

TRAINING OF TRAINERS IN PROJECT MANAGEMENT FOR LGT-II

FINAL REPORT - PHASE I

Prepared for:

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I. EXECUTIVE SUMMARY

SUMMARY OF RESULTS:

The PROJECT MANAGEMENT SYSTEMS (PMS) WORKSHOP Consultancy being conducted jointly by the USAID, PADCO and LGT II team members is a two phase endeavor to strengthen the training capacity of the Badan Diklat, (Departemen Dalam Negeri), for providing improved training services to regional and provincial training centers in the form of enhanced curriculum, improved learning methodologies and trainer development programs. This was done by introducing a specific project management skills seminar/workshop: The primary output to be achieved through this consultancy. The target group of the PMS workshop is the Project Implementation Team. This is the multi-eshalon, multi-agency group of: Pimpro, Treasurer, Secretary, and Field Staff responsible for implementing projects described in the Indonesian project document, the DUP/DIP. The following is a report on the results of the first phase and the plans for the second.

Phase One of the PMS effort to:

Develop a Curriculum Design Team to:

Develop and field test a PMS Curriculum and

Plan the Implementation of the PMS Curriculum in Phase 2:

was completed during the 4-week on-site period August 28 - September 26, 1983. The objectives outlined in the Terms of Reference, refined and agreed to at the end of the first week, were achieved and the planning for Phase 2 continued as scheduled. (See ANNEX 1, "Terms of Reference" and ANNEX 2 "Process For Establishing the TOR").

* A Core Team of Badan Diklat Curriculum designers has been established for the duration of the first two phases and is responsible for the implementation of the PMS Workshop (during 1984 Phase 3).

* In collaboration with the Consultants, The Core Team has identified a prototype PMS curriculum; related it to the Badan Diklat Management Training objectives for Dalam Negeri, PADCO/LGT II Management Training Needs Assessment, the Government of Indonesia project management system formats, the PDP project management training objectives and its criteria for DUP/DIP elaboration, PADCO Training module design formats.

* The Core Team in collaboration with the Consultants has planned Phase two and the period leading up to it in detail and the Phase three follow through in general.

Key activities included:

Assessment of the minimum conditions required for undertaking the consultancy;

Refinement of the Consultancy Objectives at the time of implementation;

Establishment of Badan Diklat "core" group to guide the curriculum development;

Joint planning by the core group and consultants to design a Demonstration PMS Workshop;

Conducting and evaluating the workshop to identify needed modifications, and

Conducting a planning workshop for Phase 2.

(see Consultancy Logical Framework in ANNEX 3)

Strategy:

The Consultants' approach stressed the development of a Badan Diklat institutional capability to conduct and manage PMS workshops in the future, rather than the Consultants simply conducting a PMS workshop for Badan Diklat. The emphasis then, was placed on establishing (within the 7 person Badan Diklat Core Group Curriculum Design Team) an understanding of the conceptual underpinnings of a PMS, preparing them to play an active role in conducting the pilot Demonstration Workshop and equipping them to evaluate the pilot PMS workshop and modify the curriculum in preparation for Phase 2.

This strategy responds to recent evaluation conclusions indicating the need to emphasize institutional change and growth rather than the producing of outputs alone, and the need to define and implement rational project management systems supportive of LGT II strategy, goals, and objectives. (see pages 2, 3 of "Report and Recommendations of the Evaluation Team" in ANNEX 4.) In addition, important linkages were made with the PADCO team, the LAN-SESPA program, and the PDP Project.

The consultancy strategy was geared to fulfilling the near-term specific requirements of the workscope determined by the Client, while also contributing to the longer terms objectives of improving institutional capacity to plan, implement, and manage change efforts using effective project management methods. We viewed PROCESS to be as important as PRODUCT. (See ANNEXES 2 and 4.)

Key Findings:

1. Facilitative Conditions Sufficient for Planning and implementing Phase 2 exist:

The conditions necessary for installing (when installing means identifying and designing curriculum, training trainers in content and methodology, planning for implementation and fully implementing) a PMS Workshop currently exist in the Badan Diklat at levels sufficient for success. They include:

* TOP LEVEL SUPPORT:

The Director of the Badan Diklat, Pak Sumitro, has expressed his full support for the installation of Project Management Training in the Central, Regional and Provincial training programs offered to government officers in accordance with the Goals of Badan Diklat and the findings of the LGT II evaluation. In a meeting on August 29, 1983, he stated that the PMS program was not a simple adjunct to the LGT II program but an important component of the overall Badan Diklat Training Development goal, itself.

His willingness to identify a top level officer as the team leader for the PMS sub-project effort demonstrated his commitment. When the consultants suggested that the two officers initially appointed might be too junior, Sumitro responded by appointing an eschalon 2 officer, Pak Kuswandi, currently the top level officer responsible for the supervision of LGT II project.

The current LGT II Project Manager, Pak Arief, the Project Administrator, Pak Syahrir, Supervisor, Pak Kuswandi and senior PADCO consultant, Pak Soesiladi gave full time support throughout Phase 1 of the PMS effort: a key factor leading to this initial high performance. This successful experience of using top level officers to spearhead a change in organizational programs and methods has affected the phase 2 implementation strategy significantly.

* PRESSURE FOR CHANGE:

Improved project management is emphasized in the LGT II evaluation (pages xi, 5, ANNEX 4). All interested parties emphasize the need for improved project management training curriculum and training methodology to do this. (See "Evaluation Recommendations", page 3, ANNEX 4.)

* MULTI-LEVEL INVOLVEMENT:

At the beginning of the effort, this did not exist. During the course of the first week, commitments were made to working in multi-eshalon and multi-unit teams. Eshalon 2,3,4 and consultant officers joined to form the Core PMS Curriculum Design Team, demonstrating their willingness to work together contrary to traditional tendencies not to collaborate in a team mode across these barriers. The same willingness to work in multi-level teams was again demonstrated during the Pilot PMS Workshop.

Where multi-level groups of people are organized around purposeful action such as a project, it is apparently possible to use the team approach to training in Indonesia. This finding has had dramatic implications for the planning of phases 2 and 3.

* OPENNESS TO INNOVATION, NEW IDEAS AND METHODS:

The PMS installation effort in the central, regional and provincial training centers demands new methods and skills. High and lower eshalon officers demonstrated a desire to take learning risks in front of their peers, by participating in teams, making training presentations of new content with a new methodology. LGT II project responsables were even willing to apply the PMS to their own project. Where learning is an essential feature of the PMS implementation strategy (that is, Phase II planning depends on what was learned during the Phase I experience), effective performance has depended on team openness to innovation.

* OPERATIONAL GROUPS CAN MAINTAIN SELF-RELIANCE BUT ALSO ABSORB EXTERNAL HELP:

Badan Diklat leadership as well as the members of the USAID technical assistance team believe strongly in the importance of institution strengthening as a means to achieving near term results. The PMS was seen in this light. The Curriculum Design Team has been committed to developing its capacity to implement and maintain the PMS Workshop program independent of continued consultancy assistance in the future and has conducted its phase 2 and 3 planning in this light.

* MINIMUM LEVELS OF STABILITY, CONTINUITY AND SECURITY ARE MAINTAINED:

All officers with whom we were working directly were secure in their positions and were receiving adequate remuneration for this additional PMS work.

The position of Trainer does not exist in the Indonesian civil service and therefore does not carry with it either status or security. Without a career ladder or possibility of professional development, the preparation of regional and provincial PMS Trainers cannot proceed with kind of continuity and stability required for a sustained effort.

The strategy for involving high quality officers as PMS trainers is to use top eshalon officers as the first trainers, directors of training centers as the first Trainer/Managers of Training in the regional and provincial centers, and to integrate the provincial governors in the selection process for both PMS participants and future trainers.

The officers currently participating in the PMS program will be able to continue their commitment for about 6-8 months before another wave of lower eshalon trainers must replace them. In spite of its criticality to the achievement of expected results, it is unclear how successful this transition will be.

2. THE PMS CURRICULUM IS HIGHLY APPROPRIATE THOUGH IN NEED OF REFINEMENT:

With the active participation of the Badan Diklat core group, the Consultants planned and conducted a pilot workshop geared toward achieving the following "generic" attributes proven by world-wide

research to be necessary ingredients for project success:

1. consensus on project objectives and strategies; 2. agreement on agency/individual roles and responsibilities; 3. updated and accurate plans, schedules, and budgets; 4. means of monitoring and controlling progress; 5. mechanisms for recognizing and responding to change. The pilot PMS workshop equipped participants with knowledge and skills to convert these generic requirements into practical management plans for real projects in Indonesian context. Workshop results with five "live" projects demonstrated the appropriateness of this approach (though some refinement and translation is necessary). (See ANNEX 5 for sample products). After understanding basic PMS concepts, participants were equipped to prepare Indonesian project documentation (DIPs and DUPs and quarterly implementation reports) in a substantive, thoughtful manner.

3. THE BADAN DIKLAT CURRICULUM CORE GROUP IS CAPABLE OF MAKING THE NEEDED ADJUSTMENTS IN PREPARATION FOR PHASE TWO.

The Core Group and Consultants established two sets of objectives for the pilot workshop: 1. developing maximum participant facility in PMS concepts through skills transfer and "live-project" application, and, 2. using the workshop experience to test/evaluate/refine the curriculum and methodology. Evaluation of results confirmed the overall PMS conceptual validity and the core group has developed an action plan (with clear targets, responsibilities, and schedule - See Phase II Planning) for curriculum refinement and preparation for Phase II workshops and trainer training (November 21 - December 16).

RECOMMENDATIONS:

1. Commit to Phase Two. The Phase Two on-site plan described in depth elsewhere combines an 8-day PMS Workshop (for an audience of RTC/PTC Training Teams of the training directors, partial trainers including selected BAPPEDA and dinas staff) followed by a 4-day TOT workshop to prepare them for immediate level applications with project teams. Core group members will actively participate in conducting the workshop, and all participants will be trained as trainers. The workshop will include the planning of Phase III, the actual implementation of the PMS workshop for project teams. Recommended timing in November 21 - December 16. It is recommended that the consultants;
2. Monitor Core Group progress. Between now and November 21 the core group is charged with adapting and refining the curriculum. Their progress should be formally reviewed o/a October 14 to see if they have met the targets for material, refinement/translation established in their workplan. The extent of achieving specific and objectively verifiable targets will provide evidence targets (See ANNEX 7) of Badan Diklat commitment (or lack of same) and likelihood of a successful Phase Two. Achievement of these targets planned for October 14 should "trigger" Phase Two go-ahead; non-achievement means that Phase Two should be delayed or reconsidered.

3. Provide PDP access to the curriculum and methodology. The greatest project benefits may accrue to the PDP project, which has greatest ability to implement project management as a part of planning system and documentation improvement. The full results of this consulting effort should be given to the PDP team (including materials, participants evaluation, also discussion with the core group) to be used as a starting point in their curriculum development efforts.

ISSUES:

Badan Diklat currently conducts a broad program of training it may in the future wish to manage rather than allocate limited staff resources to implement. As Badan Diklat, like other Ministerial Central Training Agencies, develops the institutional self-confidence in its capacity to research, design, and develop curriculum responsive to its clients and to provide services such as training in the management of training and training of trainees in the curriculum it develops, it will begin to redefine its role at a policy level.

The PMS Workshop implementation effort can be used as an experimental microcosm of the potential role definition among Badan Diklat, RTC, PTC and client groups. Relationships that produce effective results can provide the basis for making confident policy adjustments at a later stage.

Badan Diklat leadership is fully aware of the overwhelming magnitude of training needs. It recognizes that Badan Diklat cannot possibly respond to these demands by providing training with its few staff. Instead of implementors of training it can be more effective as a coordinator of RTC and PTC management of Training Programs, by

- Research and Design Curriculum
- Development of Standardized Materials
- Provision of TOT in curriculum packages for staff and contractors
- Provision of Training in M.O.T.

It would be naive to believe that these policy decisions about the role the Badan Diklat desires to play can be conducted in the absence of an open discussion of the personnel policy decisions necessary to support training efforts. These discussions have not been a part of the brief PMS consultancy. However this issue is resolved and whether Badan Diklat evolves as a trainer or training manager, PMS is one core subject area that should be developed and maintained. Applied use of PMS concepts is institutional development in action. The active use and teaching of PMS (if only to the RTC/PTC staff) is a key means of strengthening management and institutional performance. PMS is also ideally suited for managing applied research in regional and rural development planning and implementation. PMS is needed and necessary to integrate the process of operations, planning, research, and teaching as vital to institutional capacity-building. (See ANNEX 22 - "The Development of a National Training Policy in Dalam Negeri" for further outline of basic policy issues related to the PMS type effort.)

II. PHASE I STRATEGY

A. INTRODUCTION:

There are major groupings of activities related to a PMS installation effort can be identified as:

1. Assessment of the Facilitative conditions
2. Clarification of the Strategy
3. Implementation of the Strategy
4. Building in means of sustaining the effort independent of Consulting assistance
5. Building in opportunities to replicate the process in other parts of the organization

These sets of structured activities overlap a great deal. It is possible to design and carry out all three in a single event or set of events. In fact, it is desirable to have all three dimensions considered simultaneously through the implementation process.

B. ASSESSMENT OF THE FACILITATIVE CONDITIONS:

(See ANNEX 8)

C. CLARIFICATION OF THE PHASE I STRATEGY:

1. Establishing Terms of Reference and agreeing to contract:

The opening days of the consultancy on site were devoted to reviewing the Terms of Reference defined in the cable traffic and renegotiating desired changes at the point of implementation. The basic intent of this renegotiation process was to produce mutual agreement on the consultancy objectives by all actors involved in implementation. The basic process included interviews and meetings with USAID, PADCO, LGT II and Badan Diklat actors involved in introducing PMS in Dalam Negeri. the overall pattern was the following:

negotiate via cable agreements,
discuss on site with:

USAID:

Mr. Tinsler
Mr. Dakan
Mr. Hirsch
Mr. Agus

PADCO:

Mr. Arington
Mr. Soesiladi
et al

Badan Diklat LGT II Project Staff:

Mr. Syahrir
Mr. Kuswandi
Mr. Arief
Mr. Sumitro

Consultants draft summary statement using PMS tools for up-coming seminar/workshop.

PADCO and Badan Diklat teams rewrite the TOR based on their understanding.

Consultants assist PMS Team to draft detailed Phase I TOR.

TOR presented for concurrence to USAID actors and agreed to by Consultants. Logical Framework drawn up.

(See ANNEXES 1, 2 and 3)

The basic objectives for Phase I were:

- o A competent and functioning Core Curriculum Design Team established that can;
- o Conduct with consultant guidance a 5-day Demonstration Workshop and Evaluate it; and,
- o Plan Phase II effort; and

2. Projectize the PMS Installation:

The introduction of Project Management Training into the Badan Diklat's overall training programs was treated as a sub-project within the larger LGT II Program. The unit of time to be used for the initial introduction was 15 months. The period of the PMS Installation Project was divided into three phases:

- * Phase 1 August 22 - September 16
- * Phase 2 September 17 - December 16
- * Phase 3 January 1 - December 31

(See Diagram 1)

The strategy used for the first phase of the PMS Installation Project was based on an Accelerated Learning Methodology (ANNEX 11) for improving performance in the near term while developing longer term capacity. The basic principle is to identify the work to be done, break it down into conceptual models and essential skills, practice them, make a live application immediately, evaluate the results and prepare to make another live application.

The planned strategy during phase 1 was to take the following form: (See Diagram 1)

LAT-11 PROJECT MANAGEMENT SYSTEM TRAINING CONSULTANCY

THREE PHASE IMPLEMENTATION STRATEGY

PHASE I : AUGUST 22 - DECEMBER 16				PHASE II: PMS WORKSHOP INSTALLATION EFFORT				PHASE III			
CONSULTANT TEAM				CONSULTANTS	FMS WORKSHOP	TOT	PREPARATION				
SURVEY	THE CURRICULUM DESIGN TEAM DEVELOPMENT	CONDUCT DEMONSTRATION PMS	EVALUATE THE PLAN PHASE 2	OLEN. CONSULTANTS AWAY	CONSULTANTS CONDUCT COACHING AND ASSIST IN FINAL PREPARATIONS FOR PMS/TOT WORKSHOP	CONSULTANTS PROVIDE SUPPORT TO CORE TEAM: COACH, GIVE FEED BACK	CONSULTANTS CONDUCT TOT WORKSHOP	PERIODIC INPUTS AS NEEDED OR REQUESTED			
WEEK 1	WEEK 2	WEEK 3	WEEK 4	10 WEEKS		(2 WEEKS)					
BADAN DEKLAT TEAM				CORE TEAM							
CONDUCT PROJECT IMPLEMENTATION FOR THE WORKSHOP	ASSIST IN CONDUCTING THE DEMONSTRATION	EVALUATE SELECT MODULE TO PREPARE FOR PHASE 2 PLAN PHASE 2	PMS TEAM PREPARES TEAM MATERIALS: STUDY, ADAPTS, TRANSLATES, PREPARES APTS	CORE TEAM MAKES FINAL PREPARATIONS, MATERIALS, LOGISTICS	CORE TEAM CONDUCTS DEMONSTRATION PMS 8-DAY WORKSHOP	CORE TEAM ASSISTS CONSULTANTS IN CONDUCTING TOT	PREPARE, PRACTICE, COACH. PROVIDE TECHNICAL SUPPORT TO RTC, AND PTC, TEAMS	SUPERVISE, MONITOR PHASE III IMPLEMENTATION BEGIN ACTION RESEARCH PROGRAM ON PMS			
			10 WEEKS	1 WEEK		(2 WEEKS)					
								PMS TRAINERS/MANAGERS OF TRAINING			
								RTC AND PTC DIRECTORS, TREASURER AND 1-3 TRAINING USE PMS WORKSHOP INSTALLATION AS THEIR LIVE APPLICATION	LEARN HOW TO DO THE PMS WORKSHOP	PREPARE FOR LIVE APPLICATION AND PHASE III TRAINING	IMPLEMENT 4 PMS WORKSHOPS FOR SELECTED PROJECT TEAMS FOR BEFORE JULY
										2 MONTHS	

PHASE TEAMS:

1. IMPLEMENTATION TEAM
2. BADAN DEKLAT PMS WORKSHOP INSTALLATION TEAM
3. RTC/PTC PMS WORKSHOP TRAINERS AND MANAGERS OF THE TRAINING

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- a. Assess the conditions which facilitate using the methodology (See ANNEX 7).
- b. Identify a PMS project team for the curriculum design phase (See ANNEX 8).
- c. Clarify the kind of Project Management Training Desired and the capacity to be developed.
- d. Identify the targets groups for the PMS Workshops.
- e. Identify potential trainers.
- f. Conduct a mini-skills workshop on curriculum design, including:
 - structuring a 5-day workshop (7 Steps to Adrogogy: (see ANNEX 9)
 - identifying generic elements of management - relating needs assessment to content definition (See ANNEX 10).
 - basic principles of Action Training Methodology (See ANNEX 11)
 - Basic principles of curriculum evaluation and survey techniques (see ANNEX 12).
 - The use of Teams in organizations and the application of the team approach in PMS Training (See ANNEX 13).
- g. As a team, apply principles to the actual design of a 5-day PMS Workshop as a team (see ANNEX 14).
- h. Determine roles and responsibilities for the implementation of the Workshop and prepare a schedule and budget, (See ANNEX 15).
- i. Invite project teams to the workshop. (See List of Participant Teams in ANNEX 8a, 8b)
- j. Conduct the workshop: Consultants do 2/3 of the the presentation and the new Badan Diklat Curriculum Design team conducts 1/3.
- k. Conduct the PMS curriculum design evaluation and identify appropriate materials for further development and translation for use in the second phase.
- l. Plan the second Phase of the effort.

D. IMPLEMENTING THE PHASE I DESIGN:

With only minor scheduling delays, the implementation of the first phase went according to expectations. It should be mentioned that one of the characteristics of the consultancy design that is critical is:

lessons learned during Phase 1 implementation are necessary for successful design of phase 2.

That is, the consultancy design depends on what we are terming VALID LEARNING: both Competence and Confidence in new skills and knowledge are necessary before sustained use of new learning takes place.

Some Valid Learnings essential to the succes of the First Phase relate to:

- * importance of project team based training strategies
- * use of top level officers in implementation strategy
- * applicability of PMS concepts, tools and skills
- * effectiveness of the PMS Workshop methodology and design

For example, we know from the outset that training by project teams is a much more cost/effective training strategy than "stranger training" of individual managers. Given the reluctance to invest in a team training approach due to cultural restrictions, the approach will be employed only when it has been experienced to be effective.

If this confidence in the team training approach is not developed during the first phase, it will be difficult to make full use of the PMS installation methodology in the second phase. The Core Curriculum Design Team were full participants in the pilot PMS demonstration workshop where they experienced the effectiveness of organizing groups of implementors around purposeful action. Based on this positive experience, the Team has been extremely creative in removing unnecessary assumptions about team training in Indonesia.

Another example is the use of top level support in the implementation of a new training methodology. The Curriculum Design Team was encouraged to use esnalon 2 and 3 officer as the first PMS trainers in order to give the new curriculum and methodology the necessary prestige and credibility. Based on their positive experience with this strategy, they have decided to use this approach during Phases 2 and 3 by inviting RTC and PTC Directors to the TCT.

A third example of learning through implementation is related to the actual PMS curriculum and methodology themselves. Selecting curriculum without experiencing it applicability on a live project of personal interest does not produce the confidence

required for enthusiastic implementation during the phases 2 and 3. The only way to find out if the curriculum works is to try it.

The same was true of the methodology. The Accelerated Learning Technology used for this seminar/workshop insists on a dramatic departure from the traditional methods of teaching by lecture and learning by rote. Use of this methodology is related to confidence in its effectiveness. This confidence in its validity comes through direct experience.

A fourth example is the discovery of the overall PMS Workshop design effectiveness based on the seven steps to designing adult education learning environments (See ANNEX 9). The Consultants modelled this structured approach to organizing a training session and then involved the Curriculum Design Team in applying the same approach to designing the Pilot PMS Demonstration Workshop. This androgogical structuring has also been applied to the PMS Workshop to be implemented during Phase 2.

The basic learning by doing approach is used, modelled and practiced throughout the first phase of implementation.

E. BUILDING IN THE MECHANISMS FOR SELF-SUSTAINED PMS WORKSHOP IMPLEMENTATION

The basic features of strengthening Badan Diklat capacity to provide continued PMS Workshops independently of consultant assistance are:

1. Development a functioning Design Team that understands principles of Workshop Design (content and methodology).
2. Use of Team to implement prototype Workshop 1, Design Prototype Workshop 2 and supervise Phase III.
3. Identification of PADCO consultant as full-time responsible for PMS effort.
4. Integration of PMS Workshop with Badan Diklat's Provincial Training Program.
5. Approval of a Badan Diklat budget allocation for The Phase 2 and the 1984 Phase III.
6. Building Regional and Provincial Multi-discipline Training Teams of Training Directors and departmental technical specialists.
7. Involving Provincial Governors in the selection of Project Teams to be trained and candidates to become Trainers.

8. Use of simplified accelerated learning methodology that allows high structuring of trainers work through work-breakdown method of training modules.
9. Early recommendations to plan additional interventions at a policy level to complement and support the new training.

USAID, LGT-II, and Badan Diklat decision makers made it clear from the outset:

The PMS consultancy must be done in such a way that it can be self-sustaining at the end of the 2-phase consultancy

While they both feel that the strengthening of Badan Diklat capacity to sustain the implementation of a PMS Workshop program independent of the consultancy is an essential objective of this set of interventions, both Douglas Tinsler and Robert Dakan have expressed their skepticism that this is possible within the time frames estimated and suggest that additional consultancy support may be necessary.

The Consultants have attempted to build in mechanisms to assure sufficient self-sustained implementation by December 10 for a successful Phase III.

If a decision is made to expand the PMS Workshop Effort beyond its current parameters, additional consultancy may be both necessary and desirable. This issue will be discussed for decision during the first week of December 1983.

To date the fundamental mechanism for sustainability of the PMS Workshop Training Program is a competent, committed and funded, Core Implementation Team of Top level officers who have the conceptual grasp, necessary skills and sufficient authority/credibility to install the PMS program.

This team, has designed the PMS prototype, field-tested and refined it and is prepared to developed 5 Regional PMS Workshop multi-disciplinary Teams at Badan Diklat's Regional and Provincial Training Centers. Their intent is direct institutionalization of the curriculum and methodology from the outset.

To assure local support, the RTC and PTC teams will involve the Provincial Governor in the selection of participating teams and trainers from the Dinas. The Training Teams will work with potentially successful project teams first in order to generate enthusiasm and build credibility.

The Badan Diklat has defined the PMS as center-piece for the Provincial Training Program in order to give it the proper support, prestige and visibility.

Experiential Training Methodologies based on heavy use of simulations and structured exercises are complex and difficult to use. The transferral of skills through TOT programs suffers from the "xerox of a xerox" phenomena and leads to poor performance in the absence of sustained supervision.

The Accelerated Learning approach used in the PMS is simpler and easier to master within limited time frames. If the PMS workshop is to be implemented quickly, successfully and at acceptable performance levels, then the conceptual and technical elegance of the method become a fundamental issue. To make the point; the core team was able introduce 1/3 of the first PMS Demonstration Workshop after an 18-hour exposure to the Consultants and will be able to conduct the full PMS Workshop in Phase II.

Enthusiasm and support for PMS training will be sustained if Project Teams find it useful. Since PMS training emphasizes improved use of BAPPENAS designed formats and, more important, improved performance on project objectives, project teams will perceive it as useful if their improvement efforts are: (1) supported by BAPPENAS/BAPPEDA personnel and (2) rewarded with opportunities to do additional projects in the future.

This requires early coordination with BAPPENAS to work out agreements about curriculum objectives and design and a method for providing support to participant projects on a pilot basis. (This was discussed only briefly in Phase I).

It was also require a conscious effort at the Provincial level to reward successful implementations with the assignment of additional challenging projects.

F. PREPARING FOR REPLICATION IN OTHER PARTS OF LGT-II PROJECT AND BADAN DIKLAT

Efforts like the PMS Workshop installation are expensive. The cost/effectiveness is improved by the degree to which the client organization can replicate it successfully to introduce other curriculum designs or to make improvements.

The PMS Workshop effect was based on the Performance Improvement Approach (PIA): a methodology for improving organizational performance that was designed by the ILO and refined by a group of consultants working with the DPMC of the OICD/USDA. the Consultant and client can clearly observe their use of the approach in the PMS installation effort and distill it out for further use. A brief description of the methodology is included in ANNEX 16.

The Badan Diklat Core Team has observed in its PMS effort a model for organizing and managing other curriculum design efforts. Their choice of RTC and PTC Directors and training staff as implementation teams was made with the intention of building

institutional capacity to replicate this PMS effort approach when introducing other training programs in the future.

The replication issue has been raised at the outset of the consultancy to generate creative and expansive thinking about ways to take advantage of available opportunities. This set of issues will be responded to more fully during phase 2.

III. PHASE II PLANNING

A. Clarifying the Design of Phase II

The Core Team used their PMS Implementation Logical Framework as the point of departure for the Phase II design. The Logical Framework provided as Diagram 2 is a fourth iteration of the overall PMS effort, developed during the final days of Phase I. It highlights several significant management decisions:

Clearly defined target group:

The target group for Phase III PMS Workshop is now narrowly defined as the Project Team -

PIMPRO
Treasurer
Secretary
Field Staff of Implementors

Neither has this group of actors ever been identified to be a team in the past, nor has it ever received training as a team. An example is a Project Team responsible for implementing Demonstration Fields for farmers. The DIP authorizes funds and resources and the PIMPRO is responsible for the specific outputs of the document. The PMS Workshop would assist this PIMPRO, his Treasurer, Secretary and actual field staff of implementors organize to set mutually agreed upon objectives, define roles and responsibilities, establish a financial plan and accurate schedules based on government implementation documents and establish an ongoing monitoring and internal evaluation system.

The purpose of the PMS is to promote the use of PMS skills in the implementation of government projects defined in the DUP/DIP. Although it is normally assumed that if people are trained in new management skills they will necessarily use them on the job, the team decided this to be a weak assumption that required management attention. The decision to bring this assumption into the responsibility of the PMS project has affected the design of the output objectives for which the Core Team will be responsible during Phase II.

- Curriculum must be USEABLE
- project Teams must be able to produce useable Project Management Systems in the Workshop.
- Training Methodology must make use of direct live application of PMS to participants projects.

- PMS workshop Installation Project: Badan Diklat of Dalam Negeri
- PMS Implementation Team Logical Framework
- September 24, 1983

GENERAL STATEMENT OF OBJECTIVE	PERFORMANCE INDICATES OF SUCCESS
<p><u>GOAL:</u></p> <p>Effectiveness and efficiency of Regional and Provincial Project Management of government resources increased.</p>	
<p><u>PURPOSE:</u></p> <p>PMS skills and concepts used by National and Provincial Project Teams to implement annual program.</p>	<p><u>END OF PROJECT STATUS:</u></p> <ol style="list-style-type: none"> 1. PMS tools used by 60% of participating teams to design project implementation system including Logical Framework, Trees, Responsibility charts, Bar charts, Activity List, Budget. 2. PIMPRO calls Project Team together for annual and quarterly review and replanning meetings and includes original project designer. 3. Quarterly reports use PMS concepts and thinking (results specific reports vs. activity based reporting).
<p><u>OUTPUTS:</u></p> <ol style="list-style-type: none"> 1. Project Implementation Management: skills of National and Provincial Project Teams (including the Pimpro, Treasurer, Administration, and Field staff of implementors) improved during an 8-day PMS skills workshop conducted by RTC and badan Diklat training staff. 2. PMS Installation Team established to design curriculum and implement PMS workshop Program in Dalam Negeri. 	<ol style="list-style-type: none"> 1.1. working Project Teams at National and Provincial levels apply PMS concepts and tools to "live" projects under supervision and produce useable project management system adjusted to using an 8-day project management workshop. (See curriculum description and methodology definition). 2.1. Curriculum design and PMS installation team identified and reach agreement on Phased objectives, roles and responsibilities schedules, budgets and monitoring system. 2.2. PMS Team uses the management system to implement effort.
<p><u>ACTIVITIES:</u></p> <p><u>Phase I</u></p> <ol style="list-style-type: none"> 1. Curriculum Design, Team Developed 2. Pilot workshop conducted 3. PMS curriculum evaluated 4. Phase II planned <p><u>Phase II:</u></p> <ol style="list-style-type: none"> 1. Core Team prepares/receives coaching to conduct Pilot-TOT 2. Conduct PMS Demonstrator for RTC Training Teams using RTC Phase III as "line" project application 3. Conduct TOT to show how to implement a PMS workshop Program 4. Plan Phase III schedule, budget, and responsibilities 5. Revise curriculum <p><u>Phase III:</u></p> <ol style="list-style-type: none"> 1. Conduct coaching and preparation. 2. Conduct pilot series of PMS by RTC teams based on governors selection of project teams. 3. Review and replan PMS effort after 9 months. 	

B. Implementation Strategy

In order to achieve the outputs defined in the Logical Framework design, a group of PMS Workshop. The Phase II strategy for generating this resource is.

(see Diagram 1)

- Identify On-going group of Trainers for 1984
- Core group conducts PMS Demonstration
- Consultants conduct TOT in use of PMS Workshop
- Future Trainers develop Phase III Implementation Plan as their "Live Application" during PMS Workshop
- Trainers prepare to conduct live PMS Workshop back in RTC's and PTC's.
- Core Team supervises preparation effort.

The Core Team has developed a set of activities, scheduled them and assigned responsibilities. They have negotiated the Phase II objectives for Phase III directions with the Kepala Badan Diklat, PADCO Team Leader and USAID Project Officer. A budget has been approved for both Phases II and III and consulting assistance agreed upon for Phase II.

ANNEX 17 provides a description of these Plans and ANNEX 18a and b provides the draft agreement to the Phase III program budget.

C. BUILDING IN SELF-SUSTAINING MECHANISMS

The Kepala Badan Diklat has supported the strengthening of RTC and PTC teams to introduce PMS Workshop through a PMS Workshop to help them plan the PMS Workshop installation effort and prepare them as the initial PMS trainers. He has also told his Core Team to provide the implementation supervision required for the maintenance of quality standards and continuity.

D. PREPARING FOR REPLICATION OF THE PMS EFFORT APPROACH

The Consultants, PMS Core Team, Kepala Badan Diklat and USAID/RD Chief have begun define the PMS Workshop as a pilot effort:

For rapid innovation within the parameters of given
USAID/Dalam Negeri Projects

For Ministry wide integration of the Local Government Project
Planning and Impelementation Process.

Therefore, the Phase II and III efforts will be conducted with an eye on specific but broader replication. We believe we are introducing a management methodology firmly rooted in a sound conceptual framework that can operate effectively within the limited boundaries of initial PMS training Terms of Reference. But we also believe it can be expanded from the small to the large, bearing all the complexity required to respond to the demands of the effort envisioned by USAID leadership.

Badan Diklat staff have identified several opportunities for replication of the PIA (page 19) approach used to implement the PMS Workshop. The general management skills seminar, the SESPA and SAPADYA curriculum improvement efforts are obvious candidates.

LGT-II Team members have also suggested that the PMS approach be used to improve project performance overall, and RTC/PTC implementation of new curriculum.

USAID Rural Development Officers are prepared to explore opportunities for using the methodology to improve/introduce local government training programs in two additional projects.

III. PROJECT MANAGEMENT SYSTEM CURRICULUM

A. Design Considerations:

There are several characteristics of the curriculum designed during the first phase of the PMS Consultancy that require emphasis. In specific they relate to:

- * Generic Elements of Management
- * Use of Team Training Strategies
- * Use of Accelerated Learning Methodologies and the Live Application

Each of these is outlined in greater detail in ANNEX 19 and summarized here.

1. Generic Elements

The Project Management System Workshop being introduced into the Dalam Negeri Professional Development Programs build upon a fundamental conceptual framework. First, management is understood as the systematic guiding of the planning and implementation process. In practical terms it means organizing people and information in order to achieve desired objectives.

The successful guidance of the planning/implementation process of any endeavor, for any organization, regardless of cultural context, depends on three generic processes:

- * managerial functions
- * analytic decision making processes
- * human organizational processes

(see diagram 3 for a brief statement of these functions in summary and ANNEX 19 for a fuller treatment of the generic elements.

The manager's success in guiding the managerial process will depend upon his ability to perform these managerial processes and integrate them into a guidance system. The generic elements tell us what the manager must do regardless of context in order to be successful. But how he integrates these elements and how much of them he must perform will depend on the situation.

Effective managerial performance is, by definition, the effective performance of the generic elements by teams of people organized around purposeful action.

SUMMARY

GENERIC COMPONENTS OF THE PROJECT MANAGEMENT SYSTEM

I. MANAGEMENT FUNCTIONS

- A. THE DEGREE OF TEAM AGREEMENT ON OBJECTIVES
- B. THE DEGREE OF TEAM CLARIFICATION OF ROLES AND RESPONSIBILITIES
- C. THE DEGREE OF ACCURACY OF RESOURCES SCHEDULES AND ACTIVITIES
- D. THE DEGREE OF WHICH MECHANISMS ASSURE TEAM CONFORMANCE TO AGREEMENTS
- E. THE DEGREE TO WHICH MECHANISMS ARE IN PLACE FOR TEAM TO RESPOND TO CHANGE (MONITOR/EVALUATE)

II. ANALYTIC PROCESS:

- A. THE DEGREE TO WHICH OPPORTUNITIES/ALTERNATIVES ARE GENERATED AND CONSIDRED BY TEAM
- B. THE DEGREE TO WHICH TEAM DECISIONS ARE BASED ON COST/RESOURCES, FEASIBILITY, IMPACT
- C. THE DEGREE TO WHICH DECISIONS ARE ACTED UPON BY TEAM
- D. THE DEGREE TO WHICH MECHANISMS ARE USED BY TEAM FOR LEARNING ABOUT EFFECTIVENESS OF ANALYTIC PROCESS

III. HUMAN ORGANIZATION

- A. THE DEGREE TO WHICH INDIVIDUAL'S OBJECTIVES, ATTITUDES, COMPETENCIES, NEEDS ARE INTEGRATED INTO, ARE CONSONANT WITH THOSE OF THE WORK SETTING
- B. THE DEGREE TO WHICH TEAMS OPERATE CONSENSUALLY
- C. THE DEGREE TO WHICH MULTIPLE TEAMS COOPERATE OUT OF JOINTLY SHARED OBJECTIVES

The elaboration of the Curriculum precedes from this basic conceptual statement. A management development curriculum builds from the generic requirements of the manager's work and expands to the specific application of these generic elements.

For example; the target group of this PMS Workshop design is the project Team of PIMPRO, Treasurer, Secretary, and Field Workers (implementors). This team, by definition, will improve its implementation performance to the degree to which it improves its performance of the generic functions. But the project team has some specific curriculum/training needs in order to do this. For example establishing mutual agreement on objectives, although it is a basic managerial process, must be done within the context of Bappeda and Dinas plans and implementation agencies.

2. Team Training Strategy:

Team Training is the most cost effective means of increasing the implementation performance of managers and their staffs. Past experience with "stranger training" for individual managers from a variety of backgrounds demonstrates the skill development process and the transition to practical applications is diluted when the needs of the heterogeneous training group must be responded to. When the group is a homogeneous work team of individuals who have come together around a shared purposeful action, a group's skills can be developed simultaneously and focused on the specific work shared by the team members. Teams develop a shared management vocabulary and concepts and practice the same skills, using the same tools.

Instead of returning to his job alone and to a staff that has neither shared with him the learning experience nor developed similar sets of expectations, the manager returns with an integrated implementation Team. When a project team is participating in a PMS Workshop, it can develop a live project management system for its real world project.

This simple opportunity improves the cost/effectiveness of the training intervention dramatically. The training is not skill development for some job in general, but the application of new skills on actual work. The fact that training time is devoted to productive activity is an important consideration for the participant, the supervisor and the trainer.

3. Learning by Doing:

If the objective of training is improved performance through the USE of new or improved skills and concepts, then a training intervention is effective to the degree to which it influences sustained and routine use of these new skills and techniques.

Diagram 4 below describes a hierarchy of training interventions. Traditional lecture methods have been effective at introducing new knowledge in the form of concepts and information. But experience demonstrates that attitude changes do not necessarily imply behavioural changes in the form of improved skills. Experiential Training methods were developed to emphasize the development of both knowledge and skills

in the training room. Skills Workshops based on training techniques that simulated the work environment became popular means for developing the skills required to make improvements in performance. The approach was not as effective as had been hoped. The assumption was that if new skills were developed then participants would apply them back on the job. This did not necessarily happen either.

The Action Learning Methodology has recently benefited from its interaction with work team training. When a work group is brought into the training room, simulation of the real work event can be replaced with a "live application" of the training concepts and skills. Since this is happening under the supervision of the training staff, participants can practice skills in a controlled environment where the conditions for early success can be managed more carefully. The basic assumption of this Accelerated Learning Methodology is that if the adult learns new skills and applies them successfully in a work team of colleagues, he and the team will have the confidence to make a further application on the job (sustained Use of new skills). Refer to Diagram #5 on the following page as a summary of the Action Training Methodology ANNEX 20 "Installing an Action Learning System" in the Badan Diklat is a more detailed description of the methodology used for this consultancy's training efforts.

USE ON THE JOB: ROUTINE AND SUSTAINED

APPLICATION UNDER SUPERVISION

SIMULATED PRACTICE OF NEW SKILLS AND TECHNIQUES

TRANSFER OF NEW KNOWLEDGE AND IDEAS

Diagram #4: Training Hierarchy of Interventions

B. CONTENT OF THE PMS WORKSHOP

Generic and Specific.

The objective of the Curriculum Design Team was to identify a PMS curriculum generic enough to be used by any Dalam Negeri Project Team but specific enough to respond to particular project types (by agencies and technical specialities). The Team used a particular process to structure their identification of the Workshop Content (see Diagram #6 below)

From a framework of generic functions, the Team tried to analyze the specific context of the project teams. The PADCO developed needs analysis was used to identify the specific skills required of the project teams and match them to the generic functions. See Diagram #7 for a description of how these skills were converted into tools and techniques to be introduced through the PMS Workshop.

As a result of the demonstration workshop and the evaluation that followed, additional curriculum was identified for inclusion. The most

critical addition was a workshop designed to apply core PMS concepts and skills to the Indonesia Dup/Dip/Implementation management system currently in use. During the workshop, participants found it easy to move from the PMS approach to the government system. Forms that were confusing in the past became perfectly clear once the purpose of the formats was understood. Additional curriculum is now being prepared for the 8-Day Workshop in November, including:

- Internal Evaluating Systems
- Project Termination
- Project Monitoring and Control Systems
- Motivation & Productivity (conceptual understanding, only)

C. METHODOLOGY:

Since the consultancy objective was "The development of a PMS Workshop Curriculum" through a developed capacity in the Badan Diklat, the first two weeks of the consultancy were devoted to preparing a Core Curriculum Design Team. The objective of this team was to design the structure and content of the 5-day Demonstration Workshop to be conducted during the first phase and of the 8-day Workshop to be conducted during the second phase

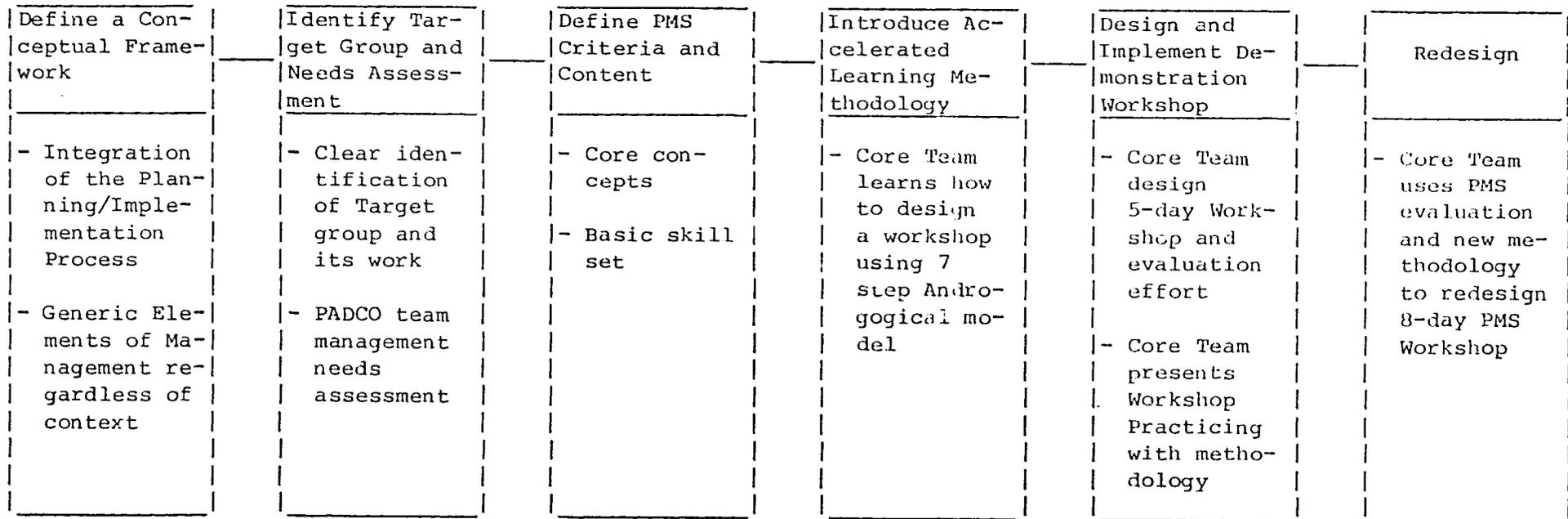
The Workshop Design Structure is described in ANNEX 9. The Core Team learned how to use this structure and then applied it to the PMS Workshops. The resulting 5 and 8-day Workshops were designed by the Team under the supervision of the consultants. The two Designs are provided in ANNEXES 14 and 21.

The approach to structuring the workshops is based on sound adult learning method: the essential elements are the 7-step approach to Androgogy and the Adult Learning Cycle. The first organizes the overall design of the Workshop while the latter organizes the individual modules within the design.

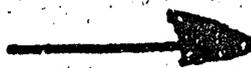
D. PHASE 2 PILOT PMS WORKSHOP DESIGN

A Team effort under consultant supervision, the Phase 2 PMS Pilot workshop demonstrates the Core Team's understanding of the basic principles of the Accelerated Learning Technology and ability to use the essential elements of the Adult Learning method to design and conduct a "live application" Workshop in Project Management Skills. The design is provided in ANNEX 21.

CURRICULUM DESIGN PROCESS



Generic Functions



BASIC PMIS TOOLS

Mutual agreement on OBJECTIVES

Clear Roles + Responsibilities

accurate Schedules + Budgets

Mechanisms for follow through

Mechanisms to adjust to change

Objective Tree Analysis

Logical Framework APPROACH

ACTIVITY LISTING

BAR CHARTING

AGREEMENT CHARTS

PERFORMANCE BUDGET + DUP/DIP SYSTEM

MONITORING + REPORTING SYSTEM

Internal Evaluation System

Complexity + amount of tools much larger. This is STARTER Set.

TOR given to Consultants
by Badan Diklat Management

LOCAL GOVERNMENT TRAINING PROJECT II
PROJECT MANAGEMENT TRAINING

GOAL:

Indonesian National, Provincial 1st level Regional and Kabupaten/
Kotamadya 2nd level Regional Government personnel of Development Planning
and Management Agencies/Divisions use project planning and management
skills to successfully plan and manage development projects.

PURPOSE:

Badan Pendidikan dan Latihan, Regional Training Center/SELAPUTDA, and
Provincial Training Center personnel conduct Project Management Systems
Seminar/Workshops using PMS content and Action Training Methodology
adapted to the Indonesian systems and procedures to improve the planning
and management skills of the Development Planning and Management
Agencies/Divisions.

MINIMUM OUTPUTS:

1. Project Management Seminar/Workshop developed, field tested, refines,
and translated by a collaborative team of Badan Diklat staff and
USAID consultants. Seminar/Workshop to be used by Regional Training
Centers/SELAPUTDAs and Provincial Training Centers for developing
planning and management capacity of Development Planning and
Management Agencies/Divisions in implementing development projects:
 - a. Demonstration and workshop conducted for Curriculum design team;

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- b. Demonstration PMS Workshop evaluated and refined, and curriculum agreed to, translated and produced for use in RTC/SELAPUTDA and PTC workshops.
 2. management Trainers trained in the use of PMS skills, concepts, tools and techniques and in the use of and Action Training Methodology both adapted to the Indonesian systems and procedures for implementing the PMS curriculum adapted to the Indonesian needs:
 - a. At least 2 Master Trainers trained in the PMS content and methodology adapted to the Indonesian systems and procedures and functioning as Assistant Trainers for Demonstration workshop and as full Trainers for first PMS RTC/SELAPUTDA or PTC workshop;
 - b. 18 Trainers/Managers of Training trained in use of the PMS Workshop.
 3. Action Plan developed by PMS Workshop Installation Team to be used to implement the PMS curriculum adapted to the Indonesian needs in RTC/SELAPUTDAs and PTCs, including:
 - Clear statement of objectives;
 - Curriculum, syllabi and training materials (in standard training unit format);
 - Clear roles and responsibilities;
 - Accurate schedules and budget;
 - Basic monitoring/learning system.

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PROCESS USED FOR NEGOTIATION OF TERMS OF REFERENCE:

The process used for clarification of the Terms of Reference is considered to be a fundamental factor in a successful effort such as a PMS workshop installation effort. The intent of the process is to:

1. identify all actors who have an important perspective on the definition of the consultancy, or play some kind of implementation role in the effort.
2. establish sufficient mutual agreement on objectives and the boundaries of responsibility to assure understanding of roles and responsibilities and commitments to specific implementation actions.
3. provide a basis for constructive monitoring and review of the consultancy effort.

The following basic steps define the outline of the process initiated by the consultants:

1. Pre-cable negotiations conducted
2. Cable traffic to establish agreements of TOR reviewed
3. On Site Discussions & Negotiations conducted

With USAID officials conducted:

Mr. Dakan

Mr/ Hirsch

Mr/ Agus

With PADCO Team:

Mr. Arington

Other Team Members

With Badan Diklat Staff and Project Personnel

Mr. Soesiladi

Mr. Syahrir (Project Manager for Administration Mini-project)

Mr. Sumitro

4. Consultants draft summary statement using PMS tool from up-coming Workshop.
5. PADCO and Badan Diklat Teams rewrite the TOR based on their understanding.
6. Consultants assist PMS Team (newly identified as result of TOR process) to draft detailed Phase 1 TOR.
7. TOR re-negotiated and accepted by PADCO & Badan Diklat actors.
8. TOR presented for concurrence to USAID actors and agreed to by Consultants.

- PMS Workshop Installation Project: Badan Diklat of Dalam Negeri
- PMS Implementation Team Logical Framework
- September 24, 1983

GENERAL STATEMENT OF OBJECTIVE	PERFORMANCE INDICATES OF SUCCESS
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<p><u>PURPOSE:</u></p> <p>PMS skills and concepts <u>used</u> by National and Provincial Project Teams to implement annual program.</p>	<p><u>END OF PROJECT STATUS:</u></p> <ol style="list-style-type: none"> 1. PMS tools used by 60% of participating teams to design project implementation system including Logical Framework, Trees, Responsibility charts, Bar charts, Activity List, Budget. 2. PIMPRO calls Project Team together for annual and quarterly review and replanning meetings and includes original project designer. 3. Quarterly reports use PMS concepts and thinking (results specific reports vs. activity based reporting).
<p><u>OUTPUTS:</u></p> <ol style="list-style-type: none"> 1. Project Implementation Management: skills of National and Provincial Project Teams (including the Finance, Treasurer, Administration, and Field staff of implementors) improved during an 8-day PMS skills workshop conducted by RTC and Badan Diklat training staff. 2. PMS Installation Team established to design curriculum and implement PMS workshop Program in Dalam Negeri. 	<ol style="list-style-type: none"> 1.1. working Project Teams at National and Provincial levels apply PMS concepts and tools to "live" projects under supervision and produce useable project management system adjusted to using an 8-day project management workshop. (See curriculum description and methodology definition). 2.1. Curriculum design and PMS installation team identified and assess achievement of Phase objectives, roles and responsibilities, schedules, budgets and monitoring system. 2.2. PMS Team uses the management system to implement effort.
<p><u>ACTIVITIES:</u></p> <p><u>Phase I:</u></p> <ol style="list-style-type: none"> 1. Curriculum Design, Team Developed 2. Pilot workshop conducted 3. PMS curriculum evaluated 4. Phase II planned <p><u>Phase II:</u></p> <ol style="list-style-type: none"> 1. Core Team members receives coaching to conduct Pilot-RTC 2. Conduct PMS Demonstrator for RTC Training Teams using RTC Phase III as "live" project application 3. Conduct TOT to show how to implement a PMS workshop Program 4. Plan Phase III schedule, budget, and responsibilities 5. Revise curriculum <p><u>Phase III:</u></p> <ol style="list-style-type: none"> 1. Conduct coaching and preparation. 2. Conduct pilot series of PMS in RTC units based on guidelines selected by project team. 3. Review and replan PMS effort after 9 months. 	

c) Systems designed to optimize utilization of external resources (other governmental agencies concerned with training, Indonesian universities and other non-governmental institutions, etc.) in fulfillment of LGT-II goals and objectives should be developed and implemented.

3) Project Management

a) A commitment to a "management-by-learning", as contrasted to the prevailing "planning/training" orientation of the program should be instituted. Project management systems truly supportive of LGT-II strategy, goals, and objectives must be redefined and implemented. These systems should incorporate, but not be limited to: rational sets of definitions and procedures for the management of the regional and provincial training activities, for curriculum development, for reporting, monitoring, evaluation systems, and for budgeting and financial accountability; agreement regarding project management's relations with the project's consultants, and; programs for upgrading Badan Diklat's management staff.

4) Manpower Planning

c) The program should be based on a manpower planning and utilization process, which LGT-II should help develop. Trained personnel are a valuable resource only if used effectively. Badan Diklat must develop the capacity to establish and implement guidelines in the following areas of human resource development: a) manpower needs assessment, b) recruitment, training, and assignments, c) creative rotation of personnel from staff to operational positions, d) promotion and recognition based on acquisition of skills and practical management experience, and e) career and organizational development and training. Badan Diklat

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and revised on an annual basis. LGT-II should be recognized as being primarily an institutional development activity, and only secondarily a training exercise. The emphasis of project implementation therefore should be on flexibility in creating and strengthening an enhanced capacity to develop and manage effective regional development planning and management training programs, not only on the training per se. Good and relevant training should follow as the logical consequence of successful implementation of such an approach. The operational implications of acceptance of this recommendation would be various delays in the phasing of training activities (plus significant changes in the content of the overall training program) in order to enable greater focus now on strengthening LGT-II's management capabilities.

2) Institutional Relations

a) LGT-II should be integrated into the Badan Diklat organization/management structure, as well as into the larger governmental system within which its activities will have to continue functioning. LGT-II, however, must be structured so that it retains its own character and identity. This can be accomplished most effectively by treating LGT-II as a program within Badan Diklat, under the program directorship of a senior (Echelon II) civil servant, with functional responsibilities sub-divided among the major categories of LGT-II activities and assigned to Echelon III personnel within the Badan Diklat structure. These project managers would work full-time on LGT-II and would also be assigned adequate staff to enable the proper fulfillment of assigned responsibilities.

b) The National Steering Committee for Regional Development Planning and Management should be reactivated and assigned responsibility for helping provide policy direction to the training effort, as well as for assuring effective coordination between LGT-II and related SOT training activities.

CHAPTER I: ORIENTING CONCEPTS

The terms of reference for the evaluation of LGT-II, as expanded upon by USAID in discussions immediately prior to the beginning of the team's work, stipulated both an evaluation of project implementation to date and a set of recommendations concerning possible modifications in project design. This latter aspect was seen as especially important given various developments, which will be outlined in the text of this report, since the project was authorized in August 1980. Although the team undertook to fulfill its dual mandate as comprehensively as time and circumstances would allow, this report will place primary emphasis on the team's recommendations for the future, and thus will draw upon its findings regarding project implementation to date primarily to place its recommendations regarding project realignment in the appropriate historical and situational context.

In addressing its dual mandate, the team found it necessary to grapple with certain general issues which far transcend, and therefore have implications beyond, the specifics of LGT-II. In particular, these issues included the following:

A. Centralization vs. Decentralization. LGT-II contributes to a major thrust in the direction of decentralization of governmental functions in Indonesia. It is premised upon a belief that the national interests will be better served (in that development with equity for the Indonesian people will be better promoted) if serious efforts are made to substantially upgrade the capabilities of the relevant agencies at the provincial and sub-provincial level to become effectively involved in planning, and coordinating the implementation of, development activities which are responsive to local needs. Such an

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approach is substantially different from the highly centralized top-down planning which has characterized Indonesian development efforts to date. As such, moves in this direction are not uncontroversial. After all, the political history of modern Indonesia is in large measure the history of efforts to create a unitary state out of a previously disjointed archipelago of incredible size and diversity. To now begin to move toward decentralization through delegating development planning authority to sub-national levels, is seen by some as potentially could undermine the national interest.

Notwithstanding this, the team believes that the move toward decentralization, as least as it might affect programs such as LGT-II, will prevail. If this assessment is mistaken, then many of the conclusions and recommendations outlined in the body of this report are likely to become invalid.

B. Output vs. Process. There can be important differences between form and substance in developmental activities, as in all other forms of human endeavor. This may be especially true when dealing with activities pertaining to human resources development, where the world abounds with examples of development assistance programs in which considerable sound and fury ended up signifying relatively little. A project such as LGT-II could end up being either. Curricular materials could be developed, courses could be held, trainers could be ostensibly trained, expert foreign advisers could be extraordinarily active and productive, and buildings could be built; a logical framework matrix could conclusively demonstrate all the required quantitative output indicators of a highly successful project. And yet, in activities such as this, practically the opposite might in fact be true. Curricular materials could have been irrelevant to real needs, as could the courses upon which they were based; trainers could last as long as the project then lose their motivation or their raison d'être and drift off to other, unrelated activities; buildings could be reassigned other uses or even fall into disuse. In the team's opinion, other variables

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being equal, the deciding factor could well prove to be whether quantifiable output (i.e., number of curricula developed, of trainers trained, or courses taught) or more qualitative factors of systemic, modification are the motivating factors behind the project implementors. Within the Indonesian context at the present time, the forces of "process" and the forces of "output" are doing battle. While the team is not prepared to predict what type of synthesis between the two will ultimately emerge, it opts in the case of LGT-II for an orientation which argues the need to be more concerned with process than with output, i.e., the team's findings suggest that planning and management within the LGT-II context are far more important at the present time than is any rigorous adherence to production schedules for courses taught or trainers "trained", and its recommendations propose that such a process orientation be more explicitly incorporated into the project design for the remainder of the project period.

C. Education vs. Training. This is similar to the output-vs-process issue, but is more specific in that it requires explicit policy guidance from the Government of Indonesia. The education process, especially at the post-secondary level, is still quite new to Indonesia (with Indonesia's first university having been created only 34 years ago, in 1949), and as such continues to be confronted with its own, very considerable, developmental problems. The Government of Indonesia therefore quite properly has placed a major emphasis on education as a priority national goal. Training, however, is a different matter entirely in that it is not the application of pedagogical rules of the latter to circumstances in which the former is what is required simply will not work, or at least will not work well enough. This is not yet widely recognized in Indonesia, with the result that when people seek assistance in addressing training needs, they too easily end up with educational solutions. The results are predictable, and the failure to recognize that this must be so has, over the years, had a negative influence on Indonesia's urgent need for properly applied personnel development (and other) activities.

The team is unable to predict how soon, or how pervasively, this concept might come to be understood and embraced. It does, however, see encouraging signs that the GOI is becoming sensitive to the difference and to the need, and believes that corrective steps are likely to be attempted reasonably soon. Such steps could significantly effect the capacity of LGI-II to achieve its large objectives, and their absence would seriously undermine its capacity to do so.

D. Bureaucratic Change. Indonesia is currently experiencing revolutionary change in the structure of government. A modern management infrastructure has been build rapidly, symbolized by high rise buildings, echelons of civil servants, paneled offices, fancy operations rooms, and air conditioning. On the other hand, bureaucratic change has been slow in evolving. The traditional patrimonial style of bureaucratic behavior is still much in evidence even in modern offices. The prototype of Indonesian bureaucracy stretches back to pre-colonial times and is based on social status and one's place in the patron client network. For an agrarian society where administrative functions were undifferentiated, such a bureaucratic style sufficed very well. However, functions have defracted into innumerable specializations, and the executive now is expected to manage and coordinate many functions rather than implement a few. Indonesia increasingly needs a bureaucracy based on the legal/rational model where individual roles and performances are clearly designated, coordinated, and assigned. A major expectation of training programs such as LGI-II is to produce civil servants not only with specialized talents and capabilities but with the ability to perform well in modern complex organizations with specifically defined purposes.

E. Management vs. Planning. These are not dichotomous activities. Indonesia needs people trained in both, and these two themes meet precisely in the functions and responsibilities of the BAKPETA. Skill at planning and in carrying out essential functions are to meet their obligations under Repalita, APEN, and APDD as well as in the execution

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of DUPs and DIPs and most of the other activities required for regional development. The problem areas must be identified, the data gathered and collated, inputs deliberately analyzed, and the results aggregated into a reasoned and realistic working design. These must then be carefully mated to outputs and costs. However, designs which can not be implemented are meaningless, and their implementation comes in the form of the carrying out of a myriad of projects, some large but most small, which meet the needs of the populace. It is in the design of these projects, the resource support, the multisectoral coordination of implementation activities, the monitoring of progress, the evaluation of project impact, and the elicitation of feed-back from the beneficiaries where the skills of management are so important. Functions must be institutionalized, agencies must operate with an internally accepted set of goals and procedures, and decisions must be made efficiently and carried out effectively.

Planning is the easier half of this equation. Techniques of planning and programming are precise and quickly transferred. By contrast, management is not only a skill, it is an art. Management is a delicate process in which personalities play an important part, and which may in many instances conflict with established behavior patterns and social structures. Successful management can be accomplished only with skill and sensitivity with the emphasis on the latter, but without effective management, no amount of planning will ever live to see its goals achieved. To date LCT-II has focused largely on planning, to the relative neglect of management. The evaluation team believes that this imbalance must be rectified.

F. Technocracy vs. Socio-humanism. Inevitably, good technical training produces good technocrats, each with a particular set of skills which plug into the planning and programming circuit. Management is necessary to operationalize planning. In the process, good management presupposes the acquisition of insights into the nature of a society and an appreciation of how members of that society and their institutions can be motivated into purposeful involvement in the

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planning and implementation process, as well as into providing feed-back once projects are underway. Training programs, whether in planning or management, tend to underemphasize the socio-humanistic context of development in favor of technological and quantitatively expressed accomplishments. Emphasis is on increase in yield, kilometers of water courses, numbers of wells, increase in average income, and so on. The socio-economic context on the other hand tells one who gains at whose expense, how village social and political structures are holding up under what kinds of interventions, what the effect is of economic change on social and physical mobility, and how in turn this affects community integrity. The ultimate goal of regional development should not be systematically tabulated statistics or even rationally conceived development plans, but rather the welfare of the community and how it holds together and prospers in the implementation of those plans. This socio-humanistic orientation must be behind any technical or skill-directed training program. It has not yet been adequately incorporated into LST-II planning or implementation.

In conducting its investigations and formulating its conclusions, the evaluation team frequently found it necessary to carefully consider the preferred position of the LST-II project vis-a-vis these important orienting concepts, because in the team's collective opinion it would be impossible to properly conceptualize or implement the project without doing so. More specifically, the team has concluded that the failure of most concerned parties to adequately address such issues during the project's initial conceptualization and subsequent early implementation has substantially contributed to lack of clear vision, or project drift, which has characterized the project thus far. By drawing attention to these basic orienting issues and attempting wherever possible to make explicit its best judgment regarding the appropriate position of LST-II relative to them, the evaluation team hopes to contribute to the rectification of this shortcoming.

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ACTIVITIES BASED OR OBJECTIVES	RESPONSIBILITIES	BAR CHART SCHEDULE											
		SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER	JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE	JULY	
1. Conduct Team Review meeting to integrate absent members.													
2. Collect Training materials													
3. Analyse and select materials													
4. Meet with PADCO Team members to agree on Training Unit Development and Materials Development.													
5. Produce materials and translations.													
6. Notify Participating Teams and supervisors													
7. Select site and prepare venue.													
8. Organize administrative support.													
9. Secure budget availability.													
10. Practice using video - (See Bill Owen).													
11. Monitor Progress to date (November 2).													
12. Consultants provide pre-workshop coaching.													
13. Conduct workshop (Begin November 21)													
14. Conduct TOT (Begin Dec.1)													
15. Badan Diklat approves RTC and PTC implementation plan for Phase III PMS installation.													
16. Core Team conducts monitoring meeting with RTC and PTC Teams (Dec. 20).													

FACILITATIVE CONDITIONS AFFECTING PMS INSTALLATION PERFORMANCE:

Pressure for and commitment to change from both the internal and external environments: genuine concern for seeing development results.

Multi-level involvement or participation in the purposeful action and the improvement effort: Willingness to work in teams:

a degree of realistic self-reliance on the part of operational groups such that they are interested in help, but in ways that promote learning and self-reliance as competence and confidence are achieved;

openness to innovation, new ideas, and methods, a willingness to examine data, information, and new opportunities with open minds and a receptivity to learning:

Top Level Support for changes to be made

a minimum level of stability, continuity and security both in the immediate external environment and in the organizational context: dynamism is necessary, but so is continuity

When these Facilitative Conditions are not present in sufficient degrees, any innovation or change effort will experience performance problems. The consultant can take management responsibility to improve the degree to which these conditions are present, but should also alert others to the fact that the minimum conditions are not being met before too much commitment is made to a particular effort.

PSM WORKSHOP PARTICIPANTS
September 8 -14, 1983.

No.	NAME	INSTITUTIONAL	POSITION
1.	Moch. Dladjad	Badan Diklat	Secretary
2.	Koeswandi	Badan Diklat	Head, Training Center
3.	Subagjo S.	Badan Diklat	Head, Administration
4.	Sarwoto K.	Badan Diklat	Head, Administration, Ecology Division
5.	Syahrir AS	Badan Diklat	Head, Administrative Division
6.	M.Arief Djamaluddin	Badan Diklat	Head, Development Administration
7.	Koesnani	Badan Diklat	Staff Member
8.	Slamet Warsito	Badan Diklat	Head, Monitoring & Evaluation Division
9.	Sujono	Badan Diklat	Head, Recruitment Division
10.	Munar Nawawi	Badan Diklat	Head, Program Division
11.	J. Ranwandan	Badan Diklat	Head, Rural Dev. Sub Division
12.	Sadoso Prijo	Badan Diklat	Head, Personnel Administ. Div.
13.	Djoko Prasetyo	Badan Diklat	Head, Regional Finance Sub.Div.
14.	Moch Sokeh	Badan Diklat	Head, Equipement Sub Division
15.	Surya Parama	Badan Diklat	Staff, monitoring & Evaluation
16.	Abadi Barus	Badan Diklat	Instructor in Regional Division
17.	Sutrisno HR	Badan Diklat	- " -
18.	R. Sebayang	BAPPEDA Jakarta City	Head, Data Collecting Division BAPPEDA
19.	Sugiarto		L.A.N. SESPA
20.	Erlina Murod	Education & Training Agency	Staff Member, Program Division
21.	Sugiarti	Directorate General Regional & Dev.	Staff
22.	Koesdiono	Directorate General Rural Development	Staff
23.	Situmorang	Inspectorate General	Head, Program Division

(2993A)

Figure 8
 COMPOSITION OF LIVE PROJECT SUBGROUPS
 (PEMBAGIAN KELOMPOK PESERTA WORKSHOP MANAGEMENT PROYEK)

No.	JENIS PROYEK	PERSONNEL
1.	S E S P A	Koeswandi Sujono Sarwoto Ranwandan Sugiyarto
2.	L G T	Koeswandi Arief Djamuddin Syahrir Eddy Nuryadi Djoko Prasetyo Sutrisno Hadi Djuwito
3.	S L A M E T	Slamet Warsito Koesnadi Suryo Parama Sadoso Priyo
4.	P R O G R A M	Munar Nawawi Erlina Sebayang
5.	F I S I K	Situmorang Husdiono Sugiarti

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DESIGN STRUCTURE FOR A PMS WORKSHOP

A seven-step feedback system begins with a consideration of the environmental situation, passes through planning and motivational stages, organizes for specific activity and controls through an integration of results with the next phase of planning.

The seven steps are:

Climate

Mutual Planning

Assessment of Needs

Formation of Objectives

Design

Implementation

Evaluation

We shall consider each one in turn and view their inter-relationships in a feedback system.

1. Climate

In order to utilize a feedback loop for management purposes, it is important to consider the environment in which the program or project activity is to occur. We can use the term "climate" to describe an environment for personal communication. Climate in managerial terms has to do with people interacting in organisational settings and with the question of how personal communications are handled.

Physical Climate: Physical climate refers to working conditions. We need to be aware of the effect of the physical environment on our ability to function. Simple examples like excessive heat, cold or noise serve to illustrate; but there are many more factors involved here such as physical illness, for example. All of these factors affect how we feel and how we communicate with others.

Psychological Climate: People cannot start to work effectively until they have gotten themselves "situated". "How do I feel?" "How do you feel?" are key questions that speak to psychological climate. In organizations, a certain amount of tension is required for effective action. A sense of need, purpose or time constraint among other things provides this tension without which an organization cannot exist. On the other hand, too much tension produces anxiety. A balance of tension is required between the extremes of anxiety and passivity. Such balanced tension we tend to describe with the term "morale."

Organizational Climate: While there are many factors that make up organizational climate ("How does it feel to work here?"), this dimension seems to be most directly related to the quantity and quality of leadership being exercised at all organizational levels. Organizations require direction and clarity of purposes and goals. If we expect people to follow, we must know where we are going; but, even more important, is the necessity for describing both the direction we plan to take and the way of getting there. If we wish to make sure that others want to go too, we had better consult them. In doing so, we may discover that we have possibly overlooked a better way that may happen to be suggested by one of our potential followers.



2. Mutual Planning

It is true to say, and the truth has been confirmed by research, that the extent to which a person is involved in the planning of an activity is the same extent to which he will be committed to carrying it out. The converse is also true. Probably the single greatest cause of demotivation is the exclusion of persons who are expected to be active participants from any part in the planning process. There are two issues: the first is one of hierarchy and status. "If the boss asks for something, he expects it to be carried out"; the question, however, is "How?" Mutual planning is a frank and open discussion of alternatives and options where the boss may remove himself temporarily from the constraints of his leadership role, and becomes a group member. While this may be comfortable to some who may have a need for the protection that authority relations offer, it is precisely the removal of the arbitrary use of authority that allows different ideas and options to emerge; often leading to more creative solutions. The second issue is one of knowledge. Whenever a meeting is called, each person who enters the room will bring with him his own perspective of the "situation." It is only when persons can discuss their differing perceptions that sufficient "objectivity" can be achieved in order to formulate a definite plan of action and obtain commitment to it.

3. Assessment of Needs

Program or project needs can always be viewed from three different perspectives: individual, organizational and departmental.

Individual: Needs of individuals can be considered from the standpoint of personal development. No one can perform effectively if

they lack necessary training or experience for the position they occupy. But individuals also need the opportunity to gain experience and to develop improved capacity. This situation requires an exercise of careful and mature judgement and the willingness of management to invest in human potential.

Organizational: These needs must be considered in relation to the job or task to be performed. As such, they relate to concerns for manpower utilization, cost control, planning and scheduling, material and equipment.

Department: No organizational unit or component works in a vacuum. There is a constant necessity to integrate the work and functions of different units within the departmental hierarchy. This requires a balancing of what sometimes appears as intergroup competition or conflict.

4. Formation of Objectives

When needs are fully assessed, objectives can be formed. It is necessary that specific objectives be integrated with long-range goals and overall operating plans. Here is where a major difficulty often occurs and why systems technology is needed to integrate goal setting at different organizational levels and between departments and operating divisions.

5. Design

This is the step that is overlooked more frequently than any other. The tendency in modern organizations is to form objectives and rush into implementation. Designing is application planning. Once we have determined what we wish to accomplish, it is necessary to again carefully

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consider how to achieve the objectives we have set. This involves clarification of roles and responsibilities, a choice of alternative methods and decisions with regard to gaining acceptance and cooperation from other groups or departments.

6. Implementation

This is the step that makes the previous five steps "come alive." Implementation is shared experience. In the final analysis, we come to learn only by doing. It is then that we realize how realistic and helpful our planning activity was.

7. Evaluation

Here we are speaking of evaluation in a different sense than it is often taken. We are speaking of description, not judgement. If we review all six previous steps of our action plan and consider "where we were" when we set out and "where we are" now, we can utilize evaluation as a descriptive reassessment of needs. Evaluation becomes feedback, and we are able to incorporate our findings based on actual experience into a new round of climate setting, mutual planning, etc. Each time we complete this circle, we are broadening and deepening our experience and using it to further our overall objectives.

Evaluation can be divided into two phases: Specific Outcomes and General Outcomes. As project feedback, the specific outcomes are measured against the specific objectives in terms of cost/benefit analysis or like measures. As general feedback the information can be used to improve overall management effectiveness and continuing program improvement.

This is a system of management based on a constant interaction between problem finding and problem solving. It employs the feedback loop, and it is a process than can be applied to any situation no matter what content.

This system fully integrates planning, organizing, motivating and controlling activities in an organic and natural manner, using each function when and where appropriate to the situation.

RESULTS OF SEPTEMBER MEETING:

Outcome Objectives:

Project Teams develop Action Plans using PMS concepts and Tools

Participants increase their knowledge and skills about implementing projects
Participants expand their awareness of implementation problems and means of solutions.

Participants learn and apply concepts to
 improve teamwork
 develop work plans
 monitoring progress
 evaluating project results
 establish project organization

The Outcome Objectives based on the Generic Elements

Management Functions
 Team Organization
 Decision Making Processes

Based on the Generic Functions, a minimum group of management tools were selected from the SURVEY OF MANAGERIAL NEEDS conducted by Dr. Soesiladi:

1. Defining Project Objectives
2. Workbreakdown
3. Project Organization
4. Design of Project Management control system
5. Decision making for progress/agreement charts
6. Project documents for Planning and Implementation
9. Improving progress monitoring and implementation system
11. Resource Planning and Budgeting
12. Planning for project implementation
16. group decisions
17. activity descriptions sheets
18. schedules and bar charts
21. bar charts
27. logical framework and MBO

Action Training: The Methodology

Action Training is an accelerated approach to improving people's performance on their jobs. Action refers to the work to be done, the results or performance required. Training refers to a methodology that emphasizes participation and the responsibility of the learner in the learning process.

Action Training is founded on the Proven Principle of adult education that:

ADULTS LEARN BEST BY DOING THE ACTIVITY THEY ARE
EXPECTED TO PERFORM

In contrast to traditional teaching philosophy, Action Training is not general preparation for the future but specific, problem centered training for actual work situations. Training is designed in response to an actual performance need. Action Training then is:

- * results oriented
- * performance based
- * problem and need specific
- * learner centered

At a minimum, Action Training helps participants develop concepts and skills required to perform their jobs and provides opportunities in the Workshop to practice those skills through the use of experiential training techniques such as:

structured exercises
case studies
role plays
management simulations
instruments
etc.

Action Training is most effective when it goes beyond simulated practice of management concepts and skills and provides a structured opportunity for actual "live application" in the workshop setting. For example, if a team is learning Project Management Systems concepts and skills then its learning will be accelerated if it has an opportunity to put them to use on an actual project of its own.

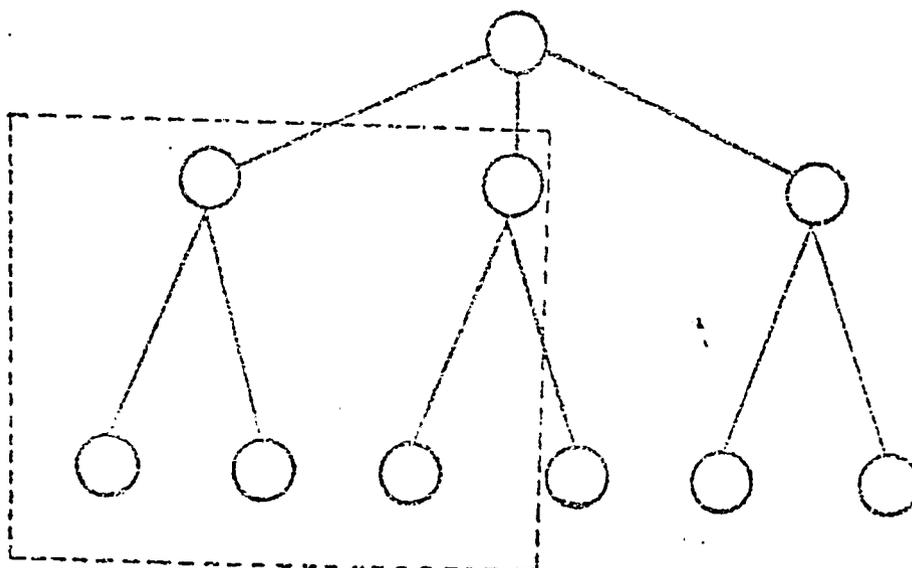
The Action Training Methodology can be used equally well with the training of individuals or teams. The Methodology builds upon the principle that "those who work together should train together". When teams join together in a collaborative action training effort, they develop a shared set of concepts, skills and vocabulary for talking about the management of their work.

The Action Training Methodology represents a significant development in helping adults improve their performance on the job. When used as a vehicle for introducing relevant and responsive curriculum, the methodology is the fastest and most effective means for conducting results oriented training.

TEAMS IN ORGANIZATIONS:
"MATRIX MANAGEMENT" APPROACHES

by

R. Moses Thompson & Terry Dean Schmidt
USDA/DFMC



Best Available Document

TEAMS IN ORGANIZATIONS:
"MATRIX MANAGEMENT" APPROACHES

WHY TEAMS IN ORGANIZATIONS?

Experience shows that projects are often the most effective means of achieving important objectives, adapting to change, delegating responsibility and motivating people. Many of us have spent a number of years developing approaches to project design, implementation, and evaluation which maximize these project benefits.

But projects do not exist in isolation. They are usually undertaken by and in organizations. Therefore, an effective strategy to improve productivity often includes methods for incorporating projects into organizations in ways that don't negate the impact either of projects or their parent organizations. This has led to the development of a creative set of hybrid organization structures called matrix management teams that overlay project organizations on traditional organizations. In many situations, these structures are proving to be the best of both worlds.

TYPES OF MATRIX MANAGEMENT TEAM APPLICATIONS

The use of teams and project techniques in conventional organizations can be divided into three basic approaches. These differ significantly in objectives, team or project characteristics, and relationships of the team to the organization's conventional structure and processes. These three basic types of "matrix management" applications are:

Matrix Management Team Type	Objectives Relative to Conventional Organization Structure and Processes
Type One	Fix or Strengthen
Type Two	Supplement
Type Three	Supplant

The Type One use of a MM approach has the objective of fixing some important problem in an organization. The basic procedure follows the standard Project Management System (PMS) steps for successful conduct of a project. The MM project team identifies the problem, designs a project to correct it, implements the design and evaluates the results. If the project reaches its "EOPS" (end of project status in the LogFrame scheme), then the team disbands.

The Type Two MM team has the basic objective of supplementing the regular organization by the addition of one or more new functions. The new functions provided by the team usually involve integrating or facilitating the work of several conventional organization units. For example, a team may be installed to integrate the efforts of top management, engineering, production and marketing divisions in new product-line development. Typically, such teams come into existence on a long-term or permanent basis, and therefore differ to some extent from project teams as defined within the PMS framework.

The Type Three MM team or teams represent the most radical departure from conventional organization design by supplanting traditional hierarchic modes with teams responsible for the major activities of the organization. The teams replace traditional organization units either completely, or leave in place only those traditional units necessary for "housekeeping" and support roles. The new matrix teams become the core elements of the organization, and either exist on a permanent basis or are replaced by other teams as circumstances require. In either case, such teams differ in kind from project teams of the PMS type.

The three MM application types need to be distinguished so each can be understood correctly. This is necessary even though all three techniques may be used in succession in a single organization improvement program. Nevertheless, until recently, discussion and use of these techniques frequently lumped them together, or confused one with another.

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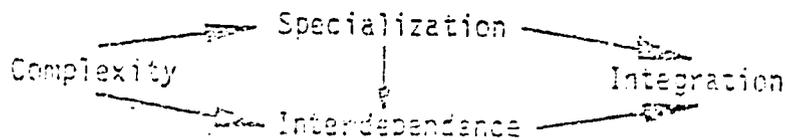
Specifically, well-founded criticisms of early Type Three applications, which have involved high risk strategies and largely unvalidated techniques, have been mistaken for evidence to discredit the use of MM teams in general.

What follows concentrates on the first two types of MM applications, without passing judgment prematurely on the possible future refinement and use of the Type Three approach. We already know enough to have confidence in our ability to use the basic matrix team concept to solve organization problems and to add effective new elements to supplement organization operations.

UNDERLYING PRINCIPLES OF THE MM CONCEPT

Where does the need for teams inside organizations come from? According to Jay Galbraith*, the evolution of organizations follows certain patterns, and these changes eventually produce the need for some new forms of effective integrative mechanisms to keep the organization from collapsing or losing effectiveness.

Organizational Evolution:

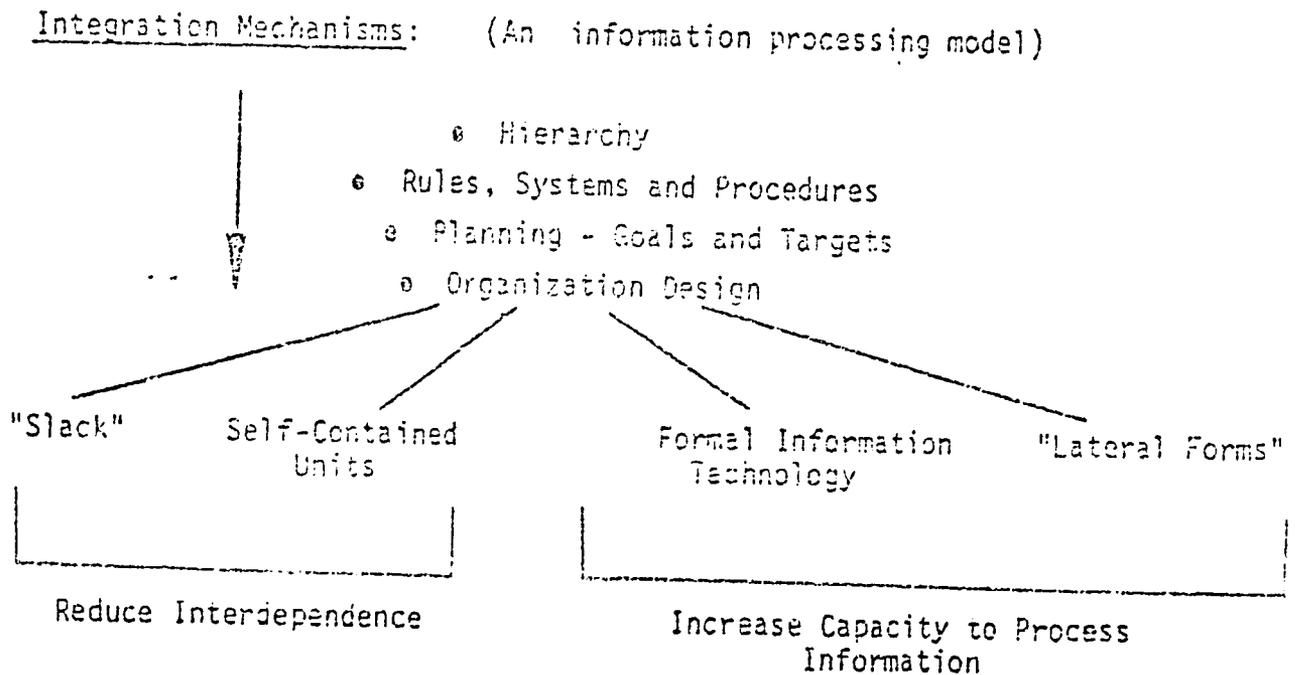


In the above diagram, the organization tends to grow in complexity in response to environmental pressures for greater size and effectiveness. Greater complexity leads to more specialization among sub-units, and to greater interdependence between these units to get the overall mission

*Jay Galbraith, Designing Complex Organization, 1973.

accomplished. This in turn leads to the need for some means for the coordination or integration of the sub-units so that their specializations and interdependencies can be managed and guided to a more efficient overall effort.

This requirement for greater integration can be satisfied in several alternative or complementary ways, each of which represents costs and benefits for overall organization design. These arrangements tend to be applied one after another as the organization evolves, and so increase reliance on formal mechanisms of integration. If we view the primary process of integration as one of processing information and making decisions in the organizations, the main alternatives for integration can be represented as below:



From this viewpoint, the main integrative alternatives are:

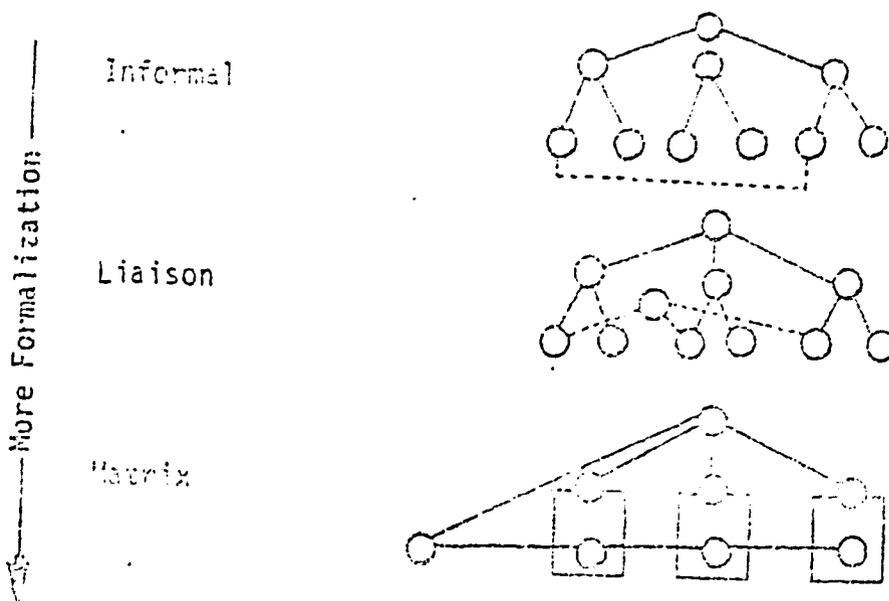
- the early introduction of hierarchy, which involves creation of one or more additional levels specializing in making decisions and coordination for multiple subordinate units.
- the specification of rules, systems and procedures, all of which have the effect of making decisions before-hand to resolve working level issues as they are later encountered.

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- the setting of planned goals and targets, which give lower level units guidelines that let them make "tactical" decisions themselves.
- The adoption of organization design features that either reduce the amount of interdependence between units, or increase the capacity of the organization to process information between interdependent units. These features include:
 - the provision of "slack" between units, so that breakdowns or delays between units do not stop work "downstream."
 - creation of self-contained units, that have little or no dependence on other units because they do everything they need themselves.
 - greater investment in information processing technology, such as computers and other forms of electronic communications devices, to permit more and faster intercommunication and decision-making.
 - the creation of "lateral forms", or relationships that foster more direct contact between interdependent units.

In general, the adoption of "lateral forms" solutions, including the family of matrix management approaches, represents a recent and creative effort to minimize the liabilities and "pathological tendencies" of the more traditional forms of organization integration reflected by the other items in the above list. Some of the main varieties of lateral forms can be diagrammed as below. These can be viewed as a "continuum" or scale of formalization of lateral relationships.

Types of Lateral Forms:



The key features of these lateral forms are:

- Informal - the fostering of direct and informal contact and communication between units, as for example locating two interdependent units next to each other to facilitate integrative interaction.
- Liaison - the designation of intermediaries between two units (or attachment of representatives of each with the other) to facilitate integrative interaction.
- Matrix - the building of teams composed of members of interdependent units to foster their integration, or to accomplish objectives different from but related to those of the units represented.

APPLYING MATRIX TEAM APPROACHES TO ORGANIZATIONS

Actual application of one or more MM approaches to organization improvement depends on the ability to recognize an appropriate need. When this condition is met, then design of the correct MM team for the situation and successful installation and operation of the team are the next steps.

When to Use a MM Approach?

Some of the most likely situations for consideration of use of a MM approach include the following:

- when the requirement to do something is new, and there exist no appropriate organization units to do it.
- when the requirement is old or longstanding, and previous efforts have stalled or created a climate of "defeatism" or scepticism.
- when the requirement cuts across the lines of authority and specialization of the existing organization.
- when the requirement is too large in scale to be done by any one of the existing organization units.
- when the situation and environment are fluid, and the resulting requirement cannot be readily defined in relation to the existing divisional structures.

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- when the requirement involves risks of failure too great to jeopardize the morale and effectiveness of existing units.
- when the requirement involves simply the upgrading and systematic performance improvement of units currently operating with moderate effectiveness.
- when the requirement involves the diagnosis and remedy of some significant organization problem or "pathology."

The above list comes close to asserting that virtually any situation is a potential candidate for a MM intervention of one type or another. In fact since making any kind of change in an organization can benefit from the "projectizing" of that effort, we can safely assume that consideration of some form of the MM team option always makes sense.

Making MM Teams Effective

Given the decision to use a matrix team approach, there are a number of features that must be designed into the team's organization and operations to make it accomplish its mission(s). In general, these conditions include satisfying the requirements for sound project design, team-building and implementation that are essential to the success of any project done within the PMS terms of reference. In addition, the special situation of doing a project inside a formal organization imposes a number of other requirements to optimize the result. These include:

- team composition that provides representation of all important units affected by the team effort (including particularly line managers).
- team membership drawn from among the best and most respected people in the units represented (instead of from the most dispensable).
- an effective scheme for rewarding members for success while on the team and afterwards (rather than punishing them for absence from normal duties, etc.).
- a "total tolerance" that assures its access to all information from every organization unit as needed to do its job.

- members are delegated authority to make commitments for the units they represent (instead of having to run back repeatedly to get OK's for team activities and decisions).
- at least a "critical mass" of team members are assigned full time, with the others involved on a part-time basis (and with ample provision for a reserve of standby members if attrition occurs).
- authority relations between the team and the conventional hierarchic power system of the organization must be clearcut and effective (typically by explicit statement in the team charter of its scope of authority, and the superior authority or authorities to whom it is accountable and on what basis).
- influence and leadership with the team should be based primarily on knowledge, skill and degree of commitment to team success (rather than on undemocratic or hierarchic power relations).
- only people with strong interpersonal skills should become members, and internal group processes should emphasize give-and-take, a problem-solving approach, free discussion and participation, and conflict resolution based on consensus to the maximum extent possible.

POTENTIAL PROBLEMS AND LIMITATIONS OF THE MM TEAM APPROACH

As with any way of arranging or changing an organization, there are significant limitations and potential problems associated with the basic MM team approach. Some of these concerns apply to all of the three Types of MM teams recognized above. Many others seem to surface chiefly or most severely when the effort involves the most radical approach of supplanting traditional organization with teams (termed Type Three earlier). Awareness of these limitations and possible difficulties is essential before and during the commitment to organization improvement using MM team techniques. Some of the main types of costs and problems are:

- any MM team application is management intensive, since it involves large amounts of the time of the scarcest resource (top management talent), and therefore may not be the most cost-effective (even if most glamorous) way to deal with your situation.
- MM teams always involve significant ambiguity and anxiety about authority relationships, since members are always working for several bosses at the same time, and conflicts and lack of coherent command guidance may result.

- MM teams always require considerable tolerance for fluidity and open-endedness on the part of team members and other organization personnel, and the consequent stress (especially for older and more traditionally oriented people) will represent a substantial price, particularly during the transition to MM.
- over-reliance on teams can tilt the balance between stability and adaptiveness in the organization toward excessive fluidity verging on anarchy (as in one manager's view of an MM organization as "having an identity crisis every day").
- a series of "matrix pathologies " described by Davis and Lawrence* that occur mainly in the Type Three situation, including:
 - power struggles between bosses and between teams.
 - "groupitis," or the emergence of unwillingness to take responsibility.
 - abandonment of team approaches due to organization economic crisis.
 - excessive overhead involved in keeping both teams and conventional units afloat.
 - "decision strangulation," or drift due to the need to get everyone's OK for every decision.
 - "sinking," or the gradual slipping of the teams down the authority level slopes of the organization.
 - "layering," or the excessive proliferation of overlapping teams . that make the organization chart look like "a complex electronic wiring diagram."
 - "navel gazing," or the loss of a results orientation by the teams.

* Stanley Davis and Paul Lawrence, Matrix, 1977.

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DRAFT AGENDA FOR BADAN DIKLAT PROJECT MANAGEMENT
PILOT WORKSHOP (9/8 - 9/14)

DAY ONE (THURSDAY, SEPTEMBER 8)

Morning

FORMAL OPENING -- Brief welcoming remarks by _____ (?) (15 min.)

INTRODUCTIONS -- Participants and instructors introduce selves or each other (30 min.)

EXPECTATIONS AND OBJECTIVES -- Trainer solicits participants objectives expectations, puts on board. Helps shape expectations and develop list of measurable objectives for workshop (to be evaluated at end of week). Describes process to be used, covers any needed logistics items, briefly describes the schedule. (30-45 min. Presenter _____)

SUBGROUPS CHARACTERISTICS OF PROJECT SUCCESS -- randomly divide large group into 3 or 4 subgroups. Have each group define what a project is, and come up with one of the following lists:

- Why Projects Succeed -- drawing from their experience to identify the common elements of successful projects they have observed.
- Constraints to Project Success -- administrative, technical, and other constraints that interfere with project effectiveness.
- Characteristics of Effective Project Team -- Some things that a good project managers and team members do that accounts for success.

Each group summarizes their answers on a flip chart and selects a presenter. All groups give a 5 minute presentation to the large group. Discussion. (Total time 90 min.)

PRESENTATION GENERIC ELEMENTS OF PROJECT SUCCESS. Presentation of results of worldwide research and experience.
(30 min. Presenter -)

Lunch

Afternoon

PRESENTATION: PMS OVERVIEW -- Description of some of the key concepts and tools for effective project management. (30 min. Presenter - Kusnadi).

PRESENTATION: OBJECTIVES AND LINKED HYPOTHESES -- Discussion of means-ends analysis, cause-effect relationships in projects. (15 min. presentation by Soesiladi with 20 minute exercise)

PRESENTATION: TREES ANALYSIS -- Discussion of expanded means-end analysis, showing how to organize the multiple objectives found in development projects (15 minutes. Presenter Thompson)

WORKSHOP: TREE ANALYSIS -- In small groups, participants develop objectives tree for PUNO (or other) case. (30 min. to prepare tree). Then each group briefly presents its work (15 min.)

DAY ONE REVIEW. Wrap-up, questions and answers, general discussion, lead by participant. Participants asked to help with evaluation, and write down and hand in answers to the following questions:

- What did I learn today that I understand:
- What was confusing?
- What aspects of what was taught today will be useful in my job?
- What parts will not be useful?

END OF SESSION

Core group meets to review day, evaluate progress, make necessary changes to Day Two

DAY TWO (FRIDAY, SEPTEMBER 9)

Morning

WARM-UP EXERCISE -- a quick mental exercise for participants (5-10 minutes.), with a small prize for those who solve exercise. Trainer makes learning points on exercise and provide transition to the day. (Presentor - Schmidt)

OVERVIEW OF DAY -- a brief description of approach to the day, and how the tools to be covered fit into a PMS (Presentor - Schmidt, 10 minutes).

PRESENTATION THE LOGICAL FRAMEWORK APPROACH TO PLANNING PROJECT IMPLEMENTATION -- Trainer presents and describes the use of this important tool for teams to use in clarifying objectives, identifying project goal/purpose/output/inputs, choosing measurable indicators and clarifying assumptions. Brief participant exercise (in plenary or small groups) on clarifying indicators. (Presentor Pak Arief, 60 min.)

PRESENTATION ASSUMPTIONS -- Presentation on how to identify and evaluate important assumptions. (Presentor Thompson 15 min.)

SUBGROUPS DEVELOP A LOGICAL FRAMEWORK FOR PUNO -- 3 or 4 subgroups of 5-7 people each develop a Logical Framework for Puno (50-60 minutes).

SUBGROUPS PRESENTATIONS: LOGICAL FRAMEWORK FOR PUNO -- Each group briefly presents its solution to the full group. Instructor makes comments on proper use of management concepts.

DAY TWO REVIEW -- Wrap-up, questions and answers, general discussion lead by BD trainer. Again, participants asked to write down and hand in response to questions posed by the documentation -- plans, schedules, budgets, etc.

6/6

END OF SESSION

Core group meets to review Day Two and make any needed adjustments for Day Three.

DAY THREE (MONDAY, SEPTEMBER 12)

Morning

PROJECT TEAMS DEVELOP LOGICAL FRAMEWORKS FOR REAL PROJECTS -- Organize into subgroups based on project team members. For rest of morning, project teams work to clarify project objectives, develop indicators, identify assumptions. Teams begin by developing Objectives Tree, then continue with Logical Framework. Core group "floats" to assist with proper use of concepts. (Groups prepare white-board or flip chart to present to rest of group (2 hours)).

PROJECT TEAMS MAKE PLENARY PRESENTATIONS (-- Each project team presents their work to the larger group for comments (1 hour).

Lunch

Afternoon

PRESENTATION: MANAGEMENT RESPONSIBILITIES AND PLANNING TOOLS.

Presentation on role of a manager, and introduction of two additional tools -- Work Breakdown Structures and Activity Planning. (presenter Thompson/Schmidt. Time 30 min.)

SUBGROUP WORK DEVELOP ACTIVITY LISTS -- Small groups apply tools by developing activity list for their project. (30 min.)

PRESENTATION: PROJECT AGREEMENT CHARTS -- Presentation on use of this tool to clarify the multiple responsibilities of various actors in a project. Trainer demonstrates by developing chart for a sample project. (45 min.)

SUBGROUP WORK: ROLES AND RESPONSIBILITY AGREEMENTS -- Subgroups use tools to develop role and responsibility agreements. (30 min.)
If time allows, present these in big group.

END OF DAY REVIEW -- Questions, answers, discussion. Lead by BD
trainer. Collect evaluation data.

END OF SESSION

Core group meets to review results, make any needed adjustments to
day Four.

DAY FOUR (TUESDAY, SEPTEMBER 13)

Morning

WARM-UP EXERCISE -- to get people thinking, provide transition to day

REVIEW OF YESTERDAY AND TODAY -- handle any questions or comments,
provide overview of where we have been, where we are going. (20
min. Presentor)

PRESENTATION: PROJECT VS. ADMINISTRATIVE STRUCTURES -- Discussion
of different organization forms. Advantages of teams and how to
build and maintain project teams. Motivating and controlling
team members, how to minimize possible conflicts (40 min.).

PRESENTATION: BAR CHART AND ACTIVITY LIST TOOLS -- How to use these
planning tools (30 min. Presentor)

SUBGROUPS DEVELOP BAR-CHART FOR THEIR PROJECT -- Participants develop
bar-chart or other schedule for their projects in small groups.
(30 min.)

Lunch

Afternoon

MONITORING AND REPORTING -- Presentation on key concepts of monitoring
progress and informing others. Integration with GOI reporting
forms. (60 min.)

REVIEWING AND UPDATING PROCESS -- Presentation on methods for project
teams to periodically evaluate progress and modify approach. The
use of quarterly replanning workshops. (30 min. Presentor)

SUBGROUPS: DEVELOPING A MONITORING AND REPORTING SYSTEM -- Project
teams select methods they plan to use, define some key monitoring
indicators and agree on process. (45 min.)

SUBGROUP PRESENTATIONS: MONITORING SYSTEM -- Each group briefly describes its results (30 min.)

REVIEW OF DAY FOUR -- Questions, answers, discussion

END OF WORKSHOP

Core group meets to discuss and revise.

DAY FIVE (WEDNESDAY, SEPTEMBER 14)

Morning

OVERVIEW OF DAY -- topics to be covered, how they relate to PMS.

PROBLEM-SOLVING AND DECISION-MAKING -- additional tools for developing project strategy and maintaining project success. Presentation and workshops.

DELEGATION AND SUPERVISION -- the purpose of delegation and the advantages to get more work done. How to supervise effectively. Presentation

Lunch

Afternoon

REVIEW OF KEY CONCEPTS -- discussion/presentation which ties everything together.

POST-TEST --

SUMMARY EVALUATION -- Participants complete questionnaire by evaluation group.

FORMAL CLOSING -- Formal remarks and handing out certificates.

END OF SESSION

OBJECTIVES

GOAL

Indonesian LGT project staff uses relevant PMS concepts to successfully manage projects

1. Indonesian LGT staff receives PMS training by 6/30/84
2. Trained staff demonstrates better project performance than other LGT staff

1. Badan Diklat supports effort
2. Lack of management skills is key constraint to project success

PURPOSE

Work with a cadre of BD trainers to develop an Action-Training approach, implementation methodologies, and plan, and equip these trainers with the skills/knowledge to effectively provide training and consultation to the LGT project.

By Sept 80:

1. BD trainees develop PMS package, including LF, LRC, network, & other appropriate guidance tools
2. Implementation strategy appropriate to context is developed, and actions underway in preparation for Phase II and beyond.

1. PMS & action-training methodologies can be suitably adapted to Indonesian context.
2. USAID & GOI genuinely support the effort.

OUTPUTS

1. Tools/techniques applied by participants to develop project management tools for LGT

1. Practical, appropriate tools developed and presented to BD management.
2. Tools reflect solid use of concept, and are useful for guiding implementation

1. Participants selected for Phase I are key BD staff, reasonably skilled in English, with some training experience.

2. Trainees understand PMS and AT principles and become reasonably skilled in using and teaching same

1. 4 out of 5 trainees understand concepts, skilled at using key tools and explaining them to others.

2. Small number of Phase I participants (5) does not preclude effective A-T demo.

3. Concepts and approach modified as appropriate for LGT project

1. Participants and consultants analyze A-T and PMS development experience, modify as appropriate, and begin materials development for Phase II.

3. TS-MF are effective team -- good communications, use of individual strengths, etc.

4. Overall plan developed and work initiated for Phase II and beyond

1. Plan developed for curriculum modification, case-writing, materials development, etc.
2. Initial steps taken to implement plan, clear commitments made, participants consulted to contribute

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INPUT ACTIVITIES

WEEK ONE: SET UP AND INTRODUCTION

- meet key actors (mission staff, BD, other GOI) to identify/shape their expectations
- review workshop location, logistics, etc.
- revise/refine training plan for weeks 2-3, TS/MT agree on roles
- review recent PADCO needs assessment
- additional materials preparation, chart-making

WEEK TWO AND THREE: ACTION TRAINING AND PMIS DEVELOPMENT

- follow training plan loosely keyed to 5 steps geared to producing PMIS package for LGT
- analysis of experience, review of applicability, identification of modifications needed
- re-experience of action-training -- trainer training, additional practice with tools and concepts, etc.
- presentation of PMIS for LMT package to senior management (mission and Badan Diklat)
- development of work plan for best use of remaining time in Phase I

WEEK FOUR: REFINEMENT AND PHASE II PLANNING

- materials preparation and revising
- preparation of overall training strategy, and week-by-week plans and LRC for Badan Diklat continuing activity in September-November
- communications/reporting plan between BD trainers and consultants
- final briefings, meetings, wrap-ups.

Project Design Summary

Project Name/No. PL 1 MANAGEMENT COURSE TRAINING IN BAHU DEKAT

Goal: 1. Introduce national personnel central personnel use project planning and management skills to successfully complete government projects.

Date: 11/19/70
 Duration: _____
 Responsibility: _____

Original	1970	Prepared By	Reviewed By
1			
2			
3			

Document No.: _____
 Related Documents: _____

OBJECTIVE DESCRIPTION	ACHIEVEMENT MEASURES	IMPORTANT ASSUMPTIONS																																																																																																																																																																																																																		
<p>PURPOSE: INTENDED RESULTS</p> <p>To develop cadre of national level project managers who understand PPS and action planning methodology, bring concepts to the Indonesian context, and use a PPS approach for implementing a Project Management Analysis strategy with key target groups (Urban Non-Ban district, Regional Training Center, BSA/PPPT, provincial training personnel).</p>	<p>MEASURES OF PROJECT SUCCESS:</p> <p>By September 70:</p> <ol style="list-style-type: none"> Group of 5-7 PP staff have actively participated with consultants to design pilot PPS workshop, evaluate workshop, and develop implementation plan for Phase II and beyond. PP group headed by Division II manager, has direct consultation with Kepala Badan HILAT. PP group demonstrates understanding of PPS by developing action plan including clear statement of objectives, methods, materials, materials list, schedule, and budgets, and identifying learning systems. Plan includes all necessary action for preparation for Phase II, including Phase II initiation efforts. 	<p>TO ACHIEVE PURPOSE:</p> <ol style="list-style-type: none"> PP core group and PP component will decide PPS approach is suitable and effective and choose to proceed. PP core group will follow-up and actually implement the activities in the plan. BSAID and DDI support for action plans developed by PP team. Basic PPS concepts can be modified to fit the Indonesian administrative, political, social, and cultural context. 																																																																																																																																																																																																																		
<p>OUTPUTS: SPECIFIC RESULTS REQUIRED</p> <ol style="list-style-type: none"> PILOT PPS WORKSHOP DESIGNED BY BAHU DEKAT CORE GROUP. PILOT WORKSHOP CONDUCTED AND EVALUATED. WORKSHOP EVALUATED AND ACTION PLAN DEVELOPED FOR TOP AND PPS TRAINING IMPLEMENTATION. 	<p>DESCRIPTION OF SPECIFIC RESULTS:</p> <ol style="list-style-type: none"> 1.1 - Curriculum designed, module by module schedule developed, and teaching methods selected for HILAT PPS workshop by 9/1/70. 2.1 - 5 day PPS pilot workshop conducted for target group (5 PP staff and 5-6 persons each plus 12 lay people from outside agencies). 2.2 - Program uses participatory action training methods. PP staff help conduct, evaluation data gathered and analyzed daily. 2.3 - Each team produces weekly products (plans, brochures, etc.) which the authority agency/public/teacher produces evaluated PPS. 2.4 - Evaluation data collected (quantitative & descriptive) to determine effectiveness, quality, practicality of PPS pilot. 2.5 - Group develops action plan for Phase II and beyond, which includes objectives, schedules, roles, go-ahead criteria. 	<p>TO PRODUCT OUTPUTS:</p> <ol style="list-style-type: none"> Participants show up and are motivated to learn. Active participation by PP core group in workshop, and in evaluating. Workshop logistics and facilities adequate. 																																																																																																																																																																																																																		
<p>INPUTS:</p> <p>KEY TEAM MEMBERS</p> <table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> </tr> <tr> <td>1</td> </tr> <tr> <td>2</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> </tr> <tr> <td>3</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> </tr> <tr> <td>4</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> </tr> <tr> <td>5</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> </tr> <tr> <td>6</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> </tr> <tr> <td>7</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> </tr> <tr> <td>8</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> </tr> <tr> <td>9</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> </tr> <tr> <td>10</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> </tr> </table>	1	2	3	4	5	6	7	8	9	10	1	1	1	1	1	1	1	1	1	1	2	1	1	1	1	1	1	1	1	1	3	1	1	1	1	1	1	1	1	1	4	1	1	1	1	1	1	1	1	1	5	1	1	1	1	1	1	1	1	1	6	1	1	1	1	1	1	1	1	1	7	1	1	1	1	1	1	1	1	1	8	1	1	1	1	1	1	1	1	1	9	1	1	1	1	1	1	1	1	1	10	1	1	1	1	1	1	1	1	1	<table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> </tr> <tr> <td>P</td> </tr> <tr> <td>P</td> </tr> <tr> <td>P</td> </tr> <tr> <td>P</td> </tr> <tr> <td>P</td> </tr> <tr> <td>P</td> </tr> <tr> <td>P</td> </tr> <tr> <td>P</td> </tr> <tr> <td>P</td> </tr> </table>	1	2	3	4	5	6	7	8	9	10	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	<p>TO OBTAIN AND MANAGE INPUTS:</p> <ol style="list-style-type: none"> PP core group motivated to learn PPS; attend all team meeting sessions.
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Best Available Document

THE IMPLEMENTATION CHALLENGE:
A SYSTEMS MANAGEMENT ALTERNATIVE

Project Implementation Management System
Consulting

THE IMPLEMENTATION CHALLENGE:
A SYSTEMS MANAGEMENT ALTERNATIVE

What is PIMS Consulting?

The Project Implementation Management System Consultancy is an on-site 1 to 4 week effort (depending on the project's complexity). Guided by a consulting team, its objectives are to:

1. Update and improve the original project design and plan of operation at the time of implementation;
2. Establish an integrated and effective implementation team of partner country managers and donor agency advisors that can;
3. Develop an integrated Project Implementation Management Systems (PIMS) to coordinate project implementation, monitoring of key project events, and reporting to and from key actors. The basic set of management tools includes:
 - Logical Framework
 - Performance Network
 - Bar/Responsibility Chart
 - Sub-Routine Charts
 - Monitoring & Reporting System
 - Evaluation System

Aided by the consultant team, people with diverse professional and cultural viewpoints can develop an integrated project implementation system ready for immediate use. Equally important, they can develop into an effective management team at the start of the project.

Why Do Projects Fail?

Why do some development projects fail? Experience suggests that there are three basic factors common to unsuccessful projects:

- failure to establish clear, specific objectives, mutually agreed upon by all project personnel;
- failure to define clearly the roles and responsibilities of project implementation personnel;
- failure to predict and schedule accurately the time, personnel and budget required for project implementation.

These deficiencies can be caused by poor project designs. More often they result from entering the implementation phase without an adequate management system.



Why Is Implementation A Problem?

Project planners have assumed that if projects are well conceived and carefully designed, implementation will follow almost automatically. The fact is that it does not. Even with good plans, many foreign assistance agencies, such as World Bank, find they are spending an increasing amount of time solving implementation problems of their partner countries.

Implementation in environments of complex social, political and economic uncertainty requires special management attention. Until recently no integrated system of management tools existed for implementing development projects. The Project Implementation Management System (PIMS) was designed to respond to this need.

1. WHY REVIEW AND REVISE THE PROJECT DESIGN AT IMPLEMENTATION?

Updating the project design and plans of operation at the time of implementation is usually an essential prerequisite to the effective execution of a development project. Some of the reasons are:

- Deficiencies in the original design:

If critical deficiencies are present in the project design, they are magnified during the implementation phase. Replanning and improving the plans of operation may be necessary.

- Original plan of operation is not specific enough:

Original designs and plans of operation included in project documents are often general guidelines and inadequate for use as implementation management systems. Developing the clarity and precision needed may require extensive onsite work with partner country team members.

- Lack of information at the time of original design:

Design deficiencies are not always due to poor planning. Plans of operations can require up-to-date information in order to define roles and responsibilities accurately. Work schedules and resource allocation plans depend on information that may be available only at the time of implementation. Estimates of available staff and resources often require serious amendments.

- Time lag in the project development cycle:

The time between the inception of a project idea and the point of actual implementation is typically 18-24 months. During the long lag time, new economic, political and organizational factors develop that can affect project assumptions as well as design considerations.

- Partner and donor agency planners see project aim from different perspectives:

It is not uncommon for the project aim to go unclarified during the design stage. The inability to define clear and specific project objectives often results in emphasis on expansive overall goals on the one hand and highly detailed input activities on the other. Experience shows that teams with a single, clearly stated and mutually agreed upon project purpose are usually more effective than those with ambitious multiple aims.

2. WHY ESTABLISH AN INTEGRATED AND EFFECTIVE IMPLEMENTATION TEAM?

In spite of over 20 years of development experience demonstrating the unquestioned need for integrated expatriate and partner country management teams, development project designers still plan and implement projects in isolation from partner country personnel. The results are nearly always the same: low motivation, low performance and limited carry-over effects after project completion.

Most development projects define partner country team members as project managers and assistance agency staff as advisors. If this relationship is to be taken seriously, an effective integrated management team is required. The time to begin developing this team is at the start of the project, not years into it. Capacity-building begins with the creation of an effective project management team.

Using a simple but effective set of management tools, a group of people who have never worked together previously can;

- Establish clear and mutually agreed upon objectives;
- Define clearly and comprehensively the roles and responsibilities of each team member;
- Develop accurate implementation schedules and charts.

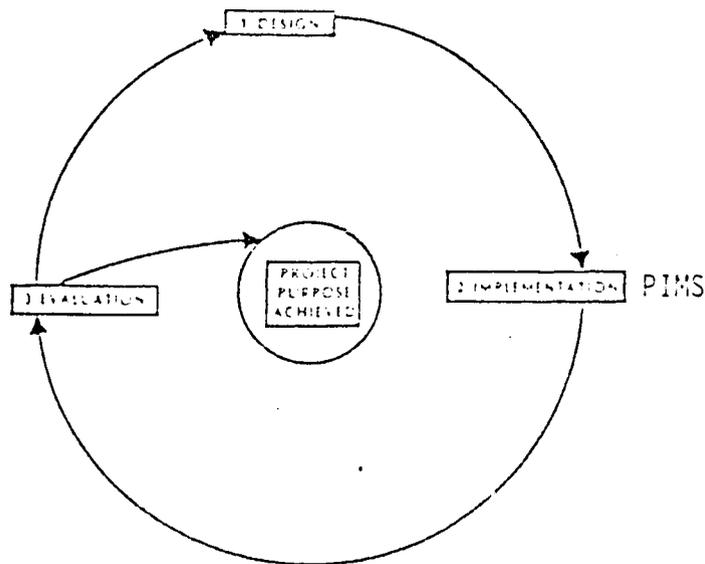
Participation in setting objectives and defining work plans is basic to motivation theory.

Project implementers have expressed the need for a management process that can structure that participation effectively while managing for results. On the following page a description of a management approach that is both a:

- comprehensive integrated implementation SYSTEM, and
- the PROCESS for establishing a team that can use the system.

3. WHAT IS AN INTEGRATED IMPLEMENTATION MANAGEMENT SYSTEM?

All projects can be seen as following a basic 3-stage cycle: design, implementation, and evaluation. The PIMS focuses on maximizing effectiveness in the key middle phase of the full Project Management Cycle shown below:



PIMS management tools have been selected from a wide range of management techniques and integrated into a system of proven effectiveness. The tools are simple to understand and easy to use. They have been developed and refined based on actual experience of the project management teams in hundreds of project situations. They are not only conceptually sound, they are effective in practice.

The basic set of PIMS tools includes:

- The Logical Framework: an approach for specifying project objectives. The Logical Framework clarifies the specific results as well as the hoped for results from a project. It identifies important assumptions and shows how we will measure achievement of project objectives.
- Performance Networks: networks which show how the project will be implemented over time. Performance networks identify the sequence and relationship of project activities, and measure performance throughout the project. They represent the latest stage of refinement of the widely employed Critical Path Method (CPM).
- San/Responsibility Charts: diagrammatic statements of key project activities and specific actors responsible for their accomplishment. These charts indicate when activities are to be monitored, providing a foundation for constructing a monitoring and contingency planning system.

- Project Sub-Routine Charts: modular descriptions of the steps and sequences involved in carrying out standard processes and procedures. They insure optimal sequencing and standardization of procedures in each case.
- Monitoring & Reporting System: simple, effective, time saving means of communicating status of key project events as these occur, or as problems arise.
- Evaluation System: systematic planning and techniques to measure project success relative to primary objectives both during and after the implementation phase. The results are used to improve the project, or to improve later projects.

THE PROCEDURE OF THE CONSULTANCY:

At the time of implementation, the consulting team of:

- 1 Action-Training Specialist
- 1 Implementation Systems Specialist

is called in for approximately 3 weeks. The first step is to identify the implementation team. Working with this team, the consultants establish a work plan for the consultancy based on an assessment of the original project design plan, the present project status, and other relevant features.

Based on the principle that people who work together should train together, team members learn the management tools and apply them to the actual project. In this process, the consultants serve as neutral process consultants and trainers. The process may require the project team to make site visits or to collect additional information. The following is a brief summary of the full consultancy procedure:

OVERVIEW - MANAGEMENT STEPS, TOOLS AND MAIN ACTORS

MANAGEMENT STEPS	MANAGEMENT TOOLS	MAIN ACTORS
One: Form an Implementation team	Responsibility Charting	Manager, then Implementation team
Two: Clarify Purposes and Targets	Master Logical Framework, Objective Tree, Implementation Logframes	Implementation Team
Three: Identify and Routinize Repeated Procedures	Implementation Subroutines	Implementation Team
Four: Prepare Detailed Schedule	Networks, Bar Charts	Implementation Team
Five: Make Clear Responsibility Assignments	Bar Responsibility Chart	Manager, then Implementation team
Six: Set up Monitoring Information System	Monitoring and Reporting System	Implementation Team
Seven: Anticipate Local Problems and Address Native Solutions	Early warnings and Response Plans	Manager
Eight: Use Tools to Carry Out Activities and Adjust to Changes. Repeat Steps One to Eight as Necessary	All of the Above	Implementation Team

TRAINING METHODOLOGIES:

The training approach depends on direct practical application and hands-on experience using the PIMS tools. The techniques are based on contemporary principles of adult education theory and represent the state-of-the-art in development management training. Their effectiveness has been demonstrated in the private and public sectors in both the west and the developing world.

OBJECTIVES - PHASE II

1. RTC Teams of Trainers master overall PMS content and methodology and are capable of conducting an 8-day PMS "live-application" workshop for project teams using the adult learning methodology to introduced PMS content.

(Skills and concepts): Each individual capable of acceptable performance in at least 2 of 10 modules.

2. PMS core curriculum refined and further adapted, including field testing of new case study, adaptation of modules on Indonesian government management system formats.
3. Phase III organized by RTC Teams for implementation as the "live application" of PMS during workshop.

Defined by Core PMS Team

September 21, 1983

DRAFT AVAILABLE DOCUMENT

NO.	LOKASI	JERIS KEGIATAN	APR	MAY	JUN	JUL	AUG	SEP	OKT	NOV	DES	JAN	FEB	MAR	APR	MAY	JUN	JUL		
I.	Bagian Proyek LEPK di Sukaratu.	1. Latihan Sekolah Perencanaan Pembangunan Daerah (1982 - 1983 - 1983/1984). 2. Lokakarya (1983/1984). 3. Kursus Kejuruan Perencanaan (1983/1984). 4. Latihan Management Proyek (1983/1984). 5. Penelitian Sosial dan Latihan (1983/1984). 6. Latihan Sekolah Perencanaan Pembangunan Daerah (1983/1984). 7. Pengenalan dan Latihan (1983/1984). 8. T.O.P. IV (1983/1984).																		
II.	Bagian Proyek LEPK di Kota Parit.	1. Kursus Orientasi Perencanaan Pembangunan Daerah (1983/1984). 2. Latihan Kursus Perencanaan Pembangunan Daerah (1982/1983).																		
III.	Bagian Proyek LEPK di Bukit Padang.	1. Latihan Kursus Perencanaan Pembangunan Daerah (1983/84). 2. Kursus Orientasi Perencanaan Pembangunan Daerah 1982-1983 sama di daerah 1983/1984. 3. Lokakarya 1983/1984.																		
IV.	Bagian Proyek LEPK di Pantai.	1. Latihan Kursus Perencanaan Pembangunan Daerah (1982-1983) sama di daerah 1983/1984. 2. Kursus Orientasi Perencanaan Pembangunan Daerah (1982 - 1983) sama di daerah 1983/1984.																		
V.	Bagian Proyek LEPK di Pantai Baru.	1. Latihan Kursus Perencanaan Pembangunan Daerah. 2. Kursus Orientasi Perencanaan Pembangunan Daerah.																		

LATIHAN-MANAJEMEN-PROJEK - 1984/85

LOKASI	PROGRAM	JURAH			OUTPUTS/				
		PROVINSI	KURSUS	TEAK		PESERTA			
PDS DIKWIL	PUSDIKPROP	INTENSIF	BIASA			PUSDIKLAT			
1. MEDAN	SUKUT			1-LAT. PMS	7	25	21 PROJEKASI TEK. TANGK.		
				1-TOT. PMS	6	6		18	
				1-FLAT. PMS	7			25	
				1-FLAT. PMS	7			25	
2. DKI.	D.K.I			3-LAT. PMS	21	24	21 PROJEK TEK. TANGK.		
				1-TOT. PMS	6	6		18	6 TEK. PERALU
3. BANDUNG	JABAR			4-LAT. PMS	14	56			
				1-TOT. PMS	6	6		18	15
				1-LAT. PMS	7				
4. SEMARANG	JATENG			2-LAT. PMS	14	50			
				1-TOT. PMS	6	6		18	
				1-LAT. PMS	7			25	
5. SOERABAYA	D.E.Y.			6-LAT. PMS	21	21			
				1-TOT. PMS	6	6		18	
6. SURABAYA	JATIM			3-LAT. PMS	21	21			
				1-TOT. PMS	6	6		18	
7. DENPASAR	BALI			1-LAT. PMS	7	25			
				1-TOT. PMS	6	6		18	
				1-LAT. PMS	7			25	
8. SURABAYA	SULSEL			1-LAT. PMS	7	25			
				1-TOT. PMS	6	6		18	
				1-LAT. PMS	7			25	

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A CONCEPTUAL FRAMEWORK for the PROJECT MANAGEMENT SYSTEM
SEMINAR/WORKSHOP

I. Introduction

The terms ADMINISTRATION and MANAGEMENT are sometimes used interchangeably. Nevertheless, they do have different connotations and meanings which need to be clarified. In general, management is seen as a positive, opportunity seeking and change oriented concept whereas administration connotes a greater degree of passivity and orientation the maintenance of the status quo.

The distinction between administration and management has become less sharp in the public sector as governments have increasingly undertaken development programs and projects. There is a growing awareness that public managers responsible for development tasks must be pro-active and able to influence change even though they are subject to external policy constraints. Public administration is no longer concerned solely with "maintenance" but with the formulation of goals.

II. Notes on a conceptual framework for developing a management development training programs.

The Project Management Skills development programs being introduced into the Dalam Negeri Professional Development Programs build upon a fundamental conceptual framework. First, management is understood as the systematic guiding of the planning/implementation process. In practical terms it means organizing people and information in order to achieve desired objectives.

The successful guidance of the planning/implementation process of any endeavor, for any organization, regardless of cultural context, depends upon three generic components:

- * managerial functions
- * analytic decision making processes
- * human organizational processes

The manager's success in guiding the managerial process will depend upon his ability to perform these managerial processes and integrate them into a guidance system. The generic elements tell us what the manager must do regardless of context in order to be successful. But how he integrates these elements and how much of them he must perform will depend on the situation. These generic elements are outlined below.

Conceptually, our focus is on the integration of the planning and implementation process. Effective managerial performance is by definition the effective performance of the generic elements.

A management development curriculum builds from the generic requirement of the manager's work and expands to the specific application of these generic elements. For example, we know that all managers must make decisions among the alternatives available. How this is done will depend on the level of complexity involved (feasibility studies, cost benefit analysis) the level of commitment required for implementation (team consensus, authority, majority rule, etc.). Regardless the manager must perform an analytic decision making process effectively in order to achieve desired results over the long term.

III. The Generic Elements

1. Managerial Functions:

The manager must be able to get enough:

- * agreement on objectives
- * clarity and agreement on Roles & Responsibilities
- * accuracy and clarity on schedules & budgets
- * follow through on agreements & commitments
- * flexibility to respond to unforeseen events (monitor) to achieve desired results.

2. Analytic Processes:

The manager uses a systematic approach to making decisions about the planning/implementation process in which he gets enough:

- * clarity and agreement on the problem/opportunity/objective
- * clarity on the alternatives & accuracy in comparing them
- * clarity in plans for action (commitments, schedules, etc.)
- * implementation follow-through
- * flexibility to respond to feedback to learn to be effective in achieve desired results.



3. Human Organizing Process:

When the manager works with a task oriented team of people, he tries to get enough:

- * clarity of members' expectations
- * clarity of the teams norms of behaviour
- * clarity about group member roles
- * enough team flexibility to respond to team tensions and change
or maintain
 expectations

 roles

 norms

to keep a team motivated and effective at achieving short and long term objectives.

INSTALLING AN ACTION LEARNING SYSTEM

CONSIDERATIONS FOR BADAN DIKLAT

The Badan Diklat is responsible for planning and coordinating the professional development programs for Dalam Negeri. Its mandate is to provide cost effective staff development that results in effective management of government resources for the achievement of national objectives.

What does effectiveness mean. For the Project manager, effectiveness means the ability to get the adequate cooperation from staff to achieve unit and inter unit objectives. Effectiveness has no meaning other than that related to results.

In order to enhance the National, Regional and Provincial Officer's effectiveness in working with staff to set and achieve objectives, the Badan Diklat is taking steps to introduce a work oriented and results centered approach to Project Management Skills Training.

In the past, the Badan Diklat has attempted to integrate the most current methods for management development, and recognize again that improve management development technologies are now available to upgrade the quality of their programs.

The Badan Diklat's chief role in providing effective Project Management Systems Training programs to government offices is to:

- * identify appropriate curriculum
- * development quality curriculum materials
- * introduce improved learning methodologies
- * develop instructional capacity to present curriculum
- * maintain standards of curriculum, methodology and presentation

ACTION LEARNING SYSTEMS

Historically the two main instruments for learning have been education and training. Education is a process of helping people to achieve knowledge, understanding and/or skills which may or may not have specific uses in mind, or is meant to serve for a lifetime. Training is distinguished from education in its specific work orientation. Generally education is the starting point for training. In some cases training is an alternative to education, but in all cases training builds upon a person's past education.

ACTION LEARNING is a system designed to achieve cost effective learning of

- * orientation,
- * knowledge,

- * understanding,
- * skills,
- * ability to follow specific procedures and
- * appropriate responses

for performing the tasks required for a larger effort. ACTION TRAINING is embedded in a chain of interrelated processes that lead to a least cost effective performance of the larger effort, taking into account the whole system, not merely training as an isolated element.

Action Learning begins with the overall results to be achieved. Specific tasks are defined from those objectives and the work structure broken down. Based on the tasks to be performed, people are identified and made available for training. Training is designed to assist the trainee in performing specific tasks. The trainee is given continued training on the job and his performance evaluated.

The Logic of the approach is:

Program objectives
Work Structure Breakdown
Specific Tasks Identified
People Identified and Competency Assessed
Training Designed
Provide Training
Place participant on the Job

Training is a means to a specific end. It is related to the objectives of departments and units and the actors within this groups. Training can be seen as a sub-system of a larger system of organizational objectives. Installing an ACTION LEARNING SYSTEM in contrast to maintaining a general professional development program requires special attention and phasing overtime.

DETAILED DESCRIPTION OF ACTION LEARNING:

1. Define the Program or Project

The starting point for an Action Learning System is a purposeful activity such as a program or a project which has been described in some definitive way. This means describing a program with at least 2 or 3 levels of objectives such as Goal, Purpose and Outputs and the range of processes required to achieve the desired outputs.

The important point here is that effectiveness focussed training cannot take place without first determining what the Project Manager wants to achieve with his staff. This results orientation is not a common feature in most governmental units and training alone will not install it.

2. Breakdown the Work Structure into Tasks

Identify the detailed tasks to be performed to achieve these objectives. These tasks can be broken down into specific jobs to be done.

3. Identify people to be trained and assess competency

Project Manager competency prior to training is assessed against the competencies required to do the tasks demanded by program objectives. This can be done by observation visits with Project Managers, their supervisors, workshops of officers to identify areas they feel need attention. These identified deficiencies are the focus for curriculum improvement by the training advisors.

4. Design Standard Procedures

From the task definition and observations of Project Manager's performance, standardized procedures and techniques can be developed. Budget cycle procedures, personnel procedures, work organization procedures, etc. can be defined in clear patterns.

Where decisions are contingent on complex relationships among variables, these procedures and techniques are more complex and require standard frameworks within which decisions are made. The frameworks developed would be the basis for pre-service training.

The Action Learning Systems Approach necessarily involves a redesign or reconsideration of How Things Are Done. Job related Action Research becomes an important function of the Badan Diklat staff.

5. Design and Deliver Training

Training is designed on the basis of the kinds of people who will be trained, what framework or procedures they will be working under, and the precise skill, orientation and understanding that they require to meet specified standards of performance. The design characteristics of accelerated training are as follows:

- * Training Designed in Close Collaboration with Organization of Participants:

Action Training is seen as a means by which organization can achieve their objectives on a cost effective basis.

- * Inclusion of only absolutely Essential Elements:

Action Training includes only those elements that make an important contribution to the participants being able to perform the required tasks. Most contents specialists who are conditioned by many years of academic training tend to equip participants with knowledge and skills that may be useful at some point in their life but not focused on the specified job. The professional trainer can help determine the appropriate sequence of training by identifying the absolutely essential elements of a job increasing order of complexity, introducing a new element only when the previous elements have been mastered.

* Use of Peer Learning and Trainees as Instructors:

Greater economy and effectiveness is achieved by building in peer learning and the use of former or present peers as instructors. Peer learning can be increased by use of teams to do work in the workshop context. It is especially effective as well as economical where the language of the country is different from that of the expatriate instructor.

* Reduction of Variation in Instructional Quality:

The instructor is often a great source of variation in the effectiveness of training. By creating a detailed training design to achieve specific task performance it is possible to achieve relative uniformity or effectiveness from various instructors.

* Merging Learning With Doing

In Action Training the learning and performance on the job is tightly linked so that there is less slippage from training to performance on the job. The content of what is learned (concepts, perceptions, skills and techniques) is immediately followed by opportunities to use them on real problems or carefully simulated problems and situations that match significant elements that will be encountered on the job.

Participants make plans for improving performance back on the job and are given structured opportunities to return to their work place and begin to implement them, returning later to the workshop setting to evaluate their performance.

* Emphasis on success:

Successful completion of training is evidence by results of tests, performance of the tasks on the job, or representations of such tasks. Therefore desired training results can be clearly defined and targetted, making performance appraisal a realistic possibility.

* Mix of Simulation and Actual Work

There are many advantages to using actual work as a focus for accelerated training. First, it has the advantage of getting useful work done during training. Second, it provides built in assurance that the training is applicable to the job. Third, training can be made more meaningful to participants and their supervisors, assuring high motivation by trainees and greater acceptance by the responsible organizations. Fourth, it can highlight inadequacies of procedures in place and provide an impetus for appropriate changes.

Sometimes it is not possible or too costly to use actual work in training. Actual work may be of such nature that its use in training may generate errors that are irremediable and costly or incorrecable, only a great cost. Or it may be difficult to incorporate actual work in training. Even if it is possible to incorporate real work, there will be

a need to use some form of simulation such as case studies, practice problems, role playing, structure exercises, etc.

6. Place person on the job and follow up

Follow up on the job is an essential part of an Action Learning System. The end of training is improved performance. If performance is not meeting expectations, the design of the training may be one source of the problem. Review and redesign of training is a logical part of any training program.

Follow up can take a variety of forms: short workshops, questionnaires, newsletters, etc. Follow up should be seen as a necessary component of a comprehensive training program, rather than a luxury of a single budget.

Action Learning Systems are a part of a highly interactive system for organizing purposeful action. They cannot function well unless they reflect the other parts of the system and in turn influence these other parts. The ALS provide the conceptual framework and the method for offering cost effective directions for Training Institutions like Badan Diklat.

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WORKSHOP DESIGN

- TARGET GROUP: Regional Training Center PMS Implementation Teams
- PROJECTS FOR LIVE APPLICATION: PMS installation effort in RTC's
- TRAINERS: Badan Diklat PMS Core Team

DAY 1	2	3	4	5	6	7	8
Opening (P) (Sy)	MR/TP	MR/TP	MR/TP	Y/TP	MR/TP	LAST WEEK IN RE- VIEW/TP	MR/TP
Climate (P) Setting (Sy)	Trees Analysis (So) (L)	Complete Workshop (Ar) (W)	Brief overview of others PMS tools (L) (Dj)	Presentations of Trees and Log Frames (P) (Ko, Ar)	ACTIVITY LISTS (So) (L)	BAR CHARTS FOR SCHEDULING (L) (Ab)	ORGANIZING FOR ACTION AND MO- NITORING/REPROT- ING SYSTEM (L) (So) AND WORKSHOP (W) (So)
Introductions (Sy) (P)	Tree Analysis Workshop (W) (So)	Assumptions (L) (Ar)	Introduction to Live Case (L) (Sy)		LIVE ACTIVITY LIST WORKSHOP (W)	LIVE BAR CHARTS WORKSHOP (W) (Sa)	
Setting Expectations (Sy) (P)	Trees Group Presentation (P) (So)	Assumptions Workshop (W) (Ar)	"Live" Trees Analysis (W) (Sy, Dj)		RESPONSIBILITY CHARTS (L) (Ar)	PERFORMANCE BUDGET FOR PRO- JECTS (L) (Ar)	
Setting Objectives (P) (Sy)					RESPONSIBILITY CHARTS WORKSHOP (Ar) (W)		
Schedule (P) (Sy)					PROJECT MANAGE- MENT VS. ADMINIS- TRATION (L) (Ko)		
Characteris- tics of Suc- cessful Work- shops (W) (Ko)	Introduction to Logical Frame- work approach (L) (Ko)	Presentations (Su, Ab)	"Live" Team Log Frame (W) (Sy, Dj)	CONSENSUS ON LIVE PROJECT (P)	(F R E E)	LIVE PERFORMANCE BUDGETTING WORK- SHOP (N) (Ar)	INTERNAL EVALU- ATION AND LEARN- ING SYSTEM (L) (Sy, Su)
PMS Overview (Ko) (L)	Vertical Logic (Ko) (L)	Checklist of Im- plementation de- sign character- istics (P) (Su, Ab)		PHASE III (Ko, Ar)		PRESENTATIONS OF LIVE IMPLEMENTA- TION PLANS (?)	IELS WORKSHOP (W) (Sy, Su)
Objectives and Hierarchy of Objectives (L) (So)	Horizontal Logic (Ar)	Manageable Inte- rest (L) (?)		GOOD DESIGN CHA- RACTERISTICS (Ko, Ar)			WORKSHOP EVALU- ATION
Cause and Effect Work- shop (W) (So)	Horizontal Comic (Ar)			PRESENTATION TO PAK SOEMITRO (P)			
	Feedback Ques- tionnaire	Feedback Ques- tionnaire	Feedback Ques- tionnaire	Feedback Ques- tionnaire	Feedback Ques- tionnaire	Feedback Ques- tionnaire	Feedback Ques- tionnaire

L = Lecturrete

W = Workshop

P = Plenary

MR/TP = Yesterday in Review, Today in Preview

TRAINING TEAM

Ko = Koeswandi

Ar = Arief

Sy = Syahrir

So = Soesiladi

Su = Sutrisno

Aq = Abadbnarus

Dj = Djoko

CONSULTANTS

Sc = Schmidt

Th = Thompson

THE DEVELOPMENT OF A TRAINING POLICY:
BY BADAN DIKLAT OF DALAM NEGERI:
A DISCUSSION PAPER

Submitted by R. Mosses Thompson
Consultant
September 14th, 1983
Jakarta, Indonesia

SUMMARY

The USAID has an opportunity to assist the Badan Diklat through the Local Government Training (LGT II) Project in:

1. developing Badan Diklat capacity to construct an integrated, dynamic national training policy for Dalam Negeri, and
2. assist in the planning, implementation and maintenance of that national training policy during 1984-5.

For years, the Badan Diklat has been attempting to fulfill its mandate to provide effective professional development training for over 1/2 million civil servants. Although it has succeeded in some areas of its legal responsibility, the Badan Diklat has still not developed a comprehensive National Training Policy for Dalam Negeri to guide efforts in human resources development, nor has it produced an effective policy to direct the development of its own training institution.

Because of recent success in the introduction of new training methodologies, increases in institutional capacity to deliver improved training services and changes in LGT-II project actors, a unique opportunity now exists for the design of such policy guidance.

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Facilitative conditions on which the USAID can now offer an expanded technical assistance effort appear to be present in the Badan Diklat.

Outlined below is a brief description of:

- I. the constraints to training effectiveness
- II. the ingredients of a training policy
- III. Badan Diklat institutional responsibilities
- IV. relationship of training and personnel policies
- V. the political nature of training policy
- VI. the consulting assistance the USAID can offer Badan Diklat
- VII. the characteristics of the assistance opportunity, and
- VIII. a phased approach to the assistance

I. BARRIERS TO TRAINING EFFECTIVENESS

Past attempts to improve public sector performance through broad training programs for civil servants have produced disappointing results. The maxim "when in doubt, use technique" led to a widespread peddling of unresearched and unadapted management solutions in such forms as CPM/PERT, analytic tools and techniques, etc. Samuel Paul's research on Third World experiences with public sector professional development programs demonstrates the importance of approaching professional development programs as an integrated set of interventions. The absence of one or more of these interventions blocks effective training.

Four historical barriers limiting the full realization of civil servant training programs are:

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1. The absence of a well defined overall training policy resulting in:
 - * lack of adequate needs assessment
 - * unclear responsibility for program and development
 - * poor design and implementation of training activities
 - * lack of monitoring and evaluating training effectiveness.

2. Poor management of the training institutions characterised by:
 - * inappropriate organization forms
 - * lack of attention to faculty development and motivation
 - * poor leadership
 - * poor use of training methodologies
 - * inability to integrate training with research and consultancy.

3. Inadequate allocation of resources to upgrade the quality and relevance of training resulting in:
 - * non-innovative training designs and
 - * materials
 - * failure to develop trainers
 - * disregard for R & D

4. Lack of supportive personnel policies that interrelate promotional policies, performance and review policies and career path design with training.

Training policy developed independently of the other interventions assures ineffectiveness.

II. INGREDIENTS OF A TRAINING POLICY

Ideally, a training policy for the public service should state the objectives and scope of all training activities, approaches to training needs assessment, the priorities and financing arrangements for training, the roles and functions of different categories of training institutions and mechanisms for coordinating their work, linkages of training to career planning and development, and guidelines for the monitoring and evaluation of training.

III. BADAN DIKLAT MANDATE

Badan Diklat is expected to develop national civil service training policy and coordinate its multi-agency, decentralized implementation. In practical terms Badan Diklat is responsible for:

- assessing management skill requirements
- designing and developing relevant curriculum
- improving learning methodologies
- training and accrediting trainers
- coordinating the implementation of training programs
- monitoring and evaluating training performance

(See attachment "Installing an Action Learning System: Consideration for Badan Diklat" for more detail)

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The training Policy and the design of the management institution, itself, will have a direct bearing on the development of management training for which Badan Diklat is responsible. When training activities are performed in an adhoc manner without the guidance of a policy framework, inefficient use of scarce resources and duplication of efforts are bound to occur. The training needs of different categories of personnel and different agencies of government are numerous and varied. It is imperative that the objectives of training and guidelines for planning, directing and monitoring this activity are laid down by government as part of an integrated policy. Overall Training Policy is a prerequisite for effective local public government administration and public enterprise management training programs.

IV. THE EMPHASIS ON DEVELOPMENT MANAGEMENT

The USAID's reemphasis on institution building and the World Bank's focus in the World Development Report No. 6, on the "Management of Development" draw attention to the importance of the management improvement process. For Badan Diklat, the shift in concern from local government administration to the managing of the development process is important.

At the time of its independence, Indonesia inherited a personnel management system incompatible with the growing size and complexity of government operations and the human resources to carry them out. This traditional orientation emphasized echelons and hierarchies of structural

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positions rather than functions, job content and adequate standards for measuring performance. The Badan Diklat with other organizations like the Lembaga Administrasi Negara, was given the responsibility for shifting this emphasis towards relevant programs for human and management development, sound manpower planning, and training activities based on job related skills.

Since Independence, the expectations of the public sector personnel have also changed. Increasingly, the civil servant is expected to perform development functions in addition to traditional administrative functions. If administrative tasks can be characterized as routine and maintenance oriented, then the development management tasks are defined by their change-related, results-oriented, pro-active nature. This change in emphasis from implementing objectives provided externally to local setting of objectives, implementing them and evaluating the results required a different training orientation: an orientation with which the Badan Diklat is still coming to terms.

V. TRAINING POLICY AND PERSONNEL POLICY

When Personnel Policies reinforce and support public service training activities, training becomes more effective. The development of these policy linkages requires a sense of discipline and cooperation on the part of Badan Diklat, the Regional and Provincial Departments and the national personnel authority. Career development plans must be reinforced by promotional and performance appraisal systems which take

into account inputs on training evaluation. When promotional policies and performance evaluation reports make no reference to training it is a clear signal to the public servant that training is dispensable.

VI. THE POLITICAL NATURE OF TRAINING POLICY

Bureaucrats are rational. They will adopt new management methods if these methods help them fulfill personal or organizational objectives. If the methods obstruct achievement of these objectives, bureaucrats will either subvert them, or reject them outright.

Honadle's research on Third World experiences with administrative reform points clearly to the importance of a sound understanding of the political context in designing comprehensive training policies. Attempts to restructure civil service systems by introducing such practices as standardized wage and position classification and merit promotions have often failed to analyze their impact on the prevailing political systems accurately.

Since the composition of a national civil service system often represents a political agreement, any attempt to alter personnel selection or classification procedures threatens a delicate political balance realized through an unofficial civil service patronage compact. Administrative reform and the training policy used to implement it, must address this tradeoff between increasing civil service competence and maintaining political stability.

The necessity of accomodating political concerns during the implementation of an overall training policy and overall administrative reform programs is also vividly demonstrated in countries made up of many different ethnic groups. Responsibilities are often distributed, and performance appraisals conducted on the basis of ethnic, tribal or regional affiliation. Any attempt to systematize job assignments and reviews by introducing a formal set of critical will therefore be prone to failure, since there functions are already being rationally performed, even if the rules and procedures are nether clearly nor publically articulated (Honadle).

Training Policies that disregard these political and cultural concerns in the development and maintenance of an integrated set of policy interventions can expect to experience poor results.

VII. THE NATURE OF THE TECHNICAL ASSISTANCE

Badan Diklat will not benefit from assistance in the form of consultants conducting surveys, preparing reports and making recommendations for the design of an overall Training Policy. Guru-type consulting assistance will not even satisfy Badan Diklat's need for producing results in the short term.

Badan Diklat must develop internal capacity to design, implement and maintain national training policy under conditions of great uncertainty and institutional change. Th USAID can provide the consulting assistance

required to build in self-sustaining mechanisms required for maintaining a dynamic training policy that adjusts to the changing context.

At the moment, USAID is providing assistance to Badan Diklat through LGT-II to build Badan Diklat capacity to perform components of its overall responsibilities. Badan Diklat is successfully:

- introducing improved learning methodologies
- improving the relevance of its curriculum
- training quality trainers to use content & methodology

The performance improvement techniques used by DPMC consultants are demonstrating their effectiveness to both Badan Diklat's and USAID satisfaction. The same approach to institutional development based on:

- building capacity by achieving near term results
- developing operational groups around purposeful action
- learning from success and what works
- step by step vs. broad administrative reform approach
- projectizing approach and tools
- building in self-sustaining mechanisms from start
- building in an institutional learning system

can be used to develop Badan Diklat capacity to develop and maintain training policy.

There are certain conditions that facilitate the development of the comprehensive overall Training Policy that have been discussed above. This basic set is:

1. pressure for and commitment to changes from both internal and external environments, such that there is genuine concern for seeing results

2. the institutional flexibility for multi-level staff involvement in purposeful action and the improvement effort;

3. leadership that has broad support, is in for the long term, and is given flexibility in planning and structuring to meet new objectives;

4. openness to innovation, new ideas and methods, a willingness to examine data, information and new opportunities with an open mind and a receptivity to learning;

5. recent success with change strategies;

6. a minimum level of stability in the immediate external environment and organizational context. Dynamism is necessary but so is continuity.

7. donor interest.

These facilitative conditions although they appear to exist at the moment will have to be reassessed and then maintained if USAID is to support this larger effort.

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IX. PHASED APPROACH TO THE TECHNICAL ASSISTANCE

A phased, step-by-step approach to building Badan Diklat capacity is recommended. Since the cost of failure is high for Badan Diklat, it is suggested that policy development expertise be expanded in a selected pilot area (such as project management) where the chances of success are particularly high. These criteria can be readily identified. Based on the learnings of the pilot, the Badan Diklat can then begin the replication process in other areas, levels, etc.

Any approach begins with Badan Diklat's definition of the improvement effort and its objectives. Some of the key steps in the process are:

identification of a policy team

review of current Badan Diklat policy

review of and site visits to organizations successful in policy development:

- Southeast Asia (Malaysia, for example)

- USA

design of the policy development effort in terms of

mutually agreed upon objectives

clear roles and responsibilities

accurate schedule and budget

built in learning system (monitoring and evaluation)

coordinated execution of pilot

planning next steps

Based on the experience of this pilot, the USAID can reconsider its position in terms of technical assistance.

REPORT MEETINGS

PROJECT STATUS REPORT 9/1/83
TRAINING OF TRAINERS IN PROJECT MANAGEMENT FOP LGT-II
USDA/DPMC CONSULTANCY TEAM (Terry Schmidt & Moses Thompson)

SUMMARY STATUS

- PROJECT PROCEEDING REASONABLY WELL
- COLLABORATIVE PROCESS WITH BADAN DIKLAT
- INDICATORS OF STRONG BADAN DIKLAT COMMITMENT
- GOOD PADCO SUPPORT , EXCELLENT USAID ADMINISTRATIVE BACKUP
- CONSULTANT STRATEGY PROVIDES CURRENT PAYOFFS AND MULTIPLE FUTURE OPTIONS WHILE MEETING S.O.W. REQUIREMENTS

ISSUES TO DISCUSS

- USAID concurrence with project objectives (See Logical Framework)
- Phase I & II Linkage
- Resource requirements and trigger conditions for Phase II
- Addition of Mr. Tansomboon to consulting team

(2993A)

STRATEGY

- APPROACHING PROJECT IN LIGHT OF EVALUATION FINDING
 - "Buku Kuning does not adequately emphasize that the creation and strengthening of an institutional capacity within Badan Diklat to properly plan and implement a training program is at least as important as the training itself"
 - "emphasis should now be expanded to assure a major focus on enhancing Badan Diklat's capacity to grow organically in response to the GOI's change evolving needs relating to regional development planning and management"
 - "require explicit acceptance that the focus of the project needs to be on the process of institutional change and growth rather than on achieving outputs measured in narrowly-defined terms"
 - "project management systems truly supportive of LGT-II strategy, goals, and objectives must be redefined and implemented including rational definitions and procedures for managing the regional and provincial training activities; for curriculum development, for reporting, monitoring, evaluation systems; budgeting and financial accountability; agreement regarding project management's relations with the project's consultants, and programs for upgrading Badan Diklat's management staff".
- WORKING CLOSELY WITH 6-PERSON CURRICULUM DESIGN TEAM WHO WILL CARRY ON WORK PLAN DEVELOPED DURING THIS PHASE I (See Flow Chart).
- CONCENTRATE ON PROCESS AS WELL AS PRODUCTS
 - Using project management system & team approach to plan implementation. This serves as demonstration of concepts applicable in Badan Diklat internal management.
 - "Synergy and linkages"
 - Integration with PADCO consultants and their work (e.g., training formats)
 - Experience sharing with PDP consultants

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ADDITION OF MR. CHAMROEN TANSOMBOON TO CONSULTING TEAM

WE RECOMMEND INCLUDING MR. CHAMROEN TANSOMBOON (FROM BANGKOK) FOR 3 MAN-WEEKS TO PROVIDE CONTINUITY AND FOLLOW-UP FOLLOWING PHASE I.

CHAMROEN TANSOMBOON WORKED IN USAID/THAILAND WITH SCHMIDT AS ACTION TRAINER. INVOLVED IN NEEDS ASSESSMENT, PROGRAM DESIGN, CURRICULUM DEVELOPMENT TRAINING DELIVERY, IMPLEMENTATION PLANNING, TRAINING TRAINERS, PROFESSIONAL RESULTS-ORIENTED, EXPERIENCED.

TASKS FOR MR. TANSOMBOON

- Assist with PMS workshop delivery and development of Badan Diklat action plan during next two weeks.
- Conduct one-week visit in mid-October to (a) evaluate Badan Diklat progress with training preparation plan and determine whether Phase II "trigger conditions" can be met, and (b) provide related assistance.

BUDGET

2 round trips -- Bangkok-Jakarta @ \$700	= \$1,400
per diem in Jakarta 21 days @ \$90	= \$1,890
salary 15 days @ \$100	= \$1,500
local travel & miscellaneous	= \$ 200
	<u>\$4,990</u>

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RESOURCE REQUIREMENTS FOR PHASE II

ADDITIONAL TWO WEEKS REQUIRED TO ACHIEVE PROJECT OBJECTIVES

REASON

- Original design presumed training 18-20 BD/RTC/PTC trainers in Phase I, followed by TOT and coaching. Thus trainers could conduct PMS workshop in Phase II with modest consultant support. However, candidate trainers not available during Phase I. Participants at Phase I pilot workshop are not (with some exceptions) designated to be PMS trainers, and no regional/provincial staff are included.

REPORT MEETINGS

Final Briefing Meeting on: LGT II CONSUTLANCY RESULTS: PMS Workshop
 By: R. Moses Thompson Installation
 With: D. Tinsler, B. Dakan, A. Hirsch, Agus, J. Arington. Effort

Meeting Objective and Overview

Objectives set in TOR and Results Achieved

PMS Currirulum Designed
 Curriculum Design TEam Developed in Badan Diklat
 Demonstration PMS Workshop Conducted and Evaluated

Results:

Brief Resume

Curriculum Design Reviewed:

Conceptual Framework

Generic Elements
 and Planning/Implementation integration

Specific Context:

Target Group
 PADCO Needs Assessment

Criteria for a Project Management System
 current GOI mangement systems
 GOI laws on DUP/DIP etc.
 cuurent tools & techniques used
 USAID training

Methodology for PMS Training

Team Centered
 Cost Effectiveness
 Accelerated Learning Approach
 Simplicity and Speed
 Early Success

Workshop Design, revised for phase 2

What was produced:

Team who set objectives, outlined Workshop Design, Developed Content, Presented 50% of the Workshop, Evaluated and Re-designed for 8-day program.

Basic 8-Day Workshop Design using Accelerated Learning Method and adapted Curriculum

Trainers Notes, Overhead Master, Handout Booklets

How Outputs Produced:

LCT II PMS Team High Performance characteristics:

Related to set of Facilitative conditions

Management Action taken to establish Facilitative Conditions at minimum levels:

Use of pressure for change
Openness to innovation and new ideas

Valid Learning Approach to

create confidence and competence in
new PMS Workshop effort

Policy Issues inherent in the PMS effort:

PMS Effort as model for Badan Diklat role