CONSULTANT OBSERVATION BRIEF NUMBER 1

By Hardister/LaTowsky

For

The Institute Of Cultural Affairs

Hayad Human Development Project

January 1, 1985

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Attachment I - HDP-Bayad National and Local Board Members

The Institute of Cultural Affairs
Bayad Human Development Project

HARDISTER/LATOWSKY CONSULTANT OBSERVATION BRIEF NO. 1

March 15, 1985

I. Introduction

This is the first of two Consultant Observation Briefs prepared for
the ICA/Human Development Project - Bayad as part of the Hardister/LaTowsky
consultation to that agency in 1984-85. In this first Brief the Consul-
tants address a number of basic issues related to the overall organization
and experience of the HDP-Bayad and its potential for meaningful (signi-
ficant) impact on rural development interventions in Egypt. These issues
are as follows:

A. Given the overall nature of the ICA and its local affiliate, HDP-Bayad,
is it possible for such an agency to make a contribution to rural develop-
ment in Egypt at this time?

B. What form or forms might such a contribution take? What conditions
would be required in order to bring this about - both internal to the a-
gency and with regard to its external relations?

C. What contradictions might there exist between potential HDP-Bayad con-
tributions to rural development and the basic philosophy and working style
of the agency? In general, how might these be reduced, reconciled or eli-
minated?

D. Given its basic premises and methodology, to what extent can the HDP-Ba-
yad expect to have sufficient trust and confidence on the part of either
the Egyptian Government or local citizens to be in a position to work suc-
cessfully in Egypt?

E. In light of its particular philosophy and approach, can the HDP expect
significant financial contributions from the international donor community
towards its rural development work?

Throughout the discussion of these separate but related issues, are sev-
eral potential agency contributions and alternative roles which HDP-Bayad
might consider for both its immediate and long-term organizational develop-
ment. Each of these suggested contributions or roles entail certain pre-re-
quisite conditions and organizational adjustments which are also identified.

Prior to addressing these issues, however, this Brief provides a short
background to the historical development and present organization of the HDP-
Bayad. This background provides the context from which these basic issues

are derived and gives insight into their significance for future HDP-Bayad development and expansion.

These observations are based on approximately 20 days of work on-site by one or both Consultants plus a number of conversations and interactions with various HDP staff on visits to Cairo and while working together in El Minia and in Cairo. These visits and discussions occurred for the most part between early 1984 and March 1, 1985. In addition to direct contact with HDP-Bayad staff, both Consultants have had and continue to have contacts with individuals and agencies who have known of and followed the progress of the HDP-Bayad since its initiation. Conversations with these individuals are an integral part of this first Brief.

II. HDP-Bayad - Background

A. Historical Development

1. Phase I - Beginnings

The ICA International began its work in Egypt in 1976 with the establishment of the Human Development Project in Bayad, Beni Seuf Governorate, Middle Egypt, under an invitation from the Coptic Bishopric for Social Services in Cairo. The initial site on the East Bank of the Nile was apparently selected in consultation with the Bishopric for the following reasons:

a. An almost total lack of services on the East Bank of the Nile together with a generally low socio-economic profile and a suggested interest on the part of villagers on the East Bank in both participating in and furthering their own development and that of their community as a whole;

b. A sectarian balance within the "Mother Village" of Bayad, proported to be approximately 50% Moslem and 50% Christian, making it an acceptable site for both church sponsorship and the ICA's stated ecumenical stance; and

c. The presence of a relatively large and presumably active Coptic Orthodox Monastary near the Bayad village which could serve as an initial base for operations and for housing of HDP project staff/participants.

According to reports from staff and others, this initial period was one of both high expectations and considerable difficulties. Among the difficulties faced the most significant seem to have been:

a. Lack of understanding and suspicion on the part of governmental authorities, local community members and the larger professional development community (both international and local). In general these suspicions centered around the communal living style of the agency, its attempts to recruit local staff who would be required to live in such arrangements, its perceived relations with the Orthodox Church and the work of the Church, and the overall nature of its approach - purported to involve at that time an "overzealous" application of gestalt type methods for staff incorporation and training.

b. A generally perceived lack of interest in or knowledge of professional approaches and technologies associated with grassroots rural development in Egypt. This problem was accompanied by a pervasive inattention to required detail that has all too often resulted in the failure of specific project activities or at least a failure to produce locally anticipated benefits.

c. A distancing of much of the professional development community from the work of and any association with HDP activities.*

d. A growing scrutiny by Egyptian security agents. This scrutiny derived not only from above listed concerns but also from the fact that the HDP was one of the first international development groups living and working at the local level in Egypt.

In terms of actual project/program accomplishments during this initial period, the single most successful and enduring contribution was the initiation in the Bayad Village on the East Bank of an HDP designed appropriate technology water system. This work on which HDP staff joined with villagers to design, finance, install and maintain village water systems in areas where none previously existed remains a highlight of HDP work. Other projects, including a pre-school & land reclaimation, were initiated during this period in Bayad Village.

During this period (1979) a number of significant events took place:

a. The movement of the HDP from the Monastary and church sponsorship to a government facility and governmental sponsorship (mid-1977)

b. A break with the Coptic Orthodox Church initiated by the HDP and finally achieved in 1977; and finally

c. The forced closure of facilities and the halting of development program activity by Egyptian security forces in July of 1979.

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* A notable exception to this distancing was the involvement of the Minia University Department of Sociology which, until several years ago, maintained varying levels of involvement with the HDP-Bayad. The previous Dean of that Department has been and still is a member of the HDP-Bayad national Advisory Board.

No single reason was acknowledged officially for this later action. It should be added, however, that such experiences as this have been shared by other international development agencies operating in Egypt as well.

In sum, this period can only be characterized as rather dismal. The HDP consequently suffered considerable isolation from the general development community in Egypt, a loss of self-confidence and direction among staff members, a general loss of local community confidence and government support and a reluctance on the part of major development donors to become financially involved in HDP-sponsored activities.

2. Phase II - Withdrawal & Reflection

Pressure exerted on ICA's behalf by influential political figures permitted a re-opening of Bayad facilities in October/November of 1979. During the ensuing period water systems work was expanded to other Bayad District villages (6villages from 1981-83) and initial organization work begun in other smaller villages in the District. While some other projects were added, including that of the Health Caretakers, significant agency efforts went solely towards the maintenance of existing projects. During this period a majority of original HDP staff departed and the agency, by its own admission, lost much of its contact with its most immediate surroundings, the village of Bayad itself, as its focus begin to expand to surrounding areas. Despite this geographical expansion within the Bayad District, the results from this period (in terms of community impact) are minimal. The tasks undertaken in these smaller, more isolated and more traditional villages were difficult and the time required to produce visible results more prolonged.

Up until early 1984 it was apparent that internal dynamics within the agency had in too many ways become a conscious or unconscious sub-stitute for significant outreach and rural development activity, especially within Bayad itself. Yet, despite this lack of outreach 7 significant agency outcomes can be identified from this second phase of HDP development:

a. A significant reappraisal of earlier involvements and approaches took place among staff

b. The introduction and intensification of the Health Caretakers Program and the expansion of water systems work, brought renewed contacts within the community and with a wider segment of village residents as well as renewed contact with a major (if reluctant) donor. This relationship to an outside donor agency provided a meaningful opportunity for dialogue with the overall donor community and a link with other development agencies and specialists.

c. Construction of a Community Development Association Community Center and Pre-School together with the building of a permanent HDP residential facility with training rooms, etc.

d. A renewal and strengthening of relations between the HDP and local government authorities, especially the Ministry of Social Affairs at the governorate level. This relationship provided a new resource for staff recruitment and support: the governmentally sponsored Public Services Program.

The training of Public Service Workers by the HDP and the consequent appointment of some of these for work with the HDP provided for the development of a new cadre of HDP staff divorced from any previous association with HDP dissappointments and sufficiently motivated so as to give renewed impetus to the desire for programmatic renewal and outreach.

e. A governorate initiative to extend HDP-Bayad involvement beyond the East Bank to the West Bank District of Tizmant.

f. Expanded efforts within Egypt to identify additional funding sources to ease the agency's longstanding financial crisis.

g. Renewed efforts in the land reclamation project which had previously come to a standstill.

3. Phase III - Renewal

While the transition from Phase I to Phase II may be readily dated to the closing and subsequent re-opening of the Bayad facility, the transition from Phase II to III has been more gradual. From Phase II emerged a third perceptable period initially characterized by conscious review of previous agency experience and a growing self-confidence on the part of HDP-Bayad staff. In retrospect it appears that the transition to Phase III coincided with the initiation of the Consultants' involvement with the HDP-Bayad.

The agency introspection of this transition period differs significantly from the internal questioning of Phase II in its more positive and activist orientation. This transition was unfortunately prolonged by a number of internal events: (a) loss of key personnel, both local and international, (b) introduction of new international staff with consequent demands for adjustment and (c) growing dissatisfaction over initial expansion efforts on the West Bank and unforeseen obstacles which emerged at this time.*

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* An awareness of the organizational transition then occuring argued for a delay in any significant outside intervention or recommendations. It would have been unfair and of little utility to attempt to describe or to make formal recommendations for the agency during this period. Consultant involvement with the agency during this period became that of resource provider, facilitator, networker and, at times, counselor. This was complimented by work on the "Community Development Process Record," a task agreed upon earlier by the Consultants and the HDP.

From this transition a renewed sense of purpose has emerged within the agency. HDP-Bayad staff show increased motivation and commitment to this general purpose. Nevertheless, questions and uncertainties remain regarding both specific program choices and directions and long-term agency viability.

B. **HDP-Bayad Organizational Characteristics**

1. **Legal Status**

HDP-Bayad's legal status in Egypt although resolved much earlier, appears at present to be fully acknowledged and accepted at the local level. The agency operates under the sponsorship of the Governorate of Beni Seuf and under direct contract with the Bayad District Local Council of elected citizens. The work of the HDP is supervised at this level and required facilitation (i.e. customs, visas, etc.) provided through the Director of the Local Executive Committee, a governmental employee. There is both a national and a local Advisory Board with total membership (other than HDP participants) being Egyptian nationals.

2. **Finances**

Funding for the agency is almost 2/3 from locally derived sources. (This percentage does not include specific matching funds provided by local communities for projects.) There are four major sources for such cash and in-kind funding: (a) individual Egyptian nationals and expatriates; (b) Egyptian businesses and Egypt-based multi-national corporations; (c) foreign embassies; and (d) Egypt-based international donor agencies. This order reflects roughly the relative importance of these different funding sources.

Some funds (approximately 1/3) are also provided by international agencies and foreign governments abroad. These funds are generally applied for and channeled through ICA affiliates in the donor agency's own country. All such funds (both locally derived and international) are earmarked for project implementation and support purposes including related staff development and training. The ICA-International is **not** a donor agency and therefore does not as a rule provide funding for individual country programs.

Staff salaries (i.e. the equivalent of basic living allowances since no salaries are actually paid) and non-development project related activities (i.e. those associated with the ICA and the maintenance of its members, etc.) are financed either through the extra-development work of ICA-Member staff (usually teaching English or clerical/secretarial work for businesses, corporations, etc.) or from special grants identified for such purposes. All staff living allowances, both for Egyptian nationals and international staff are between LE 33 and LE 48 per month. Housing Food and limited educational benefits for children are provided in addition.

Two entirely separate sets of financial records are maintained in order to document that funds procurred for development are not utilized for other purposes. In those cases where donor funds might be used to cover staff-related costs these are clearly indicated in pre-project HDP/Donor arrangements.

It is estimated by the HDP that the maintenance of the HDP-Bayad core program requires approximately $30,000 annually (including staff living allowances). The agency's optimal budget (i.e. that which the agency could use effectively for community projects plus the core budget) is estimated by the HDP itself at between $120,000 and $140,000 annually. Total funding available for 1983 was $95,000 ; for 1984 $ 90.000 (Approximately 25% of these funds were for ICA facilities construction and not available for programming. Construction funds were not included in the estimated $120,000 - $140,000 requirement)

3. __Internal Structure__

Program work within the HDP-Bayad was previously organized into two teams: a Women's Team and a Men's Team. The former had basic responsibilities for work in the areas of health and education and the later for work in the West Bank expansion program and in the fields of agriculture, water and productivity. This organizational structure was changed in early 1985. Current teams deivisions are according to three general areas and all teams are now composed of a mixture of men and women. These areas are:

  I.   Services Localization

       A. Health, Education & Welfare
       B. Environment & Community Organization

 II.   Economic Intensification

       A. Agricultural Productivity
       B. Commerce & Industry

III.   Rural/Urban Interaction

       A. Funding & Authorization
       B. Sharing Approaches That Work

In addition to on-going projects (See below), the first two teams (including both A and B under No. 2) are involved in an extensive process designed in conjunction with the Consultants to: (1) sensitize staff to relevant information which can be grained from simple observation and dialogue with community members; (2) promote extended contacts between villagers, local officials and HDP staff; (3) provide basic structures for support of the learning process within each team and between teams; (4) achieve an adequate understanding of the various factors affecting development in each sector; and (5) provide adequate baseline data for further project development and later program activity assessment and evaluation. This is a continuous process of outreach and reflection on agency understandings and involvements. The process and its instruments are not intended solely for data collection.

HDP Project Activity By Team, March 1985

I. Services Localization

   A. Health, Education & Welfare

      1. Health CareTakers (20 Caretakers)
      2. Pre-School (3 Schools)
      3. Literacy & Numeracy (Montessori)
      4. Literacy
      5. Women's Advancement Work
      6. Bilharzia Prevention (w/local Doctors)
      7. Family Planning, Personal Hygiene

   B. Environment & Community Organization

      1. Water Systems (Coordination of Water Systems Management, Upgrading of Existing Water Systems)
      2. Liason & Organization with Village Leaders for Village School Construction
      3. Revitalization of Relationships With Youth Clubs (2)
      4. Work with People's Council & Village Leaders (Relationship Building with local Village Leadership

II. Economic Intensification

   A. Agricultural Productivity

      1. Desert Reclaimation
      2. Demonstration Gardening (New Project)
      3. Rabbit Raising Experiment
      4. Agricultural Program Development Research

   B. Commerce & Industry

      1. Marketing Expansion & Registration
      2. Carpentry
      3. Small Business Development

         a. Income-Generation for Low-Income Families & Women
         b. Research Into Appropriate Income-Generating Ventures To Support Social Projects

III. Rural/Urban Interaction

   A. Funding & Authorization (Both In Cairo and at the Governorate Level)

   B. Sharing Approaches That Work

4. Staffing

Present staff consist essentially of 22 members - 10 international and 12 Egyptian. Of the international members, 2 are Australian, 4 American, 2 Kenyan, 1 Indonesian and 1 English. (In the past two years there have been others from England, Ireland and Holland.) In addition there are two teenagers in residence and 4 staff children. (One American among the 4 resides full-time in Cairo, her income being used to support staff salaries and core HDP program costs.)

Egyptian staff consist of 6 men and 6 women. The HDP has just lost an additional 4 male staff members who have left to take government jobs, attend military service or pursue careers in the private sector. All staff live and work together during the week with weekend home visits and vacation time. Staff share equally in internal household chores such as cooking, cleaning, grounds and facilities maintenance, etc. In a similar manner all staff are involved in community work.

5. Language Facility

All but two of the international staff are new. Of these two, one is fluent in speaking, reading and writing Arabic. The second has a sufficient understanding of Arabic for day-to-day work. The majority of Egyptian staff have a basic knowledge of English with several fluent English speakers. Internal House activities are conducted bi-lingually. A new emphasis is being placed on increasing language capabilities of both groups.

III. Initial Observations On Basic Issues

In exploring future, rural development related strategies with the HDP-Bayad it must be remembered that this agency is not merely a "rural development agency," but represents in fact the locally-based expression of a particular philosophy and an approach to living - one which places high priority on shared community living, group responsibility for individual members, long-term commitment and genuine service to local communities around the world. Low priority is given to the pursuit of personal benefit and to the possession of material goods. These values are a reflection of the ICA-International of which the HDP-Bayad is a local "affiliate," or House, as individual country programs are referred to.

Each House has certain functions for which it is responsible. Based on observations within the Bayad House these can be inferred to be: (1) the identification of opportunities and avenues for service within the host country; (2) mobilization of local individual and agency talents as a resource to overall community development; (3) the sharing of agency (ICA-I) philosophy, life style and approaches with others and (4) assisting interested HDP staff in exploring possibilities for long-term commitment to the ICA or similar work in other development agencies or activities.

Each House is thus part of a worldwide organization from which its basic structure and function is derived and whose basic principles govern the internal actions of individual Houses while apparently, if HDP-Bayad is a typical example, allowing a great deal of latitude relative to both external community relations and programming and internal procedural matters as reflected in HDP internal House rules and practices. (Local Houses and their members are said to participate in ICA decision-making at all levels through written input and periodic conference participation and meetings around the world.)

In fact then, the HDP-Bayad is best considered as a part of a larger international movement (the ICA-I) rather than as solely a rural development agency; Yet both the larger movement and its local affiliate share a common commitment to the development of rural communities and individuals.

Question A. *Given the overall nature of the ICA and its local affiliate, the HDP-Bayad, is it possible for such an agency to make a contribution to rural development in Egypt at this time?*

The HDP-Bayad is clearly in a position today to make a significant contribution to rural development in Egypt. The specific form(s) which this contribution may take are given in responses to questions B and C but it can be said here that:

1. The agency's basic values and commitments to development are clear and its fundamental approach is sound and consistent with major strategies of grassroots community development. Major elements of both these values and strategies are shared by a number of local and interna-

tional agencies now operating in Egypt. These values and strategies
are an essential alternative or complement to the prevalent Egyptian
development approach which emphasizes pre-packaged solutions to pre-
determined problems and an overemphasis upon facilities construction,
equipment and furnishings, and the supply of "modern" technologies.
The continued and expanding operations of the HDP-Bayad provide an op-
portunity to demonstrate the significance of human resource development
values and strategies as an alternative to an overly bureaucratized
approach.

2. The HDP-Bayad potentially offers other development agencies
a useful example of the importance of internal staff development and
support. In general the mechanisms for such staff development and sup-
port are lacking in the majority of local extension oriented rural
development agencies. The HDP's fostering of personal commitment to
service among staff and community members should be welcomed as a posi-
tive addition to the Egyptian development agenda.

3. Independent of the potential impact of its own development
projects, the HDP could develop a number of individuals with a suffi-
cient sense of purpose, commitment and experience to provide a much
needed resource for other local agencies and groups, both those invol-
ved in formal development work and those involved simply in neighbor-
hood and community initiated action programs.

Irrespective of these three important contributions that an
agency such as the HDP-Bayad can make to the development community
in Egypt, there remains the essential question of agency viability:

*Is the HDP-Bayad at present in a position to both survive the
short-run and to develop its capabilities to operationalize these
and other important potential contributions?*

The following three observations suggest that positive outcomes can be
obtained:

4. The HDP-Bayad seems to have restored a significant portion
of trust among citizens and government at the local level. It has im-
proved relations with local officials and initiated a dialogue with

international donor agencies and professionals. The HDP-Bayad has
shown itself to be a survivor in the face of distrust by other develop-
ment agents, long periods of continuing doubt & periodic loss of self-
confidence, and dwindling financial resources. Throughout this process
the agency has been served by a group of dedicated and persistent mana-
gers sustained and supported by a small but committed core of staff
with excellent development potential.

5. Within the last 18 months, the agency has put an end to its
isolation and has begun to reach out to other agencies and groups en-
gaged in similar work. These groups and agencies have been invited to
Bayad, have been visited by HDP staff and have participated in activities
sponsored by or at the HDP-Bayad House. Equally important, these agen-
cies and groups have responded positively to HDP-Bayad overtures des-
pite earlier reluctance.

6. Support by the governorate level Ministry of Social Affairs (MSA)
Public Service Program has allowed HDP-Bayad to:

a. Recruit and train staff

b. Project a degree of official recognition which enables
   the HDP-Bayad to both attract and retain staff more
   easily, including those local persons who might other-
   wise be inclined to refuse employment with an ecumenical,
   international agency

c. Develop an effective network for community understanding
   and program support through staff turnover and the train-
   ing of Public Service trainees not retained by the HDP.

Question B. What form or forms might such a contribution take? What
conditions would be required in order to bring this about - both internal
to the HDP-Bayad and with regard to its external relations?

A number of potential contributions can be summarized as follows:

1. Provision of basic development-related training (such as Orien-
tation of Public Service Workers, community members and others) to sti-
mulate thinking and increased concern, especially among young adults or
those about to begin work in government, public, private or cooperative
sectors. These new attitudes and approaches could contribute signifi-
cantly to improved performance in these sectors.

2. An operational method for identifying and prioritizing community problems, needs, solutions and resources (i.e. through the ICA LENS and CONSULT processes).

3. An awareness of and approach to mobilizing local financial support from local businesses and individuals. In addition to generating financial support this approach creates greater awareness of development concerns among a wider cross-section of community leadership and the general public.

4. As an active agent in the mobilization and disbursement of matching funds (loans and grants) for small-scale projects sponsored by a variety of local agencies and community groups.

5. As a catalyst for efforts at cooperation and sharing of objectives, methods and values among various community oriented groups and agencies.

6. As a promoter of appropriate technologies for village development. Given its local residence and occupancy of a large tract of land in the midst of a village environment, the HDP-Bayad could be suitable as a place to adapt and test appropriate technologies for local use. Such technologies often require significant experience and a period of focused attention and care prior to their adoption by villagers. Demonstrations of such in a village environment under close supervision can be especially valuable.

7. As a resource for technical information and contacts for local leaders and locally assigned governmental employees engaged in community development related projects or for local citizens in self-help efforts.

8. As a technical resource provider for village development initiatives and similar projects.

These potential contributions can be summarized in terms of the following general roles: Trainer, Technical Assistance Provider, Catalyst, Promoter, Funder and Information Provider.

In order for the HDP-Bayad or any other local development agency to realize these contributions a number of general conditions (pre-requi-

sites) must be adequately addressed. Some of these conditions apply
to a wide range of potential contributions while others relate to se-
lect agency roles. These conditions fall into 5 general categories:

A. **Clarity of Goals & Objectives & Output Measures**

1. There must be a clear and concise statement of the agency's
purpose, its desired contributions, its preferred roles and its choice
of specific programs and activities. These agency   goals and
objectives can provide a context for decision-making within the agency.

2. Project and program outputs must be measurable and the re-
lationships between such outputs and overall agency goals and objectives
must be adequately specified.

3. The agency must be able to provide an articulate conceptuali-
zation of the HDP's approach to community development, particularly its
emphasis upon human resource development. It is vital that this con-
ceptualization be expressed in translatable terms readily understood by
government counterparts and rural development agents. While current
HDP terminologies may be useful for internal purposes, they appear to
obstruct effective communication with outsiders.

4. The agency must be able to explain clearly and objectively how its
human resource development process contributes to the realization of a-
gency, program and activity outputs. The agency must be able to object-
ively monitor progress in this process, preferably in some measurable
way. If this cannot be sufficiently accomplished, the HDP should recog-
nize that its emphasis upon this human resource development process is
but an agency value that may or may not be shared by others. Moreover
the propagation of this process as a value is different from its actuali-
zation as a method just as an end differs from its means.

B. **Agency External Relations**

5. Priority must be given to the development and nurturing of
relations with local community members. Such relationships provide:
(a) an outward focus for HDP activity and staff; (b) a source of learn-
ing from local people; (c) a training ground for new staff; (d) a primary

base for demonstrating and testing new methods and technologies and
(e) a core of local political support.

6. On-going relationships with agencies should be cultivated
and maintained through the sharing of specific HDP-Bayad experiences,
projects, methods and outputs. Without concrete exchanges such as
these, inter-agency contacts will be difficult if not impossible to
maintain and hence the majority of potential contributions impossible
to achieve.

7. Continuing and improved relations with the Ministry of So-
cial Affairs - Beni Seuf and its Public Service Program are essential
to maintain required staffing and to build and strengthen the agency's
support network.

C. Basic Staff Training

8. Considerable attention must be given to the development cf
staff knowledge and skills for the actual performance of basic com-
munity development tasks. Knowledge and skills are demanded for the
performance of even the most basic work of interviewing and dialoguing
with community members. Such knowledge and practice skills must be
clearly understood and incorporated into staff training in a systematic
and consistent manner. Resources, including printed materials, curri-
cula and training personnel, must be developed and available in Arabic
for such training.

D. Developed Technical Capabilities

9. While the HDP-Bayad's general process skills are an important
contribution to community development, they alone are not sufficier'
for successfully implementing the majority of project activities appro-
priate to the Egyptian context. While the CONSULT and LENS processes
may alone be sufficient services to communities in other countries,
previous development approaches in Egypt plus higher standards of living
have created a different set of expectations in this country. In order
to be accepted such processes must be accompanied by other more tangible
ones.

10. Whatever role the agency adopts in its local development
efforts, it must be capable of providing substantial technical resources.
The specific content areas required will depend on the nature of HDP pro-
gramming at any particular time and the relationship of the HDP to a parti-
cular activity.

There are a number of ways that such technical skills can be se-
cured and technical resources maintained: on contract, volunteer regis-
ters, in-house, etc. Regardless of which method(s) is/are selected,
management and staff must appreciate the importance of technical inputs
into project identification, design, implementation and evaluation.

E. Financial Security

11. It is essential that the HDP secure funding for several
years in order to have greater freedom and more time to devote to agency/
staff development and to increasing the sophistication of the agency's
development activity portfolio. Staff and agency development activities
all require such financial security as well as funding for their own
implementation. Without this security, management will, of necessity,
be too preoccupied with financial solvency to give the focused attention
necessary to carry out long-term development tasks.

12. If the agency is to assume a role as an active agent in
the mobilization and disbursement of matching funds for local agencies
and groups, a dependable source of funding will be required.

Question C. *What contradictions might there exist between potential
HDP-Bayad contributions to rural development and the basic philosophy
and working style of the agency? In general, how might these be re-
duced, reconciled or eliminated?*

This question draws attention to the presumed relationships be-
tween the three basic components of an agency's "infrastructure," i.e.
the agency's philosophical premises/values, its operational framework,
and desired outcomes (contributions). The relationship between these
agency components may be shown as follows on page 17. As shown the
operations of any agency are necessarily based upon a set of philosophical
premises/values irregardless of whether these are openly acknowledged
or understood by organizational members. In the case of the HDP-Bayad

the explicit understanding and realization of these philosophical premises/values is of fundamental importance to the organization and its members. The significant role of these values has already been discussed in the introduction to Section III (page 9). It is essential-. ly this focus on values which distinguishes the ICA/HDP-Bayad from other rural development "agencies."

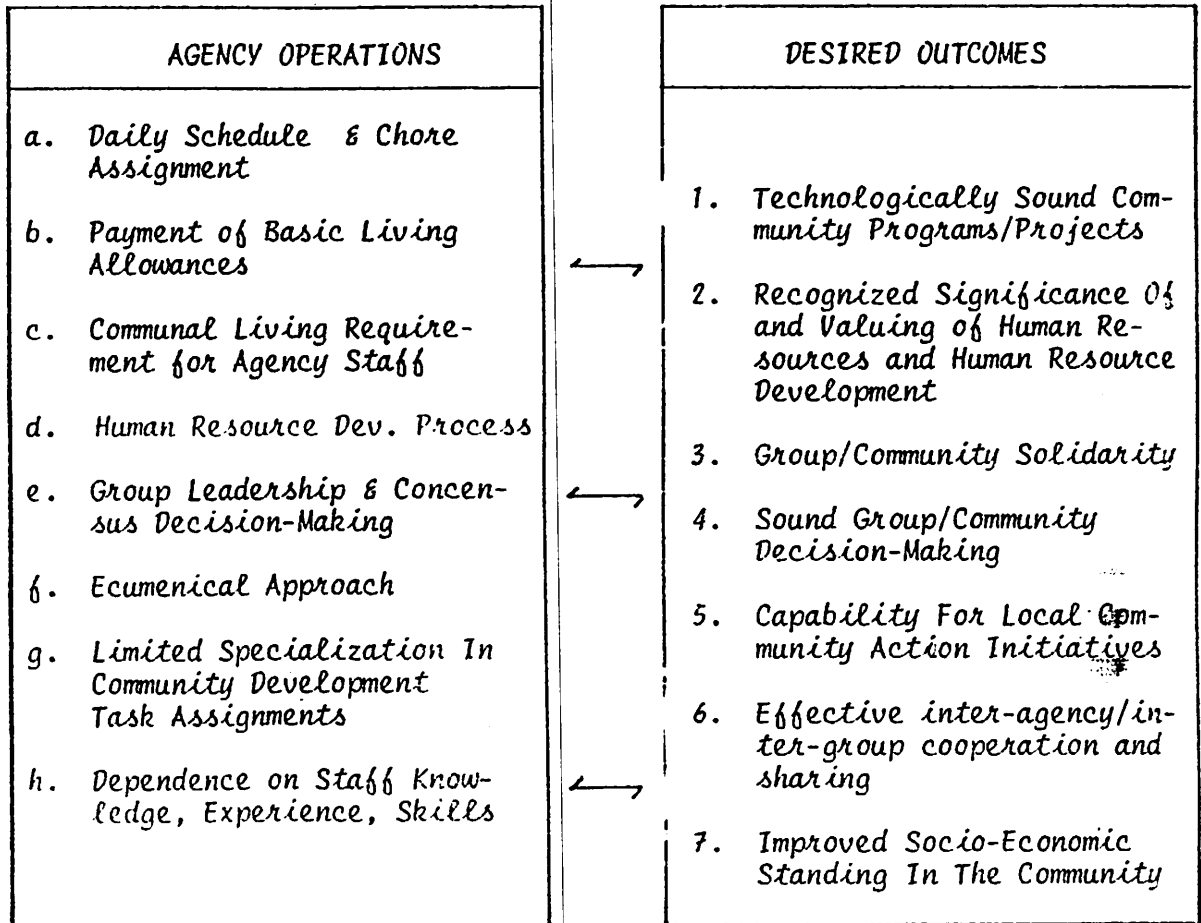Figure 1. A Paradigm For Analyzing Basic Organizational Infrastructure
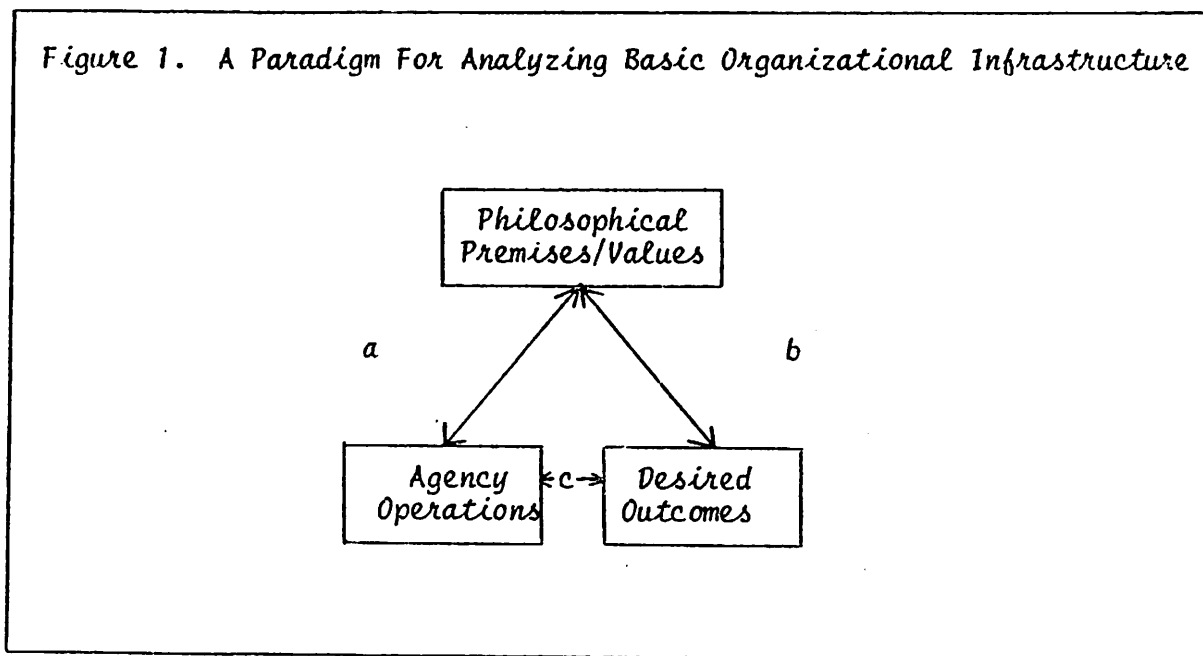
Previous discussion under Section III.A. (page 14) has drawn attention to the need for the HDP-Bayad to clarify for itself the de- sired outcomes of agency operations ."c"). We would suggest here that, in addition, the agency clarify for itself the relationships between its philosophical premises/values and both agency operations and de- sired outcomes ("a" and "b" , Figure 1).

It is not beging suggested here that the HDP-Bayad give immediate priority to a reconsideration of its phiolsophical premises/values. It has already been pointed out (page 10, Question A.1.) that the HDP's basic values and commitments to development are clear and consistent with major strategies of community development. In responding to the above Question C it is our intention here to provide a number of examp- les of the perceived contradictions between current agency operations and desired outcomes as presently defined. This discussion clearly im- plies that there are a variety of both potential "Desired Outcomes"

and Agency Operation methodologies that would be consistent with agency Philosophy/Values. Not only are the present contradictions in this relationship, i.e. "c", greater than in either of the other two, "a" & "b", but the available means for reconciling these contradictions are more numerous without compromising the agency's philosophy/values. Moreover it is in this area that the greatest potentail for conflict exists between the agency and its social environemnt.

The following examples of contradictions between Agency Operations and Desired Outcomes have been selected for discussion:

Figure 2. *Contradictions Between Agency Operations and Desired Outcomes - Examples*

AGENCY OPERATIONS	DESIRED OUTCOMES
a. *Daily Schedule & Chore Assignment*	
b. *Payment of Basic Living Allowances*	1. *Technologically Sound Community Programs/Projects*
c. *Communal Living Requirement for Agency Staff*	2. *Recognized Significance Of and Valuing of Human Resources and Human Resource Development*
d. *Human Resource Dev. Process*	
e. *Group Leadership & Concensus Decision-Making*	3. *Group/Community Solidarity*
	4. *Sound Group/Community Decision-Making*
f. *Ecumenical Approach*	5. *Capability For Local Community Action Initiatives*
g. *Limited Specialization In Community Development Task Assignments*	6. *Effective inter-agency/inter-group cooperation and sharing*
h. *Dependence on Staff Knowledge, Experience, Skills*	7. *Improved Socio-Economic Standing In The Community*

1. Daily Schedule & Chore Assignment

The manner in which scheduling and job assignment within the House relate to tasks/activities in the community has a fundamental impact on performance and outcomes. The breaking up of an individual's day for House chores, limits severely his/her effectiveness in the community due to an inability to adjust schedules to community requirements, customs, etc. or to set aside significant blocks of time for community service.

(The Bayad House has recently recognized this contradiction and has made efforts on two occassions to resolve it. The potential for such condradictions however must be continually monitored as both new community outcomes and in-House assignments are added.)

2. Payment of Basic Living Allowances

Given its policies regarding salary levels can the agency recruit and hold on to sufficiently qualified technical manpower to be able to pursue the more technical roel requirements should it wish to move in these directions? Is it realistic, given the nature of the local community and culture, to expect that individuals will be willing or able to continue with the agency for long enough to develop sufficient skills to really make a meaningful contribution to local community development or even to the agency's overall understanding of problems and needs in the field.

3. Communal Living Requirement for Agency Staff

It will be virtually impossible for the HDP-Bayad to develop a cadre of technically competent Egyptian staff sufficient to carry out the majority of community development roles if communal living is the sole means of participation in HDP-Bayad community development activity.

The "professionalization" of some (or all) staff will require that consideration be given to alternative means of staff participation, i.e. opportunitins for participants either unable or unwilling to live (or to continue to live) permanently within the HDP-Bayad House. This could be done in a number of ways which would preserve the basic integrity of HDP-Bayad values while allowing greater flexibility in staff recruitment and hiring as well as in the more effective utilization of staff who must leave the House for any number of reasons but who wish to continue their work with the agency or in the field of development activity.

4. Limited Specialization in Community Development Tasks/Roles

It would be useful to distinguish between those staff with professional community development career interests and potential and those staff for whom participation in the HDP is, in all likelihood, a short-

term involvement based on a desire to serve and to learn while
awaiting other employment or life events such as marriage or army
service. The former individuals can be assisted by and assist the
agency in a number of significant ways while the later's contributions
are more limited both in terms of teim committed and, more than likely,
in terms of depth. Whether within this agency or outside of it,
career-oriented individuals can make a very needed contribution to
community development practice in Egypt.

5. Human Resource Development Processes

While many would argue that human resource development strategies
do contribute, in the long-term to concrete programmatic outputs and
desired outcomes in community development, insistence upon these pro-
cesses and their inadequacy for generating tangible short-term outputs
creates both misunderstandings and distrust of overall agency capabili-
ties by the majority of Egyptian government officials. This point ap-
plies equally to other local and international development agencies
using similar approaches. In order to minimize the potential conflicts
resulting from the misunderstandings and distrust without significantly
compromising basic program premises, the HDP could: (a) identify speci-
fic tangible outputs of program/project initiatives which local officials
and community leaders can more readily appreciate and (b) clarify both
this approach and its potential long-term impacts for such authorities.

6. Dependency Upon Staff Knowledge, Experience & Skills

In general, agency staff are hired from among young and inexperienc-
ed recruits. These staff are then trained by existing staff, the majo-
ity of whose own life experiences and skills are also limited. Continu-
ous staff turnover prohibits the development within the agency of suffi-
cient numbers of sufficiently qualified staff to carry out more techni-
cal program activities and to train new staff at higher levels. A furth-
er complication is the chosen dependency on this limited knowledge,
skills and experience base among staff - not only in training but in de-
velopment and implementation of programs as well. The result then is
all to often an inadequate understanding and hence poor decision re-
sulting then in implementation failures and inadequately trained staff
and community members.

While it may appear to some that the HDP-Bayad's philosophy and approach are too much at odds with local culture and traditions to be effective, the history of the agency contradicts this assumption. Past failures have much less to do with basic agency philosophy and approach and much more to do with poor decisions.

7. Ecumenical Approach

While there are many aspects to the HDP's ecumenical approach, one element in particular, i.e. internal House exercises (rituals), has been both controversial and contradictory in terms of desired agency outcomes. As a movement the ICA-I and its local affiliates have developed a number of highly structured exercises (rituals) and behaviors which give form to the daily expression of their philosophy and which provide a vehicle for those involved with local Houses to experience, learn from and share their developing relationships to that philosophy. In addition to these symbolic functions, such exercises obviously provide a context for the development of self-confidence, self-esteem and general leadership skills among both local staff members and their international colleagues.

The content of these exercises is highly idealistic and obviously designed to build group solidarity as well as to motivate individual participation and learning. While the content is secular, the format betrays its origin in the ICA's earlier Christian community ties.

In the community the agency must deal with its identification as a foreign, "Christian," agency among local groups and potential staff. One source of such misinformation is the conduct and formating of these basic internal House rituals. Respecting the content and utility of some such measures, greater consideration could be given to adopting, substituting or supplementing these ritual formats with others more culturally suitable and less sectarian in form.

8. Group Leadership & Concensus Decision-Making

A salient characteristic of the HDP's operations is its emphasis upon concensus decision-making and open participation in leadership roles.

These approaches strongly reflect fundamental agency values and
philosophical premises. They are often used to encourage all group
members to assume responsibility for task performance and leadership
roles.

The uncritical application of this approach however in the
Egyptian context may produce results contrary to those intended and
actually achieved in other cultural contexts. In the cultures,
particularly American, in which many of these techniques originated
it is often necessary to restrain egocentrism and assertive individual-
ism for the sake of overall group development and the personal growth
of individual members. The relative absence of such behaviors in the
Egyptian rural context, in part due to an existing self-abnegation
and group concensus formation, may make this approach not only less
relevant but contradictory to the achievement of group process outputs
and community outcomes desired. The assuming of even situational
leadership responsibilities is likely to be passively shunned by local
staff. The absence of rewards for developing leadership capabilities
serves as a discentive to individual efforts to acquire the technical
competency required as the basis for assuming such situational leader-
ship roles.

In the midst of other cultural forms that discourage individuals
from assuming responsibility and taking decisions (in an equalitarian
group process) these approaches may contribute unnecessarily to agency
indecisiveness and actually impede action. The group itself may become
a cover for individual restraint and passive participation as opposed
to a medium for collective action and personal growth.

Another potential result of the uncritical application of these
group development technologies is the emergence of Western staff in
key program leadership roles and in public relations activities. Al-
though the situation is in principle one of equal opportunity, the
absence of either internalized cultural norms or peer/social pressures
to conform to (such as those described above) for Western staff may be
an important factor in accounting for their assumption of leadership
roles. This point also suggests the need to review the assumption
that such internal group processes and role models are readily transfer-
able to work in the community and with community groups.

Question D. *Given its basic premises and methodology, to what extent
can the HDP-Bayad expect to have sufficient trust and confidence on the
part of either the Government of Egypt or local citizens to be in a
postion to work successfully?*

Relations With the Government of Egypt (GOE). With regard to
the GOE (both nationally and at the local level) the question of trust
and confidence is really an unanswerable one related not only to the
HDP-Bayad but to both foreign agencies in general and to the majority
of local agencies involved in grassroots-type community development
efforts. While in general such agencies are tolerated by some, accept-
ed by others, welcomed at times but often despised or resented, they
are more-or-less just allowed to work. Despirte such a mixed reception,
there is some emerging evidence that these agencies can produce results
even under such conditions. Problems with local government bureaucracy,
clashes between rival local groups and scrutiny by local security are
a part of the reality of this type of work.

In light of this reality, the relevant question thus becomes:

*What measure of support or freedom of action is required by
any agency of this type to be effective?*

A full response to this question is beyond the scope of this Observation
Brief but suffice it to say here that in the Consultants' opinion, the
HDP has neither more nor less problems in this area at present than is
evident in many agencies throughout the country. Other agencies have
managed to cope with this situation and there is no reason to believe
that the HDP cannot continue to do so.

The HDP has clearly defined legal authority to operate based on
its contract with the Governorate of Beni Seuf. This is recognized
by other official bodies as evidenced by its dealings with national
customs authorities and immigration officials. While contacts with
other Districts of Beni Seuf have been established under governorate
sponsorship, the involvement in and recognition of the HDP-Bayad by
local District officials outside of Bayad is still limited.

Relations With Local Communities. The support of local community
members and local village leaders is essential to the successful operations

of a grassroots community development agency. In the case of the HDP
a number of observations can be made:

1. Strongest support for HDP activity now appears to come from the
membership of the locally elected District Council (with representa-
tives from a number of Bayad District villages) as well as from local
religious and traditional leaders, both Moslem and Christian. There is
also apparently a significant and growing group of supporters from a-
mong those individuals involved with the Village Water Systems Project
and Health CareTakers Program as well as those associated with more active
Community Development Associations (CDAs) located in the District. If
any of these local community members have concerns over HDP intentions
or methods at the present time this is neither obvious nor does it
appear to be an obstacle to their involvement and support.

2. An important lesson to be taken from the above point is that effect-
ive programs and appropriate projects will do much more to develop and
to sustain community support than will group process technologies alone,
irrespective of how well the latter are implemented. There is no evidence
to indicate that good, or even ideal process strategies have in the
absence of effective programs generated any significant degree of individ-
ual participation or community support the the agency.

3. Despite the existing and apparently growing support from local citi-
zens, there is a notable absence of interaction at present between the
Bayad House membership and Bayad villagers. These exchanges need to be
pursued in order to strengthen and renew old ties.

4. The key to further community acceptance and involvement thus appears
to depend on the degree to which projects valued by the community can t=
successfully identified, designed and implemented with HDP involvement
and assistance. When this occurs, outside concerns over internal House
management and procedural issues are likely to subside considerably. al-
though not dissappear. Such issues often make good targets for the en-
vious, threatened or suspicious at whatever level and for all agencies
operating in such close proximity to their clientele.

Question E. *In light of its particular philosophy and approach, can the HDP-Bayad expect significant financial contributions from the international donor community towards its rural development work?*

Any response to this question is of course hypothetical. The case can be made however that there are a number of donor agencies operating in and/or providing funding for rural community development work in Egypt. As a rule these donors have difficulty in locating both projects and project partners which reflect their own concerns, interests and values and who possess both sufficient authority to and the capability for carrying out rural development activities. Local agencies with such potential are often over funded, i.e. can obtain more funds than they are currently capable of utilizing effectively, reflecting the keen interest in such work by donor agencies. For the HDP-Bayad to be in a position to tap such funds it must;

1. Be able to effectively communicate the extent to which its own interests and those of individual donor agencies overlapp;

2. Be in a position to express an indepth understanding of local community problems and needs as well as alternative solutions;

3. Project a basic knowledge of and a sensitivity to the many bureaucratic and cultural obstacles to resolving such conditions;

4. Illustrate both community backing and government approval for its efforts;

5. Have a documented track record in one or more project areas sufficient to indicate the agency's ability to implement programs, involve local citizens and produce measurable and documented outputs; and

6. Maintain a continued separation between development project financial resources and those related to ICA affiliation and to communicate such to potential donor agencies.

The accomplishment of these requirements can be facilitated in a number of ways. A few of these are suggested on page 26.

1. Greater familiarity with Egypt-involved rural development donors, including a more in-depth understanding of current interests, activities and funding possibilities in the area.

2. More clearly defined program goals and objectives and plans for the future, thus allowing greater clarity in communicating the shared interests of the agency, the local community and potential donors.

3. Greater skills in project development, presentation, monitoring and evaluation as necessary to adequately reflect what the HDP already knows and does in relation to the above.

4. Greater attention to providing both measurable and tangible outputs as indicators of program success and an increasing ability to monitor and to report on such outputs.

5. The availability of an objective assessment of HDP project activities and outputs to date - the "HDP Success Story" so-to-speak, to share with potential supporters.

6. Overcoming the religious affiliation, "indoctrination," and soft technology images held by many development professionals regarding the HDP and ICA activities in Egypt and around the world.

What is required is a serious approach to public relations, one which recognizes and faces up to the current perception of the agency by outsiders and which seeks to both understand this perception and its origin as well as to reflect critically on its content and to engage, where possible, its proponents in a serious dialogue aimed at clarification and mutual learning.

IV. Products of the Hardister/LaTowsky Consultancy

A. Products To-Date

"Community Health & Medical Services Sector" Cards for the Community Development Process Record (CDPR)

"Employment, Production & Trade Sector" Cards for the Community Development Process Record (CDPR)

"Consultant Observation Brief Number 1"

Basic HDP-Bayad Staff Training for Using the CDPR

B. Products To Be Completed (September 1985)

"Sponsorship Sector" Cards for the CDPR

"Population & Environment Sector" Cards for the CDPR

Monitoring Instrument for Village Water Systems Project

Monitoring Instrument for Village Health Care Takers Program

"Consultant Observation Brief Number 2"