to impact.

5. The narrative describes a thrust towards decentralized small scale energy systems. Yet when one reviews the budget, a large portion is in fact in conventional programs. We need to review the relative priorities of these different areas of emphasis to assure AID is responding to strong expressed Congressional interest in the renewable energy technology area.

6. The Program emphasis appears to be heavily on the hardware dimensions of energy programs. The major constraint in LDC's may well be the need for personnel who can adopt and put in place new technologies as they are identified. The training and institutional development will be a long-term problem and one which AID must begin to address. Parts of the DSB budget begin to address the problem, but more emphasis in this critical area appears warranted.

7. The Congress has been contemplating close coordination and cooperation between DOE and AID in carrying out the energy program for LDC's. The proposed program contains only small participation by DOE and that on a personnel basis to AID. This does not

appear sufficient to respond to Congressional concerns or the expertise of DOE which could be used to analyze and design AID programs.

8. The Demonstration Program addresses many key areas which are important in the renewable energy area. It omits some problems which may be of far-reaching proportions. These include solar applications other than photo where small hydro and bio systems have limited potential, and the firewood problem (which may be covered by another part of the DSB budget).

9. The program does not have much emphasis on the social and economic dimensions of renewable energy. A strong evaluation program must be integrated into all efforts which AID finances. We all recognize this is a new field covering uncharted ground, and we must have a feedback mechanism to evaluate what we learn. A separate effort at assessment and evaluation in addition to incorporation in each activity would seem warranted.

10. The Agency must provide adequate operating expenses to support expansion in this area. There is a high start-up cost which must be recognized and funded.

SUMMARY

AA/DS ABS Review for DS/ENGR
5/24/78 in Room 3886
beginning at 1:00 PM

1. Attendance is indicated on Attachment A.
2. Two basic issues were raised.
 - a. How many added direct hire engineers does DS/ENGR need to meet the needs of the Bureaus and other AID offices?
 - b. To what extent should DS/ENGR be involved in managing projects, and which of the four old and the four new projects should be continued and approved?
3. After it was pointed out that DS/ENGR provides basically a service function that reflects the demands of the USAIDs, the regional bureaus, disaster relief office (OFDA), the Energy Office, etc., Mr. DiMatteo discussed the significance of the data contained in the charts (or tables) on pp. 53 and 54 (the last two pages) of the DS/ENGRs 1980 ABS. He also discussed the DS/ENGR narrative statement on pp. 1 to 8 and the tables and data on pp. 9-15 of the ABS. In addition, he referred to the four projects recently transferred to ENGR to be managed and monitored by DS/ENGR and to three proposed new projects referred to in the Data Sheets and the PIDs of the DS/ENGRs 1980 ABS.

Bureau comments include the following:

- a. There is a great need for engineering services in the Agency—AID/W and overseas. DS/ENGR as the central engineering office should be asked to devote its energy entirely to engineering services (for the missions, the bureaus and AID/W offices).
(NE Bureau)
- b. The Bureau supports direct-hire for DS/ENGR which should have

the essential engineering resource specialities (or access to them) in order to supplement the regional and USAID staffs for needed engineering services. (Asia Bureau and Africa Bureau).

- c. These questions were asked:
 - (1) What engineering services do the regional bureaus need from DS/ENGR? To this question the bureaus and offices responded that the current workload estimate for the IA ASTA and

(54); and, for the present, there are insufficient mix of skills in DS/ENGR to meet all the possible needs of OFDA. The NE Bureau representative stated that the projected engineering workload for the NE Bureau is currently one working year each in these areas:

- (1) Electric Power
- (2) Sanitary
- (3) Bldg/Arch
- (4) Equipment
- (5) Telecommunications
- (6) Hydrology, and
- (7) Civil Construction.

Also the listing on page 54 of the 1980 ABS needs revision for the NE Bureau, in that more time must be added for engineers.

- (2) How much of the work months indicated on the chart on p. 54 of the 1980 ABS are for field support and how much for DSB and AID/W supported activities? The answer to this question can be included when the geographic working group is reconvened on about June 2, 1978 to update needs of the AID bureaus and offices as reflected on the chart on p. 54 of the 1980 ABS. This request to reconvene this working group on about June 2, 1978 was made at the close of this ABS review.

d. There needs to be engineering coordination and exchange among regional missions and AID bureaus to do a better worldwide job for AID in engineering.

4. A discussion of specific projects followed and that discussion reviewed the projects in the same sequence in which Data Sheets and PIDs for these projects appeared in this 1980 ABS.

- a. Ultra Low-Cost Shelter, Project 221 - (Data Sheet p. 16 of ABS) James Claps, Manager - The past, current and proposed activity and evaluations for Bangladesh and Peru were discussed. The consensus was that this project should not be discontinued.
- b. Sulphur Building Technology Utilization, Project 1187 - (Data Sheet p. 17 of 1980 ABS) Thomas Maiolo, Manager - Calls for a new two-year project totaling \$285,000 for FY'78 funding pursuant to a RFP. Discussed previous project and its evaluations which were completed in 1977. Since PID has been cleared and the PP and PAF are currently scheduled for AA/DS review, it was suggested that for this action DS/H, DS/ST and DS/UD be included for clearances.
- c. Transportation Technology Support - Project 1116 - (Data Sheet p. 18 of 1980 ABS) - DS/ENGR was asked to determine if all or part of the management of this project can be turned over to

DS/DIU, NAS or the World Bank to handle needed contacts with USAIDs and LDCs. However, there is no duplication of World Bank services and through this project AID can tap World Bank data resources in this field for use by USAIDs and LDCs.

- d. Low-Cost Roofing Utilization - Project 1161 - Jim Claps, Project Manager (Data Sheet p. 19 of 1980 ABS) - \$785,000 spent to date under Mansanto Research Contract AID/ta-C-73-12 from May 1973 to December 31, 1977 for Low-Cost Roofing. This Low-Cost Roofing Utilization project is designed to provide LDCs with a capacity to locally manufacture and install low-cost roofing and the draft PP has been sent to USAIDs for preliminary review with \$395,000 planned for FY'79 funding and \$605,000 for FY'80 pursuant to RFPs. Following this utilization approach there are possibilities for commercial implementation in LDCs.
- e. Proposed New Projects included the following:

- (1) LD Chlorine Production Stimulation,
New Project 2503-(Data Sheet on p. 21 and PID on pp 21-30 of 1980 ABS) Victor Wehman, Project Manager-Purpose: To provide technical assistance in the manufacturing and marketing of chlorine products in LDCs.

Decision: Defer action on this proposed project. Regional Bureaus are not ready for this project at this time.

- (2) Development of Construction Industries in LDCs
New Project 2501 (Data Sheet on p. 32 and PID on pp. 33 to 38 of 1980 ABS).

Decision: Defer action. Bureaus reactions were negative for the present, due to the project being too country specific and due to the fact that the project could be handled in conjunction with Bureau projects. Suggestion: That DS/ENGR explore with the bureaus their need in this area.

- (3) Updating of AID Desalination Manual
New Project-2502 (Data Sheet on p. 31 of 1980 ABS). Harold Le Sieur, Project Manager.

Decision: To be renewed and handled as a small project of about \$50,000.

- (4) Agricultural Applications of Wind and Solar Energy
New Project- (Data Sheet on p. 39 and PID on pp. 40 to 43 of 1980 ABS)-Harold Le Sieur, Project Manager- Purpose: To adapt existing wind and solar energy technology to benefit agriculture in selected LDCs.

Decision: This proposed new project is to be discussed and reviewed at the ABS review for DS/Energy which is to follow.

DS/ENGR AES Review

Participants

| <u>Name</u> | <u>Office</u> |
|-------------------|---------------|
| John Zedalis | DS/ENGR |
| A. L. Van Buskirk | DS/ENGR |
| Frank DiMatteo | DS/ENGR |
| Betty Roche | DS/PO |
| Dan Blake | DS/PO |
| James Dalton | NE/TECH |
| Weston L. Emery | OFDA |
| Pat Gage | PPC/PB |
| F. W. Montanari | DS/ENGR |
| Rollo Ebrieb | DS/RAD |
| Tom Eliot | DS/PO |
| Palmer Stearns | DS/ENGR |
| Hal LeSieur | DS/ENGR |
| James L. Claps | DS/ENGR |
| Hal Fleming | AA/DS |
| James F. Hanks | LAC/DP |
| Charles Stevens | LAD/DRIE |
| Fred Zobrist | AFR/DR/ENGR |
| Carol Peasley | DS/PO |
| Larry Heilman | DS/PO |
| Patricia Matheson | PPC/PDPR |
| E. C. Calvin | ASIA/TR/SDP |
| Tom J. Maiolo | DS/ST |
| Bob Meehan | ASIA/DP |
| Peter Kimm | DS/H |
| John G. Colby | DS/H |

FY 1980 ABS REVIEW
DS/HEA PID APPROVAL/COMMENTS

Health Delivery Systems

1. PID - Accelerated Delivery Systems Support

ASIA Bureau - Support
AFR Bureau - Support
LA Bureau - Abstain

NE Bureau - Support
PPC Bureau - Not voting- waiting
to see how the PP addresses
"effectiveness"

Comments:

- NE recommended funding project in a single package instead of two increments.
- AA/DS asked DS/HEA and POP, along with the regional bureaus, to consider all issues involving APHA: (1) Single contract for HEA and POP. (2) Predominate capability selection or competitive bids. (3) Kinds of services Regional Bureaus want and (4) Greater emphasis on evaluation/effectiveness. AA/DS will make a decision on Issue #2 by September.

Health Planning Division

2. PID - Health and Development Planning

ASIA Bureau - Support, if in line with
Mr. Nooter's decision
(See below).

NE Bureau - Negative

AFR Bureau - Support
LA Bureau - Negative

PPC Bureau - No comment

Comments:

- NE noted that, in a similar instance, Mr. Nooter ruled that DS should fund U. S. institutions and regional bureaus fund LDC institutions in institutional linkage projects.
- AA/DS asked the regional bureaus to decide on commonality of terms used in health planning and DS/HEA to develop a new PID in six months.

Environmental Health Division

3. PID - Water & Sanitation for Health

ASIA Bureau - Support
AFR Bureau - Support
LA Bureau - Support

NE Bureau - Support
PPC Bureau - No comment

Comments:

- NE would like to see more money in the project.
- DS/HEA, answering AA/DS question on implementation, said bids would be asked for a contractor who might need to sub-contract for some elements.
- DS/PO was glad for regional bureau support but he has internal questions on the PID.

Environmental Health Division

4. PID - Tropical Disease Resource Development

ASIA Bureau - Wants policy decision for A.I.D. to do this project
NE Bureau - Negative

AFR Bureau - Support
PPC Bureau - No comment

LA Bureau - Negative

Comments:

- ASIA suggest this go to the Development Coordination Committee (DCC) for decision whether AID or other U. S. Agency (NIH) undertake this project.
- AA/DS suggested DS/HEA and AFR Bureau discuss development of a project to be a resource base for Africa TDR needs since there were not enough votes for a geographic concensus. If a start is made, other regional bureaus may be moved to join in.

Environmental Health Division

5. International Water & Sanitation

ASIA Bureau - Negative to US as leader
NE Bureau - Negative

AFR Bureau - Negative- no funding
PPC Bureau - Noted that the regional bureaus were negative

LA Bureau - N. A.

Comments:

- Regional bureaus thought that coordination was being done anyway. U.S. should not take the lead to establish a coordinating mechanism.
- Might some U. N. Agency be the leader in forming a donor's group?

Environmental Health Division

6. PID - Technology for Water & Sanitation

ASIA Bureau - Support
NE Bureau - Support

AFR Bureau - Support
PPC Bureau - Not present

LA Bureau - Not present

Comments:

-All regional bureaus present strongly supported proposal. It should be given a higher priority.

Environmental Health Division

7. PID - Health Impact of Water

ASIA Bureau - Support
AFR Bureau - Support
LA Bureau - Not present

NE Bureau - Support
PPC Bureau - Not present

Comments:

-All regional bureaus present supported the project.

Malaria Program

8. PID - Comprehensive Malaria Control Methods

ASIA Bureau - Support
AFR Bureau - Support
LA Bureau - Not present

NE Bureau - Support
PPC Bureau - Not present

Comments:

-Regional bureaus present strongly supported the proposal. It should be given higher priority. More staff is needed for malaria programs.

Clearance:

DS/HEA, Dr. Howard (in draft)
DS/PO, R. Simpson (in draft)

OIT - AA/DS REVIEW

Friday, May 12, 1978

Room 1406 NS

The Office of International Training DS/OIT Annual Budget Submission ABS for FY-80 was held Friday, May 12, 1978, 1300-1700 hours. The review, chaired by AA/DS Levin, resulted in the following:

1. The review was a welcomed opportunity for DS/OIT representative, other DS Staff and PPC Regional Bureau representatives to explore, probe and develop mutual understandings of what role OIT can and should play in the Agency struggle with and responsibility for the development process.

2. OIT will prepare a "fact" sheet that conveys the quantitative and categorical statistics of the total participant program and other essential facts. This "fact" sheet, demonstrating past, present and future participant training work loads, will facilitate a variety of DSB management and program direction.

4. The responses of the Regional Bureaus' representatives and other attendees to a number of the AA/DS questions indicated many of the respondents need for additional OIT background and orientation as to their (OIT) program goals, organizational concepts, Bureau relationships and training definitions. An example of the Bureau hesitancy in responding was highlighted by the discussion of the role and nature of the proposed Regional Training Officer.

4. The review also probed into a discussion of a series of related training topics; i.e., degree (academic), technical training, AID's responsibility to develop in-country institutional capability (the progress of Latin America in this area as compared to the continued need for in-country institutional development of Africa), the pros and cons of Third Country training and the defining of "short term," "long term" types of training.

During the course of the over four-hour meeting, various training related topics gave Bureau representatives and other spokesmen an opportunity to comment on training type questions such as "Is a training grant an award?" "Are training grants given to favorites, regardless of need?" Mr. Feldman's (LA) comments on training as a long-term "investment" edged the questioning closer to one of its major issues; i.e., the comparative costs of training through OIT or by other means.

5. On the issue of contracting-out costs compared to AID direct-hire costs, Dr. Goodman responded to Mr. Levin's inquiry by briefly reviewing the present OIT and its foreseeable direct-hire resource base. Given the planned reduction in OIT staff and the continuing demand for participant programming support, Dr. Goodman welcomed an expanded (albeit more

expensive) resource to be made available through the contract method. This supplementary training resource would permit OIT to move rapidly into exploratory training concepts and would facilitate development of complementary support resources tailored to meet the needs of each of the Bureaus.

The chairman inquired of the Bureaus, if they believed the projected expansion of the contractor mode of operations was "good or bad." The mixed reactions by the Bureau spokesmen led to Mr. Levin's question, "What role should OIT play in its service-response capability to the Bureaus?" Mr. Meehan, the Asia Bureau representative, expressed a belief that the Asia Bureau prefers OIT to continue to play its historic major role in responding to the participant training support needs of the missions while being negative on an overseas Technical Assistance role. OIT spokesmen noted that many U.S. AIDs have requested OIT TDY services.

Dr. Joseph suggested there are three OIT response capabilities to be considered within the training participant areas. They are: (a) contracting out OIT support services, (b) performing in the traditional OIT staff process, and (c) acting as possible technical advisors. Dr. Goodman reiterated an OIT desire to plan and work with all Bureaus to identify and resolve issues a particular Bureau may have. Dr. Goodman acknowledged that OIT, while it is not all-knowing, sees itself as in this review session, participating in a mutual learning process. Also, Dr. Goodman envisions the future role of OIT within the Agency framework of the total development process as better serving individual Bureau interests.

Dr. Goodman, continuing his discussion on "cost," noted that in earlier years head costs were centrally funded. Effective in FY 74, overhead costs were shifted to the individual Missions through PIO/P's. The accelerated increase of total training costs, direct and indirect, for individual and group PIO/P's have, in many instances, created a growing reluctance to use or avoid the AID/PIO/P funding procedure. After lengthy discussion, including comments on comparative contract-loan training costs, the Controller suggested an interim FY-78 financing tool; i.e., "bridging" of the "over head" costs of PIO/P's for FY-78. This appeared to be the best stop gap measure for FY-78 until an Agency resolution to the Master Disbursing Account problem is achieved. The question of central funding of new contracts and existing RSSA for FY 1979/ FY 1980 was discussed at length and will require resolution.

Following the "costs" topic, Chairman Levin, complimenting the attendees for their efforts and suggestions to a variety of complex OIT issues, expressed his belief that we are faced with three problem areas:

(a) size and scale of OIT in the present and in the future; (b) a need to examine the OIT and/or contract approach, including costs; and (c) a need for definition and criteria and appraisal of U. S. training-- academic, technical, short term, etc. An OIT "fact" sheet will be prepared by Dr. Goodman and staff.

6. The P.I.D., entitled, "Development Training Approaches" was examined at length. In light of the questions raised by the Bureau and after a "show" of hands, Mr. Simpson suggested the P.I.D. be revised along lines per the discussion.

The Chairman closed the meeting at 1704 hours.

OIT - AA/DS REVIEW

Friday, May 12, 1978

Room 1406 NS

ATTENDEES:

| | |
|-----------------------------|-----------------------|
| AA/DS, Sander Levin | DS/MGT, C. D. McMakin |
| AA/DS/HR, Steve Joseph | DS/PO, Robert Simpson |
| DS/OIT, James Goodman | DS/PO, John M. Ryan |
| DS/OIT, W. Small | DS/PO, L. Heilman |
| PPC/PB, Allison Herrick | DS/OIT, C. Bremseth |
| PPC/PB, Aim Kivimae | DS/OIT, Robert Landry |
| PPC/PB, Betty Case | DS/OIT, Ben Page |
| PPC/PB, Pat Gage | ASIA/DP, Hal Collamer |
| PPC/PDPR, Patricia Matheson | DS/RAD, Ken Kornher |
| ASIA/DP, Bob Meehan | OFM, Richard Harger |
| ASIA/TR/SHRD, Mary Taylor | OFM, Paul Cooper |
| LA/DR, Bill Feldman | |
| LAC/DP, Julius Schlotthauer | |
| NE/TECH, J. Dalton | |
| DS/EXD, Caroline McGraw | |
| DS/PO, Carol Peasley | |
| AFR/DP, Allan Reed | |
| AFR/DP, F. Wayne Tate | |

The meeting opened with some discussion of current Agency staffing in the area of nutrition and projected needs. LA currently has about seven people in the field working on nutrition programs; NE has one; AFR has one coming aboard and one IDI but noted many health advisors (7) do a combination of both; ASIA has two in the field and one in DC. ASIA noted this area would be an increasing emphasis with them. Dr. Joseph, AA/DSB, noted that integration of responsibilities would help, that too much emphasis is sometimes placed on credentials; Martin Forman agreed with this but said each regional bureau should have at least one well-trained person in the area of nutrition. Bob Simpson pointed out that when health and nutrition responsibilities have been combined, there has been a tendency to place too much emphasis on health. It was agreed that sensitization of all mission people to nutrition aspects should continue, with perhaps greater emphasis.

Project Discussions:

1. 0262 - Nutrition Planning and Analysis - After suggestions from NE and ASIA Mr. Levin said all the field services aspects of this project should be moved into the minimum, with some other activity moved out of minimum to accommodate it.
2. 0831 - Food and Nutrition Technical Services - All field service aspects of this activity will be moved to the minimum; further consideration will be given to what to do about pilot projects proposed.
3. 1010 - Changing Maternal Weaning (PID) - AFR, Edward Cross, mentioned some problems concerning fragmentation of effort, seeing this as part of MCH program. NE, Jim Dalton suggested that the Technical Assistance in Nutrition Education project could cover this area; questioned the need for a full-time person to [redacted] Mr. Forman said a part-time person was under recruitment

[Large redacted area consisting of multiple thick black horizontal bars covering the bottom half of the page.]

Decisions were:

AFR - Supportive.
PPC - No objection.
ASIA - Yes, with no additional staffing.
NE - Yes, with no additional staffing.
LA - Abstains.

Mr. Levin noted the project was approved.

6. Private Voluntary Organizations (PID) - Bob Simpson noted that there is a management issue related to including this project in the DS/N portfolio; these require much DSB staff time to monitor.

Decisions were:

ASIA - Support as long as not country-specific.
AFR - No strong feelings; OK.
NE - Likes project, wants it in minimum.
LA - Thought it should be at a lower funding level; support PID but if activities are single-country specific, Regional Bureau should finance.

Levin noted that this project was sliding toward the back burner; PID approved.

7. Child Care Systems (PID) - All offices agreed that this was a subject area much broader than either nutrition or child care and should not be a Nutrition Office project, that many offices, most especially PPC and WID, are concerned with some aspects of this type of activity.

Decision: Mr. Levin noted the consensus was to refer this proposal to PPC (and WID) for their review, that responsibility for including or not including this activity in the FY 80 program is shifted to PPC.

8. Family Factors Influencing Child Nutrition (PID) - Mr. Levin said he agreed with putting this at lowest priority. ASIA, Bob Meehan, said these issues are being looked at now on an ad hoc basis by missions, so if this project is not done by DS/N, it would still be covered somewhat, noting that operationally, this is supposed to be done in all good bilateral projects. AFR, Edward Cross, had problems with the project, feeling that most ethnic factors would be too country-specific to warrant this type of central project. NE, Jim Dalton, felt this was an important area to investigate, that perhaps there ought to be new ways for the Agency to deal with this kind of problem. When Bob Simpson asked about the possibility of this being a Title XII project, Martin Forman said it could be one but probably would cost four times as much.

Decisions were:

ASIA - No in terms of allocation of resources.
NE - Thinks important but question suggested way of tackling; agree with PID.
AFR - We do not concur as proposed here.
LA - No.
PPC - Maybe. (reserved yes)

9. 0227 - Combatting Iron Deficiency Anemia - When Bob Simpson asked if the minimum level could be done without an additional staff member, Martin Forman said probably not. Mr. Levin suggested the position of this project in the ABS may have to be revised in terms of personnel levels; this should be clarified.
10. 1309 - Functional Implications of Malnutrition - This is a Title XII project which Jim Dalton suggested moving to current. Martin Forman noted that the JRC is now anxious for more nutrition projects.
11. 0625 - Protein Calorie Interventions - Mr. Levin noted that this would probably be the first project listed under current on a revised Table V (as opposed to showing in the minimum level).
12. 1278 - Nutrition Health Delivery Systems - How much will actually be funded through DS/N rather than regional bureaus will be discussed as the project paper is developed, in coordination with bureaus on committee?
13. Village Level Food Technology (PID) - Funding for this effort is listed at the proposed level, and ASIA questioned whether resources would actually be available at this level. NE suggested this area also related to ATI, Energy. AFR rep asked relationship of this project to 0831 - Food and Nutrition Technical Services, which is handled by USDA RSSA. Martin Forman said it was related, but would not require expansion of RSSA if the additional direct hire staff requested in put in. Mr. Forman also noted that this would be done under four separate contracts. PID approved.

Decisions were:

- ASIA - Support if no extra direct hire added.
- NE - Support if no extra direct hire added (would put at higher priority).
- AFR - Support with no extra direct hire.
- LA - Abstain.
- PPC - No known problems.

14. School Feeding (PID) - Mr. Levin noted that this would have lowest priority in terms of decisions made on other projects today. Martin Forman confirmed that this proposal had been discussed with FFP.

Decisions were:

- ASIA - Support if resources available.
- NE: - Support.
- AFR - Absent.
- LA: Abstain.

PID approved (Levin).

drafted:DS/PO:CReeves

Attendees: DS/N ABS Review, May 26, 1978

DS/PO, C. Reeves
LA/DR, W. Sigler
ASIA/DP, R. Meehan
NE/TECH, J. Dalton
DS/N, F. Finley
DS/PO, L. Heilman
AFR/DR/HN, E. Cross
PPC/PB, A. Kivimae
PPC/PDPR, P. Matheson
DS/N, I. Hornstein
DS/N, M. Forman
DS/N, R. Pratt
DS/PO, R. Simpson
AA/DS, S. Joseph
AA/DS, S. Levin

LA/DR, M. Laskin
AFR/DR/ARD, S. Krouse
ASIA/TR/HNP, M. Wheatly
DS/PO/RES, M. Rechcigl
DS/N, M. Frazao
PPC/PB, E. Case
PDC/FFP, B. Felton
DS/PO, C. Peasley
DS/RDDA, J. Weaver
DS/XII, N. Luykx
DS/PO, M. Hayden
PPC/PB, P. Gage
BIFAD, L. Cesal
DS/MGT, D. McMakin

MEMORANDUM

TO: See Distribution

June 21, 1978

FROM: DS/PC, W. E. Alli

SUBJECT: Topics Discussed at AA/DS Review of DS/PCP's FY 1980 ABS

INTRODUCTION. At the subject meeting on June 1, 1978 the AA/DS presided over an all-day discussion of the individual DS/POP PIDs, projects, and staffing, etc. The AA stated that it was better to discuss the general issues in the ABS by focusing on the discrete activities being planned since this would also surface some general issues and treat such issues in proper context.

PROJECT IDENTIFICATION DOCUMENTS. Five PIDs were proposed. Of these, three belong to POP/DEMO. Some persons at the meeting did not clearly understand how the activities proposed in POP/DEMO's PIDs relate to other activities of the Division.

No decisions were made regarding the approval of PIDs. (PIDs proposed by the office will be circulated to R & D Committee members for formal comment.) The review procedure for the PP (e.g., by the Research Advisory Committee) will be determined when PIDs are approved.

Demographic Data for Development. This project should yield data useful to many Missions.

Demographic Research in Family Planning. Suggested Review: RAC. This project may provide some of the answers to questions that PPC is interested in.

Urban Population Dynamics. Suggested Review: RAC. The name of this proposal is not adequately descriptive because the activity also includes work with demographic data on rural areas, the source of migrants going to cities. The POP/DEMO Division intends to change the title to "Urban and Rural Population Dynamics".

Field Expansion - Contraceptive Products. Mr. Levin asked that POP/PPSD arrange to have information on oral contraceptives prepared for non-literate audiences.

Information for Key Target Populations. This proposal sounds appealing but there may be a need to clarify its distinction from the PIP - II projects.

SELECTED DS/POP PROJECTS: MISCELLANEOUS COMMENTS

Goal One: 0547, World Fertility Survey. DS/POP and the Regional Bureaus need to work on how to provide data to the Missions.

0622, 1980 Round of Census. This project should not have been ranked as low as no. 98 (Table V, p. 11), according to Mr. Levin, because we do have a strong commitment to it.

0623, Demographic Surveys for Birth and Death Data. PPC wants this project to finance some research related to 104(d) aims. POP opposes PPC and claims that other projects are doing the research desired by PPC. Steve Joseph stated that it is not for A.I.D. to do all the research that has to be done.

0658, Demographic Data Collection in Africa. Under the present Agency policy this project would have to go out for RFP (Request for Proposal) but because of the dearth of expertise on Africa, and the lack of many institutions with critical mass at any one site, there might be a problem of getting enough qualified bidders.

Goal Two: 0655, Population/Development Planning. This project has received approval from NENA and Africa Bureaus but LA is not prepared to support it until the evaluation findings of the earlier GE/TEMPO project are aired. POP/PPD objects to the way the whole evaluation episode with GE/TEMPO is being used to prevent similar or follow-up activities to be mounted. Mr. Levin said that this general subject should be discussed separately.

Goal Three: 0632, Fertility Impact of Different Types of Family Planning Programs. Mr. Levin said that there may be a need for more description of the interrelationships with other offices.

Goal Four: 0877, Field Support Technical Assistance. This project has been funded to run concurrently with DS/HEA's project with the American Public Health Assn. and expires on May 31, 1979. DSB has three months to decide on the RFP for activities in population/family planning, health, and related work to be done after May 31, 1979.

Goal Five: 0638, Strengthening International Population Communications and Training. Mr. Levin expressed his dissatisfaction with a digest of articles ("Resume") published by the University of Chicago and asked DS/POP to review the usefulness of our funding this activity.

Goal Six: 0644, Paramedical/Auxiliary FP Personnel Training. The Project Paper for this activity is expected to be ready for DSB review by July 1, 1978.

STAFFING.

Staffing requirements were looked at both in general terms and in relation to the planned project activities. Asia Bureau announced its non-support of DS/POP staff increases because the bilateral programs are not yet sorted out in terms of personnel requirements. NENA Bureau opined that management

decision making, and perhaps population programming, cannot be decentralized and that there is a need to focus also on the array of skills available thru outside contractors as well as direct hire DS/POP staff. DS/POP mentioned a total of 1700 person-years for the combined staffs but said this figure has to be refined. Mr. Levin declared that links were needed between the proposed program and the proposed staffing and these should be reflected in the subsequent materials prepared for the 1980 ABS.

OTHER SALIENT TOPICS

Demography: Steve Joseph said he did not see an articulation of the research strategy in this area, nor a program strategy that deals with (a) levels of effectiveness, (b) trade-offs in institutional development vs. data generation, (c) what the choices are and how they relate to a broader scale. Mr. Levin mentioned the usefulness of reviewing a strategy paper on demography prepared by POP/DEMO in 1976 and thought that updating the paper might be helpful. Mr. Levin asked Mr. Brakcett to prepare a country by country profile of DS/POP's demographic activities.

Program Effectiveness: Several times PPC/PDPR brought up the issue of program effectiveness as a basis for justifying the budget request. Steve Joseph responded that we need to distinguish between levels of "effectiveness". There is program effectiveness which is difficult to measure and usually requires special study and there is project effectiveness. The latter is supposed to be addressed during the project design stage and should be reflected in the evaluation design.

Family Planning Services: DS/POP has planned for a substantial increase to deal with anticipated expansions of activity in Mexico, Brazil, India, Nigeria, Colombia, Ecuador, Turkey, and other countries.

Integration with Other Fields: Mr. Levin requested Dr. Ravenholt to prepare a listing of DS/POP projects to show how they are/can be integrated with health, nutrition, etc.

Contraceptives Funding: Mr. Levin asked that a subcommittee take up the issues involved in Missions' funding of contraceptives

Miscellaneous: Robert Meehan (ASIA/DP) suggested that the Narrative statement be supplemented by addition of the phrase "support to the field" under the section on Major Objectives (p. 1).

DISTRIBUTION

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May 31, 1978

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Topics Discussed at AA/DS Review of DS/RAD's FY 1980 ABS

Mr. Levin, Chairman, opened the review by asking Mr. Hobgood, Director of the Office of Rural and Administrative Development, for an opening statement. Mr. Hobgood briefly described the development and recent history of the RAD Office, and presented his projections for the RAD Office development through 1985.

For the Rural Development Division, he argued for an increase of two professional staff positions and one secretarial position for FY 1979, and an additional professional staff position in FY 1980. Contingent upon the following conditions being met -- (A) that each Regional Bureau authorize and recruit a multi-disciplinary R.D. staff by FY 1982, and (B) that the external resources marshalled by the DS/RAD staff will be adequate to meet expanding applied research and consulting needs in critical RD areas-- he proposed that the RD Division begin a phase down in FY 1982 to be completed in FY 1985. The Regional Bureaus strongly supported the proposed staff increases for FY 1979 and FY 1980 but equally strongly opposed the RD Division phase down -- arguing that the conditions upon which it is predicated could not be met.

In response to inquiries from Mr. Levin, the Regional Bureaus indicated that the services offered by the Division of RD were both useful and needed by their respective geographic regions and supported continuing and expanding the present Division.

For the Development Administration Division, staff increases of two professional positions and a full time secretarial position in FY 1979 and two more professional positions and another secretarial position in FY 1980 were proposed. Support from the Regional bureaus for the staffing increases was made contingent upon the approval of the FY 1980 projects proposed and the increased staff demand resulting thereof.

Mr. Hobgood also proposed, if RD phased down as projected and DA similarly developed along the projected lines, that DA be raised to its former status of a separate office.

In light of the unresolved question of DA staff increases, the issue of DA as a separate office was not dealt with.

Starting with the 7 core RD projects identified by Mr. Dalton of the Near East Bureau, Mr. Levin asked for the reactions of the respective Bureaus to the individual projects.

1. Project #1135, Area Development: Favorably supported by NE representative by citing urgent technical needs foreseen in Egypt and Tunisia. It was noted by Mr. Levin that the present project negotiation impasse created by AID General Counsel, should be resolved in the near future. Asia and LA representatives noted the role of IPA Nicholson who is the key-man to the success of the project, his "style" and command of the project. LA expressed a concern for ensuring proper project inter-relationships with Urban Development and Agriculture. RAD spokesmen noted similar concerns. Because of the project characteristics there is a possibility of overlap in marketing. However, the overlap is "not substantive but conceptual". Director Hobgood responding to an LA Bureau inquiry, cited some examples of possible country candidates including Paraguay which was also recommended by LA Project Committee Member, Bill Feldman. LA spokesmen suggested that any universities chosen possess the cultural and broad-gauged familiarity with the geographical area to be serviced.

2. Project #1137, Participation and Rural Development: NE (Dalton) made a special plea to expand the university type of services (such as the Cornell cooperative agreement).

Director Hobgood commented on the Cooperative Agreement, observing that it is a unique and flexible contractual tool, through which universities can be drawn on for support services expeditiously.

Both Asia and LA cited perceived needs for this project. Chairman Levin noted the agreement for the continuation of this project.

3. Project #1191, Off-Farm Employment: Mr. Hobgood, responding to the NE concern for the MSU staff limitations, proposed \$½ million in FY 1980 to expand the staff capacity of MSU. The expanded resource base could possibly include full or part-time resource capability in the Arabic culture. The Asia Bureau believes that Missions would make better use of MSU if a description of the total resources and response capability in Off-farm Employment of MSU was given to the Missions.

Consensus was to continue project as described in PP with decision on FY 1980 additional funding of \$500,000 to be made before DSB ABS is finalized.

4. Project #1169, Rural Financial Markets: Ohio State University cannot handle all of the requests for assistance in credit; therefore, Dr. D. Adams, (OSU) is now trying to develop academic resource linkages. He has already established one with Arizona State and is working

on one with Harvard University. Mr. Dalton commented on Ohio State's possible use of Turin-based consultants for Rural Development efforts in North Africa.

Consensus of project was for it to continue.

5. Project #1190, Alternative Rural Development

Strategy: With little comment, the project is to be continued.

6. Project #1192, Rural Market Systems: This new project is now PID approved. Comments and suggestions are being incorporated into a Project Paper with an expected completion of PID revision by mid-June. Assistant Administrator Levin advised DS/RAD to continue processing the Project Paper.

7. Project #1136, Methodologies for Rural Development
Analyses: NE spokesman noted an expected increased usage in NE areas, particularly in Tunisia and Egypt. Consensus of review was to continue project.

8. Project #1144, Administration and Organization of
IRD: Chairman Levin noted PP review to be held in early part of June. Review results will be basis for further consideration and action.

9. Project #1132, Social Analysis for Rural Development: Some confusions on the nature of this project were expressed. Is it designed to provide social science analysts? Are more State-of-the-Art studies needed? The Asia Bureau was very supportive of the proposal as written. The NE spokesman, although sympathetic to the intent of the proposal to access social scientists, stated that other RD projects were more useful. LA claimed that they were gearing up to self-sufficiency and believed they could use the RD IQC if needed; however, they were open-minded to supporting the activity if a short-fall could be demonstrated. Mr. Levin asked Mr. Hobgood to refer the proposal to Mr. Shakow of PPC to explore possible resolution of the problems with this project.

10. Project #1170, Rural Development and Fertility:

Mr. Levin queried if RAD had conferred with POP and PPC on this project. Mr. Hobgood affirmed this was done. Mr. Hobgood noted that cooperative agreement is in the final stage of processing and that the proposal may experience some opposition by General Counsel.

11. New Project, Landholding Systems and Rural

Equity: Mr. Hobgood briefly described relationship of proposal to existing 211(d) activity with the University of Wisconsin. DS/RAD hope that Wisconsin will qualify under the expanded cooperative agreement program which would mean that they would be able to more effectively provide assistance to USAID missions and the host countries.

Asia supported project idea, as did NE and the caveat that the proposal be scaled down. Africa Bureau foresaw little need of proposal services in the immediate future. LA asked, "Would Institution Core survive without AID financing?" No, not without Core support, affirmed RAD spokesman.

AA Levin noted that the PP for this project should be written in consultation with Bureaus and tailored to meet their specific needs.

Proceed with further preparation of PP.

DEVELOPMENT ADMINISTRATION

12. Project #1053, Managing Decentralization: FY 1979
project to proceed as scheduled.

13. New Project, Management Skills Development:

When asked by AA Levin, "is the demand for this project visible?" Dr. Kornher responded, "yes". He knew of at least 15 field projects related to these needs from diversified geographical sources. Recent mission requests have included Kenya, Tanzania, Regional Caribbean, Jamaica, Ethiopia, Egypt and Sudan. The Asia Bureau representative noted DS/IT efforts in similar technical areas. Dr. Kornher responded that he had discussed the proposal with IT and that office supported it. He believes the efforts are complementary.

AA Levin asked DA to send a telegram to all Missions for their reactions and to hold up further action on the PID until results are in. NE asked that the message be specific as to substance and methodology and couched in terms that cover sectoral needs, not "public administration" skills.

Consensus was to inquire into demand by the Missions and to advance, revise, or withdraw the project proposal accordingly.

14. New Project, Local Revenue: The Africa Bureau representative did not see much need for an activity of this nature. The other bureaus were favorably disposed. Mr. Dalton thought it deserved top priority among the FY 1980 DA proposals. Additional topics for possible inclusion within the proposal were a "state of-the-Art" paper and normative judgements about alternative approaches to local revenue generation and payment for local services, also national tax law impact on local revenue. Mr. Meehan suggested that the project address not only taxes but all kinds of locally generated resources.

AA Levin suggested RAD coordinate the PP proposal with DS/UD and PPC offices. Consensus: continue PP development.

New Project, Conservation Management: Project proposal received mixed reactions and limited Bureau support. NE expressed a firm "no". Asia recognized a DSB support need, but thought that multidisciplinary services might be placed with ST or AGR. AFR was moderately supportive, suggesting that the usefulness of the project might be raised by addition of training and policy sciences discussions. Mr. Feldman said that the LA Bureau was building some of its own support capability, and could not endorse the project unless substantial field needs were identified

that could not be met by LA or alternative DSB resources.

Dr. Kornher noted the need for additional personnel to manage the project. FY 1980 ABS review may develop relevant environment/conservation/energy project information for use in further inter-office dialogue and consequential revisions or approaches to the proposal.

Chairman Levin asked for any further discussions, and/or comments on the RAD FY 1980 ABS. There being none directly related to the inquiry, the meeting adjourned at 1320 hours.

MINUTES DS/ST ABS REVIEW

May 30, 1978

Mr. Henry Arnold, DS/ST opened the meeting with a discussion of the difficulties created for DS/ST by external pressures from the Executive Branch and the Congress that generate new program initiatives that, because of their sources, sometimes out-balance the priorities we would normally assign to the discrete element of our program. Unfortunately when new elements are added to our program by such means, there is never an opportunity to raise the question of corresponding adjustments of the personnel ceilings. Personnel levels now constitute the most effective constraint to program development.

Mr. Dalton, NE Bureau said that with the recent reorganization and redistribution of functional responsibilities, the Regional Bureaus are responding more directly to Congress on such matters. It is no longer principally the concern of the Central Bureaus.

LA Bureau representative commented that few Regional Bureaus have Science and Technology Officers. He thought that the reorganization had to go further to redistribute the scientifically competent personnel to the field missions before we can become really responsive, as an Agency, to the impetus for scientific and technological transfers.

Mr. Simpson called attention to elements of the DS/ST program that do, or should, impact on the field missions. While perhaps not S and T officers per se, there are already people in the field who can and will use the outputs and products of the DS/ST programs and, by local adaptation, magnify the impact of some centrally managed projects. This is not to say, he continued, that there should not be a gradual build-up of technical staff in the Regional Bureaus and field missions.

A long discussion followed of the organization and function of the proposed new Foundation for Science and Technology announced by President Carter during his South American visits.

With or without the proposed Foundation Mr. Arnold said, the field missions had to be strengthened to absorb further scientific and technological projects. It was difficult, he said, to project the program of ST out three years in the future without some guidance regarding the structures, functions and priorities as they may be perceived by the new Foundation. The ABS, as submitted, he continued, is not based on any analysis of the probable effect of creation of the Foundation. Nevertheless, it is clear that AID goals and policies are in transition and we may now have a fleeting chance to shape the future to some extent by the way we structure the program in this ABS.

Mr. Levin cut short a discussion of preparations for the UN Development Conference saying he wanted to consider that separately from the ABS as a whole.

Mr. Levin asked whether the ABS was not a tortured attempt to relate old programs to the newly mandated directions. It was difficult, he said, to see the relationship of some projects to the rural poor even if one took a broad interpretation of the Congressional mandate as including some urban problems and touching some middle-income countries.

Asia Bureau representative complained that DSB attempts to formulate programs for the field before consulting with the appropriate Regional Bureaus. Mr. Simpson mentioned that all currently active projects shown in Table V, pages 8 and 9 are at base level. All programs above the base level have to start from scratch.

A discussion of the PASA with National Academy of Sciences brought forth a recommendation from NE Bureau to increase the money in this project. Mr. Simpson said the effective limitation is the existing staff. If concessions regarding personnel can be made, additional money would be no great problem.

Latin America Bureau representative said NAS seems to avoid the grubby work of utilization. They conduct workshops all over the world but nothing then happens. The need is to find the nexus between knowledge and effective action.

Africa Bureau said it was nice to do these seminars but asked "where's the pay-off?"

Near East Bureau commented favoring the PID saying it was up to the missions to do the follow-up after NAS did its training work.

AFR Bureau supported the PID.

Asia Bureau supported the PID saying we should let the field demand determine subsequent year investment levels. We can start modestly and let it grow as the absorptive capacity increases.

PPC agreed this was the sort of centrally-funded mechanisms needed for field support but cautioned that forward-funding should be in carefully considered increments.

OST said the need is to be able to respond to a number of countries at the same time.

Mr. Levin said he wanted a strong, positive central capability to respond to requests for appropriate technology support. He visualized a sort of development cadre to respond quickly. There should be liaison with ATI.

Mr. Arnold spoke of five people in the field all the time supporting field missions on call.

Mr. Dalton, NE Bureau asked if ATI could not do this sort of responding.

Mr. Arnold said ATI considers itself independent of the AID effort. They hope to be innovators ahead of the sort of thing AID would invest in.

Near East representative says NE Bureau wants 2 years of workshops, 2 years liaison and 2 years field support and favors cutting all the rest. He would agree to take another look after 2 years.

Mr. Firfer said this sort of consultation would be outside the charter of ATI. ATI, he continued, was made autonomous by the Congress. Mr. Heyman, LA Bureau, said that to have it outside AID pulls us in conflicting directions.

Mr. Firfer said we are more or less committed by the Administrator to support ATI at 20 million dollars over the next three years.

Several present questioned whether we should accept that as a firm commitment.

Mr. Simpson called attention to the priority assigned this effort. It is 32 in the priority listing.

Mr. Dalton, NE Bureau, says his bureau favors the ATI project but wants it scaled down. He recommends funding only the support elements for 2 to 3 years at 2 to 4 million dollars and then he would propose we look at the whole thing again. He thinks it would be useful to spread knowledge of successful utilizations of appropriate technology and thereby to propagate new uses from country to country.

Asia Bureau supported Mr. Dalton's view and said the funding ought to be cut to one-quarter of the levels shown. The longer range study has a very low priority for LAB.

Latin America Bureau supports only the field support elements of this project—those that would encourage indigenous initiatives and support missions AT efforts.

Asia Bureau favors only the field support components of this project but not at the proposed 2.5 million dollar level.

Africa Bureau thinks that Regional and bilateral projects in appropriate technology need OST support in the project development stages. OST should make available to the field information about available technologies and assist missions in reviewing and responding appropriately to indigenous entrepreneurs.

Mr. Levin said he approves of tasks A, B and D but was still uncertain in regard to task C.

Preparations for UN Conference: National Research Council studied the proposed agenda and the preparations for the UNCSTD Conference and found 22 scientific or technical areas with some sub-areas in which the US might take the lead and make state-of-the-art appraisals.

Involving the Private Sector: This is to be a 1978 initiative, a one-shot activity.

Standardization: This is phasing out next year. AID, has supported this for 10 years. Near East Bureau has supported this in the past but didn't want to take it over. Unless countries institutionalize the process, nothing useful will happen. Mr. Jacob thought this important but thinks it can and should be fostered through bilateral and particularly by regional projects.

Mr. Levin said we have this launched. We will see what happens to it by phase out time next year.

Mr. Arnold said that trade demands some guarantee of commonly accepted standards and quality control.

Mr. Levin directed that a message be sent by OST to all field missions informing them of the continuing availability of support in standardization efforts.

Technology Innovation: (page 59) Mr. Arnold said this includes activities that do not fit neatly into other scientific or technical areas. Opportunities occur that field missions are unaware of. OST picks up on these, proves them out and then disseminates the resultant experience to the field.

Asia opposed this on the grounds that it is what the bilateral projects are supposed to do. There needs to be a clear division of labor between central bureaus and geographic offices on this.

Mr. Arnold said this is not intended to be a field test but a theoretical examination of what is possible.

Africa Bureau found no justification of such a "pot shot" project. Other bureaus responses questioned the value of this to what is actually happening in the field.

Mr. Levin said he would consider this again in terms of personnel situation.

Environmental Geology: Mr. Dalton, Near East Bureau asked what indication OST had of mission demand for information on industrial mineral resources.

Asia Bureau said US Geological Service is involved in several projects some involving energy sources. Asia feels this is not appropriate for Central Bureau project and has grave doubts about the wisdom of AID sponsored exploration within LDCs.

It was emphasized that the project is mainly participant training.

Dr. Boskens, Energy Office, said this would not be a search for particular minerals but a survey to see what's there. LDCs often don't have technicians or capital for exploration and may be unaware of the existence of commercially important mineral deposits. Missions often lack staff to launch such development surveys. Since scientists in AID are so few it was thought best to hold them in central bureau to manage such broad gauge efforts as this.

Asia Bureau thought AID ought not to get involved in the search for or the extraction of minerals—these should be left to private sector development.

Africa said this is not an acceptable way to approach the problem. Participant training is not enough.

Dr. Boskens said this was a project to train geologist in land use planning.

Mr. Dalton, Near East, thought geological mapping would be a valuable tool for development but in view of the small number of trained geologists in LDCs he questioned the 3 million dollar level.

Mr. Wally Parham, OST, emphasized the usefulness of local mineral materials in internal development of LDCs: road building from the detrious, home building, water for land use planning, etc.

The possibility of remote sensors for geothermal exploration from satellites was discussed.

Mr. Levin asked Bureaus to indicate whether they thought this had relevance to LDC development needs.

LA: Some relevance

AFR: Some relevance

Asia: Relevant, important

Near East: Some relevance

PPC: May be relevant in the context of declining mineral resources worldwide and in the long range.

Dr. Paul talked about exploration from satellite using geothermal sensors and film. The resolution in photos from space is remarkably good. Sensors could be placed by the shuttle vehicle so there would be no launch costs and retrieval of the tape is easier.

Asia asked whether tying sophisticated technology to the exploration of remote areas of undeveloped countries offered commercially feasible exploitation opportunities. It seems to offer only long-term development support.

Dr. Boskens, Energy Office, supports the PID but is not in a position to judge its' relative priority.

Asia noted that this requires new staff so it automatically falls into the long-term category. Asia opposes investment in it.

Africa said it had some relevance.

Asia thought it highly relevant.

LA thought it relevant.

Near East said it had no relevance to its' development plans.

PPC said this project is a natural progression of AID responsibility to develop new energy sources.

Six ongoing projects:

Arid Land Info System: Final obligation in FY'78. There was no comment on this.

Environmental Management and Field Support: This requires two-years funding the last increment in FY'78.

Dept of Energy and AID roles were discussed. Mr. Arnold said OST has weekly meetings with DOE.

Environmental Training and Grants: Africa Bureau is engaged in their own program aimed at the same people therefore, thought this program had little relevance. Molly Kux said this project should be able to assist AFR bureau to get its projects off the ground. The AFR program begins in FY'79 while this project ends in FY'78 so there is no real overlap.

Renewable Resources: Asia Bureau accepted that OST should do the initial spade work but thought the feasibility studies should be bilateral. It is proposed to study 4 areas of the world: Asia, Africa, Nepal, Philippines.

Management of each of these pieces, Asia Bureau said, should be in the Regional Bureau concerned.

Mr. Arnold said we should avoid duplication but high altitude and a variety of geographic features were required.

Africa Bureau suggested that OST try to choose sites that are complimentary to but not duplicative of Africa Bureau projects. Mr. Levin asked where this would fall in the priority lists. AID has made public commitments regarding environment. Essential basic data is needed and the LDCs often don't have it nor the means to collect it. Without adequate data it is not possible to make valid environmental judgments. We have a requirement to report to Congress on these factors. Is this project a means to pay for that report?

The manpower progressions in successive years was questioned. At the highest level of effort, there is the smallest management staff. As the program increases in cost and complexity the available manpower decreases. There will be some trade-off of contract versus direct hire staff as the activities develop.

Man in the Biosphere: Ms. Molly Kux said MAB is a mechanism to provide data for reports on three other areas. OST feels strongly that an ecological approach is necessary in all AID sponsored development and we need to expand our capability to evaluate ecological impact of our projects before we commit funds to them.

Asia said this isn't the way to go about it. Field missions have exactly the same access as DSB to the scarce expertise available. Environmental impact is obviously always area specific therefore not appropriate for central management.

Mr. Pike, Near East Bureau said NEB is looking for an environmentalist, an expert but they are difficult to find. He was highly critical of OST proposal to spend five million dollars on a single project when what is needed is not a US capability but an LDC capability to evaluate probable impact on the local environment.

OST ISSUES

Preparations for U.N. Conference

It is difficult to anticipate the major thrust of LDC aspirations as they will be expressed at the U.N. Conference. It is desirable that AID should maintain the maximum operational flexibility to respond to initiatives of the LDCs at the Conference. However, ultimately the entire package of projects must be justified in terms of their technical feasibility, their applicability to Agency goals and the Agency's capacity to implement them. Certain of the proposals will probably seem controversial even if the Congressional Mandate is broadly interpreted and they will require special policy decisions, particularly in regard to the human resources necessary to proper execution. The issue is how deeply and in what ways the projects launched in support of the U.N. Conference will affect the rest of the Agency's program and whether in approving extraordinary support to the U.N. Conference the full impact on the on-going program is understood and considered acceptable.

Appropriate Technology and Functional Costs

To what functional category should we credit the funding of Appropriate Technology Projects? Grants and other investments in appropriate technology will amount to quite substantial sums and will support developmental activities in many, if not all, functional categories. To charge all these funds to Technology/Energy/RR gives a false impression of Agency priorities.

Construction Technology:

A policy decision is needed in regard to Construction Technology both as to its relative importance to other development activities worldwide and as to where within AID the management responsibility activity should reside. Should special construction techniques (high wind resistant earthquake resistant and others) be considered Appropriate Technology or Engineering or Science and Technology responsibilities? Is this an area in which some degree of redundancy is acceptable? We need common criteria for evaluation of Construction Technology projects.

There are also potential areas of overlap between Energy Office, Engineering, OST and Agriculture in such activities as resource plantation, bio-mass, wind and solar energy applications, geo-thermal exploration, high altitude and coastal zone applications. Are bureaus concerned with the present breakout of functional responsibilities?

Applicability of Sophisticated Technology in Underdeveloped Countries:

To what extent, if at all, are projects based on the outer fringe of technical feasibility directly applicable to the mandated population targets. Characteristically such societies are scarcely able to cope with contemporary technology. Are we making the unexpressed assumption that these sophisticated technologies can be cost effective in the context of the economy of developing countries? Can these technologies be absorbed in a relatively practical and cost effective manner?

| PROJECT TITLE | LEVEL OF REVIEW SUGGESTED | RATIONALE AND/OR ISSUES |
|---|---------------------------------|---|
| Science Policy, Planning and Management Support Project | Independent | This project contains components to provide for "long-term and basic" research in domestic science and technology policy. In addition, methodologies will be developed, such as case studies, to examine the success or failure of science in LDCs. |
| Man and the Biosphere - Phase II | RAC | The purpose of the project is to "identify and mobilize U.S. scientific expertise in the generation of new knowledge..." to aid LDCs in environmental/natural resource problems in developing countries. Up to four joint US-LDC multidisciplinary research programs will be initiated in the areas of tropical forest, fresh water, coastal zones, mountain/tundra, and island ecosystems. |
| Desertification | RAC | The purpose is to develop new information techniques through "supporting research" to facilitate the use of LANDSAT in identifying parameters associated with the spread of deserts. |
| LDC Forest Resources | RAC | The purpose is to supported expanded research efforts in sustained multiple use of LDC forests. Although a large component of institution building is included, the research components identifiable for review purposes. In addition, is it appropriate for the project manager to personally identify needs and award grants for the large sums of money involved in this project. |
| Costal Zone Resources | Independent | Basically institutional support but provides for fundamental research activities in the area of water polution, costal ecosystems, fishery resources, water supplies, etc. |

| PROJECT TITLE | LEVEL OF REVIEW SUGGESTED | RATIONALE AND/OR ISSUES |
|-----------------------------------|---------------------------|--|
| Remote Sensing for Cartography | Independent | The purpose is to provide better maps. However, the brief PID indicates that the US Geological Survey is currently doing research to see if, in principle, the proposed techniques are theoretically feasible. |
| High Altitude Lands | RAC | The purpose is to explore the long range problems associated with high altitude lands. At least one large "multidisciplinary" research project is planned. Project assures that "...existing technologies and new research can be identified and conducted which will contribute to improved land use in these regions." |
| Zeolites and Agriculture | Independent | The purpose is to inventory zeolite resources, assemble data, identify gaps in knowledge, and design and carry out field programs. Research components should receive independent review. |
| Mineral Exploration | Independent | The purpose is to demonstrate sophisticated computer image analysis techniques in a mineral rich LDC to benefit the people and multinationals. How will this technology be transferred to or used by other LDCs? |
| Sensor for Geothermal Exploration | RAC | This fundamental research program would provide NASA with funds to develop a geothermal sensor for the space shuttle program. It is not clear, since no one has such a probe, why it will benefit only the LDCs when in fact it could be used for survey work anywhere on earth? |

| PROJECT TITLE | LEVEL OF REVIEW SUGGESTED | RATIONALE AND/OR ISSUES |
|---|---------------------------|--|
| Transfer of Industrial Technology | RAC | Involves components to provide "support to IRIs through grants for specific research project support." Studies on a variety of ways to increase the speed of LDC industrialization will be investigated. RAC should review the parent program and the separate individual components. |
| Appropriate and Productive Technology Support | Standard | |
| Environmental Geology | Standard | |
| Weather Satellites | Standard | |
| Environmental Training and Grants | Standard | |
| Renewable Resource Plantation | RAC Subcommittee | This project proposes to study means of establishing tree plantations in deforested areas of LDCs and to improve soil productivity and nursery management. A number of experimental areas in three LDCs will be selected for these adoptive studies which due to the complexity of the tropical ecosystem, will require rather detailed methodologies. |
| Scientific Institutions for Development | Standard | |
| Wood as a Fuel Resource | Independent | Provides for a number of studies on the successes and failures in revising LDC deforestation trends. Due to the complexities of the tropical forest ecosystems, rather detailed protocols will be required to address the primary project purpose. |

| PROJECT TITLE | LEVEL OF REVIEW SUGGESTED | RATIONALE AND/OR ISSUES |
|---|---------------------------------|--|
| E/NR Expanded Information Base | Independent | This project would support a series of studies and "environmental guidelines" to called baselines data in the areas of environment and natural resources. To obtain the appropriate baseline information, detailed experimental and scientific protocols will be required. |
| Small Enterprise Tech. Transfer Study | Standard | |
| Proprietary Technical Rights Assistance | Standard | |
| Technology Transfer Information System | Standard | |
| U.N. World Conference Phase II | Standard | |
| U.S. Preparation for U.N. World Conference | Standard | |
| Policies for Science and Technology | Standard | |

SUMMARY
AA/DS ABS Review for DSB
Office of Title XII Coordination and University Relations
June 5, 1978, Room 3886 NS
10:00 - 12:00 Noon

Attendance is indicated on Attachment A

General Comments: Title XII is a two-dimensional Congressional mandate: a set of program directives placing emphasis on building more nearly adequate institutional and human resource capabilities in the LDC's for agricultural development, and a set of directives on improving effectiveness of operating relations between AID and American agricultural universities. The title provides a body of concepts and establishes a set of machinery to facilitate AID's utilization, with optimum effectiveness, of the experience and organized capabilities of U.S. agricultural universities and colleges and the "person power" in these institutions. BIFAD and its subordinate committees and staff are the instruments designed by Congress to achieve both these sets of directives.

The BIFAD structure reports directly to the Administrator to assure highest level executive attention to necessary policy development for accomplishing the purposes of the amendment and to assure, also, effective Agency-wide follow-through on implementation.

The responsibility for implementing specific Title XII activities rests with all elements of the Agency, primarily with country missions and Regional Bureaus, but also with AA/SER and with DS/AGR, DS/N and DS/RD. The DSB Office of Title XII Coordination and University Relations (DS/XII) has responsibility for Title XII leadership, for monitoring AID performance in implementation of relevant Agency policy actions and, especially, for coordination of Agency evaluation of and responses to BIFAD recommendations and initiatives.

According to PPC calculations a quarter of a billion dollars of AID food and nutrition activities fall within Title XII categories. Relatively little of this activity is new to Agency experience. (Exceptions are the Collaborative Research Support Program and the program for strengthening U.S. universities.) Even the ways of carrying out most of these activities are not entirely new. But necessary decentralization of AID decision making makes difficult effective AID interaction with universities and especially the best matching of university resources to specific AID tasks--a major goal of the Title XII amendment. In discharging its responsibilities, DS/XII necessarily interacts continuously with all elements of the Agency and directs its major recommendations to the Administrator or Deputy Administrator to assist his interactions with the BIFAD at monthly meetings and interim decision making processes.

BIFAD Staff, DS/XII Staff Roles

A topic of discussion was the relationship between the BIFAD staff and DS/XII. The response was that, in simplest terms, the BIFAD staff supports the BIFAD in its mandated participative role in representing interests of the U.S. agricultural universities. It reports to the BIFAD (and the BIFAD reports to the Administrator and, annually, as provided in the Amendment, to the Congress via the Annual Report). The DS/XII staff has the function of leadership and coordination (as stated above) within AID to assure that AID's accommodations of policies and procedures to the needs of the universities as represented by BIFAD are to the optimum advantage of AID's responsibilities in carrying out the objectives of the foreign assistance legislation. At the meeting, the Executive Director of the BIFAD staff agreed with this characterization of the relationship, stating that there was no overlap or redundancy but that the two staffs work together to perform their respective but different functions.

Strengthening Universities

The major topic of discussion was the proposed program for strengthening U.S. universities. It was pointed out that these grants are not to be general purpose grants, but will be tailored to meet the needs of Title XII. AID would not use them to build new technical resources but to orient the technical capacities of universities more effectively to serve AID's and LDC's needs.

In discussion of the program for formula funded strengthening of universities, it was noted that this program is in part to enable universities to use their manpower resources in AID's overseas program without undue detriment to their domestic responsibilities. Strengthening grant proposals will be prepared by individual universities for a five-year period following criteria developed by AID and BIFAD. AID funds can only be spent on direct, not indirect, expenditures. AID matches university direct expenditures on a 1 to 1 basis. Universities must meet all indirect costs associated with both their strengthening expenditures and AID's.

The question of adequacy of funds and how the number of strengthening grants would be controlled was raised. The number of grant proposals is not known. However, several constraints will limit application. One is the matching requirement which is virtually a 2:1 university-to-AID contribution ratio in light of the indirect costs contributed by universities. A second is the necessity that all expenditures must be relevant to the objectives of Title XII in the food and nutrition area. A third is that after five years for any given institution, the ceiling on AID contributions will be 10% of the volume of work done for AID by the university. Allocation of a limited strengthening budget, especially during the early years before this 10% ceiling applies, will require difficult decisions by AID and BIFAD. The substantial work load,

noted by several participants, involved in review and processing of grant proposals is to be handled by simplifying the process to the maximum extent possible and by involving a peer review process. The remaining work load may still exceed the capacity of presently identified staff resources.

The need for assuring that AID investments in strengthening U.S. universities correspond with AID requirements for university resources was discussed. It was noted that PPC projections of food and nutrition expenditures suggest a three to four-fold increase in AID's requirement for technical resources. Thus, AID's needs for external expertise may exceed the probable expertise pool in universities likely to apply and satisfy the requirements for strengthening grants. Much depends upon the types of activities universities are willing to undertake, and on arrangements to mobilize special expertise in smaller institutions. Projections should be based on the specific needs for Title XII type activities. The recently issued agricultural policy paper by PPC and the basic human needs strategy paper should be helpful.

It was agreed that DS/XII, in cooperation with BIFAD staff and with PPC and other Agency units, would estimate the subject matter fields and magnitude of external university resources needed by AID in the foreseeable future. The results of this analysis should be communicated to the university community for its guidance in considering involvement in strengthening programs and for consideration by all elements involved in making decisions about university strengthening investments.

Management Considerations

The principal overall conclusion of the discussion was that the DS/XII presentation grossly understated manpower requirements for managing Title XII activities, illustrated by the management needs in processing and overseeing strengthening proposals (and potential grants) involving on the order of 110 universities. These requirements affect DS/XII in the strengthening program; the Regional Bureaus and field missions with regard to baseline studies and undertaking field projects utilizing the "collaborative assistance method;" DSB in the management of CRSP's; and SER in processing contracts and grants.

Part of the solution lies in developing a clearer picture of AID needs, as noted above. Part lies in the clearer specification of criteria for university involvement in categories of Title XII program activities. Part lies in the development of documentation that is standardized and simplified to the greatest practicable extent.

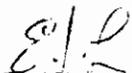
It was specifically indicated that DS/XII should make clear to SER the potential contract work load for the strengthening program. The Regional Bureaus were concerned that this might compete seriously with

their needs for Contract Office service. It was pointed out that special grant instruments and documentation processes which minimized contract work load were developed for the 211(d) program which might be adapted for use in the strengthening--and possibly CRSP--programs under Title XII.

Other Considerations

1. Are baseline studies of agricultural research, education, and extension needed by LDC's or necessary for AID? Regional Bureaus noted the baseline studies should not duplicate existing or on-going work and that other things may have a higher country priority.
2. BIFAD's Narrative Statement for the 1980 ABS was distributed at the meeting by Dr. Woods Thomas of BIFAD. A copy is attached as Attachment B.

Attachments: a/s


DS/XII:EJLong:ja:6/14/78

Attendance
AA/DS ABS Review for Title XII
June 5, 1978

| <u>Name</u> | <u>Office</u> |
|--------------------|---------------|
| Sander Levin | AA/DS |
| Caroline D. McGraw | DS/EXD |
| Erven J. Long | DS/XII |
| Woods Thomas | BIFAD |
| Nick Luykx | DS/XII |
| William F. Johnson | DS/XII |
| Earl Brown | BIFAD |
| J. F. Dalton | NE/TECH |
| Fletcher E. Riggs | DS/XII |
| Bob Meehan | ASIA/DP |
| Bob Simpson | DS/PO |
| C. D. McMakin | DS/MGT |
| W. H. Johnson | AFR/DR/ARD |
| Lon Cesal | BIFAD |
| Mike Rechcigl | DS/PO/RES |
| L. W. Fitzgerald | NE/TECH/AD |
| John Balis | LA/DR/RD |
| Robert Landry | DS/IT |
| John Malcolm | DS/AGR |
| Ain H. Kivimae | PPC/PB |
| Bob Wack | DS/XII |
| Roger Poulin | DS/PO |
| Mark Hayden | DS/PO |
| K. L. Kornher | DS/RAD |
| Don Finberg | PPC/OAS |
| Calvin L. Martin | ASIA/TR/ARD |
| Mary Mozynski | DS/AGR |
| Gerald Graf | DS/XII |
| Richard Newberg | ASIA/TR |
| Dean Peterson | DS/AGR |
| Rollo Ehrich | DS/RAD |
| Dan Blake | DS/PO |

FY 1980 ABS

NARRATIVE

STAFF

BOARD FOR INTERNATIONAL FOOD AND AGRICULTURAL DEVELOPMENT

Introduction

The Title XII Amendment to the Foreign Assistance Act was enacted by Congress in late 1975. This Amendment provides A.I.D. with substantive Congressional guidance relative to the scope and nature of the U.S. bilateral developmental assistance program in the food, nutrition and agriculture developmental account. It provides the Agency specific Congressional guidance relative to the U.S. institutional resources to be involved more broadly and deeply in that program and, created a permanent Presidential appointed Board, to be known as the Board for International Food and Agricultural Development (BIFAD). The BIFAD was appointed in August of 1976 and became operational in October of 1976. It is a seven-person Board charged with the responsibility of carrying out a series of duties and responsibilities specified in the legislation. Four members of BIFAD must be drawn from Title XII eligibility universities. The affiliations of the remaining members are unspecified.

The Title XII Amendment places considerable emphasis on the building of agricultural education, research and extension capacities in the developing nations as a principal means for contributing to bonafide agricultural and rural development with particular relevance to servicing the rural poor. It also stresses the necessity of bringing the scientific capabilities of the U.S. agricultural research establishment, in collaboration with the

Attachment B

international agricultural research centers and LDC research institutions, more fully and directly to bear on the technical, economic and social problems of rural development and agricultural growth with equity in the poor nations. It stresses the need for U.S. institutions to work in cooperation with host country institutions in the expansion of the educational, research, extension and other essential services available within the LDC's.

The Title XII Amendment specifically identifies the U.S. Land Grant, Sea Grant and other similar institutions as the chosen instruments for the conduct of the bulk of the research, institutional development, technical assistance and related services requisite to the attainment of the U.S. objectives in bilateral rural and agricultural development assistance to developing nations.

The Agency requested that the BIFAD take a broad view of its role in participating in A.I.D. activities. The BIFAD has agreed to this view of its role and provides the Agency with advice through participation in the full range of Agency policy formulation and its implementation. This approach requires participation of the BIFAD in development assistance issues broader than those accounted for under Title XII itself and broader still than those within the confines of Section 103, the Food and Nutrition authorizing legislation. Thus, the BIFAD has an important role in the planning, programming and evaluation of all Section 103 programs, including those accounted for under Title XII. The Board also reviews and advises on other development assistance programs such as those funded from the Education and Human Resources Development appropriation, where such programs affect issues in Food and Nutrition. Those Supporting Assistance activities which are comparable to Food and Nutrition or Title XII activities are also within the BIFAD's purview. Finally, the BIFAD is involved through A.I.D. in agricultural development issues which arise in

connection with food aid administered under PL 480.

Within the broad role of the BIFAD, its specific duties and responsibilities include the following:

- a. Participate with A.I.D. in the formulation of basic policy, procedures and criteria for project proposal review, selection and monitoring.
- b. Develop and keep current a roster of universities (and other U.S. institutions eligible under Title XII).
- c. Recommend to the A.I.D. Administrator which developing nations could benefit from programs carried out under Title XII, and identify those nations which have an interest in establishing or developing agricultural institutions which engage in teaching, research or extension activities.
- d. Review and evaluate memoranda of understanding or other documents that detail the terms and conditions between the Administrator and universities participating in programs under Title XII.
- e. Review and evaluate agreements and activities authorized by Title XII and undertaken by universities to assure compliance with the purposes of Title XII.
- f. Recommend to the Administrator the apportionment of funds authorized for the purposes of Title XII.
- g. Assess the impact of programs carried out under Title XII in solving agricultural problems in the developing nations.
- h. Participate in the planning, development, and implementation of, initiate recommendations for, and monitor A.I.D activities under Title XII which:
 - (1) strengthen the capabilities of U.S. universities in teaching, research, and extension work to enable them to implement current programs authorized under Title XII.

- (2) build and strengthen the institutional capacity and human resources skills of agriculturally developing countries;
- (3) provide program support for relevant long-term collaborative university research;
- (4) involve universities more fully in the international network of agricultural sciences;
- (5) provide program support for international agricultural research centers, provide support for research projects identified for specific problem-solving needs, and develop and strengthen national research systems in the developing countries.

The Title XII Amendment authorized the BIFAD to create subordinate units essential to the discharge of its duties and responsibilities. The BIFAD created a Joint Committee on Agricultural Development (JCAD), a Joint Research Committee and a small professional staff.

The Joint Committee on Agricultural Development consists of 22 members drawn from the universities, the U.S. Department of Agriculture, the U.S. Department of Commerce, the Agency for International Development and the private sector. It services the BIFAD and A.I.D. in all matters relative to the discharge of the BIFAD's duties and responsibilities in the area of agricultural development programs in the developing countries. The JCAD initiated its work in mid-1977.

The Joint Research Committee consists of 22 members drawn from the university community, A.I.D., the U.S. Department of Agriculture, the U.S. Department of Commerce and the private sector. It services the BIFAD, and through it, the Agency in all matters relating to the development and implementation of an effective research component to A.I.D.'s food and nutrition program. The JRC was appointed and initiated its work in mid-1977.

The BIFAD staff, through its Executive Director, is responsible directly to the Chairman of the Board for International Food and Agricultural Development. This staff is attached directly to the Office of the Administrator of the Agency for International Development. In early 1977, the Board approved an initial staff organization of 14 professional agricultural positions and a secretariat of five supporting staff. The staff is being brought on board with viable candidates for all positions authorized in fiscal year 1978. It is intended to expand this staff to the complement authorized by BIFAD in fiscal year 1979.

BIFAD Staff Objectives

The general objective of the BIFAD staff is to provide the BIFAD and its subordinate units with the professional services these bodies need to discharge their responsibilities in an efficient and effective manner. More specifically, the staff interfaces directly with the central and regional bureaus of A.I.D., USAID field missions, the U.S. university community, the international agricultural research centers, host government institutions, other national and multi-national donors and the Congress in all matters of relevance to the BIFAD. Working in all of these areas, as well as with the substance of agricultural development problems in the LDC's, the staff assures that the BIFAD and its subordinate units are in position to make considered decisions and recommendations to A.I.D. and others on substantive policies, practices and programs consistent with the general A.I.D. mandate and the scope of the Title XII program.

Functions of the BIFAD Staff

Functionally, the BIFAD staff is and will be involved in two major categories of activities. One category is the continuing support of the BIFAD

and its subordinate units and the policy and programmatic mechanisms established by the BIFAD and A.I.D. The focus of this work is the effective integration of the BIFAD with A.I.D. policy, budgetary and programmatic decision processes. These activities tend to be fixed and recurrent in nature.

The second category is associated with specific staff support needs of the BIFAD, the JRC and the JCAD that relate to particular issues and problems which these bodies have under consideration at any given time. These activities vary in substance over time, but make up a significant part of the substantive input of the BIFAD and Joint committees into the development and execution of the Title XII program. As such, these needs constitute, in the aggregate, a significant demand for staff support services.

With respect to the first category of activities, the BIFAD staff currently is locked into the following:

1. Logistic and administrative support for regular and special meetings of the BIFAD. The BIFAD meets regularly each month. On occasion, there are special functions involving the BIFAD in total or in part. The BIFAD staff is responsible for the following activities:
 - a. preparation of the formal agenda for all BIFAD functions.
 - b. arrangements for meeting rooms and other necessary facilities.
 - c. preparation of, assistance in arranging and/or assembly of background materials for each item on the BIFAD agenda.
 - d. travel arrangements and reimbursement of expenses for the Board.
 - e. arrangements for conferences of individual Board members with A.I.D. personnel and others as required.

- f. preparation and dissemination of the certified minutes of all BIFAD meetings including the distribution of the verbatim transcripts of the meetings.

2. Logistic and administrative support to the Joint Research Committee

for all regular and special meetings thereof. The JRC meets monthly for a minimum of two days; on occasion, special work groups of the JRC perform special additional assignments as requested by its Chairman. The BIFAD staff is responsible for the following:

- a. generally, all of the logistical and administrative functions performed in support of the monthly meeting. These include preparing a formal agenda, developing background material, arranging for meeting rooms and travel and, preparation and dissemination of minutes.
- b. a BIFAD staff member serves directly the Chairman of the Joint Research Committee on a day to day basis in the conduct of work of the JRC between its regular monthly meetings.
- c. assisting in the preparation of special studies of problems and issues that arise in connection with the work of the JRC.

3. Logistic and administrative support to the Joint Committee on Agricultural Development.

The JCAD meets for at least two days each month. In addition, special work groups perform additional services and functions at the direction of the Chairman. In this respect the BIFAD staff is responsible for:

- a. generally, all of the logistical and administrative functions performed in support of the monthly meeting. These are

similar to those of the JRC and include preparing an agenda, background materials, arranging for meeting rooms and travel, and disseminating minutes.

b. a BIFAD staff member serves directly the Chairman of the JCAD on a day to day basis in the conduct of work of the JCAD between its regular monthly meetings.

c. assisting in the development of special analysis of problems and issues associated with the work of the JCAD.

4. Regular publication of official BIFAD newsletter.

The BIFAD staff is responsible for all basic communication between the BIFAD and its subordinate units and the university community, A.I.D. other government agencies and other BIFAD/Title XII clientele. One of the principal communication instruments is a monthly publication known as the BIFAD BRIEFS. This newsletter is made available on a regular basis to over 130 U.S. universities, A.I.D., Washington offices, USAID missions, relevant Congressional committees and staff, the relevant offices in the White House and the OMB, international organizations such as the foundations, UNDP, CGIAR, and the international agricultural research centers. The BIFAD staff is fully responsible for the preparation of all articles, editing, composition, publication and distribution of this newsletter.

The BIFAD BRIEFS carries information about all major activities of the BIFAD, JRC, JCAD and, as relevant to Title XII, the Agency for International Development. It is the instrument whereby the university community and others are informed officially of Title research and country program initiatives in which institutions may express, formally,

interest in being considered for participation. It has turned out to be one of the principal mechanisms for the identification of the interests and capabilities of individual Title XII institutions in particular programs and projects.

5. Staff consultations with universities.

In addition to the BIFAD newsletter, the BIFAD staff assists directly representatives of Title XII universities and other similar institutions with their need for consultation and information on the development of Title XII programs. The focus of this activity is on providing information on the Title XII program and how the program is integrated into established A.I.D. policies, programs and procedures. These consultations include workshops and seminars on individual campuses regional meetings with university Title XII officers and other, meetings with NASULGC, AASCU, regional international directors, AUSUDIAP and others.

6. Interaction with officials of A.I.D. and other organizations.

The BIFAD staff responds to the extent of its ability to a multiplicity of inquiries relative to Title XII. This includes meeting with USAID mission directors and agricultural development officers, both in the United States and abroad, officers and delegations from the LDC's, Congressional staffs and committees, representatives from the international organizations such as the foundations, the UNDP, CGIAR, and the international agricultural research centers, officials of other U.S. government agencies, and other interested organizations and individuals. The focus of this activity is on providing information on how the Title XII program is integrated into A.I.D. and how it interfaces with the programs of other organizations and agencies.

7. Development and maintenance of a Registry of Institutional Resources.

The fundamental approach to involvement of Title XII universities and other institutions in the U.S. development assistance program is one of objectively matching institution interest and expertise with particular Title XII projects and programs in the LDC's and/or in research. This approach necessitates the availability of current, detailed information about the interest, resources and LDC expertise of Title XII institutions. The Registry of Institutional Resources is a body of information that documents these institutional capabilities. The BIFAD staff is responsible for developing and maintaining this registry of resources in the form of a current data bank on Title XII institutions. This is a major undertaking that requires considerable staff input on a regular basis. While time consuming, it is the only effective means for objectively bringing the most effective talents to bear on specific development programs and projects in the LDC's.

8. Roster of Universities .

The Title XII Amendment charges the BIFAD with the responsibility of developing and maintaining a roster of eligible universities that have specific capabilities to participate in the Title XII program. The BIFAD has charged the staff with the responsibility of maintaining this roster. This activity involves developing and maintaining documentation on the depth and breadth of institutional capabilities to participate in the Title XII program. It draws on the data in the registry of institutional resources and, in selected cases, involves site visits.

9. Participation in regional work groups.

The operational guidelines of the JCAD provide for the establishment of permanent regional (A.I.D.) work groups. These groups are made up

of JCAD members plus a BIFAD staff member. The BIFAD staff member participates in all regional work group activities. This involves reviewing food and nutrition project identification documents, developing recommendations on which projects should be designated as Title XII projects and what types of contracting/grant procedures would be most appropriate.

10. Membership on project panels for Title XII projects.

BIFAD staff members serve regularly on most project panels established for Title XII projects, especially those involving the collaborative assistance method. For projects involving the collaborative assistance method the staff member is involved in establishing selection criteria, developing a source list of institutions most able to undertake the project and evaluating responses to formal requests for expressions of interest. This is a time consuming activity that requires considered decisions by the staff on the substantive needs of specific projects and the strengths and capabilities of Title XII institutions.

11. Participation in ABS reviews.

BIFAD staff members, along with regional work group members from the JCAD, participate in regularly scheduled regional and central bureau ABS reviews. They assist in the preparation of analyses and recommendations to the BIFAD for its advice to A.I.D. on the apportionment of funds and other programmatic policies and issues.

12. Development of research program.

The BIFAD staff participates regularly in the development of proposed Collaborative Research programs and on a regular basis with the institutions responsible, under planning contracts, for the conduct

of the planning phase for each Collaborative Research Support Program. As these programs move into the implementation phase, it is anticipated that the staff will continue to be involved in the further development of this program. Also, as this program develops and the need for linkages between it and other research carried on by the agency, both centrally funded and country programmed, become more apparent, it is anticipated that the staff will become involved in developing and maintaining these linkages.

13. Receipt of preliminary Title XII proposals.

The BIFAD/A.I.D. guidelines for university participation in Title XII programs specify that all preliminary proposals developed by universities be submitted to the Executive Director of BIFAD. The BIFAD staff receives all such preliminary proposals and channels such to the appropriate Joint Committee and all A.I.D. offices for appropriate follow up and action.

14. Participation in development and evaluation of university strengthening proposals.

The BIFAD and A.I.D. have agreed to the need to strengthen the capacity of Title XII institutions to participate in Title XII programs. The staff has participated in the development of this program and it is expected that it will continue to assist in evaluating specific proposals.

15. Development of other strengthening measures.

One of the more important means for strengthening the capacity of U.S. institutions to participate in the Title XII program is the development of policies and procedures that facilitate the involvement of these institutions. An important activity of the staff is to assist

the BIFAD and the joint committees in evaluating existing policies and procedures and advising on how these might be modified so as to more effectively use the resources of the Title XII institutions.

With respect to the second category of functions performed by the BIFAD staff, these consist essentially of specific studies and analyses designed to provide the Board and the Joint Committees with essential information for their deliberation and decision processes. The demands for BIFAD staff in this respect, will, for practical purposes, be limitless. Illustratively, past and present BIFAD staff activities in this area include:

1. Participation in the development of conceptual and empirical models for Baseline Studies of agricultural research, extension and education in the developing countries.
2. Analysis of the need for and means of strengthening U.S. universities for participation in Title XII programs. Analyses of alternative means by which BIFAD and its subordinate units might be involved in policy, programming and decision processes. Participation in the preparation of guidelines for:
 - a. university participation in Title XII programs
 - b. Collaborative Research Support programs
 - c. the role and functions of the JCAD
 - d. the conceptual model for Baseline Studies
 - e. the development of the matching formula strengthening program
 - f. the preparation and submission of strengthening proposals for minority institutions.
 - g. procedures for determining university eligibility and roster status

- h. analyses of alternative means for meeting A.I.D. agricultural professional manpower requirements
- i. the organization and structure of the International Science and Technology Foundation

Present concerns indicate that in the future, A.I.D., BIFAD, and the Joint Committees are likely to request analytical assistance in the following areas:

1. Integration of country project research needs with centrally funded research activities.
2. Use of cooperative agreements for contracting with Title XII institutions.
3. Complementary integration of the collaborative research support program with other A.I.D. research activities.
4. The role of a lead Title XII institution in assisting a mission in developing its Title XII program.

To summarize, the BIFAD Staff is locked into a large number of on-going activities that the BIFAD and A.I.D. have judged to be essential to the implementation of the Title XII amendment. These are likely to continue as major staff activities into the foreseeable future. In addition, A.I.D. and the BIFAD have requested that the staff undertake numerous studies and analyses of problems relating to the efficient and effective implementation of the Title XII program. This type of activity is likely to continue also.

Deficiencies of the BIFAD Staff

The BIFAD and A.I.D. have assigned the staff an enormous number of responsibilities. At this time the staff's fundamental weakness is inadequate numbers. Existing personnel have been spread very thin and have been unable to respond effectively to a broad range of problems and as expeditiously as the BIFAD would like. While all the aforementioned staff activities have been covered, the depth and breadth of treatment has varied significantly. Many activities have not

- h. analyses of alternative means for meeting A.I.D. agricultural professional manpower requirements
- i. the organization and structure of the International Science and Technology Foundation

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been given the studied attention that is needed to make the Title XII program as effective as its sponsors intended.

ABS REVIEW FOR TITLE XII
on 4/25/78 in Room 216 RPE, 2:00 pm
(Attendance noted on Attachment A)

Issues:

1. Basic issues resulting from this meeting fall into three categories:
 - a. Those relating to budgeting the "operating costs" for AID's support of the BIFAD staff and BIFAD operations.
 - b. Those relating to Collaborative Research.
 - c. Those relating to Strengthening U. S. University capabilities for Increased Participation in Title XII Programs.
2. Statement of the Issues:
 - a. Since AID has the obligation by Congressional "mandate" to support BIFAD including funding, the immediate question is who has (or should have) the obligation in AID to estimate, budget for and make requests for its funding needs for FY 79 and FY 80. Since by Congressional mandate FY 78 in the last year BIFAD's operating costs (\$1,050,000 in FY 78) will be changed to program funds and the FY 79 and FY 80 operating costs of BIFAD must be changed to operating funds, no estimate, budget or request was made in this ABS submission for BIFAD operating costs for FY 80. And in the judgment of some in DS/PO, it should not have been since this ABS is limited to DSB program funding.
 - (1) However, responsibility should be placed on the BIFAD staff, the Title XII staff or some other entity in AID to estimate, budget for and make request for AID operating funds for "BIFAD operations" for FY 80 (and FY 79). This needs to be done whether or not such operating cost funding comes through DS/MGT, AID's ES, PPC or other AID entity.
 - (2) A related issue is that even if the responsibility is placed and the source of operating funds is decided upon, should DSB provide technical and administrative (sometimes called "logistic support or preferably logistic technical assistance") to BIFAD and its staff in estimating, budgeting for and/or requesting its operating funds for FY 80 and FY 79? Carol McGraw of DSB, Woods Thomas of

BIFAD suggested that it would be more economical (and cost effective) for DSB to provide to BIFAD this logistical technical assistance or administrative assistance at least at this stage.

- (3) An inarticulate issue surfaced as a result of organizational incentives stated above. It may be wise to call in a commercial management consulting firm for advice on organizational lines of authority and techniques in order to maximize the BIFAD potential. This might include an Executive Secretary, a Coordinator, a Multi-Sector or Multi-Bureau Manager and it may include many time tested organizational techniques perfected by the military to maximize organizational and operational efficiency in order to mobilize and utilize to the fullest not only all of AIDs potential technical and operational ability but also those of the academic and commercial community in this BIFAD effort and this is what Title XII was intended to accomplish.

b. Collaborative Research:

- (1) If collaborative research is to be primarily confined to the university (or academic) community as one of those present suggested them contrary to the suggestion of another at this review, the collaborative research and the current centrally funded research program could not and should not be merged even in the fields of agriculture, nutrition and rural development. Since this might stifle and cut off the desirable possibilities of receiving unsolicited proposals from sources outside the academic community for projects in agriculture, nutrition and rural development and this would be contrary to the purposes of Title XII not only by cutting off those outside the academic community but by stifling the possibility of receiving worthwhile original proposals from sources outside that community.

As a result of the Collaborative Research Support Programs (CRSPs) through the JRC and the Central Research Program through RAC may of necessity travel parallel courses even in the agriculture, nutrition and rural development sectors which together with research in these sectors having a

USAID (or overseas) oriented origin may create problems of coordination, complimentary and avoidance of duplication not only in designing, programming, implementing, but also in evaluating and utilizing the results.

How, from a programming point of view, can we provide a "consolidated balance sheet" which adequately describes for decision making information and other purposes these programs with diverse origin and sources.

- (2) Project Management Personnel for CRSPs. It is expected that two or more of the four FY 78 planning contracts will produce collaborative research support programs which will be ready for grant funding in FY 78. Only one of these has FY 78 funds programmed for collaborative support grant programs -- (sorghum - millet at \$3,510,000). Some concern was expressed about possible funding shortage for programs coming ready in FY 78. However, Ms. Belcher felt that funds could be shifted if needed, and that funding should not be a problem. Of greater concern to her was the problem of availability of AID personnel to manage collaborative research support programs. (Source: Summary of 2/21/78 Title XII Review.)

c. Strengthening U. S. University Capabilities

- (1) We must be able to justify \$15,000,000 and then \$3,000,000 for minorities and work out means for monitoring their activity and try to avoid need for continuing support or building a competence for which there is no need or market.
- (2) A major issue is that there is no additional staff in DSB Title XII to handle strengthening responsibilities. For this reason, it is necessary that the criteria and format provided to universities for applying for strengthening grants be standardized and simplified to the maximum extent possible so that the reviewer can readily determine whether an applicant qualifies.

Nevertheless, it was recognized that some responsible officer must read the applications and be able to make recommendations to the AA/DSB, Sander Levin, and to the Deputy Administrator, Robert Nooter. Levin said that the appropriate official in DSB to take on this responsibility should be the Director of DSB/Title XII Coordination Staff, Erven Long.

(Source: Summary of 2/21/78, Title XII Review.)

Decisions on UL ABS:

PIL on Participation in Local Planning and Development - Bob Simpson proposed that this particular task be carried out in the RD office and defer PID. UD felt that they would not then be responsive to covering something missions and host governments need. Peter Kimm commented that if large cities as well as small ones were covered in this project, he would favor UD doing it. Sander Levin noted that people were having difficulties coming to grips with this proposal.

Decisions:

NE - James Dalton: Favor project.

ASIA - Robert Meehan: Ought to be incorporated into existing efforts on the development administration side — not inherently urban function.

LA - Julius Schlotthauer: Negative.

PPC - Ain Kivimae: Abstaining from voting.

AFR - David Dibble: Left meeting prior to the PID discussion.

PID on Central Support for Employment Project Implementation - Bob Meehan said Asia Bureau will be placing more importance on the employment question and noted that if this project were to make a major contribution to Agency efforts in this area, it should be started right away. Julius Schlotthauer, LA, said most of the project purposes are good ones, but LA/DR will soon have a slot filled to cover this function and thus sees no need for a central project:

Decisions:

NE - James Dalton: Yes.

ASIA - Robert Meehan: Yes, if project can start in FY 1979.

LA - Julius Schlotthauer: Negative.

PPC - Ain Kivimae: Abstaining from voting.

AFR - No representative at meeting.

PID on National Government Performance of Urban Functions - In discussion, Jim Dalton, NE, said NE would find a PP attacking this area very useful, would prefer to have the PID redone, but will accept as is. Bob Meehan, ASIA, felt this was something that should be covered in country strategies, but will canvas Asia missions on this before making final decision. Julius Schlotthauer, LA, felt LA was doing fine on its own and had no need for such a project.

Decision: Mr. Levin said action will be deferred on this so Meehan can canvas field and UD can consider NE comment.

PLD on Resource Conserving Urbanism - Jim Dalton, NE, agreed with approach project proposal makes. Bob Meehan, ASIA, and Julius Schlotthauer, LA, were not sure of relevance of proposal and suggested need to look at Energy Office proposals first. Robert Simpson, DS/PO, noted that the Energy Office would not be able to deal with this type of project at this time and felt there had been a substantial effort in redesigning this project - that it is worthwhile. Dr. John Bruce, DAA/DSB, endorsed the proposal without saying where it should be located. Eric Chetwynd questioned LA view since last year LA had suggested LA participation in developing this very project. Peter Kimm, Housing, noted that legislation is currently being discussed which says Housing should take this area into account.

Decision: Mr. Levin felt any decision on this project proposal should be deferred, that UD should come back with something that doesn't look so theoretical. The officers of housing, Energy, and UD should get together and discuss this proposal further. Mr. Levin also expressed the view that this was not an area that could be handled by the regional bureaus.

PLD on User Side Assistance

Decision: Mr. Levin said this is a very complicated area, discussion indicating that PLD needed to be rewritten before further action was decided, to include some specific examples of how this might work in an LDC.

PLD on Regional Project Multipliers

Decision: Mr. Levin deferred final decision on proposal. He questioned whether or not this should be a PPC project and requested further discussions with PPC (John Eriksson, et al) to get their thinking.

PLD on Regional Technological Opportunities (UN Conference) - was approved.

Housing/UD Project:

"Joint" Housing/UD Integrated (Improved Program for the Urban Poor) - UD presented it as a joint project, while Housing did not mention UD in its presentation. Discussion brought out differences between UD and Housing views of this project. LA disagreed with housing approach of a large PL&S type source of funds. PP redrafted by UD after consultation with Housing, awaiting review by Housing. Mr. Levin said that since a draft PP is now available, Bob Simpson will set up a meeting to review this project within DSB in a couple of weeks.

Decisions on Housing:

Other than discussion of combined Housing/UD IPUP project discussed above, the following was discussed:

Based on current information, there was general agreement that the ranking of the HGs seemed pretty good, but that further revision may be required when the Housing Office reviews field mission ABSs due in shortly.

The Housing Office request for a substantial increase in staffing for FYs 79 and 80 pointed to a need for more information to determine priorities for adding new direct hire staff. Mr. Levin requested that a ZBB type ranking of positions be submitted by all offices requesting additional staff, starting from the FY 78 ceiling level.

drafted:DS/PO:CReeves

Attendees: AA/DSB Review of UD and Housing - May 22, 1978

DS/PO, C. Reeves
DS/PO, L. Heilman
DS/PO, B. Roche
DS/PO, R. Simpson
AA/DS, S. Levin
AA/DS, H. Fleming
PDC/PVC, W. Holcolmb
DS/H, P. Kimm
DS/PO, C. Peasley
DS/PO, T. Eliot
DS/UD, O. Traylor
DS/UD, M. Farbman
DS/UD R. Rhoda
DS/UD, J. Anderson
DS/UD, J. Dickey
DS/H, P. Vitale
AA/DS, J. Bruce

NE/TECH, J. Dalton
ASIA/DP, R. Meehan
PPC/PDPR, P. Matheson
DS/UD, W. Miner
DS/UD, E. Chetwynd
AFR/DR, D. Dibble
PPC/PB, Pat Gage
DS/RAD, N. Nicholson
LAC/DP, J. Scholothauer
PPC/PB, R. Birnberg
DS/PO/RES, M. Rechcigl
DS/EXD, C. McGraw
DS/MGT, D. McMakin
PPC/DPRE, J. Artand
PPC/PB, B. Case
DS/RD, H. Hobgood
PVC, E. Hogan