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**Team Leader**

**by**

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**One portion of the Final Report of the CIC-AID Rural Development Research  
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This paper is divided into three major sections. The first section examines the theory of leadership, management, and organization related to the task of a team leader in an institutional building environment in a developing nation. The second section describes the function and special problems of team leaders working in a developing country. The third section synthesizes the theoretical framework of the first section and the empirical information from the second section to develop suggested modifications in the environment, selection, and training of team leaders to improve team leader performance.

## The Theoretical Framework Of Leadership

### Goals and the team leader

The following discussions of goals and goal conflict from a theoretical point of view assumes the major goal of the U.S. University - AID contracts is to build an institution that is integrated into the structure of the indigenous society. This point is explored in more detail under the section of the paper entitled "functions of the team leader."<sup>2/</sup> However, this assumption of the goal relies primarily on the work of others in the definition of this research project.<sup>3/</sup> This assumption is relevant to the issue of goal conflict developed below because it implies a much broader goal than the alternative concept of conducting research, teaching, and extension in a developing nation. This alternative concept is not the essence of institution building.

A leader or manager must define and articulate the goals of the organization. Regardless of the level at which he operates in an organization, he must identify or interpret the broad goals of the organization and then translate these broad goals into working objectives for his division of the organization. The people who work for a manager must be able to identify the goals of the organization as perceived by the manager before they can direct their work toward the accomplishment of these goals.

Even though a manager can identify and explain the goals of an organization, there is no assurance that these goals are compatible with the goal of the leader and/or the goals of the members of the team. While compatible goals among the organization, the team leader and the team members would be an ideal environment, the ideal situation rarely occurs in any organization. Deviations from this ideal create problems in attaining the goals of an organization.

It is essential to identify the separate goals of an organization and the team members especially when these goals conflict. After the conflicting goals are identified either a reward system that overcomes the conflict between the goals of the organization and the team members' needs to be developed or individual and organization goals need to be modified to more closely conform to each other. An example of the former method for resolving goal conflict would be a business owner who changed the remuneration of his employees from an hourly wage basis to a percentage of profit basis. An example of the latter method would be the development of esprit-de-corp where the goals of the group were given higher priority than personal goals.

In institution building in underdeveloped nations there may be a conflict between the goals of a team leader and the goals of the organization. (The

same type of conflict may exist between the goals of team members and the goals of the project leader and/or organization). The basic problem revolves around the identification of the clientele served by the personnel. If the team leaders and team members perceive their service as directed toward the people in the country where they are working, there probably will be little conflict between the goals of the organization and the individuals within it. This lack of conflict will occur because both the team members and team leader will develop the linkage between the institution and the society.4/

An alternative situation occurs when the team leader and/or the team members identify their clientele as the people at the home University or in U.S. agriculture. Where this occurs it is easy to approach work overseas in terms of continuing to conduct research, teaching, and extension in an area of interest related to previous and future work in the United States. For example, a person conducting research might examine a problem that was closely related to his work in the United States rather than a problem which had highest priority for the development of the foreign country. This situation would make institution building more difficult.

Perception of the group of people to be served by an individual may be related to the reward system. How does the present system reward the individual team leader? Are project performance, personal technical contributions, and administrative skills, the criteria which are used to evaluate a team leader? Which of these criteria has the greatest weight? If the reward system is based upon criteria which encourages performance in light of U.S. needs, then there can exist a serious problem in matching the goals of the individual to the goals of a project.5/

The above discussion of the relationship among team leader, team member, and organizational goals has focused on identification of potential sources of conflict between the goals of institution building and the factors motivating the actions of the team leader and the team members. This approach avoids the danger of equating organizational goals with rationality and divergent manager or employee goals with irrationality.6/ In the example above where the employee's salary was changed from an hourly wage to a percent of profit, the employee's contribution to organizational goals might not improve. This still could be rational if the employee preferred leisure or developing prestige with other team members to a higher income. In this case the modification of the reward system would not improve the employee's productivity because the goal of the employee was incorrectly identified as a higher income.

### Characteristics of the team leader

The first characteristic of a manager is difficult to describe. The need for this characteristic is related to the dynamic nature of a managerial position. Since the nature of the job is not static, the type of job performance that occurs is a function of the ability of the manager to perceive, define, and redefine the job.7/ Does he see the job as an opportunity, and does he expand the job in the dimension where he can make a major contribution? This is somewhat similar to comparing an active to a passive approach to a leadership position. The individual who only does carefully and well exactly what he is told to do will have an entirely different impact on the organization than the person who generates new concepts and roles for the job he is performing. In one sense a job description is actually written by the person who performs the job.

A commonly referenced attribute of leadership is the ability to develop the respect and trust of the team members. The type of personal relationship that any leader can develop with those people who work for him will determine the success or failure he encounters in his leadership role.<sup>8/</sup> To develop this respect for a team leader, requires more than a team leader with integrity; it requires a wide variety of personal relationships between the team members and the team leader so the opportunity is available to discover this integrity and develop this respect.

A second attribute commonly used to describe a manager or leader is the attribute of drive or hard work. This characteristic often is associated with an aggressive type of personality. It is illustrated by an individual who sets high standards of performance for himself and meets these standards in his work. This provides an example for those people who work for him to emulate.

One often stated characteristic of management is the idea that a manager deals with people, e.g., motivates them. Therefore, theoretically the successful or skillful manager can manage anything since all jobs have this common characteristic.<sup>9/</sup> While there are elements of logic in this statement, it needs to be interpreted in perspective by examining its relationship to the other characteristics required of a leader. Can the man function as team leader without gaining the respect of those he is employed by and those he employs? If the respect is based on technical competence in an area, then technical competence is a prerequisite to successful leadership. Furthermore, can a manager communicate with his staff if he has no technical competence or understanding of their work? It appears that the idea of a manager performing equally well in any managerial position must be modified by the questions raised above.

### The role of communications in facilitating successful leadership

Successful leadership is facilitated by the key link of communication. Communication takes place through formal and informal channels by a variety of techniques. Writing and speaking are the two primary techniques for communication.

Formal communication channels usually are established in a vertical manner from team members to leader and from team leader to the administration at the U.S. University supporting the project. The formal communication channels provide one of the primary methods of disseminating information which provides the basis for action by each member of the formal information chain. In addition to the vertical channels, some formal communication channels may exist horizontally between people or organizations at roughly similar levels in the "chain of command". These supplementary formal horizontal channels of communication generally provide information which aids in the coordination of the activities of these people or organizations since they are not directly linked by a chain of command. An example of a formal horizontal channel is the formal reporting between the AID field team and the U.S. University field team. This differs significantly from the line relationship found in the formal vertical communication channels.

The informal communication channels are more difficult to describe in general terms; however, they may be more important in establishing effective leadership. In general, communication at private discussions, meetings, seminars, and social activities provide the opportunity for informal exchange of information. Informal communication is simply the continual search for knowledge which when

obtained permits decisions to be made based on a broader perspective of the situation. Informal communications generally are characterized as flowing in a horizontal manner between groups with related interests, such as, the Ministry of Agriculture and the College of Agriculture. However, informal communication channels may operate in a vertical manner which often skips certain elements in the "chain of command".

Since informal communications between operating agencies are often the most efficient way to provide information, they should be encouraged at all levels of management. These methods are efficient in the sense that rather than having information move up one "chain of command" to the top and then down another "chain of command" to the bottom, it moves between the two most directly concerned agencies.10/

The type of communications requirements are related to the method of leadership adopted by the team leader. Two quite different methods of leadership have been discussed in the theoretical literature. One method is described as an authoritarian system which prescribes the rules tightly and closely checks performance of the members of the organization in relation to these prescribed rules. This method of leadership requires a one-way flow of information from the top down. An example of this method of leadership often cited is a military organization.

A second method of leadership is described as permissive or non-authoritarian. This type of leadership involves providing opportunities for the members of the group to express their ideas about the way a job should be performed, and stimulating the members of the group to be creative. Under this method of leadership a two-way flow of information up and down the chain of command is required. In addition, an extensive informal communication system is useful as a supplement to the formal system.

Communication is not a freely flowing exchange of ideas. The free flow is inhibited by problems that exist in any group or organization whether formally or informally structured. In any superior-subordinate type of relationship, there exists a tendency of the communicator to develop defense mechanisms which limit free communication. The subordinate, for example, might not question the suggestions of the superior if he feels this questioning would be interpreted by his superior as other than constructive criticisms. Furthermore, a subordinate might fear appearing to be foolish by asking a question. The superior in the relationship has similar problems of communication. He may feel he must keep an aloof relationship in order to be able to make decisions based on job performance without the influence of personal relationships. He may feel that he must demonstrate superior knowledge to justify his present position so he may hesitate to ask questions.

Other barriers to free communication exist. There is a tendency to protect the special interests of a small group at the expense of the whole organization. Occasionally overemphasis on written communication rather than a verbal exchange of ideas may inhibit a free flow of ideas. People may be willing to express an idea verbally, but be unwilling to express the same idea in written form. Rumors may confuse the communication channels by replacing correct with incorrect information. When rumors conflict with information received in formal channels a credibility gap may develop. This destroys the mutual trust which supports the free expression essential to effective leadership.11/

### Organization theory - span of control

A topic closely related to leadership is the environment of the organization within which a team leader is operating. This environment provides both constraints and opportunities which influence his freedom of action in the managerial role. Any organization theory includes as one element the span of control exercised by the team leader. While this single issue does not encompass the vast organizational theory literature, it appears to be the most relevant to the situation of the chief of party.

The concept of span of control examines the number of people who report directly to a manager. It includes the idea of line versus staff personnel, for example, the Department Head in comparison to the Administrative Assistant. The appropriate number of people to report directly to one individual varies under different situations. In a research division of a firm the number of people reporting to one individual may be rather large because the direct guidance required and the permissive type of environmental control needed both suggest this structure. In the production department of the same firm, relatively small spans of control may be normal since more authoritarian relationships and more supervision may be necessary.<sup>12/</sup>

Since numbers are of little value in determining the best span of control, the most useful criteria may be communication breakdown. When the number of people reporting to one leader exceeds the number of people with whom he can effectively maintain communications, an additional stage is needed in the chain of command. An alternative to adding another stage in the chain of command is to develop new staff positions which release the team leader from certain tasks in order to provide more time for him to communicate with the members of his organization.

### Team Leaders In Project Development

#### Functions of the team leader

The role of the team leader has been defined in a variety of ways by many groups of people. These people, the team members, team leaders, and higher level administrative personnel in AID and the U.S. University reach what appears to be a consensus about the function of the team leader. While the data are not detailed enough to permit sophisticated comparison of the difference between the team leaders and team members perception of the role of team leader, there are no striking differences apparent in the data that are available. The functions of the team leader can be divided into four categories. These include: relating the foreign team to the indigenous society, developing a plan of work related to project goals, insuring high team morale, and handling the routine administrative matters.

The first category relating the foreign team to the indigenous society is the crucial function of the team leader if the organizational goal of institution building is to be accomplished. Relating the U.S. team to the host country involves working with foreign nationals to develop an understanding of the institution and functioning as a change agent in the foreign society. The following excerpts from reports by overseas observers indicate the wide agreement about and the dimension of this function of the team leader:

"Top priority must go to working with the top administration of the institution".14/

"His first priority should be to advise with the top administrator (of the host institution) on the overall organization and administration of the institution".15/

"The chief of party is the U.S. (Universities') chief representative and must articulate university policy and philosophy and project the U.S. University image".16/

"He must work at the highest level possible in advising, establishing policy, and conditioning the attitudes of indigenous people who will assume the helm in the institution".17/

"We explored the function of a Team Leader and here he feels strongly that the Team Leader should lead the HI into its broad relationships with the Agricultural Community. This is not a role that is well understood by HI leadership and therefore U.S. University people must provide this sort of advice and leadership".18/

"The Chief of Party will also be responsible for maintaining liaison with the Ministry of Education, the Ministry of Agriculture, Regional Education and Agriculture Officers, the . . .Farmer's Association, and other interested organizations".19/

In a negative sense the following comment reinforces the previous quotations by explaining what a project leader failed to accomplish.

"The Chief of Party made no attempt to establish off-campus contacts and saw his job as an administrator of the project".20/

"He is performing the standard activities of a Team Leader quite well, but has not shown great imagination in finding new and exciting ways to help build this institution".21/

The quotations cited above illustrate how broadly the role of the team leader is defined in relation to coordinating the work of the project with indigenous society both at the host institution and beyond it in the Ministries and related agencies of government. This aspect of his role includes not only linkage and coordination, but operating as a change agent to affect and modify attitudes within the indigenous society.

The second function of the team leader might be described as developing a detailed plan of work related to project goals. The following comments indicate that this function is a necessity due to the broad statement of objectives in the project contract. It is important to recognize that this task is not a one time operation conducted by one man. Project goals are defined and redefined continuously by the consultation of the team leader with the team members and other personnel concerned with the success of the project. "...a good chief of party would develop an effective plan of work...During the first six months in his view most of the chiefs of party or chiefs of party with team do not develop the kind of work plan needed...(The project contract was a broadly stated document and the chief of party would have the necessary latitude to develop the kind of program that he felt best or that is not constrained by the initial statements in the project contract."22/

"This position needs to give guidance and perspective to the team members and HI".23/

"He should supervise the technical work of his team".24/

"He must be able to mold men so that they work as a team".25/

Since the productivity of any team obviously is related to the morale of the team members, a function high on the list of priority for the team leader involves developing high team morale. As the following quotations illustrate, team morale in a foreign country involves not only the team member, but his dependents as well because they must adjust to the new cultural environment and the different living conditions.

"None of the duties performed by the Chief of Party is more important than assuming the well-being and morale of his personnel. In this context, the term 'personnel' refers not only to the employees of the Contractor, but also to their spouses and other dependents at the post. The Chief's responsibilities to these personnel begin when they are first recruited".26/

"His second priority should be to keep his team happy, oriented and productive".27/

"The Chief of Party will find that his superior practices are not appreciably different in the host country than in other places. However, he will find that he is drawn much more closely into the personal affairs of his team members, and should accept this as part of his job".28/

"Second priority should go to looking after his team".29/

"Handle all logistical matters pertaining to contract staff members at...Initiate recruitment, carry out local processing and orientation of new team members".30/

The following four comments indicate the role of a team leader in working with the team members by pointing out what certain chiefs of party failed to do. They also illustrate some of the problems that can develop through lack of effective communication channels.

"He does not call staff meetings, nor keep us regularly informed on general developments as we feel would be useful to the project".31/

"His written reports indicate that he had a good comprehension of what was needed to build an institution. But somehow these ideas were never communicated to others. Few staff meetings were held and team members visited only infrequently with him privately. As one team member put it 'there was no leadership'".32/

"I think I can see considerable evidence that the team leader has been given completely inadequate orientation and administrative direction to these short-termers after they arrive".33/

"The first chief of party...served largely as an orderer of supplies and project accountant, but did nothing to coordinate the efforts of the individual technicians".34/

The last quotation above serves equally well as a closing comment on the team leaders role in working with the team members and as an introduction to another general function of the team leader--i.e. to handle the administrative

duties of the project. This role of the team leader is approached almost unanimously by the people performing it or seeing it performed as a negative role. This is a function project leaders are conducting. However, most observers suggest that a team leader should devote much less of his time to this function and much more of his time to the functions previously discussed.

"The administrative details should not occupy Team Leader's time more than 15-20%. Give him time to do more important things".35/

"He estimates that 80 percent of his time is spent in routine administration and because of this he calls himself a 'high paid office boy'".36/

"The Team Leader function has been dissipated and Team Leader has been saddled with too much detail that could well be handled by an administrative assistant".37/

"A significant portion of the administrative relationship between the Chief of Party and the AID Mission is in the realm of accounting for money, inventory and time. All of these culminate in periodic program and fiscal audits, when the records are checked".38/

"He would like to get away from spending so much time with administrative minutiae, but he is not happy to see other members of the team forced to take these up because he does not find time to do it".39/

"Routine administration 50%.

This is a ridiculously large amount of time required by AID of Team Leader. Excessive demands on small matters of no consequence...Had he known there was so much piddling demands for time he would never have accepted the job".40/

Discussion of the functions of the team leader would be incomplete without an examination of some other aspects of the team leader function. These include the adequacy of the definition of the functions of the team leader and the narrowness in which the team leaders' role has been conceived by the U.S. University and AID. Questionnaires completed by University and AID personnel on field staffs and in the U.S. provide some interesting insight into these two issues.41/

The first issue was analyzed by examining the reaction of observers to the following propositions: The team leader role (or function) is not adequately defined by the negotiations among the entities of TAC, thus providing the team leader with inadequate expectations as to his role and forcing too much responsibility on him for role definition. The response to this issue split with the mission staff of AID rather strongly disagreeing with the proposition. They felt the team leader's role has been adequately defined. The U.S. University stateside personnel, the stateside AID staff, and the U.S. Universities field team reached the opposite conclusion because they strongly agreed with the proposition indicating their desire for more adequate definition of the team leader function. (See Table I for a complete description of the response of the personnel to this question.)

The second closely related issue was examined through presentation of the following proposition: Role of team leader has been conceived too narrowly by both the U.S. University and AID. This issue split with the mission staff of AID disagreeing with the proposition. This indicates they felt the role of team leader was broad enough to conduct the operations and complete the objectives

of the project. The remaining three groups indicated above disagreed with the proposition. They said the role of the team leader has not been conceived too narrowly. They indicated there are advantages to considering it in a broad context, because this provides an aggressive team leader with the flexibility he requires to define his role or function.<sup>42/</sup> One reaction to this proposition was "quality of the team leader is a very key factor--and probably more limiting than any too narrow concept of his role."<sup>43/</sup> This comment both closes this topic and suggests the next topic, i.e. qualities of a team leader. (See Table II)

### Qualities of a team leader

This section of the paper differs from the part presented above entitled "Characteristics of the team leader" because this section emphasizes the experiences of the U.S. Universities field personnel who have served in the team leader role and/or served under a team leader. The part presented earlier in this report emphasized the qualities of a team leader that theoretically should be most important. The two sections agree on the importance of some qualities but for other qualities theory and practice do not agree on their relative importance.

The qualities of the team leader can be divided into two groups. The first group relates to the previous experience of the team leader, i.e., technical or administrative; the second relates to specific individual qualities, such as, creativity.

There is general agreement that the Chief of Party needs prior technical experience in a developing nation. "Good perspective on technical assistance is needed and can only be obtained by serving as an advisor for a couple of years."<sup>44/</sup> The experienced administrator may not be the ideal person for this type of job. One observer commented "He would strongly prefer taking someone from the staff here and promoting him to Team Leader than to bring out an experienced administrator who knows nothing of this operation."<sup>45/</sup> This emphasis on technical as compared to administrative qualities of the team leader is consistent with the emphasis on reducing the administrative function of the team leader identified in a previous section. It also is consistent with the theoretical concept of developing the respect and confidence of the team members, through performance of a technical skill on site prior to becoming team leader.

The case for a technical background for the team leader is not unanimously held, however. Those observers who feel the role of the team leader should be more administrative and less program planning argue for prior administrative experience for the team leader. "He (the team leader) should be selected on the basis of administrative skills rather than special technical competence."<sup>46/</sup> "He should have good enough administrative ability to be able to work across the board with HG, and HI administrators as well as USU and HI technicians."<sup>47/</sup> The difference between the arguments for technical or administrative experience is more superficial than real because it depends largely on the definition of the term administrative. Those who argue for strong administrative skills usually interpret the term broadly to mean the skills of working with and directing people in addition to handling written reports. Those who argue for technical competence usually define the term administrator very narrowly to mean a person who writes reports and signs travel vouchers. Furthermore, they do not exclude the leadership qualities often considered to be part of administration from their definition of technical competence. A blend of both would be ideal.

Certain specific qualities that a team leader should possess have been suggested by the overseas observers. Some of these qualities are included in the quotations below:

"He is soft-spoken, hard-working, clever at making others think they made the decisions. That is what a Team Leader should do".48/

"He is performing the standard activities of a Team Leader quite well, but has not shown great imagination in finding new and exciting ways to help build this institution".49/

"If he is not extremely busy and working energetically he sets a bad example for his own team and the 1000...(indigenous) eyes that are on him".50/

The existence of a problem in cultural adjustment is apparent from some of the reports of the overseas observers. This is an aspect of quality that is extremely hard to access when a person has not had an overseas assignment. This may be one reason why many observers wanted to promote a man from the team who had overseas experience to the team leader position. The two examples cited below illustrate the failure of competent people in the U.S. to adjust and perform satisfactorily in a different country.

"This team leader has a record of an outstanding administrator in both university and private research circles. The fact that he has been in circumstances almost all of his professional life where he could find a way to get things done and would not be at the mercy of others to move the ball has placed him in a very awkward situation here. He is extremely able in seeing things which need to be done, but has had great difficulty in having sufficient patience to let things take their normal course or in finding alternative ways to utilizing energies of himself and his team until certain inevitable situations are resolved. While I would rate him very high as an administrator in other circumstances, I do not believe he is constitutionally equipped to handle a technical assistance Team Leader role. I am sure he concurs in this judgement as he made the point with me several times."51/

"Before coming to...he was known as 'go-go-go'. Now he feels he is confined to 'wait-wait-wait'. This is not a happy change of role."52/

Clearly the list of qualities desirable for a team leader to possess is endless.53/ However, the fact that no man is perfect must be taken into consideration when selecting a team leader. If all the desirable qualities were required to be an effective team leader there would be no effective team leaders. A compromise must be achieved to permit the selection of team leaders based upon some of the desirable qualities indicated above. Since inevitably team leaders will be selected who have only some of the desirable qualifications, those who select team leaders are certain to have differences of opinion about which qualities are relatively most important. No attempt has been made here to rank the relative importance of the team leader qualifications.

#### Unique problems of a team leader

When a project leader from a U.S. University works as a team member prior to his selection as team leader, he may change from a peer to a leader and then to a peer role with the same group of people. The third stage of the relationship occurs when he returns to the U.S. University as a member of the Department where

he was previously employed. Does the expected return to a peer relationship after working as project leader effect or modify his actions as project leader effect or modify his actions as a project leader? Some observers believe it does. "Under the existing arrangements the chief of party might be relatively weak in the sense that he succumbs to the dictates of the U.S. University because of his strings and attachments there."54/

The general reaction to this issue by overseas observers indicates there is little or no effect on the team leader who plans to return to his U.S. University in a peer relationship. While theoretically this might not be the most desirable situation, it is probable that the selection of a team leader is really labeling a member of the team who already has an informal leadership role in the group. Informal leadership always exists, since some members of a group are influential and highly respected in their relationship with other members of the peer group. There is no certainty that the team leader will return to the campus and reassume the peer role he held prior to his departure.

Most U.S. University field teams work at isolated or remote project locations. This means a team leader has no on-the-spot help in making a decision. He is on his own, several thousands of miles from the U.S. institution to which he is directly responsible for successful completion of the project. This creates two types of problems. One is the long delay associated with clearing paperwork and other normal routine matters through the appropriate channels. The second is the lack of opportunity to "check signals" informally with other members of the organization. This situation often creates uncertainty and delay which is a burden on even the most capable team leader.

### Broad Conclusions and Implications

The following conclusions and implications for policy modification are not meant to imply there are serious weaknesses in the present team leader operations. This clearly is not the case. They should be interpreted as general suggestions that do occur in enough projects to merit some consideration. The implications for policy modifications are alternative courses of action which may be appropriate in some situations. In fact, some of these suggestions probably have been already adopted in some of the AID-Contract operations. These types of modifications should aid the overall operational effectiveness of the team leaders on the AID-University Contract projects.

### The communication problem

One conclusion that is apparent in the preceding theoretical and empirical description of team leaders, is the need for improvement in the communication of ideas and information. It appears that the primary weakness is in the area of informal communications related most often to programming and planning operations. The clues suggesting this problem are numerous and overlapping. There is wide criticism of the role of the team leader as an administrator who fills out forms. Weaknesses in leadership are often described as a failure to discuss the operation of the project with the team members. The need for fluency in the foreign language is stressed in examining qualities of a team leader.55/

There are alternative methods that could be undertaken to improve informal communication channels. (1) Prebriefing could point out that paperwork and reports are one form of written communication which provide both horizontal and vertical flows of information for people concerned with the operation of the project. (2) When possible verbal reporting procedures through conferences and other methods could be substituted for the written reports. This alternative solution relates to the overemphasis on written communications described in the theoretical section. (3) U.S. administrative assistants could be utilized to handle more of the routine administrative matters and to provide additional free time for the team leader to interact with the team and nationals in the host country.<sup>56/</sup> (4) Nationals from the host country could be hired as administrative assistants. (5) Reporting procedures and routine paperwork could be modified to reduce either the length of report or the frequency of reporting. (6) Fluency in the native language should be a unequivocal prerequisite to the selection of a person as team leader. (7) Conferences of team leaders from different projects in the same country would permit a discussion of common problems and successful approaches to them. (8) Some paperwork normally handled by the team leader might be more effectively dispatched by the AID-Mission. (9) Team leaders might be briefed for one or two weeks about reporting procedures to improve their efficiency in completing required reports.

#### Goals and functions of the team leader

There exists general agreement that the goal of linking the foreign team to the indigenous society has top priority. This places great responsibility upon the team leader to initiate consultation with indigenous personnel. His role as a change agent in the society seems crucial to effectively reach this goal.<sup>57/</sup> The goal of project development is consistent with what people recognize as the most important function of the team leader. This situation cannot be overemphasized because it conclusively demonstrates that team leaders do not have a conflict between their perception of their function and the organization goals. It was pointed out above that the positive implication of a request for less routine paperwork, is the clear recognition of the most important task to be accomplished.

How can this important link between function and goal be exploited? (1) The team leader must be adept at linking members of the U.S. team with the appropriate foreign nationals to create mutual understanding and communication. This technique can expand the accomplishment of the primary function of the team leader far beyond his own time and energy limits. (2) The team leader must involve himself in formal and informal relations with indigenous personnel. (3) The team leaders should articulate the function of linkage and change to the team members so their goals are consistent with the organizational goals.

TABLE I

Response by USAID and U.S. University Personnel to Proposition 40 that the Team Leader's Role is Not Adequately Defined\*

Group Responding	Number of Respondents	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
USAID Mission Staff	22	2	10	0	5	5
USAID Stateside Personnel	16	2	3	1	9	1
U.S. University Field Team	47	1	10	7	10	19
U.S. University Home Campus Personnel	<u>12</u>	<u>0</u>	<u>2</u>	<u>1</u>	<u>7</u>	<u>2</u>
TOTAL	97	5	25	9	31	27

\* The complete proposition was stated in the following manner: The team leaders role (or function) is not adequately defined by the negotiation among the entities of TAC, (USU, AID/W or USAID) thus providing the team leader with inadequate expectations as to his role and forcing too much responsibility on him to define his job and function.

TABLE II

Response by USAID and U.S. University Personnel to Proposition 47 that the Team Leader's Role is Defined Too Narrowly\*

Group Responding	Number of Respondents	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
USAID Mission Staff	20	5	3	5	3	4
USIAD Stateside Personnel	18	1	2	9	1	5
U.S. University Field Team	56	6	7	10	10	23
U.S. University Home Campus Personnel	13	1	2	2	4	4
	—	—	—	—	—	—
<b>TOTAL</b>	<b>107</b>	<b>13</b>	<b>14</b>	<b>26</b>	<b>18</b>	<b>36</b>

\* The complete proposition was stated in the following manner: The role of team leader has been conceived too narrowly by both the U.S. University and AID.

## Footnotes

1. On AID financing institution building contracts, the U.S. University team on site in the developing country usually has one person designed as the leader of the University team. The appropriate title for this individual varies somewhat between projects. He may be called the team leader, the project leader, and the chief of party. The term team leader will be used primarily in this report; however, it is assumed the conclusions in this report are applicable to the individual who leads the U.S. University team regardless of his title.
2. See page 5 below.
3. For example, see the preliminary draft of a paper by J. K. McDermott entitled "Administrative Procedures and Strategies".
4. The issue here is not one of basic versus applied work. It is equally appropriate to link basic research between the U.S. project leader and the host institution personnel or to link the applied problems of the native farmers to the extension program of the University. The issue really revolves around identification of clientele which will motivate and direct the work of the project leader.
5. This issue will not be developed in detail here because it is primarily related to the relationship between technicians and project performance criteria. These are developed in more detail in part through the work at the University of Illinois and other work conducted at Purdue University.
6. Raymond A. Bauer, "Who Says People Act Irrationally?", Harvard Business School Bulletin (December, 1958), pp. 13, 14.
7. Sir Geoffrey Vickers, Towards a Sociology of Management, (London, Chapman and Hall, 1967), p.67.
8. Edith Sands, How to Select Executive Personnel, (New York, Reinhold Publishing Company, 1963), p. 40.
9. Sands, op. cit., p. 37.
10. W. B. Wolf, "Communication" in Management, W. B. Wolf (Editor), Belmont, Wadsworth Publishing Company, 1964.
11. Wolf, op. cit., pp. 106-108.
12. E. P. Learned and A. T. Sproat, Organization Theory and Policy, (Homewood, Richard D. Irwin, 1966), pp. 61-65.
13. See the section entitled "Goals and the team leader" on page 1.
14. Overseas observer report number 23.
15. Ibid., number 15.
16. " " 76.
17. " " 76.

	Ibid., number		
18.	"	"	9.
19.	"	"	60.
20.	"	"	17.
21.	"	"	24.
22.	"	"	76.
23.	"	"	80.
24.	"	"	89.
25.	"	"	76.
26.	"	"	62.
27.	"	"	15.
28.	"	"	62.
29.	"	"	23.
30.	"	"	106.
31.	"	"	22.
32.	"	"	27.
33.	"	"	9.
34.	"	"	17.
35.	"	"	80.
36.	"	"	17.
37.	"	"	80.
38.	"	"	62.
39.	"	"	9.
40.	"	"	78.

41. Further details on the sample and data can be found in pages 5 and 6 of the final report of the paper prepared by J. Atkinson entitled "U.S. University Field Team and AID-Field Relationships.

42. For additional discussion of this issue see the paper prepared by D. Ellsworth entitled "Maximizing Individual and Project Performance in Technical Assistance--Institution Building Projects".
43. Overseas observer report Number 107.
44. Ibid., number 80.
45. " " 80.
46. " " 76.
47. " " 81.
48. " " 80.
49. " " 24.
50. " " 80.
51. " " 87.
52. " " 78,
53. See, for example, the list of qualifications in the Illinois preliminary report entitled "Contract Team Characteristics and Personal Practices", pp. 52-60.
54. Overseas observer Number 76.
55. Overseas observer Number 89 indicates "there is an indication that owing to his uncertainty with the...language the leader does not spend as much time in consultation with technicians of cooperating...agencies as would be desirable".
56. The comments of two observers are relevant here. Number 78 suggests "Administrative Assistant nationals are not adequate. Possibly stateside one would work better." Number 80 indicates "AID probably would not let a national handle enough (detail) to completely free Team Leader from such detail, so it would be preferable to have a young U.S. fellow.
57. The following description of one team leader by observer number 30 eloquently states the role of a change agent. "He was a man of reknown from the U.S. who spent most of his time looking after the comforts of his team and himself, and had little time left to shake the institution there hard and vigorously and to implant ideas that were sufficiently revolutionary to be attractive." (emphasis mine)