

To : Mr. Arnold J. Radi, Chief(A), USAID March 9, 1979

From : Robert Ayling, IT/OICD, USDA and Dick Vittitow, Consultant to USDA

Alaska
(OK)
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Re : Report on Organization Development Training Visit
PASA AG/BNG 388-1-77
PIO/T No. 388-0002-3-80012
February - March, 1979

Scope of Work: Organization Development Consultation and Training for Intensive Jute Cultivation Scheme (IJCS); (1) Provide orientation and consultation to new director, IJCS; (2) Provide management and supervision training to 20 Assistant Directors of Agriculture (ADAS) - 14 of whom are recent appointments; (3) Provide training skills in methods and designs for training extension workers in developing farmer's associations (JFAS). 20 Deputy Assistant Directors of Agriculture (DADAs) and 18 Subject Matter Specialists, 20 of more are yet to be approved.

Activities: Pre-Planning February 23-25. Met several times with Mr. Arnold J. Radi to determine and clarify project status, concerns, and interests for planning project activities. Met with Mr. M. A. Samad, former IJCS Director, to gain his input and support. Mr. Samad agreed to meet with training participants to provide overview of OD program and goals. Met in several sessions with Mr. Alam, acting Training Officer to design objectives and activities for participants designated by IJCS.

Management and Administration Training: Feb. 26 - March 1.

Identified major concerns, problems and issues affecting 20 Assistant Director's of Agriculture in their work - selected priority areas for focus of training. Training concentrated on decision - making process, supervision and management methods, developing effective work teams, and strategies for implementing IJCS administration and program goals.

Roles and Responsibilities - ADAS, DADAs, SMSs: March 3.

Evaluated the roles and responsibilities of 20 Deputy Assistant Directors of Agriculture and 18 Subject Matter Specialists that had been developed in November visit. Evaluation included identification of problems encountered in implementing roles and issues which need to be resolved for overcoming conflicts and confusions. Also, identified training needs of SMSs and DADAs for present visit.

Training of Trainers: March 4 - 7. Based on identified needs of DADAs and SMSs provided training in methods for coping with frustration with self and those supervised which create problems in focusing and directing work. Also, provided training in Jute Farmer Association Development - leadership development, motivation for attendance of farmers at meetings, how to structure JFAs, and how to involve farmers to marketing process.

Other Activities: - Met with Mr. Denness of the World Bank and Mr. Alam, to gain approval of 6 month study program and Master's Degree in Organizations Development to be completed by Mr. Alam in Bangladesh. Program will be financed through World Bank finances.

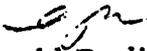
Met with Mr. Obaidullah Khan, Secretary of Agriculture, to review OD program progress and to set up and conduct orientation program in Organization Development for Senior Managers in Ministry.

At request of Mr. Khan and Mr. Radi, worked with Mr. Halim, Director of IJCS and Mr. Alam in the development of a continuation of the OD program for IJCS.

At the request for Mr. Toner, developed evaluation criteria that may be used in reviewing the OD program effect.

Met frequently with Mr. Halim, newly appointed Director of IJCS to orient to the project, a consult on implementation of project, to discuss training needs.

Developed brief project assessment paper and consulted with IJCS on overseas training plan.

To :  Mr. Arnold Radi, Chief Agricultural Officer (Acting) March 9, 1979

From :  Robert Ayling, Deputy Director, International Training Division, OICD, USDA and Dick Vittitow, Consultant to USDA

Re : IJCS OD Program Assessment Under PASA Agreement # AG/BNG 388-1-77

One of our commitments in this fifth and final intervention under the current PASA agreement is to assess our work to date. In conducting this assessment we have met on numerous occasions with Mr. Halim, IJCS Director, 20 ADAs, some individually and all in a 5 day training session, and 38 DADAs and SMSs, some individually and all in 5 days of training involvement. Additionally, as you know, we met also with the Secretary of Agriculture, Mr. A. Z. M. Obaidullah Khan. Although we have been clear with all in IJCS about the need for assessment, because of the confidences gained, we have not shared this communication with IJCS staff. Therefore, we urge appropriate discretion in its circulation.

Conducting this assessment has caused us to clarify the nature of the involvement USAID has had in IJCS through the OD project, and, at the same time, has brought into clearer focus the nature of the assessment itself. Through the OD Project, USAID has become a part of the process by which IJCS is endeavoring to make the transition from a traditional, and ineffective extension organization to a responsive, farmer-centered, problem-focused service organization. This transition has involved IJCS in major conceptual and operational changes, reorganizations, staff increases and turnover, new institutional relationships, large fiscal inputs and inter-agency competitiveness. The transition will not be complete for several years.

Our view is that USAID's involvement in this transition process through the management and supervisory training, trainer development and consultation on management, organization and implementation provided by the OD project has resulted in a significantly stronger, healthier and more stable organization than would otherwise have been the case. While training of agents, officers and farmers has been done, the major part of this work is in the future, as are some of the major responsibility shifts. But the successful involvement by USAID through this project is such that we feel it should continue.

In making our assessment we have focused on several levels.

1. The Director, Mr. Halim, has been on board only two months. Following Mr. Samad, an innovative, charismatic leader, who initiated this program as well as IJCS itself, we were interested in Mr. Halim's response to the program, his understanding of it, and his own commitments to IJCS stated goals and objectives. The work to date and any continuation would largely be influenced by the attitude and commitments of the new Director.

Assessment: It is clear that Mr. Halim has a different style, approach and effect than Mr. Samad. He will have the usual difficulties in implanting his own approach on IJCS following such dynamics as Mr. Samad possesses. He is in a difficult transition, as would be any new Director, to not only understand a complex organization like IJCS, but also to act decisively within a short-time frame as IJCS commitments require.

Obviously in our brief encounters at this time, we are not in a position to project what Mr. Halim will or will not do. What we can do is describe his behavior with us and with his staff.

Mr. Halim has attended all of our programs. On the first day, after listening to our orientation of the OD program to new ADAs, he was remarkable in being able to identify and separate out the goals and efforts of the OD program. This was the first time he had been apprised of our efforts.

At our suggestion, Mr. Halim reviewed in a meeting with the ADAs a list of about 20 concerns, problems and issues they felt were affecting their management work in the zones. We found him receptive to those concerns, differentiating which sections he could and could not take. ADAs told us privately that this responsiveness was very meaningful to them.

In our meetings with Mr. Halim, and as you witnessed in the meeting with Mr. Khan, he is very persistent about a continuation of the project. In his meetings with us, discussions with Mr. Khan, and conversations with ADAs he has indicated a serious commitment to management and training development. There has not been an opportunity to observe his follow-up capabilities. Mr. Halim is, however, a very experienced administrator, highly responsive to support, very eager to learn, and, as far as we can see, very interested in acquitting his responsibilities successfully.

2. We were concerned after our last intervention about Mr. Khan's commitment to this program since he did not respond to our request for an orientation session. Without the Secretary's personal understanding and commitment, IJCS implementation would be seriously hampered.

Assessment: Since you attended the meeting with Mr. Khan a lot of detail about his response is not required.

Through that discussion, he demonstrated that he was not only familiar with the program, but expressed a strong request that management development must be continued. He requested a proposal be adopted by Mr. Halim for submission to USAID. He also agreed to respond to Mr. Toner's request for a program evaluation by setting up a Ministry of Agriculture Task Force. He urged that evaluation and continuation be done simultaneously. He requested Mr. Halim to invite 7-9 Senior persons to an orientation program as a follow-up to Mr. Toner's idea.

3. In our last intervention 14 ADAs had been recently appointed to IJCS. They came to IJCS from a number of other agricultural agencies and brought with them opinions and methods of what the real work of IJCS should be. They expressed misgivings about management training for them and skepticism about OD in general. Our concern was that they might maintain real resistance to our explorations of alternative methods and approaches to management and supervision.

Assessment: On our first day with the ADAs we were not sure whether we would continue the training or not. After helping them identify their management concerns and issues, we left them in the training room by themselves to assess and determine if there were some "real" issues they wanted us to work with them on. We made it clear to them that if they felt there was nothing important to work with and conduct training on, then we would not conduct a session. After 45 minutes they called us back in and laid out the content they wanted to work on. By the end of our 4 day session the ADAs had expressed their need for such training not only to us, but met separately with Mr. Halim to request a continuation.

4. We met with Mr. Samad to gain his assessment of the training.

Assessment: Mr. Samad expressed his view that the training itself had done everything he had hoped for. He felt the shortcoming was in his ability to follow up and ensure its implementation. He felt that the demands on his time for development of the World Bank program, the agricultural strike, and working position and policy changes through the Ministry had taken too much of his energy away from site visits to reinforce implementation.

5. After having done one intensive session with the new DADAs on training of trainers we were concerned about implementation of the training and the development of their roles.

Assessment: The DADAs report real conflict with the SMSs around their roles. One problem is that although they are of equal rank with SMSs, the fact that they are "Deputies" gives them added status. This problem was discussed with all the DADAs, SMSs, ADAs and Mr. Halim. They are presently reviewing ways this conflict can be resolved. All DADAs report they are actively trying to implement their training programs. We do not have any first hand data on how this is working but the kinds of questions they ask and problems they report indicate that efforts are being made along with ADAs, DADAs and other staff to design and implement programmes for JEDs, JEAs and JFAs.

6. Our major focus in this program has been twofold: (1) To support and strengthen top management in its implementation IJCS goals this has meant training and consultation with the Director and the ADAs; (2) Developing a strong training component within IJCS to train 2750 JEDs and JEAs. This training of trainees has been with the 20 DADAs responsible for the program training. Additionally, we have worked some, but not focused on, the work of the subject matter specialists (SMS) the Jute Extension Officers (JEDs) and the Jute Extension Assistants (JEAs). These are obviously vital roles in the organization and successful implementation of IJCS goals will be dependent upon their understanding of their roles and responsibilities.

Assessment. In the 4th intervention we worked with eight SMS in doing the training of trainees program. They were chosen for training because all the DADAs were not on board yet. We found them, like the DADAs, to be bright and competent in handling training design and practices. They demonstrated real SKILL in being able to use the training methods in designing approaches for doing technical training of JEDs and JEAs.

In the 5th intervention 18 SMSs were also included for training with the DADAs. Although they are very receptive and can make real use of the training skills, their participation does create two problems for IJCS. (1) It does tend to confuse the roles of DADAs and SMSs, DADAs are responsible for coordination of all training. By continuing our efforts with the SMSs this may dilute DADA responsibilities and role. (2) Although SMSs obviously benefit from the training, to try and train 60 trainers as opposed to just DADAs puts an additional strain on the external consulting team that is beyond our scope to handle. They put a lot of pressure on Mr. Alam and Mr. Halim to be involved in this last training effort. Should a continuation be decided upon, we will need to work with IJCS to more clearly differentiate the roles and responsibilities of DADAs and SMSs. We recommend that SMSs should be kept on board with training methods and strategies, but in accordance with the job description should not be a primary focus group as are the DADAs.

In our first intervention we trained 35 JEOs in development and training skills. Eight of those JEOs are now DADAs or SMSs. We found them receptive to and valuing of the training. In that program they trained almost 50 JEAs and demonstrated competence in design and presentation of training. In our second intervention

we also trained the 35 JEOs in action research techniques, how to assess and gather data that would help them in designing strategies for developing Jute Farmers' Associations. Again, they demonstrated understanding and skills in using these new methods.

When the DADAs were posted by the Ministry our focus moved to train them to train the JEOs and JEAs. This means that we have not had direct contact with them since the second intervention.

We recommend that a pilot program in a continuation would allow us to work directly with selected DADAs as they work with JEOs and JEAs. This contact would serve both to support implementation and to make sure the designs and methods are appropriate.

6. Again, because of the selected OD program focus, we have not worked with the Central Office staff. This has caused us concern for three major reasons: (1) feedback from ADAs and others indicates that Central Office staff are limited in their planning and problem-solving capabilities; (2) new Senior Managers, including a Deputy Director, a foreign Project Advisor, and a foreign Marketing Adviser have been added to the staff. Indications are that little has been done to clarify both their roles and responsibilities for themselves and others; (3) the demands on IJCS, to accomplish stated goals, require that Central Office redirect its resources toward becoming less of a center of all directives, and more a center for coordination, support, and planning.

Assessment: Informal feedback leads us to believe there are many serious conflicts, which if not dealt with immediately, will cause serious problems for IJCS in the future. For the most part, IJCS Central Office staff is still operating within the structure of traditional reaction to problems which mean that problems often reach crises before being responded to. ADAs do not experience Central Office as supporting program implementation.

We conclude that through training, the development of clear and appropriate roles, and the development of a management team that Central Office can demonstrate capability to plan and can support the Director as a problem-solving unit. These alternative roles and responsibilities will have to emerge from a careful consideration as to what the purpose of IJCS Central Staff is in reaching IJCS goals and effectively communicating that purpose to field program staff.

7. In none of our visits have we worked directly with Jute Farmers' Associations (JFAs). Yet in all of our visits we have continually tested both the reality of their development - can it really be done? - and we have tested the commitment of LJCS to develop JFAs. This, after all, is what we understand to be the real focus of this project - to prepare and support LJCS in organizing and developing JFAs.

Assessment: In every visit, staff at all levels have insisted that JFAs must and will be organized. On the third visit, in developing their mission statement, their primary goal from which all objectives emerge, the ADAs said it was to "develop effective farmers' associations". Mr. Halim has been strong in his statements to staff that this mission must be achieved. On the fifth visit the DADAs and SMSs listed a remarkably clear set of objectives for LJCS of what they want to achieve in the development of JFAs. We do not doubt their seriousness or commitments.

As stated before, we believe LJCS success in developing effective JFAs will largely be dependent on their ability to change itself from a traditional agricultural extension service to an organization that can itself reflect the basic processes it wants to create in JFA organization. LJCS cannot furnish leadership to JFAs where as an organization it in itself cannot be effective and problem focused.

Summary: As a result of the OD training and consultation we can say:

1. There is expressed commitment to and understanding of the goals and purposes of the training in management, supervision, and training-of-trainees from the top management of LJCS and including the Secretary of Agriculture;
2. Mr. Halim is in an important transition period in LJCS and is working on both understanding LJCS and implementing its goals;

3. Although receptiveness and understanding of alternatives management and supervision methods is wide speed implementation in day-to-day activities is required.

4. Although our focus has been in up-grading the management SKILLS of the ADAs and training Skills of DADAs, we recommend that in any continuation that Central Office Staff receive special attraction and that SMS, JEDs and JEAs be connected with training activities to insure implementation reaches the Jute Forests Associations.

5. In order for LJCS to create problem-solving effective JFAs, it must as organization itself be problem solving and effective.

To : Mr. Arnold Radi, Chief(A), USAID/AGR March 10, 1979

From : Robert Ayling, Deputy Director, ITD/OICD, USDA
and Dick Vittitow, Consultant to USDA

Re : Recommendations for the development of an evaluation
of the CD program - PASA Agreement # AG/BNG 388-1-77

The request for criteria or approach that might be used in evaluating the OD program with the Intensive Jute Cultivation is valid. It is important to determine what effectiveness this program has had in supporting IJCS goals and objectives. It is also important to determine other applications if the OD program is effective.

During this visit, as you know, we have explored within IJCS and with Mr. Obaidullah Khan, Secretary of Agriculture, the request for an evaluation and they have responded by not only being receptive to an evaluation process, but also by making manpower resources available, should that prove helpful. Should an evaluation be conducted, we believe that this receptivity should overcome one of the major hurdles to evaluation, at least in the States, and that is openness and support of evaluation as a process.

Essential to any evaluation will be an availability to the evaluators the program reports and detailed interviews with you and Mr. Emory Howard who has managed this program from its conception.

From our viewpoint, what must be understood in developing appropriate evaluation procedures and methods is not only the context in which agricultural organizations function and work within Bangladesh, but also the uniqueness of IJCS itself, what it is attempting to do within so many traditions and the massive changes it has undergone in the past two years of our work.

For example, IJCS has nearly doubled in staff, it has more than doubled its senior management staff, added two foreign senior advisors, added 60 new middle management and technical positions, and significantly added to its outreach workers. It has requested

and now implementing a World Bank loan in an amount exceeding \$33 million dollars. In the midst of this, IJCS has continued to manage loans and inputs to Jute Farmers' Associations while also completing a legal process of registering the now more than 2,500 J. F. A. s. In October, Mr. M. A. Samad, who received of IJCS goals and commitments as Director, retired to run for parliament and has been replaced by Mr. A. H. M. Halim.

During this remarkable transition, we would like to believe that the OD program has been supportive and helpful in not only stabilizing IJCS but also in quickly and effectively translating its goals to senior managers, particularly Assistant Directors who head field operations in the now 20 jute zones.

For example, in November, 1977 and January, 1978 we trained 10 ADAs. In May 1978 we trained and oriented 8 additional ADAs who were new to IJCS along with the 10 ADAs already in place. By November, 1978 the new ADAs had been replaced because those positions were up-graded by the Government. We again re-oriented and trained 14 new ADAs. By this time only 5 of the original ADAs we first trained were still in their positions. Through our training, the new ADAs were able to identify and clarify IJCS goals and objectives, as well as practise management and supervision methods, which without the OD program would not have been possible for IJCS itself. We believe that an evaluation process, in order to measure the OD program effectiveness, must consider these and other similar factors. Therefore, a thorough briefing by you and Mr. Howard, as well as project reports, and any other information that will add to developing the IJCS context will be most helpful.

The major goal of the OD program has been to support IJCS through management development and training of trainers to organize effective Jute Farmers' Associations throughout the jute producing areas of Bangladesh. For evaluation purposes, it would be important to determine in what ways the OD program has introduced methods and strengthened IJCS in implementing this highly innovative concept. We recommend that evaluation attention be given to four important IJCS staff levels: (1) The Director; (2) The ADAs; (3) the Deputy Assistant Directors of Agriculture; (4) the Training Officer (acting).

1. Director

The IJCS Director has been in his post for 2 months. He has participated actively in all of our sessions during this last visit and we have met with him in several private sessions. Admittedly, he has spent much of his time since coming on board just trying to understand IJCS, its program, staff, and resources. There has been little time to actively plan where and how to direct IJCS capability.

In our effort here, we have endeavored to help him clarify IJCS goals and objectives, become quickly familiar with the problems, concerns, and issues it faces as an organization, and to determine for himself what priorities and requirements must be established to meet IJCS objectives, particularly the development of Jute Farmers' Associations.

Through an interview procedure, either closed or open-ended, it could be determined how well the Director is able to understand IJCS goals and objectives, what major problems he identifies for IJCS in meeting those objectives, and what strategy he has developed for implementing IJCS goals as well as overcoming current and future problems.

As a measure of evaluative comparison, a similar interview could be conducted with other Directors in the six agricultural extension organizations to compare their skills in understanding and communicating organizational goals, priorities, issues and directions.

Comparison could also be made with the Director's understanding of IJCS goals and the stated goals in the IJCS handbook which is in Bangla.

Interviews could also be conducted with Central Office Staff, ADAs, and other field personnel who have direct contact with the Director to determine if he has improved in or clarified his understanding of IJCS goals, objectives, issues, and direction since the OD training as compared to before.

2. Twenty Assistant Directors of Agriculture

Six of the present ADAs have participated in all training interventions, 14 have participated in the last two. An evaluation strategy might focus on finding answers to some of the following questions:

A) Can ADAs identify as a major goal the development of JFAs? Since many of them come to LJCS from other agricultural extension services such as Extension and Management and IRDP it would be important to find out if JFAs are critical because other extensions do not have a commitment to organize farmers in the same way LJCS is attempting.

B) Have them identify orally or in writing alternative methods for management and supervision learned in OD programs and differentiate from traditional methods used in Bangladeshi agricultural management?

C) Have them articulate strategies they have attempted to utilize in working with their staff where they are using OD methods in developing JFAs.

Since ADAs are considered within LJCS as the most traditional and unchanging of the LJCS staff, it would be important to determine what ways they see themselves as changing, or feel the need to change as a direct result of their work and exposure in the OD programs (for 14 it involves a total of about 8-10 days).

D) Ask the ADAs to write or report the roles and responsibilities of the DADAs in their zones. Originally most ADAs saw the DADAs as "administrative assistants". It would be important now, after OD training, to see if they can clarify and specify the different roles and responsibilities of the DADAs and SMSs. Particularly important would be their skills in articulating the role of the DADA as a trainer to train JEAs and JEOs in developing farmers' association.

For purposes of comparison:

1) Compare ADA responses with LJCS goal and objective statements (which they had not read prior to OD training).

2) Compare ADA responses and understandings with other managers of similar rank in other agricultural organizations to determine if they can specify and articulate "alternative methods" of supervision and management to present practice in IJCS.

3) Compare other supervision practices and management over junior staff within IJCS to determine if there is a difference in attitude and management practice.

Sixteen DADAs and eight SMSs

This group participated as persons newly posted in our November program. As a result of our training it would be important to evaluate:

1) Skills in design and method. Ask them on paper to develop 2 hr. training design in any subject area or extension practice they are required to train in. Their design should specify how they will a) use their time; b) the subject for training; c) how they will train the group - what method they will use.

2) Ask them to specify what skills and information is required of JEOs in supervision and JEAs in practice to develop effective Jute Farmers' Associations.

3) Ask them to list what specific actions they have taken and what programs they have initiated in training as a result of their work in the OD program.

4) Interview JEOs and JEAs in selected zones to see if they can identify any change in the skills or behavior of DADAs in working with them since the middle of December.

Compare the DADAs/SMSs skills in training design, use of methods, and practice with any group in Bangladesh, either in extension or net. It might be useful to particularly compare them with the skills of the instructors of the major research training institutes.

Compare the skills of the DADAs/SMSs who participated in the November/March intervention with ADAs - who are more experienced and senior to see the difference in training skill and design.

Compare DADAs/SMSs understanding of JFA development with goals and objectives of LJCS and determine if appropriate for implementation.

4) Training Officer (Acting)

The training officer has participated in the training in November/ March, 1978-79. He also has participated in the OD program offered by USDA in Washington. Since he is responsible for the implementation of LJCS training it would be particularly important to assess his skills, knowledge, and values in training, management and supervision, OD applications in a traditional organization, and strategies for implementing goals and objectives in LJCS.

- 1) Have the training officer specify difference between traditional Bangladesh training methods and those presently used in LJCS;
- 2) Have the training officer specify the major management and supervision issues in LJCS and define a strategy for responding to these problems;
- 3) Have the training officer define the specific relationship and purpose of OD training and management to the implementation of JFAs.
- 4) Have the training officer conduct a training session in an area of management and supervision for a selected group of managers.
 - Compare the LJCS training officer's skills and knowledge with any other person in a Bangladesh agricultural unit.
 - Compare the LJCS training officer's knowledge of problems of the organization and strategies for implementation with any other officer in LJCS or an outside organization.
 - Compare the results of the training officer's training of a test group before and after the training.

Two other approaches in evaluation might also contribute to the desired outcome.

1. We recommend that an interview be conducted with the Secretary of Agriculture, Mr. Obaidullah Khan, to determine what priority IJCS commitments have within the Ministry and what relationship management development and training has to that priority. This would be helpful in gaining an overview of just where the OD program might be seen as helpful or not helpful. If in fact, there is commitment at the very top this would certainly be a measure of chances of overall effectiveness.

2. An important test we would recommend is for any of the participants in the training of trainers or management and supervision programs to arrange for a meeting with farmers. Evaluate their overall sensitivity, methods of approach and discussion, and success in communication.

PROPOSAL FOR
EXTENSION OF IJCS OD PROJECT

I Introduction

This proposal outlines a limited extension of the IJCS Organization Development Project (November 1976 to March 1979) funded by AID and implemented by the International Training Division, OICD/USDA. The proposal has been developed jointly by IJCS and USDA in response to requests from Secretary Obaidullah Khan and Mr. Arnold Radi, AID Agricultural Officer (Acting).

This proposal is submitted concurrently with suggestions for the identification of status and the assessment of progress in the OD Project to date. However, it is proposed that the limited continuation be implemented immediately, and results of the assessment be utilized to provide guidance on continuing directions. The size, nature and incomplete status of the transition IJCS is undergoing, the numbers of new or unhired staff, senior personnel changes, and the, as yet, unknown impact of massive non-AID donor inputs make continuing support advisable.

The IJCS has responded in an overwhelmingly positive manner to the project to date. Through the dual focus our organization management and training capability, inputs have been provided at a number of levels to assist IJCS cope with its current transition. Training in management and supervision for central staff, ADAs and DADAs; training in problem-solving, training and group building skills for DADAs, SMSs and some JEOs; and organization and management consultation for the Director and ADAs have begun to build a capacity for problem-solving, management and training into IJCS. Perhaps, most importantly, they have created access and acceptability and the desire for continued support.

This proposal recognizes the incompleteness of IJCS's transition, the inadequacy of training support input to this point and the need for pilot testing of training strategies and materials down to the farmer and Jute Farmer Association level. It proposes a limited extension with continued assessment so that IJCS may itself be a pilot test of ways untried in Bangladesh for improving the social and economic well-being of small farmers.

Through the OD Project, USAID has become a significant part of the process by which LJCS is making the transition from a traditional and ineffective administrative organization to a farmer-centered problem-focused, support organization. There is no question that LJCS is stronger and healthier as a result of this involvement than would otherwise have been the case. The impact to date and potential for continued assistance warrant consideration of continuation.

II Summary of Work-to-Date

Five consultation and training visits have been completed and detailed reports submitted to USAID on these activities. In summary, the purpose of those visits were:

November-December 1976

Acquaint senior management with management and supervisory practices required for implementation of innovative projects; provide training skills and methods for middle-managers and their senior staffs in training field agents. As a result of this visit, it was determined that further organization development work was appropriate for LJCS.

January 1978

Train senior and middle level personnel in practices and approaches for collecting information and identifying problems in their work with farmers.

May 1978

Assist ADAs in identifying and clarifying LJCS mission for 1981 and develop a specific action plan based on goals and objectives to be achieved in following 6 months.

November 1978

Provide intensive training of trainers' program for 23 DADAs and SMS in methods, skills, and practices in training JEOS and JEAs in their work to develop and support Jute Farmers' Associations.

February, March 1979

Provide orientation and consultation support to the new Director of IJCS; provide management and supervision training to ADAs; follow up on previous DADA/SMS training program and its implementation; and assess OD program work to date.

III Focus of Proposed Extension of OD Program

IJCS is a significantly different organization today than it was six months ago. It has doubled its Senior Management staff and increased the number of administrative zones from 10 to 20. A World Bank loan is providing technical, facility, and transportation resources in an amount exceeding \$30 million. Sixty new middle management positions have been developed to provide both technical and extension training to the 2,500 Jute Extension Agents. By 1981, it is committed to develop, register and support over 3,000 Jute Farmers' Associations to organize and improve the marketing and production of jute in Bangladesh.

The implementation of IJCS' stated goals and objective will depend largely on its ability to absorb, direct and develop its expanded manpower and program resources. For the new IJCS Director this means putting into place a Headquarters staff that understands its roles and responsibilities, is capable of planning and directing the support resources required, and can provide the required administrative and coordination services for the zonal offices.

The ADAs, three-quarters of whom are new to IJCS within the last six months, and half of whom will be replaced in the next few months, must understand the IJCS mission and be able to not only manage and supervise their field staffs, but be able to interpret the IJCS mission to their field and support staff. The DADAs need the further skills required in training design, methods, and practice to enable the JEOs and JEAs to develop the Jute Farmers' Associations and provide them with the technology, inputs, and organizing support they require. Appropriate training curriculum and materials should be provided to facilitate implementation of the training programs within the shortest possible time.

Through the OD programs to date the IJCS Director and Senior Managers are aware of the necessity to develop its management and training systems in order to implement and achieve its mission by 1981. The extension of the OD program is focused on responding to the immediacy of that need. This extension request is designed so as to support, integrate, and supply, but not duplicate, the technical training selected IJCS staff and farmers are scheduled to receive through World Bank funds.

IJCS is at this stage prepared and receptive to receive the support required to enable it to move toward meaningful implementation of its commitments. It has indicated its strong desire to continue the involvement of the OD project as a part of its ongoing transition.

IV Organization Development Interventions Required

In its joint assessment, IJCS and USDA, recommend that a 4-phase management development and training skills program be provided over approximately the next two years.

1. **Headquarters Management.** Two 2 week and two 1 week Interventions. This would involve the Director, Deputy Director, Project Adviser, Marketing Adviser, Training Officer, Publicity Officer, Fiscal Officer, Technical Officer, and other Senior officers and staff.

Focus: Clarify roles and responsibilities, develop and implementation of appropriate headquarters staff structure, administration policies and procedures manual. Training in organization management and administration and the development of support and coordination requirements for 20 zone offices. Consultation with IJCS Director in developing plans and implementation of IJCS mission by 1981.

2. **Training for DADAs.** 3 - 3 week Interventions. This involvement skills development for 20 DADAs will Training Officers in training design, methods, practice, and implementation of programs.

Focus: DADAs would receive training in major areas of responsibility: supervision skills for JEOs; Jute Farmers' Association development for JEAs; information gathering, diagnosis, and action planning for JEOs and JEAs; coordination and design of technical training for Subject Matter Specialist.
 - Development of Instructor's Manuals for Developing Jute Farmers' Associations for 250 JEOs and manuals for organization of JFAs for 2,500 JEAs.

3. **Pilot Programs in Implementing IJCS Goals and Objectives.**

2 - 3 week interventions.

This involves selection 4 - 6 pilot zones based on selective criteria for implementing IJCS goals and objectives.

Focus: Training would be conducted in 4 - 6 pilot zones with all zonal office staff (ADAs, SMSs, and DADAs), some zonal field staff (JEOs and JEAs) and some Jute Farmers' Associations. Training would be in clarifying roles and responsibilities and in working at each of the zonal levels to test and revise plans for achieving IJCS objectives.

Based on this field work appropriate materials and methods would be developed for Training Officer and DADAs to implement in other zones.

4. **Management and Supervision Training for ADAs in IJCS Program Goals and Objectives.** Three - 1 week interventions.

This involves application of the pilot program learnings in each of the other non-pilot zones.

Focus: Training in management and supervision for ADAs based on the work of the pilot zone teams. Requires a presentation of planning and implementation requirements, use of materials developed, and development of action strategies for each zone.

V. Proposed Schedule for Continuation

The following schedule is suggested for the extension of the OD Project. The immediacy of the continuation is proposed to enable late interventions to reinforce activities up to this point. Dates suggested are:

1.	<u>Intervention 1</u> Central Office Staff ADA's	<u>May, 1979</u> 2 weeks 1 week Total time	3 weeks
2.	<u>Intervention 2</u> Central Office Staff	<u>October, 1979</u> 2 weeks Total time	2 weeks
3.	<u>Intervention 3</u> DADA's	<u>January, 1980</u> 3 weeks Total time	3 weeks
4.	<u>Intervention 4</u> Pilot test in selected zones	<u>May, 1980</u> 3 weeks Total time	3 weeks
5.	<u>Intervention 5</u> DADA's ADA's Central Office	<u>October, 1980</u> 3 weeks 1 week 1 week Total time	3 weeks
6.	<u>Intervention 6</u> Pilot test in Selected zones	<u>February, 1981</u> 3 weeks Total time	3 weeks
7.	<u>Intervention 7</u> DADA's ADA's Central Office	<u>May, 1981</u> 3 weeks 1 week 1 week Total time	3 weeks

VI Budget

The budget for the proposed contemination is as follows:

1 Intervention -		
2 trainees, 2 weeks	\$	12,680
6 Interventions -		
2 trainees, 3 weeks		102,120
Materials development specialist		
10 weeks		25,000
Program Manager		
24 months, 25% time		15,000
Materials preparation and printing		5,000
Contingencies		<u>5,000</u>
		164,800
USDA overhead 20%		<u>32,960</u>
	\$	<u>197,760</u>

EVALUATION OF INTENSIVE JUTE CULTIVATION SCHEME (IJCS) ORGANIZATIONAL DEVELOPMENT PROJECT

Organizational Development (OD) is a planned intervention into a management system designed to achieve behavioral change. It is but one of many ways of intervening in an organization. Because management is a system or a collection of systems an OD effort is dependent upon compatibility with such management components as, organizational design or structure, the reward - value system and with manual orders or operational procedures.

In theory OD would seem to fit the operational requirements of an extension service. Such services are designed to influence choices made by farmers, the acceptance of new technologies, the decision to join a marketing association or credit union and to influence the general well being of farm families. Since the Government of Bangladesh can not mandate or force farmers to organize, dictate the choice of seeds or require acceptance of specific agricultural practices. It must rely on persuasion, leadership, training and communications for acceptance. Therefore training of extension service personnel in OD could provide skills which would allow the extension workers to increase their influence over the choices farmers and farm families make (This assumption is made without an understanding Bengali management culture and its ability to absorb/or modify western management techniques for its own use).

Evaluation of efforts to introduce behavioral change into any organization are difficult. So in the evaluation of such efforts. In the case of the IJCS's OD program building evaluation check points into the over all design would have provided a more acceptable evaluation procedure. However it is very unlikely that such a procedure would have insured clear sharp answers to questions of success or failure of the OD effort or to decisions related to continuing to support the project.

One strategy for obtaining information on which to evaluate the effectiveness of the AID-USDA PASA training agreement would be to aggregate the training objectives of goals of the five training efforts into the following four major categories:

Category One: Initial Training of Individuals

By name identify each specific Agriculture District Agents (ADAs), Deputy Assistant Directors of Agriculture (DADA's); Subject Matter Specialists (SM's); Jute Extension Officers (JEC's); and Jute Extension Agents (JEA's) who was trained. This category is composed of those individuals who received training by or under the supervision of the American consultants only.

Category Two : The Capacity to Train Others

One of the goals of each intervention was the development of a support base (Mr. Alam's training and staff) and services to guide and help IJCS official who received training to train others. Hence this category is concerned with the capacity of the IJCS to train its own staff.

Category Three : Organizational Behavior Change

Check the introduction into the day to day operations of IJCS of specific problem solving techniques (Action Research), decision making techniques, increased team effectiveness and other associated behavioral skills.

Category Four : The Interface Between the Farmer and the Extension Service

Through OD techniques an effort is being made to increase the effectiveness of the IJCS to provide needed services to the farmers and to improve both the quality and quantity of jute production and the general well being of the farm family. Although the JEO and JEA appear to be the primary change agents in this effort they are in fact dependent upon a top down design.

A review of the consultants reports, other basis documents resulting from training efforts and discussions with Mr. Alam, Mr. Halim, Mr. Samad, Officers in AID's Office of Agriculture can result in the identification of the scope of and evaluation effort for each of the four categories.

In the First category curricula, training design and materials used in training should be identified and evaluated. Where trainees were required to set or define action to be taken after formal training periods and attempt should be made to determine if such action were indeed taken. This would be a strong indication of the acceptance of the training by the trainee. To the extent that such actions result in some type of change this should be noted. Finally individual who received training should be identified and their current location noted. A sample of these individuals should be interviewed.

Category Two should be divided into three components. One dealing with the number of trainees trained by the ADA's etc. an another with the quality and effectiveness of the training and the third with the effectiveness and/or utilization of Mr. Alam's services. In this category it will be necessary to do some interviewing in order to collect information. If it is necessary to use personnel who are not trained interviewers it will be essential to give them some training. In all cases it will be necessary that who ever carries out the interviewing understand the basic principles of OD and the associated jargon. The purpose of the interviews is to determine if the individuals receiving OD training understood the management skills and techniques he received in training, the proper application of the techniques and whether or not he had used them in his work environment, and acted as a trainer.

Category Three is an extension of the work begun above. Interviewers should elicit examples of change occurring in the organization over the past two years that can be attributed to the OD effort. Interviewing in this category does not have to be limited only to those who received training. Mr. Alam may be a useful source in identifying people to be interviewed.

Category Four both Mr. Alam and Mr. Halim claim that the results of the training have reach some farmers and that there is increased activities around the formation and operation of farmer associations. To verify this and evaluate the extent of such changes information need to be collected from a specified sample of farmers and the JEA or JEO who serve the farmers. Important information to be sought in this category is the farmer perception of the JEO/JEA's role and the type and quality of information provided by the extension workers. Interviewing

should not be done with the extension worker present (if possible). The interviewer should be someone who can ask nontechnical questions that the farmer can respond to and yet get at the connection between the OD efforts and the quality and kind of services provided to the farm family.

Resources

This undertaking will require one person knowledgeable in sampling techniques and processing of information as well as two or three interviewers. In designing the evaluation every effort should be made to involve Mr. Alam in the design and operation of the evaluation. Since Mr. Alam departs for six months of OD training in the States on 20 May it will be necessary to act quickly. Incidentally and perhaps not inconsequently the World Bank is funding his training.

The following estimates of time required to complete the evaluation are made on the assumption that a primary evaluator will be working more or less full time for four weeks on this project and that he has the support of Mr. Alam as well as three interviewers (trained) as necessary.

Design phase	...	....	....	five days working with Mr. Alam
Category One	...	....	....	three days working with two people
Category Two	...	....	....	three to four days working with two people.
Category Three	...	....	....	two to three days working with two people
Category Four	...	....	....	One week working with three people transportation would be necessary
Processing Information and Report writing		....	....	One week.

The mission is not involved in jute production and marketing and therefore may not feel any obligation or need to support further work in this area even though the evaluation may recommend continuation in some form or other. In a broad sense this is an extension service activity that just happens to be concerned with jute. As an extension activity it reaches small farmer with a view of improving their skills and abilities to form more productive farmer associations. Already there is an indication of efforts made by JEAs to bring to farmers, family planning service personnel. Before a decision is made on the base of absence of AID projects in the jute industry it would be well to examine the secondary benefits that may be derived from further association.

There is one serious weakness in the current project and that is the lack of depth in internal IJCS OD support activities. Right now Mr. Alam plays a very key role. Considerable time and money has and is being invested in his training and Mr. Halim term as director is limited to two years. Hence you have a very thin organization structure. Some thought might be given to establishing a small firm consisting of Mr. Alam and two other trained professionals (India provides training in this fields as well as the University in Kuala Lumpur) to service not only the jute extension service but elements of the public and private sector. This was done with same success in Ecuador and Panama.

D. Creedon
3/15/79

AN OVERVIEW OF ORGANIZATION DEVELOPMENT

As should be clear to the reader by now, Organization Development can be viewed as many things, by many people from different points of view. In this paper, let's try to look at Organization Development first from a simple, operational point-of-view. What would the components of OD activity look like, if they were going on in my organization?

One visible component would be ongoing action research. There would be a continual pre-occupation with diagnosing practical, everyday problems. These diagnostic activities could take on a variety of forms, ranging from staff meetings to discuss problems to circulating questionnaires and survey forms. The thrust of the research activity would be beyond merely identifying problems, into trying to find out what is behind the problems, and thus figuring out how to solve the problems.

This leads to the second visible component, action directed toward solving problems. Once again these actions, or OD interventions as they are called, could take on a variety of forms including data feedback, team-building activities, training, or planned re-structuring of work units. The interventions could also be focused in a number of different ways within the organization, toward a variety of mixes of people and issues. There are four categories, or "families" of interventions most OD action falls into. The first are Team Interventions where the focus is on increasing the competency of a workgroup to work more effectively together. The second are Intergroup Interventions where the focus is on increasing coordination among workgroups which must cooperate or are interdependent. A third are Total Organizational Interventions where the total organization is to be brought into the improvement process for a specific activity. Any of these three kinds of interventions might be attempted either by OD practitioners from within the organization, or in some instances you may prefer to get outside help from consultants. The fourth category of OD intervention, are Third Party Interventions, where an outside expert is required to assist the development effort through personal, interpersonal or group process interventions.

The next visible component of OD activities, after action as described above, is some sort of systematic evaluation activity. Since this evaluation will be of necessity connected back to the diagnosis which uncovered the problem, the distinction between diagnosis and evaluation is sometimes difficult, because evaluation actually constitutes a "re-diagnosis" of the same problem area to ascertain if some further action is required to solve the problem.

This summary is based in large measure, and is consistent with Organization Development: Behavioral Science Interventions for Organization Improvement, by French and Bell. See Chapters 4, 5, and 10 - 13.

Some Characteristics and Foundations of OD

First, it is important to understand that Organization Development is an ongoing and interactive process. It is a visible flow of events, connected to one another, moving over time toward some pre-determined goals. It is important to understand that OD is a process, not a thing. Organization Development activities will change emphasis, change direction, alter focus, and move throughout an organization like an amoeba looking for problems to solve, so that the problem-solving capacity of that part of the organization is thereby strengthened. Further, it is not just active, it is interactive, in the sense that every action causes a response, which in turn must be responded to, and so forth.

Organization Development has as its basic foundation, the applied behavioral sciences. Put directly, OD is a practical form of applying what we know from the behavioral sciences to organizations. Some examples of some of the practical things we can learn from the behavioral sciences, and apply in organization, include what motivates people in the workplace, what are the most efficient ways to resolve conflict, and how to help a group of people become a cooperating team.

Organization Development is also a normative, re-educative strategy for change in organization. There are three basic theories about how to bring about organizational change. One is that empirical-rational strategies will work - all you have to do is point out the obvious, and people being rational will change. Unfortunately, it does not work. A second is a power-coercive strategy based on the assumption that the most efficient way to bring about change is to build a power base sufficient to demand it. Unfortunately, such strategies usually result in unproductive competition, and game-playing to avoid compliance with the demanded change. The third, and the one OD is based on, is based on the assumption that norms in the organization contribute to behavior and that old norms can be unlearned and new ones learned through thoughtful educational interventions. That is what is meant by "normative, re-educative" strategies.

Organization Development views organizations from a system approach. There are two fundamental elements in a systems approach. One element is that interdependency of parts, and the second is the wholeness or Gestalt of the parts taken together. This dual way of thinking about parts of an organization enable OD activities to be focussed on one part, or subsystem of the organization, while taking into account the probably consequences in other subsystems. Another advantage of systems thinking is that it encourages analysis of problems in terms of multiple causes, rather than simplistic searches for the cause. A third advantage of systems approaches is that systems thinking focusses attention on the forces present at the time of an event and a problem, rather than getting

into an historical analysis of "what might have been if." Thus, systems thinking increases focus on the "here and now" that can be changed. Finally, systems approaches are predicted on the understanding one cannot change systems by changing components.

Organization Development is a data-based approach to planned change. A key issue which organization members involved in OD must commit themselves to is that data about the organization itself is the most relevant and useful information on which to take action. Theory about what management or a ministry think the data ought to be are irrelevant in Organization Development. This sounds like a simple enough idea to accept. But you will find as you get into OD activities that many people are not empirical-rational beings. Thus this issue will emerge time and time again in any effort to undertake Organization Development activities.

Organization Development is experience-based. This flows naturally from the above tenet, and is also traceable to the ties between OD and the Laboratory Education movement. This belief is based on the assumption that people learn how to do things by doing them, and by having time to reflect on that learning and figure out how to apply it regularly. Experiential training methods seem particularly suited to OD because they work best and have been most extensively developed and used in training for increased interpersonal competence and social skills. These skill areas are often the focus of OD interventions.

Organization Development emphasizes goal setting and planning skills. One of the most widely used tools in OD is introduction of management by objectives procedures in an organization. Many organizations, particularly in the public sector, are surprisingly in-efficient in their goal-setting and planning skills. Organization Development interventions not only often introduce goal setting procedures as a desirable, new organizational norm; but the OD interventions in and of themselves set a good example for the organization to follow by having their own measurable intervention goals and objectives.

Organization Development activities focus on intact workgroups and teams. It is this focus on the workgroups and teams which separates Organization Development from management development efforts, which can take place in isolation from fellow managers. Only by focussing on intact work teams can real organizational problems be surfaced and worked on effectively.

These are some of the basic components of Organization Development, and some of the foundations or cornerstones on which OD is based. Further reading in French and Bell will elaborate and provide additional examples of these points.