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**Coordination and Implementation
at Bula-Minalabac:
An Example of the Structure
and Process of
Integrated Rural Development**

Field Report

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FOREWORD

This field report is unique. Rather than simply describing or analyzing field work or a rural situation, it contains two general discussions before the project-level exercise is described. This approach was followed because it was deemed necessary to provide some background on the management problems which are commonly associated with "coordinate" organization designs. Additionally, it was decided to provide a general introduction to the use of organizational development in IRD.

These two discussions provide a necessary backdrop for the organizational development exercise held at the Bula project -- OD can smoothe implementation processes but it cannot erase difficulties associated with coordinative designs. Nevertheless, such designs do make OD more necessary.

Another factor also influenced the format of this report. Since the project manager requested general organization and management guidance, it was decided to provide directly an overview of the state of knowledge relating to organization designs and management strategies for guiding horizontal relationships among cooperating organizations. Thus, to respond to the needs of the Bula project management, this field report follows an uncommon format.

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PREFACE

The purpose of the service described in this report is to facilitate coordination and assist in the implementation of the Bula-Minalabac integrated area development project in the Bicol Region of the Philippines.

To achieve this purpose, three people provided professional technical assistance in organization and management: during an exploratory trip in the Spring of 1979, Mr. James A. Carney, Jr. and Dr. Thomas Armor developed a scope of work for an organizational development workshop to be held in the Fall of 1979; in October, Dr. George Honadle, a development administration specialist with prior field experience in the Bicol, accompanied Carney and Armor -- the organization development specialists -- and assisted them in conducting the workshop; and in January 1980, Armor revisited the Bicol to follow up on the workshop, provide further encouragement to the participants and assess the impact of the intervention.

The purpose of this report is twofold: first, an attempt is made to document the process of providing technical assistance to the people at Bula; second, an attempt is made to place this particular exercise into the larger context of the organization and implementation of integrated rural development. This should serve both to record the practice of rural development in the Bicol and to present some more general observations which might be useful to field staff.

Each section of the report was written primarily by one person: George Honadle wrote the section on the structure; Tom Armor wrote the section on the process; James Carney wrote the section on the experience, with some assistance from Tom Armor.

The energy, interest, enthusiasm and cooperation of many people were necessary for this exercise. Those who were particularly helpful include: Don Wadley, David Heesen and Ralph Bird of USAID; Conrado DeLacruz and Jordan Chavez of the Bula project staff; Salvador Pejo, Regional Director of the Ministry of Agrarian Reform; David and Frances Korten of the Ford Foundation; and the regional ministry staff, project staff and village leaders who participated in the workshop. All of their efforts are greatly appreciated.

I. THE STRUCTURE: INTEGRATED ORGANIZATION OR MANAGEMENT OF COORDINATION?*

STRUCTURE AND BEHAVIOR

Many attempts have been made to define "integrated rural development"; none have been exceptionally insightful, most have added more confusion than clarity, and few have proven very useful.^{1/} We have adopted a broad definition -- the process of combining various development services into a coherent effort to improve the well-being of rural populations. Without elaboration, however, this definition is not likely to assist the effort to understand organizational and administrative problems associated with IRD.

For the purposes of this report, the organizational and administrative dimensions of IRD will be reduced to sets of structural and behavioral considerations. In such a scheme, "integration" becomes a structural feature whereas "coordination" refers to behavior.

Integration

The principal difference between an integrated as opposed to a functional organization is indicated by the level where authority over the full range of organizational activities converges. In a functional organization it occurs near the top: all engineers report upward through other engineers to the

^{1/} For a sense of the definitional quagmire that is IRD, see John M. Cohen, The Administration of Economic Development Programs, Development Discussion Paper No. 79, Harvard Institute for International Development, October 1979, pp. 32-54.

* This section was written by George Honadle. It is based on George Honadle, Elliott R. Morss, Jerry VanSant and Peter F. Weisel, Integrated Rural Development: Making It Work?, a preliminary review of the state of the art of the organization and administration of integrated rural development prepared for the Agency for International Development, DRAFT, Development Alternatives, Inc., February 1980.

minister of public works; all agriculturalists report through vertical channels to the minister of agriculture; all medical personnel are ultimately responsible to the minister of health; and only at the highest level -- the president -- does authority over the three sectors converge. In an integrated organization, on the other hand, convergence occurs closer to the bottom of the organizational hierarchy. In an integrated area development project, for instance, engineers, agriculturalists and medical personnel may all be accountable to a single project manager in a subdistrict area. Thus integration denotes structure.

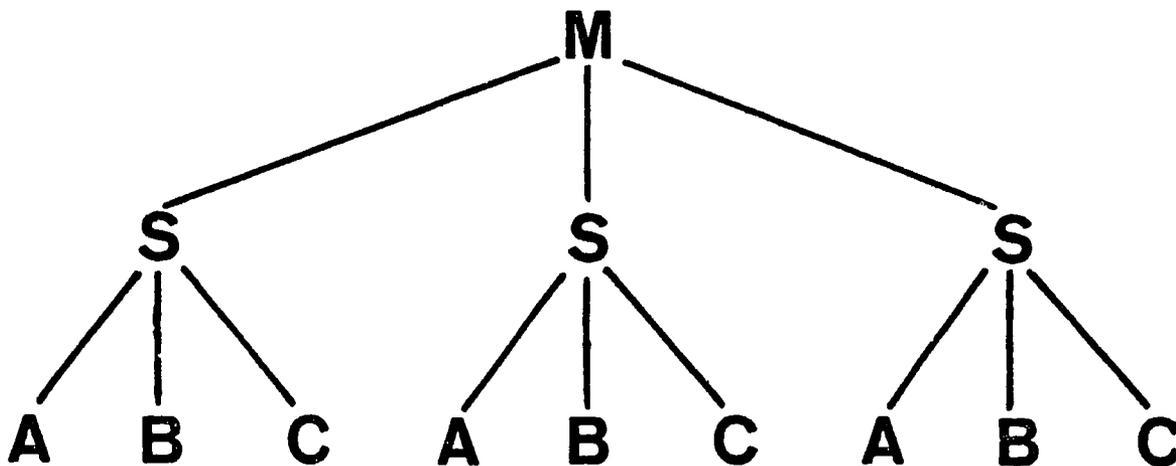
This difference in structure is diagrammed in Figure I-1. In this display, M represents senior management, S represents field-level supervision, and A, B and C represent functional specialization such as engineering, agriculture and medicine. In a functional organization, the supervisory level is filled by a specialist with the same background as those being supervised. Senior management (M), however, might be drawn from any of the functional specialities (A, B, C). In an integrated organization, S is confronted with the same organizational view held by M in the functional structure. That is, the field level oversees all of the various functional areas within the organization. Thus, integration implies comprehensiveness (a multi-sectoral focus) and control (direct lines of authority).

There are both advantages and disadvantages associated with each of these organization designs and they can be expected to be important factors affecting the type and magnitude of management problems occurring during IRD implementation. For example, integration is a form of decentralization. Since an integrated structure provides a cross-functional focus at a lower level, there is a decisionmaker with a "total system" perspective located closer to the point where services are provided. Thus information about the entire scope of activities is available for field decisions. This is advantageous when activities are highly interdependent.

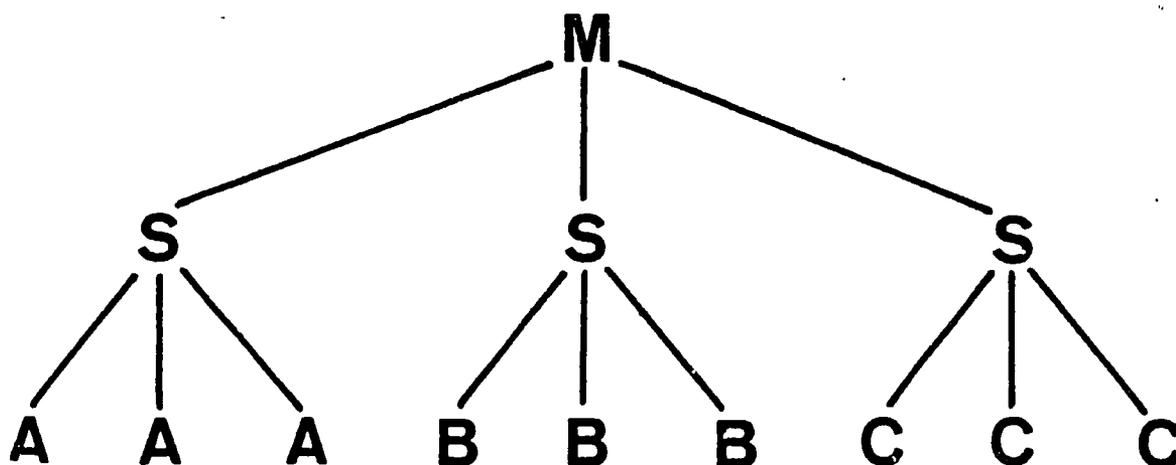
FIGURE I-1

INTEGRATED AND FUNCTIONAL ORGANIZATIONAL STRUCTURES

INTEGRATED ORGANIZATION



FUNCTIONAL ORGANIZATION



Source: James C. Worthy, "Some Aspects of Organizational Structure in Relation to Pressures on Company Decision Making," in Industrial Relations Research Proceedings, L. Tripp, ed., N.Y.: Harper & Brothers, 1973, pp. 72-76; included in Arlyn J. Melcher, Structure and Process of Organizations: A Systems Approach, Englewood Cliffs, N.J.: Prentice-Hall, 1976, p. 195.

On the other hand, some problems can be expected from this arrangement. For example, when an engineer is responsible for supervising and judging the work of agriculturalists and nurses, the latter two groups may suffer from low morale. This is understandable. Without the confidence that their superior shares a common disciplinary perspective and similar definition of acceptable approaches, professionals may be less satisfied with working conditions, interpersonal relationships or career paths. Additionally, there will be fewer shared perspectives among co-workers. Integrated structures can, therefore, be expected to generate more anxiety than functional ones. Furthermore, the establishment of integrated structures is often accompanied by the development of non-congruent, informal communication channels among functional specialists. For example, gossip networks and lunch groups may reflect professional backgrounds rather than task units. Thus, morale problems and communication complexity are natural concomitants of integrated strategies.

These differences between functional and integrated organizations also have implications for personnel recruitment and staff development. A functional organization puts a premium on supervisors who are less independent. Consequently, the well-rewarded supervisors are not those with either the leadership experience or the personal characteristics needed for senior management. Instead, they are the narrow-focused compliant specialists. An integrated structure, in contrast, provides a good training ground for management but also creates a threat to senior management by providing supervisors with experience and skills similar to the higher levels. As a result, there is often an unwillingness to delegate real authority to a potential rival. Therefore, although integration creates a decentralized focus, it is sometimes handicapped by centralized control over decisions.

These difficulties are further complicated by the various degrees of "integration" actually embodied in field projects. For example, some strategies are essentially functional approaches with a mixed group of interagency personnel temporarily attached to a lead line agency. Moreover, the level of control over these personnel may be minimal.

The impurity of actual field arrangements underscores the need to see integration and coordination as different, yet similar, aspects of IRD.

Integration...mean[s] that action which brings previously separated and independent functions and organizations (or personnel, or resources, or clientele) into a new, unitary structure; whereas coordination...describe[s] various efforts to alter or smooth the relationships of continuing, independent elements such as organizations, staff and resources.2/

Coordination

A combination of the complexity of IRD and the sensitivity of some activities to complementary activities suggests that the need for cooperation and coordination in IRD projects may be greater than in single-task, single-sector projects. Thus complexity and sensitivity make a concern for coordination a major management focus. This requires that the nature of coordination be clearly specified.

Coordination describes the type of managerial behavior required to produce the impact visualized by the designers of an

2/ Robert Morris and Ilana Hirsch Lescohier, "Service Integration: Real Versus Illusory Solutions to Welfare Dilemmas," in The Management of Human Services, Rosemary Sarri and Yeheskel Hasenfield, eds., New York: Columbia University Press, 1978, p. 23.

integrated project. The word itself provides a clue to the behavior it describes -- "co-" suggests joint or shared activities while "-ordination" implies the ranking or prioritizing of those activities. This prioritization refers to the timing, type, quality and magnitude of resources applied and goods or services produced. It also includes the distribution of implementation responsibility. The joint effort refers to sharing resources and information to guarantee the needed mix of goods and services. The measure of coordinated activity is thus the degree of information and resource sharing, while the measure of integrated service delivery is the appropriateness (timing, quality, type, magnitude) of the mixture of opportunities received by the target population.

For an integrated structure to produce the desired results, then, a high level of coordination will be called for. Thus, integrated strategies will be very dependent upon informal decision networks and communication channels.

This implies that any examination of the organization and administration of integrated rural development must pay attention to both formal structural characteristics and informal managerial behavior. The interaction between the two and the relationship between that interaction and project impact is the subject of this inquiry.

EXTERNAL ORGANIZATIONAL STRUCTURE

Two issues must be resolved during the macro-design of organizational arrangements: First, an appropriate level for intervention must be chosen; and second, an appropriate host for the effort must be chosen.

Each choice involves tradeoffs. In the case of level, the decision can be based on local context, project priorities and the advantages and disadvantages of centralization (integration with authority at a high level) versus decentralization (integration with authority at a low level). The selection of the host organization can also be based on local dynamics and project priorities as they relate to the strengths and weaknesses of the four most common placement strategies.

This section identifies the options available to organizational designers and presents a summary of the tradeoffs inherent in each alternative.

Centralization Versus Decentralization

A basic question to be answered during the establishment of an integrated service delivery strategy is "At what hierarchical level should integration occur?" IRD efforts range from the lowest level, e.g., multisectoral training for village-level paraprofessionals, to the highest, e.g., a cabinet-level coordinating committee for IRD.

The choice of an appropriate hierarchical point to provide an integrated focus is tied to the relative advantages of centralized versus decentralized decisionmaking. Some of the tradeoffs are well established. For example, a centralized

decision structure tends to overload formal communication systems and it requires more infrastructure and resources than does a decentralized structure, if decisions are to be made within a similar time span. It is also known that decentralized structures require more elaborate informal channels. Thus, the tradeoffs in this case are relatively certain and defined.

Other tradeoffs, however, are less clear. For example, some research suggests that top-level administrators tend to make better decisions about linkages with outside organizations, though different studies conclude that a combination of decentralized decisions and multiple communication channels facilitates interorganizational cooperation. Thus, conflicting and non-parallel reports and experience indicate that some tradeoffs are not yet clearly defined.

Additionally, culture and history influence the appropriateness of a decision structure and intervention level. For example, balances of power between ethnic groups, and cultural preferences for autocratic versus participatory decisionmaking are factors which affect the relative acceptability of centralized or decentralized organizations.^{3/}

Potential tradeoffs between integration at high or low organizational levels are noted in Figure 1-2. It must be remembered, however, that although integrated rural development implies a more decentralized strategy, the choice of level is not independent from the choice of host.

^{3/} In situations characterized by strong ethnic politics, administrative reforms tend to be more successful if they are initiated at the provincial level, but not the national level, and if the dominant group has a solid enough position to view "objective" management criteria as helping to legitimize its position.

FIGURE I-2

STRENGTHS AND WEAKNESSES OF CENTRALIZATION AND DECENTRALIZATION

	CENTRALIZATION	DECENTRALIZATION
STRENGTHS	<ul style="list-style-type: none"> ● Increases speed of decision with routine decisions and certain technologies; ● Allow appropriate incentive system to affect focal organization and linked organizations; ● Raises probability that a controversial policy will be implemented; ● If an organization is both autocratic and centralized, change <u>can</u> be readily introduced; ● Top-level administrators have longer tenure, and decisions made by them about linkages with other organizations tend to produce more valuable interactions; ● Improves high-level morale and initiative. 	<ul style="list-style-type: none"> ● Increases speed of decision with non-routine decisions and uncertain technologies; ● Participative, decentralized and autonomous organizations are more productive, efficient and satisfying; ● Decentralized decisionmaking and multiple communication channels facilitate interorganizational cooperation; ● Although the direct power in the hands of national leaders is reduced, decentralization increases their ability to guide society by creating more communication links within it; ● Improves low-level morale and initiative; ● Nourishes new leadership; ● Facilitates client participation.
WEAKNESSES	<ul style="list-style-type: none"> ● Overloads communication systems and requires more infrastructure/resources than decentralization to produce decisions in a given time; ● Changes <u>cannot</u> be readily introduced into a bureaucratic centralized organization; ● Does not nourish new leadership; ● Sensitive to situations where national-level elite is not sympathetic to client group. 	<ul style="list-style-type: none"> ● Requires highly developed informal communications channels; ● Without financial discretion at lower levels decentralized strategies will not work; ● A wide range of goals facilitates decentralization; ● Very difficult when inefficient disbursement systems exist; ● Often requires a program element designed specifically to improve lower-level planning capability among those charged with implementation. ● Sensitive to situations where local-level elite is not sympathetic to client group.

Organizational Placement

The placement of an IRD effort is also a macro-organizational concern. The four basic choices for structuring a more or less integrated delivery system are:

- Using a lead-line agency with cooperative agreements between it and other sectoral agencies;
- Working at a program level through a sub-national government unit such as a region or province;
- Operating through an integrated development agency which is a permanent organization deriving its authority from a president's office; or
- Establishing an autonomous but temporary project management unit (PMU) to deliver integrated services within a specified but limited geographic area.

There are numerous tradeoffs involved in the choice of placement strategy. For example, limited area development efforts have the advantage of providing a delimited catchment area where impact can be more readily identified and heterogeneous conditions can be minimized. Such project approaches can avoid unecological, unethnic and uneconomic boundary divisions such as provinces, districts or regions. In fact, limited-scope, area-based projects provide a successful strategy for promoting participation and avoiding control-oriented bureaucracies not overly sympathetic to rural poor beneficiaries.^{4/}

^{4/} See, for example, I. Livingston, "On the Concept of Integrated Rural Development Planning in Less Developed Countries," Journal Of Agricultural Economics vol. 30, no. 1, 1979, pp. 49-53.

Temporary PMUs also have the advantage of a limited lifespan. Although this creates personnel management problems, it is compatible with the high level of uncertainty inherent in the development process. Since the most effective strategies and technologies are seldom known at a project's inception, it may be advantageous to use organizations that can disappear rather than continue to promote a failed strategy which has become a vested organizational ideology.^{5/}

However, an argument can also be made that if integration of services is to be a more permanent feature of rural environments, then a program-level effort, grounded in established subnational government entities, is required. Thus, the question of placement is not simple: it must be based on local circumstances as well as particular priorities and can be seen as a step in a strategy of sequential placements. The choice made, however, will largely determine the immediate set of interorganizational dynamics and coordination problems besetting managers.

The major tradeoffs embedded in alternative placement strategies are summarized in Figure I-3. Actual IRD projects however, do not always conform to these four pure types.

Field Complexity

Field situations are often mixtures and permutations of the four placement options identified in Figure I-3. For example, the Provincial Area Development Program in Indonesia focuses both on improving integrated planning capabilities in provincial governments and on supporting short-term income

^{5/} See Herbert Kauffman, Are Government Organizations Immortal?, Washington, D.C.: The Brookings Institution, 1976.

FIGURE I-3

ORGANIZATIONAL PLACEMENT ALTERNATIVES AND TRADEOFFS

ALTERNATIVE		TRADEOFFS		
No.	Implementor	Major Advantages	Major Disadvantages	Supporting Contingencies
1	National Line Agency (permanent)	<ul style="list-style-type: none"> • Provides a base in a permanent institution; • Provides high-level decision involvement; • Sometimes appropriate for non-area focused projects; • Often simplifies initial preparation process and resource flows. 	<ul style="list-style-type: none"> • Limits sectoral focus of project strategy; • Often there is a preoccupation with national problems rather than local variations; • An unwillingness to delegate significant operational authority is common; • Often accompanied by jealousy of other line agencies. 	<ul style="list-style-type: none"> • High capability in appropriate agency; • High priority on institutionalization; • Agency has high target group orientation; • National leadership commitment critical for success.
2	Subnational Government Entity (permanent)	<ul style="list-style-type: none"> • Provides local focus; • Sometimes helps to concentrate authority over project activities; • Can build planning and implementation capability in permanent entity. 	<ul style="list-style-type: none"> • Often has low institutional and human resource capability; • Subnational units often have little leverage over line ministries whose activities affect the project. 	<ul style="list-style-type: none"> • High commitment to decentralization; • Uniqueness of target area; • High capability of target group orientation.
3	Integrated Development Agency (permanent)	<ul style="list-style-type: none"> • Helps comprehensiveness of project overview; • Provides local focus with access to higher level authority; • Can avoid overly oppressive audit and control procedures. 	<ul style="list-style-type: none"> • Line agency competition can cripple performance; • Complex communication needs. 	<ul style="list-style-type: none"> • Good history of inter-agency cooperation; • Technology sensitive to lack of complementary inputs; • High target-group orientation and capability.
4	Project Management Unit (autonomous and temporary)	<ul style="list-style-type: none"> • Can be used to concentrate authority in project area; • Familiar to engineers who staff infrastructure projects; • Can avoid oppressive audit and control procedures; • Can avoid inappropriate boundaries. 	<ul style="list-style-type: none"> • Very difficult to institutionalize; • Temporary nature creates personnel management problems. 	<ul style="list-style-type: none"> • Environment hostile to target group; • Simple infrastructure focus; • Standard operating procedures very cumbersome. • Technology highly uncertain.

Source: Adapted from George Honadle, "Implementation Analysis: The Case for an Early Dose of Realism in Development Administration," in *International Development Administration: Implementation Analysis for Development Projects*, George Honadle and Rudi Klaus, eds., New York: Praeger Publishers, 1979, p. 14.

generating activities in small target areas. Since it works as an adjunct to provincial planning bodies but is implemented through the Ministry of Home Affairs, it is a mixture of the first two alternatives. Its subproject income-generation aspect also introduces some of the characteristics of the fourth alternative.

The Bicol River Basin Development Program and its associated integrated area development projects in the Philippines offer another mixed example. The program-level focus is embodied in a planning and monitoring unit which serves an ecological zone (the river basin) that overlaps subnational administrative boundaries. This unit has its own line-item in the national budget and draws its authority from a cabinet-level coordinating committee and the president's office. This represents the third strategy. On the other hand, the Bicol's smaller area-based project efforts use a discrete project management unit within a lead-line agency but with cooperating personnel assigned from other functional ministries. For example, the Bula-Minalabac project is implemented through the Ministry of Agrarian Reform but also uses personnel from the Ministry of Agriculture, the Ministry of Local Government and Community Development and other functional agencies. Thus, characteristics of Alternatives 1 and 4 are also evident. Such mixtures can complicate the management process by confusing authority relationships and increasing resource dependency.

Resource Interdependence

As the examples illustrate, field situations seldom approximate true integration, where all those performing different sectoral services are encompassed by a unitary command with a program or project manager at its apex. Consequently,

much management time and energy is devoted to horizontal coordination between the primary implementor and the cooperating agencies. Since both the nature and magnitude of problems encountered during management's attempts to coordinate activities are partly determined by resource dependency, the question of placement is intimately related to the tradeoffs between autonomous and interdependent resource control. The following propositions highlight some effects of using multiple sources of people, equipment, facilities or funds:

Proposition 1: The more a project's personnel and funds are contingent upon external actors, the less flexibility it has in influencing other actors.

Proposition 2: The lower a project manager's power to reward and punish supporting organizational units and personnel, the greater the conflict and the more difficult it is to orchestrate coordinated efforts.

Thus, the net effect of organizational strategies based on multiple sources of resources, and relying on coordination instead of integrated resource control, is increased management difficulty.

This articulation of the costs and benefits associated with various placements for IRD activities highlights the importance of interorganizational relations. It also suggests that the distinction between "integrative" and "coordinative" organizational designs is useful for uncovering one of the reasons for many common problems in IRD implementation -- inadequate attention to the consequences of external organization arrangements.^{6/}

^{6/} This is reinforced by Klaus's comment that "requirements for coordination become increasingly more demanding as the sharing of information and resources increases.... Such demands consume considerable time and resources in and of

Management problems plaguing IRD project managers, however, do not all derive from poorly designed external arrangements. Some are created by internal organizational dynamics resulting from the nature of and relationship among project subunits.

INTERNAL ORGANIZATIONAL STRUCTURE

A singular focus on exchanges between organizations can miss a very important fact -- a major determinant of such exchanges is often a decision made within an individual organization using criteria not related to the interorganizational relationship. For example, a ministry decision to centralize vehicle control can lower the ability of a district office to continue to informally provide most of the transportation for a small multi-agency project. Although the reasons for the decision may be unrelated to the project, the effect on it could be drastic.

This chapter, then, must also be concerned with the internal decision structure of IRD projects or of the agencies cooperatively running those projects. This concern is based on the fact that:

themselves and may detract from the larger purpose of the project, unless the interorganizational structural arrangements are clearly formulated, understood and accepted by participating members. Hence, this analysis warns of elaborate integrated projects requiring highly formalized coordinating structures too cumbersome to administer. It adheres to the notion that 'simple is optimal' and recognizes that complex interorganization structures inherently create opportunities for problems to arise." See Rudi Klauss, "Interorganization Relationships for Project Implementation," in International Development Administration: Implementation Analysis for Development Projects, George Honadle and Rudi Klauss, eds., New York: Praeger Publishers, 1979, p. 165.

Proposition 3: Interorganizational outcomes often are determined by intraorganizational decisions.

In this section, three alternative criteria for determining project subunit configuration -- function, area, and clientele -- are discussed. Two major organizing strategies -- support and control -- are also presented. Finally, the relationship between staff and structure is discussed.

Organizing Principles

The most common way of dividing organizations into subunits is to classify the different things that people do. This is called organizing by function. For example, the PMU of an IRD project might be divided into the following divisions:

- Monitoring and evaluation;
- Finance and accounting;
- Training;
- Agricultural services;
- Research;
- Procurement and logistics;
- Land development;
- Cooperatives/credit; and
- Road building.

Similar breakouts are common in PMUs throughout the developing world. One variation on this pattern is found in the Bicol River Basin projects in the Philippines. Here most projects emphasize irrigation infrastructure and the practice is to split staff into two basic divisions based on whether the primary

focus is on objects or people. The two divisions are called "physical development" and "institutional/agricultural."

Line agencies, of course, are functional by definition and their internal structure follows this general approach. In fact, this is a classic organizational principle. Its main advantage is an attempt to provide direct accountability for activities combined with an attempt to minimize functional overlap.

Although no earth-shattering insights result from a functional perspective, it does point out that expert consultants can become caught up in the fads of the day and may forget that mixed and competing functions residing in one individual or one unit can cause problems. For example, an agricultural extension agent with a dual function of disseminating information and managing credit repayment is a result of faulty design. In such a case, little information will be "extended" because farmers sighting the agent will not know which function he is performing. In this situation, the most prudent course of action for a delinquent debtor is to avoid contact. The effect on project performance is obvious.

In other situations the effect is more subtle. For example, a ditch tender in an irrigation scheme may be charged with the collection of data which is unnecessary for the performance of the job. Rotation schedules, water levels and ditch conditions are necessary data; crop yields are not. If a ditch tender or watermaster is burdened with the collection of yield data,

two problems may result: first, time may be diverted from the main task and then project performance will suffer; and second, due to the peripheral value of the yield data, it may be collected in a sloppy manner and then higher level decisions will be based on faulty information. Thus, the basic need for an appropriate functional division of labor is not always followed in IRD project designs.^{7/}

A second way to determine the basic units of a project organization is to build it on geographic divisions. This is called organizing by area. Sometimes a project's environment dictates this approach. For example, island nations in south-east Asia such as Indonesia or the Philippines may place sub-project teams in different spots isolated from each other. In other places, such as Malawi or Zaire, the proximity of different ecological zones (riverine forest, savannah, arid lands, alluvial flood plains) may make it more practical to have semi-autonomous teams serving each zone.

The danger of a spatial approach is one of duplication -- each area team may be staffed with its own accountants, etc. One strategy to avoid such duplication is to centralize some routine functions within a PMU or subnational/national office and base service delivery units on areas.

^{7/} For further useful discussion, see Robert Chambers, Managing Rural Development: Ideas and Experience from East Africa, Uppsala: Scandanavian Institute of African Studies, 1974; Daniel Benor and James Q. Harrison, Agricultural Extension: The Training and Visit System, Washington, D.C.: The World Bank, 1977; William Foote Whyte, Organizing for Agricultural Development, New Brunswick, N.J. Transaction Books, 1975; Burton Swanson, Organizing Agricultural Technology Transfer: The Effects of Alternative Arrangements, Bloomington, Ind. PASITAM, 1975.

A third basic design approach is organizing by clientele. If an IRD target population encompasses both nomadic and sedentary groups, then an effective service delivery system must take this fact into account; mobile units or seasonally-staffed fixed units along migration routes may separate technical teams serving nomads from those serving settled groups. In other projects, different staff may be required in order to deliver services to women, as opposed to men. Sometimes a focus on different ethnic groups coincides with geographic divisions and the organizing principle is not so obvious.

When two separate clientele groups are served by the same unit, the level of conflict and confusion is raised and management is made more difficult. A successful way to rectify this situation is to assign responsibility for each target group to different units. Such a divided focus, however, should not be based on ethnicity unless the ethnic division coincides with another factor such as the above examples of mobility and location.

A better type of clientele focus is represented by a division based on economic or class interests. For example, one agricultural extension team could concentrate on services to rubber estates, whereas a second team could serve smallholder rubber schemes. This allows each group to concentrate on the particular needs of its clientele, and lowers the conflicting demands on the strategy, time and limited resources of each unit.

This discussion of organizing principles supports a number of propositions, including the following:

Proposition 4: Organizational units based on clients with common economic interests will be more effective at delivering services than units based on geographic or ethnic interest.

Proposition 5: If organizational units are matched to clientele groups or environmental support organizations, on the one hand, and to technical functions, on the other, then problems arising from improper organization will be minimized.

Proposition 6: Divisions of costs and supervision are major issues blocking cooperation among units and organizations.

Proposition Number 6 reflects common problems encountered during both internal and external organization design exercises. Furthermore, it introduces the very important role of organizing strategies and their effect on decisions, conflicts and project impact.

Organizing Strategies

There are two basic strategies that can be used to approach interactions between an organization and its component parts. The first is control and the second is support. The choice of support or control approaches to a project subunit can be based on a number of criteria, such as:

- Potential for negative environmental impact;
- Potential for benefit diversion;
- Confidence in staff;
- Degree of interdependence between unit function and functions of other units; and
- Role of unit in relation to external organizations or actors.

Using such criteria can suggest whether management control is wise or whether it is best to give the particular unit free rein and act mainly as a supportive backstop for its efforts.

For example, a need for higher control would be indicated by: a high possibility of the unit's operations creating human or physical environmental damage (schistosomiasis, death, blindness, erosion, etc.); a high probability of benefit diversion (equipment improperly used, credit to non-target populations, etc.); low confidence in the people running the unit; a high interdependence, either serially or simultaneously, with the activities of other units; and unit responsibility for controlling antagonistic outside organizations (military liaison section, commercial land-clearing organizations, marketers of chemicals, etc.),

Each major project function suggests an organizational component with some degree of autonomy and resources. The priority given to each function is reflected in staffing, equipment and facilities. Although technical considerations dominate the range of units, task difficulty and project priorities determine the relative budgetary strength and operational independence of each unit.

Additionally, the organizing strategy influences the project's relations with its environment. Building one section at the expense of another strengthens the internal role of the stronger unit and increases the likelihood that its environmental interactions and their nature (control or support of external actors) will shape organizational character. It can also lead to imbalanced operations when one unit forges ahead while others struggle to keep up, and the mix of goods and services "disintegrates". Job descriptions, reporting procedures, staffing levels, equipment and supply stocks, recruitment criteria, the location of decisionmaking authority and the control of equipment and funds should all be developed with this in mind.

Liaison Roles

Due to the complexity of IRD designs and the need for coordinated operations, liaison roles are often established. Sometimes a committee is given this function, such as a project-specific County Coordinating Committee in Liberia, or a Composite Management Group or Area Development Committee in the Philippines. In other cases the function is assigned to an individual position such as a project monitor in a program office.

There are advantages and disadvantages to both of these approaches. Individual liaison positions are often caught in the middle, with no authority to make decisions and no independent resource base. Committees, however, may also be composed of members without authority to make commitments. Consequently, liaison roles often lead to information-sharing without resource-sharing.

A third strategy for promoting coordination is to budget funds which allow extemporaneous, temporary task forces to help rectify design mistakes. Such task forces can be technical (e.g., government engineers from national headquarters temporarily in the field redesigning irrigation system components in a project) or managerial (e.g., organization development specialists working with staff to improve communication difficulties).^{8/}

Task forces may be drawn from permanent IRD staff, they may be composed of short-term consultants from outside of the project, or they may be a combination of the two. Due to

^{8/} See Section II for articulation of the potential role of Organization development. For views of task forces, liaison roles and coordinative functions in complex organizations, see Jay Galbraith, Organization Design, Reading, Mass.: Addison-Wesley, 1977.

their temporary nature and their task orientation, task forces are potentially more flexible than committees or liaison positions. However, the temporary nature of this approach can be costly, in terms of low impact and no follow-through if influential actors are not included in the activity.

Nonetheless, temporary task forces do provide a mechanism to overcome the effects of overzealous designers who are overly specific on how coordinating committees should act, and exactly when and how units should interlate.

Proposition 7: "Blueprinting" contact relationships in design increases the frequency of interaction, but can also create a feeling of powerlessness among staff which, in turn, produces token or debilitating relationships.

Proposition 8: The use of temporary task forces should be seen as an element of a process design.^{9/}

Proposition 9: Coordinating committees must contain members who control resources if committee activity is to facilitate IRD implementation.

Staff and Structure

Organizations are not pre-engineered, static, mechanistic blueprints for service delivery. Rather, they are dynamic combinations of human and material resources interacting with multiple objectives. Thus, the "people" factor is important.

Although donor-designed projects often assume that positions will be filled by "heroes on horseback," actual staff are not always the most qualified and they seldom receive adequate

^{9/} See Charles F. Sweet and Peter F. Weisel, "Process versus Blueprint Models for Designing Rural Development Projects," in Honadle and Klauss, op. cit., pp. 127-145.

support or attractive terms of service. Consequently,

Proposition 10: Programs predicated on continuing high levels of competence, on expeditious interorganizational coordination, or on sophisticated methods for accommodating diversity and heterogeneity are very vulnerable.

In defense of a poor performance record, field personnel often complain that units are understaffed or that poor office locations and designs inhibit performance. Organizational research^{10/} suggests, however, some very different propositions:

Proposition 11: Slightly understaffed organizational units experience fewer territorial battles because there is more than enough activity to go around, while overstaffing increases territorial battles.

Proposition 12: Slight understaffing promotes higher participation, more responsibility, a higher sense of self-competence and a greater tendency to accept new members into the group.

Proposition 13: Friendship and social patterns can be reinforced by a lack of spatial-physical barriers but the presence of spatial-physical barriers will not erase existing friction and conflict.

Internal organization design, then, is likely to be dominated by such considerations as organizing principles, strategies, liaison roles and staffing patterns. Once the organization is specified for the first time, project evolution begins. This is the point where designs confront dynamics -- management behavior.

^{10/} See Arlyn J. Melcher, Structure and Process of Organizations: A System Approach, Englewood Cliffs, N.J.: Prentice-Hall, 1976.

MANAGING HUMAN RESOURCES

One of the most common complaints of IRD field staff is that "the project manager does not know how to manage." This complaint is often substantiated by observations and evaluations. Two trips undertaken through this contract support this issue. In the first example, the expatriate chief of party for an East African project was a technician without management skills. Project performance suffered. In fact, this particular experience qualified as "unmanaged" human resources.

In the second example, an Asian IRD project manager with technical training, but not management training, was grasping for assistance. Sensitive to the feelings of his staff that he did not know how to manage, he was observed reading an outdated, low-quality management text based on limited, industrial workplace experiences. Although this text was largely irrelevant to his situation, it was the only source available.

This section focuses on the state-of-the-art knowledge in two areas -- supervisory management behavior and the management of horizontal relationships. Both of these factors can be expected to play an important role in service delivery and the present lack of field skills in these areas appear to be a major influence on IRD implementation.

Supervisory Management Behavior

Project managers are often chosen for their technical background rather than their supervisory skills. Consequently, they must learn new skills on the job. This can compound implementation difficulties by producing defensive, arrogant or secretive behavior on the part of those who fear that their lack of management expertise will be discovered.

The following pages shed some light on the state of knowledge about how to manage subordinates. Both general characteristics of successful managers and general management strategies are noted. It must be remembered, however, that both time and place affect the relative importance of the characteristics and practices noted below.

Participatory Decisionmaking

Although a functional organization design often works well with a directive management style, an integrated organizational structure requires a participative management style for effective operation. This is so in part because coordination is more easily achieved when all the individuals involved are committed to an action and in part because of the multiple perspectives encountered in an integrated situation.

However, there is a tradeoff in terms of the time required to make a decision and that needed to implement it: staff participation in decisions shortens the time between a decision and its acceptance by those who must carry it out, but the more people involved in making a decision, the longer it takes to do. Given the complexity of IRD and the interdependence of subunits, however, both time and conflict can be minimized by joint decisionmaking.

Even so, it is not necessary for every staff member to be involved in every decision. In fact, both overparticipation and underparticipation in decisionmaking can increase dissatisfaction. Thus,

Proposition 14: Good managers match the individual's desire to participate with the opportunity to realize that desire.

Task Supervision

There are four general requirements for effective supervision which approximate a sequential approach. The four requirements are:

- A clear work assignment;
- The specification of what is to be done but letting the subordinate determine exactly how to do it;
- An opportunity for two-way communication during the assignment; and
- The recognition of successful performance.

The most desirable process for assignment and specification is not clear. Much research supports the proposition that staff should participate in setting their own work schedules, standards and targets. In the case of IRD, joint programming exercises can be used to do this.

Proposition 15: Joint programming exercises will improve service delivery, identify contingencies and increase staff satisfaction.

Other studies, however, suggest that routine work standards should be assigned rather than self-set. Although this does not contradict joint programming, it does suggest that the mix of who specifies how much will vary.

During execution of a task, two-way communication is needed to identify changes in the environment and provide feedback to both the supervisor and the doer. This process should be characterized by a "supportive" management style rather than one with a penalty focus.

When managing teams of professionals, it is better to use collegial sanctions and group processes to support performance rather than to rely on punitive measures. Further,

Proposition 16: Close supervision is most effective with mechanical, repetitive tasks (such as construction) whereas unstructured tasks (such as extension) require less intense supervision.

Proposition 17: A combination of penalties and close supervision usually has adverse effects on performance.

Recognition for successful performance may be group or individual based. It may be normal, as in a project newsletter, or it may be informal, occurring at a bar after work or in conversation. Nevertheless, an appropriate form of recognition should be forthcoming.

Manager Characteristics

There is a fine line that distinguishes between what a manager does and what a manager is. For example, attitudes, values, ideologies and personalities are defined by actions. Thus, the characteristics of a good manager are largely inferred from observation of behavior. For example, one proposition which emerges from both literature and experience infers attitudes but describes behavior:

Proposition 18: Successful managers view management as a bargaining process and they use quid pro quo exchange relationships rather than seeing management as a strictly rule-enforcement process.

This proposition describes characteristics which appear to be universal indicators of good managers. There are four other characteristics which also seem to be universal attributes of good managers regardless of task, setting, culture or position.

- Proposition 19:** Managers who use informal processes to develop decisions or consensus and then use formal mechanisms (such as meetings or letters) to announce the decisions will encounter less resistance in implementing those decisions than managers who use formal channels to develop them.
- Proposition 20:** Managers who are able to create a win-win rather than a win-lose definition of a situation are successful in resolving conflict situations.
- Proposition 21:** Managers who exhibit representation behavior (acting as spokesman, buffer and defender of his/her group before others) are most successful in obtaining subordinate loyalty and high performance.
- Proposition 22:** Managers who adopt a stance of support for effort are more effective than those who focus on sanctions against non-performance.

These characteristics may be very important during IRD implementation because they can affect a manager's ability to induce participating agencies and organizations to fulfill their roles and contribute their resources. Due to the complexity of IRD organizations, the nontraditional relationships often established as a result of an integrated strategy, the limited management control possible in many complex IRD field situations, and the often contradictory nature of some subproject activities, a fifth characteristic is also extremely important in IRD settings:

- Proposition 23:** Good managers avoid excessive concentration on organizational rules because it leads to goal displacement, such that rule adherence becomes an end in itself rather than a means toward project objectives.

This proposition also applies to a manager's view of communication channels. Rather than insisting that others always

follow formal procedures with specific documents, carbon copies and regulated communication sequences,

Proposition 24: Effective managers recognize that communication should be direct from an implementor to those responsible for a constraint.

The seven characteristics noted above reflect a manager's need to be aware of both the human and the task dimensions of implementation. They are not, however, rigid attributes that either are or are not present at birth. Rather, they are perceptions which can be introduced as part of a skill development program.

This examination of supervisory behavior is largely vertical, stressing interactions between the project management and internal subunits. Previous discussion of the occurrence of "coordinative" rather than "integrative" organizational approaches, however, has identified a need to determine ways for managing horizontal relationships.

Horizontal Relations

Managing horizontal relations is a delicate task which is limited to the manipulation of symbols rather than the exercise of authority. Thus, one who is successful at managing or coordinating horizontal relations is likely to be sensitive to processes, personalities and the preferences of cooperating units.

An important function of this is the establishment of a smooth interorganizational climate:

Proposition 25: Cooperation is supported by an atmosphere of respect for the operational autonomy and preferred image of each unit;

Proposition 26: The more that a project is seen as a threat to the role, clientele, or resources of a cooperating sectoral organization, the greater the conflict.

An essential element in creating a supportive climate is the ability to manipulate symbols, such as words, to create situational definitions that are win-win, rather than win-lose. However, the behavior of the IRD Project Manager may play a minor role in determining the outcome of a horizontal conflict. Two uncontrollable factors may be especially important in restricting the manager's role.

The first of these is the political salience of the project area/activities, combined with the visibility of project operations:

Proposition 27: Cooperation between organizations is lowered when political actors can scrutinize all organizational activities.

Proposition 28: Coordination is made easier by ambiguous or multiple goals.

The second factor is that interorganizational activity may be determined by decisions made within individual organizations. Thus, sensitivity to the decision processes within cooperating organizations is critical. Additionally, there is a direct implication for managerial behavior:

Proposition 29: The actor least free to speak for his organization will delay any attempt at an inter-agency cooperative agreement, and thus full agreement will occur only on the minor issues to which he can commit his organization. Consequently, it is best not to plan to cooperate with those without authority to make commitments.

Horizontal relations are not, however, just cross-organizational. Usually, they are also cross-professional. Recognizing this, three perspectives have been extrapolated from multidisciplinary team management research and experience. They are:

- Proposition 30: Integrated organizational structures require an informal reward system more highly developed than that usually used by more self-contained structures.
- Proposition 31: Professionalism engenders conservative attitudes which do not support radical innovations or social movements, and project management should sensitize staff to the occasional need for radical non-professional solutions.
- Proposition 32: When managing a temporary group of multi-disciplinary professionals, it is best to use a two-stage approach, first stage being characterized by inquiry, team-building and blurred role definition, and the second characterized by each specialist performing the roles associated with his or her specialty.

Normal circumstances find managers saddled with suboptimal organizational arrangements. The use of either a process strategy or the inheritance of an inappropriate blueprinted organization leads to an inordinate amount of managerial time being consumed by the quest for tactics to change existing horizontal relationships into new ones. Four alternate approaches to do this, and appropriate situations for each approach, are summarized in Figure I-4.

FIGURE I-4

TACTICS FOR CHANGING INTERORGANIZATIONAL RELATIONSHIPS

Tactic	Appropriate Situations
Cooperative	Works best when power is dispersed among organizations, when each party has something of value for the other, and when each is capable of resisting the other's demands.
Disruptive	Works best when there is a power imbalance allowing the more powerful agency to disregard nondisruptive requests and when the weaker one's resource sources are varied enough and certain enough to sustain the resistance of more powerful organizations.
Manipulative	Changing funding sources to create response to new pressures, or changing funding amounts to affect marginal programs, requires either control of funds or the trust and cooperation of those who do.
Authoritative	Mandating precise activities requires a concentration of power.
<p>Source: J. Kenneth Benson, "The Interorganizational Network as a Political Economy," <u>Administrative Science Quarterly</u>, vol. 20, no. 2, 1975, pp. 229-249.</p>	

CONCLUSION

Organizational structure affects the problems encountered during IRD implementation. This is especially true of "coordinative strategies" used in the Bicol projects. In such strategies, managerial skill in guiding horizontal relationships among cooperating agencies plays a very important role.

Over thirty propositions about the effects of organizational structures and management practices have been noted. Among the options is the use of task forces and the potential role of organization development interventions as a means for promoting information-sharing and improving horizontal relations. This is discussed in more detail in the next section.

II. THE PROCESS: USING ORGANIZATION DEVELOPMENT TO SUPPORT INTEGRATED RURAL DEVELOPMENT PROJECTS*

THE OD APPROACH

Organization development (OD) has no single, narrow, well-established definition. Broadly speaking, however, organization development has evolved as an applied social science approach to management. It is most concerned with the processes of change in the behavior of organizations, groups, and individuals. It seeks to bring into management's domain the interpersonal processes that are fundamental to the functioning of any organization.

In the typical technical assistance (or engineering) model of utilizing a consultant, a consultant studies a problem and develops a solution, usually spelled out in a formal report. This is a prescriptive solution. Organization development consultants, on the other hand, work with a client organization to help that organization develop its own solution and undergo the processes of change inherent to implementing the solution. This is a nonprescriptive approach focused on facilitating the client's own problem-solving capability.

Organization Development and the Administration of IRD

IRD implementation is a process of facilitating mutually-supporting dimensions of socioeconomic change in rural environments. Organization development is an applied social science

* This section was written by Thomas Armor. It is based on "Annex D: Using Organization Development in IRD," in Honadle, et al., op. cit. A greatly expanded version will be issued as an IRD working paper.

approach to management focused on the processes of change within organizations. This essential concern with change processes is a common element of both IRD and OD. Indeed, since the implementation of an IRD project takes place over several years and in an unpredictable context of changes (e.g., macroeconomic, political, environmental, personnel, etc.), the most important skill for IRD implementors is successfully adapting the project to rapid, unexpected occurrences. By this reasoning, the skills and methods of organization development are important management skills for an IRD implementation team.

The team concept is often underscored in IRD implementation work. In many cases, this team concept goes beyond the functional needs of the project, depending on the isolation of the project site. Family and individual personal-social issues often cannot be separated from the daily management of the project. Organization development is most noted for its team-building methods and concern for integrating personal needs with those of the organization. This is perhaps the clearest example of an OD intervention having direct application to IRD implementation.

Beneficiary participation is often held to be one of the key elements of an IRD project's success and eventual continuity. Nevertheless, truly effective local participation is often difficult to achieve regardless of the attention it receives in the project design. It is likely that local beneficiary participation in an IRD project will be directly related to the degree of staff participation in the management of the project. That is to say, a highly centralized, top-down, authoritarian managed project will not achieve the level of local beneficiary participation that the same project design would achieve if managed in a more participatory and decentralized manner.^{1/} Management in

1/ See Derek Brinkerhoff, "Inside Public Bureaucracy: Empowering Managers to Empower Clients," Rural Development Participation Review, vol. 1, no. 1, 1979, pp. 7-9.

this instance refers to style and approach more than to formal organizational design and job descriptions. Organization development provides an approach to changing such management style variables if project team members feel the current style is a constraint.

The actual achievement of integration of effort is greatly dependent upon project design. Very good designs are by nature prescriptive, in that one group of people prepares instructions for another group to carry out. In this situation, integration can be pursued by trying to see that the self-interests of the various implementors and their suborganizations are heavily overlapping and minimally competitive. Another approach is to emphasize a strong central or overreaching authority in the implementation organization whose direct responsibility is to enforce integration. Yet another method is to create a variety of coordinating bodies, committees, or task forces with special responsibility for integration.

These design approaches are important, and necessary; but they are limited by their prescriptive nature. Even the most well-designed integrated project will eventually have to rely on peoples' ability and willingness to "cooperate and coordinate" beyond that which can be prescribed by design. A strong factor in developing the necessary ability and willingness to cooperate and coordinate in achieving goals and objectives is participation in forming those goals.^{2/} This is where organization development methods can be so useful in the pursuit of integrated service

^{2/} See Thomas Armor, George Honadle, Craig Olson and Peter Weisel, "Organizing and Supporting Integrated Rural Development Projects: A Twofold Approach to Administrative Development," Journal of Administration Overseas, vol. XVIII, no. 4, 1979, pp. 276-286.

delivery. Within the established goals of an IRD project, there exists great opportunity for the participation and involvement of those who will carry out the project to review project goals and establish operational objectives. These opportunities are seldom realized because project managers often feel constrained by the project design or are unskilled and uncomfortable with very much staff participation in project management. Organization development represents a methodology for aiding project management to realistically and responsibly increase active staff participation.

Organization Development Strategies For IRD

Organization development's involvement in the implementation of an IRD project may or may not be explicitly reflected in the project's design. Nonetheless, the actual points of entry for actively designing and carrying out an organization development intervention may be usefully divided into two categories: problem oriented and event oriented.

Problem Oriented

Here organization development skills and methods are called upon to help solve a particular problem recognized by the project staff. Organization development is seen as a resource, typically embodied in an outside consultant, that can help the project to better understand a problem (e.g., inter-unit conflict) and work toward its solution. The problem may be only a symptom of a more fundamental issue or it may not be defined the same way by all concerned. These dynamics might be an organization development consultant's initial concern as he gains entry to a project experiencing difficulty.

Event Oriented

Here the point of entry for organization development involvement is an event in the project's ongoing implementation activities. This might be project start-up, change in key personnel, transfer of functions into or out of another organization, management training activities, planning exercise, etc. Organization development can provide important and useful methods for carrying out these events in ways that increase the project's capacity for and understanding of its own dynamics, and for handling change.

These two categories are not necessarily mutually exclusive. A consultant requested to help resolve an important problem might focus an intervention around an activity that is a part of the project's ongoing business. Likewise, the use of organization development methods in the planning and carrying out of a project activity might bring into focus a difficulty the project staff had not fully recognized. With that recognition, however, the staff consultant team would now be able to plan organization development interventions for solving the problem.

There are a variety of interventions or approaches an organization development consultant would consider once entry to the project had been made. The choice of approach would be based on project needs, consultant skills, project staff experience and familiarity with organization development, size of project staff, support for organization development effort at other management levels, and many other considerations. The interventions and approaches presented here are not exhaustive nor mutually exclusive, but illustrate the breadth of organization development methods:

- Team building;
- Inter-group conflict resolution workshop;
- Goal setting/planning workshop;
- Organization diagnosis/problem identification survey feedback;
- Process observation-feedback;
- Inter-organization joint planning;
- Transition workshop (new staff);
- Organization redesign effort; and
- Interpersonal skills development workshop.

CONCLUSION

In summary, organization development is concerned with the process of change in the behavior of organizations, groups and individuals. Although it is built upon a nonprescriptive approach to facilitating problem-solving and is thus an unfamiliar action mode in many environments, it is nevertheless very compatible with and complimentary to the concept of integrated rural development since it attempts to facilitate change. Moreover, because IRD is especially prone to organizational difficulties, it is a fertile environment for OD assistance.

Organization development is potentially useful for dealing with difficulties arising from interagency relationships, interactions between project staff and beneficiaries, and staff interactions within the project or with higher lever authorities. Either problems or events can provide an entry point. Moreover, the utility of OD encompasses:

- The Project Design Process (managing a multi-disciplinary design team);
- The Design Substance (budgeting and organizing to allow the use of OD during implementation); and

- The Implementation Process (helping to raise problem-solving capabilities).

Thus, it is argued, an appreciation for the potential of organization development is a factor that can be expected to improve the implementation and success of integrated rural development efforts. OD alone does not guarantee success, but without OD assistance, project teams may be needlessly handicapped in their efforts to improve the quality of rural life.

The remaining task of this field report is to provide documentation for the process used to apply OD methods to the coordination problems of a particular project. This process documentation and descriptive analysis is the subject of the final section.

III. THE EXPERIENCE: BULA-MINALABAC PROJECT ORGANIZATION DEVELOPMENT WORKSHOP */

BACKGROUND

The two preceding sections of this report presented, in general terms, structural characteristics of "integrative" versus "coordinative" service delivery organizations and the potential role of organization development during the implementation of IRD projects. Such discussions contribute two items to field managers: first, they explain some of the reasons why the implementation process at Bula is so difficult; and second, they suggest some ways for coping with those difficulties. This places the Bula-Minalabac project into the wider context of IRD implementation experience while setting the stage for a descriptive analysis of a particular attempt to use OD at Bula.

Some further background is needed, however, before presenting the workshop experience. First, the funding mechanism which supported the exercise -- AID Project 936-5300 -- should be identified. Second, the nature of the Bula project should be presented. Each is noted below.

Organization and Administration of IRD

In September 1978, Development Alternatives, Inc., and Research Triangle Institute signed a four-year contract with AID to assist donor agencies and host governments with the organization and administration of integrated rural development. The

*/ This section was written by James A. Carney, Jr., with assistance from Thomas Armor.

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contract supports rural development efforts by simultaneously addressing two objectives. The first objective is to provide field staff with technical assistance in the organization and administration of ongoing IRD projects. The second is to learn more about what organizational arrangements and management actions have contributed to project success.

During field visits, an attempt is made to relate the general knowledge of the organization and administration of IRD to the particular situation encountered on site. This supports a two-way learning process that allows both the consultants and the field personnel to gain from the experience.

Using this contract to assist IRD implementation in the Bicol was supported by two factors. First, the Bicol River Basin Development Program is one of the major examples of the implementation of an IRD strategy and any serious attempt to learn about IRD cannot ignore the Bicol experience. Second, two of the people staffing the DAI/RTI contract have prior Philippine experience. James A. Carney, Jr., had previously conducted organization development workshops in Manila. George Honadle, the senior development administration specialist on the contract, had previously worked in the Bicol and had been associated with the Bula-Minalabac project.^{1/} Thus, both learning and assistance objectives converged to produce field work in the Bicol.

Bula-Minalabac

The Bula-Minalabac Integrated Development Area covers a contiguous land reform area of 2,286 hectares. The two major

1/ See George Honadle, "Integrated Area Development -- What is It?" The Basin Reporter, June 15, 1977, p. 12; also see George Honadle, "Farmer Organization for Irrigation Water Management: Organization Design and Implementation in Bula and Libmanan," Final Report, Washington, D.C.: Development Alternatives, Inc., 1978.

emphases of the project are resettlement and irrigated rice production. The final configuration of the irrigation system will have 12 separate water sources -- three river pumping stations and nine groundwater pumps. Each separate source-based system will have a discrete irrigator's association.

To obtain some economies of scale for maintenance, a federation may be formed. Additionally, some of the drainage structures will be shared by multiple systems.

The organization design of Bula follows a "coordinative" strategy. Basic divisions, as noted earlier, are "physical," "institutional," and "administrative." 2/ A rather unique characteristic of this project is its "composite management group" or CMG. This is a project-specific committee composed of the regional directors of line agencies. This committee is an attempt to avoid the weaknesses of previous experiences with liaison committees without the power to commit resources.3/

Major sets of management problems for this effort encompass national-project interaction (releasing funds), contractor monitoring (poor technical performance in infrastructure construction), and horizontal relations (coordinating the efforts of cooperative agencies). The visits depicted in the following pages document one attempt to use the behavioral sciences to alleviate the difficulties associated primarily with the third problem set.

2/ For details, see pp. 13, 14, 16-17, 30-33.

3/ See pp. 22-23.

RECONNAISSANCE VISIT

The workshop described below resulted from conversations between the USAID/Manila project officer, the Bula Project Manager and two DAI organization development consultants. These conversations took place during a visit by the consultants to Manila and Bula in April 1979. This visit, made at the request of the USAID/Manila project officer, was intended to explore the possibility of utilizing the consulting services available under the IRD contract. In addition to the Bula project, the consultants visited another project and spent considerable time briefing mission staff on the IRD contract's purpose and potential utility.

While visiting the Bula project site, the consultants met with the Project Manager, Deputy Project Manager, several key staff and, finally, with the Project Director in Legaspi. A brief tour of the project site was conducted and an extensive explanation of the project's design, objectives and current organizational and administrative issues was given.

At the conclusion of these discussions, the consultants and the Project Manager agreed in principle that a team-building workshop of approximately one week's duration in the fall of 1979 would be a useful activity, with the expectation that it would be the beginning of an ongoing organization development effort at the Bula Project.

Upon returning to Washington, a formal proposal was made by letter to the Project Manager. It was proposed that two or three DAI staff spend approximately two to three weeks at the project site to prepare and conduct a team-building workshop. Details regarding possible participants, logistics, timing of activities, etc., were also outlined. The objectives of the workshop, as described in the proposal, were to:

- Increase the level of cooperation and collaboration among those people and organizations critical to the implementation of the Bula Project;
- Identify areas of potential conflict and initiate problem-solving behavior;
- Facilitate the transfer of learning from other projects (e.g., other IAD/IRD implementation work);
- Assure the continuing and effective participation of intended project beneficiaries in the decision-making process; and
- Identify critical organizational constraints beyond the direct control of Bula personnel, and develop strategies for overcoming them.

A favorable response was forthcoming from the Bula Project Manager, with the concurrence of the USAID/Manila project officer. Plans and dates were finalized and it was decided that a three-person DAI team would return to Bula in early October. The team would consist of a rural development specialist with extensive Bicol experience as well as the two organizational development (OD) specialists.

FIELDWORK VISIT

The two OD consultants arrived at the Manila Mission on the morning of October 1, 1979. The Rural Development Specialist arrived the following morning, Two days were spent meeting with various Mission personnel and several GOP personnel with an interest in the upcoming workshop. Materials were prepared and travel arrangements were completed. Although the consultants felt that it was imperative to get on-site as quickly as possible, a Mission Director visit scheduled for Wednesday morning (October 3) delayed on-site preparation until Wednesday afternoon.

The consultants arrived in Naga mid-morning Wednesday and proceeded to the Libmanan project site, in order that the OD consultants could see that project and meet some of the staff. Their arrival coincided with a project staff meeting. Despite this event, they talked with both Ramon Caceres, the Project Manager, and Clarence Escobar, head of the institutional-agricultural development division. Both men expressed interest in what was being planned at Bula and, during the drive back to Bula the consultants discussed the possibility of including them in some way in the Bula Workshop.

Upon arriving at the Bula project site, the consultants met with Conrado de la Cruz, the Project Manager; Jordan Chavez, the Deputy Project Manager for Institutional Development; and Julian Israel, the Administrative Officer. During that meeting,

substantially more information was exchanged and several decisions were reached.

The Project Manager told the consultants that he had been waiting to discuss plans with them before making any firm decisions on the workshop, which helped to explain why only limited preparation had been done. He planned to include in the workshop not only the 22 professionals on the staff, but also an additional 18 people, including local mayors, farmers' representatives and key people from regional Ministry Offices in Legaspi and national offices in Manila, although these invitations had not yet been sent.

The 18 external representatives were to be included for all three days of the workshop, tentatively scheduled for Wednesday through Friday, October 10-12, and would have created a group of 40.

The consultants made several suggestions based on their experience and somewhat different expectations. The suggestions were to split the workshop into two phases, one for internal project staff development for the full and part-time members of the staff, and the second phase for external interface and relationship-building which would include all the other invitees. They also suggested that the workshop begin on Monday, October 8, with the second phase beginning on Wednesday, October 10. While this proposal added one day to the workshop design, it solved

several problems. By beginning on Monday afternoon, the project staff would have 1-1/2 days by themselves to work on project team-building, considered very important by both the Project Manager and the consultants because of the complex multi-agency makeup of the staff, particularly in the Institutional Development Division. Also, it allowed for those from outside the staff already invited to maintain their plans for attendance on Wednesday. Finally, it enabled the consultants to complete the Workshop by Thursday afternoon, and to fulfill their commitments to the Mission for briefings on Friday.

De la Cruz, Chavez, and Israel accepted these suggestions without difficulty, and the basic format and schedule was decided. They also agreed to draft both letters and cables of invitation to those Ministry representatives in Manila whom they wished to attend, and get them out by Friday.

The final issue to be dealt with was the interview schedule. The consultants decided that they could hold individual interviews with each of the participants from the project staff by dividing up the participants. Though there was no way that the external representatives could be interviewed prior to the session, that would not be a significant problem in workshop design or conduct.

The following two days were spent conducting the staff interviews. These interviews were designed to identify

those issues, concerns and problems seen by the staff as limiting the effectiveness of project implementation or reducing the staff's effectiveness in carrying out their responsibilities. The interviews were open-ended, informal discussions, allowing the participant to raise whatever issues were on his mind. Staff members were asked to share their views on the strengths and weaknesses of the project, and what issues they felt should be addressed during the workshop. While some of the interviewees were initially shy, and a few somewhat uncomfortable in English, the interviews went well. The participants were not reluctant to be open, once they understood the consultants' role in data collection and workshop design, and what was expected of them. Considerable insight into the dynamics of the project and of the staff was gained through the interviews.

Given that many of the staff were only part-time, (the remainder of their time being devoted to the other work of their regional Ministry office), it was at times difficult to locate some people. An exploratory visit to the town of Bula one afternoon enabled them to find two staff members in their agency offices. Also, the inclusion of four more part-time staff, originally listed as part of the external group, increased the staff group to 26. By close of business, Friday, October 5, the interviews were completed.

One additional form of data gathering was used. On Friday morning, the Bula staff was having its monthly staff meeting. The consultants asked to be allowed to sit in and observe the process of the staff working together in this way, in order to gain additional insights into the dynamics of the project. For two hours the consultants observed the staff in action. A rather remarkable degree of openness was evident in the proceedings, though the process was on the surface somewhat formal. Humor and a free dialogue from the floor with the Project Manager was the usual mode, and in one case a salary increase for a group of technicians was granted on the spot. Several lectures by the Project Manager on increased productivity, attendance, and efficiency were accepted without hostility. It was, for the consultants, a useful and educational experience.

Having completed the data gathering phase, the consultants returned to Manila on Saturday to pick up materials and generate the workshop design.

Design Preparation

A flexible workshop design was established by the consultants over the weekend. The primary issues were how to run two workshops in tandem and how to incorporate 10 to 20 new people into the process on the third day. The exact number of newcomers would remain undefined until midway

through the third day, since no one knew for certain who was coming or when.

The design for the first two days was to be a combination team-building and problem-solving session to classify participant expectations, identify issues, and collaboratively translate those issues into action recommendations. The design called for several different group configurations at various stages of the sessions so that participants could work with various sets of people.

Throughout that process, using the heterogeneous mixes at some stages and natural work teams (e.g., Physical Development, Administration, and Institutional Development) at others, the design promoted identification and discussion of interpersonal and intergroup issues. Moreover, toward the end of the team-building phase, a role clarification and negotiation exercise allowed the participants to interact one-to-one on specific behaviors affecting their working relationships.

The session with outside participants was more complicated. The major problem was that no one knew exactly who, representing what, or even how many would attend the session. As a result, it was very difficult to anticipate which issues could be worked, since the issues would be largely agency and organization dependent.

The consultants dealt with this problem in the short run by concluding that, while the basic format would be some form of intergroup activity, the specifics of the design would have to wait until there was more information on attendees.

With the design in place as much as possible, and the materials in hand, the consultants returned to Naga on Monday morning, October 8, to begin the Workshop.

Workshop Day One, October 8

The session for the 26 project staff members was scheduled from 1:30 p.m. to 5:00 p.m. on Monday, and from 8:30 a.m. to 5:00 p.m. on Tuesday, with appropriate breaks.

The group had assembled by 1:40 and began with some opening remarks by Conrado de la Cruz, the Project Manager. The consultants followed with an explanation of the workshop format and the roles they would play.

For the first activity, participants individually wrote down their expectations for the Workshop. After about 15 minutes, heterogeneous groups of 5-6 were formed, and the participants were asked to share what they had written individually within their sub-group. This would result in a synthesized list of expectations which the four sub-groups would report out in general session.

The reports demonstrated substantial staff agreement about what needed to be done. The expectations ranged from project discussions with the national government to interpersonal interactions among project staff. Some examples of key expectations follow:

- Coordination/Cooperation of Government agencies towards the development of the project;
- To be able to understand the problems of the people in the project area and to solve these problems;
- To achieve harmony and unity among personnel of the project and line agencies concerned, in order to complete the project at the earliest possible time;
- To identify each personnel's job description in relation to the PMO's over-all implementation of the project; and
- To minimize if not totally eliminate individualism/cliques and other unhealthy subgroupings now existing within the PMO.

(A full reproduction of all the output work sheets from the Workshop can be found in Appendix A. Excerpts from these and other work sheets will be used in the body of the text to illustrate points and develop linkages of thought and action.)

The expectations indicated that the needs of the group and the design of the Workshop were congruent, and that the data generated were consistent with that obtained in the interviews. Team work, collaboration, and improved communications and interpersonal relations, both within the project staff and with the relevant government and community

representatives, were seen as keys to the success of the project.

Following the expectation reports, a discussion was opened on the meaning of "Integration" to the project staff, referring to the theme of cooperation and integration that appeared in the expectation lists. Having developed that theme briefly, the participants were asked to think of two situations:

- One in which they had had to collaborate with someone or some group, and that the experience had been successful;
- The second in which they had had to do the same thing, but the result was unsuccessful.

The participants then wrote down, individually, the words or phrases they would use to describe the successful experience and those they would use to describe the unsuccessful collaboration. It was suggested that they not limit themselves to project experience necessarily, but that they might use appropriate examples from their broader life experience.

After about 20 minutes, the participants formed trios, shared their lists of positive and negative experiences, and came to some agreement on words or phrases that tended to describe the two situations.

Active discussion in the trios led to an oral reporting session in which the consultant took the input from the trios and wrote a master list as they reported. Moving back and forth between positive and negative elements, the group generated a pair of lists which described their perceptions of the characteristics of "Good Coordination/Integration" and "Poor Coordination/Intergration." This output is reprinted in Figure III-1.

One interesting element in the parallel lists of characteristics is that the group created discrete elements for "Good" and "Poor," rather than just flipping the coin and presenting the converse of an element. This quality of analysis was produced with little prompting, and indicates the level of sophistication in management concepts which exists in the project staff. The lists provide good insights into the perceptions of the staff on management processes and a startling clarity of what they wanted to see in a well-managed and "integrated" project office.

A closer look at the lists also reveals an implicit diagnosis of the problems of the project, since the "Good" list contains a number of elements which the staff felt were lacking on the project, while the "Poor" list contains elements which were all too present.

FIGURE III-1

FIELD STAFF VIEW OF CHARACTERISTICS OF GOOD AND POOR
"COOPERATION OR COORDINATION OR INTEGRATION"

GOOD COORDINATION/INTEGRATION	POOR COORDINATION/INTEGRATION
<ul style="list-style-type: none"> ● Good Motivation ● Full Knowledge of Work to Be Done ● Good Human Relations ● Full Trust ● Sufficient Resources ● Recognition for the Work ● Functions Clearly Defined ● Proper Delegation of Authority ● Conducive Working Conditions ● Manageable Group Size for the Task ● Competence & Confidence ● Enthusiasm & Interest ● Proper Information ● Proper Communication ● Performance Oriented ● Program/Task Is Acceptable to Those Doing It ● Resourcefulness of People ● Good Leadership 	<ul style="list-style-type: none"> ● Poor Orientation to the Job ● Lack of Interest ● Poor Management ● Poor Classification of Resources ● Laxity in Performance ● Individualistic Tendencies ● Inadequate Knowledge & Skills ● Negative Attitudes & Habits ● Lack of Clear Understanding of the Goals ● Professional Jealousy ● Favoritism ● Unwilling to Share Information & Experience ● Poor Rapport ● Reluctant Attitude ● Lack of Training ● Insecurity About Self ● Lack of Respect for Values of Others

Source: Team-Building Workshop, Bula Minalabac Integrated Area Development Project, Camarines Sur, Philippines, October 8-11, 1979.

The first day was concluded with these reports on integration/coordination characteristics, and with a sense from the participants that the first day had been productive.

Workshop Day Two, October 9

In order to provide a conceptual framework for the group's interaction and to legitimize the concepts of sharing, feedback, risk taking, and trust and caring, the second day began with a short lecture on the Johari Window. The discussion which followed explored the implications of that model for managing project teams.

After the discussion, the participants were handed three 3 x 5 cards, on which they wrote a "request for feedback" to each of three other members of the staff. It was emphasized that the exercise was to ask for feedback on the cards, not give it, and to request it in terms that had been explored during the Johari discussion. After several minutes, the group was given the "Eight Points of Feedback" which highlights some basic ground rules for giving and receiving feedback. They were asked to check their cards to see if what they were requesting fit within the guidelines, and to remember the "Eight Points" as they gave the feedback requested by others.

The actual process of giving and receiving feedback was to be done outside the workshop: at breaks, meals or other free times. This process would be augmented by the Role Negotiation exercise later in the workshop.

The Workshop then moved to a new stage. The staff was divided into Administration, Physical Development, and Institutional Development. Institutional Development was further divided into two, because of its size; a natural break was to have one group from the Bureau of Agricultural Extension (BAEx), and a second group made up of all other agency representatives on the Institutional Development staff. (These agencies were the Ministry of Agricultural Reform (MAR), Ministry of Local Government and Community Development (MLGCD), Ministry of Health (MOH), and the Bureau of Plant Industry (BPI).

The task for the four groups thus established was as follows:

Describe, in short phrases, the "Good Characteristics" and the "Poor Characteristics" of the working relationship your group has with each of the other three groups. Thus, each group will produce three flip chart sheets with the two columns of characteristics on each one.

It was suggested that the general list of Good and Poor Characteristics developed the previous day be used as a guide, but that these group lists should be as specific as possible in describing the characteristics of the other staff groups.

After about an hour, the groups had completed the task and were ready to share the work they had done.

Each group was to meet with the other three, one at a time (see Figure III-2).

FIGURE III-2

UNIT GROUPS INTERFACE MATIX

	Adminis- tration	Physical Development	BAEx	Non-BAEx ID
Administration	--	C ₂	A ₁	B ₂
Physical Development	C ₂	--	B ₁	A ₂
BAEx	A ₁	B ₁	--	C ₁
Non-BAEx ID	B ₂	A ₂	C ₁	--

Source: Team-building Workshop, Bula Minalabac Integrated Area Development Project, Camarines Sur, Philippines, October 8-11, 1979.

(There were three rounds of interface meetings, represented by letters A, B, and C. Within each round, there were two interface sessions occurring, represented by the numbers 1 and 2. Thus, Admin. and BAEx met in round A, group 1, while Physical met in the same round (A) with Non-BAEx Institutional Development, in group 2.)

The task of these interface groups was to share the characteristics lists that they had written about each other, and to discuss them in terms of what each group might do to improve

its working relationships. These improvements might be strengthening a "Good" characteristic, or changing/reducing a "Poor" characteristic.

Some common types of characteristics which were listed by the groups about each other were:

<u>Good</u>	<u>Poor</u>
Task orientation	Absenteeism
Full knowledge of work to be done	Individual approach
Good human relationships	Ineffective communications
Adequate resources	Resources not properly provided
Enthusiasm and interest	No follow-up of activities
Proper delegation of authority	Reluctant attitude
Properly communicate with recipients and other agencies	Favoritism
Recognition for work done	Uncoordinated work plan
Conducive working conditions	Professional jealousy

(See complete output listings in Appendix B.)

Each round of the interface lasted approximately an hour-and-a-half and consumed most of the day. The discussions were lively and intense.

Each interface group had been asked to come up with a statement of at least three changes in behavior to improve the working relationships between those two units. These

behaviors were to be as specific as possible and to address those issues identified

When the staff met at the end of the day to share these reports, it was clear from the nature of the changed behaviors listed that many of the issues had been addressed directly. While some of the behaviors tended toward the hortatory and ideal, e.g., "100 percent attendance with corresponding work accomplished" and "to establish effective communication among the personnel for better output," most of the commitments were practical and specific. Some examples of agreements which addressed organizational issues directly were:

- Prompt action on papers submitted to the PMO within 24 working hours (i.e., 3 days) (Administration);
- Revive weekly IADD conference every Wednesday afternoon, and have constant dialogue among Line Agency personnel (Institutional Development);
- Anticipate needs at least 5 months ahead of the scheduled program (Physical);
- Honoraria will be transmitted to mother agencies monthly, provided that form 48 is submitted 1 week before closing of the month (Administration);
- Start recruiting personnel in preparation for more construction work (Physical); and
- "Punctual monitoring of monthly performance report (Inst. Dev.). (See Appednix B, Workshop: Good and Poor Characteristics, subsection entitled "Behavioral Change Commitments and Agreements.")

These commitment lists were not reported in full until the following morning, because of the limited time at the end of the day. Instead, the discussion of the total group focused on those action commitments which affected all three Divisions. It became clear during the dialogue that the Project Manager and the division chiefs were committed to following through on the agreements, since the commitments were seen as accurate reflections of real issues. The Project Manager in particular emphasized the need for commitment to follow-up .

The staff members themselves appeared enthusiastic about the work that they had done. There seemed to be little of the cynicism about the "do-ability" of the commitments that is sometimes present in staff groups. They behaved as if they genuinely felt that, by airing these difficulties and making commitments to each other, they had overcome a significant hurdle in the project's operations.

The consultants then moved the discussion into what the staff wished to do the next day when the external people arrived. The group consensus was that they wanted to obtain feedback from the outsiders on how they saw the project, as well as their support for project activities. Since it was still unclear who in fact might be at the session the next day, particularly whether anyone in a decisionmaking capacity might attend, the consultants suggested the possibility of some sort

of workshop product which could be presented to a decisionmaking body at a later date. The group picked up the suggestion and discussed how a set of workshop recommendations might be presented to such a body. The Deputy Project Manager for Physical Development suggested that the appropriate group for such a presentation would be the Combined Management Group (CMG), made up of the regional agency representatives of the various Ministries and Agencies concerned with the project.

The day concluded with that discussion, and with the understanding that the following day would be designed based on the staff's desires and on the types of people who came to the session.

Workshop Day Three, October 10

By starting time there were few new people in the room. Raul Nocus, the mayor of Minalabac, a small town north of Bula and within the project area, had arrived as had two senior members of the Farmers' and the Irrigation Associations. A few minutes later, a representative from the Population Commission (POPCOM) arrived, as well as three people from MEC (Ministry of Education and Culture). Later in the morning, Dr. Johnny D'Alligo, the Regional Director for the Ministry of Health, appeared, as did two representatives from the Commission on Audit.

In order to inform the new participants of what had been done over the past two days, Conrado de la Cruz gave an overview of the workshop activities leading up to the Behavioral Commitment listings of the previous afternoon. These lists were then reported to the total group, with some short description of the kind of discussions which had led to these agreements. Questions from the newcomers, particularly from the MEC representatives, made it apparent that the Workshop was considerably different from what they had anticipated, and that they were still quite unclear about what was expected of them. They had come, not surprisingly, with the idea that they would speak to the group about their programs and answer questions. An explanation of the process being used and the expectations of the new participants seemed to ease their minds.

At the break, the consultants explored several alternatives for guiding the exercise through the day. They decided to link together each unit of the project staff with those external representatives with whom they must deal most directly. The groupings were as follows:

- Administration and Physical Development staff with the two COA (Audit) representatives;
- Institutional Development (less BAEx) with POPCOM, MOH, and MEC; and
- BAEx staff with Mayor Nocus and the two Farmer Groups representatives;

The task of these three groups was:

To identify and discuss those issues and problems that the project staff and external representatives can work together and solve.

The groups went to work immediately and there ensued lively and protracted discussions in all three groups. The intense dialogue was carried on in Bikol, Tagalog and English. The issues discussed and debated were specific and detailed, ranging from procurement of medicine and supplies for the midwives, to the delineation of political boundaries between the Barangays in the project area. (See Appendix C for the Issues Lists developed in this process).

Issues and problems were raised from both sides, staff and external. Information was exchanged and recommendations for solutions or further action were developed.

By mid-afternoon, the groups were ready to report their work. Each group had approached the reporting differently. The Administration/Physical COA group listed and reported all the specific details they had discussed and agreed to.

Examples were:

- Emergency purchases should not exceed five percent annual MOE;
- To provide COA copies of contract documents 5 days after the perfection of contract; and
- Construction material delivery [to be] received by Materials Control Engineer.

These issues indicated the kinds of information exchange and learning that went on in that group. The opportunity to obtain this information and clarity on procedures was seen as highly useful on both sides.

The Institutional Development group with POPCOM, MEC, and MOH became so involved with their discussion that they forgot to write up a report. As a result, their issues list was only a broad summary of the discussions that occurred. The oral report was given by Dr. D'Alligo (MOH) who elaborated on the list extensively. He also stated that a part-time Rural Health Midwife would henceforth be full-time, as had been requested, and that he would obtain an additional examining table for the midwives to use. It was also agreed that the addition of a POPCOM staff member to the project would be pursued, as would additional teaching staff for the school at the project site.

The third group, BAEx staff with Mayor Nocus and the Farmer Group representatives produced an excellently detailed report, covering ten problems, each with its solutions, responsibility designations and time frames for completion.

While a few of the solutions were to refer the issues to the PMO, the Physical Development Division, and local government, most were for specific actions that could be undertaken by the staff in conjunction with local groups and government agencies. This interaction contributed substantially to the project implementation plan.

The day concluded with the Project Manager's closing remarks. He thanked the participants for their help, input and support, and stated that he felt the work that had been done would be of great value to the project and the staff. He also announced that the following day would be for project staff only, to complete the team-building phase of the Workshop.

There was a remarkable amount of creative work done during the day. The external representatives, once their role had been clarified, participated fully and with great enthusiasm. The project staff used these resources well; getting answers to questions, raising serious issues concerning the project, and making demands for the support of both agencies and individuals. The staff were not intimidated by the agency people, and they worked hard to get at project problems in a non-defensive way.

The work output showed the quality of the process. Specific answers to administrative problems, engineering support, and staff personnel and equipment needs were addressed. Commitments were made on both sides, and if maintained, could go a long way toward improving the functioning of the project.

While the inter-group interface model of working was unusual to some, it proved uninhibiting and served to encourage the kind of personal and professional dialogue that was needed.

Workshop Day Four, October 11

The final half-day of the workshop was designed to speak directly to the roles and responsibilities of the project staff, as well as to their specific working relationships. Each member of the staff was given four "Role Negotiation Worksheet" forms and asked to choose any four members of the staff and complete a Worksheet on each one. After completing all four forms, they were to sit with each person they had chosen (one at a time) and discuss both what had been written on the Worksheet and any other issues that emerged in the discussion. If only one person in the pair had completed a Worksheet, the other could either respond orally or fill out an additional Worksheet for the initiating party.

The purpose of the exercise was to create conditions for one-to-one feedback on roles and relationships. The group was referred to the Johari Window discussion and to the "Eight Points of Feedback" paper to refresh their memories on how to give and receive feedback. Since the issues of mutual understanding of roles and responsibilities, and of poor interpersonal work relationships and communication had been identified as significant issues, it was deemed appropriate to address these issues directly.

Writing the Worksheets took about an hour, at which point the staff began to pair up and begin their discussions. The noise level in the room began to rise as more and more of the participants got into dialogues. Some had trouble

thinking of four others to write about, and others were concerned about what and how much to write. However, after one or two experiences in pairs, the participants picked up the exercise with considerable energy.

Some key people, such as the Project Manager and the Administrative Officer, had a line of people waiting to see them. Others finished their four and looked for someone else with whom to talk. No one appeared to hang back or be uninvolved.

A fifth sheet was introduced at the mid-morning break. This fifth sheet was to be filled out for someone who was not at the Workshop, but who was a significant professional or work-related interface. Examples given were an agency supervisor, an absent colleague, or perhaps a member of the local community. This last sheet was filled out only by some of the staff, since it was introduced at a late stage and most people were still very involved in completing the dialogues with those present.

After an hour and a half of dialogues, the staff was called together for a final summary session. Although a few of the dialogues remained to be done, it was agreed that they would take place later in the day, after the formal ending of the Workshop.

Initially, the summary session was designed to provide a time for noting any issues that had not been completed ear-

lier in the Workshop, so that some commitment to work on them further could be made. Also, it was intended to be a period in which future follow-up activities could be discussed. Since the Project Director, Attorney Salvador Pejo, had arrived mid-morning, the staff was also asked to summarize, for him, their concerns.

The participants raised no new or incomplete issues, but spent this time in two useful ways. They brought up the idea again that the issues and recommendations from the Workshop should be carried forward to the Composite Management Group (CMG) and asked for Attorney Pejo's support. As the chairman of the CMG, Pejo strongly supported that idea.

The remaining time was used for reviewing the Workshop itself. Several attempts to draw out additional topics for discussion met with no success, so the group wrapped up the session by presenting feelings of accomplishment.

The Workshop concluded with written evaluations and presentation of certificates. The evaluations proved to be an extension of the positive statements about the Workshop. The staff also expressed a strong desire to continue the process in the future, with periodic follow-up sessions over the coming year. These comments were discussed with the Project Manager as part of the planning for future activities. A general agreement was reached for a short consultant visit within 3 to 4 months to review developments since the Workshop, and examine possible future efforts.

Workshop Summary

The two-phase workshop was perceived as a successful event. Feedback from the staff, as well as from the external participants, was positive about the process, the quality of interaction and the output of various sessions.

There are strong forces in every organization to return to the status quo some days or weeks after a team-building session. This tendency to revert to "business as usual" is normal in work groups. What is important is that significant commitments be carried out. Reinforcement of the new norms and ways of doing business is necessary. For this reason a follow-up visit after three months was proposed.

The Bula staff showed an unusually high commitment to maintaining their work. It will be most important for the Project Manager to ensure, through Attorney Pejo, that a report of the workshop recommendations be brought before the CMG. Given the absence of any national office representatives, and the participation of only some of the regional offices involved with the project, the CMG approach provides the Bula project with a significant vehicle for obtaining the necessary increases in agency support.

In order to ensure greater participation of external agency people, both national and regional, it will be important for future activities that the scheduling and plan-

ning be done sufficiently in advance so that invitations can be sent in a timely fashion. Since many of the issues concerning the project had political implications, local, regional and national, it becomes important that the right mix of key people be able to participate and gain the kind of insight and understanding of the project that comes from this intensive workshop participation.

The consultants were impressed with the energy and eagerness of the staff members. Despite numerous problems, both technical and bureaucratic, the staff retained a high energy level and an apparently strong commitment to the project's success. The Workshop helped reinforce these norms, rather than being an experience which ran counter to the group's behavior. As a result, the Bula staff was easy to work with and was able to accomplish more in four days than many staff groups with whom the consultants have worked.

FOLLOW-UP VISIT

At the completion of the team building workshop conducted in October of 1979 with the staff of the Bula Project, a follow-up visit by one of the DAI consultants was discussed. This follow-up visit was again reviewed with Don Wadley and David Heesen of USAID/P in November while they were in Washington, D.C., and a letter outlining the visit was sent to Conrado de la Cruz for his concurrence. When that concurrence was forthcoming, Tom Armor arranged to spend January 22 through January 29 in the Philippines, primarily to review the workshop, its consequences, and future activities with the Bula project staff.

After conversations with USAID officials in Manila, the consultant flew to Naga on January 23, 1980. In the afternoon he met individually with five administrative and physical development staff members at the project site office. All felt the October Workshop had been beneficial. The effect, however, was felt to have been most dramatic for the first two months after the Workshop. One person had not been able to attend the Workshop itself; his comments about the positive effect on staff behavior were particularly credible. Another interesting comment was that a recent annual planning exercise had been significantly easier because of the October Workshop. Also, a meeting with the entire staff had been scheduled for 1 p.m. January 24.

The morning of January 24 was used to prepare a brief questionnaire to use in the afternoon meeting. In the afternoon, 16 staff members completed the questionnaire and private conversations were held with three of them in addition to Jordan Chavez. The general tone of comments in these interviews

was that the October Workshop had significantly improved the working relations among the staff. This had been quite evident during the preparation of the annual operational plan in early January. There were several comments that previous confusion about overlapping responsibilities were noticeably reduced during this planning activity. Jordan Chavez, as well as two others, made the point that another similar workshop would be very useful this spring -- especially with the participation of local community leaders.

The remainder of the afternoon was spent reviewing and transcribing the questionnaire data. The transcribed responses to Question One ("In the several months since the October Workshop, what three things seem better about the way the staff works together?") and Question Two ("What three things that you hoped would change did not or only changed very little?") were attached to copies of the six sets of commitments developed as part of the October Workshop. (See Appendix D, Follow-Up: Questions and Responses and Appendix B, Workshop: Good and Poor Characteristics, subsection entitled "Behavioral Change Commitments and Agreements.")

On January 25 a meeting was held at the Libmanan/Cabusao project site. It was proposed that a joint activity be held at Libmanan in the fall to focus on management problems surfacing after the water began to flow in the irrigation system.

On the same day, a meeting was held with the Bula project manager, who had been in Manila until that day. Before perusing the comments of his staff, he mentioned an interest in another workshop in the spring. He further suggested that he meet with his staff to discuss the agenda of such a workshop. He was planning to use the feedback data for such a staff meeting, to

take place within the next few weeks. He agreed to write a letter outlining the agenda he and his staff wanted to pursue.

A review of the visit with USAID officials in Manila led to an agreement to proceed on three items: (a) Possible involvement with the Bicol Integrated Health Project; (b) A second O.D. activity, focused on the Bula Project for spring 1980; and (c) A joint workshop in the fall of 1980 for Bula and Libmanan staff (possibly to include concerned others as well), focused on the operational experience of the Libmanan project.

APPENDIX A

WORKSHOP: GOALS AND EXPECTATIONS

APPENDIX A

WORKSHOP: GOALS AND EXPECTATIONS

GROUP A

1. To be able to understand the problems of the people in the project area and to solve these problems.
2. Everyone to understand everybody's duties, obligations and limitations.
3. To achieve harmony and unity among personnel of the project and line agencies concerned in order to complete the project at the earliest possible time.

GROUP B

1. Coordination/Cooperation of Government agencies towards the development of the project.
2. No overlapping of functions/activities among personnel.
3. Proper channelling of authorities.

GROUP C

1. That all personnel in the "integration scheme" as well as other government agencies playing an important role in the implementation of the project and with the cooperation of the end-users will be able to build up a coordinated efforts in the successful implementation of the project.
2. That the project implementors will carry out effective team approach.
3. To be able to understand the benefits of this workshop in carrying out the program effectively and later to pass to others for further development.

GROUP D

1. Identify each personnel's job description in relation to the PMO's overall implementation of the project.
2. Be able to establish rapport among personnel/section/divisions of the project.
3. Minimize if not totally eliminate individualism/cliques and other unhealthy subgroupings now existing within the PMO.

APPENDIX B

WORKSHOP: GOOD AND POOR CHARACTERISTICS

APPENDIX B

WORKSHOP: GOOD AND POOR CHARACTERISTICS

BAEx staff and Institutional Development (Non-BAEx)

BAEx Staff Perceptions of Institutional Development (Non-BAEx).

Good Characteristics

1. Good human relationship.
2. Full knowledge of the work to be done.
3. Good motivation.
4. Program oriented.
5. Enthusiastic and interested.
6. Functions clearly defined.
7. Confidence and competence.
8. Excels in leadership.
9. Innovative.
10. Unselfish.
11. Full trust.
12. Manageable group size.
13. Approachable.
14. Cooperative.

Poor Characteristics

1. Sometimes not punctual in monitoring.
2. Sometimes have reluctant attitude.
3. Sometimes not coordinated.
4. Absenteeism.
5. Sometimes lack of interest.

Institutional Development (Non-BAEx) Perceptions Of BAEx Staff.

Good Characteristics

1. Full knowledge of work to be done.
2. Task oriented.
3. Good human relations to clients.

Poor Characteristics

1. Individualistic approach to group activities.
2. Absenteeism.

Behavioral Change Commitments And Agreements.

1. Revive weekly IADD conference every Wednesday afternoon and have constant dialogue among line agency personnel.
2. Individual commitment 100 percent attendance.
3. Factual monitoring of monthly performance report.
4. Proper coordination of personnel on group activities.

Administration and BAEx Staff

Administration Perceptions Of BAEx Staff.

Good Characteristics

1. Full knowledge of work to be done.
2. Recognition for work well done.
3. Enthusiasm and interest.
4. Conducive working conditions.
5. Proper delegation of authority.

Poor Characteristics

1. Individualistic tendencies.
2. Professional jealousy.

3. Laxity.
4. Reluctant attitude.
5. Lack of follow-up of activities.

BAEx Staff Perceptions Of Administration.

Good Characteristics

1. Good human relationship.
2. Trust among personnel.
3. Adequate resources.
4. Approachable.

Poor Characteristics

1. Resources not properly provided.
2. Individualistic tendencies.
3. Lack of personnel management training.
4. Ineffective communication.
5. Poor delineation of function.

Behavioral Change Commitments And Agreements.

1. To conduct personnel management training to improve performance and working relationship.
2. To process and act on vouchers and other documents submitted at earliest possible time provided that it is within the resources.
3. To delineate functions and responsibilities of personnel.
4. To establish effective communication among the personnel for better output.

BAEx Staff and Physical Development

BAEx Staff Perceptions of Physical Development.

Good Characteristics

1. Approachable both in and outside project area.
2. Proper coordination in attaining the objective of the project.
3. Provide facilities as need arises.
4. Respect functional duties.
5. Full trust.
6. GHR.
7. Full knowledge of specific functions.
8. Willingness to work with other section.

Poor Characteristics

1. Project/facilities not accomplished on time.
2. Unavailability of resources.

Physical Development Perceptions of BAEx Staff.

Good Characteristics

1. Good human relationship.
2. Full knowledge of work to be done.
- e. Function clearly defined.
4. Manageable group size for the task.
5. Enthusiastic and interested.
6. Proper information and communication with recipients and co-workers.
7. Program acceptable to those doing it and beneficiaries.
8. Open to suggestions of others.

Poor Characteristics

1. Lack of interest in following up results of training and demonstrations.
2. Insufficient resources.
3. Poor communication with other agencies.

Behavioral Change Commitments and Agreements.

1. Anticipate your needs to give ample time for procurement in time.
2. Be willing to work with the project until completion.
3. To commit oneself to updated project policies and individual goals.
4. Contribute to weekly division conferences- problems and solutions.

Physical Development and Administration

Physical Development Perceptions of Administration

Good Characteristics

1. Loving and charitable people.
2. Recognition for their work.
3. Sufficient resources.
4. Program and acceptable to those doing it only (sic).
5. Conducive working conditions.

Poor Characteristics

1. Unmanageable group.
2. Inadequate human resources.
3. Individualistic tendencies.
4. Professional jealousy.
5. Reluctant attitude.
6. Negative attitude and habits.

Administrative Perceptions Of Physical Development

Good Characteristics

1. Full knowledge of work to be done.
2. Recognition for work well done.
3. Enthusiasm and interest.
4. Conducive working conditions.
5. Proper delegation of authority.

Poor Characteristics

1. Duplication of functions.
2. Poor classification of resources.
3. Negative attitudes and habits.
4. Disorganized maintenance personnel and equipment operators.
5. Uncoordinated work plan.

Behavioral Change Commitments And Agreements.

1. To provide atmosphere conducive to working conditions.
2. Prompt action on papers submitted to the PMO within 24 working hours (i.e., 3 days).
3. Reorganize setup of equipment personnel
4. Institute new system of procurement.
5. Start recruiting personnel in preparation for more construction work.

Administration and Institutional Development (Non-BAEx)

Administration Perception Of Institutional Development (Non-BAEx).

Good Characteristics

1. Full knowledge of work to be done.
2. Recognition for work well done.

3. Enthusiasm and interest.
4. Conducive working condition.
5. Proper delegation of authority.

Poor Characteristics

1. Poor in attendance.
2. No follow-up of activities.
3. Poor rapport.
4. Laxity in performance.
5. Reluctant attitudes.

Institutional Development (Non-BAEx) Perception Of Administration.

Good Characteristics

1. Sufficient resources.
2. PM is approachable.

Poor Characteristics

1. No proper delegation of authority.
2. Poor management of resources.
3. Individualistic tendencies.
4. Favoritism.
5. Laxity in performance of duties.

Behavioral Change Commitments and Agreements

1. Honoraria will be transmitted to mother agencies monthly-- provided that form 48 is submitted 1 week before closing of the month. Also the liquidation report will be submitted to the PMO on time.
2. 100 percent attendance with corresponding work accomplished.
3. Hold weekly division conference.

Physical Development and Institutional Development (Non-BAEx)

Physical Development Perceptions Of Institutional Development (Non-BAEx).

Good Characteristics

1. Good leadership.
2. Function clearly given and defined.
3. Good human relations.
4. Proper delegation of authority.
5. Good human resourcefulness.
6. Conducive working conditions.
7. Performance oriented.
8. Enthusiastic and interested.
9. Properly communicate with recipients and other agencies.

Poor Characteristics

1. Insufficient resources.
2. Insecurity about self.
3. Lack of clear understanding of goal.
4. Individualistic tendencies.
5. Poor classification of resources.

Institutional Development (Non-BAEx) Perception of Physical Development.

Good Characteristics

1. Competence of personnel.
2. Functions clearly defined.

Poor Characteristics

1. Poor classification of resources.
2. Overlapping and underlapping in the performance of duties.

Behavioral Change Commitments And Agreements.

1. Anticipate needs at least 5 months ahead of the scheduled program.
2. Re-activate the weekly meetings within the division and results be made known to other divisions. Everybody is committed to participate.
3. Follow-up training results and demonstration within the project.
4. Help contractors accomplish their contracts within the plans and specs.

APPENDIX C
WORKSHOP: ISSUES LISTS

APPENDIX C

WORKSHOP: ISSUES LISTS

Issues Discussed with Representatives from MOH, MEL and Popcom

1. Integrated reporting.
2. Supplementary feeding program.
3. Medicines and supplies.
4. Skills training program.
5. Income-producing projects.
6. Teaching staff for S. Jose.
7. Popcom personnel at project.
8. Timing of conferences.
9. Continuity of representation from regional directors.
10. Additional personnel from line agencies.

Issues Discussed with Representatives from COA

1. Appointment to project completion (not feasible).
2. RIVs should be specified by items and by ceiling.
3. Construction material delivery received by Material Control engineer.
4. Emergency purchases should not exceed five percent annual MOE.
5. To provide COA copies of contract documents days after the perfection of contract.
6. Procurement of supplies for quarterly consumption and by division by stock cord.
7. Opening of canvass in the presence of committee on canvass and award witnessed by COA auditor or his representative.
8. Updating PIL products liquidation consumption per month.
9. Annual inventory of equipments and properties of the project.

TABLE C-1

ISSUES DISCUSSED WITH MAYORS AND FARMER REPRESENTATIVES

PROBLEMS	SOLUTIONS	RESPONSIBILITY	TIME FRAME
Roads and irrigation facilities.	Refer to the PMO and physical division.	PMO and physical division.	
Electrification of the project area.	Refer to PMO, local govt. and Casureco III.	PMO, local govt. Casureco III	
High cost of commodities and agricultural inputs.	Encourage farmers to organize a full pledge consumers cooperatives.	MLGCD, SN, and farmers	1980
Low repayments of production loans.	Rigid loan collection campaign thru the assistance of BGY officials and other Govt. agencies.	FMTS, BGY officials, SN, and other govt. agencies.	Phase XIV
Financing institution to assist farmers in the project.	To have one permanent lending institution.	FMTS, LBD, and PMO	Phase XV
Barangay homesites and rice fields w/o drainage.	Refer to PMO and physical division.	PMO and physical division.	
Delineation of political boundaries for BGY, Sn Agustin, Sn Isidro, Sto Domingo-Sn Jose and Baliwag Viejo.	Dialogue with Brgy. residents and officials.	PMO and local govt.	October to Dec. 1979
Insufficient amount of production per hectare.	Make recommendations to F.I. to increase the amount from 1300-1500/Ha.	FMT, farmers' organizations and financing institutions.	

TABLE C-1 (Continued)

PROBLEMS	SOLUTIONS	RESPONSIBILITY	TIME FRAME
Awardees of farm-lots/homelots, not SN members .	Conduct premembership training.	MLGCD, MAR and IADD staff	Oct. 23-26, 1979.
Delay in the completion of Phase 1- A affects the viability of SN and repayments of M-99 past due loans.	Request for the status of the contractors and for the PMO to effect on the immediate completion of structures within their administration.	PMO, physical and contractors.	

APPENDIX D

FOLLOW-UP: QUESTIONS AND RESPONSES

APPENDIX D

FOLLOW-UP: QUESTIONS AND RESPONSES

1. In the several months since the October Workshop what 3 things seem better about the way the staff works together?
 - Working relation between the administrative and institutional division was greatly improved upon both reluctancy was emphasized
 - Greater output of accomplishment
 - Personnel right and privilege were taken into consideration under proper discipline
 - Recognition of function in one's section or office and proper coordination to achieve certain action on the needs in carrying out the office work program
 - Personal dialogue dealing on matters to speed up certain accomplishments in the usual office process
 - Recognition of every individual regarding their role in the integrated approach in the project
 - Harmonious relationship among the members of the staff
 - More accomplishments performed after our workshop last October
 - Effectiveness in his/her job among personnel have been implemented
 - The staff works with proper coordination
 - There is a good working relationship among the staff
 - There is an increase working output among the personnel of the institutional division
 - In team approach there is much better coordination
 - Good relationship among the personnel
 - There is increase working output
 - Released supplies and materials (for farmers training) on time
 - Good team work/coordination (improved)

- Attendance improved
- Procurement and releases of office and construction materials are on time
- Good cooperation and team works between line agencies and PMO staffs
- Functions and responsibilities of personnel are good
- For the several months since the October workshop there is now a slight change as far as management is concerned. If there's a problem we can now open the topic and discuss with our project manager
- Our project manager agrees already if there's a problem and if possible it will be solved immediately
- Over the past three months there have been good changes after the seminar workshop on team building. I hope there will be more seminar workshop to be held from time to time to guide or help us to have a good management
- After that workshop last October, personnel here in the project are all aware of their duties and functions/responsibilities rather their job descriptions that overlapping of function has been minimized
- Absenteeism was also minimized
- A team approach especially in the institutional can be seen right away in their day to day field work. No more individualism can be seen
- The system or manner of requisitioning office supplies has improved a lot
- Attendance of the staff is quite commendable now with corresponding accomplishments
- Coordination among line agency becomes more efficient than the previous
- Discharge of respective duties and responsibilities are improved
- There is better relationship between institutional division and physical division
- There is no more overlapping of functions and duties of personnel in the administrative division
- Better monitoring of reports and requisitions of supply

- On time procurement of construction materials and office supplies
- Proper coordinations of divisions concerned for the implementation of the project
- Provision for good working conditions
- They have become output/goal-oriented
- Team approved have become better
- Inter-relationship among/between sections/divisions have become more established
- Every now and then, section chief have an exchange of mind to find a way for a good relationship among other section
- Subordinate were treated as brother or sister in order to get their support
- Cooperation improved considerably
- One's role in the project was clearly defined
- Work habits

2. What 3 things that you hoped would change did not or only changed very little?

- Schedules based from the guidelines of the project study were not almost carried out
- Construction of agricultural facilities
- Most of all is the irrigation system
- Employees attitude to comply with the usual requirements in order that unusual delay maybe shortened in the compilation of reports, particularly in matters affecting supplies/materials and equipment
- Personnel staffing in sections that require additional personnel
- Updated accomplishments required per accounting and auditing process
- People in the project area are reluctant to seek the services of the health team because they know very well that we have no supplies of medicines
- Due to some work load (specially interviewing activities) division conference was sometime neglected
- Hold of weekly meeting within the division
- Individual 100% attendance with corresponding work accomplished
- PMO monthly meeting
- Well on my part the one thing that did not changed is the overlapping of responsibility, because although it is already my own responsibility, still other chiefs of their section wants to be the boss in my section. So, this really makes me confused
- In the requisition of supplies there is a little change. However, this might be due to some circumstances beyond control
- Absenteeism has been changed or minimized only but some personnel still practice it
- No personnel management seminar/training has been conducted yet as prescribed by the administrative section

- Attitude of contractors in the completion of their contracted project did not change
- Promises was only up to promise especially in computation of honorarium but not in action
- Procurement of supply and materials is still slow
- Proper channelling of authority
- Absenteeism
- Demarcation of responsibilities among divisions
- Attendance
- Individualistic tendencies/attitudes
- Allotments of funds were very strict because of so many restrictions of COA and Ministry of Budget
- Processing of vouchers were also delayed due to lack of inspection of the auditor who is in Legazpi. She comes here 2 times a week
- Submission of requirements
- Attendance
- Heads of office still too bossy specially in the presence of individuals from outside
- Untoward comments

3. What groups, organizations, people, agencies, local or Regional Offices, Ministries, etc. should be included in a future workshop?

- Officers of the farmers association, samahang nayon officer. Personnel from the MEC and staff of the Regional Offices
- Accounting group
- Auditing group
- People/individual with the knowledge/authority to set-up proper specifications, affecting construction materials, equipments and supplies
- The president of farmers organization for every barangay should be included in the future workshop so that he will be able to disseminate information to the other farmers
- The RIC president should be also included to represent for the mothers
- The anak bukid to represent the youth
- Municipal mayor
- MHO of MOH assigned in Bula Rural Health Unit
- PHO of MOH
- Farmers, or samahang nayon officials
- Municipal officials
- Other health personnel such as the PHO & MHO
- Commission on audit
- All officers of an organization (samahang nayon)
- Barangay officials/local officials
- Farm services development corporation
- Commission on audit
- Commission on budget (on releasing budget)
- All agencies that functions are related to this project
- More competent and well trained lecturers from different fields of other agencies or ministries

- Personnel from COA & Budget Commission
- Rural improvement club and its officers or active members
- Bureau of Animal Industry representative
- Farmers and anak-bukid (an organization of youth in the project)
- Catholic Relief Service (SAC) of Naga City personnel or representative
- Cam. Sur provincial committee headed by Miss Amparo Olano
- The supervisors/provincial official of mother agencies of personnel detailed in the project
- The beneficiaries -- farmers, mothers and youth be represented
- Officers of the irrigators association shall be included
- Promotion committee members of the project shall be included
- Barangay officials who are under the Pilot Land Consolidation Project area
- Officers of the existing organizations in the PLCP area
- No other group except us who is running the project. For future workshop maybe division chiefs section chiefs only
- Municipal heads of offices of line agencies involved
- Provincial heads of offices of line agencies involved
- Barangay captains and samahang nayon officers
- Ministry of Budget
- Commission on Audit
- Same group

4. Please describe 3 specific groups, organizations, people, agencies, local or regional offices, Ministries, etc. from which you would like to have questions asked that would help you do your job. Assume these people would not be able to attend the workshop but would respond to specific questions. What questions would you like to have asked of them?
- MAR director
 - PMO
 - CMG
 - MAR accounting
 - MAR COA auditing
 - MAR BIDA II requisitioners in the usual function in carrying the needs of the project as programmed
 - Discuss new innovation in audit under new circulars
 - Discuss accounting interpretation on the emergency purchases in the project level, covering cost of equipment repairs and supplies or administrative needs
 - Matters on the function of the requisitioners describing in full or specify certain items on property/supply need
 - People: ex. farmer -- a farmer leader -- is showing a good leadership to every individual farmer
 - Local office: mayor
 - We would like to ask the Provincial Health Officer of Camarines Sur to supply the project enough and regular supplies of medicines
 - To brief our Municipal Health Officer about the job descriptions of the health personnel assigned in the project so that the functions of said personnel will not be disrupted
 - How could I do my job well if there was always shortage of supplies especially for medicines
 - All lending institutions to provide loan to project beneficiaries

- Cam. Sur Provincial Nutrition Committee headed by Miss Amparo Olano -- I think with her presence in the workshop she can help a lot in eradicating the malnutrition problem in the project. Could the project be given the promised cups and saucers or cooking utensils for the supplementary feeding if we can present few tables and chairs for pre-schoolers which is the pre-requisite
- Question to CRS: Can we still avail of the CRS commodities for the 20 malnourished children after submission of their weights? If so, how many months before the commodities arrive?
- Lending institutions -- PNB, Land Bank and Rural Bank
 - What strategies/approaches could you extend to the farmers with past due loans, so as to help them for the availment of new production loans?
 - What are some ways the LI could adapt in order to minimize delays in loan releases?
- National Grains Authority
 - Aside from the on-going marketing scheme they adopt, what measures could they offer to encourage more farmers to sell their farm produce to the NGA? Say, delay in payment, and others
- NIA
- Land Bank of the Philippines
- Philippine National Bank
- The dire need of the farmers in Phase IA is the irrigation facilities as far as Masagana 99 is concerned
- My difficulties in processing application of farmers for loan in Land Bank of which farmers have their past due loans with other Banking institutions. Strategy of loaning operation.
- How to intensify the collection of farmer-beneficiaries' past due loans in Masagana 99 within the project
- Project management office -- there is no specific area where to establish my research work
- Ministry of Budget -- Budget Commission or Ministry of Budget can help this office by relating some of rules which hindered payment of creditors

- Commission on Audit -- the auditor representing the Commission on Audit should also relax some of the rules to conform with the office procedure as long as this office is not deviating from auditing rules and regulations. Fiscal responsibilities rest on the agency head
- Civil Service Commission
- Ministry of Labor

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- #3. Technical Assistance for IRD: A Management Team Strategy, by Donald R. Mickelwait (September 1980).
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