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U.S. University Field Team and AID-Field Relationships

by

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One portion of the Final Report of the CIC-AID Rural Development Research Project, Contract No. AID/csd-840

U.S. University Field Team and AID-Field Relationships

The focus of this paper will be on the working relationship between U.S. University contract teams located in foreign countries and the U.S. Agency for International Development staff in the same foreign country.

The first part of the paper will consist of a brief discussion of the various entities which make up the technical assistance complex, which will be followed by presentation of empirical information concerning the relationships between U.S. University contract teams and the AID-field team.

The TAC Administrative Entities

The technical assistance complex (TAC) consists of U.S. university operations based in the U.S. (USU-C), the U.S. university contract field team (USU-F), the Agency for International Development based in Washington (AID-W) and the AID field team (AID-F).

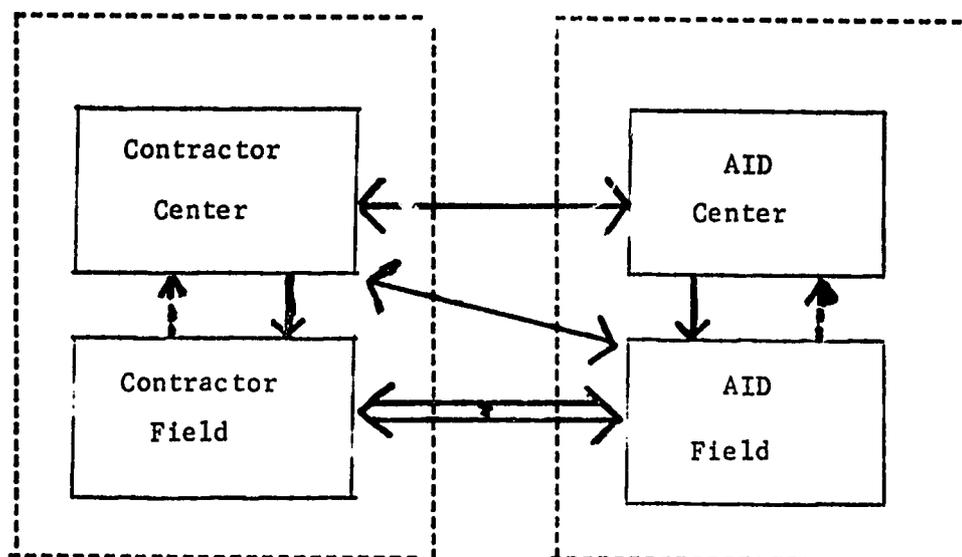
Figure 1 illustrates some of the relationships which may exist between these various entities. The client-contractor relationship between USU-C and AID-W implies a situation in which the contractor (USU-C) is principally interested in performing functions which will be useful to the client (AID-W). As USU's become more involved in international work, this relationship likely will take on more collaborative aspects in which the success of one party is dependent on the success of the other party. The client-contractor relationship also probably exists to some extent between USU-C and AID-F.

Clearly, the field operations of both AID and USU are tied to their respective U.S.-based Counterparts in a dominant superior-to-subordinate relationship. In other words, there is a boss-worker relationship. Less clear is the likelihood that feedback from the field units affects decisions of the U.S. based entity. This may even reach the extreme case in which the field unit, in effect, makes decisions which are implemented by its U.S.-based Counterpart.

Finally, there are the unspecified relationships between the two field entities, AID-F and USU-F. The existence of both collaborative and superior-to-subordinate relationships is hypothesized. In addition, it is possible that competitive relationships exist, a situation in which each party perceives that his own success is dependent on the relative failure or reduced success of the other party. The identification of these relationships and consideration of what they ought to be is the subject of this paper.

In addition to the USU and AID administrative entities, two other types of entities are included in TAC. These are host country institutions, both governmental and private and other institutions foreign to the host country. These entities include foundations, United Nations organizations and governmental (non-U.S.) technical assistance organizations. These entities are not treated in this paper, although their importance is recognized.

Thus, we are concerned with four agencies (USU-C, USU-F, AID-W, AID-F) or administrative entities linked together, both formally and informally, in an effort to provide technical services to foreign countries. In most cases the ultimate goal of this joint effort has been the building of foreign institutions--



Key

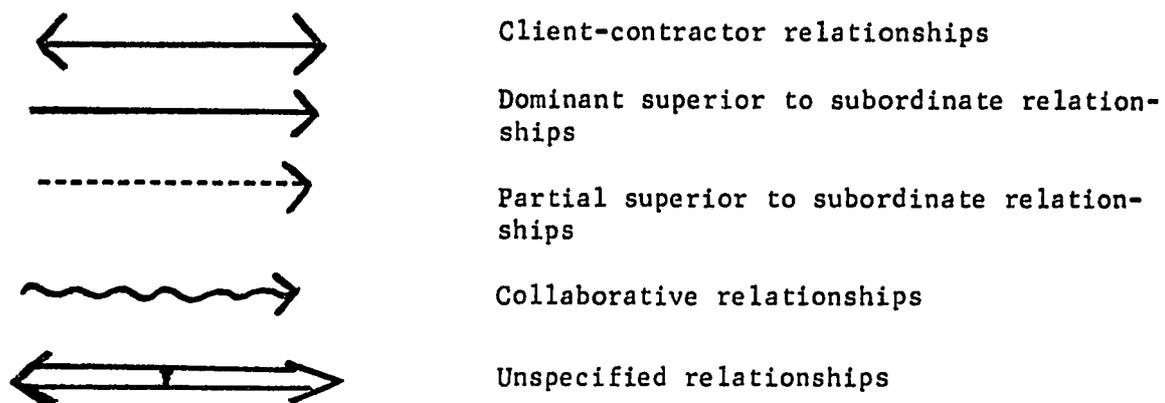


Figure 1. Gross Relationships Existing Among Entities of TAC. The question mark between units indicates two questions. What is? What should it be for effective performance?

colleges, experiment stations, extension services, data collecting services and the like.

The unit of observation is the administrative entity and not the individuals who make up the entity. The work of the entity is done by individuals but we can characterize the organization or entity by observing the average or typical behavior of the group of individuals which makes up a given entity. The very nature of an organization, institution or administrative entity dictates that the individuals associated with it will be subject to certain restraints and that there will be a degree of conformity on the part of individuals to these restraints.

The description, analysis and study of institutions or organizations is difficult. Yet we must assume that knowledge about the administrative entities is an essential ingredient to the establishment of productive working relationships between the entities--knowledge on the part of each entity about itself and about all other entities with which it will be involved.

A moment's reflection reveals that much of what we call "knowledge", especially in the social sciences, is not absolute or certain in nature. What we commonly call knowledge often is a proposition which we believe, in light of our observations, has a "reasonable" chance of being true. In the words of Professor Knight, "We perceive the world before we react to it, and we react not to what we perceive but always to what we infer."

Characteristics of the TAC administrative entities combine to make it extremely difficult to perceive and infer with a very high degree of certainty. These characteristics are discussed below.

All four of these entities are multi-purposed, even if we consider specialized sub-organizations. For example, the USU-C may have a director of international programs. A given AID contract may be one of his principal concerns but rarely would it be his only concern. He may have other AID contracts, Foundation programs, domestically financed research and problems related to the training of persons who are interested in foreign work. Additionally, his colleagues, both at higher and lower levels, have responsibilities outside the area of international development, although some of them, department heads for example, may be intimately involved in AID contract work. Furthermore, these differences in responsibilities may be so great as to preclude a common goal. At least the responsibilities of the office of international programs are of a sufficiently different order that they do not fit neatly into existing general university goals.

AID-W certainly is a multi-purposed organization in the sense that it has responsibilities in a wide variety of subject matter fields and in many geographic locations. In addition, like the operational unit of USU-C, it is a part of a much larger organization whose goals and objectives may not coincide with what AID-W would like to have as their goals and objectives.

The responsibilities of AID-F are spread in a subject matter and geographic sense. AID-F, like AID-W, is a part of a more complex entity, i.e., our entire diplomatic corps, subject to the objectives of that larger entity.

USU-F would appear to be more nearly a single-purpose organization than any of the other three. But even here, the individuals who make up this group

usually have interests that fall outside the scope of the contract. They may make conscious efforts to retain their identity with their academic department and their performance may be designed to please that entity rather than the one to which they are temporarily attached. Or there may not be agreement between team members on just what are the primary purposes of the contract.

Not only do we have multi-purpose entities, they also have multiple functions. At the field level, the two most apparent functions are administrative and technical. AID-F has administrative functions (not the least of which involves logistics) with regard to both contract and direct-hire operations. Additionally, it may have professional or technical direct-hire personnel. Administrative functions of USU-F would appear to be of lesser relative importance than they are in AID-F but such functions do exist. Analysis of data relating to functions of the team leader indicates that he spends considerable time on "purely administrative" matters. Even the technicians may perform administrative functions in obtaining books and technical supplies, in preparing reports, in processing participant trainees and in keeping his superiors informed.

A third characteristic of these entities is their relative newness. Few Universities have had AID contracts for more than 10 years. Only in recent years have they recognized the scope and importance of international work by establishing department-level or associate dean-level administrative units to handle foreign-oriented work. AID and its predecessor organizations represent an older organization, though still relatively young in terms of firmly established institutions. Also there is some doubt as to the validity of classifying AID and its predecessors as a single organization.

A final important characteristic of these administrative entities is their high rate of personnel turnover. This is especially noticeable at the USU-F level where two-year commitments are the rule. AID-F personnel also are rotated periodically. Even AID-W has considerable turnover. Only USU-C may not have experienced high personnel turnover, due in part to the fact that their international programs divisions are new and are not heavy staff users. But even here, some use has been made of temporary, "borrowed," retired or semi-retired personnel, thus resulting in rapid staff turnover.

How do these characteristics affect the "knowledge" which representatives of one entity have about another entity? The multi-function and multi-purpose nature of the organizations opens the possibility of erroneous generalizations based on observation of a part rather than the whole. The other two characteristics--newness of the organizations and their tendency to rapid personnel turnover--make it difficult to use our limited observations to predict, with any reasonable degree of confidence, what may happen in the future. As one worker commented, "Having spent over 18 months developing the rules of the game as they are spelled out in our particular contract, we found it embarrassing when persons moving into new jobs brought with them new sets of rules."

Given these difficulties of obtaining workable Knowledge (in a predictive sense) about the TAC administrative entities it is not surprising that difficulties have arisen between entities brought together by the relatively new concept of contractual arrangements for institution building.

Analysis of Attitudes and Opinions

Nature of the Data

A set of propositions (or hypotheses) was submitted to representatives of the four administrative entities. Rural Development Officers or other persons with contract administration functions represented AID-F and 22 responses were obtained. Both team leaders and members responded as representing USU-F, 17 team leaders and 44 members. Thirteen campus coordinators, directors of international programs or persons closely associated with international programs administration made up the USU-C group. There were 20 AID-W respondents.

The propositions were gathered and synthesized from speeches, writings, experiences and opinions of persons with technical assistance contract experience. They are "loaded" in the sense that they are positive statements rather than questions. It was hoped that this would stimulate the respondents to think more carefully than if they had been presented an interrogative statement.

A possible shortcoming of the list of propositions is that, in general, opposing propositions were not included. This would have served as a checking device and possibly have resulted in more confidence in the responses. Another shortcoming, inherent in any opinion or experience-type survey, was that not all the relevant propositions were included. However, the experience of the researchers and the pre-testing served to minimize this disadvantage.

Respondents were asked to react to the propositions on the following scale:

Based on

Refutes	Experience					Disagree	Judgement					Agree
	1	2	3	4	5		1	2	3	4	5	

A column was also provided for those who felt they could give no reaction to a specific proposition.

In this analysis no distinction will be made between experience and judgement answers because of limited numbers of respondents in some categories.

Agreement with a proposition was defined as a 4 or 5 answer on either scale. The number of such answers was calculated as a percentage of the total number of persons expressing an opinion. Percentages were calculated for the four TAC administrative entities, (AID-W, AID-F, USU-C, USU-F) and for both team leaders and members of USU-F. A geographic grouping (Latin America, Near East-South Asia and Africa) was also made, but only on USU-F.

Definition of the degree of group agreement with a given proposition is expressed in terms of the percentage of 4 or 5 answers as follows:

Substantial Agreement	74-95%
General Agreement	61-75%
Slight Agreement	51-60%
Disagreement	50% or less

The degree to which one group agreed with another group was defined in terms of the number of percentage points difference between groups as follows:

Little or no difference	0-5 percentage points
Slight difference	6-10 percentage points
Moderate difference	11-15 percentage points
Significant difference	16-20 percentage points
Great difference	20 or more percentage points

Respondents were asked to react to a total of 60 propositions but only those bearing on the relationships between USAID-F and USU-F are included in this report. A separate report 1/ contains statistical data and discussion of the entire list. The numbering of the propositions in this paper conforms to the numbering on the master list so that easy reference can be made to the report mentioned above.

Analysis of Propositions

Tables 1 and 2 contain the percentages of respondents, by various groupings, who expressed strong agreement with stated propositions. These data, plus respondents' comments, form the basis for the discussion which follows. Each proposition will first be given, then discussed.

Proposition No. 12 - Project performance is impaired by the lack of understanding of or agreement on the kinds of relationships that exist between the USAID mission and the USU Field Party.

That there have been problems in the working relations between the TAC units hardly needs documentation. One overseas researcher, commenting on his question to AID-F and USU-F about their relationship, "The customary response was a complaint as to the conduct of the opposite party."

This proposition seeks not only to document the existence of problems but also the effect ("project performance is impaired") and the source of conflict ("lack of understanding or agreement"). Little or no difference was found between AID-W, USU-F and USU-C in their substantial agreement with the proposition (80 to 84%). However, AID-F respondents differed significantly from other groups in their opinions, expressing only slight agreement (59%) with the proposition. AID-F apparently did not feel this as acutely as the other groups or they felt that lack of understanding of working relations was not serious enough to affect project performance.

There was a slight difference between team members and leaders of USU-F with members expressing a higher percentage of strong agreement (75% vs. 85%) It is not possible to say whether this difference in opinion was due to lack of communication between team leader and members or whether the team leader, through more contact with AID-F had a better knowledge about the understanding of relationships between the two entities.

1/ Ellsworth, D. F., "Description and Analysis of Responses to Propositions Over Which There is the Greatest Lack of Administrative Unity", CIC-AID Rural Development Research Project, Purdue University, Lafayette, Indiana.

Little or no difference was found between NESAs and Latin America USU-F responses. Both were in substantial agreement with the proposition. (Africa will not be included in geographic comparisons because of the small number of respondents).

Most of the comments come from USU respondents. Those listed below express differing opinions and one (as did others not quoted) mentions the personnel turnover problem.

1. (USU Respondent) As professional faculty the great majority know what the job is regardless of AID-University party relations. I don't believe that our project has been impaired to any extent by lack of understanding.
2. (USU Respondent) The AID-F attitude that USU professors at the Host Institution are simply their legmen.
3. (USU Respondent) This was not true while I was on assignment. Relations with AID mission were excellent. However, the situation changed when a new mission director arrived.
4. (USU Respondent) Without proper understanding between AID and contractors, bad feelings can arise because AID thinks that we are their messenger boys to carry documents from AID to the Host Institution or they want us to tell the Host Institution that they must comply with certain requirements as they will not get financial help. This type of pressure reduces our effectiveness.
5. (USU Respondent) Also lack of understanding or definition of operations rules.

Proposition No. 17 - Most common threat to productive, cooperative relations between the field units of AID and USU from the USAID/Mission is its tendency to regard USU field team as operationally subordinate. (There is no question of USAID's authority on general policy matters.)

Proposition No. 18 - Most common threat to productive, collaborative relationships between the field units of AID and USU from the USU is its tendency to consider itself operationally--and at times even politically--virtually independent of USAID/Mission.

As might be expected, the affiliation of respondents was related to their responses. Two-thirds of the USU-F respondents and 77% of the USU-C people viewed AID-F as treating USU-F operationally subordinate but only 26% of AID-F felt this way. AID-W fell between these extremes with 42% agreement. On the other hand, about 70% of AID-F, but only slightly over a third of college respondents agreed. Note that these propositions, like some others, relate to two questions: (1) What is the nature of the specified entity? and (2) What is the effect on working relations of this characteristic? Presumably, agreement was not expressed if the respondent disagreed with any part of it, thus we can say that at least 68% to 70% of each field group agreed with the proposition regarding the other group. Possibly some additional persons agreed with the characterization but disagreed on the effect.

Team leaders differed significantly with their members on these propositions. The team leaders expressed stronger agreement on both propositions than did team members. This suggests that they had some appreciation for opinions held on both sides of this question of subordination-independence.

Little or no geographic differences were noted in responses to either proposition.

Selected comments on proposition 17 gives some idea of reasoning behind the opinions held:

1. (AID Respondent) On many operational matters USU field team insists on the same treatment operationally as direct hire AID employees.
2. (AID Respondent) The USU is subordinate to USAID in the same way as an agricultural branch is subordinate to the Division chief and/or the Mission Director.
3. (USU Respondent) The main problem is that no real relationship is established at the working level. Either because of the lack of time, other priorities, or lack of thought, USU people and AID people rarely meet to discuss possible collaboration.
4. (USU Respondent) At times AID officials seem to interfere excessively in operational detail. Difficulties created on technical clearances of personnel create problems.
5. (USU Respondent) Yes, although varies by posture of USAID directors as individuals--both are strong elements leading to USU-USAID misunderstandings.
6. (USU Respondent) There is a need to maintain USAID as operational superior. However, the weight of this superiority can be a problem. The field party should be given as free a hand as possible in development of the project, ordering equipment, etc.

Comments on the independence of USU were not so numerous. Selections follow:

1. (AID Respondent) Not true. USU needs to be independent.
2. (AID Respondent) Depends on the contractor and the circumstances. USU's are often ambivalent over "operational independence"--they want to decide for themselves what they will be dependent and independent on-- How many USU's are prepared to contract with the Host country?
3. (USU Respondent) Universities sometimes forget there is a contract obligation to fulfill. Tend to use contract as a way of giving staff and grad students a "laboratory to do research" on topics of personal interest. SOME AID people recognize that, by being independent of AID, USU's can do some things and gain rapport that direct-hire AID cannot.
4. (USU Respondent) But this attitude is justifiable when the project is educationally oriented and the USU party consists of educators. Party should have complete freedom in developing its specialities with a

minimum of interference. We have had several obstacles placed in our way, particularly in ordering commodities.

It appears likely that there is at least some truth in both of these propositions--that productive relations between AID-F and USU-F are hindered by AID's tendency to regard USU-F as operationally subordinate and by USU-F's tendency toward independence. Be that as it may, what one group thinks of another will determine its conduct toward that group. This, alone, can be detrimental to good working relations. More than this, given some slight tendency to the characteristics imagined by others, their reaction based on this imagination can stimulate development of the particular attribute.

Let us illustrate this point. USU accepts a new contract. The team leader is told, "Run your own show, don't let AID-F dictate to you." After arriving at his post the leader receives a memo from AID-F requesting monthly out-of-state travel plans. Team leader sends memo to USU-C with note attached, "Now they're trying to dictate travel plans." Letter from Campus Coordinator to AID-F reads, "Please bear in mind that travel plans of our staff are handled in the same manner as if they were handled on campus." Result: Ruffled feelings and evidence for both parties that their suspicions about the other were well-founded. And it matters not why travel plans were requested--whether to help insure the safety of USU personnel or to dictate where they might travel, the sequence of action-reaction will tend to be based on what the parties think or assume about each other.

Even without major incidents, the accumulation of minor irritations like travel approval, leave time, mail service, reports, ordering small items of supplies, etc. can reach the point where USU-F and AID-F tend to meet as adversaries rather than members of inter-related groups having like objectives.

College people probably do have a tendency to independence, arising from the value they place on academic freedom. And it is not unlikely that AID has some feeling that "He who pays the fiddler calls the tune," even after a fairly flexible contract has been signed. If so, and given the opinions of USU-F and AID-F about each other, as indicated by the responses to the above propositions, action is needed by the various TAC entities jointly to seek means to reduce the magnitude of the problem.

Proposition No. 11 - Both AID and Universities have often concerned themselves with relatively unimportant operational matters to the extent that larger, more significant problems and opportunities have been neglected.

AID-W and USU-C respondents were in nearly complete agreement with this proposition (92% to 96% agreed strongly), but only about 65% of USU-F and AID-F respondents agreed strongly.

A slight difference existed between team leaders and members, with leaders agreeing more strongly, perhaps reflecting the fact that the team leader, more than the members, has the responsibility for administrative detail.

Geographically, Latin American respondents expressed only slight agreement with the proposition (55%) while NESA was in substantial agreement (82%).

The comments were not very enlightening, but several are presented below:

1. (AID Respondent) Depends on what is meant by the word "unimportant", usually attention to tedious detail is necessary by someone or the operation breaks down.
2. (AID Respondent) Too much time spent on monthly activity reports, problems of expense accounts, etc.
3. (USU Respondent) USU gave too little attention to long range program planning.
4. (USU Respondent) True. To extent the team leader becomes absorbed in solving petty detail and leaves main program planning undone. Excess report writing also leads to obsession over trivia.
5. (USU Respondent) University sometimes overlooks the "little" opportunities and problems that could be crucial or excellent handholds.

The most interesting aspect of this proposition is the difference in agreement of home-based and field units. In this contract with field units, AID-W and USU-C must be impressed by the large amount of operational overhead necessary for field operations. They are thus alert to the danger that a field operation may do little more than sustain itself. On the other hand, members of field teams are, themselves, recipients of considerable effort which might fall in the category of "unimportant operational matters". From the time the USU family leaves the haven of their campus or the AID family leaves their Washington suburban home until they return, they feel a considerable dependence on AID. They may be met at their foreign destination by AID officials who help them through customs, introduce them to the Embassy nurse, issue PX cards, explain mail service, assist in getting driver's license and local identification cards, etc. During his tour of duty the technician looks to the AID-Embassy complex to assist in any emergency and to continue to provide services for the comfort and safety of his family. The largest number of contacts of the typical USU technician with AID likely will involve what, in retrospect, are relatively unimportant matters. But at the time, these matters were quite important. They were necessary, though not sufficient, conditions for project success. Thus, over a third of the USU-F and AID-F respondents did not agree strongly that AID and USU spent too much time on unimportant operational matters. (A fourth of AID-F and a sixth of USU-F respondents indicated strong disagreement with the propositions).

This, then, is not an "either-or" proposition. The challenge to the various administrative entities is one of devising means to handle the necessary and important operational matters but not allowing them to crowd out the larger, more significant problems and opportunities. Perhaps a modification of Parkinson's Law 2/ that work expands to fill the allotted time is appropriate: Operational matters, if unchecked, tend to consume available resources.

2/ Parkinson, C. N., "Parkinsons Law, and Other Studies in Administration," Boston, Houghton Mifflin, 1957, 113 p.

Proposition No. 15 - Project performance is impaired with an increase in contact between USAID/Mission and USU/Field Party if these contacts concern simply routine project administration and operation and if the relationship tends to or seems to put the USU team in a position definitely subordinate to USAID/Mission.

Respondents in the USU-C group were in general agreement with this proposition (73% agreed strongly) while the USU-F group indicated 78% agreement. The AID-F group rejected the proposition with nearly half of the responses indicating strong disagreement (1 or 2 reply). Slightly over half of AID-W respondents agreed strongly.

Team leaders agreed more frequently than members (87% vs. 75%). Latin American respondents, with 79% in agreement, felt this problem of subordination more than NESAs respondents who expressed 67% agreement.

Comments by AID respondents on this proposition were much more numerous than on the other propositions discussed thus far:

1. (AID Respondent) For instance in negotiating with the Host Government the contractors role must be subordinate. If determining educational programs it should be superior.
2. (AID Respondent) But why is there so much sensitivity over these relationships?! Overall responsibility for success or failure rests with the mission and agency. Therefore, they must occupy some position that is neither equal nor subordinate to lesser responsible entities or parts of the whole. Who is assisting whom in the final analysis? Contract teams are a part of the mission family--not vice versa.
3. (AID Respondent) The USU team is subordinate to USAID per se in reference to policy. If you are talking about how skillfully USAID bosses handle their subordinate staff, then I can agree with proposition. Team attitude of partnership carried to an extreme is deadly.
4. (AID Respondent) Certainly the USU team must take direction from AID.
5. (USU Respondent) I found that it was better not to discuss details with AID mission personnel. Too many unnecessary questions were raised.
6. (USU Respondent) Yes, with respect to demands for special and routine reports, by the book regulations, etc. But the contract can help USAID understand problems of contract administration encountered by the USU--can lead to more flexibility.

The comments indicate that the USU team is subordinate to AID in some respects, but may be "superior" in other aspects. It is possible that the different groups defined "routine project administration and operation" differently and that this explains the sharp difference of opinion between USU and AID-F. If AID-F defined this as reports specified in the contract, importation of personal and professional supplies, international travel regulations and the like, it is not surprising that they should expect USU-F to accept the role of a subordinate in conforming to these conditions to which they had agreed or conditions over

over which AID-F has no control but must accept action or control responsibility. On the other hand, USU-F may have defined these contracts as matters which more properly could have been handled by their own group. This leads to the obvious, but apparently sometimes overlooked, necessity of specifying those administrative situations which USU-F personnel must expect to accept, as subordinates, because of prior agreement or as a result of State Department and/or Foreign Ministry regulation.

Proposition 10 - It is not feasible to expect the contract as a document to specify adequately the roles of all the persons and entities involved in a contracted project. In other words the contract document cannot provide a basis for each person to understand the TAC organization and his place in it. Such an understanding needs to be built on other bases, such as experience and tradition or frequent relevant contract among personnel of various entities.

The propositions discussed thus far have indicated that difficulties do exist in the relationships between AID-F and USU-F. The source of these difficulties has included uncertainty regarding the nature of agreements between entities; relative emphasis on operational matters and problems of independence, subordination and superiority. This proposition and those which follow will shed some light on ways to improve working relations.

The U.S. based entities expressed virtually complete agreement with the idea that the contract alone is incapable of specifying the roles of all persons and entities. Both field teams were in substantial agreement with the proposition. More team leaders (88%) agreed strongly than did their team members (78%). NESA respondents agreed more strongly (93%) than those from Latin America (78%).

The following comments indicate that contracts probably can be improved and that more effective use can be made of work plans:

1. (AID Respondent) Each contract provides for the development of a work plan. The work plan as from time to time updated should "adequately specify roles".
2. (AID Respondent) Essential to have annual work plans revised in discussions with all concerned. Institution building is evolutionary process, thus it cannot be blue-printed at the beginning. However, work programs must be prepared.
3. (AID Respondent) The development jointly with the Host country and Host Institution of detailed long- and short-run work plans gives the most concrete way to meet this contract shortcoming.
4. (USU Respondent) The contract should only spell out objectives and overall operational procedure--it should not have to include a job description.
5. (USU Respondent) Lack more likely administrative rather than weakness of contract.
6. (USU Respondent) Much could be done to improve the contract and its definitions of purpose and objectives. Use of "frequent relevant contact" could greatly help in drafting revisions if not possible in advance of drafting the initial contract.

Those comments recognize that institution building contracts, unlike contracts to construct a bridge or road, cannot be rigidly specific. They must allow flexibility to meet changing conditions.

Proposition No. 13 - Project performance will be facilitated by the existence of peer relationships or collaborative relationships between the field units of AID and the USU even though client-contractor relationships must exist in general between the two entities.

Proposition No. 14 - Project performance is improved with an increase in contract between USAID Mission and USU Field Party if these contacts are truly collaborative in nature and if they concern program development and execution.

Proposition No. 16 - Project achievement is enhanced to the extent that the contractor field team is informed on total USAID agricultural program and is even further enhanced if field team participates in program development when it has a special competence for this task.

The proposition preceding these three suggested "relevant contact" between various entities as a means to better understanding and working relationships. The above three propositions defines relevant contact as peer, collaborative and cooperative relationships.

All groups, including geographic and leader-member sorts, expressed substantial to nearly complete agreement with the three propositions. The only group which differed significantly from some others was AID-F in response to proposition No. 13. Only 74% of the respondents agreed strongly in contrast to 85% to 95% agreement by other entities.

The following comments on proposition No. 13 from AID respondents suggests some of the problems involved in developing peer or collaborative relationships. (Note that AID personnel commented more frequently on this proposition than did USU respondents).

1. (AID Respondent) On first part: Experience clearly demonstrates that when like things are created alike, harmony is enhanced. But who is whose peer. Party chief cannot be on peer relationship with USAID Division Chief in an organizational sense. Most frequently, they assume a superior position which further complicates administrative unity.
2. (AID Respondent) Depending upon who assumes peer attitude in factor--such relationships are not conducive to well knit program--collaborative relationship is what AID strives for.
3. (AID Respondent) This statement appears almost tautological. Is the suggestion that AID tends to push the contractor around? If so, disagree strongly.
4. (AID Respondent) USAID's in the final analysis, have never been permitted to contract out responsibility (especially in the case of failure). Therefore, certain final commensurate authority must also rest with the USAIDs. However, there is still no reason why good working relationships cannot be developed and maintained at the final level, i.e., between USAID/Mission and the USU/field team and their respective staff members.

5. (USU Respondent) Informal COMMUNICATIVE relationships, yes; putting contract teams in a position of handling "brushfires" all the time, no.

Comments on proposition No. 14, which specifies the collaborative relationship as concerning program development and execution, came mostly from USU respondents. Note that two persons commented on favorable experiences in collaborative work.

1. (AID Respondent) But such contracts could hamper the work.
2. (USU Respondent) Meetings at AID-F headquarters in 1964 and 1965 provided opportunity for exchange of ideas, improved working relations for isolated groups, etc.
3. (USU Respondent) Communication helps, but can lose rapport with counterparts if there is too close of an identification with USAID.
4. (USU Respondent) We have had several instances in which collaborative efforts with AID mission have been mutually beneficial. Working with the RDO has been particularly helpful.

Both USU and AID personnel commented relatively frequently on proposition No. 16 which emphasized the importance of USU-F being informed on the total AID program and participating in areas where they have special competence.

1. (AID Respondent) The USU field team should participate in developing and coordinating its program with related elements of a country program. This should be discussed jointly at the planning stage. However, participating in TOTAL program development would hinder contract objectives unless the contract work plan included this responsibility.
2. (AID Respondent) Agree. Participating in Total program development would hinder contract objectives unless the contract work plan included this responsibility. Agree should participate in developing program and coordinate with related elements of country program which should be discussed jointly at planning stage.
3. (AID Respondent) However, I was never able to get the contractor to participate in program development--especially when it came to decision making.
4. (AID Respondent) Team should participate in development of its program, but be careful not to dissipate members efforts. Two separate propositions here.
5. (USU Respondent) Often yes, but carried too far has resulted in excessive diversion of team members from work and relationships with counterpart groups.
6. (USU Respondent) No experience here because AID-F has shown no inclination to make much use of field team talents.
7. (USU Respondent) We haven't been informed of the total program.

8. (USU Respondent) It has been a common occurrence for AID-F not to bring us into program development to which we could contribute significantly. The result is less than could otherwise have been achieved.

Why is such importance attached to peer or collaborative relationships? First, the existence of such a relationship tends to eliminate, or at least reduce, the feeling that the other entity is basically dictatorial or independent. Second, advance knowledge of existence of a peer relationship aids substantially in reducing uncertainty about the administrative entities. It creates this kind of feeling on the part of new personnel: "I don't really know how AID-F operates but as long as we can meet man-to-man, we can work out solutions to problems which arise." Third, truly complementary relationships may be present in collaboration on program development and execution.

While there was substantial to nearly complete agreement by all entities regarding the desirability of peer, collaborative and cooperative efforts between AID-F and USU-F, the comments focused on several problem areas. In the first place, lack of cooperation on the part of both AID-F and USU-F was cited. A lack of information about AID's total program was mentioned. More important, respondents from both field entities recognized establishment of collaborative, peer and cooperative working relations is not without some possible pitfalls. USU-F personnel fear becoming "leg men" or being called on to do "brush-fire" work. Several AID comments put the problem in better perspective: USU-F has fairly specific objectives which should not be jeopardized by dissipation of their efforts over too wide an area.

Proposition No. 19 - Even in the ideal situation there will be some conflict situations between AID and the USU contractor. Project achievement will be enhanced to the extent that unpleasant contacts or negotiations involving conflict between AID and USU are shifted from the field units to the center units (Washington and Campus).

The idea of solving field problems in the US was soundly rejected by both AID-F and AID-W (15% or less strong agreement). The most support for the proposition came from USU-C, with 62% of the respondents in strong agreement. About half of the USU-F and Latin American respondents agreed strongly and there was 31% agreement by NESAs respondents.

The following comments emphasize time delays and lack of knowledge as disadvantages to shifting negotiations to the US:

1. (AID Respondent) Why need there be conflicts? Objectives must be identical. Unpleasant matters should be settled on the spot if possible. Who's kidding whom by referring matters to Washington and Campus?!
2. (AID Respondent) These cannot be shifted to the center. Primary responsibility has to be in the field.
3. (AID Respondent) Field problems are better solved in the field--time delay.
4. (AID Respondent) My experience is that conflict is often aggravated in Washington/Campus relations; USAID and USU-F do better.

5. (USU Respondent) If problems cannot be resolved in the field, they probably cannot be resolved in the U.S.
6. (USU Respondent) Doubtful--Campus-Washington negotiations can and have resulted in some very unrealistic arrangements, as well as excessive time lags.
7. (USU Respondent) May have to result in outside arbitrator in some cases. If AID and USU staff cannot discuss problems like adults, then little chance for success anyway.
8. (USU Respondent) Washington and campus probably really don't know what the "problems" are--depends on particular case.

Summary Comments on Attitudes and Opinions

Listed below are seven statements which briefly summarize the responses to the propositions discussed in the preceding pages:

1. There was substantial agreement by all administrative entities except AID-F that problems of agreement on or understanding AID-F and USU-F working relationships impaired project performance. AID-F did not feel this problem as acutely as the other units.
2. AID entities view USU's as impairing field unit working relations by exercising undue independence while USU's accuse AID-F of impairing working relations by regarding USU-F as operationally subordinate.
3. All of the administrative units are alert to the possibility that emphasis on operational matters may cause neglect of larger problems but field units are much less concerned than the U.S. based entities.
4. USU's feel that project performance is impaired by relationships between USU-F and AID-F which even seem to place USU-F in a subordinate role. The USU entities expressed only slight agreement to disagreement with this notion.
5. All groups expressed nearly complete or substantial agreement with the idea that the contract alone can create proper working relationships. USU team members and AID-F respondents seemed to have more confidence in the contract than other groups.
6. All groups tended to favor more peer, collaborative and cooperative relationships between USU-F and AID-F, but they recognized some of the difficulties involved in establishing such relationships.
7. Only USU-C expressed some agreement with the idea of transferring problems of conflict between field units to their U.S. based counterparts.

These data regarding the opinions of the TAC administrative entities on specified propositions about AID-F and USU-F working relations should aid personnel in these entities both in understanding their own organization and the others with whom they work. Such understanding is a necessary prerequisite to improving working relationships.

Some Concluding Comments 3 /

The relative newness of the TAC administrative entities and high rates of personnel turnover have precluded the development of "institutional personalities". The multiplicity of function and objectives of the entities and their parent organizations has made the task of characterizing them difficult. The new worker considering moving into TAC, especially the field units, faces uncertainties with regard to living conditions, health, schools, language, adaptation and professional recognition as well as the uncertainty to the institutional environment (both TAC and host institution).

He uses bits and pieces of information to make inferences as to the "likely" nature of things. If these subjective predictions conform to some minimum standards, he decides to join TAC. He then holds to these characterizations almost to the point of accepting them as truth and more easily sees evidence confirming them than evidence refuting them and thus moving him back into a position of greater uncertainty. Furthermore, he acts on these beliefs and other entities react to him--a process of action and reaction which may actually breed the characteristics which, in the first place, provided the particular action.

Therefore, one of the obvious needs is for pre- and in-service orientation on such matters as contract content and objectives, nature of AID organization, division of authority on administrative matters, relation of contract objectives to over-all AID objectives and the like.

No doubt other reports on the CIC-AID study will focus on this matter of improving knowledge and understanding but several points will be emphasized here.

First, an effort should be made, at the USU-C, AID-W level to identify those problems which can be solved "by decree." Some of these are "givens": passport regulations, vaccinations, entry and exit procedures, import restrictions, etc., but others dangle, to the point that USU personnel have been characterized as picking the best from two worlds. Then, when expectations are not realized, discontent sets in. Many of the complaints of USU-F personnel about AID involve "little" things which need only to have been decided--in one way or another (vacation, terminal leave, emergency leave, reports--the things technicians gripe about). These are not unimportant matters but preoccupation about them can reduce the effectiveness of technicians.

Second, it should be recognized that no joint effort can long endure which does not result in greater achievement of the objectives of both parties than if they had acted alone. This requires communication between various entities regarding their objectives. One respondent commented as follows:

The objectives of AID and USU are often different--the question arises--should they be? The goals (actual and not necessarily stated ones) of both need to be clarified in most cases. AID many times has political objectives whereas USU tends to have technical objectives. Sometimes these agree and sometimes not.

3/ These comments are based partly on the data presented and partly the personal experiences and observations of the writer.

Some of the Universities appear to have gotten into international work via AID contracts without much conception of this longer-run objective: Perhaps there was no other way to begin but sufficient time has passed and experience accumulated so that the USU's should now be able to enunciate more clearly what their objectives are.

Third, much more effort needs to be devoted to means of accumulating and using the experience gained by USU team members. Obvious suggestions include meaningful terminal reports, the content of which is stable enough to accumulate information over time; de-briefing sessions at both the AID-F and USU-C levels; and use of experienced technicians in training new people. A more controversial suggestion is a system of periodic review and evaluation of both contract operations and individuals.

Fourth, means to promote collaborative relations between USU-F and AID-F need to be established. A prerequisite to this is to increase the understanding of the relations between the parts and the whole of the AID agricultural program in the foreign country. Each USU person need not have an AID counterpart. Not every member of the USU team should expect to collaborate actively with AID. But he does need to know that collaboration is possible and he needs information to identify fruitful areas of collaboration.

Finally, the matter of how to communicate demands more attention. Should formalized pre-orientation be required of USU team members? If so, who should assume this responsibility? Some type of formal orientation would appear desirable. Perhaps selected universities could specialize geographically in offering such training, using both AID and University personnel for planning and conducting the orientation. Can AID-F annual or semi-annual college contract conferences serve as a useful communications device? These and other means of communication need to be considered.

TABLE 1

Percentage of Respondents, by Administrative Entity,
Who Strongly Agreed With Stated Propositions

Proposition Number	Administrative Entity					
	USU-F			AID-F	USU-C	AID-W
	Leader	Member	All			
10	88	78	81	76	92	91
11	71	61	64	65	92	96
12	75	85	81	59	84	80
13	93	93	93	74	85	95
14	100	95	97	95	92	100
15	87	75	78	42	73	53
16	94	93	94	100	92	89
17	80	64	68	26	77	42
18	48	32	87	71	36	70
19	53	48	49	15	62	11
Number of Responses	17	44	61	22	13	19

TABLE 2
 Percentage of USU-F Respondents, by Geographic Area,
 Who Strongly Agreed With Stated Propositions

Proposition Number	Geographic Area		
	NESA *	Latin America	Africa
10	93	78	67
11	82	55	67
12	82	85	67
13	94	92	100
14	100	95	100
15	67	79	100
16	100	79	100
17	67	68	67
18	37	32	67
19	29	50	83
Number of Responses	17	39	6

*Near East-South Asia