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Activities and Results

of

Management Development

Final Report

by

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I. Overview and Initial Goals

Background and Project Overview

Much has been documented about the devastating destruction that occurred in Uganda during and after the Liberation War in 1979. The agricultural sector, historically the mainstay of the Ugandan economy, did not escape the devastation. In 1982, when this project began, farmers were once again producing food for the marketplace, despite the collapse of the agricultural sector. However, much work needed to be done to support the agricultural structure. Credit for expansion was not available; farming equipment was in limited supply; the unions which processed cotton and coffee for export were in desperate need of new equipment, from spare parts to entire factories. Manpower was depleted because of many inexperienced people's being placed in key positions within the unions and the Ministry of Cooperatives. Corruption was rampant, and morale throughout the agricultural sector was extremely low.

Given the multitude of problems, the overall goal of the project was to "stimulate the recovery of the agricultural sector." In particular, the aim of the project was to mobilize and develop human resources within Uganda to address a multitude of problems. Toward this end, several U.S. technicians and training advisers were hired to work with the various

components of the agricultural sector. This report deals with the results of one of those technicians whose responsibility was to develop senior and mid-level management to begin rebuilding the district unions and the Ministry of Cooperatives and Marketing.

Uganda is unique, compared to many African agricultural countries, because nearly all of its farmers belong to agricultural cooperatives. District unions for the most part provide the infrastructure through which farmers get raw material and equipment, market raw coffee and cotton, and in some cases transport farm products. The ministry creates the laws and regulations under which primary society and district union cooperatives function. In addition to working with these two levels of cooperatives, this consultant worked with the cooperative bank and the savings and credit union's which are in theory providing credit to the entire agricultural cooperative system.

Goals of Project's Management Development Specialist

In general the goals of the management development specialist working with the above organizations were:

1. To develop mid-and senior-level management capability especially within the unions;

2. To develop an in-country training capability to continue management training programs and consulting beyond the life of the project;
3. To assist in the formation of a senior-level management network that can organize resources to address common union problems; and
4. To assist in improving the working relationship between the unions and ministry or governing body.

Two-and-one-half years later, in February 1985, all of these goals have been achieved in varying, yet significant levels. In addition, there have been some accomplishments not originally planned, which will be discussed later in this report.

II. Management Development Activities

The design for this part of the project originally called for four trips to Uganda. This was expanded to seven as the project was extended from two to three years. Chart 1 gives a summary of activities during each visit. The design for the consultant's visits was based on a theory of "action planning." This calls for continuous reassessment of the project to adjust future plans and more accurately address current organizational needs. The first, fourth, and seventh visits were to assess or reassess the situation in Uganda in addition to training (skill development). A core group of about 30 managers was used in the assessment and reassessment activities. On the trips in between the second, third, fifth, and sixth trips, specific training programs and activities were designed to address the training and development needs. Those needs recognized in the seventh trip were left to the newly-formed Union Managers Association to resolve.

A key to the project was the development of capacity within Uganda to continue training and consulting activities beyond the life of the project. From the third trip on, the U.S. consultant worked with at least one Ugandan counterpart and several of the training programs were only supervised by the consultant. These programs were conducted by Ugandans trained in a Training of Trainers program at the beginning of the project.

Also vital to the project was the continuous building of a core of about 30 managers, 25 union managers and 5 ministry staff. All participated in every assessment and planning seminar (Trips 1,4, & 7) as well as one of the planning and staff management seminars held in the Chobe and Mweya Lodges on the second trip. Continuous involvement of this core group was important for a number of reasons. First, there was a need to build commitment to the entire management development effort. Secondly, many of these managers had never met one another. It was important that they get together to discuss common problems and solutions for their organizations. Thirdly, each of these assessment conferences continued to sharpen their management skills. The reassessment conference provided a model for them to evaluate their problems and plan for action. Finally, the continued association led to the creation of a formal association of union managers to carry on the work beyond the life of the project. A summary of the activities and results of each consulting period is given below.

Objectives and Results of each Consultancy to Uganda (see chart 1)

Consultancy 1

The main purpose of the first visit to Uganda was a training needs assessment covering the entire cooperative sector, including primary societies (cooperative), unions and ministry staff. Two methods were used to carry out this assignment. The first was a series of on-site interviews with cooperative and union managers and key ministry personnel. The second was a diagnostic seminar held in Kampala, where managers of unions and ministry personnel diagnosed their own organizational problems and discussed how training could solve them.

The most immediate result of this first visit was the attention the seminar received. It was mentioned twice in the major Kampala newspaper and hailed by members of the cooperative movement as the first training event since 1971. The seminar became the first of four such gatherings (including the planning and staff management seminars) for senior-level managers.

This first visit also produced a plan for training programs to be conducted in 1983. It called for a full-time training adviser, to undertake primary society training, thus ending this consultant's involvement in that training aspect.

Consultancy 2

The second consultancy occurred in early 1983. Three primary objectives were set for this ten-week trip. The first was to immediately train senior management to acquire critically needed skills in planning and staff management. The second was to gain support of these managers for subsequent training plans. This was critical, as five mid-level management training programs were scheduled for the summer of 1983 and cost of participant transportation and per diem were to be borne by the participant organizations. The final important objective of this trip was to begin training of Ugandan trainers to lead mid-level management and cooperative society training programs. These objectives were met through two, two-week Planning and Staff Management Training programs for senior management and a three-week training program for trainers.

The results of this phase were outstanding. Participants rated the training programs very highly. All three seminars created a tremendous amount of enthusiasm and momentum with the 92 participants. The response to the Training of Trainers program was so overwhelming that many had to be turned away. After planning for about 35, 42 persons were finally accepted. Some of the enthusiasm came from the "adult learning" training

methodology based on participants applying learning to actual job situations. For example, the last week of the Training of Trainers program was devoted strictly to practice training by participants for future training programs.

Consultancy 3

The first objective of the third trip to Uganda was to offer training and skill development to mid-level managers in accounting and factory production management. The second was to further the creation of Ugandan training capability. Five training programs were held, two in accounting and three in production management. All of these were conducted by Ugandan trainers selected from the earlier Training of Trainers program. The consultant supervised these programs and provided feedback to the trainers.

The objectives of this phase were accomplished, especially in terms of promoting Ugandan training capacity. The confidence and ability of Ugandan trainers rapidly improved with practice. Mr. Andrew Mbangi from the Institute of Public Administration emerged as a key figure from these training programs and became the management development specialist's counterpart, working closely with him throughout the remainder of the project.

One problem encountered was the preparation of appropriate training materials for the production management course because U.S. training materials were too far advanced. New techniques had to be devised, which proved to be difficult given the wide range of manager experience and equipment they were dealing with. Despite these complications, Mr. Mbangi did an excellent job as a leader.

Consultancy 4

Three goals were set for this consultancy. First, building a network of senior managers to assist each other in tackling common problems in the organizations and improving the entire cooperative structure. Secondly, senior and mid-level training needs were to be reassessed and plans made to meet those needs in 1984. Finally, managers were to be taught how to improve management information systems within and among organizations. The objectives were met through a one-week, "Directions 1984: 1st Annual Secretary/Manager's Conference" in Kampala.

There were two important results of this consultancy. The first was the planning and scheduling of training activities for 1984 that will be discussed in consultancies five and six.

Perhaps more vital was the formation of a task force to investigate the legality of organizing and gaining official recognition of a Union Secretary/Managers' Association. Managers were highly motivated to create this organization. It was an expression of independence and tangible evidence of their desire to be less governed by the ministry. Secondly, it could provide the organizational vehicle through which conferences and training activities could be organized after the project ended.

Consultancy 5

A key result of the "Directions 1984" seminar held in Kampala was a decision by both the ministry staff and union managers to reorganize the ministry. The unions demanded more autonomy and less interference from the ministry. The ministry agreed to a more specialized role for unions of consulting and providing technical assistance to the cooperative movement to lessen its auditing and monitoring functions. Consultancy 5 was to help the ministry plan for such a change. Specifically, the objectives were to: (1) help the ministry clarify its new statement of mission, (2) help the ministry decide how to organize and divide itself to best achieve its new mission, (3) help define objectives for the new divisions, and (4) assist in defining manpower requirements for each new division. To accomplish this, open discussions were held outside Kampala with ten senior-level ministry staff.

The discussions resulted in a very well thought-out and detailed plan for ministry reorganization. It called for reduction of ministry staff from about 2,000 to approximately 500. A committee was appointed to present details of the reorganization to the minister and the permanent secretary, the top two men in the organization. It should be noted that both were invited to participate in the discussions but declined, favoring instead the option of deliberating on the results. This prolonged acceptance of the plan for many months. When it was scheduled for acceptance on January 10 1985 at the Kabale Conference, the final plan called for a ministry staff of approximately 1,000, one-half the current number of employees but twice the original estimate, to carry out its new functions. At this writing, the ministry is still a long way from implementing the plan. The problem is one of politics.

Consultancy 6

This consultancy was to conduct courses addressing the training needs identified in the Kampala Conference of November 1983. Specifically, these fell into two areas. The first was to train cooperative bank employees, including branch managers, accountants, credit officers, and supervisors. The second was to conduct a project appraisal seminar for the unions.

This seminar was seen as going hand-in-hand with ministry plans to give unions more autonomy. Independence from the ministry means that the unions themselves must evolve into more self-sufficient, economically viable businesses. To do this, the unions needed to look at other agribusiness endeavors outside of traditional coffee and cotton crops that could be profitable for them. The object of this seminar was to explore and develop those options.

The results of this trip were mixed. The cooperative bank training programs were postponed until June 1985, because USAID-funding, thought to be available, did not materialize. The project appraisal seminar was attended by only 19 people. One reason for the low attendance was that each participant was required to bring a project idea with relevant accompanying data (i.e. estimated costs and benefits) as a precondition for admission. This was done to gain time in evaluating "real" potential projects. However, it obviously eliminated those unions who did not have any ideas about expansion into new areas. The quality of the projects presented varied widely. The end result was six or seven very good project ideas that were well thought out, feasible, and potentially very profitable enterprises for the unions.

Consultancy 7

This was to be essentially the last consultancy of this project. However, since the cooperative bank training set for summer 1984 did not take place, the consultant will return to Uganda in June 1985. The most important objective of this consultancy was to transfer the leadership of an initiative for future training and consulting activities to the Union Managers Association. In addition, there was a reassessment of 1984 training activities and preparation of a plan by the managers' association to deal with current training and other problems. To achieve these objectives, a "Second Annual Union Managers' Conference" was held in Kabale in January 1985. Invited to this conference were the senior managers of unions and the ministry who attended the previous conference in Kampala in November 1983 and participants in the organizational diagnosis seminar in September 1982 and the planning and staff management seminar in early 1983. This continuity was an important step in the creation of the Union Managers Association, bringing it to a point where it could assume responsibility for future consulting and training for the unions.

The result of this consultancy was quite encouraging to the consultant. Half-way through the conference, the chairman of the board of the association assumed leadership of the conference. Problems for the association to tackle were identified and five committees appointed to develop means of continuing the education and training needs of the unions. It was decided that the entire body would meet again in four months to consider recommendations made by the committees. The commitment to meet again in a set period is a significant indicator of the seriousness and high motivation to turn the association into a viable and potent unit. Also, it should be noted that Mr. Mbangi of the Institute of Public Administration, the consultant's counterpart, was recognized as a resource person and consultant. Several of the ideas discussed included use of his services. Finally, during discussion of the results of the 1984 training, it was encouraging to see that several of the union expansion projects had gotten under way. Also, at this conference the announcement was made of the minister's approval of the plan (although modified) to reorganize the ministry.

III. Summary of Project Achievements

Specialized Training

Over 300 managers and trainers (see chart 1) from approximately 35 organizations received training tailored to meet their job needs. The average length of each program was two weeks. Approximately 30 of these managers at the most senior level received continuous training throughout the life of the project.

Continuous Senior Management Development

The leaders of the unions, the secretary/managers, and some senior ministry personnel received consulting aid and training throughout the life of the project. This was important for a number of reasons. First, specific knowledge and skills were taught in areas of organizational diagnosis, planning, staff management, and management information systems. Secondly, these programs provided a much needed forum for senior managers to get together and form an information and ideas exchange network. Thirdly, there was continuous role-playing by the consultant, which was picked up by the managers, on how to assess their management situations, use problem-solving techniques and take action to overcome the problems. Finally, this continuous association led to the formation of a permanent Union Managers Association.

Institutional Development

Of particular significance was the creation of the Union Managers Association. It provides a vehicle through which the unions can collectively address their problems and continue common training and consulting activities.

Ministry Reorganization

The plan to streamline the ministry, once in place, should benefit the entire cooperative structure and improve the relationships between the ministry and its constituents, the unions and cooperatives.

Creation of Ugandan Training and Consulting Capability

A number of Ugandan trainers, both within and outside the cooperative system, were used throughout the project. Most notable, as mentioned in the body of the report, is Mr. Andrew Mbangi from the Institute of Public Administration. Throughout the project, Mr. Mbangi was the counterpart to the U.S. consultant and had a thorough understanding of the cooperative situation and what the project was attempting to achieve. The project cannot take credit entirely for the creation of local

training capability, because some personnel joined the project with various levels of training skill. However, a number of Ugandan trainers and consultants are now familiar to the ministry and unions and available to assist them with further training efforts.

Linkages with Educational Institutions

While building the capability to continue training beyond the project, links were established between the cooperative structure and educational institutions, such as the Institute of Public Administration and Makerere University. Two people from Makerere, Mr. Atikoro from the School of Business and Mr. Ziwa from the College of Agriculture, visited the University of Wisconsin to observe the cooperative education program there in order to establish a similar program at Makerere.

Expanded Union Agricultural Activities

As a result of the project appraisal workshop, several of the unions have expanded the agribusiness into potentially more profitable areas. Some examples include: a pineapple processing plant in Masaka (Masaka Union), a maize mill at Nakanyonyi (East Mengo Union), and a dairy plant at Imbarra (Banyankole Union).

Boosting Morale and Motivation

Finally, I think the significant impact the project had on the morale of union and ministry employees should not be overlooked. For most, this was the first training or retraining they had received in over ten years. After years of neglect and devastation, the project demonstrated that someone cared and gave them hope for a better future. In turn, the participants brought a tremendous eagerness to learn and use their acquired skills throughout the project - an extremely important factor which contributed to the project's success.

IV. Future Needs Briefly Noted

There is a continuing need for assistance to the Ugandan Cooperative structure. Key issues identified at the Kabale conference were the following:

- o availability of financing for much-needed capital development;
- o a lack of qualified new personnel and the need to continue training and education of existing personnel;

- o continuation of political interference (this problem should be greatly reduced when the ministry reorganization plan is implemented);
- o communication infrastructure (plans are being made to install USAID-supplied radios in each of the unions); and
- o the national insecurity, causing constant disruption of business in some areas.

Chart I

Summary of In-Country Training

	Date	Senior Mgt	Mid-Level Mgt	Specialized Professional Training
<u>ning</u>				
it & Training opment ial Diagnosis olving Seminar	Sept. 82	19		
& Staff Mgt.	Jan/Mar 83	50		
Trainers	Feb. 83			42
ng Seminars	Aug/Sept 83		50	
& Factory s	Aug/Sept 83		66	
essment of : planning ing in manage- Systems	Nov. 83	28		
y Re-organization	April 84	10		
Appraisal and t.				19
e Bank Branch Office Heads		25		
s			50	
s, Credit Officers			30	

	Date	Senior Mgt	Mid-Level Mgt	Specialized Professional Training
* 7) Final Assessment and Future Planning. Solidify Internal Capacity		32		
TOTALS		164	196	61
			421	

* Part of "Action Planning" model for continuous assessments of project to keep it on the "right track".