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**THE UNIVERSITY
AND INTERNATIONAL DEVELOPMENT:
A MANAGEMENT PERSPECTIVE ON
PROJECT DESIGN AND IMPLEMENTATION**

By

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This paper represents a collaborative effort by IDMC and IPDO. It was originally prepared in June 1984 as a presentation for the 20th Annual Meeting of the Association of U.S. University Directors of International Agricultural Programs (AUSUDIAP), "Implementing Technical Assistance Projects."

Perhaps of greatest relevance to this workshop, is the discussion of effective administration and project management of on-campus programs and the support capabilities for international projects. The importance of effective management and administration has certainly been implied in my comments on leadership and in discussing the key ingredients of a successful international program development effort. The international development activities, including international projects, have multiple actors and agendas and have some requirements that are different from the traditional ones of most universities. This often means that methods and approaches must be defined and implemented for international program and project management which will enable the university to meet its own administrative requirements while simultaneously providing the flexibility and scope to manage international activities effectively on campus and in the field. The relationship between our two universities in the area of international project and program management has begun to pay dividends for us--and I hope for you. Workshops, retreats, and training activities have led to numerous program and project management initiatives which have been accepted with enthusiasm. This enhanced capability in management is now being adopted in both our on-campus and field activities.

-- From keynote address to the
International Development Management Workshop
University of Maryland by
Dr. Albert Yates,
Executive Vice-President and Provost,
Washington State University,
on June 10, 1984.

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ABSTRACT

It is common practice for a university's international program to be treated as somehow unique and different from its domestic instructional, research, and extension activities. However, those universities that most successfully involve faculty in international development and realize maximum benefits for both the developing countries they serve and their home campuses view service in the international arena as an integral part of a modern university's responsibility. Such institutions structure their international activities to ensure that they support the university's overall mission and complement other campus programs. Such institutions also recognize and attempt to adapt their structures to better support the unique demands placed on university bureaucracies when dealing with the international community. Both of these structural adaptations show a sensitivity to the link between effective management and successful international development involvement.

The International Development Management Center at the University of Maryland College Park and the International Program Development Office of Washington State University have been collaborating to develop an approach which can improve a university's capacity to utilize the opportunities presented by the international development frontier. The approach is two pronged: strengthening management at the micro level -- improving design and implementation of field projects to derive maximum benefits from each experience -- and at the macro level -- improving a university's overall ability to achieve synergy between domestic and international activities.

This paper outlines actual improvement efforts at Washington State University and at the University of Maryland and draws some preliminary conclusions regarding the relationship between management and successful university involvement in international development: 1) success requires learning how to manage projects in the field; 2) good field management requires high quality, flexible support from back-home campus departments and units; and 3) for university and state constituencies to realize the maximum benefits of university involvement in international development, universities need to institutionalize their development activities -- pulling the many separate pieces into one coherent agenda.

The paper concludes with an examination of potential implications of the Washington State University and University of Maryland experiences for other universities and donor agencies.

PREFACE AND ACKNOWLEDGEMENTS

In 1981 The Consortium for International Development (CID) requested Drs. Kenneth Eubanks and Marcus Ingle to design and present a project implementation workshop for CID staff and member university representatives. This workshop generated substantial interest in university-related project management, and additional workshops on project design and evaluation followed. Several Washington State University (WSU) attendees of these workshops, notably Dr. James Henson, Dr. Jan Noel and Ms. Mary Finney, saw the immediate relevance of the workshop content and process for their own university's international development work. Subsequently, WSU engaged the services of Dr. Ingle to assist with a series of project and program management improvement efforts on the WSU campus. At the same time, several other institutions including Oregon State University and the University of Maryland College Park also initiated international development improvement efforts as outlined in this paper.

In 1984, the International Development Management Center of the University of Maryland College Park (IDMC/UMCP) entered into a cooperative agreement with the International Program Development Office of Washington State University (IPDO/WSU) to research and disseminate appropriate development management technologies in university settings. This paper was prepared under the auspices of that cooperative arrangement and with support from the UMCP Title XII Strengthening Grant.

IDMC and IPDO wish to acknowledge the contributions and active support received from many persons in carrying out the management improvement efforts described herein and in producing this document. At the Development Program Management Center of the U.S. Department of Agriculture, Morris Solomon, Dr. Merlyn Kettering, Pierrette Countryman, and Pat Isman have provided professional advice and continuous encouragement. Drs. John Moore and Richard Davis of the Office of International Programs, UMCP, were instrumental in establishing and nurturing IDMC. In IDMC, Ken Smith, Dr. Eugene Owen and Gaye Wagner have assisted in the formulation of many ideas discussed in this paper. Dr. Paul Kifer of Oregon State University arranged for and assisted in conducting several project management workshops for faculty at that institution. In CID, both Dr. John Fischer and John Wooten have remained interested in our activities and have provided encouragement for additional management improvement work. In the Board for International Food and Agricultural Development (BIFAD/AID), Fred Hutchinson, John Shields, and Winfrey Clark have supported our university-strengthening initiatives. Finally, at WSU, Dr. Jan Noel, Mary Finney, Genevieve Smith, and Suzanne Polle have cooperated in preparing for, conducting, and documenting various workshop and program development activities. IDMC Associate, Terry Schmidt, and Pat Isman (DPMC/USDA) reviewed portions of the draft and provided valuable editorial suggestions. Eleanor Larsen and Genevieve Smith assisted in editing and preparing earlier drafts of the paper. Gaye Wagner at IDMC did the editing for the final manuscript.

THE UNIVERSITIES AND INTERNATIONAL DEVELOPMENT: A MANAGEMENT PERSPECTIVE ON PROJECT DESIGN AND IMPLEMENTATION

SECTION I: UNIVERSITIES AND PROJECT DESIGN AND IMPLEMENTATION

A. Introduction and Key Issues

Institutions involved in international development typically rely on a wide range of policy and program initiatives to induce improvements in agricultural and rural sectors around the world. Historically, these initiatives have emphasized the transfer of new or improved agricultural and rural development production technologies, i.e., knowledge and procedures used to transform raw materials into finished goods and services. Managerial technologies, by which we mean the know-how required to mobilize resources and to adapt and guide policies and programs to achieve their goals are also vital to the development process. Unfortunately, managerial technologies have frequently been viewed as intractable or treated as exogenous to the development process. However, in light of successive failures to transform grand policies and development plans into self-sustaining and equitable development results, increasing attention has been paid to management as a missing link in the development process. The major international development agencies, developing countries, and, more recently, U.S. universities and colleges are seeking means to remedy what has become referred to as the "development management gap."

Nowhere has this management gap been more evident than in the design and implementation of international development policies, programs and projects.

The drive to improve development management began to receive substantial attention in the late 1970's and early 1980's (Bryant and White: 1982; Honadle and Klauss: 1979; Ingle: 1979; Kettering: 1982; Kornher: 1981; Morss: 1981; Paul: 1982; Rondinelli and Ingle: 1981; Solomon: 1979; and World Bank: 1983). During this period, AID initiated numerous research and development efforts to address program and project management issues (Rondinelli: 1984). One of the most significant was the establishment of the Development Program Management Center (DPMC) in the USDA. DPMC, from its inception in 1976, has focused on developing and disseminating knowledge on the factors that contribute to project and program management effectiveness (White: 1984).

AID also funded several universities (e.g., Indiana, Cornell, Syracuse, Berkeley, Michigan State, etc.) and private sector firms (e.g., Development Alternatives, Inc., Practical Concepts Incorporated, Development Associates, etc.) to conduct applied research and provide technical assistance on issues of project design

and implementation. In addition, World Bank and other donors began to focus attention on the management dimension of development in response to evaluation reports which indicated that projects were failing for reasons other than good economics and appropriate hard technologies (Smith, et al: 1980; World Bank: 1983)

In the last few years, many U.S. universities and colleges with expanding international development project portfolios have perceived a need to improve the overall management of their development involvement. Many universities and colleges have encountered implementation difficulties in designing and executing development projects in the field. Projects, for example, are frequently difficult to staff, are characterized by major delays and cost overruns, and frequently do not yield intended results. On the home campus, universities typically encounter mixed perceptions about international involvement which can lead to low commitment, poor faculty support, inadequate accountability and bureaucratic rigidity. Finally, university constituencies are frequently non-supportive of international development involvement due to their perception of the irrelevant, or counter-productive, nature of international work.

The now widespread recognition about the need for good project management has led many universities and colleges to explore means for strengthening their overall management performance. This paper reviews the experience of several universities in improving project management over the last few years. The purpose of this study is to systematically reflect on what these universities have learned about improving the management of development project design and implementation, and to generalize about potential implications for other universities and donor agencies.

Specifically, the paper addresses two key issues:

- * Are there some lessons from our experience to date that can guide future project design and implementation activities on our campuses?
- * Can we make any generalizations that might be relevant to other universities and donor agencies concerned with improving university-related project design and implementation?

The paper examines these issues along three project design and implementation dimensions:

First, we are interested in the elements of good university-related project management in the developing country setting. For instance, what kind of project management approach should a university take? What are the implications of this approach for the selection and preparation of field teams?

Second, given a successful project management approach in the field, what management implications are there for the university

on campus? What changes, if any, are required for a university to be responsive to the needs of an effectively managed field project?

Finally, what are the long-run implications of international development project work for the policies and priorities of a university? What types and kinds of international dimensions should be institutionalized? How should decisions be made to increase or reduce involvement in international work? What considerations should be given to the costs and benefits of international work within the context of the university's overall research, teaching and public service mandate?

B. General Assumptions

The discussions of the project management improvement efforts covered in this paper are based on the following assumptions:

1. Self-sustaining and equitable development processes are more difficult to induce and institutionalize than once thought. Development involves more than resource transfers: adaptation to changing conditions and learning are also essential ingredients (Kornher: 1981; Johnson and Clark: 1982; Moris: 1981; and World Bank: 1983).
2. Project design and implementation is a continuous, interactive process involving multiple actors, each with their own priorities and procedures (Solomon: 1979; IDMC and IPDO: 1984). An illustration of key project design and implementation phases and actors is given in Exhibit 1. When universities get involved in international development project design and implementation, they need to understand the perspectives of the other key actors and develop an approach for being as effective as possible in that setting. This means being able to operate well in the context of the developing country, the donor agency(ies), and the broader university community.
3. The developing countries and donors--especially AID--are becoming more discriminating, and more demanding, with regard to U.S. university project involvement. There is a trend toward greater enforcement of financial and programmatic accountability. More emphasis is being given to the demonstration of concrete development results albeit over longer periods of time. At the same time, within donor agencies there is an increasing concern with what is perceived to be poor management by universities and colleges of project portfolios (Owens and Shields: 1983). Efforts are now underway in the Board for International Food and Agricultural Development within AID to better understand areas of university comparative advantage and to improve project management.

Exhibit 1: The Design-Implementation Cycle: Illustrative Phases and Key Actors* **

Key Actors in the Project		PROJECT DESIGN - IMPLEMENTATION PHASES				
		Identification & Selection	Appraisal and Design	Approval and Authorization	Implementation & Institutionalization	Benefit Continuation & Replication
Developing Country	a. Host Ministry	Generates Ideas	Supports Design Effort	Concurs	Monitors & Supports	Executes Replication
	b. Project Organization & Team	Cooperates with Design Team	Participates on Design Team	Is Informed	Provides Overall Guidance & Executes Work	Executes Continuation
Donor (AID, World Bank, etc)	a. Field Mission	Generates Ideas, Prepares Initial Documentation, & Approves	Prepares Detailed Documentation & Approves	Executes	Executes Contracts, Supports, Monitors, & Evaluates.	Evaluates
	b. Home Office	Reviews & Approves	Reviews & Approves	Approves	Supports	Evaluates
Contractor (Consortium, University, Private, etc)	a. Field Team/ Chief of Party	Provides Short-Term Assistance	Provides Short-Term Assistance	N/A	Provides Long & Short Term Tech.Assist./ Teach./Train./Res.	Maintains Personal & Professional Contacts
	b. Home Office/ Director	Selects and Prepares Short-Term Teams	Selects and Prepares Teams	Is Informed	Selects & Prepares Teams; Supports Monitors & Evaluates	Maintains Professional & Institutional Relationships

*Subject to variation based on type of contracting mode.

**Source: Jointly developed by International Development Management Center, University of Maryland College Park and International Program Development Office, Washington State University, June 1984.

4. Our knowledge about effective and ineffective project management has expanded markedly in the last decade (Bryant and White: 1982; Honadle and Klauss: 1979; Ingle: 1979; Kettering, et al: 1983; Korten and Alfonso: 1981; Murphy: 1974; Paul: 1983; White: 1984). While each development setting is different in many respects, there is an emerging consensus that effective project management encompasses several important generic components which can be influenced. Our own experience, and our interpretation of the successful project experience of others, leads us to believe that when development efforts are effective, certain generic functions are realized through the operation and orchestration of involved individuals, groups, and organizations. These generic components include:

- * an evolving understanding and commitment to project objectives and strategy by key personnel and groups;
- * realistic and agreed-upon work plans, budgets, resources, and schedules;
- * clearly articulated and understood roles and responsibilities for carrying out activities and tasks;
- * reward and sanction mechanisms for assuring the coordinated execution of tasks by key actors; and
- * relevant, timely, and credible information for all key actors about project performance in relation to the particular context, including options for future action.

When these generic functions are incorporated into project design and implementation, factors that frequently appear to hamper project success or restrict institutional strengthening are likely to be prevented or reduced. Development organizations, including universities and colleges, can thus assure more effective project management by devising policies, procedures and reward/sanction structures which facilitate the incorporation of these generic components into the project design and implementation process (IDMC and IPDO: 1984; Kettering: 1983; Korner: 1981; and White: 1984).

5. Our emerging understanding of project management suggests that the generic management functions associated with successful project design and implementation are manifested quite differently in various technical disciplines and institutional settings. For example, an effective monitoring and feedback system may need to be highly formalized in some organizational structures and very informal in others. In brief, the form that a particular function should take is situational.

To manage projects effectively, universities need to adopt an approach to project management which can be optimally responsive

and adaptive, given the university's own priorities and constraints. In the past, development actors have tended to follow one of two management approaches--a blueprint approach or a process approach.

The blueprint approach is typified by a contract mentality where all conditions are specified in detail a priori and university involvement merely implies carrying out project activities as planned. The process approach, on the other hand, is typified by the basic research or grant mentality. That is, one begins with the agreement that some important problem exists about which little is known and a process is established to move toward the best solution, learning as you go. Alone, neither of these approaches appears to have worked very well in development settings where a need exists for both programmatic and financial accountability and for adaptability to highly uncertain and changing conditions.

An approach which appears most suitable -- one that fuses the positive dimensions of both the blueprint and process approaches -- is something that we refer to as "structured-flexibility." The "structured-flexibility" approach is contrasted with the other two approaches in Exhibit 2.

SECTION II: STRENGTHENING UNIVERSITY MANAGEMENT OF PROJECT DESIGN AND IMPLEMENTATION

A. Overview of Strengthening Experience

Since 1981, a series of university project management improvement activities have been carried out based on the general assumptions presented in Section I-B. A summary table indicating the dates, sponsors, subject areas, activities and facilitators of these experiences is given in Exhibit 3.

B. Washington State University (WSU) Experience

1. Washington State University (WSU) has been involved in USAID-funded technical assistance contracts since the early 1950's. At that time, WSU received a contract for the implementation of an institutional development project in Pakistan. This project continued for almost 15 years and was the initial effort on the part of the university to participate in an AID-funded contract as an institution. Prior to the Pakistan contract, individual faculty members had participated on both short- and long-term assignments.

In 1974, a USAID-funded institutional development project was awarded to WSU to assist in the development of the faculty of

EXHIBIT 2

Development Project Design and Implementation: A Comparison of the Blueprint, Process and Structured-Flexibility Approaches

	Blueprint	Process	Structured-Flexibility
Description	<ul style="list-style-type: none"> . Optimal solution . can be identified . a priori by . planners. . . . 	<ul style="list-style-type: none"> . Optimal solution . can only be . identified by . beneficiaries . during planning. . . . 	<ul style="list-style-type: none"> . Satisfactory* solution . can be postulated . during planning and . discovered during . execution by teams of . planners and . beneficiaries.
Focus	<ul style="list-style-type: none"> . Effective and . efficient accomp- . lishment of pre- . stated objectives . and targets to . solve a particular . problem of interest. 	<ul style="list-style-type: none"> . Emphasis on being . more; building . the capability . to solve problems . as they occur. . . . 	<ul style="list-style-type: none"> . Combined interest in . having more and being . more; developing . capacity to solve . other problems by . solving a problem of . interest.
Timeframe	<ul style="list-style-type: none"> . Emphasis on short- . term. . . 	<ul style="list-style-type: none"> . Emphasis on long- . term. . . 	<ul style="list-style-type: none"> . Emphasis both short- . and long-term; "first- . step approach."
Problems and problem solving	<ul style="list-style-type: none"> . Curative; problems . can be detected by . comparing actual . with planned . accomplishments; . solutions derived . analytically. . . 	<ul style="list-style-type: none"> . Preventive; . empowered bene- . ficiaries can . prevent problems . through participa- . tion in project . design and . implementation. . . 	<ul style="list-style-type: none"> . Preventive and cura- . tive; some problems can . be avoided and others . quickly detected and . resolved; joint . reliance on analytical . tools and human . processes.
View of human behavior	<ul style="list-style-type: none"> . Mechanistic; . individuals will . respond in accord- . ance with bureau- . cratic structures . and incentives. . . 	<ul style="list-style-type: none"> . Social-psycho- . logical; informal . values and . arrangements affect . participation and . commitment. . . 	<ul style="list-style-type: none"> . Open systems; indivi- . duals, groups and . organizations are . affected by and . affect formal and . informal structures . and processes.

*Depends on nature of activity, output, and uncertainty of future activities. In planning a building, one needs a detailed blueprint before starting. During the building process, changes may be necessary. Where there is uncertainty, the design must allow for the estimated range of activities. For "soft" activities (where people are central), a less detailed plan is needed; but those who carry out the plan must do detailed short-run planning and be encouraged to question and change the plan as they learn more about the nature of the tasks to be performed and how the actors respond.

	Blueprint	Process	Structured-Flexibility
Institutional bias	<ul style="list-style-type: none"> . Pro-bureaucracy; . technicians and . scientists know . best. 	<ul style="list-style-type: none"> . Pro-people; . communities and . beneficiaries . know best. 	<ul style="list-style-type: none"> . Pro-synergy; all . involved and affected . individuals and groups . have some things they . know best.
Leadership	<ul style="list-style-type: none"> . Formal leadership . based on initially . approved project . organization . structure. 	<ul style="list-style-type: none"> . Informal leader- . ship evolves . during project . design-implemen- . tation. 	<ul style="list-style-type: none"> . Balance of formal . and informal; situa- . tional; leaders emerge . based on functional . competency required . for a particular task . and setting.
Management tools	<ul style="list-style-type: none"> . "Hard" tools; models . such as networks . can be a priori . developed and . applied. 	<ul style="list-style-type: none"> . "Soft" human and . group process . techniques; . participative and . process consulta- . tion. 	<ul style="list-style-type: none"> . Judicious use of . analytic tools; . team process . techniques appro- . priately adapted.
Methods	<ul style="list-style-type: none"> . Program evaluations; . quasi-experimental . designs; audits. 	<ul style="list-style-type: none"> . Process observa- . tion; survey . interviews and . questionnaires. 	<ul style="list-style-type: none"> . Learning from . systematic analysis of . case experiences; . combinations of . research methods.

EXHIBIT 3

Summary of University Project Design and Implementation Improvement Experiences

Date	Sponsor	Subject Area	Participants	Facilitators
1981, 1982, and 1983	CID	Project Implementation, Project Evaluation, Economic Analysis	Several 1- to 3-day workshops for CID staff and member institution representatives	Eubanks, Ingle, Cooley (MSI), supported by Solomon (USDA), Fischer (CID), and Matteson (NMSU)
1983	WSU	Project Implementation, WSU International Program Development, and Benefits	3-day workshop for 30 WSU Project Directors, administrators, and faculty, 1-day executive session for upper administrator.	Ingle and Henson, plus Noel and Finney as facilitators
1983	CID	Project Design, Analysis and Gender Role Issues	3-day workshop for 30 CID member university representatives	Ingle, Cloud, Anderson, Wooten, and Noel
1984, 1985	OIA/OSU	Development Project Design, Implementation and Evaluation	Two 4-day residential workshops for groups of 30 faculty and OIA staff	Ingle, Noel and Smith, plus 4 OSU faculty facilitators
1984	IPDO/WSU	Sudan Project Implementation Re-planning Session	2-day workshop in Khartoum for 25 USAID, Sudanese, and WSU participants	Noel plus 2 expatriate and 1 Sudanese facilitator
1984	IDMC/OIP/UMCP	International Development Management Activities	3-day workshop for 30 UMCP administrators, chairs, and faculty	Henson, Ingle, Smith, Owen, Isman (USDA), Brown, Nilsestuen (AID)
1984	IPDO/WSU	Department/Unit Involvement in International Development	3-day workshop for 30 WSU chairs, faculty, and administrators	Ingle, Henson, Noel, plus 4 WSU facilitators
1985	IDMC/OIP/UMCP	Department/Unit Involvement in International Development	3-day workshop for 30 UMCP chairs, faculty, and administrators	Jones, Callier (USDA), Isman (USDA), and Nilsestuen (OIP)

Date	Sponsor	Subject Area	Participants	Facilitators
1985, 1986	BIFAD/ AID	Department/Unit Involvement in Inter- national Development	Two 4-day residential workshop series for groups of 30 Title XII university faculty and admini- strators	Ingle, Smith, Henson, Noel, Isman (USDA), Nilsestuen (OIP)

Key:

CID -Consortium for International Development WSU-Washington State University
 UMCP-University of Maryland, College Park OSU-Oregon State University
 IPDO-International Program Development Office OIA-Office of International Affairs
 IDMC-International Development Management Center OIP-Office of International Programs
 BIFAD-Board for International Food and Agricultural Development
 AID-Agency for International Development

Agriculture at the University of Jordan. This contract was completed in 1979. At about the time the Jordan project terminated, WSU received USAID contracts for three projects in different parts of the world. Two of these, the Indonesian Eastern Islands Education Project and the Lesotho Farming Systems Project, were direct WSU-USAID contracts. The third, the Western Sudan Agricultural Research Project, was a Consortium for International Development (CID) project with WSU as the lead university. The Indonesia project ends June 30, 1984, and the Lesotho Project has been extended for an additional two years through July 1986.

In 1982, WSU received the planning and implementation contract for a second project in Jordan, the Jordan Valley Agricultural Services Project. WSU carried out both the detailed design and implementation phases for Jordan, Lesotho, and Indonesia, working collaboratively with USAID. Thus, WSU has a history of involvement in USAID technical assistance activities since 1950, with the scope and magnitude of that effort steadily increasing until 1979 when it officially took root at the institutional level.

2. In late 1978, WSU established the International Program Development Office (IPDO) as a campus-wide office with responsibility for international development activities. The activities of this office have expanded in concert with WSU's increasing commitment and participation in Title XII projects. Making institutional development a campus-wide priority has required the participation of many segments of the university community including the upper administration, deans, chairs, faculty and staff. A number of different academic, support and administrative units have been involved in project design and implementation. IPDO does not have responsibility for student and faculty exchanges, administrative matters relating to foreign students, etc.

Beginning in 1978, WSU and its faculty and staff began exploring the philosophy and approach that the institution would take in international development activity. The concept of dual benefit flows emerged from these discussions. This concept is based on the premise that both developing countries and the university derive benefits from the university's participation in technical assistance activities. Realizing dual benefit flows in terms the university and its clientele can appreciate requires an effective interface of international development activity with the university's core mission activities: teaching, research, extension, and public service.

The key ingredients for an effective interface between these two sets of activities are committed faculty, departments, and a supportive administration working within a framework which supports a two-way benefit flow. Such a framework is illustrated

in Exhibit 4. As a result of the interactions between international development and core mission activities modeled in Exhibit 4, participation in technical assistance projects enables faculty and students to gain overseas experience, allows the departments and units to incorporate international dimensions into their ongoing activities, and allows the administration to provide full commitment and resources. It is postulated that this strategy will enable the university to accomplish its mandate as shown in Exhibit 5.

To participate in technical assistance projects, the university has had to carry out a number of activities and responsibilities associated with planning, implementation, monitoring, and evaluation. Such activities include team selection, orientation, planning, implementation, and on-campus support (backstopping). International development administrative support functions must be integrated into the ongoing domestic activities of the university, with both the international projects and the on-campus support efforts requiring strategic planning and management. To illustrate the facets of administrative management, a summary of the evolution of WSU's international development involvement is given in Exhibit 6.

3. As a result of WSU's expanding international technical assistance contracts, the university's decision to improve project design and implementation, and efforts to merge international activities with domestic core mission activities, it became important to: (1) improve overall project management capabilities, and (2) strategically manage international development activities on-campus. It was felt that outside assistance could help the university improve its performance in this area. Because of this, in 1981, 1982 and 1983 several IPDO staff participated in CID-sponsored workshops on project design, implementation and evaluation. Building on these experiences, WSU held a series of workshops beginning with a project implementation workshop in July 1983 attended by 30 WSU faculty, project directors, and administrators. Following this, a one-day workshop was held for WSU upper-echelon administrators that focused on the benefits of University participation in international activities. In June 1984, another similar workshop was held for department-level administrators and faculty -- key actors in any effort to internationalize a university.

During this process, advice was solicited from individuals and organizations outside the university which had management capabilities. This led to the establishment of a memorandum of understanding between the International Development Management Center (IDMC) at the University of Maryland College Park and WSU for the purposes of exchanging expertise in the area of international program and project design, implementation, and related activities.

EXHIBIT 4. THEORETICAL INTERNATIONAL DEVELOPMENT ACTIVITIES/INTERACTIONS AT WASHINGTON STATE UNIVERSITY

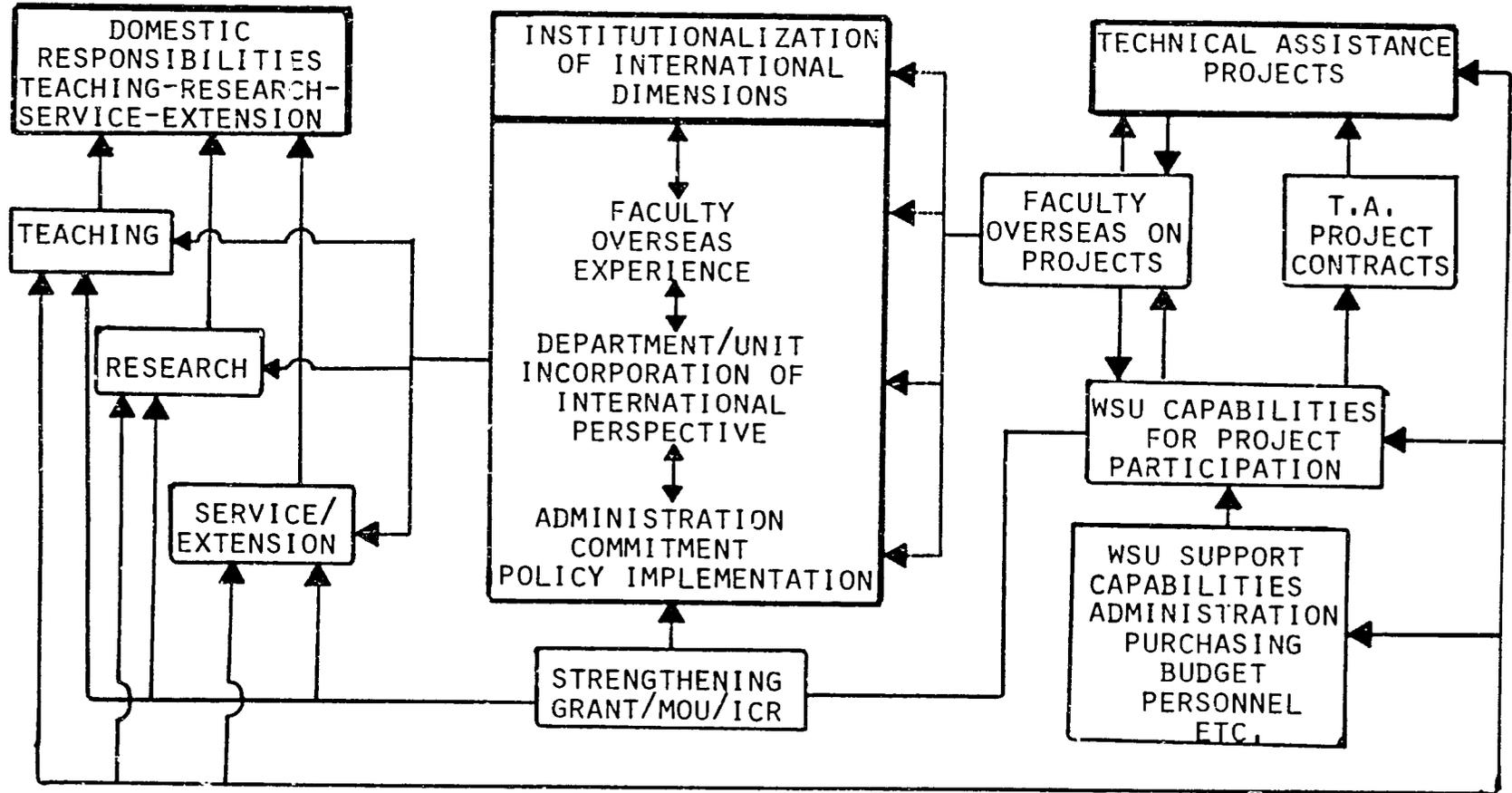


EXHIBIT 5. THEORETICAL FLOW FROM OVERSEAS PROJECTS TO INTERNATIONAL PROGRAM DEVELOPMENT PURPOSE AND GOAL AT WASHINGTON STATE UNIVERSITY

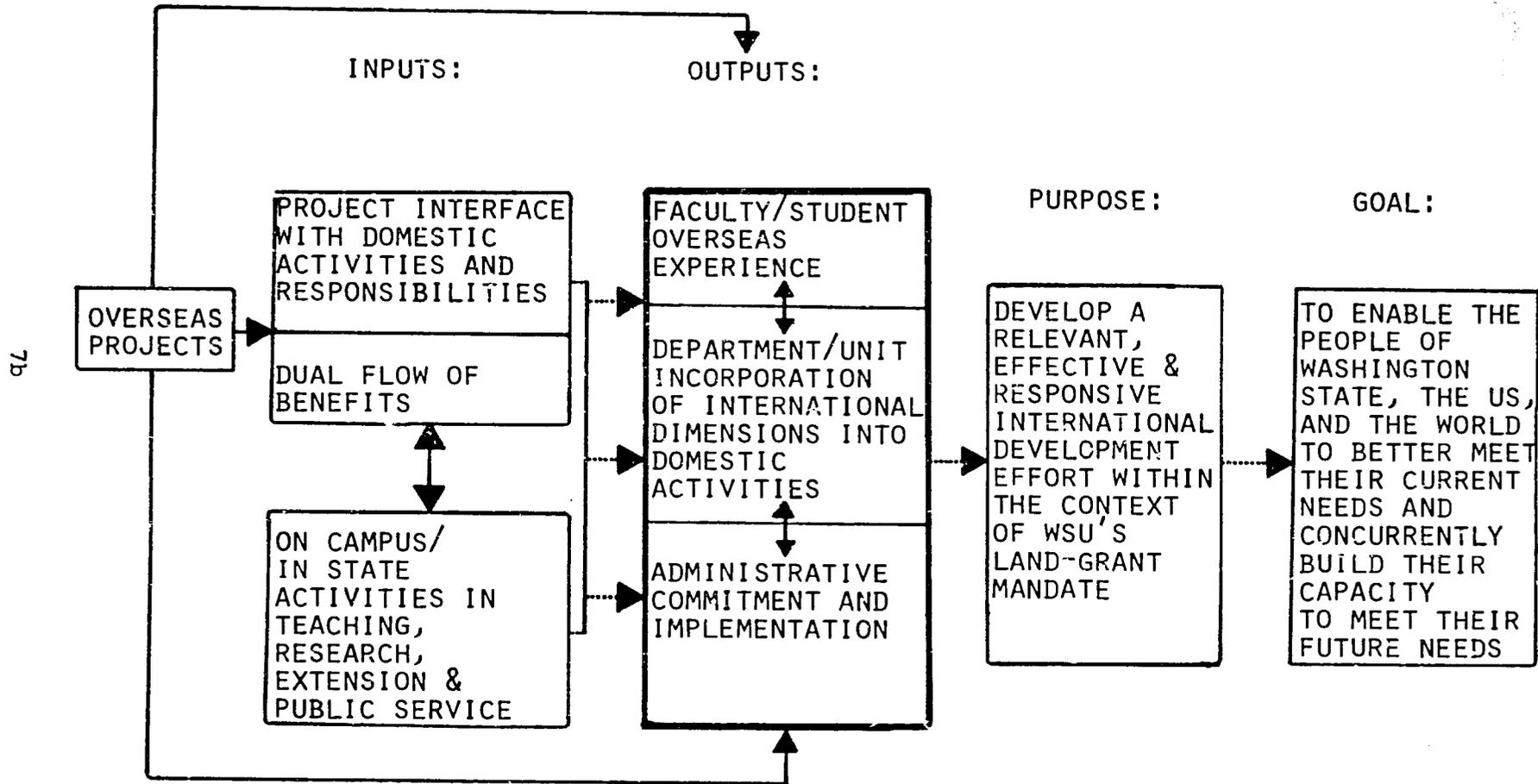


EXHIBIT 6

Evolution of WSU's International Development Involvement

DETERMINE INTEREST AND CAPABILITIES

↓
ESTABLISH POLICIES, PROCEDURES, AND ADMINISTRATIVE STRUCTURES:
OBTAIN PROJECTS

↓
STRENGTHEN CAPABILITIES FOR PARTICIPATION

- Strengthen and/or Initiate Department, Unit and College Participation
- Provide Resources
 - Strengthening Grant
 - University
- Strengthen Project Activities and Support

↓
FURTHER DEVELOP CONCEPTS AND APPROACHES FOR INVOLVEMENT EMPHASIZING:

- Dual Benefits
 - Benefits to Developing Countries
 - Benefits to WSU and its Clientele
- Department/Faculty Participation and Strengthening
- Administrative Support
- Provide and Use Resources
 - University
 - Strengthening Grant
- Further Improve Project Implementation and On-Campus and Overseas Management

↓
FURTHER PREPARE/STRENGTHEN DEPARTMENTS AND UNITS FOR PARTICIPATION

- Further Define Department Interest, Needs and Work-Plan
- Obtain Memorandum of Understanding (MOU)
- Establish Longer Planning Timeframe for Department Participation
- Provide Resources - University Strengthening Grant, MOU
- Integrate International Perspectives into Teaching, Research, Cooperative Extension, and Public Service Functions

↓
CURRENTLY UNDERWAY
(not all inclusive)

- Continue to Improve Project Management, Administration, Implementation and Participation Both On-Campus and Overseas
- Provide Resources to Department/Units Based upon Specific Work-Plans to Realize Needs and Benefits of Participation
- Implement the MOU
- Define and Implement Mechanisms to Realize Benefits from Participation
- Further Identify Requirements and Additional Mechanisms for Faculty Participation Overseas and On-Campus
- Improve Training for Project Trainees and Provide Opportunities for U.S. Graduate Students to Gain Overseas Experience

From these continuing efforts a cadre of people at WSU have been trained in workshop design and implementation. These people have gained sufficient experience in management tools to address a spectrum of international development related matters and have used this expertise on campus to assist project directors and support staff. One faculty member recently held a two-day management workshop in Khartoum, the Sudan. In addition, WSU faculty have assisted IDMC in presenting workshops at other institutions, including Oregon State University and the University of Maryland.

Because WSU decided to improve its project design implementation and on campus managerial activities as these relate to international development, the institution has moved forward to train an increasingly larger cadre of individuals with background and experience in this area. The benefits to the university from these activities are already being recognized, and we feel they will continue to accrue as we develop our own capability and experiences and interact with others to gain a broader appreciation of project design implementation and related development management matters.

C. University of Maryland International Development Management Workshop

The International Development Management Center (IDMC) was established in 1982 on the University of Maryland College Park (UMCP) campus in the Division of Agricultural and Life Sciences, Office of International Programs. This Center was created through a Cooperative Agreement between UMCP and the U.S. Department of Agriculture's Development Program Management Center (DPMC) in the Office of International Cooperation and Development.

IDMC has a dual purpose of improving the management of international development programs, projects and institutions and providing the University of Maryland with a means for strengthening its overall institutional capacity in the development area. The Center engages in a range of research and development, technical cooperation and training/teaching activities aimed at assisting countries, donor agencies and universities in dealing with poor managerial and administrative performance in international development efforts.

As management technology becomes increasingly recognized as a critical component of successful development efforts, IDMC provides an excellent opportunity for the UMCP campus to become a major contributor to this emerging area. However, it is recognized that developing a high quality, internationally recognized center will require more than the mere continuation of IDMC's current activity level (estimated at \$500,000 in 1984).

Further expansion is needed in IDMC's program and staffing, and in the extent to which the Center effectively involves additional university units, staff and students in various development management activities domestically and abroad.

On the premise that the UMCP campus provides a suitable long-term setting for IDMC, the Office of International Programs agreed to sponsor a three-day institutional strengthening workshop in June 1984. The purpose of this workshop was to enable key faculty members and administrators to improve their understanding of IDMC --- its objectives, activities, and overall approach. As a result, it was hoped that attendees would find new ways to become involved in IDMC activities and that they would incorporate appropriate aspects of IDMC's managerial technology into their ongoing international activities. The specific objectives and agenda of the workshop are illustrated in Exhibits 7 and 8.

The workshop was planned for a maximum of 30 UMCP faculty, chairs and upper-level administrators who were involved or interested in being more involved in UMCP's international development program. The University's residential conference facility, about 75 miles north of campus, was chosen as the workshop site. Support for the workshop was gained from the university Chancellor, who opened the event. In addition, the Cooperative Agreement with WSU was used to involve WSU Vice-Chancellor Albert Yates as keynote speaker and Dr. James Henson, Director of WSU's International Program Development Office, as co-leader of the workshop. Other faculty were drawn from DPMC/USDA, AID and IDMC's core staff. The workshop design built upon IDMC's experience with previous workshop activities at WSU and Oregon State University. The operating premises for the workshop included:

- * "Structured-flexibility," that is, the workshop was pre-planned and actively facilitated to address perceived needs of participants as well as new issues and ideas that arose during the session;
- * Open discussion of differing positions from a solid foundation of facts and empirical evidence;
- * Arrangement of both formal and informal interactions among participants, including meals, to contribute to workshop objectives;
- * Emphasis on participatory dialogue, since participants are both key producers and consumers of workshop information; and
- * The workshop was viewed as one step--neither the first nor the last--of UMCP's ongoing commitment to a strong and resilient international development program.

EXHIBIT 7

University of Maryland College Park
INTERNATIONAL DEVELOPMENT MANAGEMENT WORKSHOP

**"Management Technology for Project Design and Implementation:
The University Perspective"**

OBJECTIVES

PURPOSE: To strengthen the ability of key UMCP faculty and administrators to participate effectively in UMCP's emerging international development management program.

OBJECTIVE A: To understand the development assistance policies and procedures of AID and other donors relevant to agriculture and rural development project and program management.

Topics:

1. The scope and setting of international development activity.
2. Overview of major AID policies, systems and procedures.
3. Management lessons of successful and unsuccessful development projects and programs.

OBJECTIVE B: To understand and learn how to apply management tools and team processes appropriate for projects and programs.

Topics:

1. General management functions.
2. Logical framework approach to project management.
3. Team selection, preparation, and maintenance.

OBJECTIVE C: To focus on the strengthening of UMCP's capacity for involvement in international development activities.

Topics:

1. The institutional setting of UMCP's international development activities.
2. The purpose, structure and program of the International Development Management Center, OIP/ALSC.
3. Specific benefits from increased international development management involvement to UMCP staff and students, the state, the nation, and others.

EXHIBIT 8

University of Maryland College Park
INTERNATIONAL DEVELOPMENT MANAGEMENT WORKSHOP

Management Technology for Project Design and Implementation:
The University Perspective

WORKSHOP AGENDA

DAY 1:

Afternoon: Check-in
Evening: Introductions and Keynote Presentation

DAY 2:

Morning: Workshop Overview and Expectations
Development Project Management Setting and Concepts
Afternoon: AID's Project Management Process
Selecting and Preparing Technical Cooperation Teams
Evening:
(optional) Microcomputers and Management
Washington State University's International Development
Program
AID's Development Procedures and Documents

DAY 3:

Morning: Logical Framework for Project Design
Workgroup Sessions and Presentations
Afternoon: Jama Project Implementation Exercise
Implementation Concepts and Tools
Evening: University Involvement in International Development

DAY 4:

Morning: UMCP's International Development Program
IDMC's Scope, Activities, and Benefits
Afternoon: Summary and Review
Next Steps Exercise
Evaluation and Closing

The workshop's overall theme was "successful agricultural and rural development projects" viewed in the broader context of three fused management processes: design, implementation, and evaluation. These processes roughly coincide with the chronological sequence of the project cycle. A diagram of the project design and implementation spiral used as the organizing framework for the workshop is contained in Exhibit 9. An explicit premise of the management approach presented in the workshop was that design, implementation, and evaluation processes are intricately related and complementary, but that none of them alone is sufficient for successful development performance. During this workshop, emphasis was given to examining the orchestration and balancing of these processes as a basic function of development management. Throughout, extensive use was made of case simulations, individual exercises and actual project illustrations in order to facilitate the understanding of conceptual, technical and interpersonal skills needed to successfully design, implement, and evaluate international development projects.

The learning approach adopted for the workshop was based on the ancient Confucian adage:

What I hear, I forget.
What I see, I remember.
What I do, I understand.

It was assumed that participants brought with them a background rich in both domestic and international experience. This experience provided a valuable input to the workshop's learning process. Participants applied their own experiences in a variety of structured and facilitated small group assignments, individual exercises and plenary presentations and discussions. Thus, the overall plan was to accelerate skill acquisition and confidence building through a process of adult learning and "action-training." The training method implies hard work for both participants and workshop faculty, but it is also highly rewarding and personally enjoyable. Participants left the workshop with a better understanding of the nature of international development, and with sufficient skills, notes and supplementary materials to begin applying the learning in project management settings. An illustration of the tools and techniques introduced during the workshop in support of AID-supported project design and implementation is presented in Exhibit 10.

The workshop concluded with a "next steps" exercise during which participants recorded the major conclusions of the workshop and outstanding issues. They then worked together to formulate an action plan for strengthening the management of UMCP's international development activities following the return to campus. In their action plan the workshop group:

PROJECT IDENTIFICATION AND DESIGN SPIRAL

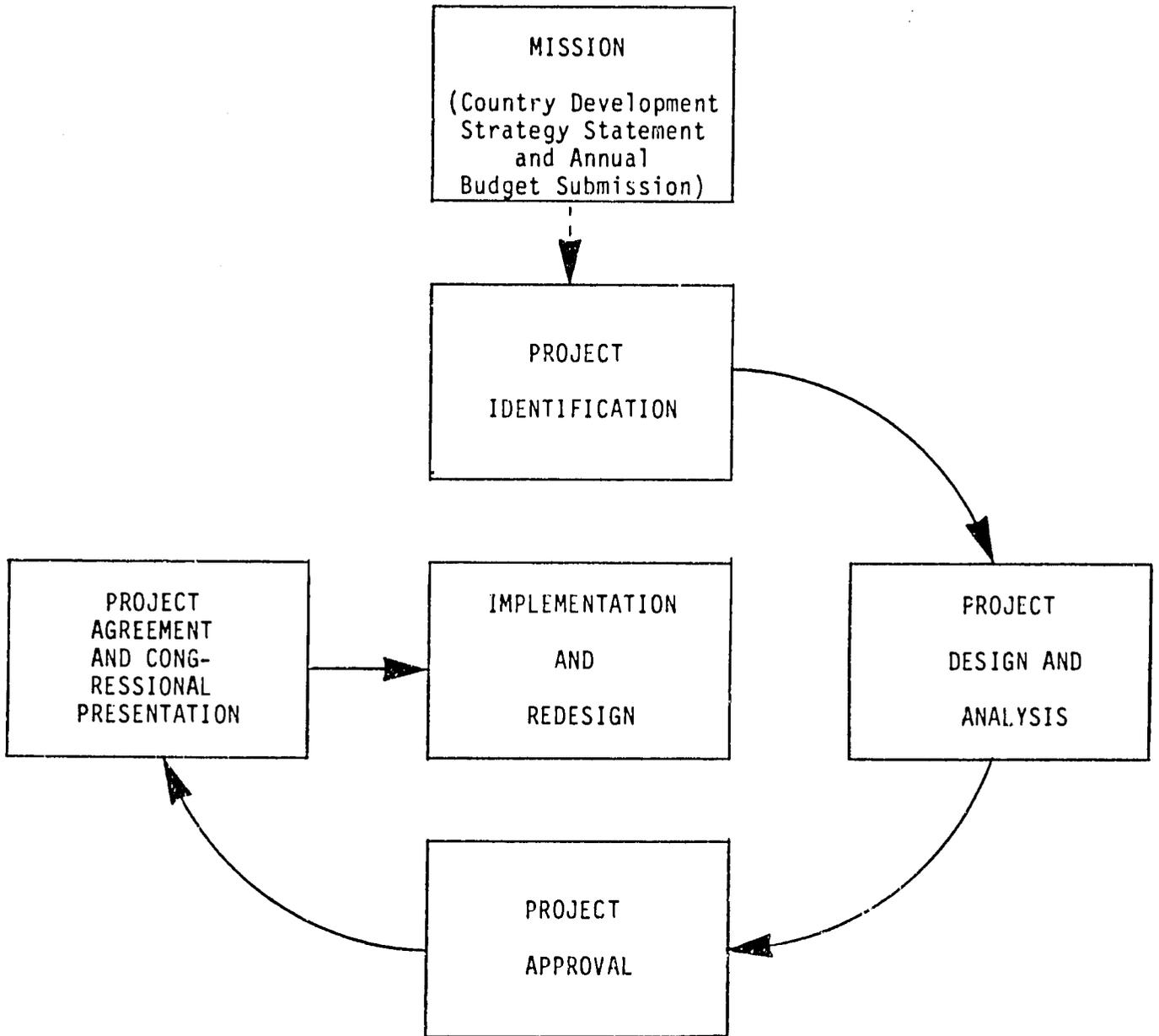
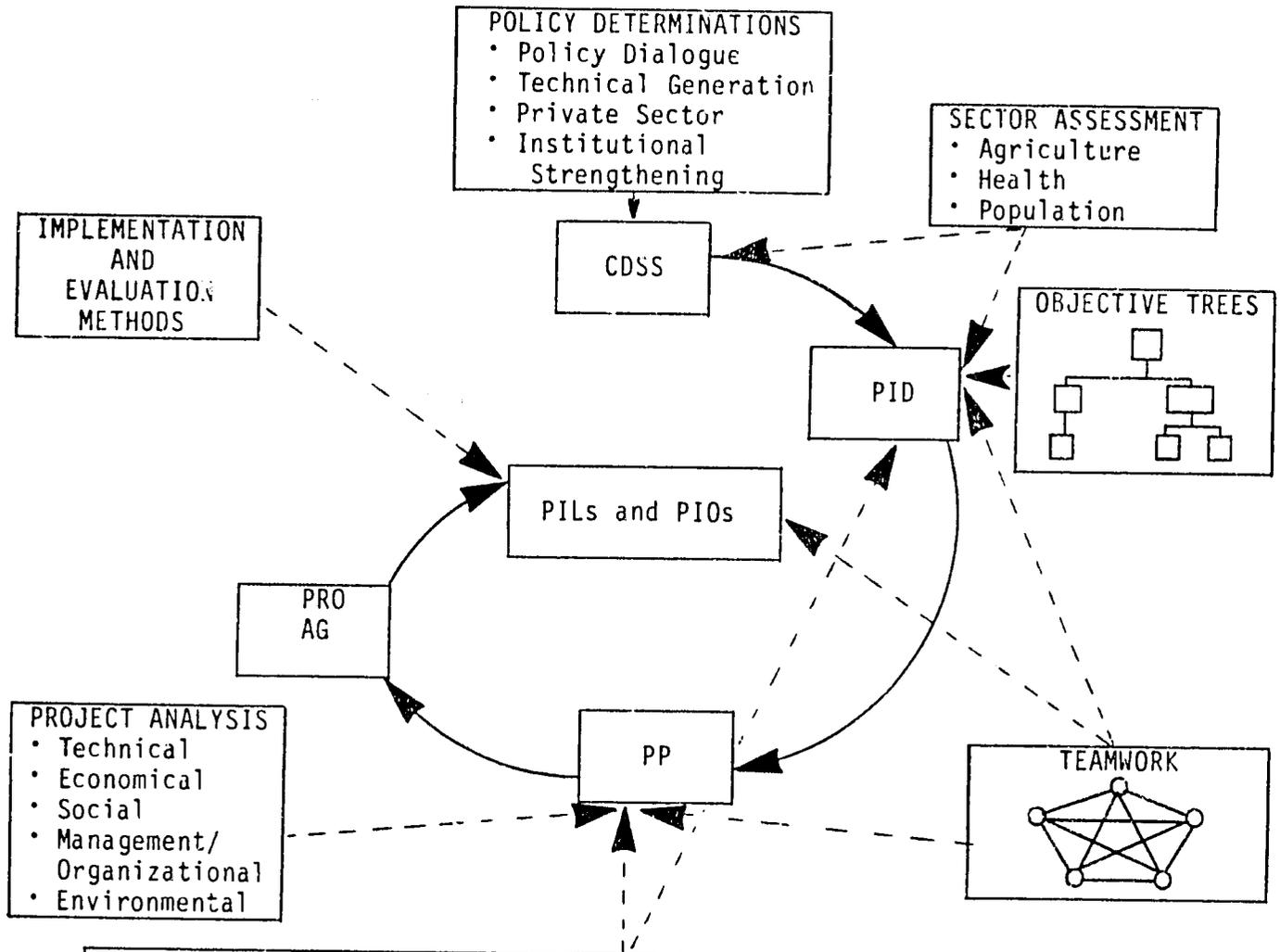


Exhibit 10
SUPPORTING TOOLS AND TECHNIQUES



LOGICAL FRAMEWORK				
	Narrative	Objectively Verifiable Indicators	Means Of Verification	Assumptions
Goals				
Purposes		End of Project Status		
Output				
Input				

Key: CDSS - Country Development Strategy Statement
 PID - Project Identification Document
 PIL - Project Implementation Letter
 PIO - Project Implementation Order
 PP - Project Paper
 PRO AG - Project Agreement

- * provided enthusiastic support for an international dimension in UMCP's research, teaching and extension programs;
- * requested that priority be given to the establishment of policies, strategies, procedures, resources and an evaluation system for international activities on the UMCP campus;
- * planned to review ongoing international activities with the Vice Chancellor;
- * requested to review a recent report to the Vice Chancellor on the international affairs office and offer recommendations; and
- * requested to meet with the Chancellor and Vice Chancellor to discuss specific components of an international program.

The participants selected the Assistant Provost for Agricultural and Life Sciences, the Chair of Sociology, and a Senior faculty member in the Botany department to serve as the executive committee for the group assembled at the workshop. The executive committee is currently discussing the action plan and resolutions with top administrators, including the Chancellor. IDMC is serving as secretariat to the committee.

D. Initial Assessment of the Project Design and Implementation Improvement Efforts

All of the university-related project management improvement efforts outlined above are in their formative stage. To date, the workshops and other strengthening activities have engendered substantial enthusiasm, and evaluations have been favorable (Smith: 1984).

Unfortunately, it is not possible to rigorously assess the impact of these efforts on in-the-field project design-implementation at this point in time. UMCP and WSU, with the support of DPMC/USDA and the Agency for International Development/Science and Technology/Research and Development are jointly working on an evaluation research methodology for doing more systematic assessments, but results of these endeavors will not be available for several more years.

As a proxy indicator of impact, however, we decided to classify several of these university-related project management improvement activities according to their level of influence on the National Association of State Universities and Land-Grant Colleges (NASULGC) Basic Principles for college and university international involvement (NASULGC: 1983). The results of this

analysis are presented in Exhibit 11.

Our analysis indicates that these types of management improvement activities can be used to address many of the NASULGC principles. Obviously, there is a correlation between the scope and level of effort of these activities and the level of influence on the various principles.

SECTION III: CONCLUSIONS AND IMPLICATIONS:

In Section I, two key issues were raised for consideration in light of selected university program management improvement experiences. These issues were:

- * What lessons are emerging from current experiences that can be used to guide our future project design and implementation efforts?
- * What broader generalizations are evident that might be relevant to other universities and donors who are concerned with project design and implementation?

In the remainder of this section, we want to address each issue in turn.

A. IDMC and WSU Design-Implementation Lessons

The lessons learned are grouped into three clusters. The first cluster concerns itself with university-related project management in the developing country setting. The second focuses on the on-campus support requirements needed for good field project design and implementation. Finally, we want to say a few words about lessons associated with sustaining high-quality project design-implementation performance in a university context.

Cluster #1: Project Design and Implementation in the Field

- * Universities need to learn how to manage projects more effectively in the field.

Universities are not structured to operate in the project mode, and faculty are typically not accustomed to following a structured-flexibility approach. Project personnel must, therefore, be carefully selected, prepared, and rewarded to assure that field efforts are as successful as possible. Involvement of high-quality scientific and administrative personnel is important.

- * Learning how to be effective in the field necessitates beginning with a field project!

EXHIBIT 11

Influence of Selected Management Improvement Activities on
National Association of State Universities and Land-Grant Colleges
(NASULGC) Principles*

Basic Principles for College and University International Involvement	Project Management Improvement Activity			
////////////////////////////////////	CID	WSU	Oregon	University
////////////////////////////////////	Project	Program	State	of
////////////////////////////////////	Management	Management	University	Maryland
////////////////////////////////////	Workshops	Efforts	Workshops	Workshop
////////////////////////////////////	(1981-83)	(1981-84)	(1984)	(1984)
1. Administration and faculty commitment to international development work	.	.	.	.

	.	I, C	.	I
2. Project involvement should be consistent with mission, commitment and competencies	.	.	.	.

	.	I, C	I, C	.
3. Requisite personnel resources must be identified and available for effective involvement	.	.	.	.

	I, C	I, C	I, C	I
4. Adequate incentives to assure high-quality professional involvement	.	.	.	.

	I	I, C	I	I
5. Adequate and timely logistical support and professional service to overseas staff	.	.	.	.

	I, C	I, C	.	.
6. Adequate orientation and training of project personnel	.	.	.	.

	I	I, C	I	I
7. Internal monitoring and evaluation procedures for making prompt adjustments	.	.	.	.

	I, C	I, C	I, C	.
8. Enhanced teaching, research and public service activities as a result of international activity	.	.	.	.

	I, C	I	.	.
9. Specially focused policies and practices to deal with unique requirements of foreign student training	.	.	.	.

	.	I, C	.	.

* Key: I = Initiated Activity; C = Continued Activity

It is our strong belief that the existence of ongoing project operations in the field presents the best laboratory for learning about what works and what doesn't. Each university is unique--we realize that over and over again. What will work most effectively in a given university depends on the peculiarities of the university as well as the particular donor and developing country institutions involved.

- * A substantial number of promising project design and implementation concepts and approaches can be readily adapted to university environments.

In this decade much has been learned about promising project management approaches that can be selectively adapted and productively used by universities and colleges (Solomon, et al 1981; White: 1984). Project staff, faculty, departments and upper administrators involved in project management improvement experiences reviewed in this paper were all receptive to these concepts and tools, and to the structured-flexibility approach.

Cluster #2: On-campus Support for Good Project Design and Implementation

- * The campus shares a major responsibility for high quality project design and implementation with the field team.

Although projects are highly variable in scope and focus, many common features are associated with their design and implementation. Universities need administrative procedures and routines to handle these recurrent administrative support functions in a timely, economical and accountable manner. Examples of administrative needs include field team selection and preparation mechanisms, communication protocols, contracting procedures, purchasing regulations, and participant training activities. Appropriate support of international development activity will necessitate changes in the university's typical way of conducting its business. Our experience is that these changes can best be made in the context of an actual project(s). Action-training workshops which bring together various project actors are one means of greatly accelerating the pace of these change processes (Kettering et. al., 1983).

Cluster #3: Sustaining High-Quality Project Design and Implementation Performance

- * Generating continuous support for international project activity is facilitated by the specification of dual benefit flows.

In institutional strengthening workshop activities, both WSU

and UMCP have recently completed benefit assessments. An illustrative list of the kinds of benefits associated with international projects based on one of these assessments is provided in Exhibit 12. Our experience to date is that the systematic conduct of these types of benefit flow assessments on a continuous basis is essential to the enhancement of internal and external support for continued international involvement.

- * Strong and continuous leadership in the international development area is required to assure that field projects are well managed and supported, and that the university has policies and procedures for optimizing dual benefit flows.

Incorporating international dimensions into a university needs to be viewed from a long-term perspective. Proactive, top quality leadership is required to assist the university, deans, chairs and faculty to move strategically within the international development domain.

- * Universities need to establish rigorous criteria for accepting and declining international project involvement based on a consideration of both short- and long-term costs and benefits.

Based on our experience to date, we have tentatively decided to give maximum weight to project opportunities which meet the following conditions:

- Deans, departments and faculty are interested in and committed to making the project work;
- university personnel have previous experience and informal contacts with the country and donors;
- a possibility exists for demonstration of early and periodic successes;
- the potential for continuity of leadership (in developing country, donor agency and university settings) is high; and
- university personnel are willing to treat the effort as a dynamic evolving effort that will require continuous learning and adaptation.

In the future we plan to further refine these criteria through more systematic evaluation.

- * Finally, we have learned the importance of communicating our initial, though limited successes, to our constituencies to involve them and gain their support.

EXHIBIT 12

**Illustrative Benefits Associated with University
Involvement in International Development**

- FACULTY:**
- * Personal Satisfaction
 - * Cultural Enrichment
 - * Professional Growth and Broadening
 - * New Research Opportunities and Contracts
 - * Increased Effectiveness/Sensitivity in Teaching, Advising, and Service
 - * Interdisciplinary Involvement and Experience
- DEPARTMENT/
UNIT:**
- * Expanded Scope for Teaching and Research
 - * Increased Research and Teaching Support
 - * Interdepartmental Flexibility
 - * Enhanced Recruitment Capabilities for Graduate Students
 - * Position Flexibility
 - * Goodwill - Internal and External to Department
- UNIVERSITY:**
- * Enhancement of University Mission in Teaching, Research, and Service
 - * Enhanced Prestige and Reputation of University
 - * Improved Ability to Attract Quality Faculty and Students
 - * Funding Enhancement
- CITIZENS/STATE/
NATION:**
- * Economic Enhancement of Markets at State and National Level (i.e., buy U.S. products)
 - * Provide Jobs
 - * State/Domestic "Spin-Offs" in Teaching, Research, and Extension
 - * Improved Political Understanding and Relationships
 - * Increased Understanding on Socio-Cultural Level

Summary of Benefits Assessment Exercise completed at Washington State University Department/Unit International Involvement Workshop in June 1984.

The types of rewards available from participation in international development are frequently different from those traditionally embraced in the academic environment. To develop and sustain support, we have found it important to be proactive in identifying and communicating the results of our work.

B. Potential Implications for other Universities and Donor Agencies

1. Generalizations for Other Universities

- * The pivotal role of good management needs to be recognized by all universities and colleges involved in project design and implementation.
- * Managing projects more effectively probably will require additional learning in the field and on campus.
- * Institutionalization of an international agenda will be aided by giving specific attention to benefit flows and the mechanisms for their realization.
- * Departments and faculty play a central role, and resources are needed for their full and continuing participation.
- * Involvement in a project should be preceded by a careful analysis of short- and long-run costs and benefits to the faculty, the departments, the university and important external constituencies.
- * Long-term, top quality on-campus leadership is needed for international development efforts to be successful.

2. Implications for Donor Agencies

- * Donors need to better differentiate between universities and other modes of technological cooperation based on actual project design and implementation "performance" in the field and on campus. A word of caution is in order here. Performance as used here has many dimensions. In some areas, such as contracting or the provision of staff, both the donor and country have shared responsibilities during the design and implementation. Donors and countries need to assure that these shared responsibilities are clearly specified and that all actors are judged fairly, based upon their respective performances.

Donor agencies, especially AID, should recognize that universities and colleges need to learn how to be more effective in the field and at home in project design and implementation. They should consider making technical cooperation resources available to those who wish to initiate or continue project management improvement efforts in the field and on campus.

GLOSSARY

- Design:** A comprehensive statement of what the actual project will look like when completed along with the plans for how the project will be implemented.
- Implementation:** The process of work execution whereby development strategies and project/program designs are transformed into intended results.
- International Development:** A cooperative, evolving process whereby nations and their peoples better meet their present needs and concurrently build their capacity to meet future needs.
- Management:** The productive and responsible mobilization of human, material and financial resources to accomplish valued results under conditions of uncertainty and partial control.
- Project:** A set of interrelated activities, bound by external conditions, designed to achieve specific objectives within time and resource constraints.
- Project Design Implementation:** The cyclical process of identifying project ideas, planning feasible strategies, executive activities, and replanning based on feedback that characterizes development project work in developing country settings.
- Project/Program Manager:** The individual (or team of individuals) who is (are) committed to the success of a project/program, responsible for production of certain outputs, and accountable for the use of specific resources.
- Project Purpose:** What is hoped to be achieved by undertaking a project/program. The result aspired to if the required outputs are produced and other external conditions occur as predicted in the project design. Usually, the significant product and process change in people or organizations thought to be required to effect important social or economic benefits for stakeholder populations.
- Structured-Flexibility:** An approach to project design and implementation which integrates and balances the positive dimensions of a priori planning and adaptive execution, based on continuous learning and feedback.

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