

AGENCY FOR INTERNATIONAL DEVELOPMENT  
 WASHINGTON, D. C. 20523  
**BIBLIOGRAPHIC INPUT SHEET**

FOR AID USE ONLY  
**Batch 62**

1. SUBJECT CLASSIFICATION	A. PRIMARY Food production and nutrition	AE30-0000-0000
	B. SECONDARY Development	

2. TITLE AND SUBTITLE  
 Project management for rural equality; organization design and information management for benefit distribution in less developed countries, v.1: Research summary and action guidelines

3. AUTHOR(S)  
 Honadle, George; Ingle, M.D.

4. DOCUMENT DATE 1976	5. NUMBER OF PAGES 48p.	6. ARC NUMBER ARC
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7. REFERENCE ORGANIZATION NAME AND ADDRESS  
 Honadle/Ingle

8. SUPPLEMENTARY NOTES (Sponsoring Organization, Publishers, Availability)  
 (Vol.2: Theoretical, empirical, and case studies, 306p.: PN-AAD-821)

9. ABSTRACT

This study of the potential role of organization design in rural development administration is intended to assist development managers identify project-related distributive impact and design project organizations which facilitate more favorable benefit distribution for the purpose of improving project management for rural equality. It contains both a theoretical focus for academics and a practical focus for project managers. The focus is on information processing with the objective of determining if organizational alternatives influence benefit distribution and of organization design can be used to affect that distribution. The empirical study of fifty subprojects in Africa and Latin America shows that an information-sharing perspective can be applied to rural development projects; that information sharing among subprojects is associated with project related benefit distribution patterns; and that the organizational dimension of rural development projects should receive priority attention. Guidelines are given to improve project organization design. The study also examines the definition and measurement of benefit distribution, the development and use of heuristic design techniques, and the design of project management information systems to monitor distributive impact. If an effort is to be made to reach the rural poor, the distribution of research and development funds must reflect that intention.

10. CONTROL NUMBER PN-AAD-822	11. PRICE OF DOCUMENT
12. DESCRIPTORS Equalizing Information theory Organization theory Project management	13. PROJECT NUMBER
	14. CONTRACT NUMBER AID/ta-C-1255 Res.
	15. TYPE OF DOCUMENT

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# **PROJECT MANAGEMENT FOR RURAL EQUALITY**

**ORGANIZATION DESIGN AND INFORMATION MANAGEMENT  
FOR BENEFIT DISTRIBUTION IN LESS DEVELOPED COUNTRIES**

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**by**

**GEORGE HONADLE and MARCUS INGLE**

***VOLUME 1:***

***RESEARCH SUMMARY AND ACTION GUIDELINES***

A Report Prepared for the Agency for International Development  
Under Contract No. AID/ta-C-1255 *Res.*

**NOVEMBER 1976**

## Abstract

This is a study of the potential role of organization design in Rural Development Administration. The study is intended to assist development managers identify project-related distributive impact and design project organizations which facilitate more favorable benefit distribution. Information, organization, systems, and cybernetic theories are used to isolate significant organizational variables which are then related to project benefit distribution in an empirical study of fifty subprojects in Africa and Latin America. The findings are: (1) an information-sharing perspective can be applied to rural development projects; (2) information-sharing among subprojects is significantly associated with project related benefit distribution patterns; (3) the organizational dimension of rural development projects should receive priority attention from those who design and manage projects intended to promote rural equality. Guidelines are then developed to improve project organization design and those guidelines are applied to the design of a rural development project in West Africa. The guidelines are judged useful for choosing appropriate organizational relationships and for identifying data needs to specify organizational factors affecting benefit distribution in particular situations. The study also examines the definition and measurement of benefit distribution, the development and use of heuristic design techniques, and the design of project management information systems to monitor distributive impact.

The report is presented in two volumes. Volume I contains a research summary and the action guidelines. Volume II contains eight annexes which detail the theoretical, empirical and case studies.

# PROJECT MANAGEMENT FOR RURAL EQUALITY

The results of this study are reported in two separately bound documents. The contents of both volumes are outlined below.

## VOLUME I: RESEARCH SUMMARY AND ACTION GUIDELINES

- Part I: Introduction
- Part II: Research Summary
- Part III: Action Guidelines:  
Organizing to Reach the Rural Poor
- Part IV: Conclusions and Recommendations

## VOLUME II: THEORETICAL, EMPIRICAL AND CASE STUDIES

- Annex A: Problem Statement
- Annex B: Organization and Distribution
- Annex C: Information Processing Indicators
- Annex D: Distribution Indicators
- Annex E: Information Processing and Benefit Distribution:  
The Empirical Study
- Annex F: Information Management to Benefit the Rural Poor
- Annex G: Guideline Development
- Annex H: Organization Design Applied:  
A Case Study of Bong County, Liberia

## PREFACE

Project Management for Rural Equality was supported by a \$25,000 small activity research grant from the Office of Development Administration, Technical Assistance Bureau, in AID. Toward the end of the contract, responsibility for the study was transferred to the Office of Rural Development. The empirical section was facilitated by the active cooperation and data sharing of Development Alternatives, Inc. (DAI) and the design section was facilitated by an opportunity to participate in the joint World Bank-AID Project Appraisal of the Bong County Project in Liberia. DAI was also instrumental in making that opportunity possible. The project extended from December, 1975 through October, 1976. The research was conducted in Syracuse, New York; Washington, D.C.; and Monrovia and Bong County, Liberia.

We express our appreciation to those who provided us with information and encouragement during the preparation of the interim and final reports. Jerome French, Director of the Office of Development Administration, and E. Thomas Chapman, Project Officer, furnished valuable guidance and continual administrative support. In the Office of Rural Development, Edgar Owens and Harlan Hobgood made useful suggestions on the organization of the report. Additional AID assistance was provided by: Robert Berg, Johnathan Silverstone, Carl Fritz, James Dawson, Gary Adams, Helen Vaitaitis, Thomas Dobbs, Gerald Schwab, Donn Block, James Heath, Joe Davis, Larry Rosen, Don McClelland, Martha Horsely, Ken Kornher, Paul Worthington, Harry White, and numerous Maxwell International Development Seminar (MIDS) participants who helped us develop and apply our original ideas to an AID project management context. Outside of AID, we extend our thanks to the following: Robert Iversen, James Carroll, Irving Swerdlow, Marshall Segall, James Vedder, Dennis Rondinelli, Dwight Waldo, Rudi Klauss, William Pooler, Charles Levine and Steve Strand of Syracuse University; Donald Mickelwait, Charles Sweet, John Hatch, Donald Jackson, Richard Smith, and the remaining staff of Development Alternatives, Inc; Uma Lele, Osman Farruk, Claudio Hachero, Ben Van Der Poll, and Igbal Soban of the World Bank; John Mellor and Norman Uphoff of Cornell University; and numerous local and expatriate civil servants in Liberia. Finally, we extend our gratitude to our research staff, including Sandra Roshia, Beth Walter, Ann Coon, Jolande Gumz, Laurie Nikolski, Andrew Bluestone, and Cathie Fritts for their most enthusiastic contribution.

We, of course, accept full responsibility for any errors of omission or commission.

George Honadle  
Marcus Ingle

Syracuse, New York

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# I INTRODUCTION

This is a study of the potential role of organization design in Rural Development Administration. It is "action research." That is, it contains both a theoretical focus for academics and a practical focus for project managers within the Agency for International Development (AID).

The theoretical dimension pertains to the value of information analysis of organizations as a policy research tool for examining distributive impact. The practical dimension is reflected in a set of organization design guidelines to help AID project managers organize projects which result in greater benefit to the rural poor.

More specifically, the study is intended to improve AID's capacity to perform two activities. They are:

- \* To identify project-related distributive impact; and
- \* To design project organizations which facilitate more favorable benefit distribution.

The purpose of these two activities is to improve project management for rural equality.

## HIGHLIGHTS

The major findings are that the organization of rural development projects influences who receives benefits from those projects; and that

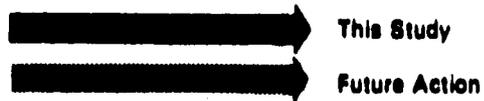
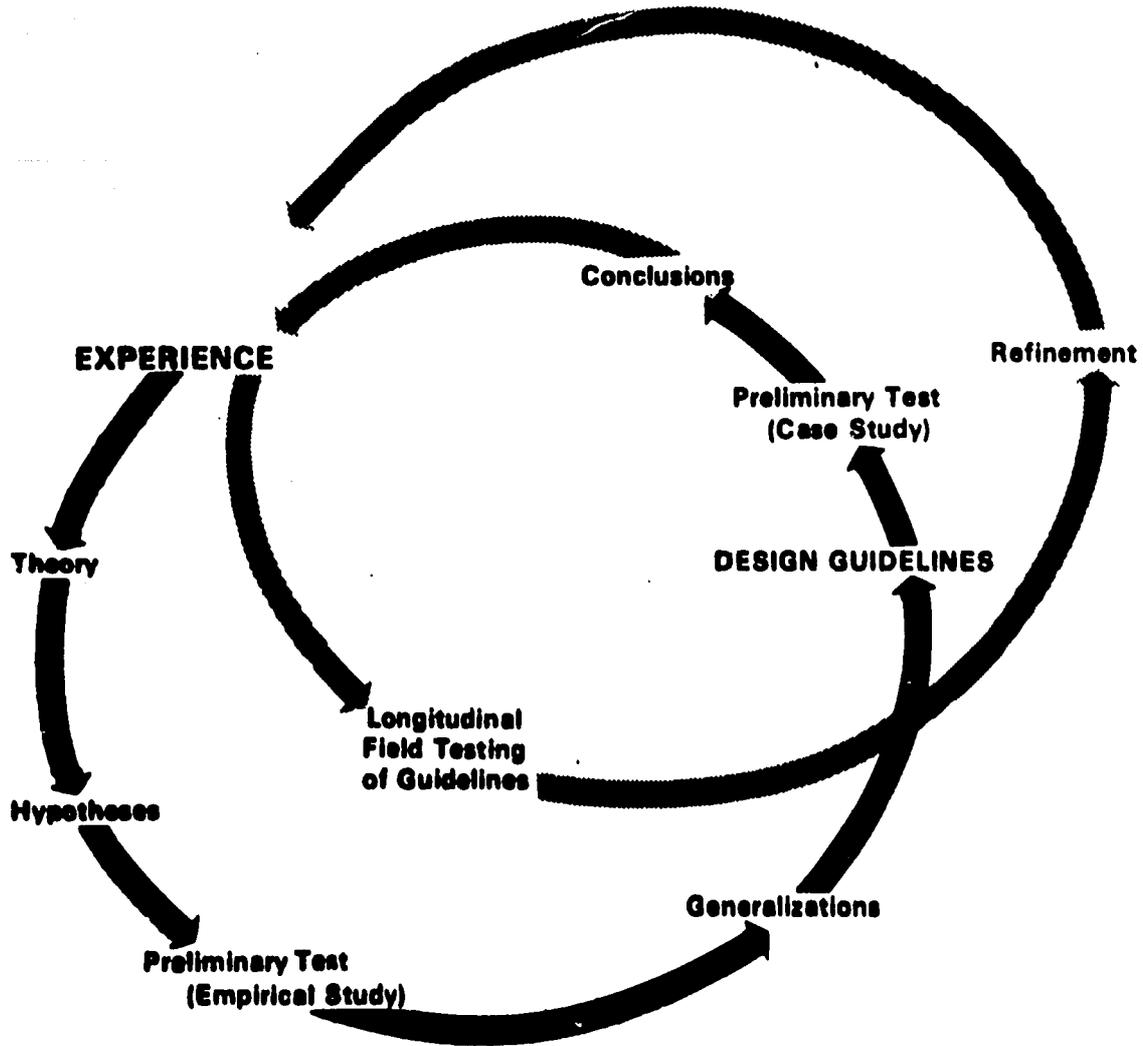
project organizations can be designed to deliver more benefits to the rural poor.

The study presents a set of action guidelines to help project managers design and implement more effective rural development project organizations. A scheme for classifying benefit recipients and measuring benefit distribution also is constructed and integrated into AID's project system. Two by-products of the focus on organization and distribution are: discussion of project management information systems; and articulation of process dimensions which can contribute to an assessment of the managerial capability of different organizations.

The study began with our experiences of rural development in Africa, Asia and Latin America. To explain the role of organizations in distribution, we looked to theory. From the theory, we developed specific hypotheses and conducted an empirical test. Based on the research results, generalizations were made and prescriptive action-oriented guidelines were constructed. These guidelines were then tested in a case study and conclusions were drawn. The results are contained in this volume.

The guidelines resulting from the research are a beginning as well as an end. They are the conclusion of this research, but they are hopefully the beginning of improved project organizational design. Only by using them, refining them, and learning from them can we discover their actual utility. The process began with experience and it must return to experience. The place of "Project Management for Rural Equality" in this learning cycle is displayed in the diagram on the next page. This diagram helps us recognize the limitations of the

**Action Research and Design Process**



study and place it in proper perspective--the most significant work is still to be done.

#### FORMAT

The report is presented in two volumes. Volume I contains summaries of the research findings, the action guidelines, and the conclusions and their implications for AID. Volume II contains eight annexes which detail the approach, the findings and a rural development project application.

Readers interested mainly in designing or managing projects may find the guidelines section of Volume I the most valuable. Those interested in pursuing alternative approaches to benefit distribution or to organizational design techniques may wish to review specific annexes in Volume II. A bibliography of pertinent sources is located at the end of each annex to assist the further study of specific topics.

## II RESEARCH SUMMARY

This section outlines the studies which resulted in the organization design guidelines by summarizing the content of each annex in Volume II. Those annexes which focus most directly on project management related substance or illustrate critical concepts are given greater emphasis. Those with less applied content and those more fully reflected in the guidelines receive less emphasis.

### Annex A

#### PROBLEM STATEMENT

This research is directed toward a problem with two components. The first is the lack of distribution-related project impact indicators in AID's project management systems. The second is the need for organizational design techniques to help improve the distributive impact of rural development projects.

### Annex B

#### ORGANIZATION AND DISTRIBUTION

An organization is defined as "a system of interacting people and roles." Information is defined as "data which are used in decision-making." Organizations are then viewed as information processing entities and the development literature is reviewed to extract generalizations about the roles of traditional, colonial and project organizations in distributing socio-economic resources. The literature suggests the following generalizations:

- \* Organizations are instruments which distribute information and other resources;
- \* How information is shared throughout an organization affects who within that organization achieves their objectives most fully;
- \* Organizations interact with their environments and the nature of the interactions is guided by whose objectives are pursued by the organization;
- \* New and old organizational forms play significant roles in the development process;
- \* Development projects are organizations;
- \* During implementation, project "ownership" passes from its designers to local actors, and project behavior reflects this change;
- \* Projects become absorbed into the distributive dynamics of their environments through interfaces with local organizations;
- \* The nature of the interfaces partly determines who receives how much benefit from the project;
- \* Internal project information sharing affects the interfaces; and
- \* To a considerable degree, internal project information sharing processes can be consciously designed.

Thus it is suggested that information sharing within and between organizations may reveal the distributive role of organizations in developing countries. Furthermore, the construction of project organizational design techniques might begin with an information-sharing perspective.

#### Annex C

##### INFORMATION PROCESSING INDICATORS

Organization theory and organization design literature is examined to develop a typology of information processing strategies used by

organizations. Indicators of "who shares information with whom" are deductively extracted from the typology. Included among the indicators are those which are later used in the empirical and case studies and incorporated into the guidelines. These indicators focus upon the distribution of information within an organization.

#### Annex D

#### DISTRIBUTION INDICATORS

This annex presents a way to classify groups of people receiving different amounts of project-related goods and services and to measure the distribution of those benefits.

Systems hierarchy is used to relate growth and distribution. For example, national planning decisions to distribute efforts and resources among different sectors of an economy will influence the growth of individual sectors. The same relationship appears spatially as well as functionally. Distribution among regions affects growth within regions. From a system level, then, a process may appear as distribution whereas from a subsystem level the process is seen as growth. Conversely, the absolute growth of a subsystem may influence the relative distribution of resources within the system. Thus, project area growth influences regional or national distribution.

This suggests a need to disaggregate project impact data in order to measure the distribution of project-related growth. It is necessary to know which groups of people receive how many benefits from the project.

### Benefit Recipients

Project benefit recipients may be defined in vertical or horizontal terms. For example, rich/poor are quantitative categories along an ascending scale whereas male/female are not. The latter are horizontal categories. Vertical categories are those with more or less of some element such as income, land\*, cattle, caloric intake and so forth. Vertical categories can be sector-specific. Horizontal categories describe recipients with qualitatively different characteristics, not more or less of something. For example, men/women, Muslim/Christian/Pagan, farmers/traders are horizontal. Sex, religion, ethnic group, occupation, ritual society membership and many other groupings may reflect locally perceived social dynamics and provide significant horizontal categories for classifying benefit recipients.

Appropriate categories for identifying benefit distribution among groups will be project specific. However, for situationally appropriate distribution data to be used in AID's project management system, they must be incorporated into agency documentation. The Logical Framework for Project Design appears in many documents and it can be used to evaluate project-related distribution at different stages of project impact.

### Distribution Stages

The following is a suggested standardized scheme for using the

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\* Squatter is a vertical category. It signifies no land.

logical framework to identify distribution stages:<sup>1</sup>

- \* **INPUTS** refer to resources applied to change a situation. The source of the inputs may indicate a distributive linkage between the project and suppliers.
- \* **OUTPUT** refers to a completed product or service which provides an opportunity to the target group and/or other persons. Who has access to the opportunity identifies distribution at this stage.
- \* **PURPOSE** refers to behavioral change within the target group which reflects investment in the opportunity provided by the output. Whose behavior changes how much indicates distribution at the purpose level.
- \* **GOAL** refers to a changed state or condition within the target group or extending beyond it. Whose condition changes how much shows goal-level distribution patterns.

A series of hypotheses are made that, if inputs are applied, then output will result; if output, then purpose; if purpose, then goal.

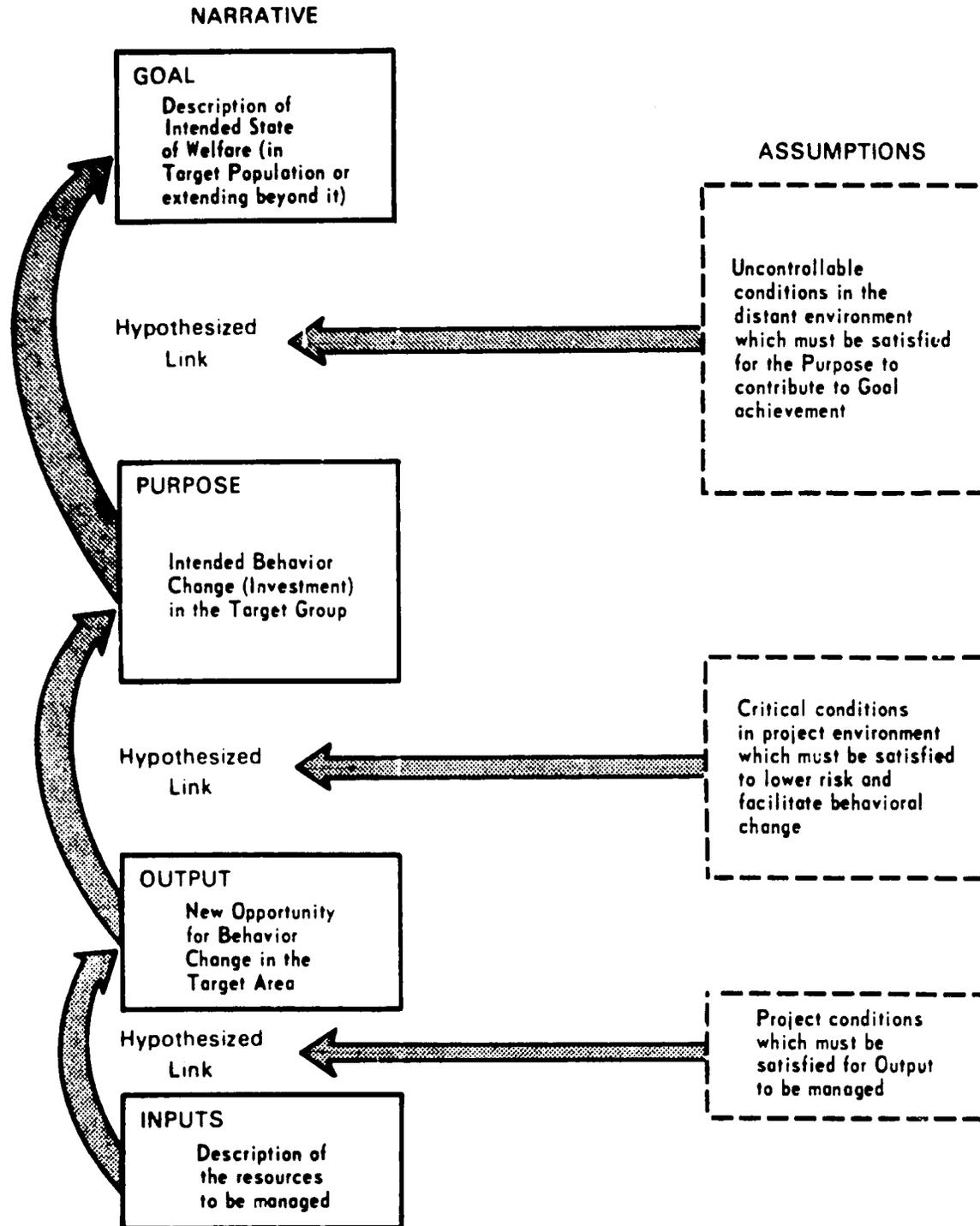
The strength of the hypothetical relationships is related to the fulfillment of the assumptions required for the linkage to occur. However, as we progress from input to goal, uncertainty increases because controllability becomes less while complexity becomes greater.

This standardized taxonomy for the Logical Framework is displayed in the diagram on the next page. The diagram plus the above discussion can be used to incorporate comparative distribution data into AID documentation. This improves evaluation capability. In Annex F we show how it can also improve management.

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<sup>1</sup>This scheme was collaboratively developed by Robert Iversen, William Pooler, James Vedder, Rudi Klauss and the authors for use in the AID-sponsored Maxwell International Development Seminars held at Syracuse University and in project management seminars held in Africa and Asia. The authors have also applied it to a local government project in the U.S. and found it analytically appropriate. See: G. Honadle and M. Ingle, "Onondaga County Probation Outreach Project Evaluation Design," (Syracuse, NY: Onondaga County Probation Department, December 1975).

The Vertical Axis Of The Logical Framework With Standardized Categories



Given an understanding of: (1) the need for data to be broken down to reflect distribution instead of averages or totals, (2) vertical/horizontal distribution categories, and (3) the types of distribution occurring at the multiple levels of the standardized Logical Framework matrix, it is still necessary to develop and use sector-related and beneficiary-related disaggregated indicators. Once this is done, distribution can be monitored and evaluated.<sup>1</sup>

The following steps can be used to develop distribution indicators from aggregate or average indicators:

- \* For all vertical divisions of the logical framework, make sure that the narrative statements approximate the standard categories described above;
- \* For all narrative statements, develop aggregate or growth indicators to measure the expected project-related changes;
- \* For each growth indicator, disaggregate along appropriate vertical and/or horizontal distribution dimensions. Use information from the project area to judge which dimensions are most significant. To do this, answer the following question-- Who is likely to receive disproportionate benefit (or burden) shares as a result of the project?
- \* For clarity, a benefit incidence column can be included in the Logical Framework<sup>2</sup>; and
- \* For each distribution indicator, develop specific time-phased targets and measure as appropriate.

This understanding of distribution indicators can be used to help design, monitor and evaluate rural development projects.

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<sup>1</sup>Various techniques for measuring inequality are discussed and applied in Volume II.

<sup>2</sup>See: Modification #6 in AID "The Logical Framework: Modifications Based on Experience," Washington, D.C., 1973.

## Annex E

INFORMATION PROCESSING AND BENEFIT DISTRIBUTION:  
THE EMPIRICAL STUDY

An empirical study of the role of information sharing in benefit distribution is conducted. Fifty rural development subprojects in Africa and Latin America are examined. The results of the analysis support the following conclusions:

- \* The information-sharing view of organizations presented in Annexes B and C can be applied to rural development projects and can be used to measure the organizational dimension of those projects;
- \* The distributive impact of rural development projects can be categorized and measured by using the approach which is proposed in Annex D and then elaborated in section III of the empirical study;
- \* The information sharing among subprojects is empirically associated with project-related benefit distribution patterns; and
- \* Given the above, the organizational dimension of rural development projects should receive priority attention from those who design and manage projects intended to promote rural equality.

Thus field data both supports the utility and plausibility of the perspectives presented in the previous annexes and strongly suggests that organizational design can be used to affect the distributive impact of rural development projects.

## Annex F

## INFORMATION MANAGEMENT TO BENEFIT THE RURAL POOR

In Annex D standardized definitions for Logical Framework levels were introduced to develop a comparative evaluation capability. Annex F, because it focuses on "management", introduces the process dimension which is missing from the Logical Framework. It is this process aspect which becomes crucial when aiming at the rural poor.

### Beyond the Black Box

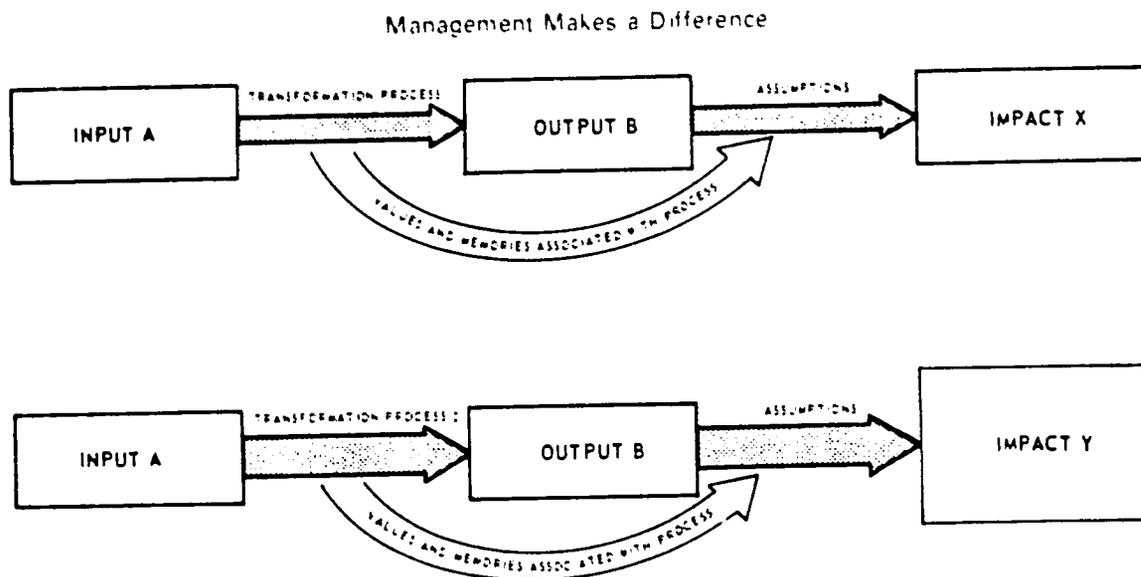
The Logical Framework can be viewed as a systems technique which views management as a "black box." Inputs go in, output comes out. How they are transformed is not important--it is the degree of output, purpose, or goal achievement which counts. Only results are measured. But to the project manager the conversion process itself is the source of trouble. S/he must produce the results.

The assumption that "all input-output processes which produce equal outputs from equal inputs are equal processes" is the functional logic of a computer program. The program requires a certain output (e.g., a mean score) from a subroutine. The way the outputs are created (the order of addition, the method of division, the use of Arabic numbers or Japanese characters or an abacus, etc.) is of no concern as long as they are accurate. No judgement is placed on the intrinsic value of alternative processes. However, in human systems this view is inadequate--anyone familiar with organizations or bureaucracies knows that how you do something often determines what eventually results. Channels, styles and processes count; management makes a difference.

For example, American agriculturists combined inputs to produce a product--grapes. Differences in grape quality were not noticeable. Nevertheless, grapes of some producers were purchased while those of others were not. If the black eagle stamp of the United Farm Workers was not present, the target group rejected the legitimacy of the production process and the intended project impact was not achieved. Thus values attached to input-output processes can influence impact by affecting assumptions necessary for output to lead to purpose.

Many different examples come to mind. Two farmer training centers can give equal days of training to an equal number of farmers, but the adoption of new techniques by the one group is high whereas in the other group it is low. Instruction methods, participant selection, cultural factors and numerous other elements can have an effect. Memory of other experiences can also cause skepticism, hostility, apathy or other unintended reactions. Thus, for historical reasons, identical processes may evoke different responses in different places.

The following diagram shows the relationship between process at one level and assumptions at the next level:



By identifying memory and values as significant process dimensions, we are moving beyond the black box view of project management. Now we are confronting assumptions, processes and organizations.

### The Centrality of Assumptions

Information categories used in project design often reflect the professional training of the designers as much as they reflect the local situation. However, when implementation begins "mutation" also begins. That is, the objectives, perspectives and influence of those interacting with the project tend to mold its character and guide it away from the designer's intentions and toward their own.

If a designer's objectives include benefit distribution, then organization design is the effort to

- \* Identify dynamics which affect input-output, output-purpose and purpose-goal linkages;
- \* Predict the direction of mutation; and
- \* Structure organizational relationships in such a way that output management processes lead to benefit accumulation within the target group.

Consequently, organizational factors influencing linkage assumptions become critical. Additionally, if project management is to increase rural equality, mutation must be monitored so that adjustments can be made before it is too late. Organizational factors intervening between levels will need to be identified and, if possible, designed to support target group improvement.

For example, if a cooperative society were dominated by a certain ethnic group, the distribution of those receiving credit might be skewed in favor of that group. Those interpreting credit rules or establishing payment procedures could control the distribution of information about opportunities. This would influence who invested in those opportunities and could change purpose level distribution. However, another cooperative

may have negotiated more favorable terms with a national marketing board and thus goal level distribution would be changed. Competition between ministries (agriculture and transportation?) could also influence linkages, and thus distributive impact. Management knowledge of such trends could allow efforts to control them.

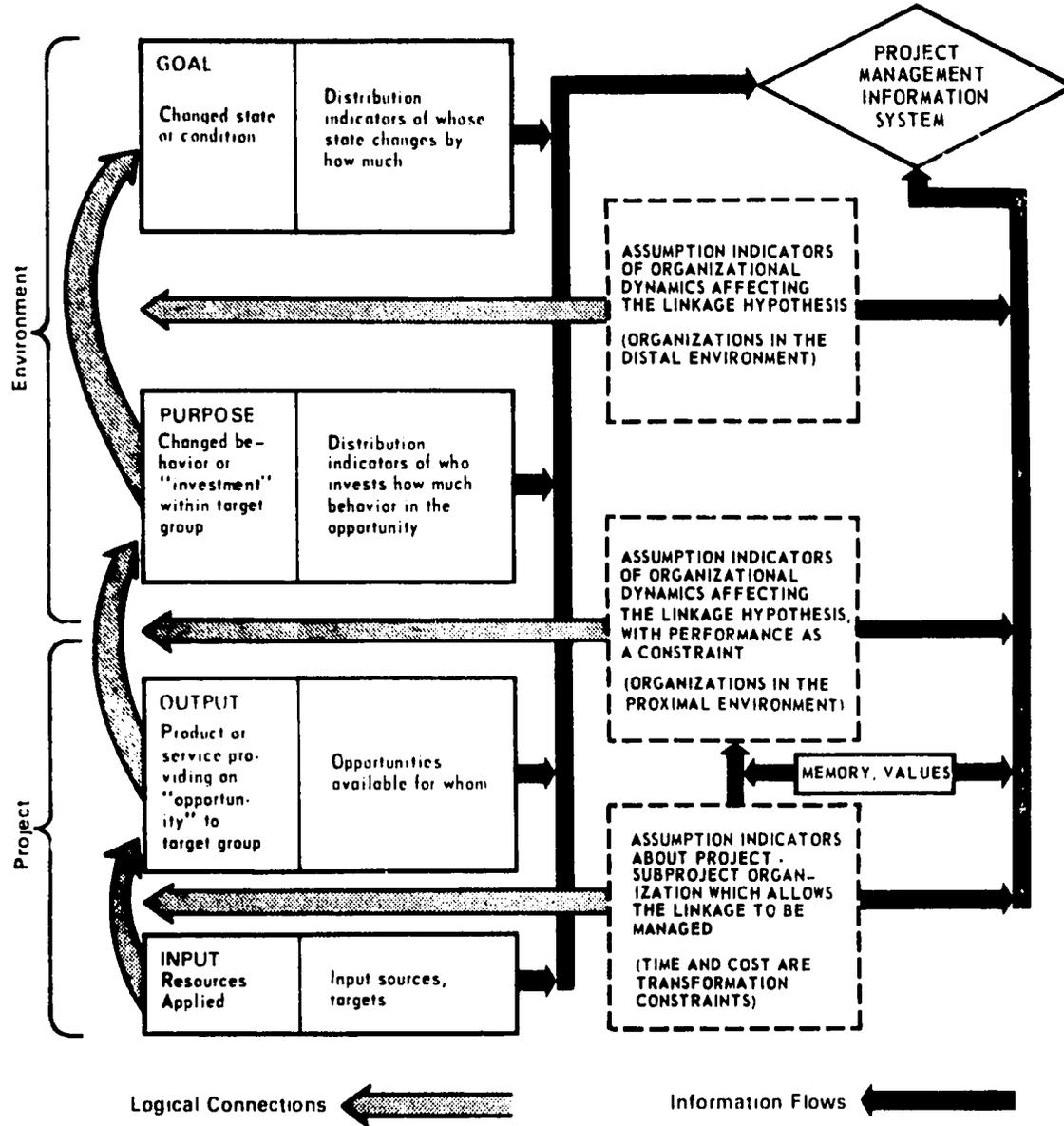
The role of organization in distribution, therefore, appears in the Assumptions column of the Logical Framework. Management Information Systems (MIS) to monitor processes, identify negative trends and allow management reaction to them before effects are irreversible, can thus be based on Logical Framework Assumptions. Such an MIS is depicted on the next page. In this diagram, memory and values have also been incorporated.

#### Information

Annex F examines cybernetic systems management perspectives which can be adapted to development management. Gathering and transmitting information is discussed and related to project implementation problems. The discussion leads into organizational design by emphasizing structural relationships and the need to have information available to the appropriate actors.

Without two-way communication channels between the target group and project management, however, actions may not focus on actual dynamics. In fact projects may even be based on dubious assumptions. For example, a project introducing two rice crops per year may have all calculations of returns based on two harvests. However, the important return to the farmer is not yield per acre but rather days of labor saved during a certain time of the year. Thus, for social reasons, the

Management Information System Implications of the Logical Framework for Monitoring Distribution



opportunity cost of labor may vary seasonally and may cancel important project assumptions. Without this information, credit may lead to a burden on the target group and influence distribution.

Thus Annex F expands upon Annex D by introducing the process dimension. This focuses management attention on organizational factors affecting distributive impact and emphasizes the role of information in both organization design and the project mutation process. An MIS, based on an AID programming technique, is suggested as a tool to be used in organization design for distribution and project management for rural equality.

## Annex G

### GUIDELINE DEVELOPMENT

The nature of a design problem, the Heuristic approach, and the development of guidelines from experience, theory, applied systems techniques and the empirical study are outlined. This demonstrates the transition from descriptive information-sharing generalizations to prescriptive action-oriented guidelines for field application. The methodology of guideline construction is explained and placed into the context of a social learning process. This depicts guidelines as "intervention principles" or "action hypotheses" to guide future management and research efforts.

## Annex H

ORGANIZATION DESIGN APPLIED:  
A CASE STUDY OF BONG COUNTY, LIBERIA

The guidelines that were developed in Annex G are used to design the organization for an actual rural project. Guideline application is done partly in the field during project appraisal and partly in retrospect. The guidelines are found to be helpful for identifying distribution-related organizational dynamics and for designing a more appropriate project organization to deliver benefits to the rural poor. They also help identify data requirements for assessing distributive dynamics and organizational capabilities.

This case study examines the organizational design of the Bong County Project at only one point in time, but finds guideline application both appropriate and practical at that point.

### III

## ACTION GUIDELINES:

### ORGANIZING TO REACH THE RURAL POOR

This section is intended to assist the designers and managers of AID-sponsored projects to appraise, design, implement and institutionalize organizations which promote rural equality. The general guidelines and the more specific action principles are placed under three headings. They are:

- \* APPRAISAL: This is an examination of organizations which are expected to affect a project or its target group. These organizations exist prior to the creation of the project. Thus appraisal is an analysis of an existing situation.
- \* DESIGN: This is the specification of organizational relationships embodied in the proposed project. Design is concerned with internal project organization, linkages between the project and other organizations, and the effect of those linkages on external organizations and on benefit distribution.
- \* IMPLEMENTATION AND INSTITUTIONALIZATION: This is management direction of or reaction to "program mutation." Thus it involves monitoring, controlling and redesigning after project operations have begun.

These three headings usually occur in chronological order, but the entire process may be repeated throughout the project planning and management cycle. Additionally, it should be kept in mind that the guidelines provide a focus for inquiry--not rigid steps to follow. They are suggested because experience, study and theory all indicate that they may be useful. However, they should not be approached in a

mechanistic manner. Rather, they should be viewed as "learning aids" to help focus our attention on organizational elements which, if not identified and dealt with, may adversely affect project implementation and the resulting distribution of benefits.<sup>1</sup>

#### GUIDELINES FOR APPRAISAL

This section is concerned with analyzing the expected organizational environment of a rural development project.

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**GUIDELINE A1: IDENTIFY PROJECT TARGET GROUP SINCE AN OBJECTIVE OF DISTRIBUTING BENEFITS TO THEM WILL DETERMINE THE SIGNIFICANCE OF ORGANIZATIONAL RELATIONSHIPS.**

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What group(s) would be appropriate recipients of project benefits? What groupings are seen as significant by local people? Tribe, religion, race, class, landholding status, caste, occupation, wealth, sex, geographic origin, and ritual society membership are all among the many categories which may be identified.

**ACTION PRINCIPLE A1.1: USE THE VERTICAL/HORIZONTAL CATEGORY SUGGESTIONS IN ANNEX D TO HELP CHOOSE AN APPROPRIATE TARGET GROUP.**

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<sup>1</sup>We would also like to suggest that four recent books be made available to project designers and managers as further "learning aids." We found these volumes exceptionally useful and extremely down-to-earth. They are:

Robert Chambers, Managing Rural Development: Ideas and Experience from East Africa (New York: Africana Publishing Co., 1974).

Erwin Hargrove, The Missing Link: The Study of the Implementation of Social Policy (Washington, D.C.: The Urban Institute, 1975).

Bryant Kears, ed., Field Data Collection in the Social Sciences: Experiences in Africa and the Middle East (New York: Agricultural Development Council, 1976).

Jack Rothman, Planning and Organizing for Social Change: Action Principles from Social Science Research (New York: Columbia University Press, 1974).

If the target group definition is out of touch with local perceptions, actual social processes affecting that group may be missed.

**ACTION PRINCIPLE A1.2: USE A COLLABORATIVE APPROACH TO TARGET GROUP DEFINITION.**

The locally-significant definition of the target group can then be related to AID's poverty benchmarks suggested by the Congressional mandate.

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**GUIDELINE A2: DETERMINE WHICH ORGANIZATIONS ARE MORE LIKELY TO SERVE OR EXPLOIT THE TARGET GROUP.**

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Which traditional organizations have target group members? What percentage? What government organizations have them as members? What percentage? What organizations have those members in significant positions of authority locally or nationally? What groups are allies or competitors of the target group? What organizations are locally identified as representing or serving what groups? What are the relative resources or organizations with target group identification or membership vs. those without? Private sector organizations (Rotary, Chambers of Commerce, Freemasons, churches, families, businesses) should also be noted.

**ACTION PRINCIPLE A2.1: WHEN POSSIBLE, REVIEW PERSONNEL LISTS, MEMBERSHIP DOCUMENTS, ETC.**

Although quantitative answers to the above questions may be useful, they may not be desirable. If examination of readily available records is possible, then quantitative data may be revealing. However,

if by collecting that data people are alienated, then qualitative judgements based on a wide range of interviews might be better.

Informal relationships should be explored. For example: who studied together abroad or locally?; what people previously worked for or belonged to other organizations?; and what contacts between them still occur?

**ACTION PRINCIPLE A2.2: INTERVIEW TARGET GROUP MEMBERS TO DISCOVER THEIR PERCEPTIONS OF THEIR RELATION TO VARIOUS ORGANIZATIONS.**

**ACTION PRINCIPLE A2.3: USE IMPRESSIONISTIC INFORMATION IF QUANTITATIVE DATA IS UNAVAILABLE OR INADVISABLE--CROSSCHECK INFORMATION SOURCES.**

Once this has been done, the organizations might be separated into two categories:

- \* Those which appear to affect projects aimed at the target group; and
- \* Those which do not.

For the former, the operating procedures of the organization should be examined to see how centralized it is, where the power centers lie, how recruiting is done, what sections have budgetary priority and other factors which appear to be locally significant.

**ACTION PRINCIPLE A2.4: RATE ORGANIZATIONS AS HIGH-MEDIUM-LOW IN TARGET GROUP ORIENTATION. (SEE ANNEX H FOR AN APPLICATION)**

This assessment will be useful for decisions to be made during the design stage.

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**GUIDELINE A3: IDENTIFY HISTORICAL FACTORS INFLUENCING RELATIONSHIPS AMONG ORGANIZATIONS WHICH INTERACT WITH THE TARGET GROUP AND/OR WILL INTERACT WITH A PROPOSED PROJECT.**

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This can be seen as constructing an organizational history of the forces leading to project appraisal and the interest of different organizations in the project. This includes the interest of different organizations in:

- \* The project area;
- \* The provision of project inputs;
- \* The use of project outputs;
- \* The target group;
- \* Using the project to achieve other organizational goals such as expanding their own domain or limiting the influence of others; and
- \* Diverting project benefits to other groups.

We are looking, then, for trends, changes or contests in the organizational environment which will influence the roles of different organizations in project implementation. Who will most likely cooperate and who will most likely resist project efforts? Are personnel changes expected?

This may also require an assessment of the career goals or future plans of ministers or local leaders, and possible changes in taxation or other rules which might increase target group vulnerability.

Historical factors in both the project area and at the regional or national levels should be considered.

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**GUIDELINE A4: DETERMINE LOCAL ORGANIZATIONS MOST CAPABLE OF MEETING TIME, COST AND PERFORMANCE CRITERIA IN THEIR LINKAGES WITH THE TARGET GROUP AND/OR PROPOSED PROJECT.**

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This is a rudimentary assessment of managerial capability, which is the ability to produce output results along the time, cost and performance dimensions of project management.<sup>1</sup> Without results there can be no distribution.

**ACTION PRINCIPLE A4.1: DETERMINE LEGAL JURISDICTION OF INDIVIDUAL ORGANIZATIONS.**

**ACTION PRINCIPLE A4.2: NOTE TECHNICAL CORES AND SECTOR LOCATIONS OF ORGANIZATIONS.**

**ACTION PRINCIPLE A4.3: DETERMINE GEOGRAPHICAL DISPERSION, NUMBER OF HIERARCHICAL LEVELS, AND MANAGEMENT BOTTLENECKS WHICH HAVE BEEN ASSOCIATED WITH SPECIFIC GEOGRAPHIC OR OPERATIONAL UNITS.**

**ACTION PRINCIPLE A4.4: OBSERVE RELATIVE CONDITION AND AMOUNT OF PHYSICAL FACILITIES, EQUIPMENT, LEADERSHIP, BUDGETS AND CLIENT-GROUP SUPPORT FOR THOSE ORGANIZATIONS AT DIFFERENT LOCATIONS--BUT ESPECIALLY IN THE TARGET AREA.**

**ACTION PRINCIPLE A4.5: EXAMINE RELATIVE PAY SCALES AND/OR LOCALLY-PERCEIVED STATUS OF LOCAL ORGANIZATIONS. ALSO EXAMINE EDUCATION LEVEL OF KEY PERSONNEL.**

**ACTION PRINCIPLE A4.6: INTERVIEW IN-COUNTRY PEOPLE WHOSE PROFESSIONAL TRAINING OR ORGANIZATIONAL MEMBERSHIP GIVES THEM TECHNICAL, MANAGERIAL OR SOCIAL KNOWLEDGE OF OTHER ORGANIZATIONS' ACTIVITIES. CROSS-CHECK INFORMATION.**

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<sup>1</sup>TIME is completion within the schedule; COST is completion within budget; PERFORMANCE is the completed project's ability to do what is required of it.

These action principles can give information which allows the ranking of the estimated managerial capability of different organizations and can help choose project placement and/or subproject elements to correct deficiencies. It can also quickly highlight the very good and the very bad organizations and focus attention on those with potential project roles.

More specific data is required, however, to be used during project design.

**ACTION PRINCIPLE A4.7: DETERMINE COSTS PER UNIT OF SERVICE DELIVERED OR PRODUCT COMPLETED (OUTPUT) FOR POTENTIAL ORGANIZATIONS FOR PROJECT INVOLVEMENT.**

This is not just cost/unit of a national organization, but should include comparative costs to the target group or in the target area. Remember also that, where appropriate, traditional, public, and private sector organizations should all be considered. Some of these may be consumers of goods and services rather than producers, but they may have capabilities which could be adapted to project functions.

**ACTION PRINCIPLE A4.8: NOTE ANY "MANAGEMENT SYSTEMS" OR UNIQUE LOCAL "FOLK MANAGEMENT" CHARACTERISTICS WHICH ARE NOT INCLUDED ABOVE AND WHICH SEEM SIGNIFICANT.**

The data should, if possible, also be noted as primarily related to the appropriate project management dimension (time, cost, performance) and, if appropriate, related to specific linkages with or outputs of a proposed project.

## GUIDELINES FOR DESIGN

These guidelines focus on the actual determination of organizational arrangements to carry out project activities.

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**GUIDELINE B1: LOCATE PROJECT WITHIN APPROPRIATE HOST ORGANIZATION(S), GIVEN THE EXISTENCE OR CREATION OF AN ADEQUATE TECHNICAL CORE.**

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This appears, at first, to be common sense. However, the data generated during appraisal may indicate that all is not as it appears. An A2 or A4 appraisal may show that the "logical" ministry, in fact, does not operate in a manner which is expected to consider the target group's interest.

This generates the following questions:

- \* What is the nature of the organization-target group interaction?
- \* What measures could be taken to change it?
- \* What are the costs of those measures?
- \* Are any of them reasonable?

If it is possible to isolate practical measures it may be desirable to build them into the project, thus providing input to "guarantee" what was previously an input-output or output-purpose assumption. Or, such measures may be stipulated as "conditions precedent" to final approval by AID. Additionally, guideline A3 may have shown bureaucratic conflict likely to hamstring the project. The following should also be considered:

- \* The implications of the project having different elements located in different ministries;
- \* The possibility of placing the project in a different ministry or in another division within the same ministry.

In an integrated rural development project, placing different elements in different ministries may be desirable, especially if the goals of the two units conflict and the conflict is related to target group betterment. For example, in a project where the probability of schistosomiasis increase is high, a monitoring unit in the Ministry of Health (MOH) and a production unit in the Ministry of Agriculture (MOA) would be more appropriate. If the monitoring unit were in the MOA, organizational pressure to suppress negative findings would be great, whereas in the MOH there would be incentives to publicize it.

The appraisal might also show that key personnel recently transferred elsewhere and that the project should not be approved.

Thus, the appropriate organization to implement the project should be considered early to avoid negotiation problems later, as well as eventual implementation and benefit distribution problems.

If the costs of improving existing organizations are too high (this includes financial costs and political costs) it may be desirable for the project to create a unit to carry out activities normally managed by an "undesirable" organization. However, these questions arise:

- \* Where will capable staff come from? If they come from the original organization, they may cause the project unit to function the same way;
- \* If they come from elsewhere, will the original organization be able to muster environmental support to block the new unit's efforts and demonstrate the need for their participation?

**ACTION PRINCIPLE B1.1: SPECIFY MAJOR PROJECT OUTPUTS.**

**ACTION PRINCIPLE B1.2: FOR EACH OUTPUT RANK THE THREE PROJECT DIMENSIONS BY THEIR SIGNIFICANCE TO TARGET GROUP WELFARE.**

The most important would be ranked 3 and the least ranked 1. For example, in a food relief program the three dimensions would probably appear as follows for the delivery of food (output x).

Time	3
Performance	2
Cost	1

This weights the relative importance of each dimension and begins to develop decision criteria.

**ACTION PRINCIPLE B1.3: EXAMINE THOSE ORGANIZATIONS WITH TECHNICAL CORES, JURISDICTION, ETC. RELATED TO THE OUTPUTS ABOVE. GIVE THEM RATINGS ON A LOW (1) TO HIGH (3) SCALE FOR THEIR ABILITY TO DELIVER SPECIFIC OUTPUTS ACROSS EACH OF THE TIME, COST, PERFORMANCE DIMENSIONS.**

For example:

Output x			
ORGANIZATION	TIME	COST	PERFORMANCE
A	3	2	1
B	3	3	2
C	1	2	3

**ACTION PRINCIPLE B1.4: MULTIPLY THE TWO RATINGS OBTAINED IN THE ABOVE ACTION PRINCIPLES TO GET DESIRABILITY RATINGS FOR EACH ORGANIZATION RELATED TO SPECIFIC OUTPUTS.**

For example:

Output x

Major Dimension--Time(3)

Organization A:  $3 \times 3 = 9$

Organization B:  $3 \times 3 = 9$

Organization C:  $1 \times 3 = 3$

Secondary Dimension--Performance(2)

Organization A:  $1 \times 2 = 2$

Organization B:  $2 \times 2 = 4$

Organization C:  $3 \times 2 = 6$

Total of the Two Major Dimensions      Desirability

Organization A: $9 + 2 = 11$	2
Organization B: $9 + 4 = 13$	①
Organization C: $3 + 6 = 9$	3

In this case, organization B might be chosen as the appropriate host for the project or a subproject focusing specifically on that output.

**ACTION PRINCIPLE B1.5:** GIVEN THE "ORGANIZATIONAL HISTORY" OF GUIDELINE B3 ASSESS THE IMPACT OF ALTERNATIVE PROJECT ORGANIZATIONAL ARRANGEMENTS ON THE ORGANIZATIONAL ENVIRONMENT.

**ACTION PRINCIPLE B1.6:** TO WHAT EXTENT IS EACH ALTERNATIVE LIKELY TO CREATE REACTIONS WHICH INCREASE TARGET GROUP VULNERABILITY?

Then choose the most feasible placement strategy which is least apt to increase target group vulnerability.

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**GUIDELINE B2:** DESIGN A TECHNICALLY-APPROPRIATE ORGANIZATION STRUCTURE WHICH MAXIMIZES COMMUNICATION INTERFACES WITH POSITIVE ORGANIZATIONS AND PROTECTS AGAINST THE PENETRATION OF NEGATIVE ORGANIZATIONS INTO THE PROJECT.

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Designing the structure of an organization is essentially:

- \* Specifying the number and size of units;
- \* Determining the authority and responsibility relationships linking them;
- \* Establishing the salary ranges and privileges attendant to each position;
- \* Listing the qualifications required to fill specific positions; and
- \* Creating linkages between an organization and its environment.

Much of this is contained in the writing of job descriptions.

However, the micro-elements of job descriptions reflect previous decisions. The number and diversity of technical cores (tasks) partly determine the number of discrete operational units included in an organization. For example, an integrated rural development project may have a number of technical "cores" such as road-building (engineering), resettlement (social science/architecture), crop research (biology), animal disease research (veterinary medicine), and so on. Each core implies a separate organizational component with a certain degree of autonomy. The priority given to each focus is reflected in staffing, support, equipment and facilities. Technical considerations dominate the range of units, but task difficulty and project priorities determine the relative budgetary allocation for each unit. Thus designing, staffing and budgeting for a project organization is, by implication, operationalizing project priorities.

Additionally, priorities influence the project's relations with its environment. Building one section at the expense of another strengthens the internal role of the stronger section and increases the chance that its linkage role, and the nature (control, support, etc. of environmental factors) of that role, will shape organizational character.

To design project organizations for benefit distribution, then, internal project resources, personal access (geographic location) and staffing priorities should be distributed in favor of those units whose activities are most critical in determining who obtains project benefits.

Job descriptions, reporting procedures, the location of decision-making authority and control of project equipment and funds should all be developed with this in mind. Additionally, the location, responsibility, resources, and content of a project management information system should relate time, cost and performance data to benefit distribution. Two-way internal information flows and flexibility of authority relations should focus on units relating to positive environmental elements, whereas those relating to negative ones should be more tightly controlled.

ACTION PRINCIPLE B2.1: PROJECT ORGANIZATIONAL DIVISIONS WHOSE OPERATIONS ARE VITAL TO TARGET GROUP WELFARE SHOULD HAVE PRIORITY.

ACTION PRINCIPLE B2.2: DIVISIONS SHARING INFORMATION WITH POSITIVE EXTERNAL ORGANIZATIONS SHOULD BE THE MOST AUTONOMOUS.

ACTION PRINCIPLE B2.3: DIVISIONS ATTEMPTING TO CONTROL OR COUNTERACT UNDESIRABLE EXTERNAL ORGANIZATIONS SHOULD BE MOST DIRECTLY CONTROLLED BY THE PROJECT MANAGEMENT AND THE DIVISION'S RESOURCE NEEDS SHOULD BE ASSIGNED ON THE BASIS OF TASK DIFFICULTY (INCLUDING AN ASSESSMENT OF THE RESOURCES AVAILABLE TO THE EXTERNAL ORGANIZATION).

ACTION PRINCIPLE B2.4: VEHICLE ASSIGNMENTS SHOULD BE MADE ON THE BASIS OF PREDICTED SEASONAL NEEDS FOR OUTPUT RATHER THAN ON POSITION STATUS WITHIN THE PROJECT.

ACTION PRINCIPLE B2.5: ATTEMPTS TO INCORPORATE TARGET GROUP MEMBERS INTO THE PROJECT SHOULD BE MADE.

**ACTION PRINCIPLE B2.6:** WHEN RECRUITING PERSONNEL FROM OTHER ORGANIZATIONS, AN ATTEMPT SHOULD BE MADE TO OBTAIN THOSE WHO HAVE INTERACTED POSITIVELY WITH ORGANIZATIONS WHICH ARE HIGH OR MEDIUM IN TARGET GROUP ORIENTATION.

**ACTION PRINCIPLE B2.7:** THE MORE THE ORGANIZATIONAL ENVIRONMENT IS TARGET GROUP HOSTILE, THE GREATER THE DEGREE OF PROJECT AUTONOMY REQUIRED.

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**GUIDELINE B3:** WHEN THE PROJECT ORGANIZATION HAS BEEN DESIGNED, ANTICIPATE IMPLEMENTATION AND "MUTATION" PROBLEMS BY ASKING A SERIES OF QUESTIONS AND REFINING THE DESIGN UNTIL THE ANSWERS ARE SATISFACTORY.

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1. What cooperation of other government agencies and private groups is likely to be needed for successful implementation?
2. What client groups of other organizations will have their interests adversely affected?
3. What may they do to obstruct the project?
4. Does the project threaten the jobs or status of officials who could block implementation?
5. What internal resources or external support will allow the project to overcome Items 1-4?
6. Are staffing requirements reasonable and what incentives exist for staff to perform in the spirit of the job description?
7. Does the project reflect target group needs and objectives and what evidence supports or contradicts this?
8. Does the project require different behavior by other government employees and how realistic is this?
9. To what extent has public debate already occurred and what effect is that likely to have upon public acceptance of this project as presently designed?
10. Will required space or facilities be difficult to obtain?

11. Does the project contain significant technological uncertainties and if socio-economic or other burdens result, who will receive them?

12. What events have recently taken place in the environment that are supportive of or harmful to the project as presently designed?

If the answers to questions 5-12 are unsatisfactory, return to

Guideline A1 and repeat each guideline until the answers to all these questions are acceptable.

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**GUIDELINE B4: EXAMINE PROJECT ASSUMPTIONS CRITICAL TO FACTS REVEALED BY GUIDELINES A1-B3. REDESIGN THE PROJECT ORGANIZATION UNTIL THE ASSUMPTIONS ARE REASONABLE AND INCLUDE A MANAGEMENT INFORMATION SYSTEM TO MONITOR THEM.**

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ACTION PRINCIPLE B4.1: SCRUTINIZE THE ASSUMPTIONS COLUMN OF THE LOGICAL FRAMEWORK FOR STATED ASSUMPTIONS WHICH ARE NOT PLAUSIBLE.

ACTION PRINCIPLE B4.2: LOOK FOR UNSTATED ASSUMPTIONS ABOUT ORGANIZATION/DISTRIBUTION FACTORS WHICH COULD CAUSE TROUBLE TO THE TARGET GROUP OR TO THE PROJECT MANAGEMENT TEAM.

ACTION PRINCIPLE B4.3: IF ANY FURTHER STUDIES OR ANALYSES ARE BEING PLANNED, HAVE THEM ADDRESS THE ABOVE CONCERNS.

Consult Annex F for more details about values, memory, assumptions and organizational linkages.

#### GUIDELINES FOR IMPLEMENTATION AND INSTITUTIONALIZATION

These guidelines focus on the project once operations have begun. They deal with actual "program mutation" and the need for careful consideration of the perpetuation or institutionalization of rural development projects.

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**GUIDELINE C1: AID PROJECT MANAGERS SHOULD MONITOR PROJECT ORGANIZATIONAL ENVIRONMENTS AND ESTABLISH TWO-WAY COMMUNICATION FLOWS WITH PROJECT EVALUATION UNITS. THEY SHOULD ALSO DEVELOP CONTINGENCY PLANS AND OBTAIN RESOURCES TO MINIMIZE PROBLEMS IDENTIFIED AND/OR REDESIGN PROJECT COMPONENTS.**

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This activity will focus on (1) personnel changes, (2) commodity delays, (3) benefit diversion, (4) new environmental occurrences which threaten project assumptions and/or affect the target group. Especially political and legal changes must be noted. Also, recorded burden incidence would trigger plans for intervention in the ongoing situation.

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**GUIDELINE C2: INSTITUTIONALIZATION SHOULD ONLY OCCUR WITH ORGANIZATIONAL FORMS WHICH DECREASE TARGET GROUP VULNERABILITY.**

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All projects should not be continued. Interim evaluations should use the MIS and previous guidelines to determine if target group welfare has improved, deteriorated or remained constant.

**ACTION PRINCIPLE C2.1: AT THE END OF THE PLANNED PROJECT LIFE, NO PROJECT SHOULD CONTINUE IF IT HAS HAD THE WELFARE OF ITS TARGET GROUP DETERIORATE IN RELATION TO OTHER SIGNIFICANT AND COMPARABLE GROUPS.**

**ACTION PRINCIPLE C2.2: INSTITUTIONALIZATION SHOULD FOCUS ON FUNCTIONAL ARRANGEMENTS WHICH PROVIDE TARGET GROUP BENEFITS--NOT SPECIFIC FORMAL ORGANIZATIONS.**

**ACTION PRINCIPLE C2.3: DO NOT APPLY THESE GUIDELINES IN A MECHANICAL FASHION. THEY ARE AIDS TO LEARNING--NOT RIGID FORMULAE.**

## IV CONCLUSIONS AND RECOMMENDATIONS

Research seems to generate further research ad infinitum. Furthermore, studies themselves have equity implications. In fact, it sometimes seems that the major beneficiaries of research are those who do it. This is as true of applied research as any other kind. For example, research by plant pathologists is apt to lead to the development of new seed varieties which are more susceptible to disease but can be protected by various treatments. Under the direction of researchers with other interests, plant breeders may give higher priority to developing disease-resistant strains. These two priorities have different equity implications. For example:

...The outcomes of those alternatives may powerfully affect rural income distribution. In the first case, the new higher-yielding variety may require an expensive protective spray which is beyond the reach of the small farmers and which extension staff deliver only to larger farmers. In the second case, the new disease-resistant variety may benefit the better-off farmers less, but may be accessible to many of the poorer farmers.<sup>1</sup>

Thus, in this example, the recruitment of research personnel can play a major role in the distribution of research-related benefits. Substantive focus can influence equity results; who does the research can influence substantive focus; and a management decision often

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<sup>1</sup>Robert Chambers, Managing Rural Development: Ideas and Experience from East Africa, (New York: Africana, 1974), p. 136.

determines who does the research. The implication of this for AID-sponsored research is discussed below.

#### CONCLUSIONS

We have studied the organization of management decision-making in rural development projects by focusing on information-processing. Our objective was to determine if organizational alternatives influence benefit distribution and if organization design can be used to affect that distribution.

We concluded that organization does influence who gets project benefits and that organization design can help deliver benefits to the rural poor.

However, during the research, we also discovered the following items:

- \* Although numerous studies suggest that local organizations and project organizations are important factors in rural development, there is a lack of direct data useful for analyzing the nature of their significance;
- \* Although the Foreign Assistance Act of 1973 directed development assistance policy toward the poorest majority of LDC populations, there is still no project-related data base to measure policy achievement; and
- \* Although proxy data were derived from project studies, AID's project management system does not directly generate disaggregated impact data related to the rural poor, partly because very few people within the Agency are asking the right kind of questions.

These findings are directly related to the previous discussion of the implications of research priorities. If a serious effort is to be made to reach the rural poor, then the distribution of research and development funds must reflect that intention.

Robert Chambers, in his discussion above, expanded his theme to incorporate the small farmer's perception of risk and dependency into the implications of research which results in a stable, synthetic seed variety vs. research which produces an unstable hybrid. He concludes:

On equity grounds there is indeed a strong case for biasing research and development programs towards those improved varieties which require fewer and cheaper inputs and which do not require seed renewal.<sup>1</sup>

Chambers then extends equity considerations to other research choices. For social scientists a choice may be "to pursue traditional ... concerns of kinship and ritual, or questions of social and political relationships bearing on access to resources." For management consultants the choice may be whether to focus on problems of high-level management or to "go down to the point where policies make contact with rural people."

Our report is social science-oriented and management-oriented. It focuses on both relationships influencing resource access and the point where policies interact with rural people --- the development project. Our recommendations reflect this orientation.

#### RECOMMENDATIONS

Our primary recommendation, of course, is that the organization design guidelines presented in this report be used as a "learning aid" for the design and implementation of rural development projects. However, additional recommendations flow from the conclusions pre-

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<sup>1</sup> IBID. p. 137.

sented above. Our suggestions are the following:

- \* An improved organizational design methodology could result from: (1) the refinement and application of the enclosed guidelines to project design, coupled with (2) longitudinal monitoring and evaluation of the distributive impact of those projects;
- \* A major study of "institutional capability" as it relates to the time, cost, and performance dimensions of project management could greatly assist project design. Such a study would need to include a way of assessing "folk management" skills which would allow identification of the capability of local organizations;
- \* Two identical projects, one operating in a centralized, administrative system and one operating in a decentralized system, might function quite differently. A study of various organizational environments might help improve project design and implementation;
- \* A study of relationships between administrative reforms, such as reorganization or decentralization in various geographic, social and economic environments, could focus on the different impact of such activities on benefit distribution under differing conditions;
- \* A study relating applied research organization and substance to changes in small farmer vulnerability could give better direction to the organization of research efforts;
- \* Alternative approaches to the role of information in rural development could be used to improve the design and management of rural projects; and
- \* A study of the process of feasibility studies and appraisals might highlight ways of incorporating rural poor perspectives into the early stages of project design, thereby avoiding costly downstream miscalculations.

All such studies, of course, should be problem-oriented and their results should be presented in a format which can be incorporated into AID's project management process. Otherwise, the researchers may remain the primary beneficiaries.

## POSTSCRIPT

The research reported here has been very rewarding to us. We have grown from the experience and we are now more strongly convinced of the practical value of theory - in order to change things, one must have a theory about what makes them operate the way they do. However, we also are constantly reminded of a statement made by the eminent anthropologist, Sir E.E. Evans-Pritchard: "Theories give meaning to facts; facts never give meaning to theories."<sup>1</sup>

We used theory to bring a semblance of order to the infinite complexity surrounding organizational dynamics in development. We make no claims upon "truth". We merely entertain hope that this report may assist the development and application of less crude techniques for organizing project management for rural equality.

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<sup>1</sup>From an address delivered at the University of Edinburgh, Scotland in the spring of 1972.

## BIOGRAPHICAL SUMMARIES OF THE AUTHORS

GEORGE HONADLE is an adjunct assistant professor of Public Administration and an associate of the Maxwell Training and Development Program at Syracuse University. He received his AB from Dickinson College, the Diploma in African Studies from the University of Edinburgh, and the MPA and Ph.D. in Public Administration (pending) from Syracuse. He has participated in project appraisal and evaluation missions to Liberia and Tanzania and has taught project design and implementation techniques in Ethiopia, Liberia, Tunisia, Kenya and Tanzania. He has been a systems analysis consultant to AID, the State of New York and Onondaga County, New York. Mr. Honadle also served as an agricultural extension officer with the Peace Corps in Malawi.

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