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ROLE OF TECHNICAL PERSONNEL
IN THE
TECHNICAL ASSISTANCE-INSTITUTION BUILDING PROCESS

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By

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INTRODUCTION

Technical assistance takes three primary forms in the process of institution building in the developing nations -- participant training programs, capital inputs and technical personnel. The effectiveness of the whole process is in large part a function of the quality and magnitude of these three elements and of the skill with which they are managed and coordinated. The role which the participant training program and the capital inputs play in institutional development has appeared to be understood reasonably well by all concerned. There has been much confusion and difference of opinion, however, on what U. S. technical personnel are supposed to contribute and what they must accomplish by their physical presence that cannot be done more efficiently some other way.

Attempts to compare the effectiveness of different management strategies in technical assistance led to an examination in detail of the services rendered by the technical personnel input. The results are summarized in the form of a construct which describes the role of technical personnel as a small but critical segment of the total process of technical assistance in institution building. This paper presents the construct in the form that it emerged after considerable validation and revision efforts in the Near East-South Asia region.

Technical assistance in institution building includes planning and negotiating between two governments, contracting with a U. S. University, and implementation of the project. Other papers emanating from this study cover several of these elements but this construct deals only with that segment of the process which involves the technical assistance team and the host institution. While this ignores much of the total process, it concentrates on what is perhaps the most critical in terms of both project accomplishment and of difficulty of execution.

For the purposes of the construct the specific connotations of the terms "technical assistance", "institution" and "building" need to be sharply delineated.

"Technical assistance" carries the distinct implication that:

- 1) The change is to be facilitated by a group of foreign technicians for the specific purpose of building or altering an indigenous institution.
- 2) The change process is to be deliberate, induced and rapid. The significance of this can be appreciated by observing that intercultural

change is common in history and institutions are continually changing, even autonomously. The characteristic of technical assistance programs that make them unusual is that they specifically set out to telescope these long-time, autonomous processes into a short-run, deliberate procedure, largely under the volition of the changer.

"Institution" is used in the context of Esman and Bruhns¹ who define it as "an organization which incorporates, fosters and protects normative relationships and action patterns and performs functions and services valued by the environment". In this sense the organization will have a vital part in the formation or transformation of social attitudes and capabilities. Therefore individuals within the institutions will relate their activities, i.e., research, and classroom and extension teaching to a specific segment of the society in such a way as to be useful to that segment.

"Building" carries the connotation that present institutions are inadequate, that the relevant individuals do not behave in the "correct way", that "necessary" attitudes do not exist, and thus a significant change in behavior and attitude as well as in technical competence is needed. "Building" carries the further connotation for this particular construct of the direction of change. Since this study was concerned with U. S. University contracts in agriculture, the implied direction of change is toward the problem solving, service orientation of the Land-Grant type institution.

This construct aims at identifying the detailed components of the process by which a group of foreigners working within an indigenous group helps to bring about specific and deliberate changes in the attitudes, behaviors and technical capabilities of individuals and perfects an organization that will foster and maintain these attributes. If the identification is accurate, the construct will form the basis for developing a procedure that can make the process of institutional change more rapid, efficient and effective. The extent to which the construct can be applied beyond the Land-Grant type of organization is not resolved.

The construct is a generalization distilled from the experience of well over a decade of technical assistance in institutional building. This experience covers a variety of host institutions, different kinds of U. S. teams, and many of the major cultural areas of the world. Generalizing from such a range of concrete experience requires abstraction, so that one can not expect to see the process unfold in real life exactly as it is forced to do in this construct. Further, the attempt in this paper is to identify components of a process which tend to be autonomous in contrast to those components which are imposed or dictated from other elements in the technical assistance complex. It is not an attempt to spell out a procedure which tends to be orderly and sequential with each part in its proper place with respect to all other parts.

¹ Milton J. Esman and Fred C. Bruhns. "Institution Building in National Development--An Approach to Social Change in Transitional Societies". A mimeograph published by Graduate School of Public and International Affairs, University of Pittsburgh, Pittsburgh, Pa. 1965.

The construct views the activity of U. S. personnel at four levels of host institution organization for the sake of convenience. Phase A focuses on the individual staff member level where the advisor is seeking individual acceptance and is relating largely with individuals of the host institution. Phase B is the department level, where the contacts are still individual-to-individual, but the groups they represent become more important. Phase C deals with top administration of the institution and the identification of the institution's role in society. Phase D involves the linkages between this institution and the other entities in society which are important to its development.

The four levels are conceptually distinct, and it is useful to view them so for analysis. Empirically, of course, they are not distinct, and members of the advisory team will have contact and influence at various levels simultaneously. Also, by their very nature some of the levels and stages must necessarily overlap, and each level interacts strongly with the others either to accelerate or impede progress.

THE MODEL

PHASE A: Individual Technical Relationships

The individual technical relationships represent the level at which the principal development is an increase in the host individual's technical competence and the formation of productive attitudes toward his professional and public responsibility. This phase is both the foundation for the process of institution building and the ultimate justification for building the institution. Output of the institution occurs at this point, and all other phases exist only to facilitate activity and performance at this level. Effective performance at this level justifies allocation of increased resources and they in turn have the primary objective of increasing the individual's output.

STAGE 1: Rejection-Acquiescence

The presence of a foreign technical advisor implies two things: (a) inadequacy of the host institution (HI) individual, his organization, and even his country and (b) imminence of change. Both of these are threats, the first to a person's self-respect and security and the second to the security of the existing organization or the present system or personal relationships. Both of these threats tend to evoke defense mechanisms.

The normal defense mechanism for HI individuals is to reject the foreign element. With some, this rejection is of such magnitude that the development process never starts. With others, the rejection gives way to an acquiescence in the program. The acquiescence could result from force, persuasion, the need to know, or something else, but it is prerequisite to the succeeding stages.

STAGE 2: Personal Acceptance

Rejection is overcome by interpersonal compatibility and is manifest by the ease and eagerness with which the two members of the pair, the

advisor and the HI individual, associate with each other. Those actions and activities which normally promote better human relations will be equally effective here. While the crossing of the "personal acceptance" threshold is usually more apparent with the first arrivals of a project, it is nonetheless real with later arrivals. The fact that rejection is dormant or latent in later arrivals to the project, does not mean it does not exist. Tolerance for personal incompatibility will increase as a function of the normal progress of the project, and other factors may compensate for incompatibility to some extent.

Personal acceptance will begin with individual bi-national pairs. In a group effort such as characterizes most institution building projects, there has to be a proliferation of pairs. After a certain proportion of the technical assistance group is involved in bi-national pairs, the group can be said to have achieved the state of personal acceptance.

STAGE 3: Technical Visibility

Rarely is professional reputation enough to give the HI person confidence in the technical capacity of the advisor. Technical ability in another environment is not directly and automatically transferable and some of the best technicians in the U. S. have been virtual failures in technical assistance efforts because they have not "proven themselves" locally. The HI technician perceives risk in too rapid acceptance of an outsider, part of which is objectively justified, and part of which results from the earlier mentioned threat to his own position. Technical visibility is tangible, visible evidence that the advisor can make contributions in the local environment which compensate for the negative effects of his presence. It consists of a demonstration of the technical capacity of the advisor in the HI environment

Some visibility can be achieved by technical assistance team effort but it is the advisor's own individual technical ability that must be proved. Demonstration can be visible to many persons or only to the potential member of a bi-national pair. The visibility effort may be intrinsically productive, or have little lasting technical value. It may be consciously planned or it can "just happen". Visibility gives credit and prestige to the advisor, and it is the key that opens the door to technical acceptance.

An important feature of technical visibility is the impression given as to the motives of the advisor. Visibility for personal aggrandizement of the advisor will impair acceptance, whereas visibility for the purpose of improving the lot of the host national will enhance it.

STAGE 4: Technical Acceptance

Acceptance implies willingness to be identified with the advisor in a cooperative relationship, and a certain threshold of acceptance must be achieved as prerequisite to progress in subsequent stages. Both technical acceptance and personal acceptance occur in varying intensities and increase in normal progress of a program. The time and sequence relations between personal and technical acceptance are not absolute, and progress in one accelerates progress in the other. High and dramatic visibility accelerates acceptance, i.e. it carries both technical and personal acceptance to a higher intensity in a shorter period of time, particularly if host persons participate in the activities.

STAGE 5: Initiation of Joint Short-Run Activities

The previous stages are essentially conditioning activities as far as the HI person is concerned, i.e. they are primarily concerned with developing his will to take full advantage of the presence of the foreigner. The conditions in the previous stages are aggravated by the fact that the decision to invite a team of foreign advisors is normally made at high government and institution levels and the individual members of the institution rarely participate in making the decision or are aware of its implications.

The next stage is to initiate some activity in which the two persons are involved as a pair, with individual success or failure dependent on pair success or failure. The main objective is success in a joint venture, and a short-run activity with a high probability of success is most effective. If this activity is productive, i.e. useful, the stimulation will be greater. But successful accomplishment is the essential element, and its purpose is to initiate a change of attitude from lethargy and pessimism to self-confidence, initiative and optimism on the part of the host member of the pair.

There will be a proliferation of activities, including other activities by this pair and activities by other pairs. The advisor will probably have to initiate most of these activities during this stage. While the first activity of the pair is designed to develop interpersonal relations, subsequent activities emphasize usefulness and purpose and begin to develop a sense of responsibility to society.

STAGE 6: Consolidation of Gains

New activities tend to initiate changes in attitude and thus lead toward the necessary personal and individual commitment - but actions are not enough. Permanence of the change depends on the degree to which the new experiences and insights are assimilated and integrated into the HI person's concept of his professional role. An important indication that this assimilation is being achieved is a manifest need for self-expression. Up to this time, the advisor has been dominant in the initiating role. In this phase, initiative passes to the HI individual. The main function of the advisor becomes less to initiate new ideas and more to encourage and nurture the flow of ideas from the HI individual. Continued initiation by the advisor will not develop the necessary self-confidence in the HI member. Instead, it will tend to make him dependent on the advisor or even resentful of him. An awareness of the abundance and the relevance of world literature to the topics at hand is deepened to a point that superficial duplication of activity is replaced by intelligent adaptation to local conditions. In this phase overt activities of persuasion and demonstration will decline, but they will not stop. There will be a consolidation and maturing of the new ideas and attitudes gained by the HI individual. The advisor can turn to other useful activities, perhaps to the formation of new pairs with other HI persons, or to activities of his own professional interest.

STAGE 7: Formalizing Long-Run Activities

Activities up until now are ad hoc no matter how good they are. In this stage, which is intermediate between ad hoc and institutionalized, activities take on a certain formality, i.e. they become recognizable to others both

within the institution and outside. They also acquire a certain persistence. Activities may evolve or be synthesized from the short-run efforts, or perhaps all activities of the former stages become formalized in this stage. The main criteria for projects to be formalized and continued in the long-run are usefulness and relevance to society. The HI member will have recognized the importance of these criteria as part of his institution's responsibility to the public. It is also in this stage that the pair begins to exhaust its potential for accomplishment without support from a higher echelon in the organization.

STAGE 8: Awareness of Personal and Technical Inadequacies

As self-confidence develops along with the realization that one can have a certain control over his destiny, so also does his ability to analyze himself realistically and objectively. An awareness of inadequacy perhaps always existed, but the HI person can now evaluate it objectively as a problem to be systematically solved, rather than subjectively as a threat to personal integrity and security against which defense must be mounted.

STAGE 9: Development of Institutional Perspective

By this time several things have happened to the HI technician as an individual. He has learned that individuals do have unused potential, even with severe resource limitations. He has increased his confidence in himself. He has seen that he can be useful and he sees possibility of support for useful activity. He will be strongly tempted to "go it alone" rather than fight institutional battles. He is led to see, however, that as an individual, without certain assists which require changes in his institution, he will soon be stymied. Thus he tends to develop an identity with his institution which involves both his responsibility to it and his dependence upon it, and both of these he sees as relating to the public interest. He develops a genuine sense of personal and professional commitment.

STAGE 10: Development of Career Plan

The final stage in this individual-to-individual phase is the development of a career plan and strategy. The HI person has a well developed idea of what he wants to accomplish, for personal reasons, to be sure, but also with a growing sense of responsibility, and he has a well developed idea of what he will have to do in the area of self-development to accomplish it. He will also have made some progress in executing the plan, since it grows out of and is a continuation of all that he has been through. From this point, the bi-national pair continues on a peer basis even though professional growth of the HI person continues indefinitely. This is the culmination of accomplishment that must be expected from the advisor at this level; although he may continue to bring the HI person into wider contacts with his professional world long after his physical separation from HI.

Summary of Phase A

The above sequence of steps must be taken with each individual HI person who is directly affected by technical assistance. The time required to complete each of the steps will vary greatly depending on the HI person's

background, the capability of the advisor, and the institutional environment within which the process takes place. The first four stages involving "acceptance" are normally accomplished in less than six months, and if a longer time is required some administrative action is usually indicated. Time requirements for short-run activities of Stages 5 and 6 depend upon the technical background of the HI individual and his motivations for serving the institution itself. Many of these activities however should be completed in an additional six months. Formalizing the long-run activities in Stage 7 is dependent on the development of other elements in the institution and often must await the availability of additional finances. The development of personal and institutional commitment in Stages 8-10 will proceed parallel to Stage 7 and may even be completed ahead of it.

In the event that the advisor is changed before the completion of all of the stages in this phase, his replacement will have to repeat the first four stages before he can pick up where his successor left off.

There is an implied "effective pairing" at this level between advisor and host individuals which is not to be confused with a formal administrative, counterpart designation. There are situations where effective pairing does not exist because of the absence of appropriate host personnel, the individualistic nature of the advisor, the type of responsibility of a particular position, or whatever. Although such instances can make contributions to the total team effort or to the overall objectives of the project, the preponderance of permanent effectiveness at this level will be manifest through effective pairs.

The relationships in Phase A refer to those developed at the host institution and none of the Stages have any essential relationship with the participant training program.

PHASE B: Department-Level Relationships

The term Department is used to denote any intermediate level in the institution's organization. This Phase involves groups, and intergroup relationships. However, the critical contacts are made by individuals, and therefore interpersonal relationships remain an important but not the only influence under consideration. Bi-national pairing continues but the members of the pairs do not act as individuals only; they also act as representatives of groups, and their decisions, therefore, have wider implications. However, the critical contacts are those between the advisor and the Department head. Supporting contacts of the advisor with other members of the Department can help to reinforce and enhance the development of departmental attitudes and in so doing tend to establish a departmental tradition, which is the process of institutionalization. In Phase C, pair members act almost completely as representatives of groups rather than as individuals. In Phase D, they work as one group in dealing with the HI environment.

STAGE 1: Rejection-Acquiescence

Since interpersonal relationships retain much of their importance at this level, the same rejection - acquiescence relationship exists between the Department Head and the advisor that was found in Phase A. Interference in the program of a Department or of a Faculty tends to evoke the same defense mechanism as described earlier. In many cases a single advisor will function

simultaneously in Phase A and Phase B, and in these circumstances, there will be strong interaction between the activities in the two areas. Again, acquiescence is initiated as soon as the Department Head begins to see advantages which will outweigh the adverse influences which caused the rejection in the first place.

STAGE 2: Personal Acceptance

Personal acceptance here is quite similar to that in Phase A. However, it must be broader in scope-it involves more HI personnel, it involves a higher degree of institutional support, and therefore there is a higher risk in acceptance at this phase. Other aspects of this relationship are also important, namely: (a) the activities of the pair members are more visible than at the technical level, (b) the collaboration has deeper consequences since it involves administrative policy, (c) personal acceptance implicates various members of the department as well as the Department Head and (d) at this level the advisor is dealing even more with attitudes and interpersonal relationships than with technical substance. Therefore, he must win the confidence of HI personnel that he can receive and deal with sensitive information safely and discreetly.

STAGE 3: Program Leadership Visibility

The advisor's visibility to his HI colleagues in program leadership is perhaps more difficult to achieve in this Phase than it was in purely technical activity. The procedures for attaining visibility are certainly different- and must be achieved in more subtle ways. The transfer of technical information from one culture to another is regarded by host nationals as being easier than the transfer of management systems which involve people and their peculiar personalities. Furthermore, the basic objectives of U. S. management systems are often at variance with those of the existing HI management. Thus program leadership visibility involves actions, activities, ideas, conversations, and general demonstration of understanding of local conditions which will tend to inspire confidence in the advisor's judgment and personal qualifications.

STAGE 4: Provisional Program Leadership Acceptance

Competence in the area of program leadership requires considerable time to demonstrate adequately, but there develops a "provisional technical acceptance" which is adequate for the Department Head to begin to assume a small risk in innovation. This occurs at the moment he decides to take some action. It may only be to approach top management with a request, but it implies a change in policy or philosophy on the part of the Department Head. Technical acceptance will occur when the innovation has proven viable, which admits of something less than complete success. Competence in a technical area does not ensure competence in development of department programs and administration, but it is helpful and may be a prerequisite to acceptance in program leadership. For this reason advisors who are attempting to exert influence at the middle management level often have an overt assignment in a technical area from which they can more easily become visible, and thereby accelerate provisional program leadership acceptance.

When successive advisors are involved with the same department, there is some transfer of progress from one advisor to the next. However, each of the above four stages must be repeated by every advisor, recognizing that

the road may have been made easier or perhaps more difficult by his predecessor.

STAGE 5: Departmental Development Dialogue

The role of the Department is to develop facilitating organization to enhance the activities of the individuals within that unit. However, organization changes alone are seldom adequate, and more important are the attitudinal changes of the role of management in favor of sympathetic and stimulating leadership and away from authoritarian or dictatorial roles. Dialogue between bi-national pairs in this area can only be initiated after some degree of rapport and confidence has been achieved. After the initial activity, a sort of unstructured discussion is initiated with respect to the entire department, its future, its role, its needs, its growth, etc. Personal acceptance must increase in this stage, because the HI member will be discussing the qualifications of his personnel with the advisor. Serious discussion of this nature represents a major breakthrough and is indicative that effective rapport is established. This level of acceptance and rapport is non-transferable to the advisor's colleagues or to a successor. Furthermore a change in HI departmental leadership will require a repetition of these first 5 stages. At this stage small discrete departmental problems are solved effectively and a basis is established for a wider consideration of a total departmental plan.

STAGE 6: Initiation of Program Planning

The non-directed informal dialogue of Stage 5 must become directed, and aimed at specific decisions which will organize the department's existing human resources. It will lay a framework within which additional resources must fit and it will develop some priorities for future additional activities. An increase in departmental activity resulting from prior work and discussion will take account of the inefficiently used human resources and will begin to find ways in which they can be put to effective production. The development of a department's structure, philosophy, and posture within the overall institution will reflect the Department Head's personality, aspirations, and background, including the changes in these characteristics that have occurred due to the advisor's influences. The modification of attitude and basic philosophy will be the most important input at this level, and those ideas which will be most productive for the department will perhaps require the greatest degree of statesmanship on the part of the HI individual. Therefore, progress in this area will be particularly slow in older individuals who are steeped in the traditions of the existing bureaucracy and who are constrained by a larger number of personal ties. Organizational changes can come faster, but they will contribute much less to the building of an institution in the absence of basic changes in outlook.

STAGE 7: Acceptance in Program Leadership

At some point in the evolution the Department Head accepts the advisor as competent in dealing with the department's program. Such acceptance does not imply immediate implementation of all the advisor's ideas, but it does suggest that the consequences and alternatives of each idea will be carefully weighed. Relationships have become stable and the advisor has achieved a status for making maximum impact on the department's organization and program. This is distinct from provisional acceptance although manifestations of this Stage are not clear. It is a crucial stage, however, because of its potential for accomplishment, and failure to appreciate it adequately results in loss of opportunities to capitalize on the advisor's acceptance.

STAGE 8: Awareness of HC Needs and Program Requirement

Planning now begins in earnest. The Department Head is able to see the role his department can play in the development of his institution and his country. This will result partly from his growing sense of responsibility to his institution and his country and partly from increases in prestige and satisfaction which he has experienced from new activities undertaken by the bi-national pair. This stage is characterized by articulation of departmental role and the translation of this role into specific activities. It will begin to be reflected in the minds and activities of the more innovative and progressive members of the department.

STAGE 9: Development of a Departmental Plan

Phase B will be completed with the Department Head has enthusiastically participated in the development of a realistic overall plan for his department and has achieved a substantial degree of understanding and acceptance by the department staff of the new attitudes, approaches, and perspectives of the Department Head. The plan will be one which puts resource requirements opposite the program as conceived during Stage 8, and which establishes some priorities on programs and resource needs. It will also include some kind of time table for accomplishments. The new attitudes will encompass a strong service and problem-solving orientation typified by "Land-Grant" institutions. The approaches contemplated will be those which enhance the productivity of individual staff members. This stage of development is necessary for the planning of the careers of individuals within the department to satisfy departmental needs, which in turn will require close cooperation with top management.

The execution of the departmental plan will involve the training of individual department members, the development of research projects, of individual courses and curricula, and identification with the institution and with the agricultural community. This will all take considerable time, and the appearance of an unusual amount of activity in any one facet will not necessarily indicate the attainment of departmental maturity. In fact, individual opportunism on the part of one or two individuals within the department may momentarily deflect the departmental energies away from the long range plans. On the other hand a cautious development within the department may manifest little activity although considerable progress may be underway in terms of institution building criteria.

A change in Department Heads may require a repetition of the above stages in whole or in part if such change occurs before departmental traditions are sufficiently strong to propagate themselves under new management.

PHASE C: Top Management--Organization Relationships

The Team Leader will be the primary contact with top management, and he will carry the major responsibility for progress at this level through the various stages.

The sequence of personal relationship stages which occur at the individual and department levels also occur at the top management level.

STAGE 1: Personal and Technical Acceptance of Team Leader

A team leader must achieve personal and technical acceptance much as other individuals on his team, even though these stages will not be as apparent because of the modifying effects of the team's performance and the political sensitivity of the position. In addition, he has to accomplish a higher level of personal and technical acceptance for effectiveness. Although his efforts have to be adequately supported by the team's continued performance, and individuals can help out in specific tasks, responsibility for the project's progress in this phase is almost completely that of the team leader. Success of the project is impossible without a high level of performance on his part. The prestige accorded the position reflects the respect for the team, and this will give an initial impetus. Beyond that, however, he must win acceptance, which in turn actually increases the team's effectiveness. To this extent he "carries" the team.

STAGE 2: Contact and Rapport with Host Institution Leaders

This stage will be marked by close contact with the top administrator of the host institution and others in the power structure. Contacts will be both formal and informal. They will be continuous. The team leader has to know what is going on in the institution, which means sufficient informal contact has to be maintained with the decision making group to gain their confidence and retain rapport. This stage is also marked by the team and team leader identifying with the host institution to the point that the latter is convinced that its problems are of genuine concern to the team leader and the team. The host institution will inevitably begin to regard US team as somewhat distinct from other technical assistance entities and will increasingly consider the team as a component of the HI. The relevant bi-national pairings here will involve the team leader with the influential leaders of the institution.

STAGE 3: Initiation of Institutional Development Dialogue

Initiation of institutional development dialogue can be from either member of the pair. This dialogue will begin to structure the many random discussions held previously. It will build upon similar dialogue by individual staff members and Department Heads at their respective levels. This dialogue will develop concern for longer range plans, discussion of problems and opportunities, alternative approaches to problems and their consequences, views of host country needs and how HI can fit into them, HI capacity to meet its responsibility, deployment of present HI resources, and the needs for new resources. It will begin to expose some of the political and personal affiliations and ambitions both inside and outside the institution which will have to be dealt with.

STAGE 4: Perception of Country Needs and Definition of HI Role

In this stage the dialogue becomes translated into some concrete ideas as to HI's role in the national economic development. These ideas emerge as a function of the country's existing situation and needs, the host institution's special competencies and the aspirations of competing institutions. This stage is marked by the concept of HI producing something the economy needs, and which in turn will merit the support of the economy. There is a consensus developing in the departments of HI, but the top management focuses and

articulates this role and gives the departments leadership and stimulation. The entire advisory team contributes to this development, and a realistic appraisal of the potential of the HI is developed jointly. Morale is generally high as advisors and HI form stronger in-group ties with respect to their external relations. Contributions of the team are expected to become more sophisticated as this time is approached.

STAGE 5: Development of Strategy by HI for Accomplishing its Function

Strategy development involves understanding the forces and agencies that are competing with HI as well as those collaborating with it. There is a recognition of the need for positive cooperative action, rather than a passive competitive attitude. There is recognition of need to concentrate on ways to serve society rather than on ways to compete with other agencies. There is recognition that the development of competence must precede bids for additional responsibility. Contacts are made with the host government and efforts are initiated to understand how government leaders analyze country needs and HI role. There is recognition that public acclaim for services rendered is always heard in political circles, even in underdeveloped nations. There is the discovery that even in countries with strongly socialistic governments, private business is interested in HI development and is influential in government circles. Internal analysis reveals weaknesses, usually in the form of influential but incompetent people, which must be accommodated and strengthened. It also points up sharply the priorities which must be given the various programs underway or contemplated. Evolving strategy may not be articulated in this stage, but there is a marked change in attitude and behavior of HI personnel and something of a common orientation for this behavior.

STAGE 6: Execution of Strategy

Rational positive action in relating to the host country and its needs is almost always a new element in HI thinking. This stage requires considerable leadership and coaching from the advisory group and it involves risks of the advisors receiving credit rather than HI. However, in general, the advisors and HI personnel act to a considerable degree as representatives of a single entity. Emphasis is shifting to country needs, and increasing attention is given to the internal functioning of HI to bring a higher proportion of its activities to bear on functions deemed important by the host government and society at large. Execution of HI strategy in effect involves the entire Phase D. Inherent in this stage is the HI attitude that HI can and must be the prime mover in creating favorable relations with government, business and the general public.

Changes in top management of institutions in developing nations occur with high frequency and the likelihood of completion of the above stages under a single administration is low. In the event of change in HI leadership many of the above stages will have to be repeated until they become institutionalized.

PHASE D: Relationships with Government and the Public

Just as action at each higher level within the HI is necessary to enhance and protect gains at subordinate levels, so gains of the HI must be secured by action at the broader society level. Government is the management entity of that society, but it is not the only element that is susceptible of productive influences. The business and commercial interests utilize the products and services of HI along with the agricultural community and they in turn affect

government policy.

In this phase the role of the various elements of the country's technical assistance program must be distinguished. The U. S. University (USU) contractor is distinguished from USAID in that its contacts with host government are normally not as representatives of the U. S. government, but rather as intimate professional associates of HI. Thus USU and HI function as a single group, with the USU identifying almost completely with HI and with HI almost completely accepting the USU group as bona fide members of the family in their external relationships.

The USU team leader and members necessarily come in frequent contact with business and community leaders as well as with members of the host government in assisting HI to its fullest development. The normal role of USU in host government relations is a function of USU's identification with HI. To restrict or circumscribe this role is to deprive USU of its full potential. However, when USU represents USAID in any other context in its relations with HG, this role must be clearly and specifically identified.

STAGE 1: Evaluation of Previous HI Relationships with Host Government and the Public

The team leader recognizes that typical U. S. relationships between government and public and private agencies do not prevail in the host country, and therefore development formulas based on U. S. conditions are of limited usefulness. On the other hand, HI leadership has been tradition bound in its relations with government and other host country institutions, and rapid changes that run contrary to these deep seated traditions cause tensions, frictions and problems. This necessitates, then, a rational evaluation and understanding of the present and historic situation as a basis for developing palatable as well as effective relationships. Such an evaluation reveals problem areas and opportunity areas.

STAGE 2: Establish Multi-Level Contact with Government and Public Entities

Mutual understanding, respect and confidence develop at several levels between HI and government and public entities as a prerequisite to effective coordinated planning and action. This is for the HI what much of Stage 3 of Phase A is for technicians. It is a process in which the HI becomes visible and demonstrates competence and usefulness in areas that government and the public consider relevant. Top management contact and relationships develop, but they have little chance for continuing success unless undergirded with functioning relationships at middle management and the production level. The contacts at all levels must be in sufficient number and quality to make an impact on government and the public.

STAGE 3: Public Realization of HI Usefulness

Effective and productive relationships at working levels between HI and the government and the public are specifically designed to develop confidence in HI. Specific contacts are made to demonstrate an attitude of cooperation and service instead of a competitive threat to the other agencies. Activities designed to upgrade the competence and enhance the image of government and business technicians develop an atmosphere in which they regard HI as useful to the entire agricultural development process. Widespread contacts with farmers generate public support potential for both HI and government agencies.

STAGE 4: HI and Government Consensus Regarding HI Role and Responsibility

After demonstrations of HI usefulness and contacts which call this usefulness to public attention, there develops a consensus between HI and government regarding their mutual relationships and respective roles. This may not be articulated or formalized, but each has a viewpoint and an appreciation of the other's viewpoint, and these two viewpoints are accommodated. However, relationships are not simply between the two entities. Other agencies may be involved and the risk of jurisdictional disputes is high. Therefore these relationships are not only bilateral but multilateral in many cases.

STAGE 5: Maintain Contact and Rapport

HI officials may establish good rapport with government and the public at one point in time, but the high rate of turn-over and the rapid change in the political scene will require a constant and continuing effort in this area. As officials in government change, all has to be re-established; thus indicating the importance of the multi-level productive contacts and adequate relationships with other entities. This rapport not only enables HI to know and influence what is happening, but also what is likely to happen, what government wants to happen, and what HI can reasonably expect from government. HI has the task here of identifying with government as distinct from the party in power, giving government and the public the impression that HI recognizes that its major function is to be useful to society as represented and managed by government. The team leader and team members can be involved on a continuing basis to the extent that they are identified with the HI and are regarded by government and the public as a significant part of HI.

STAGE 6: Publicity Support for HI and Government

Government is the management entity for the public, and thus must make an accounting to the public. Likewise the HI is an instrument of the public and must account for itself even though it be regarded as autonomous. If HI is useful and necessary to the public, it is the responsibility of HI's administration to secure adequate funds for HI's continuance. Similarly, if government supports the HI, it is to HI's advantage to make this support widely known to the public. An adequate appreciation of the political nature of a publicly supported institution and the development of public information and public relations programs compatible with this nature is a definite stage in institutional development.

STAGE 7: Planning and Execution of Specific Strategy

This stage is marked by consensus between HI and government on a fairly broad front concerning (a) what HI can do in the public supported agrarian program and (b) what authority, responsibility and resources government can delegate to HI. This will require some painful decisions, because government has severely limited resources, and by nature it has a set of criteria for evaluating alternatives that are very different from that of HI. HI (and its advisors) responsibility here is to educate itself (HI) as well as government on cost, consequences, alternatives, timing, etc. as a basis for public policy. This stage is never finished. Both conditions and personnel will change. When this stage of the process can continue through changes in government, even at considerable discomfort for HI, one of the necessary criteria of institutionalization will have been fulfilled.

SUMMARY

The role of the technical advisor is the least understood of the various elements involved in the technical assistance-institution building process. A construct is presented here which describes in generalized terms what the advisor does and what he must accomplish by his physical presence that cannot be done better some other way. This is recognized as a small part of the total technical assistance complex but it is a key part of the national economic development of the host countries. The construct is divided into four phases of host institutional relationships for convenience of presentation; namely, the individual technician's relationship, department level relationship, top management-organization relationships, and relationships with government and the public. The model describes the rapport which must be established between advisors and host institutions within each phase. It also indicates the line along which development must occur if progress is to be made in the direction of the formation of a Land-Grant type institution.

Since the relationships are presented in the form of a generalized model, they do not represent any single project in its entirety. Furthermore, the relationships cannot be operationalized directly from the construct although there are many implications for the development of an optimum strategy in particular projects.