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 PD-AA6-202-1A1

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AGENCY FOR INTERNATIONAL DEVELOPMENT
PROJECT PAPER FACESHEET

1. TRANSACTION CODE
 A = ADD
 C = CHANGE
 D = DELETE

2. DOCUMENT CODE
 PP
 3

3. COUNTRY/ENTITY
 DS/RAD

4. DOCUMENT REVISION NUMBER
 Original

5. PROJECT NUMBER (7 digits)
 9365300

6. BUREAU/OFFICE
 A. SYMBOL: DS
 B. CODE: [36]

7. PROJECT TITLE (Maximum 40 characters)
 Administration & Organization of IRD

8. ESTIMATED FY OF PROJECT COMPLETION
 FY 82

9. ESTIMATED DATE OF OBLIGATION
 A. INITIAL FY: 78
 B. QUARTER: 4
 C. FINAL FY: 81 (Enter 1, 2, 3, or 4)

10. ESTIMATED COSTS (\$000 OR EQUIVALENT \$1 -)

A. FUNDING SOURCE	FIRST FY 78			LIFE OF PROJECT		
	B. FX	C. L/C	D. TOTAL	E. FX	F. L/C	G. TOTAL
AID APPROPRIATED TOTAL	1,082		1,082	2,764		2,764
(GRANT)						
(LOAN)						
OTHER U.S. 1.						
OTHER U.S. 2.						
HQST COUNTRY						
OTHER DONOR(S)						
TOTALS	1,082		1,082	2,764		2,764

11. PROPOSED BUDGET APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY 78		H. 2ND FY 79		K. 3RD FY 80	
		C. GRANT	E. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) FN	700	290		1,082		-		923	
(2)									
(3)									
(4)									
TOTALS				1,082				923	

A. APPROPRIATION	N. 4TH FY 81		O. 5TH FY		LIFE OF PROJECT		12. IN-DEPTH EVALUATION SCHEDULE:
	C. GRANT	F. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN	
(1)	759				2,764		MM YY 0880
(2)							
(3)							
(4)							
TOTALS	759				2,764		

13. DATA CHANGE INDICATOR. WERE CHANGES MADE IN THE PFD FACESHEET DATA, BLOCKS 12, 13, 14, OR 15 OF IN PFD FACESHEET DATA, BLOCK 12? IF YES, ATTACH CHANGED PFD FACESHEET.

14. ORIGINATING OFFICE CLEARANCE
 NO
 YES

SIGNATURE: Harlan H. Hobgood
 TITLE: Office Director, DS/RAD

15. DATE DOCUMENT RECEIVED IN AID W. OR FOR AID W. DOCUMENTS. DATE OF DISTRIBUTION
 DATE SIGNED: 04 27 78

Administration and Organization of Integrated
Rural Development

Summary of Project

BEST AVAILABLE DOCUMENT

The purpose of this project is to increase the effectiveness of on-going Integrated Rural Development (IRD) projects and to improve the design and management of future rural development efforts which combine social services and income production and production support functions in a single project. This twin purpose will lead to the broader goal of helping developing countries reduce the number of rural poor whose basic human needs are not being met. The purpose of the project shall be met by providing consultant services to host country and mission personnel charged with designing, planning, administering and evaluating IRD activities. In addition, the project will combine existing knowledge about the design and administration of IRD with the lessons of experience drawn from the project-supported consultant services and make this state of the art information available to field project officers and others interested in rural development in the form of a desk-top reference manual which will present alternative strategies and suggestions in practical, operational illustrations for better project organization and administration. The project will offer consultants to work with approximately 12 to 18 IRD activities supported by AID funds. These projects will include large, multi-sectoral, regional activities such as the Biccol project in the Philippines the river basin projects in West Africa,

and Invierno/Region V in Nicaragua, as well as the smaller, village-level efforts which are found in many of the least developed, poorest countries of the world. Consultants will assist local personnel in diagnosing organizational and behavioral problems or shortcomings in the administration of IRD projects, and provide expert assistance in correcting these deficiencies. While offering assistance in personnel management, record and information control, and other practical administrative fields, the consultants will identify training needs and resources (schools, consultants, etc.) to meet training goals, and identify changes that should be made in the project's management system which will increase its effectiveness and efficiency. These improvements will be obtained because the present project will marshall the leading management systems' and administration technology from both private and public sector experience, and will transfer this technology to local personnel through a form of inter-personal communications known as "process consultation." Thus not only will the present project offer much needed direct services to particular field activities, it will also stimulate the professional growth and development of local mission, host government and expatriate personnel by imparting the process consultation method of problem solving to them, thereby enhancing their ability to diagnosis and correct future administrative/organizational difficulties.

Description of Project

It is widely recognized that breaking the web of poverty which holds the majority of the world's rural population requires a concerted attack based on a strategy of mixing income production activities (agricultural extension, credit, appropriate technology, off-farm employment) with social services (health, education, nutrition, family planning, and so forth). Increasingly, the Agency and other donor organizations are implementing projects which combine various mixes of these activities in the form of integrated rural development efforts.

While it is accepted that IRD projects constitute a useful approach for combating the forces which impoverish the rural majorities of most developing nations, many IRD projects fail to reach their goals. In part this may reflect the shortage of personnel, overwhelming work loads, and absence of other resources at the mission level. It is clear that better project design, implementation and administration could be obtained by placing more resources at the missions' disposal; however, it is also certain that we can not afford to wait while the necessary changes are made throughout the Agency: simply put, we must look for means of strengthening current projects and improving the chances of new ones for success.

The present project has the twin aims of (1) increasing the effectiveness of on-going IRD efforts and (2) improving the design and management of new IRD projects by providing missions with teams of consultants who will work with local personnel to identify actual or potential problems and strengthen IRD design, planning, and implementation support.

Administrative shortcomings have many facets and may arise from inadequate assistance and support to local organizations, inaccurate and untimely project performance data for management monitoring and evaluation, poor coordination of multisectoral efforts and often multidonor activities inadequate incentives, inability to obtain the participation of beneficiaries, amongst other factors. For personnel designing IRD projects, the problem is to obtain information about previous successes and mistakes so they can build on experience. Equally important is knowledge of innovative, successful approaches which can be tested in a new developmental effort. For missions with on-going IRD activities, the problem is to move quickly when opportunities are perceived, and to identify and correct problems -- hopefully, before they become serious -- along the implementation line which reaches from the mission through host agencies to the target host agencies to the target area and beneficiaries.

Consultant Services

We propose to improve performance of selected IRD

projects and to make available to missions designing IRD efforts teams of consultants experienced in rural development processes, familiar with local situations, and expert in the design and administration of rural development projects. Membership in these teams will vary with the nature of each IRD location, country's stage of development, and mission and host government needs, but basically teams will consist of 3-4 individuals with complimentary background and expertise who are experts at two levels: (1) in operational matters such as personnel administration, record management, human resources development, information systems and management, procurement, budgeting, etc; and (2) in the use of modern management consultation techniques, especially process consultation, which place emphasis on the means of building organizational commitment and the means to accomplish the tasks at hand with available resources. Each team will contain individuals whose experience in the design of rural development projects will assure missions and host governments that the work initiated will be suitable to the purpose of the IRD program: understanding of attainable results and local conditions rather than dedication to models or theory will be a criterion in the selection of consultants.

In addition to providing strategic and technological assistance to missions, the consultants will work very closely with host government personnel and any contract staff which may be present to identify the training needs of the IRD organization. This may mean a close review of motivation, skills,

and understanding of project purposes (e.g., the need to gain maximum local participation) held by key staff. Once such an analysis is made, the consultants, working closely with local personnel, will identify training resources relevant to the local situation. Resources include both local and foreign schools, experts, and consultants who can provide on-going training to the IRD cadre.

In completing the first diagnostic stage of the consultation during which consultants work very closely with local personnel to determine the goals and purposes of the project and the foactors which appear to be reducing or preventing goal attainment, the team will prepare a formal analysis of local project's management system. This will include all of the primary linkages with support organizations and usually will include the AID mission project officer, the local hierachy of project implementation, national, regional and local coordinating agencies and support bodies (governmental units, hierachies of national ministries such as health, agriculture, and planning), plus beneficiary groups. This management system review will concentrate on suggestions for organizational changes or reinforcements which will, within the local context, facilitate effective and efficient project management.

Throughout the analysis of IRD projects, particular emphasis will be placed on securing and retaining the

greatest possible participation of local beneficiaries. To this end, consultants will look for ways of opening up the organization to village people and to fostering within the administrative cadre a respect for and desire to achieve participatory administration. In many situations, the consultants will reinforce the agents of change who seek greater self-determination and popular participation in rural development activities. Since the administrative systems of most developing nations are characteristically highly centralized, and often "elitist" in outlook, the commitment of consultants and the present project of structural decentralization and greater local participation in the design, administration, and evaluation of rural development projects will be a refreshing and hopefully powerful stimulus for democratic changes in host administrative systems. While we have no illusions about instantly reforming local organizations, we feel it important to approach the consulting task with this clear, unambiguous commitment to seeking beneficiary involvement because it will inevitably foster greater local interest in the project. From greater interest will flow greater local identification, which in turn will lead to a higher probability of self-sustained growth and development once the project has run its course. Experience with land reform and other development programs around the world supports this hypothesis that greater local involvement is associated with

greater chances of project success.

Selection of Consultants

Consultant teams will be led by a core staff member from the contracting institution and include individuals selected for temporary duty because of the particular needs of local project. The core staff will remain with the project throughout its life. Because of the multiple expertises which individuals must possess, we consider it necessary that the head of the project, the "principal investigator," be an individual with demonstrated excellence in development administration (public administration, management consulting, institutional economics, systems operational research, etc. in the context of developing countries), plus previous administrative experience at the project or program level. The P.I. must provide leadership in determining the range of management techniques and approaches needed within the core staff, and must be fully at ease with the process consultation form of management assistance.

Along with the P.I., the 3-5 core staff must have regional (Africa, Latin America, Asia, Near East) experience and language plus previous experience with rural development. Since they will work in the process consultation mode, their "style" must be accommodative to this approach.

In addition to this permanent staff, individuals will be contracted for who have the desired functional and area

expertise/experience. Special effort will be made to secure local and other LDC personnel.

In selecting a contractor, particular emphasis will be placed on institutions which manifest a multidisciplinary approach to management sciences. Multidisciplinary means a record of combining individuals into departments, schools, consulting teams, academic programs, and so forth from such disciplines as social psychology, sociology, institutional economics, political economy, anthropology and comparative management systems. Individuals who have worked in such an environment are less likely to be narrow technicians who are unable to see the broader picture; they are more likely to be sensitive to cultural, political, and social processes and institutions which impinge upon and direct the behavior and norms of local personnel.

Selection of IRD Projects to Receive Consulting Services

We anticipate providing consultant services to 12-18 IRD projects. The scope of the project is inter-regional and selection of sites will be made in full collaboration with representatives of regional bureaus. In addition to the Rural Development Steering Committee which provides advice to the Office of Rural and Administrative Development on all aspects of the Office's projects, the present project will have an interbureau committee, composed of the rural development officer (or delegate) from each regional bureau

plus key individuals from PPC and the Health, Population, and Agriculture offices of DSB. Working closely with this project committee, the RAD project manager will coordinate requests for services from local missions.

Two types of IRD activities will be of special concern to the present effort: (1) the multi-level, area-focused interventions which bring together at the district or province level several service-delivery components (e.g., health, nutrition, extension, off-farm employment, labor-intensive public works, etc.) which require the coordination and planning of a number of existing programs and agencies; and (2) smaller IRD projects which focus interventions at the village level or work with cooperatives and other local multifunction organizations which offer combined social service and income-production activities. In the former case, the consultants will strive to help local mission and host government personnel identify their goals and recognize administrative opportunities for creative changes which will improve the coordination of activities. In the latter case, consultants will work directly with local agencies and representatives of beneficiary populations to improve the linkages among the diverse organizations and levels of administration while promoting the participation and self-determination of beneficiaries through building the social foundations for IRD.

Large regional projects such as the Bicol in the Philippines, the West African river basin projects, Arasha in Tanzania,

and Invernio/Region V in Nicaragua represent one set of targets. Special effort will be made to form an association with a multi-nation, multi-donor project such as those in the Sahel because these projects offer particular administrative problems. Moreover, there is good reason to believe that AID will become involved with more multi-donor efforts in the near future; hence it is prudent to begin exploring the similarities as well as differences in organization and administration problems associated with this type of intervention.

In order to gain the widest coverage from the available consultants we shall offer both long-term and short-term services. The latter are defined as consultancies of no more than 6 person months. Three to four large, regional IRD and a similar number of local area projects will receive long-term assistance. Short-term assistance will be made available to 3-5 regional and 3-5 local area projects. Many opportunities exist for small scale IRD projects executed through farmers' organizations, co-ops, and similar local-level organizations. The present project will attempt to translate the lessons of both regional and local IRD experience into the realities of smaller or less endowed circumstances.

In preparing for work with local smaller projects, an extensive review will be undertaken of projects, both IRD and others, which are delivering services in 10 or so of the least developed countries/regions to see what experience teaches.

This review of AID projects and other documents will be done during the first year of the project; and the results of the review will be quickly available to project officers.

Process Consultation

A distinguishing feature of the present project is its commitment to using innovative approaches in modern management sciences and evaluation research to help mission and host country personnel identify, analyze and correct problems in IRD projects. Consultant teams sent to the field by this project will be well versed in the technical aspects of designing and managing rural development projects. As needed, teams will be able to provide direct technical services such as micro and macro planning, beneficiary identification, personnel management, and social soundness analysis. When consultations identify problems which require assistance already available within the Agency in fields such as health, nutrition, human resource development or population, missions can contact directly relevant personnel in regional or central bureaus.

In addition to fielding teams composed of technical specialists, this project will offer its problem identification and solving services through process consultation. Process differs markedly from other styles of consultation/assistance which approach host country institutions and missions with the view that the consultant has the "answers" to local problems. In traditional modes of expert consultancy, if the

consultant is a specialist in planning, then planning is both the problem and the solution. Alternatively, if the consultant is an anthropologist, then sensitivity to and working through local culture and institutions is the prescription.

In the present project we shall employ a different style of consultation, one which emphasizes the need for those in authority to identify opportunities and problems and ways of addressing them. The consultant is a facilitator, not a "know-it-all" healer come to make things right. The approach we shall use is based on establishing a process of communication, analysis prescription and action with local organizations. While not every consultation will follow all of the steps or stages of the process, we expect that the style of process consultations will be basically as follows:

Consultants will be sent to missions requesting assistance for an exploratory visit of 2 to 4 weeks. This initial contact will result in a detailed definition of the problems and the beginnings of negotiations to establish with mission and host government officials the scope of the organizational environment to be analyzed. During the first visit, the diagnostic phase will be initiated. Unless the problem(s) is exceptionally clear, the team will work with the host country and mission personnel to diagnose the IRD organization's principal opportunities and problems. This leads to the planning of intervention stage in which the consultants

and the local personnel agree on a statement of the task. Here the purpose and goals of the change program to be undertaken will be identified so that they become, in effect, the criteria against which to measure, later, the success of the behavioral changes introduced into the target project system. Appropriate techniques for achieving the desired ends are selected.

At this point, with goals and means decided upon, it becomes necessary to decide whether the initial contact is long enough to begin the selected interventions. Scheduling of interventions may take a number of forms; for example, it may be decided that a single interaction of 3-4 months will be sufficient; alternatively, return visits of 2-4 weeks each 6 or 12 months for 3-4 years may be selected; or perhaps no additional follow-up will be needed. Scheduling will be worked out between the consultants the host organizations and the missions in light of the particular needs of the target projects.

The actual intervention is also defined by the local situation. Typically, during the initial visit, resources from the present project's contractor are identified (experts in needed processes and functional areas). Often these "resources" will be individuals whose knowledge is necessary to help the project attain its mission but who are not locally available to the host organizations or the mission. Sometimes, however, the definition of the problem(s) will lead to the

recognition of local talent, either in the mission or the local society, that can be secured to assist the host organizations.

Evaluation of the success of the intervention in changing behavior and securing stated goals will be conducted collaboratively between the consultants, and the host organizations and mission. The aim here is to determine if any behavioral change has occurred and if so, in what direction. To accomplish this some interviews, written tests, examination of performance criteria, and similar techniques may be used in addition to observation and judgement.

The results of the evaluation lead to redefinition and renegotiation of follow-up activities to be performed either by the consultants or by the mission itself. Mission, host organizations and consultants re-evaluate their relationship and decide if they want to continue it and, if so, in what way.

In any event, however, the consulting team, through the process consultation mode of operation, will assist mission, host government and contractor personnel to recognize their opportunities and problems, set targets for implementing needed tasks, and develop appropriate measures for assessing change in the project's performance.

The end product of this mode of consulting will be the development of practical and useful approaches to strengthening the design and implementation of IRD projects. These local lessons will be made available to other projects because case

study reports will be prepared on each IRD intervention. From these reports, the latest information and theory about IRD will be connected with lessons of experience to provide project designers and other interested parties practical, operational guidelines for project organization and management.

State of the Art Paper

We recognize that there is a need to assist mission project officers and others responsible for IRD projects in keeping up to date with the latest experience from current IRD activities. Such information can be useful to on-going projects as well as to those designing new IRD projects. From our preliminary review of project evaluations, published accounts of IRD, and discussions with project officers and other practitioners, we see the utility of a state of the art paper (SOAP) which synthesizes knowledge about several aspects of IRD design and administration. Topics which should be examined include:

1. Project Design

A. An IRD project could work through single function bodies which reflect existing organizational structure: ministries, corporations, executive agencies, etc. OR IRD activities could be incorporated in a multifunctional agency or clusters of institutions in a multifunction effort. What are the pros and cons of these approaches?

B. Hierarchical vs. egalitarian/nonhierarchical:

The traditional Western model of administration stresses span of control, top-down delegation of authority, and little or no direct client involvement in planning, decision-making or operations. Alternatively, there are worker-manager forms of industrial organization and cooperatives which have little formal hierarchy and extensive input and participation from members and clients. What is the proper mixture AID should aim to produce?

C. Centralization vs. decentralization: Should control over IRD be held in the national administration, perhaps under the executive establishment's umbrella? Or should setting priorities, administrative responsibilities and operational control be devolved to regional bodies or local governments? What are the strengths and weaknesses of each position? the obstacles to decentralization?

D. Planning: Should IRD projects flow out of central planning agencies? or should IRD agencies be created to develop operational and strategic plans? How can target populations participate meaningfully in planning, selections of alternative approaches, setting priorities, resource allocation, decisions, etc.

E. Scale of Operations: Is small really beautiful (village or province in scope) or should IRD be a national or large area operation? What are the alternatives? Is it better to offer only a few services initially or a wide range of social and income production services?

2. Organizational Development

A. How can host governments maximize the organizational development potential capabilities of AID-supported IRD projects?

B. Are there examples of successful rural development projects/agencies which demonstrate useful lessons in building and maintaining linkages among clients, peer organizations, other public and private sector organizations, and external actors?

C. Which provides greater motivation for effective and efficient performance of IRD activities, state-controlled public sector agencies, or semi-public or private corporations which must "show a profit" in order to survive? What are the important factors in deciding which form to support? What have we learned about mixing these organization forms in IRD?

D. How do IRD projects obtain optimal local participation? (See Planning)

3. Foreign Donors in IRD: How can foreign donors best assist the development of sound, viable administrative structures and support systems to facilitate host governments undertaking IRD activities? What inter-donor administrative, collaborative mechanisms are required to do this? Who in the host governments should coordinate/manage this mechanism?

4. Finance and IRI: Most "development" studies start with large front-end subsidies to reach the target poor --

it is accepted doctrine that they should be self-financing. To move from subsidy to self finance involves administrative action and an understanding of entrepreneurship. Where is it done successfully, how? When IRD fails to become self financing, why?

The SOAF will be made available to mission and host country personnel during the first year of the project. In addition, the state of art work will provide a means for isolating topics and issues which are central to IRD (for instance, the need to involve local participants in the decision process, or the role of local and provincial government in IRD and which in turn can be used as foci for consulting efforts.

Networking of Consultants

The project will help to expand the pool of consultants on which local missions can draw for short term assistance by locating individuals who are experts in various aspects of IRD and providing their names to a central DS/RAD consultant data bank being developed and managed by USDA. This data bank will use standardized input forms so that individuals identified by the present and other projects in the "Critical Problems of Development" cluster can be located effectively and efficiently when requests come in from the field for short term consultants. (The USDA information system will be available to the project's contractor so that if the con-

tractor wishes to mail materials to the subset of individuals identified as experts on IRD, preaddressed mailing labels can be machine-printed.) From this computerized roster of potential consultants, matching can be made between the criteria for consultants specified by in the request for help and the characteristics (language ability, areas of expertise, availability, evaluation of previous performance, etc.) of specific individuals. We envision many requests and successful matches beyond the needs of the present project, so that a much broader community of interests will be served by the rostering dimension of the present project. Lists of names will be delivered every 4 months to AII/W.

Final Project Report

In the final year of the project, the contractor will deliver a draft of a project report which will take the form of one or more handbooks or manuals for designing IRD activities. These volumes will present a typology of IRD systems and a discussion of the strengths and weaknesses of various organizational approaches. Meant to be a desk reference for field managers, these reports will contain along with the lessons of experience a selected and annotated bibliography of additional IRD-related materials referenced by geographic region and type of project. This report will integrate in summary form the results of the state of the art

paper, the mission consultations, and materials published during the course of the project.

Dissemination of Project Findings

As noted above, the first deliverable of the project will be the review IRD and other rural development projects in 10 of the least developed countries. This document will be made available to AID project officers and other practitioners. Similarly, the state of the art paper dealing with a range of issues concerning the design and management of IRD projects will be completed during the first year and be made available to Agency personnel and other interested parties. The final Project Report will be widely disseminated both inside and outside the Agency. A conference on "Designing and Managing IRD" will be held during the final 3 months of the project to discuss the first draft of the Project Report and to obtain additional inputs from academics and practitioners, both American and foreign. This conference will be held in Washington, D.C. so that the maximum number of relevant participants will be able to attend. The discussions and additions made at this meeting will be incorporated in the final edition of the Project Report.

Economic Feasibility

The project is designed for 48 months with an

obligation of \$1,082,000 in FY 1978 and \$1,682,000 in FY 1980. Based on the level of effort summarized above, the overall cost of the project is \$2,764,000. The proposed expenditures are summarized below.

The empirical and theoretical results of the present project will result in raising the returns from IRD projects through (1) a clearer understanding on the part of local personnel of the opportunities and problems various organizational forms and structures offer them; (2) an increased familiarity with and confidence in modern management diagnostic tools and procedures; and (3) knowledge of lessons of experience from other IRD efforts which they may apply. Both the direct consultant services and the indirect but nevertheless important transfer of skills from consultants to local personnel will upgrade the managerial ability of IRD planners, administrators, and participants; these changes, in turn, will lead to more effective and efficient projects. As things stand presently, there is little practical information about the costs and benefits of using a single, multi-functional agency at the operational level to coordinate and deliver services, or using national planning agencies and similar interagency bodies to plan and evaluate the delivery of services by several autonomous line organizations. Both approaches may be useful given certain conditions; alternatively neither may be cost-effective in some cases. The present project will bring together the lessons of experience and

theoretical discussions so that project officers will have a convenient reference which offers them discussions of the strengths and weaknesses of various approaches to both large-scale regional and local, small scale IRD activities. Thus the output of the project will contribute materially to cost savings while reducing the negative unanticipated consequences of anti-poverty activities.

The development of a systematic procedure for AID officers to use in designing and implementing IRD is a necessary administrative task. This project will provide this input in a sufficiently general and practical form that AID will be more successful in fine-tuning IRD interventions to help local beneficiaries meet their basic human needs.

Social Soundness

It is recognized widely that IRD projects are an effective means for generating the resources required to improve the access by the rural poor to their basic human needs: food, health, education, cultural dignity and self expression, and self-determination. By combining social services and income production functions, IRD offer inputs which mutually reinforce each other. For example, poor health stems from lack of food, inadequate sanitation, inadequate housing and so forth; yet poor health keeps people from exploiting fully their economic resources. This vicious cycle can be broken only when economic resources plus social services

package. This is what IRD is designed to provide. Hence the greatest beneficiaries from such projects are often the most disadvantaged because they suffer from multiple, even symbiotic, pathologies. Specifically, it is often women and young children who are the most impoverished and disadvantaged because of mores and traditions which place their claim on local and familial resources last in priority. Thus improving IRD leads to direct benefits to the most needy -- rural women and dependent off-spring.

We have already noted that the project is committed to fostering, through consultation in the design and implementation of IRD projects, the maximum feasible participation in design, administration and evaluation by local beneficiaries. This will be done by working closely with local personnel to point out opportunities for greater decentralization and increased local involvement.

Working to increase local participation is only one aspect of the project's effort to transfer administrative skills and management techniques to host government project cadres as well as to mission personnel. Explicitly, the project aims to teach by example and by working collaboratively in partnership with local personnel. While it is not a training project per se, it is clear that the present effort will make a considerable impact on recipient administrative systems. Since the bureaucracies and organizations of developing nations are central engines of development, the salutary

outcomes of the present project's association with local administrators are manifold.

By drawing together varied IRD experiences and working with individuals from many countries, the lessons learned and procedures demonstrated by the project will be widely transferred. The project's concept of process consultation and its technical expertise will become available throughout the Agency -- and therefore throughout the developing world. Dissemination of the SOAP and Project Report will widen the project's impact on the administration and organization of rural development efforts. Thus the project's influence will go well beyond the projects it assisted and will contribute significantly to improving the Agency's ability to fulfill its mandate.

Technical Feasibility

Alleviation of the hardships stemming from poverty and ignorance among the majority of the rural poor has been accomplished only exceptionally by international technical and financial assistance programs. Recent studies have revealed much about the reasons for this failure. A great deal is understood about how to design programs and choose technologies to address more specifically the rural poverty problem; but little is known thus far about how to implement these new programs. Building on the accumulated knowledge base for rural and agricultural development program design and manage-

ment, this project refines, adapts and applies a technology for program implementation improvement to rural development programs.

The technology chosen to increase the effectiveness of integrated rural development programs is process consultation. Process consultation will be employed as an instrument for improving the organization and management of existing rural development programs and instituting a devolutionary approach to the design and implementation of new programs.

It is not possible to design an assuredly successful rural development organization. The success of programs within any organizational structure is heavily dependent on the performance of the staff of the organization. There must be compatibility of structure and of human behavior. This is accomplished by both modification of structure of behavior to the point that effort is not diverted from the advancement of program objectives in the pursuit of other joint or individual interests.

In the developing countries managerial talent is scarce. Management of IRD organizations often will be drawn from prior existing governmental agencies such as extension, cooperatives or credit services. In the markets in which such agencies operate it is common for the more advantaged to bid services away from the less advantaged. These managers and administrators will not be transformed by some invisible hand into leaders capable of implementing programs to reach the rural poor or address those needs which older agencies

have long failed to address. Changes in the behavior of people are required; changes in motivation and in human relations.

To comprehend the working relationships among the members of an organization and to understand the incentive system which is operative it is necessary to become a close observer of the organization in action. To change an organization, it is essential first to have an intimate knowledge on which to base change strategies. This is the function of process consultation.

While efforts to formalize knowledge of process consultation are recent, such interventions have long been conducted by a variety of professional consultants. There are many approaches. The approach to be applied in this project is classified by behavioral scientists as techno-structural. Unlike much of the consultation activity coming under the rubric of organizational development (OD) which is primarily directed to improving organization performance through changing behavior, techno-structural interventions are directed primarily to the improvement of program success through modification of organizational structure and work patterns. The employment of such interventions is based on the assumption that failure to implement rural development objectives is a consequence of failure to achieve complementarity of program objectives and the professional and economic interests of management and staff.

Administrative Feasibility

This project will be carried out by a contractor which has the capacity to field a multi-disciplinary team drawn from management sciences, public administration, sociology, political economy, institutional economics, psychology, anthropology and similar backgrounds. Both the core staff and the temporary consultants who make up the consultant teams must be well versed in and be able to operate effectively through the process consultation approach. A senior individual with well-recognized leadership stature in development administration shall head the project during its four years on a half-time basis. This leader shall provide the intellectual orientation to the SOAP, consultancies, reports and other contractor tasks. In addition, this principal investigator will be responsible for liaison with the DS/RAD project officer. The principal investigator will participate in consultant teams, particularly in initial contacts with the mission during which the scope of work and scheduling of the consultancy is developed.

Three to five "core staff" members will work full time on the project. These individuals will be drawn from development administration backgrounds, have LDC experience, and each must be expert in one or more of the principle regions or cultures of the developing world. They shall be leaders of the consulting teams. In addition, the core staff will provide continuing supervision and direction to the research assistants

and temporary consultants who work on various assignments related to the project's tasks.

The day-to-day administration of the project such as maintaining correspondence with missions, consultants, AID/W, and financial management will be vested in a project manager. This individual will be assisted by a full-time secretary. Given the magnitude of tasks and diversity of assignments, it is crucial that this project manager maintain a smooth working relationship with both the principal investigator and the project manager in DS/RAD.

A DS/RAD project officer will devote approximately $\frac{1}{2}$ time to this project. In addition to regular management duties, the project officer will accompany the consultant teams whenever possible during their initial contacts with missions. For this reason, it is important that the project officer be familiar with development administration and the latest advances in management sciences, particularly process consultation.

Selection of sites to receive consulting services will be made collaboratively with the RAD project officer consulting the Intercountry Project Steering Committee regarding mission requests for assistance.

The preceding administrative apparatus is feasible because there exists a number of institutions which have the capacity to organize and manage such a system, and

because the Office of Rural and Administrative Development has a number of projects of the same scope and style which it directs.

Little or no demand on field personnel will be made once the initial scope of work is determined. There will be no additional administrative burden on mission personnel since the project is self-contained and has adequate resource and logistical support foundations. Securing visas, mission clearances, transportation, and so forth will be done by the contract project manager, not by mission or AID/W personnel.

Environmental Concern

This project has no direct impact on the physical environment; however we expect that it will have a positive effect on the professional attitudes and behavior of local personnel and the broader community interested in rural development through the dissemination of reports and improved IRD technologies.

Financial Plan

The project is designed for 48 months with obligations of \$1,682,000 in FY 1978 and \$1,682,000 in FY 1980. The total cost of the project is \$2,764,000. The Summary Cost Estimate and Financial Plan as well as the Expenditure Schedule

follow.

Implementation Plan

The project's major milestones by month and type of task are presented in Table 2. The monitoring of these tasks will be principally the responsibility of the DS/RAD project manager who will receive draft reports, maintain close contact with the contractor's project manager and principal investigator, and work closely with the project's Steering Committee to evaluate feedback from missions regarding the contractor's performance of the consulting task. The Project Committee will review all draft reports.

Evaluation Plan

Evaluations are scheduled for each major project activity as follows:

12th month -- evaluation of the SOAF by Interbureau Project Committee;

12th month -- evaluation of report on rural development efforts in 10 least developed countries by Interbureau Project Committee;

23rd month -- an in-depth evaluation by the Interbureau Project Committee of the work to date on networking, mission consulting, and information dissemination. Viability and utility to the Agency of the process consultation approach to mission assistance will be analyzed. Since the predominance

of consulting funds will be allocated in FY 1980, this review of progress can pinpoint and lead to the correction of any deficiencies before the bulk of the consulting funds are spent.

42nd month -- draft of the Project Report will be submitted to DS/RAD and the Interbureau Project Committee for review.

48th month -- a final evaluation will be conducted of all components of the project by DS/RAD to determine if the project has achieved its purposes of (1) increasing the effectiveness of on-going IRD projects, and (2) improving the design and management of IRD efforts with which it has worked.

LOGICAL FRAMEWORK

Narrative

Goal

To reduce the number of rural poor whose basic needs have not been met.

Purpose

- A. To increase the effectiveness of on-going integrated rural development (IRD) programs.
- B. To improve the design and management of public programs which provide income production and social services to rural communities.

Outputs

A. Multi-level, area-focused interventions

- Identification of opportunities and constraints on effectiveness of IRD programs.
- Process consultation to IRD program management.
- IRD program design and management materials for use by USAIDs and host country development agencies.

B. Local-impact, sector focused interventions

- Identification of constraints on delivery of services to the poor
- Consultation services to local agencies and community organizations (health clinics, farmers organizations, water users associations)
- Program design and management materials for host country organizations building rural foundations for IRD

C. Roster of expertise in IRI

Inputs

Contract Services
DS/RAD Services
RSSA Services
Travel/perdiem
Conference costs

OVI

Measures of Goal Achievement:

Reductions in health problems related to poor sanitation, unemployment related to poor access to resources, etc.*

End of Project Status

- increased consistency in the objectives of rural development programs and coordination in program implementation
- increased cost-effectiveness of income production and social services to rural communities
- increased proportion of income production and social services reaching the rural poor
- local presence of technical and social service persons

Magnitude of Outputs:

- A. -Diagnostic/Process Consultation interventions in 3 to 4 host countries with complimentary attention to critical technology needs.
- B. -Short term field study of 3 to 5 on-going multi-sectoral regional IRD programs
- Distributions of materials to 40 Missions and 30 host country rural development organizations
- Materials exchanged with 10 international organizations
- C. Establishment of DS/RAD file on IRD expertise

Verification Means

Goal

Census or baseline survey data project evaluations
Governmental agency records

Purpose

- direct observation by contractor and AID staff
- IRD and other host country agency records
- highly focused community surveys

Output

Project documentation

*Indicators are site specific, based on the particular IRD program objectives.

Assumptions

Goal Targets

Existence of local and national material and technical resources

Absence of serious natural or social upheaval

Limited population movement in the target area

Purpose

Host country support for IRD efforts

Outputs

Mission identification of client IRD programs

Identification and emplacement of locally appropriate teams of trained and experienced consultants

CONTRACTOR TASKS*

1. Work with AID bureau and mission personnel to identify existing IRD projects which request consultant services to strengthen implementation and evaluation efforts.
2. Identify countries which have pilot IRD projects or are building the foundations for IRD activities and which request design and implementation assistance.
3. At the request of missions, field teams of experts in various aspects of IRD to help host country organizations identify problems and opportunities and take appropriate action. Consultant teams will include individuals with technical expertise and/or previous experience in the area/region of the project.
4. In consultation with Regional Bureaus and Missions and DSB project manager, select 6-9 multifunction, area-wide IRD projects and 6-9 smaller local-level integrated projects to receive consultant services. Selection sites will take into consideration the desirability of sampling from a range of sociocultural regions, levels of development organizational and administrative characteristics of delivery systems.
5. Assemble and review descriptive and evaluative documentation of income production and social service (but not necessarily IRD) projects from 10 of the less developed countries. Describe different management structures and requirements appropriate for developing countries with

differing natural and human resource endowments. This review will provide background for assistance to the smaller, local level integrated service projects.

6. Implement long-term process consultations with selected IRD projects. While the composition of teams and particulars of consultations will vary, the following tasks generally will be performed:

- diagnose principal design or implementation problems and opportunities in consultations with local personnel;
- identify training needs and management systems change needs;
- help local personnel identify goals, purposes, and implementation targets to be achieved in IRD activities;
- select suitable supporting services, especially how many and what types of project supported consultant services are needed;
- schedule consultations; identify training resources;
- identify and field required personnel;
- supervise the consultations; coordinate with training activities;
- work with local personnel in evaluating the services and determining future needs;
- prepare case study reports of each intervention outlining (a) the situation, (b) type of intervention/personnel provided, (c) results of the consultation and (d) specific lessons transferable from consultation to broader IRD design.

and implementation situations.

7. Implement short-term consultations to IRD projects as requested by missions.
8. Prepare case study reports on short-term consultations.
9. Prepare a state of the art report reviewing experiences and problems in the administration and organization of IRD. Materials to be reviewed include published sources, AID reports, reports of other donor agencies, and other "fugitive" documents. This SOAP will be completed and made available to field missions during first year of the project.
10. Identify potential consultants to IRD projects from among US and LDC personnel. These individuals will be nominated to the Rural Development consultant network being developed by RAD.
11. Prepare a Project Report which combines the lessons learned from case study reports with relevant materials gleaned by the SOAP from other IRD experiences. This report will be a "desk-top reference" for mission and other individuals interested in the design and implementation of IRD projects.
12. Coordinate the dissemination of the Project Report among other donor agencies and interested LDC parties.
13. Convene a conference on the Design and Management of IRD to be held in Washington, D.C. during the final 3 months of the project. LDC as well as American and European experts will participate, and their suggestions and comments will be

incorporated in the submission edition of the Final Report.

*All tasks will not be performed for every intervention. Sub-sets of these tasks will be defined for multi-level, area-focused interventions and local-impact, sector-focused interventions.

Table X:

Project Scheduling

<u>Month</u>	<u>Task</u>	
1	1	Prepare a SOAP reviewing and summarizing experiences and problems in the administration and organization of IRD.
1	2	Assemble and review descriptive and evaluative documents on IRD and other rural development projects from 10 of the least developed countries Describe different management structures and processes appropriate for IRD efforts in countries with minimal human resources and economic infrastructure.
1	3	Initiate development of IRD consultant network
4	4	Submit names to AID/W (Report)
8	5	Update network entries (item)
12	6	Update network entries (item)
16	7	Update network entries (item)
20	8	Update network entries (item)
24	9	Update network entries (item)
30	10	Update network entries (item)
36	11	Update network entries (item)
42	12	Update network entries (item)
48	13	Update network entries (item)
1	14	Identify countries for consulting
6	15	Begin scheduling consultant visits
6	16	Initiate field consultations
12	17	Submit SOAP to RAB
12	18	Submit review of rural development in 10 least developed countries

<u>Month</u>	<u>Task</u>
42	19 Submit draft of Project Report
44	20 Hold conference on Design and Management of IRD
48	Submit final draft of Project Report
48	Coordinate the dissemination of the Project Report among other donor agencies and interested LDC parties.

Proposed Budget by Inputs

<u>Proposed Budget (\$000)</u>	<u>Ob1. 78</u>	<u>79</u>	<u>Ob1. 80</u>	<u>81</u>	<u>TOTAL</u>
U.S. Contract					
Principal Investigator @¼ time	10	11	11	12	44
Project Manager full-time	25	26	26	27	104
Core Staff @\$30,000 average annual salary 3-5 staff members to be consultant team leaders	30	150	150	150	480
Research Assistants -- \$400 per month (180 pm*)	40	5	6	20	72
Secretary	11	12	12	13	48
Overhead and fringe @ 100%	116	205	205	222	748
Consultants @ \$3500 per month for 104 pm	-	(30) 105	(50) 175	(24) 84	364
Travel and per diem	30	135	219	112	496
Other costs; workshops and materials	9	18	13	20	60
Total Annual Contract	271	668	817	660	2416
RSSA	49	51	54	56	210
Inflation (6% per year)	-	43	52	43	138
Total Annual Budget	320	762	923	759	2764

(*pm=person months)

Proposed Budget by Outputs

	<u>78</u>	<u>79</u>	<u>80</u>	<u>81</u>	<u>Total</u>
<u>Consulting</u>	60	554	695	505	1,814
<u>State of Art Paper</u>	100	-	-	-	100
<u>Review of IRD Projects</u>	45	-	-	-	45
<u>Network Development</u>	10	10	10	10	40
<u>Dissemination of Reports</u>	5	10	0	20	35
<u>Project Management</u>	100	145	166	181	592
<u>Inflation (6% per year)</u>	-	43	52	43	138
<u>Total</u>	320	762	923	759	2,764

AGENCY FOR INTERNATIONAL DEVELOPMENT
**PROJECT AUTHORIZATION AND REQUEST
 FOR ALLOTMENT OF FUNDS PART I**

1. TRANSACTION CODE

A
 C
 D

PAF

2. DOCUMENT CODE
 5

3. COUNTRY ENTITY
 DS/RAD

4. DOCUMENT REVISION NUMBER

5. PROJECT NUMBER (7 digits)

6. BUREAU/OFFICE

A. SYMBOL

DS

B. CODE

7. PROJECT TITLE (Maximum 40 characters)

8. PROJECT APPROVAL DECISION

ACTION TAKEN

A. APPROVED
 D. DISAPPROVED
 DE. DEAUTHORIZED

9. EST. PERIOD OF IMPLEMENTATION

YRS.

QTRS.

10. APPROVED BUDGET AID APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY <u>78</u>		H. 2ND FY <u>79</u>		K. 3RD FY <u>80</u>	
		C. GHANT	D. LOAN	F. GHANT	G. LOAN	GRANT	J. LOAN	L. GRANT	M. LOAN
(1) FN	700			1,082				923	
(2)									
(3)									
(4)									
TOTALS				1,082				923	

A. APPROPRIATION	N. 4TH FY <u>81</u>		Q. 5TH FY		LIFE OF PROJECT		PROJECT FUNDING AUTHORIZED	
	O. GRANT	P. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN	1. LIFE OF PROJECT	2. INCREMENTAL LIFE OF PROJECT
(1)	759				2,764			
(2)								
(3)								
(4)								
TOTALS		759			2,764			

PROJECT FUNDING AUTHORIZED THRU

12. INITIAL PROJECT FUNDING ALLOTMENT REQUESTED \$000:

A. APPROPRIATION	B. ALLOTMENT REQUEST NO. _____	
	C. GHANT	D. LOAN
(1) FN	1,082	
(2)		
(3)		
(4)		
TOTALS		1,082

13. FUNDS RESERVED FOR ALLOTMENT

TYPED NAME (CHARACTER FM/FSD)

SIGNATURE

DATE

14. SOURCE ORIGIN OF GOODS AND SERVICES

000 941 LOCAL OTHER _____

15. FOR AMENDMENTS, NATURE OF CHANGE PROPOSED

FOR I/PC/PIAS USE ONLY	16. AUTHORIZING OFFICE SYMBOL	17. ACTION DATE			18. ACTION REFERENCE (Optional)	ACTION REFERENCE DATE		
		MM	DD	YY		MM	DD	YY

PROJECT AUTHORIZATION AND REQUEST
FOR ALLOTMENT OF FUNDS

PART II

ENTITY: Development Support Bureau
PROJECT: Administration and Organization of IRD
PROJECT NUMBER: 936-5300

Funding in the amount of \$2,764,000 is approved to conduct a new DSB project, managed by DS/RAD entitled Administration and Organization of Integrated Rural Development. Amounts requested include \$1,082,000 for authorization in the fourth quarter of FY 1978. The remaining amounts of \$923,000 and \$759,000 are requested for FY 1980 and FY 1981 respectively. The project is to be funded over a four-year period running from calendar year 1978 into calendar year 1981.

Approved: Sander Levin

Sander Levin
Assistant Administrator for
Development Support

Date: 7/14/78

Attachments:

Project Paper dated April 27, 1978

June 27, 1978

ACTION MEMORANDUM

TO: AA/DSB, Mr. Sander Levin

THRU: DS/PC, Mr. Robert Simpson *RS*

FROM: DS/RAD, *Sander H. Hobb*
Harlan H. Hobbgood

Problem: Requested approval for funding new DS/RAD project on "Administration and Organization of Integrated Rural Development."

Discussion: DS/RAD's proposed project on "Administration and Organization of Integrated Rural Development" was reviewed and approved by the Research and Development Committee chaired by Mr. Sander Levin, Assistant Administrator for the Development Support Bureau. Project costs are estimated at \$2,764,000. The project will be carried out over a four year period with the first amount proposed to be obligated during the fourth quarter of FY 1978 for \$1,082,000. The remaining amounts of \$923,000 and \$759,000 are planned to be obligated in FY 1980 and FY 1981 respectively.

The project authorization provides funds for the following: (1) a four year contract for total costs of \$2,234,000; (2) a four year RESA for a total cost of \$210,000; and (3) \$320,000 to provide for higher costs due to inflation.

Recommendation: That you approve this project and authorize funding for it in the amount of \$2,764,000 with the first obligation of funds in the fourth quarter of FY 1978 and the remainder in FY 1980 and FY 1981.

Approved: *Sander H. Hobb*

Disapproved: _____

Date: 7/14/78