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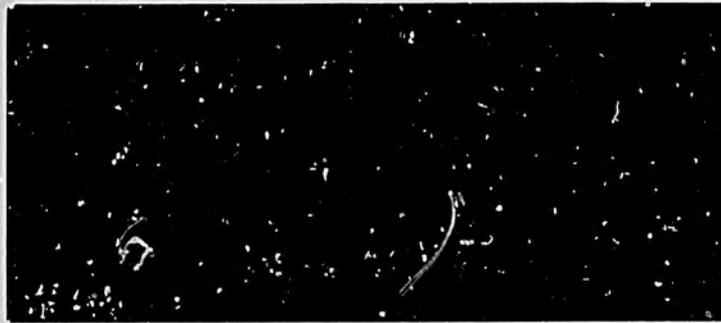
# DPMC

An international cooperation and resource center established to support the development of effective systems and training for project design and management in developing countries.

U.S. Department of Agriculture  
Office of International Cooperation  
and Development  
Technical Assistance Division

IN  
COOPERATION  
WITH

U.S. Agency for International  
Development, Bureau for Development  
Support, Office of Rural Development  
and Development Administration



## **DEVELOPMENT PROJECT MANAGEMENT CENTER**

The Center operates under an agreement between A.I.D. and U.S.D.A. with funding from A.I.D. project 096, Project Management Effectiveness. The Center's full-time staff provides consultant services and technical materials to LDC institutions. The Center also maintains a skill bank of consultants with expertise and prior experience in various areas of project planning and implementation who are available for short- or long-term assignments. With its location within the Technical Assistance Division of the U.S. Department of Agriculture, the Center is able to draw upon a wide variety of agricultural specialists to complement its work. In addition, through the A.I.D. project, the Center has a collaborative relationship with the National Association of Schools of Public Affairs and Administration and can draw upon a wide range of development administration specialists.

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INTERNATIONAL WORKSHOP PROCEEDINGS

EVOLVING TECHNOLOGIES FOR PROJECT  
MANAGEMENT IMPROVEMENT

January 15 - 16, 1981

The Development Project Management Center  
Office of International Cooperation and Development  
U.S. Department of Agriculture  
Washington, D.C.

EVOLVING TECHNOLOGIES FOR PROJECT MANAGEMENT IMPROVEMENT

Workshop Proceedings

January 15-16, 1981  
Westpark Hotel, Rosslyn  
Virginia, USA

Workshop sponsored by:

The Development Project Management  
Center (DPMC)  
Office of International Cooperation  
and Development  
U.S. Department of Agriculture  
Washington, D.C. 20250

Proceedings Prepared by:

Practical Concepts Incorporated (PCI)  
Washington, D.C.  
February 1981

## FOREWORD

In most developing countries, the public sector has assumed a major responsibility for stimulating and directing socio-economic improvement efforts. These efforts frequently take the form of large programs or projects each with its own geographical, sectoral, technical, and managerial characteristics. Thus, the project has become the prototype development activity in third world countries. Whenever it is desired to achieve new or additional capacity to produce or distribute goods and services, the organization and financing often takes the shape of a project. In addition, if a country is badly in need of foreign exchange, the project, financed by foreign lenders and donors, is seen as an immediate source of such foreign exchange. Besides being a means of building new capacity, the project has additional advantages to political authorities. It is a tool for achieving political and social goals and, also, lends itself to rewarding supporters and creating mutually reinforcing obligations.

The record of project management--the planning, appraisal and implementation of projects to meet national objectives--has not been very good. Even before the rise in costs of energy, with relatively few exceptions, the various loans and grants received by the less developed countries had not been used sufficiently well to justify optimism. Since 1973, the situation has deteriorated further. With increased demands for development assistance, effective project management becomes a vital component of every development plan. A number of efforts to improve project management have been undertaken. These are based on premises which, when applied through field experience, become a project management improvement technology. "Technology," in this sense, refers to the totality of means employed to achieve practical results.

## Foreword

For some years the AID Office of Rural Development and Development Administration of the Development Support Bureau (DS/RAD) identified management of programs and projects as a severely limiting factor in the developing countries. In recognition of the importance of project management, this office asked the Office of International Cooperation and Development, U.S. Department of Agriculture to set up the Development Project Management Center with the mandate to help developing countries upgrade their project management capability.

The Development Project Management Center (DPMC) fulfills its mandate by carrying out the following activities:

- Responds to requests of assistance from AID Missions and regional organizations in project management improvement efforts - designs programs, writes project papers and provides assistance in implementation;
- Produces and disseminates training material and other material useful to project managers and project management trainers;
- Maintains contact with a network of professionals in project management improvement efforts; and
- Does all the above with the purpose of advancing the state of the art of project management in developing countries by promoting an interplay between theory and action.

The management of increasingly scarce development resources will be one of the greatest challenges of the coming decade. Serious as the past deficiencies have been, the challenges ahead are even greater. Faced with heavy debts which require servicing, higher energy costs, increasing population pressure and rising expectations, the need to manage projects more effectively becomes

## Foreword

much greater. The Development Project Management Center (DPMC), with the support of USAID/DS/RAD, sponsored this workshop on "Evolving Technologies for Project Management Improvement" to help review and synthesize some of the experiences in this critical area of concern for both donor agencies and host countries.

In the course of the work of DPMC and other organizations, some new ideas and approaches for improving project management have evolved and been tested through field application. The Workshop was oriented to systematically examine the experience of key organizations and individuals who have been working to improve project management. Our goals were to see if there are any significant lessons that can be useful for future efforts, and to examine particular circumstances, contingencies and policies that either constrain or facilitate the application of various technologies. Three case studies were used in the workshop as a point of departure for reflection on the broader experiences of all participants.

The Development Project Management Center is pleased to make the Proceedings available to the participants and a network of interested professionals. We welcome comments or inquiries on this workshop and the work of the Center.

MORRIS J. SOLOMON  
Coordinator  
Development Project Management Center

## ACKNOWLEDGMENTS

This proceedings report was assembled and edited by the staff of Practical Concepts Incorporated (PCI) of Washington, D.C., which was contracted to assist in planning, conducting and reporting on the Evolving Technologies for Project Management Improvement workshop. Dr. Marcus Ingle of PCI served as project manager of the PCI contract, and as senior editor of this report.

We express our appreciation to Morris Solomon of the Development Project Management Center (DPMC) of USDA, Dr. Kenneth Kornher of the Office of Rural Development and Development Administration of AID, and William S. Hoofnagle, Deputy Director for Technical Assistance in USDA for sponsoring the workshop and giving it their full support. The preparation of the case studies by Dr. Merlyn Kettering, Dr. Marcus Ingle and Mr. John Hannah was a valuable input to the workshop. Thanks also goes to Bill LeClere, Ed Rizzo and Tom Murray who moderated and reported on the small group deliberations. We would also like to thank Patrick Haughney and Junko Olson of DPMC for their assistance prior to and during the workshop.

In preparing the proceedings report, drafting and editorial assistance was provided by Morris Solomon, Dr. Merlyn Kettering and Pierrette Countryman of USDA. At PCI, Lawrence Cooley and Jane Hersee reviewed the entire report and contributed to its revision. Susanne Hean of PCI served as Rapporteur during the workshop and played the lead role in formatting, drafting, preparing and proofing the manuscript.

Marcus Ingle  
Senior Editor

## TABLE OF CONTENTS

	<u>page</u>
SECTION I: Introduction	1
SECTION II: Project Management: In Search of What Works and Why	6
A. Case Study Abstracts	8
B. Workshop Findings and Synthesis	15
SECTION III: Improving Project Management: A Critical Review of Case Experience	24
A. Project Management Action Training in Jamaica	25
B. Training of Management Trainers in Tanzania	27
C. Building Project Management Capacity in Indonesia	28
SECTION IV: Evolving Technologies: Lessons, Issues and Next Steps	29
A. Lessons Learned	31
B. Policy Questions and Issues	32
C. Next Steps for AID	34
D. Next Steps for DPMC	35

### APPENDICES:

Final Participant List  
Final Agenda  
Project Management Glossary  
Case Studies:

A Multi-Faceted Action-Training Approach for Improving Project Management: The National Planning Project in Jamaica by Dr. Merlyn H. Kettering

Improving Performance of the Tanzania Rural Development Bank: Training of Trainers in Management by Dr. Marcus Ingle, Thyra Riley and Dr. Claire Wheatley

Building an Institutional Capacity to Plan and Execute Development Projects: A Summary Description of Management Training and Development Efforts in Central Java, Indonesia by John P. Hannah and Donald R. Mickelwait

## SECTION I: INTRODUCTION

The "Evolving Technologies for Project Management Improvement" Workshop brought together 31 persons with extensive and varied experience with project management in developing countries. The aim was to systematically examine recent experience with the development and application of management improvement technologies--notably that supported by the Agency for International Development in developing country contexts--and to assess appropriateness and efficacy. The Workshop addressed several key issues, including:

- What project management improvement technologies should be emphasized in various settings and for what reasons?
- What important changes should project management service providers and sponsors be considering?
- What key concerns remain and in what priority should they be considered?

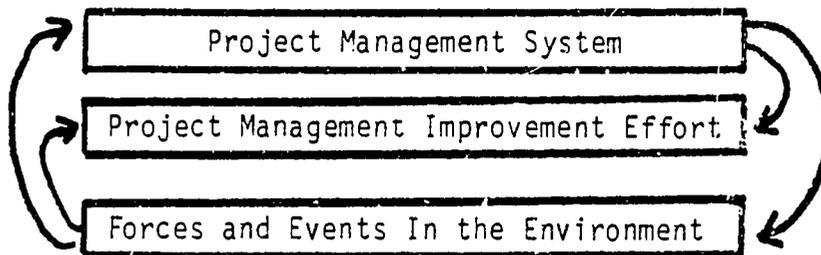
"Technology" in the sense used in this Workshop refers to the totality of means employed to achieve practical results. Thus, technology encompasses values, perceptions, criteria, procedures, forms of organization, patterns of human relationships, and approaches as well as physical elements.

The organizers of the Workshop found it convenient to distinguish two different but related kinds of project management technologies. These are:

## Introduction

- A "project management system" which is in place in a country or organization and changes over time. This project management technology consists of:
  - Tangible elements such as project documents, forms, skilled people, training facilities, etc.;
  - Processes involving planning, appraisal, implementation and evaluation; and
  - Relationships among individuals and organizations.
- A project management improvement effort which is undertaken to upgrade the existing project management systems. This project management improvement technology thus includes strategies, approaches, activities and resources.

Both of these technologies are affected by and in turn affect a set of forces and events in the environment linked to the ongoing project management system or to the project management improvement effort illustrated below:



The Workshop agenda and case study material were organized to focus on the dynamics of the relationships among these two types of technologies and the events and forces in the environment.

## Introduction

The Workshop focused on three recent project management improvement efforts in the form of case studies. The case studies are:

- A Multi-Faceted Action-Training Approach for Improving Project Management: The National Planning Project in Jamaica. This case describes a DPMC designed program in Jamaica which involved the country's decision makers in the design of a project system and an "action-training" strategy that combines training with "live" projects so the learning situation includes actual project task assignments in real organizational environments. Action-Training is carried out by a Jamaican Project Development Resource Team (PDRT) which is an interdisciplinary, experienced and highly qualified group of experts. The team is responsible for conducting an action-training program to train persons while moving projects forward to simultaneously build management capability and produce positive development results.
- Improving Performance of the Tanzania Rural Development Bank: Training of Trainers in Management. This case is centered around PCI's experience with introducing a Project Management System (PMS). The PMS includes an integrated set of management-related principles, concepts and techniques useful in designing, implementing and evaluating programs and projects. It is characterized by a broad and collaborative reconnaissance of the client organization/environment, by successive iteration of shared objectives and intervention approaches, by a learning-by-doing training mode, and by a commitment to the premise that the most important training results are demonstrated back-home performance improvements.

## Introduction

- Building an Institutional Capacity to Plan and Execute Development Projects: A Summary Description of Management Training and Development Efforts in Central Java, Indonesia. This case examines DAI's experience with "process consultation," which involves shared responsibility between consultant and client in defining problem areas, establishing priorities, setting realistically attainable objectives and formulating implementation strategies. The objective of process consultation is an emphasis away from "experts" determining development needs. Instead, emphasis is given to identifying, organizing and applying knowledge and skills already within the environment rather than relying on new information brought in by "outsiders."

Since the purpose of the workshop was to draw on respective project management experience and observation instead of the conventional literature, attendees received case study materials and a list of study questions prior to the workshop. The study questions were then used to orient and guide small group discussions throughout the two-day session. Thus the participants reflected on issues and integrated their own experience with that provided in the case studies.

In order to promote the optimum amount of discussion, the workshop sponsors made use of the following modes:

- Plenary briefings--presentations to the whole group;

## Introduction

- Small groups--participants in three separate groups; and
- Plenary discussions--the whole group discussed and synthesized experience.

The proceedings report is organized as follows:

Section I: Introduction--the objectives and scope of the Workshop are outlined;

Section II: Project Management: In Search of What Works and Why--case study abstracts and small group discussions of project management technology are presented;

Section III: Improving Project Management: A Critical Review of Case Experience--the management improvement technology of each case study is described and critiqued;

Section IV: Evolving Technologies: Lessons, Issues and Next Steps--the Workshop findings and implications are listed; and

Appendices: A final agenda, participant list, project management glossary, and the case studies are provided.

## Section II: Project Management: In Search of What Works and Why

The focus of this session involved inventorying and synthesizing the project management experience of workshop participants around the theme of "what works and why." The plenary session opened with brief presentations on the management improvement results evident in each of the three project management case studies, and the factors contributing to those improvements. This provided participants with an understanding of the types of issues and concerns they would discuss in small groups. Three small groups were then formed and asked to address and report back on the following questions:

1. You have just heard three sets of judgements about major deficiencies in project management in three specific cases. In your experience, what are the most important problems or deficiencies in LDC project management? In other words, what are the most important things which would have to be changed or done better if project management were to be significantly improved? Please be as specific as possible.
2. Consider the question from another point of view. Consider the most successfully managed projects you know. What were the characteristics or elements of better management in these projects which differentiate them from less successfully managed projects?
3. You have heard presentations on three project management systems. What aspects or components of these systems do you feel best address the problems and deficiencies you described previously. Are you aware of other systems, actions, or techniques which have also, when adopted, improved the management of projects?

Experienced small group moderators were assigned to each group to clarify the task and facilitate the process. The responses generated by each group were presented and synthesized in plenary at the end of Day 1.

This section of the proceedings presents the information that was developed and presented during this process. First, we include abstracts of three management improvement cases (the cases are included in their entirety in the

Appendix). Then the results of each group's deliberations are listed, organized in terms of the three discussion questions. Finally, we present the outcome of the group's attempt to summarize and synthesize the results of the first day's session.

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A. CASE STUDY ABSTRACTS

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## ABSTRACT

### "A Multi-Faceted Action-Training Approach For Improving Project Management: The National Planning Project in Jamaica"

The USAID-Government of Jamaica National Planning Project (1976-1980) was designed to improve Jamaica's performance in the planning and management of development projects as one particular response to an urgent need to facilitate the flow of foreign exchange for the Jamaican economy. The goals of the project were to:

- (1) create a stream of successfully funded and implemented projects;
- (2) train a large number of Jamaicans in project planning and management;  
and
- (3) create a Jamaican capability to train and consult on planning,  
appraising and implementing projects.

To achieve these goals, the project was uniquely designed around "action-training", a strategy which combines training with "live" projects so that the learning situation is integrated with actual task (project) assignments in real organizational environments. Action-training is carried out by the Jamaican Project Development Resource Team (PDRT) which is an interdisciplinary, experienced and qualified team consisting of, for example, an accountant, economist, engineer, agriculturalist, educator, etc. This team was initiated through the project and now has assumed full responsibility to conduct an action-training program to move projects at all stages forward through planning, management and problem-solving on "live" projects. The team works in a training/consultation mode to train responsible persons while assisting with projects to simultaneously build management capability and produce positive development results.

The PDRT carries out its training and consultation activities with project planning, implementation and support teams in operational ministries such as Agriculture, Health, Education, Works, etc. Over the life of the project, over 40 planning teams and 30 implementation teams participated in PDRT workshops and over 75 other project teams received PDRT training and consultation assistance. In addition to furthering the work of the projects in question, the individuals of these teams became competent to perform similar assignments on later projects. Because the project teams have "live" project responsibilities, they are highly motivated to learn and to apply the learning to the projects.

Through the project, USAID provided funding for long-term and short-term technical assistance as well as basic library instructional materials (\$375,000) and the Government of Jamaica provided four professionals to form the PDRT as well as office and logistic support (\$175,000).

The initial project design called for the training of project teams on live projects at the initiation of the planning and implementation phases. It was quickly realized, however, that action-training must be accompanied by the parallel improvement of project management systems and the development of effective support throughout the relevant organization. With participation at various levels of the relevant ministries, the existing needs and deficiencies are identified, and project management and support systems are revised. The PDRT has helped with

the development of project documentation formats, review and authorization procedures, analytic techniques, implementation procedures, monitoring/auditing procedures, and coordination linkages between departments and ministries. These elements of project management and support systems become the basis for realistic PDRT consultation and training, and are further modified during application to live projects to ensure that they are useful and productive.

The strength of the PDRT approach is obvious in the adaptability of both the processes and content of the action-training program to the actual situational context, organizational environments, and project assignments on which the project teams operate to solve project design, analysis and implementation problems. The range of training/consultation interventions used by the PDRT to move projects, to assist project teams, and to strengthen organizational understanding and support include presentations, workshops, seminars, and workshops at various levels of the organization and related ministries, as needs are identified.

The impacts of the project through the PDRT are facilitated by the inherent characteristics of "action-training" which fuses training to subsequent project performance by the responsible project organization and assures capacity for project performance in future projects. As PDRT carries out systems development and action-training simultaneously, they must operate in a manner which testifies to the knowledge and experience of project working team members who contribute significantly to the content, process and climate of the learning-by-doing situation. Thus, the composition, as well as the mode of operation, of the PDRT is critical to the acceptability and success of the action-training program.

The use of systems development and action-training involves a great deal of flexibility so that project strategies are molded to specific organizations, environments and needs but results in visible improvements of project performance. Flexibility of project design and control in the National Planning Project facilitated the institutionalization of a project planning system and other project management/monitoring systems, development of standardized, practical documentation formats such as the Project Profile, diversification of training for different roles and functions, diversification of action-training interventions, and a broadened concept of the PDRT role. The adoption of the action-training approach proved effective in a wide range of settings and was flexible to respond to specific situational differences. It has been critical, however, to maintain certain basic conditions, including the support of key political and bureaucratic persons, introduction of organization development interventions, recruitment of experienced and respected PDRT members, creation of a facilitating mode of operation, encouraging increased decentralized capabilities throughout government, and development of project management systems to support sound project management and problem-solving within the live organizational project context.

The PDRT is presently an institutionalized unit within the Project Analysis and Monitoring Company (PAMCO), an agency of the Ministry of Finance and Planning which plays a central coordinating role in project development for the Government of Jamaica. The actual program of the PDRT will vary with shifting needs and as different problems arise. For example, now as the bottlenecks in planning projects are being overcome, implementation problems emerge which are indicated by the large number of funded projects in the pipeline. Therefore, the PDRT is shifting from a focus on building of a planning capacity in its client Ministries to the complementary nurturing of implementation and monitoring capacities. The flexibility of the action-training approach when integrated with organization development has been proven to be very effective in achieving the goals established for the PDRT. The PDRT now carries on an active program which has already resulted in support to a stream of successful projects, the development of Jamaican project training/consultation materials, a core of trained persons with specific capabilities for planning and managing its own development projects.

## CASE STUDY ABSTRACT

### IMPROVING PERFORMANCE OF THE TANZANIA RURAL DEVELOPMENT BANK: TRAINING OF TRAINERS IN MANAGEMENT

In the current Five-Year National Plan for Tanzania, expansion of production in agriculture and other rural economic activities is accorded the highest priority as a means to national economic and political self-sufficiency. Within this policy context, the rapid expansion of the scale and effectiveness of the credit operations of the Tanzania Rural Development Bank (TRDB) is assigned a key role. TRDB's expanded role in rural development in turn is seen as being directly dependent on an extensive organizational development effort within the Bank. The introduction of a management improvement effort through the Training of Trainers in Management (TTM) program by Practical Concepts Incorporated (PCI) is seen as a means to expand the TRDB's capacity to receive and effectively administer large amounts of loan capital in support of rural development. Accordingly, two six-week Training of Trainers seminars were offered to senior-level and mid-level managers respectively from February thru May, 1980 in Arusha. An Executive Management Seminar (EMS) was offered to executive-level management, including the Chairman of the Bank, during the one-week interval between the two seminars. In total, approximately 70 employees of the Bank (of a total professional staff of 180) participated.

The intermediate objective intended to result from the seminars was agreed by the management training team and the executive officers of the Bank to be:

An increased cadre of indigenous managers/trainers applying appropriate management concepts and techniques to development-related activities.

One aim of the training was to prepare a curriculum for a set of one-week training seminars to be offered over the following year to the remaining TRDB staff. Thus, the groundwork was laid for institutional improvement with respect to both internal operations and the management of credit-financed external projects. Not only would the whole staff be "talking the same language," but the effort had executive-level support and commitment. By the account of both trainers and trainees, the TTM program was effective in attaining short-term results and seems to have helped motivate the Bank staff toward more effective management of its rural credit activities.

The technology employed during the TTM and EMS seminars has two interrelated components: substantive management curriculum and a methodology for the design and conduct of seminars. The substantive management curriculum for the TTM program is referred to as the Project Management System (PMS). The PMS includes an integrated set of management-related principles, concepts and techniques useful in designing, implementing and evaluating programs and projects. The content gives high priority both to conceptual/analytical approaches and human/interpersonal issues within the context of

results-oriented processes. The methodology used in designing and conducting management improvement interventions is characterized by a broad and collaborative reconnaissance of the client organization/environment, by successive iteration of shared objectives and intervention approaches, by a learning-by-doing training mode, and by a commitment to the premise that the most important training results are demonstrated back-home performance improvements.

Implications of this case may be recorded for reflection now and critically assessed when more results are in. They include:

- The PCI management technology, which emphasizes the integration of substantive management content and training intervention methodology, is inherently an effective general purpose approach for application in most management improvement settings, and is a particularly critical element in the conduct of large organizational capacity-building programs.
- The approach of trying to saturate-upgrade the top and middle management strata of a medium-sized organization is feasible. However, the training curriculum must be acceptable to the participants, based on its immediate relevance to everyday work requirements.
- To optimize the impact and probability for long-term success, training interventions should institutionalize a continuing presence of the trainer/experts through the critical follow-on stages.
- It is useful to ponder the possibilities of replicating the results on one organization's improvement program throughout an expanded system of development oriented organizations in a country.
- The technology used in this case emphasized team-building and the importance of cohesive project teams working within public sector organizations to improve performance. We are encouraged that "matrix management," the theory behind the organization of project action-teams, when coupled with the PMS technology, represents one of the most promising lines of future growth of management science.

ABSTRACT  
"Building An Institutional Capacity To Plan  
And Execute Development Projects: A  
Decentralization Project In Indonesia"

Development policies are placing increasing demands on the capacities of institutions -- particularly at local levels -- to successfully implement. The problem is particularly evident among institutions responsible for planning and executing rural development projects. This case describes a pilot effort carried out in Central Java, Indonesia over a six-week period in 1979 to support the institution-building objectives of the Provincial Area Development Program (PDP).

The six-week consultation and training assistance resulted in the training of 15 operational staff from a provincial planning unit and six provincial-level offices of central development ministries to prepare them to, in turn, provide training and consultation to 150-200 district and subdistrict level planners in order to support the Government of Indonesia's long-term goal of increasing decentralization of regional planning. The training at the district and subdistrict levels has been implemented over a three-month period in order to integrate training with work on actual projects.

Given the expectations in the training program and the process of fundamental change taking place within the institutional environment of PDP, the four-person consultant team emphasized process consultation methods as a means for identifying training needs, involving the client institution and participants

in setting priorities, and the order to build institutional commitment in order to provide the essential post-training support.

Institution-building efforts are complex, particularly when carried out in the context of policy objectives that require new patterns of institutional relationships and behavior as well as a substantial increase in institutional resources at the local level. The growing disparity between nationally defined development policy objectives and the implementation performance of institutions, however, is one of the most critical problems that need to be more systematically addressed by LDC governments as well as donor agencies.

## B. WORKSHOP FINDINGS AND SYNTHESIS

1. You have just heard three sets of judgements about major deficiencies in project management in three specific cases. In your experience, what are the most important problems or deficiencies in LDC project management? In other words, what are the most important things which would have to be changed or done better if project management were to be significantly improved? Please be as specific as possible.

### GROUP A ANSWERS: JAMAICA GROUP

Lack of political commitment and continuity  
Inadequate administrative support--data, personnel  
Lack of political awareness in design of project  
Uncertainty over who owns the projects--donor? host country? other?  
Lack of policy base and national project management system  
Inter-ministerial coordinating bodies do not function  
Institutional jealousies  
Failure to consult target groups  
Key host country officials are over-burdened  
Donors impose excessive management systems on host country  
Donors push dollars, size, number of projects

### GROUP B ANSWERS: TANZANIA GROUP

Managers do not receive resource inputs on time  
Lack of full knowledge of intended beneficiaries  
Cost overruns and time overruns during implementation (lack of ability to manage bottlenecks)  
Poor work planning in the project design and implementation phases

Confusion regarding imposition and sharing of non-indigenous values across cultural lines (either between donor and host country or between host country groups)

Hierarchical distinctions are replacing tribal rivalries in developing countries

Political interventions in the administrative process interrupts inputs

Within donor agencies, technicians and management staff have difficulty communicating due to turf barriers, etc.

We export the same problem to host countries/systems/manpower development

Limited systems thinking can lead to losing a view of national development goals

Overtaxing limited manpower (trained) pool

Power relations between donors and the host country introduces dissonance into relationships

Non-resolution of conflict between organizations

Non-functioning organizations (ministries and parastatals)

Non-delegation of responsibility

#### GROUP C ANSWERS: INDONESIA GROUP

Multiplicity of systems imposed by sometime conflicting donor requirements

Those things which can be routinized are not sufficiently so

Project management systems not adapted to local needs

Managers have no incentive to experiment with the nature of the administrative system

Criteria for distinguishing between a successful project and a successful project management system are not differentiated

Inadequate procedures for assigning tasks, monitoring and project redesign

Insufficient attention to the interactional, behavioral side of management

2. Consider the question from another point of view. Consider the most successfully managed projects you know. What were the characteristics or elements of better management in these projects which differentiate them from less successfully managed projects?

GROUP A ANSWERS: JAMAICA GROUP

Top leadership--committed and competent

Defined roles and responsibility for key functions and activities

Clearly defined government and private sector roles

Development goals are clear and realistic

Target group involvement in project defined and implementation is carefully defined

Political awareness among management actors

Lack of interference from external actors

Acceptance and institutionalization of project outputs

Host country capability to consider alternatives and select its own approaches

Multiple and effective personal contacts with host country personnel

GROUP B ANSWERS: TANZANIA GROUP

Economic and technical feasibility

Participatory planning and decision-making--quality and "ownership"

Project value leads to continued political acceptability

Continuity of adequate project management middle-level resources

Clarity of roles and responsibilities combined with an integrated project team

Realistic project scheduling and budgeting

Project must be unmistakably tied to a program, additive to the program, and project team membership must be defined accordingly (all key actors involved)

Common management language understood and shared by team members

Project phase-out is planned

Project team capable of resolving conflicts

High degree of commitment on part of project team members

GROUP C ANSWERS: INDONESIA GROUP

Atmosphere where compatible goals and objectives exist

Appropriate strategy for dealing effectively with the external environment, thus reducing inter-dependencies

Clear incentives for achieving success

A clear and limited number of goals

Do not prejudge which leadership style or intervention modality is most appropriate; it is a function of the situation

Appropriate feedback from and accountability to beneficiary groups

3. You have heard presentations on three project management systems. What aspects or components of these systems do you feel best address the problems and deficiencies you described previously? Are you aware of other systems, actions, or techniques which have also, when adopted, improved the management of projects?

GROUP A ANSWERS: JAMAICA GROUP

There must be enough time and adequate authority to get effective action

There must be willingness and commitment to get to key project action points.

There must be timely and appropriate introduction of management tools and follow-up on their proper use

There must be symbolic and public terms of commitment

There must be a clear incentive system for achieving success

Leadership must be willing to lay groundwork and to become involved

Personnel turnover should be anticipated, perhaps by using associates or lower-qualified personnel

Trial and error learning should be permitted

Institutional memory should be developed through case histories and training

GROUP B ANSWERS: TANZANIA GROUP

Clear definition of the project's target population

Well-defined and finite project objectives

Project ownership by the management unit

Clear expectations for organizational behavior

Needs diagnosis accompanies management improvement efforts

GROUP C ANSWERS: INDONESIA GROUP

Process approach as a means to defining and applying structures and procedures

Acceptance of an agreed-upon format/procedure for allocating responsibility for project tasks, monitoring and redesign

Integrated approach to the planning and management of projects

Strategy for the adoption and diffusion of project innovations

#### 4. Synthesis of Findings

##### INTRODUCTION AND SCOPE

Following the presentation of the reports of the three work groups, a brief synthesis session was held. The objective of the session was to identify the major threads which cross-cut the three reports and to identify obvious differences between the groups' perspectives or conclusions. The moderator briefly presented several observations. These observations were modified and augmented during subsequent discussion by the entire group. The product of this hasty synthesis is described below.

##### FINDINGS

###### a. Commitment and Incentives

All groups felt commitment to the project and the management system were essential to success. Some, however, saw this issue in terms of the incentives needed to create this commitment.

###### b. Specification of Objectives

All groups felt that good projects and good project management systems depend critically on specification of, and agreement upon, clear, compatible and realistic objectives.

###### c. Relation Between Management Systems and Management Process

Some members stressed the importance and availability of effective project management systems. Others stressed the centrality of understanding and improving the "process" by which decisions about projects are made. The consensus was that both elements are essential and that, as a minimum, management improvement efforts should have a system for improving the process and/or a process for developing systems.

d. Communications and Roles

All groups felt strongly that a central feature of effective project management systems, and efforts to improve them, is the existence of a mechanism for clarifying roles, allocating responsibilities, and agreeing on some common language and system for ongoing communication.

e. Constituency, Ownership and Strategy

Although addressed in different ways, it was felt by all that improvement efforts--like projects themselves--must be "owned" by someone. Those interested in improving management must therefore give priority attention to identifying or building a constituency for such improvements. They should explicitly consider the best strategy for winning adoption, including the identification of the improvement effort with an agency or organization able and willing to elicit widespread adoption/support of the improvements.

f. Policy Context and Support System

All groups stressed that projects, and efforts to improve them, do not exist in vacuums. Two groups emphasized the need for special attention on the policy context and administrative setting in which projects and improvements occur. The third group stressed the dependency of projects on support systems and the considerations involved in attempting to internalize these systems within the projects themselves. At a minimum, this group felt projects must have some mechanism for monitoring and influencing the most important of these support systems.

g. Time as a Resource and Variable

"Time" emerged as a central issue in the discussion. Some felt that time management was the essential issue. Others added another dimension--

project conditions change over time and effective projects must incorporate some mechanism for identifying and adapting to changes over time.

h. Feedback

Without feedback, even the best designed projects are unlikely to achieve their intended results. Formal as well as informal systems for monitoring results and evaluating effectiveness are essential. The design and operation of these systems should thus receive considerable attention from those involved in project management and management improvement.

### Section III: Improving Project Management: A Critical Review of Case Experience

The session focused on understanding and critiquing the intervention strategies of each of the three management improvement case studies. Attention was given to the unique characteristics of each strategy, their appropriateness, and their suitability in other contexts.

The session opened in plenary with a presentation of the intervention strategy employed in each of the cases. Each strategy (or technology, as some presenters referred to it) was viewed as a process that was continuously modified from the early design stage to initiation, execution, and follow-up. The plenary presentations, supplemented by the written case materials, provided participants with the substantive information required for small group discussions, in which each group was asked to address the following questions:

1. You have just heard descriptions of three relatively successful strategies for developing the willingness and capability of people to implement improved project management practices. Address one of these cases as assigned. Is this intervention strategy, or some aspect of it, applicable to other situations you are aware of? Under what types of circumstances would the strategy (or identified aspects of it) be useful and appropriate?
2. What concrete suggestions can you make for improving upon the strategy and/or for increasing its relevance to other situations?
3. From your experience, what other strategies are available which have proven successful in creating the willingness and capability of people in LDCs to implement improved project management practices?

Each small group had responsibility for reviewing one of the three cases and a resource person familiar with that case was assigned to the group. Small group deliberations were presented in plenary at the end of the session.

This section of the Proceedings presents the information generated and shared during Session III. The results of each group's critique on the technologies and their improvement ideas are presented below.

A. PROJECT MANAGEMENT ACTION TRAINING IN JAMAICA  
Jamaica Case Study

Features of Intervention

A Long-Term Project (4 years) Leading to Institutionalization of Training and Consultation

Ownership by Host Country

All Levels of Hierarchy Involved in Solution

Tools of Management Introduced Only As Needed

Training for Project Actions, Not Training for Training Sake

Project Based In Most Powerful Ministry

Problems Encountered

Resistance to Newly Developed Project System from Donors and Ministries

Competition from Training Establishment

Unrealistic Plan for Training Output (Number Trained)

Persistence of Traditional Behavior

Resistance from Other Consultants

Need About 6 Months for Real Start-Up Period

Host Country Needs to Know How to Manage Consultants

Transferability of Strategy in Jamaican Model

Some Aspects are Transferable, Not Necessarily Total Model.

Needed to Make Strategy Work

Need Power Base Such as Ministry of Finance

Long-Term Contact with Counterparts

Place Incentives Up Front

Need Team of Experience, Multi-Disciplinary, Continuity

Reduce Turnover by Lowering Qualifications and Develop Associates

Placement of Central Team with Access to Real Decision Making

Avoid Adding Bureaucratic Layers

## Jamaica Case Study

### Useful Strategies

U.S. Participant Training Not Relevant for Management Improvement (90% of the time), but Participant Training Can Be Effective as an Incentive

Third-Country Short-Term Visits/Workshops/Consultants Give Host Country Incentive and Status

Rotate In-Country Details to Broaden Experience of Counterparts

Give a Local Certificate for Training--Usually Considered an Incentive

Permit Learners to Apply Teaching, Make Errors and Coach. Teach "What Not To Do" as "To Dos"

## B. TRAINING OF MANAGEMENT TRAINERS IN TANZANIA

### Positive Features of the Intervention

Intervention was customized

Resources were made available to do a needs assessment

The design was based on a collaborative process with Tanzania Bank officials

There was rediagnosis and collaborative replanning throughout the intervention

The project design specified results but not means for accomplishing them

Within constraints, able to set achievable objectives acceptable to client

Termination of the management improvement effort was planned

Application of the learning was a major focus of the training program

The work situation was built into the training and vice-versa

Structural change was combined with training

### Group Suggestions for Improving the Strategy

Quality control of training teams needs continuous attention

Additional evaluation and follow-up resources should be provided

Staff doing needs assessment should be directly involved in the training intervention

Better continuity of contract staff would build in experience and memory

Devote additional resources to development of in-country trainers

Provide for additional on-the-job training

## C. BUILDING PROJECT MANAGEMENT CAPACITY IN INDONESIA

### Features of the Intervention

#### Process Approach

- Non-prescriptive, flexibility by team
- Used those trained as consultants

Client didn't know what it wanted

Institutional incentives did not support project objectives

Building on existing skills and techniques

Terms of reference were not more restrictive than initial knowledge would justify

### Other Successful Strategies

Work with in-country institutions in addition to the primary client

Matrix Management Applications

Training for job related skills (provincial officers in Philippines)

### Suggestions for Improving the Strategy

Structure the process to a greater degree

Know the terms of reference being used in the client institution

Set up guidelines for the team to operate effectively

Develop a basis for institutionalizing and diffusing successful research and development efforts

#### SECTION IV: EVOLVING TECHNOLOGIES: LESSONS, ISSUES, AND NEXT STEPS

The concluding session was structured to use the previous workshop discussion as a springboard for drawing conclusions and making recommendations to AID. To accomplish this, all participants answered three questions and cooperated in developing a composite list of key answers from all workshop participants. The questions were stated as follows:

- Based on workshop deliberations, what project management lessons are evident?
- What major management improvement policy issues or questions remain that should be explored?
- What management improvement recommendations and priorities are appropriate for AID and other donors?

The group answers to these questions are presented later in this section. Prior to the development of these lists, Dr. Kenneth Kornher of DS/RAD made a brief presentation on the evolution of project management thinking during the 1970s. His analysis, based on a workshop he attended in 1973 and continuous professional involvement in this field over the past decade, identified several important trends. He noted that changes had occurred, and were likely to continue, with regard to focus, nature and resources of project management improvement efforts. The focus, for example, has shifted from one of identification of relevant technology to one of in-depth field testing and application. The emphasis on benefit/cost, technical and economic analysis has been supplemented by analysis from social, behavioral and management perspectives. Engineering models of development projects have been supplemented by learning process and benefits distribution models. The need for more work on implementation and on developing country project systems and capacities is now recognized. Significant work is under way on project development at provincial and local levels. The nature of improvement efforts has also altered. In the early 1970s most activity was research and development oriented, concentrating on the identification of relevant project manage-

## Section IV

ment elements. Now the emphasis is on applied field research. Finally, the resource base for project management has changed markedly; U.S. professional resources have expanded substantially. Resources in developing countries, however, are still very thin and widely dispersed.

In concluding the session, participants were asked to address the question of what a DPMC-type organization could do as next steps in improving project management. A list of participant responses to that inquiry is included at the end of this section.

A. WHAT PROJECT MANAGEMENT LESSONS ARE EVIDENT BASED ON THE WORKSHOP DELIBERATIONS?

1. Successful improvement efforts rely on a demonstrated commitment from the host organization and donor agency.
2. Keep it simple--don't promise what you can't deliver.
3. Don't allow management tools to displace a focus on objective and substance.
4. Management technology must be appropriate to be used.
5. Know and understand why conditions are as they are.
6. A project management improvement team requires both access and power.
7. Participation by clients is situation-specific.
8. Leadership has to have identifiable, essential qualities.
9. Skills not needed in a job are not necessary to learn.
10. Training done in institutional settings should reach a critical mass of staff to be most effective.
11. Training should be both functional to the job and transferable.
12. Organizations are the target of project management improvement--not just the person within them.
13. The nature of a consultative/training process approach is situation-specific and dynamic.
14. Terms of reference for improvement efforts must be realistic and compatible to donors, contractors and host institutions.
15. An overall framework is needed for an improvement effort so all actors know their responsibilities and where they fit.
16. Strategies for replication and diffusion must be built into the project design.
17. Idealists can help realists to be constructively adventurous.
18. Good management must be conditioned by the cultural context.

B. WHAT MAJOR MANAGEMENT IMPROVEMENT POLICY ISSUES OR QUESTIONS REMAIN THAT SHOULD BE EXPLORED?

1. Is there a package of appropriate management technology which should be recommended?
2. What priority should be accorded to various management tools and techniques?
3. Can small-scale projects be handled differently (e.g., ratio of design costs to total costs to determine if benefits justify costs)?
4. What are indicators of successful management performance?
5. Systems give tools, but external factors may override--when should projects be avoided or aborted or adopted?
6. How can we adapt U.S. value/culture-based techniques to the LDC context? Should we export or invent, or both?
7. How can we better understand management systems already in use and make incremental improvements in them?
8. How can AID processes adapt to or promote creative development of project processes in host country, not just subject host country to the AID system?
9. Are we on the right track with applied research and field testing?
10. Are we on target by "projectizing" the development world with too much focus on project management over general management?
11. What can be done about the fact that magnitudes of project management improvement resources are not sufficient to deal with the problems?
12. How can organizational commitment be viable and operational?
13. Can management improvement efforts be strengthened through participation of the private sector?
14. How much popular participation is appropriate during project design and implementation? Under what conditions?
15. Should management be an integral part of all training, even if it is technical?
16. What are the attributes of leadership that are necessary to effectively managed projects?
17. What are the generic management principles and how can these be adopted within AID and by other donors?

18. How can "necessary" change be introduced when there is no "demand", e.g., computer technology? Should projects respond to demand or "donor" needs assessment?
19. How can project management exchanges be encouraged between 3rd, 4th, 5th, ...worlds?
20. Does the U.S. community have a comparative advantage in project management? Should AID devote more attention to this activity? How should AID nurture these activities?
21. How do you sell the need for expanded project management improvement efforts?
22. What is the evidence (based on criteria based on the objectives) that management improvement efforts in fact lead to management improvements?

C. WHAT MANAGEMENT IMPROVEMENT RECOMMENDATIONS AND PRIORITIES ARE APPLICABLE FOR AID AND OTHER DONORS?

1. Give more attention to the results and costs associated with improvement efforts.
2. Adopt appropriate technology or strategy for adaptation on LDC settings in participation with clients.
3. Insulate and buffer host countries from donor project management requirements.
4. AID personnel need to learn the host country management process at each new assignment.
5. AID should learn flexibilities inherent in its own system.
6. AID should provide more resources for management improvement.
7. AID and other donors should determine their own operational priorities.
8. A management development component should be included in all donor-supported projects.
9. Project management and institutional analysis methodologies should be improved.
10. AID should take the lead in standardizing.
11. Donors should devise channels to share information and facilitate transfer among developing countries.
12. Develop flexibility in design and scopes of work to permit needed modifications during implementation.
13. AID should incorporate an assessment of management effectiveness into their Project Impact Evaluation studies.
14. AID should include counterparts and clients in management training evaluation efforts.
15. AID should develop new methods for evaluating improved management performance.

D. WHAT STEPS CAN AN ORGANIZATION LIKE THE DPMC TAKE TO IMPROVE PROJECT MANAGEMENT?

1. Promote sharing and evaluation of project management improvement experience.
2. Get the message of the need for management improvement to senior management.
3. Link management improvement efforts to performance data to show evidence of success. Contact AID impact study persons.
4. Involve AID direct hire project managers in future workshops.
5. Determine how the properties of project management systems differ from those of single projects.
6. Tie current efforts closer to other donor efforts and to host country institutions.
7. Keep on doing applied research and field work.
8. Function as a clearinghouse for project managers to share notes and experiences.
9. Use the transition period as an opportunity to lobby for increased sensitivity to project management.
10. Process and disseminate results of this workshop.
11. Check demand in Missions for using host-country management contracting.
12. Become the nucleus for an information exchange network.
13. Provide a locus for developing a common project management vocabulary.
14. Support and encourage writing of meaningful case studies.
15. Serious and sustained marketing of DPMC.
16. Research and literature on successful projects and successful project management should be made available.
17. Have an information campaign to convince critical decision makers of the importance of good management development efforts.
18. Sponsor workshops for managers and administrators to reduce gap between existing technologies and their understanding/application.
19. Follow-up on the collegium developed during this workshop.

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PROJECT MANAGEMENT GLOSSARY  
(Working Document)

<u>MANAGEMENT IMPROVEMENT TECHNOLOGY:</u>	the totality of systematic means employed to achieve specified management improvements. Such a technology will include: (1) a preferred set of management practices and processes or a procedure for determining this preferred set; and (2) a strategy or intervention suitable for effecting adoption and implementation of these preferred practices and processes.
EVALUATION	An orderly examination of past experience in order to predict and better influence the future. Examines validity of hypotheses, challenges relevance of objectives, assesses project design, and results in redesign and replanning actions. Evaluation can be a powerful management tool when used constructively to improve project/program performance.
GOAL	The higher-level objective at which a project is aimed. It is frequently the central focus of a program. Usually describes a desired increase in social or economic benefits for the target population.
INDICATOR	Conditions that are so strictly associated with certain other conditions that presence of or variation in the former indicates presence of or variation in the latter. Indicators demonstrate results.
INPUTS	The activities to be undertaken and resources to be consumed in order to produce the outputs or project "deliverables". The project manager commits himself and is held accountable to produce the outputs by effective management of his staff, given appropriate levels of resources.
MANAGEABLE INTEREST	The term "manageable interest" refers to that complex of activities and resources that the manager controls <u>in producing outputs for a given purpose</u> . In effect, the competent manager accepts the responsibility and accountability for producing those outputs. He does not accept responsibility for achieving purpose: that is the responsibility of top management. However, he does accept responsibility for doing all that he can to <u>monitor the progress of the project in relation to the achievement of that purpose</u> and doing all that he can <u>reasonably do to influence achievement of purpose</u> .
MANAGEMENT	Functionally defined, management has five operational criteria: 1) organizational activity; 2) objectives; 3) relationships among resources; 4) working through others; 5) decisions (from <u>Management: A Systems Approach</u> by Cleland and King, McGraw-Hill,

197, pg. 7.) "Management is working with and through individuals and groups to accomplish organizational goals" (or objectives) (from Management of Organizational Behavior by Hersey and Blanchard, Prentice-Hall, 1977, pg. 3.)

ORGANIZATIONS	Social systems comprising interrelated subsystems; these subsystems include a human/social system, an administrative/structural system, an informational/decision-making system, and an economic/technological system. (from <u>Management of Organizational Behavior</u> by Hersey and Blanchard, Prentice-Hall, 1977, pg. 3.)
OUTPUTS	The specifically intended results that can be expected from good management of the inputs provided. A project manager is accountable for producing outputs; the project manager, line supervisors, and program staff share responsibility for the judgement that producing these outputs will result in achieving purpose. In contracting terminology, outputs equate to "deliverables."
PROGRAM	A "project" consisting of a group of projects all contributing to the same Goal. A program is managed to achieve "Goal" just as a project is managed to achieve "Purpose".
PROJECT	A system (that is, a set of interrelated activities and events) established to achieve a specific objective within specified resource constraints. (see "System") A project can be any planned undertaking for which all elements of the project are interrelated as required to achieve the project objective (Purpose).
PROJECT DESIGN	A comprehensive statement of what the actual project will look like when completed and detailed plans for how the project will be implemented.
PROJECT MANAGER	The individual who holds himself personally accountable for the success of a project. More specifically, the individual who is charged with producing the agreed-upon outputs within the specified time and cost constraints.
PURPOSE	What is hoped to be achieved by undertaking the project. The result aspired to <u>if</u> the required outputs are produced. Usually the significant <u>change</u> in people or organizations thought to be required to effect important social or economic benefits for the target population.
REPORTING	Providing the necessary information to appropriate people for timely decision-making regarding the successful implementation of the project. Includes both formal and informal communications; e.g., a format (fixed format) report may be the stimulus for personal discussions.

SCIENTIFIC  
METHOD

"A method of research in which a problem is identified, relevant data collected, a hypothesis formulated, and the hypothesis empirically tested." (from the Random House College Dictionary, 1975.)

SYSTEM

Interrelated activities and events organized to perform a specific function(s)--e.g., produce certain output(s). A system may comprise any number of elements but the inter-relatedness of those elements is that required to perform the system function(s) or to achieve its output(s). No system exists without connections to other systems.

## CASE STUDIES

PRELIMINARY VERSION

"A Multi-Faceted Action-Training Approach For  
Improving Project Management: The National  
Planning Project in Jamaica"

by:

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Prepared for USDA/AID Workshop  
"EVOLVING TECHNOLOGIES FOR PROJECT MANAGEMENT IMPROVEMENT"

January 15 and 16, 1981  
Washington, D.C.

## TABLE OF CONTENTS

I.	Introduction	
	A. The Development Problem	1
	B. Background of the Management Improvement Effort	1
	C. History of Project Formulation	2
	D. Complementary Technical Assistance	3
II.	Management Improvement Results	
	A. Intended Results	4
	B. Evidence of Results	4
	C. Factors Influencing Accomplishment of Results	5
III.	Management Improvement Technology	
	A. An Overview of the Technology	7
	B. History of the Development of the Technology	8
	C. Technology Formulation and Design	10
	Action-Training	10
	The Project Development Resource Team	11
	Project Management Systems	12
	D. Technology Application	14
	1. Building a Project Planning System	16
	2. Institutionalization of Project Management Systems	18
	3. Development of Standard Project Documents	19
	4. Role Training for Project Development	20
	5. Diversification of Training Interventions	21
	6. Broadened Concept of the PDRT Training Role	24
	E. Evidence of Accomplishments (Project Outputs)	25
IV.	Long Term Development Results	
	A. Desired Long Term Goals	27
	B. Cause and Effect Linkages	29
V.	Conclusions and Implications	
	A. Conclusions	35
	B. Implications for Project Management Improvement	36

## I. Introduction

### A. The Development Problem

In the mid-1970's, Jamaica faced the need to attract and mobilize capital as a critical contribution to its development program. Government was expanding its own investment and management initiatives, but private capital investment had reduced significantly. The limited flow of foreign exchange was severely restricting activities in both the private and public sector. Inability to finance imports for raw materials and basic commodities would contribute to higher levels of unemployment and dissatisfaction. New infusions of foreign exchange were required to stop and reverse the cumulative cycle of economic deterioration. There was also the need for visible demonstrations of government's capability to deliver promised benefits through a dynamic performance in its expanded role in the economy. Without successful projects, the political base of the government as well as the financial base was threatened.

To address the immediate problem of obtaining substantial foreign loans to support its expanded role and to meet capital demands, the government sought project proposals that were acceptable for financing. Donors and lenders said there were substantial amounts of funds available if Jamaica could prepare projects that were "worthy" of financing. The National Planning Project was intended to specifically improve Jamaica's performance in the planning and management of internationally financed development projects. A basic premise of the early thinking was that properly presented projects would win donor/lender approval and ensure an inflow of foreign exchange. These projects would also generate foreign exchange when implemented and would produce immediate and visible benefits to meet the financial and political demands that were becoming so urgent.

### B. Background of the Management Improvement Effort

The Projects Division of the Ministry of Finance had major responsibility for maintaining liaison with donor/lender agencies for government loan projects. A policy decision had been taken in the early 1970's to emphasize decentralization of government functions. As a result, it was decided that the Projects Division's role was to facilitate the formulation of projects, to analyze and appraise projects, and to act as an intermediary with lending agencies, but not to actually prepare projects. Projects were to be formulated, sponsored and implemented by

functional Ministries, such as Agriculture, Works, Education, Health, Housing, etc. As a further distinction of responsibility, the Projects Division was responsible to facilitate only government projects based on loans. Grant projects were handled by the National Planning Agency. Because of these policies, the Division had a small staff which focussed primarily upon the financial and economic analysis of projects submitted to international agencies for loan financing and the coordination of project formulation and approval.

The Director of the Projects Division, Permanent Secretary, in the Ministry of Finance, held discussions with the USAID Mission Director regarding a project management improvement project. The Director wanted at least two American planning experts to work in the Projects Division. In association with his Jamaican staff, and with officials from functional Ministries, these persons would be responsible to assist with the preparation of projects for submission to donor/lender agencies. The American advisors were seen as supplemental personnel in the seriously understaffed Projects Division and were to give also technical advice to the operating ministries. Recruitment of qualified Jamaicans for the Division had been difficult, partly because of the exodus of professionals but, also, due to Civil Service regulations restricting salaries and types of professionals who could be recruited to positions under the existing structures. Therefore, the Director turned to several lending agencies already sponsoring projects in Jamaica to meet his personnel gap. The technical assistance personnel were to become directly involved in the functions and responsibilities of the Division, especially project design and documentation for loan and grant projects.

### C. History of Project Formulation

After initiation of the request by the Director of the Projects Division, the USAID Mission, in collaboration with the Director, wrote a project proposal and submitted a PID which received AID/W approval. The PID followed the general outlines of the request for two American advisors to work with Projects Division staff in the design of projects for submission to donor/lender agencies. The project objective was to improve project performance. Accomplishment would be demonstrated by the movement of approved and implemented projects to achieve the overall goal of increasing the flow of foreign exchange assistance into the economy.

#### D. Complementary Technical Assistance

Project design assistance was requested by the Mission. DSB/RAD forwarded the request to the Development Project Management Center (DPMC) which had been recently created to help improve project management capabilities in AID host countries. In the Spring of 1976, DPMC sent a team to help write a Project Paper for an AID-Jamaica Project. The design team consisted of Morris J. Solomon and Edward E. Rizzo. They worked primarily with the Director of the Projects Division to determine project design. Jointly it was decided that the project goals could be expanded to meet the objectives even more effectively. The expanded goals were:

- (1) to create a Jamaican capability to train and consult on planning, appraising and implementing projects;
- (2) to train a large number of Jamaicans in project planning and management; and
- (3) to create a stream of successfully implemented projects.

With this expansion of objectives, the roles of the American technical experts were also changed. The narrow work scopes as project design officers were broadened to incorporate the institutionalization of an action-oriented training and consultancy team in the Projects Division. The advisors would promote project development and management by introducing "action-training" methods and approaches to simultaneously move projects and train project officers.

Based upon the agreement of the Director of the Projects Division to the main outlines and revised goals, the American design team of DPMC took primary responsibility for preparation of project documentation. Unfortunately, the Director left for Washington, D.C. at a critical time and designated subordinates were not able to fully participate in design formulation. Despite persistent attempts by the American design team, it was not possible to get meaningful participation of the functional Ministries who were to form an Advisory and Steering committee for the project. In response to time constraints for USAID presentation and the urgency stressed by the Projects Division, the Project Paper was completed by the consultants within a four week period. Upon submission, it received almost immediately the appropriate approvals from both USAID and the Government of Jamaica, and the Project Agreement was signed.

In conjunction with the objectives of improving project performance, the IDB was also approached to help the Projects Division through supplementary staff. The IDB agreed to provide two advisors for one year to assist in the establishment of a revolving fund for project pre-investment planning and in the design of improved project management systems. There was collaboration on the project designs to encourage suitable liaison between the work of the IDB and AID advisors.

## II. Management Improvement Results

### A. Intended Results

The intended result of the National Planning Project was an increased flow of development projects. More projects would be submitted for consideration; better project proposals would be forwarded to donor/lender agencies; more projects would receive funding; project implementation would be faster. The focus was upon projects with foreign loan financing, so the flow of foreign exchange into the government budget and the economy would be facilitated. In addition, the projects would deliver promised benefits as a visible fulfillment of government promises for development.

The project would be judged successful if there was an increased number of funded projects from international loan sources and if there was an increased flow of projects through all stages of the project pipeline. Because of the mandate of the Projects Division, the primary concern was with project formulation, approval and loan negotiation. However, the need for improved implementation performances was also recognized. It was expected that the flow of projects initiated through this effort would be perpetuated through institutionalized planning, management and training capabilities.

### B. Evidence of Results

The most obvious quantitative indication of project results is the Project Inventory. The number of projects submitted for loan consideration also increased significantly. Over the life of the project (1976-1980), the number of approved projects in the Project Inventory of the Projects Division increased from approximately 40 to over 100 loan projects which are at various stages of planning and implementation. The actual impact, however, should encompass all types of government projects, not just those receiving foreign loan financing. Domestically financed and smaller projects were raised to a level of national priority during

1977 and 1978 through Emergency Production Plans and Cooperative Enterprise Project Development. These government efforts clearly benefited from the National Planning Project. A simple planning document, the Project Profile, designed by PDRT facilitated the flow of ideas to government. This Project Profile was used, also, to move projects quickly in response to Emergency Planning following flooding in 1979. The management improvement effort of the National Planning Project obviously had impact beyond large government loan projects as evidenced by its influence on project planning and management improvement in other areas, such as small enterprise, cooperatives domestically-financed and emergency relief projects.

### C. Factors Influencing Accomplishment of Results

The primary factor which influenced accomplishments of results is that the project management improvement technology designed into the project has immediate and direct project results. Project management performance is rapidly improved because "live" projects are an integral part of the technology. Project planning and management is improved through "action-training" with actual project teams, working in their real organizational context. Team members are given the relevant knowledge and skills to carry out their assignments on live projects within specific terms of reference. "Action-training" involves a concerted organization development effort to strengthen project management support systems in the organizational environment. By supporting projects and project management systems, action-training can be sharply focussed to solve organizational problems and meet actual and immediate project needs for skills and knowledge relevant to performance on live projects as the projects are moved forward. The working/learning environment created by action-training promotes high degrees of relevance, reality, and responsibility which strongly motivates participants. Through project teams, links are created within and between organizations to facilitate project and organization development and to improve overall management effectiveness. The technology permits a comprehensive, but flexible, approach to implementation which methodologically and operationally addresses specifically identified problems affecting overall performance on projects.

The achievement of results was naturally strongly affected by factors external to the technology. These can be summarized as the perseverance of traditional approaches in project management, the Civil Service structures, commitment of key

environmental actors, and the socio-economic context. The project did not begin in a vacuum. Government structures and personnel had experience in moving projects. Much of the power and influence in decision-making had been personalized, but had proven effective in some ways. Traditional power structures had to be carefully reviewed and evaluated before revised systems could be institutionalized. The project effort required organizational development interventions as well as early demonstrable evidence of the value of the proposed revised approaches.

Civil Service structures strongly affected the project effort. Institutionalization of the training-consulting unit was delayed because a team could not be recruited and appointed under existing arrangements in the Ministry of Finance. In 1979, a Ministry Paper resulted in the creation of a statutory body (PAMCO)\* with specific responsibilities for projects and the introduction and integration of project planning and monitoring systems to finally resolve many of the issues regarding institutionalization and systems development. Also, within the bureaucratic context, the normal incentive systems were not promoting productive project performance. Some adaptations were made, for example, it was decided to permit topping of salaries for personnel temporarily assigned to internationally financed projects to resolve some project staffing problems. Monitoring and reporting systems were revised to meet project needs. Decision-making structures and feedback systems were installed to support project and organizational performance. Care must be taken, however, in adjusting bureaucratic structures to meet project needs because the revisions may have unintended dysfunctional impacts throughout the system despite the positive immediate impacts on projects.

The commitment of key actors in the project management environment is critical for achieving project results. There were four Directors of the Projects Division over the project, each with a different set of primary objectives and different understandings of the value and role of this new unit. The commitment of the political directorate was mixed also. Politicians often sought immediate results of improved performance on specific projects, but resisted the discipline implicit in the systems and frameworks for planning, analysis and management as well as the shared decision-making patterns. The cooperation of donor/lender agencies also

\* The Project Analysis and Monitoring Company, an agency of the Ministry of Finance and Planning.

varied as each was accustomed to its own established modes of operation with respect to sequencing of planning documents and decisions. They had to be convinced to coordinate with the Jamaican system, for example, to seek approval through the government system rather than depending solely on the interest of the sponsoring sector or Ministry.

Finally, the socio-economic setting played a great role in project accomplishments. The movement toward self-reliance led to an emphasis on smaller projects for which financing was domestically determined and controlled. Within the context of a declining economic performance, alternative ideological preferences, and shifting developmental thrusts, there were definite changes in the nature and management of national projects. Impact indicators for the National Planning Project had to be reinterpreted within this changing context. An implicit characteristic of this technology is that it is so meshed with its environment that it can be easily adapted to the immediate context while maintaining basic performance standards adequate to establish relevance and credibility by actual and immediate project outputs.

### III. Management Improvement Technology

#### A. An Overview of the Technology

The management improvement technology of the National Planning Project basically has three components:

- (1) the use of an "action-training" approach which is characterized by an emphasis on in-country, on-the-spot training of teams actually assigned to "live" priority projects;
- (2) the creation of a national training and consulting team to facilitate the development of projects and the strengthening of national capabilities in project planning and management; and
- (3) the institutionalization of project management systems for unifying and clarifying the mass of procedures, methods, responsibilities and possible actions required to move projects through various stages of development.

As applied in the National Planning Project/Jamaica, this was a unique and innovative application of this project management improvement technology. It is the first time that all three components of the technology were combined for an in-

country long-term project. Because of this, there was a great deal of flexibility in the project design, and only the major outlines of the technology were firmly embedded in the project paper. The Project Design Summary is shown in Figure 1, The Logical Framework for the National Planning Project.

#### B. History of the Development of the Technology

The first known attempt to use actual projects in project analysis was in a six week course given by Morris J. Solomon at the Graduate School of Public and International Affairs of the University of Pittsburgh in 1962 or 1963. The course had a theoretical and analytical phase and a "practical phase." The participants were asked to discuss a related problem in their country and what were some possible approaches to solving the problem. After some discussion, the concept or technique would be introduced in relation to the problem and whether and how suitable it was for their country. Then there were exercises and hypothetical problems which the students had to do, designed to stretch their understanding of the concept and give them practice in using the analytical techniques. In the practical phase, interdisciplinary groups were formed (generally from different countries) to work on a real project that had been brought from various countries. From 1963 through 1965, Solomon directed a series of workshops in Latin America under the auspices of the Organization of American States in Venezuela, Central America, Colombia, and Brazil. It was apparent that having participants relate concepts and techniques to country situations heightened interest in the content of the course. This, together with instructor guidance on group work on an actual project, created a very favorable learning environment. There was a strong tendency for a great deal of peer learning to take place. Each project group member learned something from the different disciplines of his team members. An important result was that participants gained a new appreciation of the relevance of different disciplines for project design and analysis.

The learning that took place in the OAS Workshop was excellent. Follow-up activities of Solomon, however, indicated that many of the participants did not get a chance to apply on the job what they learned. In many cases, their supervisors did not understand the possibilities of using their newly acquired skills. Project design and analysis was unsystematic and highly personal. In some cases, supervisors required their subordinates to use their new skills to dress up pro-

Figure 1: PROJECT DESIGN SUMMARY  
LOGICAL FRAMEWORK

Date of Report: May 11, 1976  
 From: 1976 to: 1978  
 Total US Funding: \$875,000  
 Date Prepared: May 6, 1976

Project Title & Number: NATIONAL PLANNING (INVESTMENT PROGRAMMING - PROJECTS)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Program or Sector Goal: The broader objective to which this project contributes.</p> <p>Increase the utilization of available development resources.</p>	<p>Measures of Goal Achievement:</p> <p>Increase institutional loans (project) from abroad by minimum of 80% for the period 1977 - 1980 over the base period 1973 - 1976.</p>	<p>Examine Government Budget and the reports of lending institutions.</p>	<p>Assumptions for achieving goal targets:</p> <ol style="list-style-type: none"> <li>1. Availability of funds and interest of lenders in GDI projects.</li> <li>2. Political and economic conditions favorable to development in Jamaica.</li> </ol>
<p>Project Purpose:</p> <p>Establish a GOJ capability in project design and management which will:</p> <ol style="list-style-type: none"> <li>A. Increase the number of Jamaican development projects available for financing by foreign and domestic sources.</li> <li>B. Improve project implementation and reduce project completion time.</li> </ol>	<p>Conditions that will indicate purpose has been achieved: End of project status.</p> <ol style="list-style-type: none"> <li>1. During period 1977 - 1980, plan 40 or more Ministries Projects, compared to 20 Projects in base period 1973 - 1976.</li> <li>2. PDRT/Working Teams will design and develop approximately 10 projects per year.</li> <li>3. Increase the project expenditure rate by 40% during 1977 - 1980 over the base period 1973-1976.</li> </ol>	<ol style="list-style-type: none"> <li>1. Examine Project Plans and Investment Program.</li> <li>2. Analyze Government reports for Project rate of expenditure.</li> </ol>	<p>Assumptions for achieving purpose:</p> <ol style="list-style-type: none"> <li>1. GOJ will have sufficient Projects identified and staff to prepare Projects.</li> <li>2. GOJ maintains current objective (for speeding up project implementation and takes necessary supportive actions).</li> <li>3. Some member(s) of Ministry Working Group (design) will be involved with implementation phase of project.</li> </ol>
<p>Outputs:</p> <ol style="list-style-type: none"> <li>1. A Jamaican Project Development Resource Team (PDRT) with training and experience.</li> <li>2. Work Groups in Government Ministries trained in project preparation and implementation.</li> <li>3. A Jamaican Training Manual for Project Preparation and Execution.</li> </ol>	<p>Magnitude of Outputs:</p> <ol style="list-style-type: none"> <li>1. A team of 4 officials with 2 or more years of training and consultation experience.</li> <li>2. Over 180 persons (about 36 Work Groups) trained by end of Project.</li> <li>3. A Manual containing Teaching Materials on methods covering all project phases.</li> </ol>	<ol style="list-style-type: none"> <li>1. Observation and Project Reports.</li> <li>2. Examine records of persons trained and Groups formed.</li> <li>3. Examination of Manual.</li> </ol>	<p>Assumptions for achieving outputs:</p> <ol style="list-style-type: none"> <li>1. PDRT will receive salary level and top-level support adequate to retain them.</li> <li>2. Ministries will cooperate in sponsoring Groups, selecting Projects and releasing employees for training. Adequate incentives for members of Work Groups.</li> <li>3. PDRT and Ministries will collaborate in developing Manual (provide data, Case Studies, etc.)</li> </ol>
<p>Inputs:</p> <ol style="list-style-type: none"> <li>1. AID financing: Technical Assistance \$370,000; Commodities \$15,000.</li> <li>2. GOJ financing, staff, logistic support.</li> <li>3. IDB technical assistance.</li> </ol>	<p>Implementation Target (Type and Quantity)</p> <ol style="list-style-type: none"> <li>1. AID: \$375,000 Grant over 3-year period.</li> <li>2. GOJ: \$175,000 Local Funds and salaries for Work Groups.</li> <li>3. IDB: \$80,000 for two technicians (GOJ contributing \$10,000 of cost).</li> </ol>	<ol style="list-style-type: none"> <li>1. AID: Budget and Fiscal Reports.</li> <li>2. GOJ: Observation of staff and supporting services provided. Budget and Reports.</li> <li>3. IDB: Observation of technician services.</li> </ol>	<p>Assumptions for providing inputs:</p> <ol style="list-style-type: none"> <li>1. AID: Appropriation approved and timely disbursement. Answers competent advisors can be procured and backstopped.</li> <li>2. GOJ: Provide number and quality of counterparts required on time. Continue support and financing at proper level.</li> <li>3. IDB: Provide competent assistance and coordinate with USAID contractors.</li> </ol>

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posed projects.

In 1966, Solomon was asked by the Organization of American States to introduce the practical phase into the project analysis curriculum of CETREDE in Fortaleza, Brazil. Despite initial skepticism by the staff, Mr. Solomon instituted such a practical phase. The staff was surprised at the response of the participants and the high quality of the projects prepared. The practical phase became an established part of the curriculum. It was extended to the course in project implementation as well. Many of the projects coming out of CETREDE courses have been financed by the Bank of Northeast. At a later point when the Government of Brazil took over CETREDE, they continued this feature in their project management courses.

The use of the practical phase was adopted by the three person University of Public Administration of the University of Ife in 1971-75. Follow-up of participants indicated results similar to those found in the OAS Workshops.

### C. Technology Formulation and Design

#### Action-Training

The key to this project management technology is the "action-training" methodology, an approach characterized by an emphasis on in-country, on-the-spot project management training for persons having actual responsibility for "live" projects. Action-training is tailored to answer the needs of people to solve problems on real project activities. Action-training makes use of their own experience, project activities and problems as focal points for persons to learn project management.

As a form of systematic, action-oriented, in-service training, this methodology by its very nature performs practical functions of project development. In practice, projects used in action-training are selected by the sponsoring agency or minister and a project work group is assigned to the development of the project. For the planning phase, the project planning team is first given a brief initial training (e.g. 80 hours) during which they begin to plan the project. This is followed by a period of consultations and seminars until an entire project plan is completed. If a project is authorized for implementation, a project implementation team is appointed and receives initial training on implementation (e.g. 80 hours) followed by consultations, workshops and progress reviews. Figure 2 illustrates the project design for action-training.

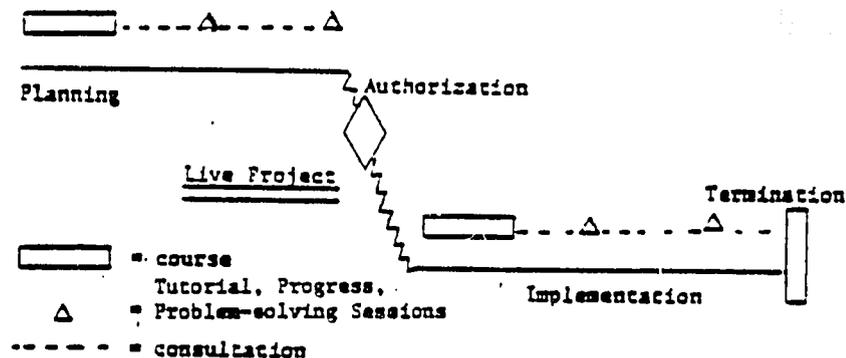


Figure 2 - Action-Training Model

### The Project Development Resource Team

Action-training is carried out by a training and consulting team which is experienced and knowledgeable in the planning and management of projects. This team should be:

- (1) inter-disciplinary composed of professionals highly qualified in relevant areas such as financial analysis and accounting, engineering, agricultural economics, education, etc.;
- (2) assigned fulltime to the work of the PDRT; and
- (3) located in a central national ministry (such as the Ministry of Finance) or enjoy close access to such a central national ministry.

In Jamaica, this team was called the Project Development Resource Team (PDRT). This is truly a project development resource team because it gives specific project development assistance through consultation and training. The PDRT helps in the design of projects and project systems. The team trains and consults with clients in support of specific project relevant activities within the existing project systems, such as the use of proper project documentation, application of appraisal criteria, procedures for reviews and decision points, implementation planning, reporting and monitoring responsibilities, and so on.

The PDRT conducts workshops and problem-solving sessions which are carefully planned to respond to the operational needs of project work teams and the sponsoring organizations. The timing and duration of PDRT activities are organized at the

convenience of the operating ministries and agencies. This requires a commitment to flexibility to permit the variation in activities to be really helpful to project teams, i.e., duration, coverage, scope involving varying mixes of training and action, medium and long-term interventions and workshops. All activities are planned and carried out in close collaboration with responsible officials of the project and parent organization.

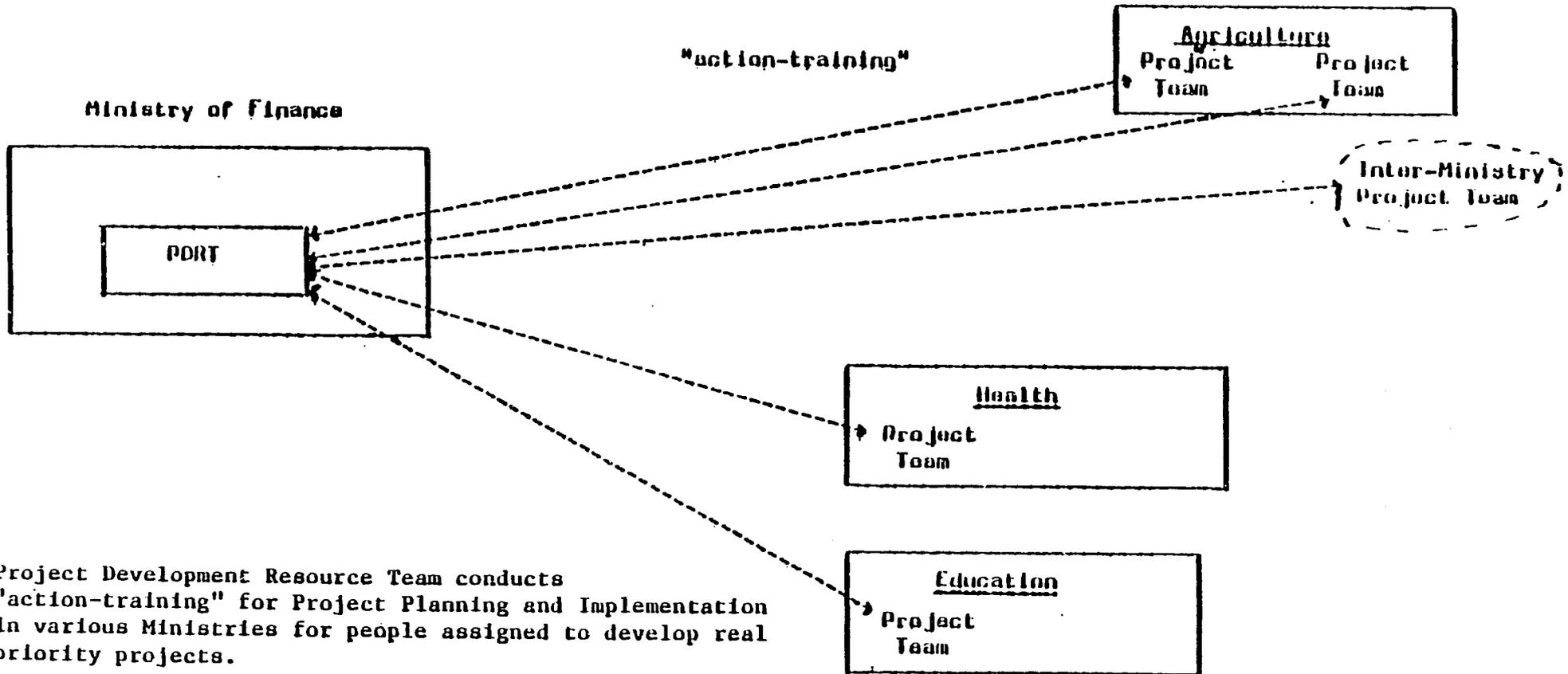
The PDRT service to operational ministries and agencies promotes immediate project progress while building a capacity for future reliance on the indigenous trained project work team. Responsibility for the project is maintained with the sponsoring organization. As part of the project design, foreign advisors can be used to complement host country team members and for additional temporary technical assistance on specific projects on a needed basis. The responsibility for the effort, however, is always with the indigenous organization.

In the National Planning Project, the PDRT was located in the Projects Division of the Ministry of Finance. The PDRT's responsibility was to use action-training to facilitate the development of projects and to upgrade planning and management capabilities in functional ministries and agencies. (See Figure 3)

As illustrated in Figure 3, the relationship of the PDRT with the sponsoring or executing agencies is two-way. The operating agencies are viewed and served as clients by the PDRT. The PDRT must develop an awareness and sensitivity to the ministries. They learn what is needed, what is already known, what resources exist to be mobilized, what is expected of them, and what realistically can be accomplished. The stance of "learner" is critical for all those involved in action-training—the advisors, the PDRT, the project workteam, and the managers of the sponsoring organization.

#### Project Management Systems

One of the fundamental difficulties of project management is that a project requires temporary, but effective, organization capable of bringing together the numerous policies, decisions and resources that influence implementation. Projects cut across established organizational boundaries and require coordination of diverse and fragmented sets of inputs, information, decisions, staff, procedures and structures from the earliest points of project identification. Project management systems are needed to coordinate and integrate the design, authorization and man-



- 13 -

Project Development Resource Team conducts "action-training" for Project Planning and Implementation in various Ministries for people assigned to develop real priority projects.

\* PAMCO (Project Analysis and Monitoring Company) was formerly the Projects Division of the Ministry of Finance

Figure 3 : The Training-Consultation Team and Project Work Groups

agement of projects from their conception through implementation into routine operations. Project management systems also lay foundations for participation which builds commitment to the purposes and design of the project, incorporates diverse knowledge and perceptions, and ensures that projects reflect the realities of their environment.

A comprehensive project management system is a unified process to coordinate and integrate all activities of planning, decision-making and management from project conception through implementation. Institutionalized systems clarify and define the mass of procedures, methods and possible actions required to move projects through particular stages of development. A comprehensive system is composed of distinct subsystems dealing with those specific activities related to identification, planning, appraisal, design, selection, approval, authorization, activation, implementation, control, termination and/or evaluation. Decision-making, procedures, formats, worksheets, criteria, responsibilities, and reviews are well defined to facilitate the movement of projects along a similar path within a consistently applied framework. Indigenous project management systems create the climate for collaboration and cooperation for host country organizations as well as donor/lending agencies and facilitate an environment of mutual understanding, appreciation and accomplishment so that appropriate organizations can work together. Common frameworks, language, criteria and processes eliminate much of the ad hoc fragmented nature of project development and implementation. Project management systems provide the foundation for and create an environment in which the other components of the technology--action-training and the training-consultancy team--can be effectively applied.

#### D. Technology Application

The PDRT was responsible to:

- (1) increase project planning, implementation and management capabilities throughout government, especially at the implementing levels, to support policies of government development and decentralization;
- (2) utilize "action-training" so that all training results in direct and immediate project development; and
- (3) to become an institutionalized indigenous unit capable of carrying on training and consultation for future development of Jamaican capabilities in project management.

The National Planning Project was activated when the PDRT was formed in November 1976, with the arrival of two American advisors (an engineer and a project economist/trainer) to join two Jamaican team members (systems analyst and financial analyst). The PDRT was to accelerate the movement of projects through planning an implementation stages by training and consulting with project work teams.

Because new projects in agriculture were urgently required by the government, priority was initially given to the Ministry of Agriculture. Also, the initial emphasis was on planning and appraisal of new projects to attract foreign exchange. As new projects were developed and approved and bottlenecks in implementation became evident, action-training was shifted to include implementation and management. It was also expanded to health, education and other sectors as systems and the capacity for projects were developed for agriculture.

Projects are models of causation, designed to produce desired change. They are based on sets of hypotheses and assumptions about how the world is, how it acts and how it can be changed. Most development projects have more uncertainty than is implied in the written designs. This tends to be particularly true of institution-building and organization change projects. Uncertainty and ignorance about the project environment and operational factors of causation combine to produce circumstances throughout implementation which require substantial modification of original project plans. Fortunately, the project design and management of the National Planning Projects permitted a great deal of flexibility, experimentation and autonomy of implementation so that modifications could be made to meet the demands of the operational situations and environment.

Major modifications in the original plans of the National Planning Project included the following:

1. Building of a Project Planning System,
2. Institutionalization of Project Management Systems,
3. Introduction of Standard Project Documents, e.g., The Project Profile, as part of the Project system,
4. Diversification of Training For Different Roles in Project Planning, Implementation Planning and Management,
5. Diversification of Training Interventions For Different Situations, and
6. Broadened Concept of the PDRT Training Role.

## 1. Building a Project Planning System

The PDRT designed project management training to serve the decision makers by introducing a coordinated system for project identification, appraisal, planning and approval to which the training could relate. Intensive study and discussions with Jamaican officials resulted in the designing of a Jamaican Project System and the subsequent adoption of this system by the Jamaican Government. The project planning system has evolved into a definite form after considerable experience with actual projects over the past three years. The system involves the development of standardized formats for project documents so that comprehensive and comparable information is forwarded on all projects to facilitate analysis and the decision making processes.

At designated points in the process, and with data submitted in given formats, decisions are made about the project using criteria of priority and worthiness. The process and content of the project system form the basis for the PDRT training programs. Figure 4 represents an overview of the Jamaican Project Planning System. It indicates a series of project studies of successively increasing costs. Of course the system is only a model. The time, number and depth of pre-investment studies will vary depending upon the size and complexity of the project as well as other variables. The PDRT tailored action-training to support the performance of the newly established Project Planning System, rather than focusing solely upon selected projects.

An important lesson learned from the project is that action-training works best within coherent systems of project planning, selection and monitoring. One of the first tasks of PDRT was to design a Project Planning and Decision-Making System. This system has evolved into an accepted process for government decision making on projects. At the Identification Stage, an inter-ministerial Pre-Selection Committee judges the merits of the project idea in light of national and sectorial priorities. The Pre-Selection Committee is composed of representatives from all key Ministries and Agencies involved in development, such as National Planning Agency, Scientific Research Council, Project Analysis & Monitoring Company, Minister of State for Planning, etc. It can promote a project for further study (involving more extensive investigation and the expenditure of pre-investment financing for feasibility studies), recommend implementation, request clarification or reformulation regarding aspects of the project or reject the project. The de-



cision of the Pre-Selection Committee must be reviewed and approved by the Economic Council before it is official. This decision point permits early discussion on the desirability of pursuing further study on ideas submitted and reduces costs on project studies. PAMCO serves as secretariat to the Pre-Selection Committee and coordinates the appraisal of the projects in advanced study stages.

## 2. Institutionalization of Project Management Systems

The success of the Project Planning System in resolving basic problems in the flow of projects through the planning stages led to an awareness of the need for the introduction of management systems for other phases of the project life. Specific problems had been identified in terms of monitoring and budgeting project funding, for example, which could be more easily resolved if project management systems were initiated for tighter reporting and control. Consequently, PAMCO has become responsible for designing and implementing project monitoring, auditing and management systems. Distinct implementation plans are required for projects. Monitoring is carried out on work schedules and budgets. Reporting is streamlined and integrated at various levels to be synchronized with critical decision dates and points. The various systems which have been recently initiated have already had a positive impact on project implementation performance, the controlled use of foreign exchange, improved project budget coordination, implementation problem identification and resolution, and project audits evaluations.

The PDRT plays a key role in the design and institutionalization of project implementation and monitoring systems which were established to facilitate and expedite project implementation. To support the original project goals, PAMCO plays a central role in project monitoring to ensure effective and efficient use of foreign exchange on capital investment projects. These expanded project management systems demand an expansion of PDRT's training role. As planning capacity is increased, the earlier focus upon project pre-investment planning is shifted to implementation and management problem-solving.

The introduction of project management systems involves significant change in organizational systems and behaviors. This is not a quick or easy process. It requires that the PDRT have expertise and experience in the approaches and techniques of organizational change and development as well as in training and technical areas. The project design did not reflect the importance of this aspect of the

project. For example, the qualifications of the PDRT and the project advisors did not include skills relevant to organizational development, training and consultation. While the critical role of systems development and organizational change was not reflected in the project design, the need for these skills and activities were recognized and provided for at the early stage of implementation.

### 3. Development of Standard Project Documents, e.g., The Project Profile

The introduction of project management systems requires the development of standardized documents, formats and criteria for systematic application in appraisal and decision-making. Different documentation tools have been developed with respect to the project planning and monitoring systems in Jamaica. For example, standardized reporting forms are required to synthesize information needed by different units in the government such as the Ministry of Finance and the Bank of Jamaica and are systematically coordinated so that the flow of information is streamlined and the demands for reporting on project managers are facilitated and minimized. The use of these standardized documents can be very wide as their usefulness is recognized and they are adapted beyond their immediate area of application. A very good example of this is the Project Profile. As explained below, it has been widely adapted. It must be remembered that this is only an example of the necessary documentation, and that any document is a tool which must be used properly to be effective. Tools, such as these documents, must be seen as part of the systems and processes for which they are designed. They do not perform fully their intended functions unless they are integrated into project planning and management systems.

The Project Profile is a relatively short but complete description of the project. Designed to answer the most basic and relevant questions about projects at the earliest stages of formulation (why, what, who, when, how), the Project Profile provides a standard format which can be used and adapted for a wide variety of projects. Its function is to ensure that adequate information is at hand when the first decisions about the desirability of a project are made. The Project Profile is relatively simple to prepare, because it is based upon existing and readily available data. From a Project Profile, the areas in which data are still required may be identified for further study, but the Project Profile itself should involve only a modest expenditure of time and money.

One unforeseen impact of the project has been the wide use of the Project Profile developed by the PDRT. Its use in Jamaica has increased the number of project ideas flowing into Ministries, the participation of field staff in project preparation, and the elimination of non-priority or undesirable project ideas. The Project Profile has been adopted by a number of organizations working at the community level; its simplicity permits easy and early development of project ideas which can be further formulated by communities with the assistance of specialist advisors from both government and non-government agencies. One agency, Community Enterprise Organization Company, is responsible for the development of community projects to increase the growth and sufficiency of small communities. This agency depends heavily upon the Project Profile for basic project development. The Project Profile has also ensured better use of pre-investment study funding, initiated under IDB projects for projects which have been pre-selected.

The Project Profile facilitates rapid development of project ideas. This was demonstrated for example in 1979 when Jamaica experienced extensive flooding. The emergency relief committee required an immediate flow of project ideas to form a disaster relief program. The Project Profile became the major vehicle for submitting ideas for appraisal and incorporation into the larger rehabilitation program.

The Project Profile is an extremely important document. It permits the development of a relatively large inventory of project ideas from which projects may be selected for presentation to international agencies--with a minimal training in planning and appraisal.

#### 4. Role Training For Project Development

The original project design considered that training would be addressed to project teams responsible for planning and then implementation of projects. In examining the actual project processes, it became clear that different persons and units performed a wide variety of tasks in relation to every project. The capacity to develop projects was dependent upon everyone knowing how to perform their respective functions well rather than one team knowing all. The various roles in project management systems include, for example, project identification, project profile preparation, project appraisal, feasibility study, managing con-

sultants, etc. The PDRT adapted the action-training model so that it would be geared to narrower roles that specific working groups were performing. For example, the Project Profile is drawn up by one set of people; its official appraisal is done by another set; the feasibility study by still another, etc. This led the PDRT to tailor the training to a larger number of specific roles corresponding to roles in actual projects. The major focus of action-training to the present, has been in five major areas: Project Profile Preparation, Project Implementation Planning, Project Management, Project Administration, Project Appraisal, and Project Monitoring.

It is necessary for the PDRT to have a capability for all types of interventions because of the variety of demands and opportunities. Figure 5 illustrates the various roles that have a place in most projects in Jamaica. Training is seen as a means of giving the required skills to those who will be carrying out these roles.

#### 5. Diversification of Training Interventions

ACTION: Developing Real Projects  
TRAINING: Developing Human Skills

Action-Training is an approach to training which is not confined to a single model, but can be determined by the needs of the trainees and the problems of the projects incorporated in the training. It was soon discovered that "Action-Training" can have an alternating focus either upon ACTION or upon TRAINING. The PDRT had to integrate the complementary but competing objectives of action and training.

These objectives are complementary but can also be competitive. The persistence of traditional perceptions of training forces the demand for a "certificate" as the end product of the course (TRAINING). In contrast, the urgency for successful projects forces the demand for moving projects, regardless of the training involved (ACTION).

In PDRT activities, the two objectives are well integrated and complement each other so that the real projects are developed while training is conducted. In other instances, the objectives are not combined well and may compete with each

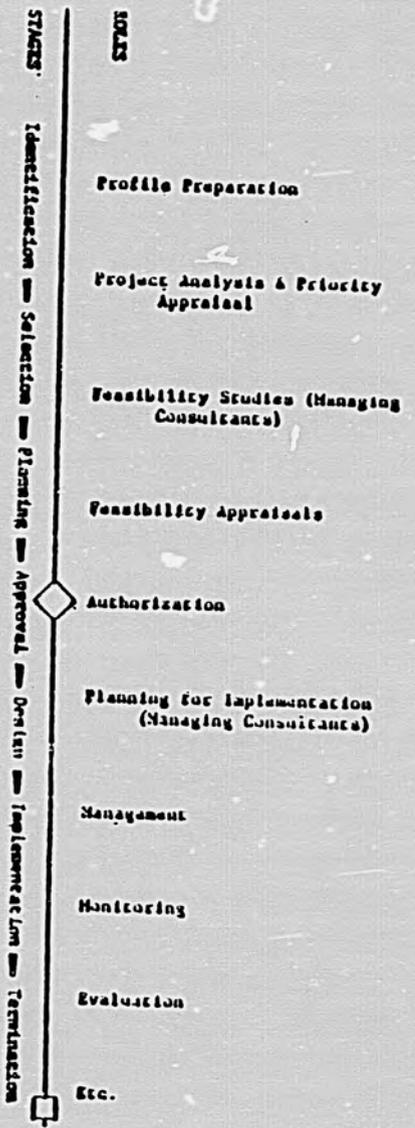


Figure 5 - Stages of a Live Project and Some Different Roles of Project Personnel

other. In project workshops, the PDRT is given the mandate to see that the project is developed, therefore, action is the focus, not training. In some courses, training is the focus, project simulations are used, but not actual projects are developed. The expectations of the client Ministries or Agencies and the availability of real projects for certain exercises often determine whether ACTION or TRAINING may be integrated in a single course. The PDRT has balanced the forces by differentiating the training interventions to include the variety of interventions shown in Figure 6.

Figure 6 - PDRT Matrix of Action-Training Interventions

	action - - - - - ACTION	
C R A I N I N G	<u>action-training</u> seminars lectures surveys project study	<u>ACTION-training</u> PROJECT consultation PROJECT workshops PROJECT reviews PROJECT appraisals
T R A I N I N G	<u>action-TRAINING</u> administration COURSE planning SEMINARS analysis SEMINARS "in-country COURSES"	<u>ACTION-TRAINING</u> PROJECT PROFILE COURSE IMPLEMENTATION PLANNING COURSE PROJECT MANAGEMENT COURSE PROJECT WORKSHOPS

It was found useful to provide a broader range of training interventions than was anticipated. For example, the PDRT has given a one-day overview of project management to high level government officials and members of the political directorate; one-day consultations with a project group on specific planning of implementation problems; university lectures, etc. While the action-training approach was retained, it was found that there was scope for a varying mix of action and training. Different training interventions emphasize more strongly either action or training: Seminars de-emphasize action but highlight content while consultation and workshops de-emphasize content and emphasize action.

The specific content of any training intervention is determined by the roles

of the persons being trained with respect to real projects and the status of development of the projects used in the training. As different persons have different responsibilities toward projects at different points, action-training attempts to give them the specific tools and understanding necessary for the performance of their specific tasks. In addition, the training focuses on the actual problems encountered on a real project rather than on general presentations. For example, a session is given on Appraisal Criteria only as it is relevant to the actual project being developed and the responsibility of the project team.

Seminars have played an important role. They are useful for top level officials who cannot attend workshops, but must be familiar with project planning and management. They are also useful to introduce and explain innovations such as the project profile and the project planning and monitoring systems. Seminars have helped to establish the program of PDRT by giving both visibility and credibility to the team.

Administrative courses have been important in helping to establish linkages with other training institutions and building a training reputation; project profile and project implementation courses have been most important for establishing the reputation of the PDRT as a practical and useful training-consultation team. Consultation has been an important means for establishing credibility and introducing Project Profiles. Extended two to three weeks, Project Management Workshops have permitted the development of management plans for specific projects directly involving project managers in the process.

#### 6. Broadened Concept of the PDRT Training Role

As can be seen from the activities described above, the PDRT broadened its mandate to include taking an active role in the creation of a Jamaican Project System in order to facilitate training as well as project planning and management. In addition, the PDRT has provided training assistance to other training institutions in Jamaica. For example, when the Administrative Staff College was set up by the Public Service Commission, the PDRT helped design and provide lecture and consultation inputs for courses in project management. The PDRT has assisted with the development of planning and implementation units and systems in various Ministries and Agencies. The PDRT encouraged the Ministry of Agriculture to continue to give a course on project profile preparation to local extension personnel

using Ministry of Agriculture Staff. The PDRT members have been guest lecturers at special programs, such as one on project management at the University of West Indies. Thus, the PDRT becomes actively involved in the total training programs relevant to projects and organization development to support overall project performance of Selected Ministries and Agencies.

#### E. Evidence of Accomplishments (Project Outputs)

The evident outputs of the project at this time can be summarized into four major categories--Institutionalization, Training of Trainers, Project and Participant Summaries, and Materials Development. Institutionalization: The Project Development Resource Team is an institutionalized unit of the Project Analysis & Monitoring Company, an agency of the Ministry of Finance. Project Planning Systems are institutionalized within several key Ministries and at the National Level. Project Monitoring systems are being institutionalized at the Ministry and National Levels. Training of Trainers: An inter-disciplinary, experienced and highly qualified four-member team now composes the PDRT. They have received training while training during the past year and are carrying on a very active program of training, consultation and project development and monitoring. In addition, previous members of the PDRT who have left still hold positions in which their training is useful. One person initiated a project management course at the newly opened Administrative Staff College and has gone to the Caribbean Development Bank where he will open a similar program there. Another member has become the Director of the Project Courses and Seminars at the Administrative Staff College. Other members still work on projects with the Ministry, and Small Business in Jamaica. Materials Development: The PDRT developed a comprehensive set of training materials which is being published by the Government of Jamaica as the Project Planning and Management Series. The series consists of manuals on project planning and management as well as 46 modules on specific tools, techniques and concepts of project planning and management, such as discounting, internal rate of return, management information systems, etc. See Figure 7 for a full set of the Series, which is constructed very flexibly so it can be adapted to meet new needs and revisions. Several new modules are already being added to the Series. Summary of Participants and Project Development:

Figure 7

Project Planning and Management Series

MANUAL - P-1 Planning for Project Implementation

MANUAL - P-2 Project Planning

MANUAL - M Project Management

MANUAL - PF Pioneer Farm Implementation Planning

MODULES

1. Defining Project Objectives (Objective Trees)
2. The Logical Framework
3. Work Breakdown Structure
4. Activity Description Sheets
5. Project Organisation
6. Linear Responsibility Charts
7. Project Scheduling - Bar Charts
8. Bar Charting for Project Control/Scheduling
9. Project Scheduling - NETWORK Analysis
10. Milestones Description Charts
11. Resource Planning & Budgeting
12. The Role of PAMCO
13. Project Technology Analysis
14. Demand Analysis
15. Market Strategy Analysis
16. Project Area Analysis
17. Project Costs & Benefits
18. Project Profile
19. Financial Analysis
20. Cash Flow Analysis
21. Discounting
22. Net Present Worth Analysis
23. Cost-Benefit Analysis
24. Benefit-Cost Ratio Analysis
25. Internal Rate of Return
26. Social Analysis of a Project
27. Economic Analysis of Projects (including Border Pricing)
28. Financial Statements & Ratios
29. Project Selection & Ratios Analysis
30. Brainstorming
31. Decision-making System for Projects
32. Project Institutional/Environmental Analysis
33. Ecological Analysis for Projects
34. Introduction to Contracts, Jamaican Contract Documents & Tendering Procedures
35. Selection & Use of Consultants
36. Project Documents for Planning & Implementation
37. Report Writing for Projects
38. Project Files
39. Formats for Pre-Feasibility & Feasibility Studies
40. Motivation of Employees and Personnel Evaluation
41. Design of a Project Management Control System
42. Evaluating & Forecasting Project Progress & Performance
43. Project Termination
44. Introduction to Lending Agencies
45. Organising and Conducting Conference meetings
46. Withdrawal of and Accounting for Loan Funds in the Financing of Projects

BEST AVAILABLE DOCUMENT

Over the life of the project, assistance has been given to nearly 150 projects at various stages of development. The assistance always has a specific terms of reference, such as development of Project Profile, Feasibility Study, Implementation Plan or Monitoring System, etc. Project development and management assistance has been given through workshops and through consultations. A summary of the project action-training activities over the life of the project are summarized in Figure 8.

Figure 8 Summary of PDRT Action-Training Activities (1977-1980)

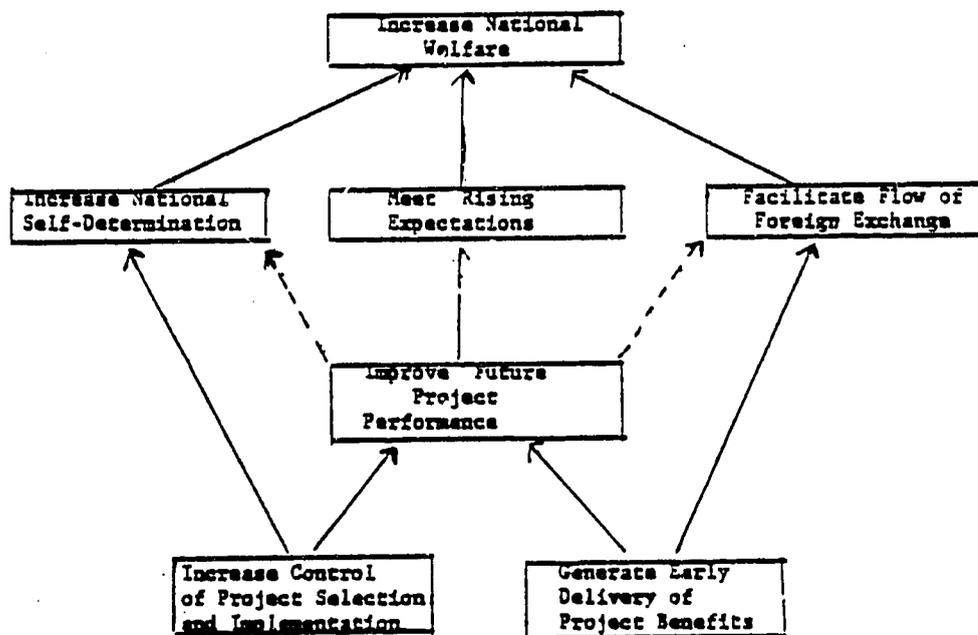
Type of Training	projects assisted	persons trained
Project Planning Workshops	42	182
Project Implementation-Management Workshops	30	160
Consultations: Project Planning	54	110
Consultations: Management/Implementation	20	98
Seminars: Planning and/or Management	--	550

#### IV. Long Term Development Results

##### A. Desired Long Term Goals

As with all development projects, the ultimate goal may be summarized as increasing national welfare. There are, however, many ways of interpreting this goal, i.e., in terms of increased income or more equitable distribution of income or higher levels of awareness and self-determination, and so on. In Jamaica, this ultimate goal can be defined in at least three ways (means) relevant to this project. First, there was a deliberate intention to become more self-reliant and to take more control of national affairs and destiny. This was evidenced by extended national control in the industrial and banking sectors. Second, there were expectations among the population for increased income and higher living standards in terms of essential and consumption items. Third, there was an expectation of higher flows of foreign exchange into and out of the economy through higher production and more efficient management. Each of these becomes a means of achieving the ultimate goal of increased national welfare. The upper eschelons of the objectives of the project are illustrated in Figure 9.

Figure 9



The unifying purpose was to improve project performance in Jamaica. It is promoted by increased project control and movement of present project. Improved project performance, in turn, contributes directly to meeting the rising expectations of the population by providing through government projects the services and foundations for productive activities (i.e., industrial projects, food farms, cooperatives, etc.) The improved project performance also facilitates the flow of foreign exchange as project funds are often seed monies to promote higher foreign exchange earning or to ensure efficient foreign exchange use. Future project performance, if improved, also is a means of increased national control of destiny or self-determination. As projects are successfully carried out under Jamaican initiatives, the nation becomes less dependent upon foreign leadership. It is important at this point to note that there may be a high interdependence with international systems and multiple linkages to other national economies and societies. This can be a useful form of relationship if there is a fulfillment of national objectives as determined and controlled by Jamaicans. Decreasing dependence is not the same as isolation, rather it is an increasing of self-

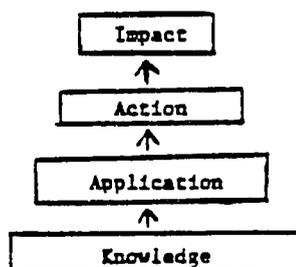
determination and realization within a relationship. This can be realized as donor/lender agencies work within Jamaican-initiated projects and through Jamaican management systems rather than the reverse.

As a key means to achieving the higher level objectives of increased national self-determination, meeting rising expectations and facilitating the flow of foreign exchange through the economy. Improved future project performance fell high within national priorities and was interpreted as a means to help meet, but it had to be the urgent demands upon the government and the society. We will examine how "action-training" was able to facilitate the mobilization of specific project resources to meet these demands, but first we need to understand the dynamics of a more traditional approach to improving project performance.

#### B. Cause and Effect Linkages

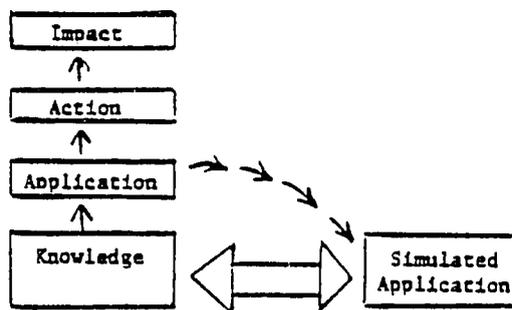
A traditional approach to project management training has been to bring individuals for degree or short courses in U.S. institutions. Often persons from different countries with similar official levels are brought together to learn the key concepts to improve their managerial effectiveness. Another approach has been to develop packaged courses for in-country training so that the cost per individual trained is reduced and so that more persons can be trained within a specific national setting. In both of these approaches, the emphasis has been upon transferring specific content to help persons be more effective when returning to their jobs. If the transfer is successful, the managers will have new skills to carry out their managerial and technical assignments, and there will be an improvement in the overall performance of their respective organizations. The ends-means assumptions as outlined can be simplified as below in Figure 10.

Figure 10: Training Hierarchy



One of the key lessons of training is that often participants find it difficult to immediately and directly apply the tools, skills and concepts to which they were introduced in training. As time passes, the innovativeness and enthusiasm wane and little organizational development or change is evident from the training. Infact, much more knowledge (content) is often put into courses than may ever be practiced or applied by the participants (as noted by the decreasing size of the hierarchy of boxes in Figure 10). And because of constraints and restraints to application, even less direct action or change occurs, with the result that the ultimate impact is relatively small. In other words, the knowledge loss is very high. It has been found useful to provide opportunities for participants to apply tools, techniques and concepts when they are introduced to reinforce the knowledge, demonstrate applicability, and test individual capabilities and understandings. The use of simulations and exercises in training can perform this function. As illustrated in Figure 11, this is the beginning of the fusion of a hierarchy of means illustrated above. It attempts to bring the application of knowledge closer to the transfer of knowledge by beginning application as part of training. Although it may be useful to help the individual develop strategies for intervention upon return to the work setting, it does not effectively fuse knowledge with application to increase the implications for action or impact.

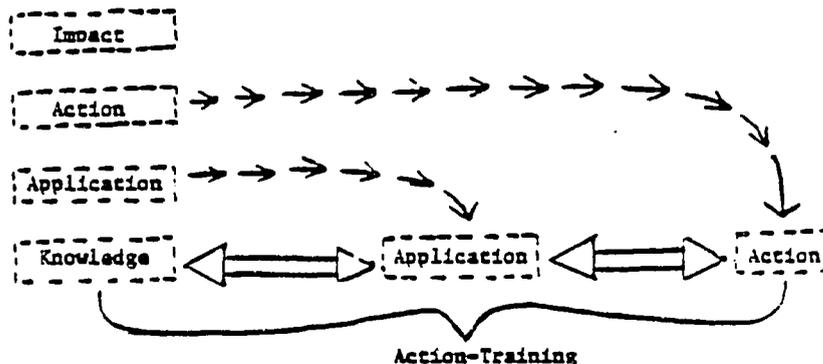
Figure 11: Simulation Training Hierarchy



The innovation of action-training is that it makes a horizontal fusion of knowledge, application and action. The training hierarchy is significantly reduced. Knowledge transfer, application and action are achieved simultaneously,

and the overall impact is brought forward. In addition, it can be certain that the knowledge is relevant and practical, thus reducing the loss of knowledge illustrated in the previous training hierarchy. (See Figure 12.)

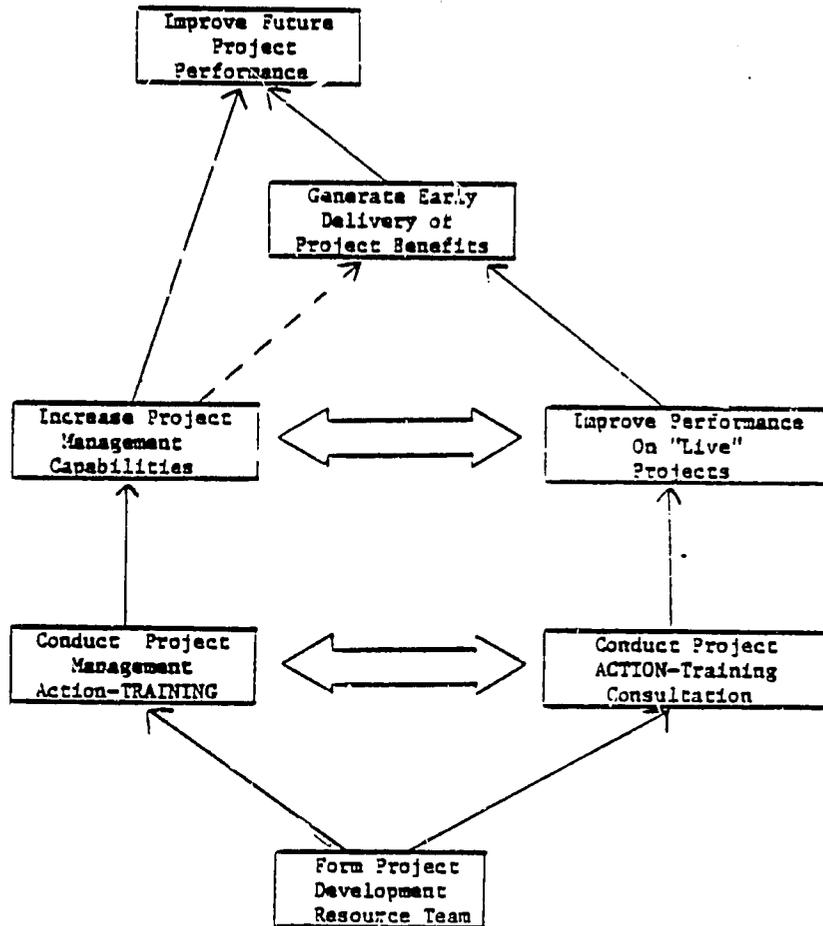
Figure 12: Fusion Of Training Ends And Means In Action-Training



Action-training is a fusion of several levels in the training ends-means hierarchy. It results in more efficient transfer of knowledge, relevance to action and earlier developmental impact. However, action-training is a dynamic fusion of two complementary, but competing objectives as described earlier in this paper. "Action" results in improved performance on live projects, while "training" increases management capabilities. As the PDRT carried out its action-training program, there was always a tension between these objectives, so it is useful to consider them separately in our illustration of the cause-effect linkages of this technology. The basic strategy of the project was to form a Project Development Resource Team to carry out an action-training program to move live projects and increase project management capabilities. This would result in earlier delivery of Project benefits as well as improved future project performance. (See Figure 13.) An interest consequence of the fusion of action and training at the lowest ends level is that the increased project management capabilities are reinforced by (and reinforce) performance on live projects so that fusion at this higher ends level is also nurtured.

One of the distinct lessons of the National Planning Project is that a singularly identified project team does not carry a project through a complete

Figure 13



planning or implementation phase, but that different persons and teams have various functions and roles which must be integrated and coordinated to improve project performance. Neither project, nor a project team, can be isolated from its organizational context. To improve project performance, it is necessary to introduce project management systems through a strategy of organizational development which will increase the institutional capabilities as well as individual capabilities to meet the demands for improved project management performance. Therefore, the design of project management systems supports action-training in a comprehensive organizational development strategy. Thus the foundation is provided for moving projects forward for determining content for training and for improving overall organizational performance.

The application of the system designs on live projects through action-training is a fusion which tests the systems and results in their adaptations to organizational realities. Action-training becomes a key vehicle in the institutionalization of project management systems by the fusion at this primary level. As the systems are institutionalized, there is natural fusion with increased management capabilities and improved performance on live projects as shown in Figure 14.

Figure 14: Fusion of Systems Development and Action-Training

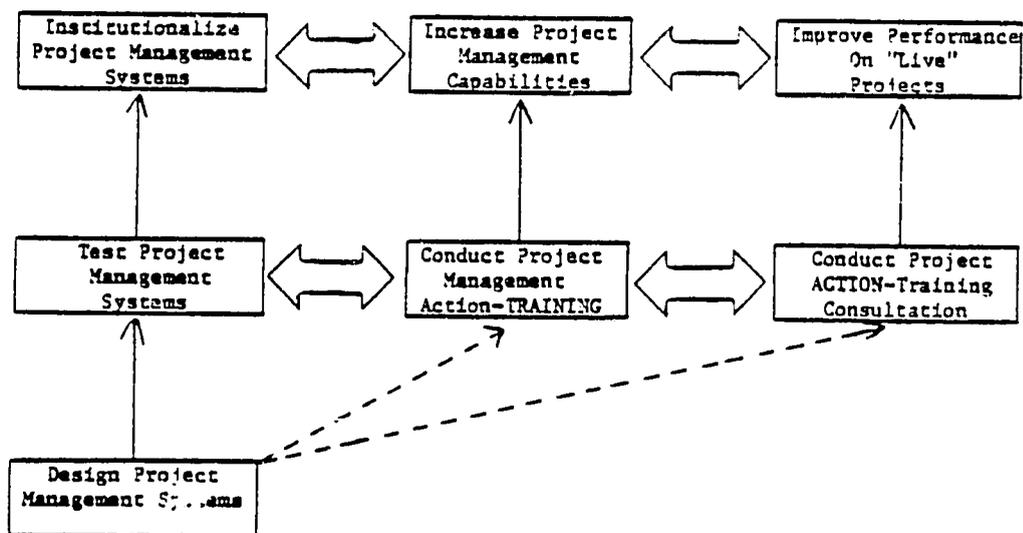
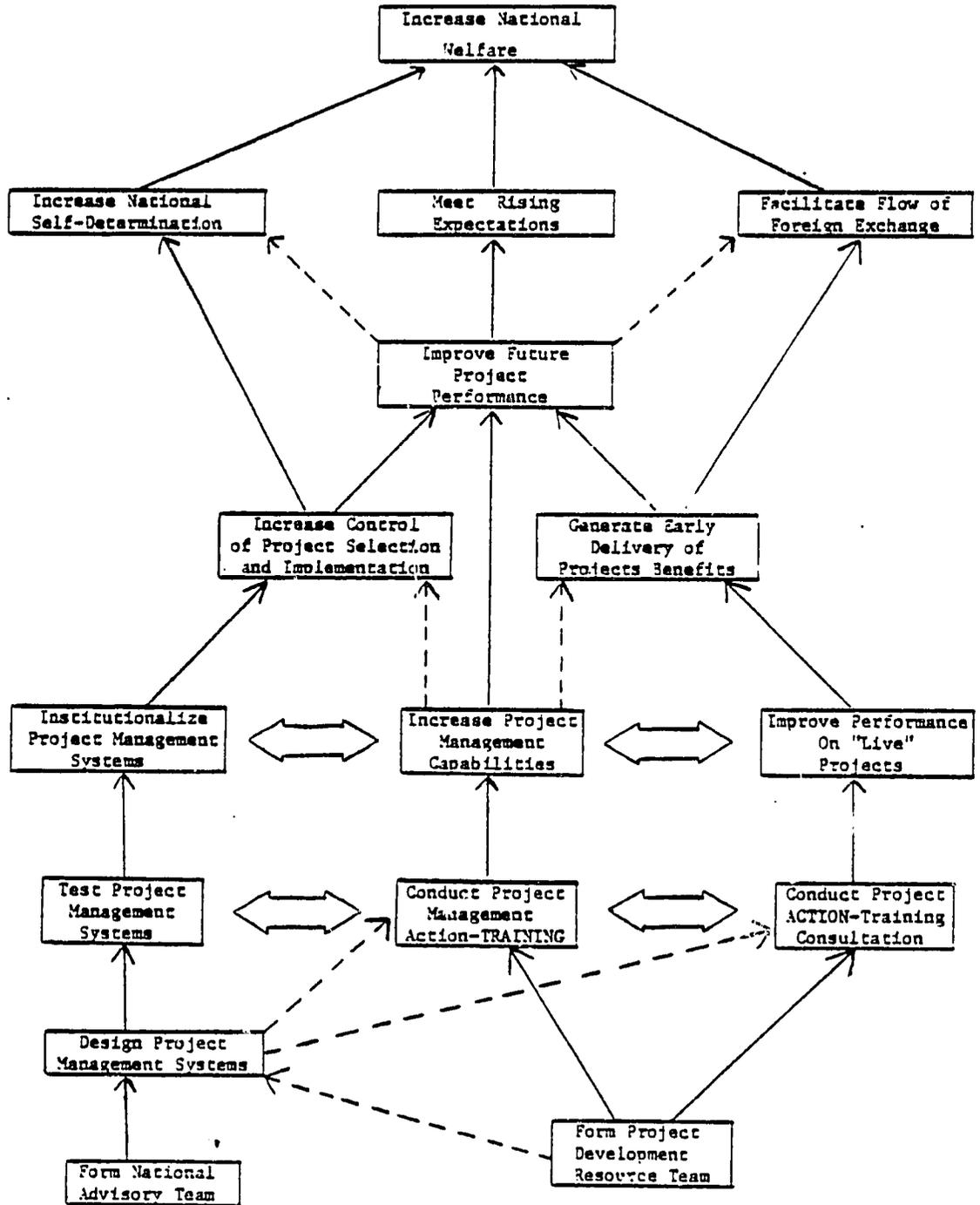


Figure 15: Cause-Effect Linkages for National Planning Project



The fusion of action-training and systems development to move live projects, increase management capabilities, and to improve future project performance, while simultaneously increasing the national sense of control of destiny and promoting early generation of project benefits. It is the fusion of cause-effect linkages through a dynamic organizationally sensitive action-training program which is the innovation of this project and which resulted in the exciting achievements of the project. The total fusion of the cause-effect linkages is illustrated in Figure 15, which is built from the proceeding discussion. Beginning with the formation of the PDRT and the design of project management systems, the higher-level objectives are achieved through the horizontally fused interactions and effects of action, training and systems development.

## V. Conclusions and Implications

### A. Conclusions

The action-training approach is seen in Jamaica as an extremely efficient and effective way of handling training on projects. It is likely that it will be expanded to improve management in broader financial and operational programs. It is so attractive because action-training directly helps solve real problems on live projects. Projects are moved forward so there is immediate and direct benefit from the participants' work on specific aspects of their project assignments. The training environment supports informal as well as formal interaction and sharing of information which might not normally appear in general training or reporting so that problems can be more clearly identified. Immediate reinforcement and internalization takes place easily in the action-training situation. Creativity is encouraged as participants tend to relate more fully within the team situations to both identify and solve problems which arise in dealing with the live projects.

The PDRT acts primarily as facilitators, as well as trainers, since PDRT members assist the work teams to mobilize their own resources. The PDRT gains much knowledge and experience through the action-training program, which in turn facilitates better communication from their central agency with the operating ministries and agencies. Much is learned about the operations, peculiarities and problems of different ministries, and this background provides certain information

relevant to problem-solving which can be passed to administrators and other trainers. The focus of action-training is always developmental for all persons involved and pivots upon real problem-solving for projects and organizations as they carry out their priority assignments.

#### B. Implications for Project Management Improvement

Every country has special needs and circumstances which must be reflected in a country project management improvement project. Certain implications for such projects can be drawn from the experience of the Jamaica project.

1. It is clear that there are substantial advantages in linking training with actual projects in a close relationship with responsible operational organizations, so that action-training fused with systems and organization development provides a flexible and effective approach for project management improvement.
2. Action-training facilitates responsible and realistic decentralization of project planning and implementation and provides a framework to integrate central agencies with field work in a coordinated total effort. This requires the simultaneous development of management systems, organization development interventions and project action-training.
3. The Project Development Resource Team has a substantial advantage if located in a central agency of the government, but it must be a small, facilitative multi-disciplinary unit composed of experienced and qualified professionals who can facilitate the mobilization of existing and available resources through action-training for problem-solving.
4. A blend of training and action, is difficult to maintain, so it is important that the turnover of PDRT personnel be minimized during the first two years of the project. This gives time to establish a mode of operation and develop materials as well as to institutionalize team identity.
5. In view of the shortage of qualified and experienced project personnel, this approach is an effective use of a small cadre of professionals to get maximum spread effect of their expertise across projects and sectors. A comprehensive program of organization development and follow-up problem-solving sessions to complement action-training can be used

effectively to improve management capabilities and organizational productivity.

6. Participants in project action-training are widely spread throughout an organization, and have different knowledge, skills, techniques, technical languages, educational levels, organization authority, and so on. Action-training involves the establishment of meaningful working relationships and communication based upon minimum levels of standardized conceptualization, terminology and understanding which the PDRT can help formulate and institutionalize.
7. The experience of action-training shows that fullest benefits are derived when all levels of involved organization and project staff participate to a relevant extent in the training program through a variety of training interventions.
8. Action-training is most effective when there is a preliminary meeting of all agencies involved (especially of appropriate administrators) to establish an action-training foundation by clarifying expectations, roles, bottlenecks, flows and assignments.
9. Project action-training must be related to the existing bureaucratic and incentive systems, which usually are geared toward routinized programs, organizational line of work, recognition, traditional authority priorities, and degree of certification awards for training. These traditions must be innovatively adapted to meet the demand for project management improvement.
10. Training materials should be simple, practical, oriented toward action, and immediately relevant. Comprehensive overviews should be provided so participants know where they fit within the "whole picture." Short project related exercises are extremely useful in introducing concepts and linking these to projects, but the focus is upon actual assignments on "live" projects.

PRELIMINARY VERSION

IMPROVING PERFORMANCE OF THE  
TANZANIA RURAL DEVELOPMENT BANK:

TRAINING OF TRAINERS IN MANAGEMENT

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"EVOLVING TECHNOLOGIES FOR PROJECT MANAGEMENT IMPROVEMENT"

January 15 and 16, 1981  
Washington, D.C.

## CONTENTS

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	<u>Page</u>
I. INTRODUCTION	
A. The Development Problem . . . . .	I-1
B. Background of the Project Management Improvement Effort . . . . .	I-2
II. INTERMEDIATE MANAGEMENT IMPROVEMENT RESULTS	
A. Intended Intermediate Results . . . . .	II-1
B. Evidence of Accomplishments . . . . .	II-3
C. Factors Influencing Accomplishment of Results . . . . .	II-4
III. MANAGEMENT IMPROVEMENT TECHNOLOGY	
A. Overview of the Technology . . . . .	III-1
B. Technology Formulation and Design . . . . .	III-2
C. Training in Project Management to Members of the Tanzania Rural Development Bank: Components, Sequencing and Contingencies . . . . .	III-5
D. Findings and Lessons . . . . .	III-9
IV. LONG-TERM DEVELOPMENT RESULTS	
A. Desired Long-Term Goals . . . . .	IV-1
B. Cause and Effect Linkages Between Intermediate Results and Goals . . . . .	IV-2
C. Conditions Facilitating and Constraining Goal Accomplishments . . . . .	IV-3

	<u>page</u>
V. CONCLUSIONS AND IMPLICATIONS	
A. Conclusions . . . . .	V-1
B. Implications . . . . .	V-2

EXHIBITS

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	<u>Page</u>
Exhibit I-1: Objective Tree: The Tanzanian Rural Development Bank's Management Improvement Effort . . . . .	I-5
Exhibit III-1: The Project Cycle and Key Project Management System (PMS) Tools . . . . .	III-11

## INTRODUCTION

### SECTION I

---

#### A. THE DEVELOPMENT PROBLEM

A principal problem the Tanzanian government faces in the 1980s is the critically low contribution of agriculture and village-based small industry to the overall national economic development effort. This situation has tended to perpetuate little or no real growth in the national economy for more than a decade, as well as unacceptably low living standards for the majority of Tanzanians who live in rural areas.

The Tanzanian effort to solve the problem has concentrated on an extensive program of rural and village production by establishing thousands of efficient and self-supporting cooperatives, each based on a single officially chartered village. This "villagization" scheme attempts to funnel the complete range of required resources -- economic, political, cultural, etc. -- into these cooperatives in order to foster their productivity, growth and prosperity. The chief conduit designated to provide economic resources, including agricultural inputs, new infrastructure and small industry capital goods, is the Tanzania Rural Development Bank (TRDB), through its credit and associated support functions. Accordingly, another first order problem directly linked with the villagization scheme is the current institutional incapacity of the TRDB to provide credit and support functions of the magnitude, efficiency and profitability essential to the success of national rural development. This case study describes a four-month management improvement effort in 1980 aimed at upgrading the TRDB's capacity to fulfill its important development mission. The improvement effort postulates that inadequate management skills and abilities are a main source of current TRDB institutional weakness.

The designation of TRDB for a pivotal development role -- a decision itself more or less inevitable in the absence of any potential alternative agency -- committed the Government to a major institutional improvement effort.

The more immediate factors which prompted an emphasis on a management improvement effort within the Bank were:

- An emphasis by political leaders on "implementing" the policies expressed in the Third Five Year Plan. At a meeting held during August 1979 for Area Commissioners and District Development Directors, four specific areas of weakness were identified with respect to implementation of the rural development projects. They were:
  - Non-availability of necessary raw materials;
  - Inadequate project preparation and study;
  - Lack of supervision; and
  - Ineffective mobilization of those to be involved in the projects.
- A tremendous increase in the number and amount of loans and other services rendered by the Bank -- almost double previous years.
- A comprehensive program for decentralization of Bank activities. This effort to cope with increased demand and to provide service to rural areas more effectively. Specifically:
  - A new major division was organized to supervise and coordinate Regional and District offices and activities. Zonal manager positions were formed to assist in this task; new and existing policies, procedures and programs began to be incorporated in a new Policy and Procedures Manual; and
  - A computerized accounting procedure began to be developed to improve information and communication with respect to credit disbursement and repayment and with respect to crop input availability and distribution.

#### B. BACKGROUND OF THE PROJECT MANAGEMENT IMPROVEMENT EFFORT

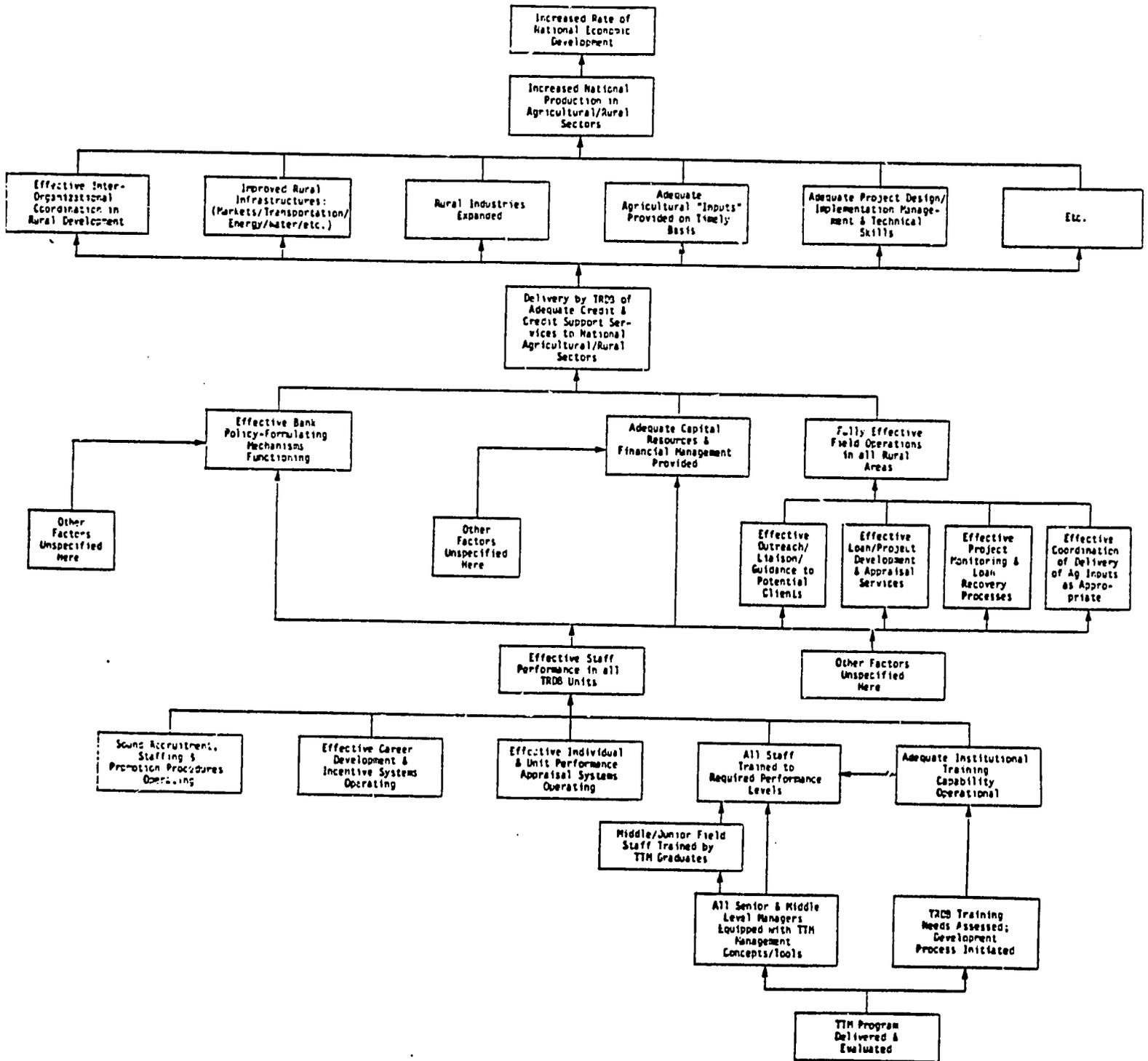
The nature of the management improvement intervention discussed in this case, as it eventually materialized, differed significantly from the original project concept, at least from the perspective of the contracting party, Practical Concepts Incorporated (PCI). PCI initially viewed its involvement as one sequence in a continuing series of "Training of Trainers in Management"

(TTM) seminars supported by USAID, and offered in more than a dozen countries in the last four years. Typically, participants in these seminars were drawn from several countries or from several organizations in a single country. From the beginning in Tanzania, PCI set out to replicate a prior TTM sequence with agricultural credit institutions in Bangladesh, where executives, mid-level managers, and trainers were participants. The TRDB initiated the request for TTM assistance as a result of having one of its senior members in attendance at a previous African regional TTM seminar held in Malawi. During the initial planning stages within the TRDB, the TTM seminars were viewed as an adjunct to other initiatives involving major structural changes and expansion and upgrading of key operations for which TRDB was receiving long-term technical assistance from Agricultural Cooperation Development International (ACDI). Initially, the seminars were planned to be shared by the TRDB and cooperating or complementary parastatal organizations in the agricultural sector. Envisioned were two sequential six-week seminars for mid-level cadre -- each with 40 participants, 20 coming from the TRDB -- combined with a one-week Executive Management Seminar (EMS). At that time, TRDB staff and the ACDI advisors viewed the expected management benefits from the seminars as modest, at best.

However, before the start-up of the first Tanzania TTM seminar several changes occurred. Due to some funding difficulties, it became clear that the TRDB was to be the sole sponsor and participating organization. Given this new circumstance, it was understood by all concerned that the conditions were favorable for exploiting the seminar series as the prime vehicle for initiating and concerting the TRDB institutional rebuilding campaign. The TRDB decided to maintain the same back-to-back seminar format precisely to allow for trainees from the first seminar to serve, along with PCI staff, as trainers in the second TTM. Far from being an exercise in transferring useful management tools to a smattering of people from many organizations, the seminar series came to be viewed as an intensive intervention to saturate the management cadre with a package of common concepts and skills to be used immediately in the TRDB's reformation. Thus, a distinguishing feature of this intervention is that the investment of a modest amount of resources, accompanied by substantial risks, offered the possibility of achieving high benefits in terms of supporting national welfare objectives.

Instrumental in the reorientation of the TTM program were the ACDI chief-of-party and the TRDB director of development and training, working jointly with the PCI project team up to the eve of the first six-week seminar. Because it was recognized that virtually the entire senior and middle management of TRDB would be exposed, and that it was possible to customize the TTM content exclusively for this organization, major changes were made to bring the management intervention "technology" (as described below in Section III) in line with the new situation. An objective tree for the TTM improvement effort discussed in this case study is presented in Exhibit I-1.

**EXHIBIT I-1:  
OBJECTIVE TREE: THE TANZANIA RURAL DEVELOPMENT BANK'S  
MANAGEMENT IMPROVEMENT EFFORT**



## INTERMEDIATE MANAGEMENT IMPROVEMENT RESULTS

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### SECTION II

#### A. INTENDED INTERMEDIATE RESULTS

During a pre-TTM site visit to Tanzania in September 1979, an ad hoc list of needs involving management and organization performance was elicited from the Managing Director and senior staff of TRDB. Prominent items included:

- Well-prepared design and documentation of borrower projects;
- Provision for impact evaluation at the design stage of borrower project;
- Use of monitoring information for decisionmaking during implementation of borrower projects;
- Better supervision of borrower projects by TRDB field representatives;
- Better flow of ideas, cooperation and communication between TRDB and other institutions involved with the same projects or borrowers;
- Fostering of greater commitment, accountability, sense of value of time and other positive work-related attitudes on the part of TRDB staff at all levels;
- Strengthening of practical implementation skills to help borrower projects succeed;
- Evaluation of TRDB staff work performance in such a way as to optimize performance improvement and minimize friction with individuals;
- Technical support and implementation divisions of TRDB should be helped to better understand one another's roles and responsibilities;
- The value of team work, appreciation of interdependency of roles to achieve tasks, and the importance of each person's role in TRDB's overall performance must be understood better;
- Loan appraisal techniques must be upgraded for validity and timeliness;

- Team effort involving the headquarter staff, area supervisors and the regional managers and their respective staffs must become standard operating procedure; and
- At all levels of TRDB there exists the need for clarification of objectives, delegation of responsibilities, accountability, leadership, and a system for communicating information.

After review of these and other requirements, the initial formulation of the intermediate objectives for the TTM intervention was agreed to be:

An increased cadre of indigenous managers/trainers applying appropriate management concepts and techniques to development-related activities.

The targets indicating successful achievement of this objective show that the focus of the effort was then placed on the appropriate use -- in management and in future training -- of the concepts learned during the seminar, rather than on coordinated organizational application. These targets were:

- TTM alumni (trainers and managers) make an average of two applications per year of one or more TTM components in their job situation; and
- Superiors, colleagues, subordinates and trainees respond positively to actions taken by TTM alumni as they apply TTM concepts in training and on the job.

The final version of these intermediate objectives, reflecting the actual situation at the start of training, also specified that the use of TTM concepts would be systematically integrated into TRDB operations in the following areas:

- The internal decentralization effort;
- The launching of the Phase II agriculture credit program;
- Better designed borrower projects; and
- Improved implementation of borrower projects.

## B. EVIDENCE OF ACCOMPLISHMENTS

Evidence to date of the achievement of these objectives comes from Mr. Magani, the Bank's Managing Director, and from responses to six-month follow-up evaluation questionnaires by TTM graduates.

On a recent visit to Washington, Mr. Magani informed PCI that the TRDB was conducting additional seminars based on the TTM model. One graduate reported having trained 50 trainees -- project officers, credit supervisors, and a few regional managers. A second graduate informed us that he had conducted two seminars for a total of 68 trainees -- mostly village chairmen, secretaries, extension agents, and managers.

In response to a question asking for evidence of the seminar's usefulness, this same graduate responded:

"After clearly defining the duties and responsibilities of each staff, and defining the incentives that go with performance for good results we managed to collect over 2,000,000 Tanzanian shillings (\$250,000 approximately) in loan repayments. This we have never achieved (before)."

Another respondent reported: ". . . I have just finished lecturing Project Management Systems (PMS) . . . to fellow project officers who are currently attending a month-long course in Dar. I found it very enjoyable and very comfortable too, in putting across concepts I learned in the six-week seminar."

Of course the ultimate success of the intervention depends both on the continued use of concepts and on what occurs subsequent to delivery of the internal training seminars. On these matters, the recency of the initial project phases makes interim evaluation difficult. Nevertheless, several "leading indicators" bear on these issues, and appear to support the view that post-seminar use of the new skills conforms at least roughly to the project plan. Specifically, TRDB course alumni and top management report that:

- Many TTM graduates are training their own people to use the same tools;
- The formal follow-on field training process has begun, although on a limited basis;
- Several of the specific TTM "problem team" project designs are being returned to form the basis for major organizational improvement efforts within the full institutional development scheme;
- Most seminar graduates retain high evaluations of the course contents/results and remain enthusiastic about their appropriateness, personally and organizationally; and
- A key assumption, that major infusions of new external resources (World Bank and USAID monies) would be forthcoming, is now an accomplished fact.

For these reasons, cautious optimism on longer-term project success seems legitimate.

#### C. FACTORS INFLUENCING ACCOMPLISHMENT OF RESULTS

It was felt that two factors would play a major role in the achievement or non-achievement of the intermediate objective. The first of these factors was attainment of the "critical mass," the second was the receptivity of the top- and mid-level management to institutional change along lines consistent with the TTM package of concepts and techniques.

The seminar series was designed to influence indirectly both of these factors. First, two TTMs were to be offered sequentially to more executive level managers and project officers and then to promising mid-level project officers. These two seminars were intended to reach approximately 50 members of the Bank. Further institutionalization of the techniques were to be made possible through a series of five one-week seminars taught by selected TTM graduates to field personnel in the regional offices.

With nearly everyone in the Bank eventually speaking and understanding the same management "language," the possibility of being able to apply concepts and techniques to development-related activities in a standardized institutionalized manner was felt to be greatly enhanced.

Secondly, as part of the seminar series, an Executive Management Seminar (EMS), was to be offered to the top management of TRDB and other parastatal bodies with important coordinating and complementary rural development functions. Offering the EMS, it was felt, would lay the necessary groundwork for acceptance and support of the management improvement effort within the broader environment that the TRDB works with on a daily basis.

Factors external to the design of management training which were felt to be critical to the attainment of the intermediate objective were that a) returning participants would be placed in positions appropriate for introducing management improvement; b) the work environment would encourage use, adaptation and modification of management technology including local adaptations where necessary; and c) that sufficient preplanning, involving other government bodies, would occur to maintain a favorable and supportive attitude towards institutional change within the Bank.

Although the seminar was not designed to influence these factors directly, the focus of some of the "back-home" project workshops during the seminars was on developing strategies for dealing with these external factors. For example, one workshop developed the curriculum for the follow-up one-week field training seminars by carefully taking into consideration the environment faced by the field staff, their level of training, and their specific management needs. Another workshop developed a plan to institutionalize the management technology within the Bank taking into account factors both within and external to the Bank which might influence the effort. Still another developed a design to improve supervision and training of credit recipients. These design exercises thus allowed the identification, and provided for the monitoring (or for the direct management) of external factors in order to improve the likelihood of achieving the intermediate results of the TTM effort.

## MANAGEMENT IMPROVEMENT TECHNOLOGY

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### SECTION III

#### A. OVERVIEW OF THE TECHNOLOGY

In this case study, we have been asked to view the TTM intervention in Tanzania as a "management improvement technology." By technology we mean the totality of means employed to achieve practical results. Thus, our focus is on the strategies and techniques used in Tanzania to design and conduct the TTM and EMS management improvement seminars.

The technology employed by PCI has two interrelated components: substantive management curriculum and a methodology for the design and conduct of seminars. The substantive management curriculum represents an evolving system of practical management concepts and methods currently available in five languages. The content gives high priority both to conceptual/analytical approaches and human/interpersonal issues within the context of results oriented management processes. The methodology that PCI uses in designing and conducting management improvement interventions is characterized by a broad and collaborative reconnaissance of the client organization/environment, by successive iteration of shared objectives and intervention approaches, by a learning-by-doing training mode, and by a commitment to the position that the most important results are those which take place in back-home performance improvements.

#### B. TECHNOLOGY FORMULATION AND DESIGN

PCI's technology has been developed and refined over the last 10 years. However, intellectual antecedents of this technology, which include systems theory, management by objectives, scientific method, and andragogy, have their grounding in several decades of management practice. For PCI, the origin of the technology involved a consultancy with AID in 1969. PCI staff were

commissioned to assess AID's project evaluation system and recommend improvements in both the system and the way it was used. Since then PCI's management improvement technology has been tested and implemented in numerous countries. It has been applied to programs as diverse as satellite education, integrated rural development, agriculture and livestock, water resource management, and industrial development. The concepts have been effectively used by the private and public sector managers at national, regional and local levels.

In the Spring of 1978, PCI offered a six-week TTM seminar in Malawi. The seminar was regional, drawing participants from several African countries. Among the participants was Attilio Mohele, Director of the Department of Development and Training at the TRDB. Mr. Mohele was impressed by the concepts presented during the seminar and convinced of their relevance to TRDB's management needs. In fact, he expressed to one of the PCI trainers, "I wish that I had brought my Bank's curriculum with me because I can see changes that I'd like to make to incorporate some of the new concepts that I'm learning." It was through Mr. Mohele's presentation of the usefulness of the concepts to key executives in the Bank, his use of the tools which brought wider acceptance of the concepts within the bank, and his initiative in making a request to AID for training that the process was set in motion which brought PCI to Tanzania.

Initially the Tanzania program was to be regional, supported by a broad range of Tanzanian institutions including the Ministry of Agriculture and several parastatal organizations involved in agriculture, as well as the TRDB. However, when a concrete proposal was presented for funding, the Ministry of Agriculture decided that it was not interested. This left the TRDB, the most interested sponsoring organization, short of hard currency to fund the program. The shortfall of \$25,000 was made up by ACDI which had been working closely with TRDB in a long-term technical assistance effort. The rest of the funding was provided by the USAID

mission in Tanzania, by the International Training Office\* of AID/Washington, and by the TRDB.

This change of focus created a unique opportunity for institutional improvement. The important characteristics of that opportunity were:

- The participation of a critical mass of TRDB staff trained with a focus on institutional change. Of approximately 180 professional staff, about 54 were to receive training in initial PCI-taught seminars. The remainder of the professional staff was to receive training in five one-week TRDB staff-taught trainings in the regions.
- A vertically integrated approach. The TRDB chairman and each of the field staff would be exposed to the same concepts. Acceptance by the executive level of the bank of new management procedures was considered essential groundwork for institutional change to take place.
- Institutionalization of Training Capability. The seminar is called Training of Trainers in Management and was intended to impart training capacity as well as management concepts to the participants in order to allow the concepts to be passed throughout the bank in field training and intermittent staff seminars.
- Application immediately to follow training. The second part of the seminar was to include application of the management concepts to TRDB problems during intensive participant-led workshops.

One way to conceive of the full "technology" applied in this case is as a fairly standardized package of management concepts/tools and training intervention methodology, which was subjected to extensive tailoring for the special needs of the client organization. It is necessary to supply more information on the actual local customizing process, the aspect of the case that truly sets it apart from the routine use of the stock items.

The immediate product of the preliminary tailoring process was choice of an approach that combined transfer of skills with simultaneous use of the skills in real world TRDB matters, a procedure intended to bridge the gap

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\* OIT managed the TTM project before responsibility was transferred to the Office of Rural Development and Development Administration in the summer of 1980.

between the participants' learning and institutional development. The first step in the customization process was made when it was agreed that three afternoons a week would be spent in the use of PMS tools to attack "key TRDB problems." In practice, during the seminar, this process took the following form. First, participants were instructed in problem diagnostic and problem remedy uses of the TTM package. The second step was to conduct a plenary exercise in TRDB problem diagnosis (lasting two days), which led to the third step of forming four "problem teams" (8-10 members), each of which was assigned a cluster of problems for which they were to formulate solutions. From this point onward, the dynamic of the seminars was such that the participants took ownership of the training process and the application of the management tools to solving organizational problems.

PCI's substantive management curriculum for the TTM program is referred to as the Project Management System (PMS). The PMS includes a set of management-related principles, concepts and techniques useful in designing, implementing and evaluating programs and projects.

The key PMS concepts and tools that guide and support management activities in each project phase are diagrammed in Exhibit III-1.

In any sketch of the PMS curriculum, it is easy to under-emphasize the people-oriented aspect of the package in favor of the analytical tools. Nevertheless, the approach as a whole pivots on the concepts of the project team, which executes each feature of the scheme on a collective basis. For this reason, team-building -- and the sophisticated use of current human factors techniques needed to do this effectively -- is accorded a co-equal role with analytical tools both in training and post-training settings. In fact, the instructional process itself is intended to model the major concepts of effective small group team-building and teamwork -- including group goal setting, democratic participation, situational leadership, task assignments based on special competencies, explicit conflict resolution, constructive group critique and feedback, etc. -- so that seminar groups emerge as prototypes for "back-home" project team structure and process.

C. TRAINING IN PROJECT MANAGEMENT TO MEMBERS OF THE TANZANIA RURAL DEVELOPMENT BANK: COMPONENTS, SEQUENCING AND CONTINGENCIES

1. Components of the Training and Contingencies

The immediate results expected to be achieved by the completion of each of the six-week TTM seminars and the targets or indicators of successful achievement of those objectives include:

- An action plan for effective use and dissemination of TTM concepts, tools and techniques.
- List of issues and/or problems facing TRDB plus an action plan for addressing each.
- Statement of how TTM concepts, tools and techniques can be adapted (if necessary) to best meet TRDB needs.
- Training design completed for the one-week field training. (Practice teaching will focus on the curriculum selected for this field training. Mohele will have primary responsibility for the training design, with inputs from PCI staff, area supervisors and regional managers. A workshop should be organized to develop a design for the field training.)
- A project design completed for TRDB management improvement.

These immediate objectives, by the accounts of the trainers and the participants, were successfully achieved. Understanding of the concepts was corroborated by class performance on a series of post seminar assessments. By the end of the seminar each participant had presented to the class an example, using PMS tools, of a project he intended to undertake once he returned to his job. The visual performance as well as substantive quality of these presentations was very high and in some instances were excellent. The most outstanding were presented on graduation day to Mr. Magani.

Special workshop outputs achieved on completion of the first TTM seminar were as follows:

- Plans to improve institutional finance and financial management;
- Designs to address overall staff performance improvement;
- Plans to review and revise bank policy and strategy planning; and
- Designs to address field operations improvement with special reference to poor loan recovery performance (about 45% of loans due in 1979).

The outputs of the special workshops during the second TTM seminar were:

- The curriculum for a one- or two-week seminar to be taught to field staff;
- A project design to address the need to improve project supervision;
- The design of an improved incentive system; and
- A plan to institutionalize appropriate project management system tools at bank headquarters in Dar-Es-Salaam.

These products were created with great enthusiasm and energy, and required many hours of after-seminar work. On graduation day, for both seminars, Mr. Magani, Managing Director of the Bank, received and commented thoughtfully on the plans presented to him. His attention did much to enhance the perception on the part of the participants that the possibility for change was present, and that they, as Bank members, could play an active and significant part in the improvement process.

An additional immediate objective was to introduce two graduates of the first seminar as co-trainers in the second seminar. It was felt that an opportunity for two outstanding participants to receive intensive instruction in training techniques would help institutionalize the training process.

Although achievement of the other objectives proceeded as planned, introduction of the co-trainers from the first seminar into the second ignited jealousies and bad feelings. Specifically, participants of TTM II felt that participants of TTM I had been treated better in terms of per diem, living quarters and seminar headquarters. Homesickness combined with

difficult access to entertainment and uncomfortable living quarters combined to stir many deep seated resentments with respect to the selfishness of upper management. In fact, the participants in TTM I had received better amenities; they were, however, on the whole more senior than participants of TTM II. Also, because of the cost overruns of TTM I, the second TTM suffered from reduced budget availability.

To introduce "novice" Tanzanian trainers seemed like the ultimate slight, and a near revolt occurred when word came of their arrival. Many participants had agreed among themselves that they would leave the training and return home if the two were allowed to teach. Word from Bank headquarters reached the participants that anyone who left the training would be severely dealt with.

So as to not to appear overly dictatorial or insensitive, it was agreed that the TRDB trainers would lead workshops only. Although the team did not explicitly declare this modification of plans, it proved to be a compromise with which everyone seemed to be happy. The seminar ended with profuse apologies on the part of most of the participants for their behavior during this episode.

## 2. Sequencing of Technology Application

PCI's approach to training management concepts is founded on the idea that "training" differs from "teaching." Verification of a successful training is made by the participants ability to do or demonstrate what he has learned rather than merely restating, reciting or performing well on a written test.

PCI's approach to training is based on the concept of andragogy, the teaching of adults (as opposed to pedagogy, the teaching of children). Training of adults differs from the training of children in that the experience base which most adults bring to the seminar is used extensively as an integral part of the curriculum. The trainee is not a passive learner but actively participates

in his learning experience, shares his experience with other adults, and challenges new concepts based on his own understanding and background.

PCI has built this approach into its sequencing of training activities. Following each plenary session, a workshop is scheduled to allow the participants to use the concepts he has just learned and to interact with and share thoughts on those concepts and their application with peers. Exercises specially designed by PCI were used during these workshop sessions to develop the participants' ability to work with new concepts. The following order was followed in presenting Project Management System Concepts:

- Concepts Presentation and Case Applications (3 weeks)
  - Project Design:
    - Logical Framework techniques and concepts (1 week)
    - Project Feasibility (1 week)
  - Implementation:
    - Performance Networks (1/2 week)
    - Bar/Responsibility Charts (1/2 week)
    - Resource Allocation (1/2 week)
  - Evaluation (1 week):
    - Evaluation Planning
- The Institutionalizing of PMS Concepts and the Training of PMS Concepts (3 weeks)
  - Personal management improvement designs
  - Brainstorming and discussion of key TRDB problems
  - Back Home Projects (Special TTM workshops, discussed earlier)
  - Presentation of Back Home Projects to the Managing Director

Reading discussions, management films and teamwork exercises, as well as workshops are interjected throughout the training to provoke thought and encourage communication.

#### D. FINDINGS AND LESSONS

On the whole, the training seemed to be extremely successful with respect to achievement of the immediate learning results.

An important recurring issue throughout the training was what the trainers called the "we/they syndrome." Several participants were quite vocal in their attitude that the problems of the Bank were the fault of upper and top level management. They did not perceive that they are as much a part of the Bank as is top management and that they could play an important role in changing the status quo. This attitude was troublesome in that it seemed to carry over into participant attitudes toward the team-building exercises. Some articulated a mistrust in the value of teamwork, and the value of building on the strengths of one another. They articulated an appreciation of the individual, even at the expense of the team, as the only way to survive in a work environment.

Although the trainers never felt that this attitude was changed, at least as far as it was articulated, the participants' performance revealed a different set of facts--the work groups worked in an impressively cooperative fashion; great energy was exerted by all except one of the special workshop groups as they developed plans to use various tools and institutionalize others upon return to the Bank. This spirit indicated that they felt they could make a valuable contribution to improving Bank operations.

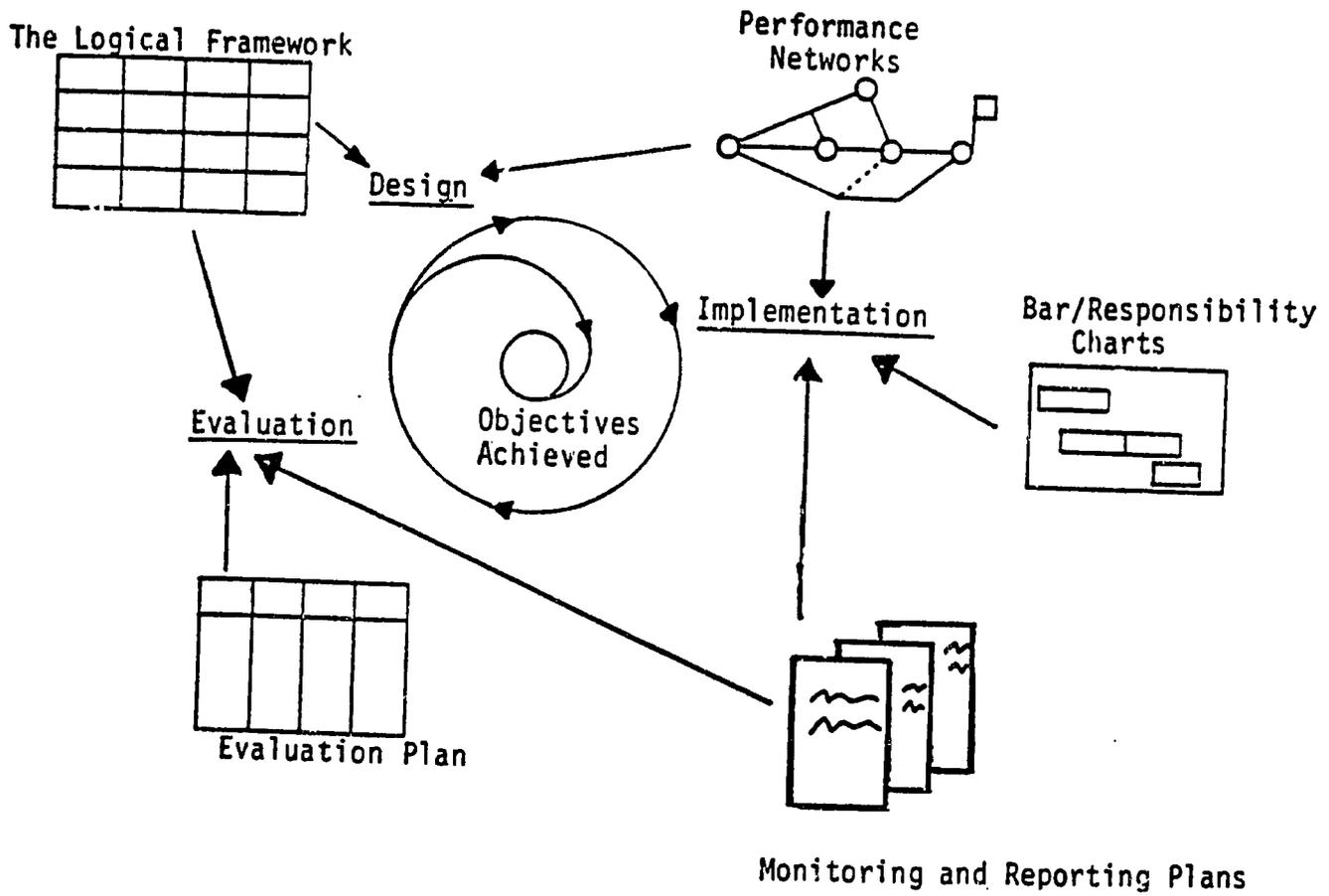
The flare-up over Tanzanian trainers during the middle of the second seminar was also indicative of the "we/they syndrome." It seems that for future seminars held in such an environment, an increased level of

intermingling of upper-level and mid-level managers during the training might contribute to improved inter-institutional communication, trust and effectiveness.

The sequencing of the seminar format -- in terms of alternating between plenaries and workshops -- is a proven method to engage participants, to enhance the learning process, and to build a team spirit within a working environment. The value of this sequencing was passed on to the participants who will be doing training in the future. This set of TTM seminars carried sequencing one step further. The first three weeks of the seminar could be considered as traditional training. By the third week through the sixth week, the participants were the principle actors in the seminar as they developed their "back-home" projects. This proved to be an effective way to consolidate learning of new concepts which had taken place during the first three weeks of the seminar.

EXHIBIT III-1:

THE PROJECT CYCLE AND KEY PROJECT MANAGEMENT SYSTEM (PMS) TOOLS



## LONG-TERM DEVELOPMENT RESULTS

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### SECTION IV

#### A. DESIRED LONG-TERM GOALS

The intended long-term goals of the intervention mesh with basic national priorities, and reflect powerful consensus among Tanzanian and USAID actors. In the current five-year plan, national expansion of production in agriculture and other rural economic activities is accorded the highest priority as a means to national economic and political self-sufficiency. Within this policy context, the continuing rapid expansion of the scale and effectiveness of TRDB credit operations is assigned a key role. TRDB's expanded role in the rural development effort in turn is seen as directly linked with a redoubled effort towards TRDB organizational development, since the present "absorptive capacity" of TRDB to receive and effectively administer large amounts of additional loan capital is recognized to be sharply limited.

In light of the above, the long-range objectives of the TTM project involve making important contributions to the broadly gauged institution-building process which will take place at TRDB during the 1980s. As indicated earlier, the intended intermediate objectives focused on accomplishing a dramatic upgrading of key management skills at all organizational levels, and the direct application of these management skills in day-to-day duties and to many non-routine tasks. The long-term objectives represent an array of benefits expected to result from improved management performance. With reference to major TRDB organizational units, these benefits may be summarized as:

- Achievement of adequate and fully effective field operations in all rural areas of the country (as measured by reduced default rates and valid transactions with borrowers);
- Procurement of adequate finance, and provision of effective financial management to support all mandated programs; and

- Strengthening of procedures and bodies which generate policy; attainment of closer and more effective coordination with other domestic and international development institutions.

The full range of long-term objectives is depicted on the Objective Tree in Exhibit 1-1.

#### B. CAUSE & EFFECT LINKAGES BETWEEN INTERMEDIATE RESULTS & GOALS

A number of important causal factors intervene between the intermediate TTM results and achievement of longer term goals. If TTM graduates apply new concepts and skills upon return to their regular duties, the longer term benefits will not necessarily accrue unless the following intervening factors are present as well:

- Graduates need to be retained in or given assignments that permit them to apply their skills in ways that promote institutional development objectives;
- The performance motivation of graduates from initial and continuing seminars needs to be sustained by effective incentive systems and valid performance evaluations;
- The specific project designs for improving TRDB operations, developed during the TTM seminars, need to be used as the basis for significant organizational improvement undertakings, and as a basis for sustaining the present high morale and "momentum" generated by the intervention thus far;
- The major "reorganization" schemes currently projected for TRDB needs to be executed soundly and thoroughly, with provision for full participation by TTM graduates using their new skills and concepts; and
- Expected national government and international donor grants and loans to TRDB need to be provided in approximately the amounts and timing forecasted (so that operations, expansion and reorganization have the resources to go forward as planned).

Needless to say, in addition to the above directly relevant conditions, the usual array of factors representing national political and economic stability and viability must be recognized as necessary contextual conditions for full attainment of the TRDB performance improvement results. Considering the nature and ambitiousness of the goals aspired to, and the major benefits to the nation that may result, it is at least arguable that the risks are acceptable, and certainly not unusual in undertakings of this kind.

### C. CONDITIONS FACILITATING & CONSTRAINING GOAL ACCOMPLISHMENTS

Several important conditions may be highlighted as bearing either positively or negatively on the causal relationships described above. Among the most significant of those working in favor of the intended results are:

- The unusually high visibility of the intervention inside and outside the target organization, with attendant "command emphasis" from top management;
- The fact that the intervention builds on the recent efforts of The World Bank, USAID, and ACDI to upgrade the TRDB, many of which have been concentrated in development of a Management Information System, financial management, diagnosis of staff skill deficiencies, and attraction of substantial new external resources to TRDB for expanded operations and organization improvement;
- The relatively high quality and strong backgrounds of the middle and top management cadre before this intervention, which made it possible to transfer the necessary skills efficiently, and to demonstrate their relevance to TRDB's situation in a short period; and
- Perhaps most critically, the continuity of national leadership based on the presence of an internationally respected and "charismatic" chief; and the benefits of clear and durable policy guidelines which undergird TRDB's mission and its place in the national effort.

On the other hand, a number of conditions have been present in the project environment which are likely to impact adversely in successful achievement of long-term goals. Citing only the most important, these include:

- A history of inadequate performance by TRDB in many key areas (and a context of general development failure in the country);
- Persistent tendencies toward internal divisions within TRDB, particularly field vs. headquarter distrust and conflicts;
- A climate of TRDB staff skepticism at the middle and lower levels about the efficacy of bold new departures (which, as in every bureaucracy, are announced at too frequent intervals); and
- Despite infusions of new resources, the certainty of continuing deficiencies in vital areas, such as middle level salaries, field transport capabilities, coordination and cooperation with other major organizations in rural areas.

## CONCLUSIONS AND IMPLICATIONS

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### SECTION V

#### A. CONCLUSIONS

The TTM intervention is quite recent (February--June 1980), and more time is needed to observe the attainment of intermediate and long-term objectives. Thus, all conclusions are tentative. Based on our current observations and client feedback, several provisional judgements can be made.

On the plus side, it is fair to say that the first important link in the chain -- that of successful conduct of the series of seminars and the transfer of the package of "key management skills and concepts" to most of the immediate target group -- took place as planned. TRDB leadership was provided, on a saturation basis, with the PMS package in enough intensity and depth to supply at least the preconditions for commencement of full scale organizational overhaul based on this approach. For these reasons, the conclusion is warranted that the TTM management improvement technology was appropriate.

In the same way, we can conclude somewhat more tentatively that the TTM technology itself was validated for the short-run, in the sense that it was immediately and enthusiastically adopted by TRDB managers as self-evidently relevant to their needs, and served as the catalyzing force for the formulation of coherent and major organization improvement schemes, and for generating enthusiasm within the organization over future prospects for growth and change. The "why" for both types of success is stated with reference to more than a decade of use and refinement of the PCI management technology -- including substantive management curriculum and training intervention methodology -- in many dozens of settings with comparable characteristics.

On the indeterminate or negative side, the primary liabilities for successful attainment of long-term objectives of the program appear to reside in the intricate, delicate, and extended nature of the linkages between project activities and ultimate benefits. But since the stakes were initially recognized as high and the risks acceptable, such liabilities lie less in the nature of the technology than in the "risk philosophy" of the preliminary feasibility studies, and the assessments of an appropriate trade-off of cost, risk and benefit factors. It is simply too soon to second guess these judgements definitively, although it can be said that most assumptions and components, which would support successful attainment of project objectives, continue intact at the time of writing (December, 1980).

## B. IMPLICATIONS

Implications of this case can only be assayed with the greatest caution at this point. Nevertheless, a number of specific items may be recorded for reflection now and fully critically assessed when more results are in. These implications are grounded in the TRDB experience, but are consistent with our general observations about the TTM management improvement technology. They include:

- The PCI management technology, which emphasizes the integration of substantive management content and training intervention methodology, is inherently an effective general purpose approach for application in most management improvement settings, and is a particularly critical element in the conduct of large organizational capacity-building programs.
- The approach of trying to saturation-upgrade the entire top and middle management strata of a medium-sized organization in an integrated system of management concepts and skills is neither as costly nor as difficult as it may appear at the outset. However, the training curriculum must be salable to the participants, based on its immediate relevance to everyday work requirements (that is, it must be practical in their eyes), and the approach must enjoy the absolute commitment of the chief executive if the participants are to be able to use their skills in their work.

- To optimize the impact and probability for long-term success, interventions of the present type should institutionalize a continuing presence of the trainer/experts through the critical follow-on stages (1-3 years). If the management improvement technology is soundly designed and executed, the host organization will either have its own capacity to carry on at the end of the training sequence or will be able to procure such support from other sources.
- With regard to new extensions and developments based on the lessons of this case, it is useful to ponder the possibilities of replicating the results of one organization's improvement program throughout an expanded system of development oriented organizations in a country. It seems to be true that with relatively few additional resources, coupled with a concerted design for sharing personnel and trainers, a large-scale replication effort might be successfully attempted.
- The technology used in this case emphasized team-building and the importance of cohesive project teams working within public sector organizations to get development projects done. PCI, both in Tanzania and elsewhere, has been active in the last several years in contributing to the evolution and marriage of the team-building approach with the equally rapidly developing technologies of "matrix management." We are encouraged in the belief that matrix management, when coupled with the PMS technology and when systematically applied/validated, represents one of the most promising lines of future growth of management science.

PRELIMINARY VERSION

BUILDING AN INSTITUTIONAL CAPACITY  
TO PLAN AND EXECUTE DEVELOPMENT PROJECTS:  
A SUMMARY DESCRIPTION OF MANAGEMENT TRAINING  
AND DEVELOPMENT EFFORTS IN CENTRAL JAVA, INDONESIA

Prepared for  
USDA/AID Workshop  
'Evolving Technologies for Project Management Improvement"  
January 15-16, 1981  
Washington, D.C.

by

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Donald R. Mickelwait

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January 1981



## PREFACE

This modest summary of a process consultancy approach to management training (within the context of an integrated rural development project) was composed within a tight deadline and unfortunately without the inputs of Dr. Jerry Silverman, DAI's representative in Southeast Asia and former Chief of Party of the long-term technical assistance team to PDP I. It is certainly not intended as a definitive statement of the concept, but merely a response to a request to describe recent experience related to project management development. The effort received no funding and is DAI's contribution to advancing the state of the art of building institutional capacity within an IRD project.

Donald R. Mickelwait  
John P. Hannah

Washington, D.C.  
January 15, 1981

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## INTRODUCTION

### THE DEVELOPMENT PROBLEM

The Government of Indonesia's development policies emphasize more equitable distribution of resources. Particular attention is being given to problems in rural areas where the record indicates that the majority of the population have only indirectly benefitted by centrally-planned and sectorally-focused investments. To address the problem of determining more effective alternatives, efforts are being made to involve greater local participation in identifying and implementing multifaceted investment packages.

To implement these efforts, however, calls for decentralizing responsibilities from the central authorities to the provincial hierarchy. The operating hypothesis was that projects identified, planned and executed at a level closest to the target population, and with their direct involvement, have a better chance of accomplishing stated income, employment and welfare goals. Since government officials working at other-than-national levels have had little experience with a systematic and coordinated planning process, significant new institutional behavior is required before a new approach could function effectively.

## BACKGROUND OF THE PROJECT MANAGEMENT IMPROVEMENT EFFORT

The Provincial Area Development Program (PDP) is an experimental effort of the Government of Indonesia to identify ways to raise the income levels of the majority of people within rural areas who have less directly benefitted from previous development programs. The program is intended to complement and supplement other, sectorally-focused rural development activities which are centrally planned and managed and aimed at the aggregate needs of the rural population. USAID is providing grant and loan assistance to the Ministry of Home Affairs to support the following program objectives:

- Design, test and fund integrated packages of village-level projects that will have a quick impact on raising individual village family incomes; and
- Improve the capacity of provincial, district, and subdistrict institutions to directly involve village-level participation in the identification, preparation and implementation of projects.

Institutional responsibilities for implementing PDP have been delegated by the Ministry of Home Affairs to the provincial governors who, in turn, have been authorized to establish provincial planning boards (BAPPEDAs) to coordinate rural development activities within the province. It is the provincial planning boards and their subordinate bodies at the district (Kabupaten) and subdistrict (Kacamatan) levels which have the

responsibilities for identifying, preparing and monitoring project activities. Institutions at these levels, however, are traditionally understaffed and operate within a conventional bureaucratic hierarchy. In order for the decentralization policies as reflected in PDP to succeed, however, fundamental changes in organizational relationships and roles must occur. In addition, incentives that reinforce central planning authority need to be adjusted to support greater initiatives in decision-making at local levels.

Project management improvement efforts designed to fit within and support decentralization policies must, therefore be comprehensive in addressing issues of systems, structures and skills. Strategies for successfully implementing such efforts are still in the developmental stages. Generally, they represent attempts to broaden the scope of institution-building activities beyond training to include organizational development, consulting, systems development or clarification, as well as training in management skills and practices. In addition, the more successful efforts directly involve organizational leadership and operational managers in a structured process of identifying needs, establishing priorities, formulating workable implementation plans, and assessing the impact. Interwoven with all aspects of a management improvement effort is the urgent issue of each relevant organization providing incentives for their members to contribute to development. Improvement efforts generally require changes in incentives. In the absence of positive incentives for such change, more training does not necessarily mean more institutional change. Gearing incentives for performance of course requires many changes in the mode of operation, including changes in payment.

Carefully approached, however, it was considered possible that government officials could be drawn into a dialogue which could accomplish five objectives:

- Redirect attention toward the recipients of development programs -- the rural poor, their interests, capabilities and priorities.
- Prepare a system of project identification, analysis and selection which would provide equitable and consistent selection among many requests and few resources.
- Encourage coordination among lower-level arms of central ministries and the governors and their representatives at subnational administrative levels.
- Initiate and test new small-scale projects which would emerge from local levels to respond to unique local development opportunities.
- Prepare government officials at a provincial level to assist officials at each succeeding lower level of the administrative hierarchy to interpret the new program objectives and requirements within the boundaries of their own understanding, resources and operating constraints.

In April 1979, Development Alternatives and USAID/Jakarta requested the technical cooperation of the USDA Development Project Management Center to design and conduct a management development training effort in Central Java to support the institution-building objective of the PDP. Objectives of the

proposed training program were to:

- Train provincial-level planners and operational managers to, in turn, train and assist district and subdistrict level staff to plan and monitor PDP subproject projects; and
- Increase the awareness of the rationale and goals of PDP among provincial level agencies of the central development ministries.

Two related efforts were subsequently carried out. The first included a training program for provincial planners; the second was an organizational improvement effort to develop and pilot test a monitoring system for PDP projects.

## MANAGEMENT IMPROVEMENT RESULTS

## INTENDED RESULTS

The intended result of the Provincial Area Development Program is to increase the capacity of provincial, district and subdistrict planning units to respond to the needs of specific target groups within the rural population by identifying income-producing projects that can successfully be implemented by local institutions. Within Central Java, one of eight provinces in which PDP has been implemented, two management improvement efforts have been implemented.

The first effort, carried out between July 23 and August 31, 1979 has as its intended results to:

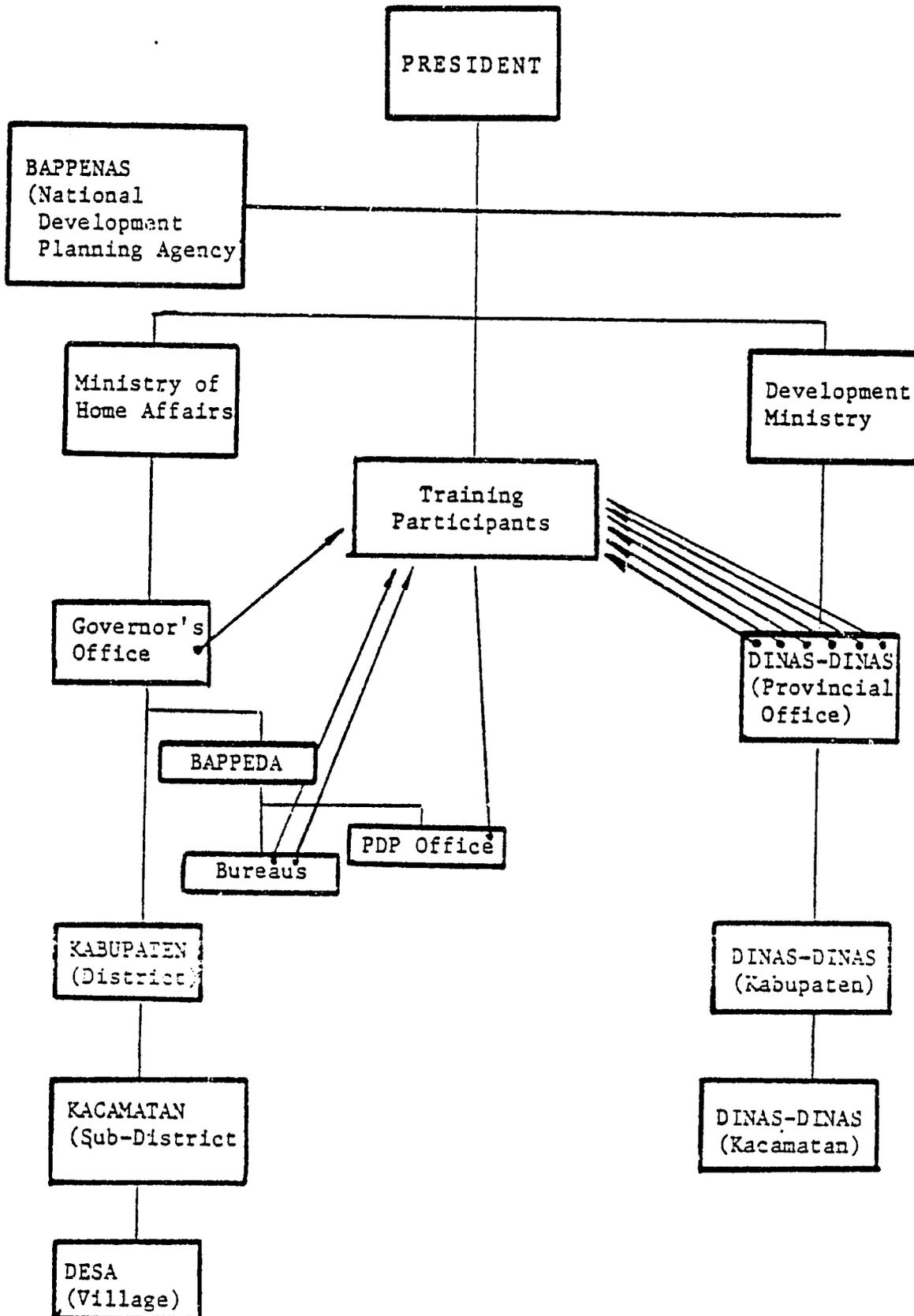
- Adapt the Government of Indonesia's planning process to meet PDP requirements for local participation in identifying projects;
- Develop a capacity at the provincial level to provide assistance to district and sub-district level planners in identifying and preparing quality subprojects; and
- Increase the level of understanding of the goals and rationale of PDP among provincial staff of development ministries in order to encourage greater collaboration in planning integrated projects.

Evidence of the results attained through this first effort are that:

- A sequenced set of project planning worksheets were developed and subsequently accepted by the provincial planning board as a supplement to the formal GOI requirements (see Annex A and Annex B).
- Fifteen provincial-level planners, representing the provincial planning board and six development ministries completed a training program which included training in project identification and preparation, consulting skills, and designing training activities. See Diagram 1. Following this program, the participants organized themselves into five, three-person teams that subsequently provided project planning assistance to approximately 150 district and subdistrict level planners in a series of four training and consulting activities over a 16-week period.

The second management improvement effort, conducted during a six-week period in April-May 1980, had as its intended result to build a capacity within the provincial planning board to monitor PDP project performance. The initial expectation of the provincial planning board was that this effort would include, as the previous effort did, a training program for provincial staff in project monitoring and evaluation. However, an assessment of the performance of how the existing monitoring system was operating indicated a number of major weaknesses. As a result, it was mutually determined by the consultant team and client institutions that a monitoring system appropriate to PDP projects should be formulated and pilot tested first, before training would have an effect (see Annex C). This strategy was accepted, and the provincial planning board has established a new unit to develop and implement a pilot monitoring system.

DIAGRAM 1



## FACTORS INFLUENCING ACCOMPLISHMENTS

Two principal factors influenced the accomplishments of the results in both management improvement efforts. The first was that the client institutions and USAID did not impose restrictions on the methodologies or strategies to be used. By allowing flexibility in how the objectives of the efforts were to be achieved, encouragement was given for experimentation. Not only did this provide needed flexibility, but it also modelled a basic objective at PDP. For example, there was no resistance to devoting one-third of the training time, during the first effort, to consulting skills development. The result was that the participants were able to move away from existing training models in designing a strategy for helping district and subdistrict planners. In the second effort, there was a willingness to put aside initial expectations of a training program when it was recognized that the monitoring system should be improved before training could have any impact.

The second factor affecting accomplishments was the utilization of process consultation methods. This approach allowed the client institutions to define their needs, establish objectives, and agree on implementation strategies. Thus, the client institutions maintained continuous control over decisions being made. The functions of the consultant team were essentially to gather and organize information and implement decisions.

## MANAGEMENT IMPROVEMENT TECHNOLOGY

## OVERVIEW

The management technology primarily used in both efforts is commonly referred to as process consultation. As applied in these efforts, process consultation involves shared responsibility between consultant and client in defining problem areas, establishing priorities, setting realistically attainable objectives, and formulating implementation strategies. Process or client-centered consultation differs from "the purchase model" which is consultant-centered and where the client simply procures expert information or services.

There were several reasons for adopting process consultation methods to implement the management improvement efforts.

- The emphasis on shared responsibilities between consultant and client is consistent with PDP's fundamental objective of greater participation, and an emphasis away from "experts" determining village development needs. In this respect, it provided a reinforcing model for basic patterns of behavior and institutional relationships essential to PDP goals.
- The extent to which client institutions are directly involved in determining needs, selecting objectives, and defining strategies for change affects the level of commitment and support for implementing decisions.
- Emphasis is given to identifying, organizing and applying knowledge and skills already within the environment rather than relying on new information brought in by "outsiders."

## TECHNOLOGY APPLICATION

Several assumptions, consistent with process consultation methodology, were made initially and which served as guidelines and periodic reference checks. Among these were:

- The consultation process and subsequent training design and methods should be consistent with the goals and rationale of PDP as a program. Thus, for example, the design team concentrated on gathering its knowledge about training needs by talking with institutional members and interviewing participants rather than from their own previous experience and assumptions about what the participants should know.
- The consultant team would design only the trainers' program and not the programs the trainers, in turn, would be expected to implement. Emphasis during the training of trainers would be on helping participants to plan and implement rather than assuming the consultant team could develop a single design, which would be appropriate to a substantially different and diverse group of planners at the district and subdistrict levels.
- To the extent possible, the strategy used in designing the training, as well as the outcome of the training, should help the provincial planning board to begin a continuing, internal training and consulting capability of its own. The team recognized that effective training would expose underlying new problems and issues as it addressed or even resolved those already known.
- The team members assumed their most effective roles in this effort were organizing, synthesizing and facilitating the dissemination and application of knowledge and skills about project planning already within the environment.

In implementing a process consultation approach in each management improvement effort, a common sequence of steps were followed. These were: information gathering, assessment, formulation of preliminary goals and objectives, goal agreement, planning for implementation, and implementation. Annex C provides a description of these steps as they were implemented in the second management improvement effort.

## LONG-TERM DEVELOPMENT RESULTS

The process consultancy approach to management training was integrated into an overall package of technical assistance delivered under a long-term contract. The work is ongoing. Thus the results of the particular training effort can only be seen within the results of the overall development project.

Tracking the five potential accomplishments of a management capacity intervention mentioned in the introduction, the results may be tentatively offered as follows:

- Focus on the target population. More than 50 percent of the projects submitted for funding under the second annual cycle were generated at administrative level below the province -- a first in Indonesian planning. In addition, an evaluation of the results of the subproject activities indicated that more than 75 percent were being delivered to those who were defined as poor on a scale generated as a result of the management training exercise. There is not as yet any evidence that the projects are "of the people," but they are definitely from the lowest rungs of the administrative ladder and thus "closer to the people."
- Prepare a systematic procedure for identification, design, submission, review, approval and implementation. This has been accomplished, with the exception of standardized implementation procedures, which are still in process.
- Encourage coordination. The Central Java PDP program has moved from assigning six projects to the animal division -- which it would place in needy villages -- to defining a target area or village and calling on the various functional agency representatives to participate in an integrated solution to the agreed development problem. Rather than merely fill the cracks of

the large sectorial programs, PDP is now undertaking cooperating, coordinated and occasionally integrated development projects.

- Test new solutions to encourage local development. A DAI evaluation team seeking better technical assistance found wide variations in the understanding of testing and experimentation. While local solutions have been tried within the project, including the introduction of lucaena and winged bean as intercrops, the concept of rigorous or comparative testing has not been emphasized to date.
- Prepare government officials at the provincial level to act as consultants for each lower level of the administrative hierarchy in systematically reaching the objectives of the project. This was the most direct outcome of the management training intervention, and one which was necessary as each administrative level has reinterpreted the objectives and made their own successful accommodations with the procedures, staffing and schedule requirements necessary for the program to move forward.

Annex D presents a few pages extracted from the DAI evaluation of this project in August/September 1980. The obvious increase in institutional capacity is highlighted as one of the major thrusts of the Central Java Program. As an interesting comparison, the PDP efforts in Aceh, North Sumatra, were directed almost exclusively at increased production and income, with little attempt to generate institutional behavior change. Only time will determine whether this approach will yield lasting impact.

## CONCLUSIONS AND IMPLICATIONS

"Management improvement technologies" may suggest an inappropriate approach to the problem of building management capacity within a rural development project, unless the process by which a training program originates and is conducted is included under the rubric of "technology." Much like the two-way communication flow necessary between farmer and extension worker, there is a requirement for dialogue and interchange on goals and objectives, substance and procedures between client institution and management improvement consultant.

Success of this approach to management training requires that "development" be the ultimate objective. "Efficiency" will not do the job. A credit agency may lend effectively to inappropriate clients, or to clients who do not have available the other necessary components of a development package. In integrated rural development projects, there is a need to obtain significant institutional behavioral change which includes a focus on the target population, concepts and procedures for project design and selection, cross-agency coordination, new subproject generation and testing and flexible redefinitions of project activities at each administrative level. A process consulting approach to management development within IRD projects can be used to provide incentives to new organizational behavior when finely honed to fit the particular circumstances and environment. This calls for tailoring a management train-

ing program to a particular opportunity, and makes the "technology" a question of thoughtful direct involvement of the clients in the definition and operation of the training program.

ANNEX A

PROJECT IDENTIFICATION AND PREPARATION WORKSHEETS

PREPARED FOR PROVINCIAL DEVELOPMENT PROJECT I  
CENTRAL JAVA, INDONESIA

WORKSHEET No. 101

(TO BE COMPLETED BY THE VILLAGE HEAD)

- I. DESA :
- II. KECAMATAN :
- III. KABUPATEN DAERAH TINGKAT II :
- IV. COMPLETE THE FOLLOWING ITEMS (A TO C), IN ORDER OF IMPORTANCE AS EXPRESSED BY THE VILLAGE SUB-POPULATION WHO MEET PDP BENEFICIARY CRITERIA.

A. MAJOR PROBLEMS FACED (IDENTIFY AT LEAST 6)

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.

B. SOLUTIONS TO EACH PROBLEM RECOMMENDED BY THE BENEFICIARY SUB-POPULATION

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.

C. IF THERE ARE ANY PROBLEMS OR RECOMMENDED SOLUTIONS THAT ARE INAPPROPRIATE TO PDP (CAN NOT/SHOULD NOT ADDRESS) WRITE "INAPPROPRIATE" NEXT TO THE PROBLEM(S) AND/OR SOLUTION(S).

V. ADDITIONAL COMMENTS:

Desa.....Date.....  
Kepala Desa.....  
Signature :  
Name :

WORKSHEET No. 102

(TO BE COMPLETED BY VILLAGE HEAD)

- I. NAME OF VILLAGE :
- II. KECAMATAN :
- III. KABUPATEN DAERAH TINGKAT II :
- IV. NAME OF PROJECT PROPOSED :
- V. GENERAL DESCRIPTION OF PROJECT AREA :
  - A. VILLAGE POPULATION (BASED ON RECORDS OR ESTIMATES) :
    1. NUMBER OF FAMILIES WITHIN VILLAGE :
    2. NUMBER OF PERSONS WITHIN VILLAGE :
  - B. NUMBER OF PERSONS EXPECTED TO PARTICIPATE IN THE PROPOSED PROJECT :
    1. NUMBER OF PERSONS EXPECTED TO RECEIVE BENEFITS FROM THE PROJECT :
    2. NUMBER OF PERSONS EXPECTED NOT TO RECEIVE ANY BENEFITS FROM THE PROJECT :
  - C. GENERAL CRITERIA TO BE MET BY PROSPECTIVE PROJECT BENEFICIARIES :
    1. LANDHOLDING
      - a. SANAH
      - b. TEGAL
      - c. HALAMAN
    2. HOUSE :
    3. FURNITURE :
    4. ANIMAL (TYPES AND NUMBER) :
    5. ITEMS PRODUCED :
    6. DAILY AVERAGE INCOME :

WORKSHEET No. 102 Continued

7. ASSOCIATIONS AND WORKING RELATIONSHIPS AMONG POTENTIAL PROJECT BENEFICIARIES :

8. DOMINANT SOCIAL PATTERNS AMONG BENEFICIARY SUB-POPULATION :

VI. ADDITIONAL COMMENTS:

Desa..... Date.....  
Kepala Desa.....  
Signature :  
Name :

WORKSHEET No. 201

(TO BE COMPLETED BY CAMAT)

- I. KECAMATAN
  
- II. KABUPATEN DAERAH TINGKAT II :
  
- III. USE THE FOLLOWING TABLE TO SUMMARIZE THE PROBLEMS WHICH CAN BE ADDRESSED BY PDP. LIST PROBLEMS, VILLAGE BY VILLAGE, IN ORDER OF PRIORITIES ESTABLISHED IN WORKSHEETS 101 :

VILLAGE	PROBLEMS

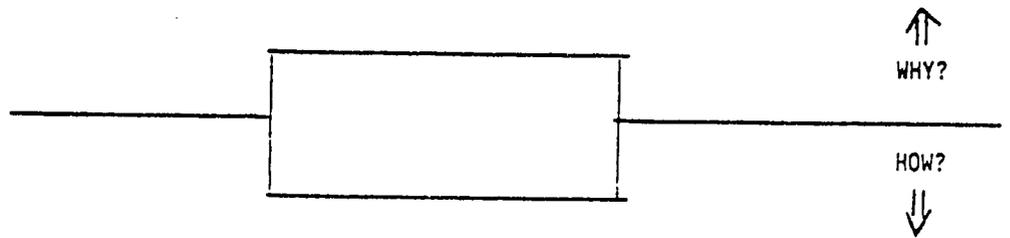
WORKSHEET No. 201 Continued

IV. LIST SOURCES, OTHER THAN WORKSHEET 101, USED IN IDENTIFYING OR PRIORITIZING THE ABOVE PROBLEMS (e.g.) DINAS-SINAS, STUDIES, SURVEYS, REPORTS).

V. USE THE INFORMATION CHART TO CLARIFY EACH PROBLEM

- A. CAUSES :
1. DIRECT IMPACT
  2. INDIRECT IMPACT

INFORMATION CHART.



WORKSHEET No. 201 Continued

VI. IDENTIFY IN THE FOLLOWING TABLE PROBLEMS THAT ARE POSSIBLE OR APPROPRIATE FOR PDP TO ADDRESS AND COMMENT WHY :

VILLAGE	PROBLEMS	CAUSES

WORKSHEET No. 201 Continued

VII. USE THE INFORMATION CHART TO CLARIFY EACH PROBLEM

B. RELATION BETWEEN CAUSES AND RESULTS :

C. POSSIBLE PROBLEMS :

D. POSSIBLE PROJECTS :

WORKSHEET No. 201 Continued

VIII. SUMMARIZE YOUR ANALYSIS THUS FAR OF EACH PROBLEM :

VILLAGE	PROBLEM	CAUSES	POSSIBLE PROGRAM	POSSIBLE PROJECT

WORKSHEET No. 201 Continued

IX. REVIEW THE LISTING OF POSSIBLE PROJECTS TO DETERMINE IF SOME SHOULD BE COMBINED WITH OTHERS, MODIFIED, ELIMINATED. CONSULT WITH :

A. VILLAGE SUB-POPULATION WHO WOULD BE THE PROJECT BENEFICIAIRES;

B. KALAMATAN AND KABUPATEN STAFF AND FIELD PERSONNEL.

WORKSHEET No. 201 Continued

PROJECTS PROPOSED FOR PREPARATION FOR FY 1980-1981 :

VILLAGE	PROJECTS RECOMMENDED FOR PREPARATION

X. ADDITIONAL COMMENTS :

.....Date.....

CAMAT.....

Signature :

Name :



WORKSHEET No. 202 Continued

VII. PROJECT OUTPUTS :

VIII. MARKET DEMAND FOR PROJECT OUTPUTS :

A. DESCRIPTION OF MARKET DEMAND FOR OUTPUTS :

WORKSHEET No. 202 Continued

VIII. B. ESTIMATED VOLUME OF MARKET DEMAND FOR PROJECT OUTPUTS :

C. BRIEFLY EXPLAIN HOW YOU ARRIVE AT ABOVE ESTIMATE :

WORKSHEET No. 202 Continued

IX. DESCRIBE AS SPECIFICALLY AS POSSIBLE THE ECONOMIC AND SOCIAL BENEFITS OF THIS PROJECT TO THE BENEFICIARIES :

A. ECONOMIC BENEFITS

B. SOCIAL BENEFITS

C. WILL ANYONE BE ADVERSLY AFFECTED BY THIS PROJECT? IF SO, DESCRIBE HOW THEY WILL BE AFFECTED.

WORKSHEET No. 202 Continued

X. LIST AND BRIEFLY DESCRIBE THE ALTERNATIVE WAYS THIS PROJECT CAN BE CARRIED OUT :  
NOTE THE MOST RECOMMENDED ALTERNATIVE

(FOR EXAMPLE : A. 1. CONTRACTING : a. BASED ON TENDER : b. BASED ON APPOINTMENT :

2. SELF-MANAGEMENT :

3. IMPLEMENTATION BY VILLAGE POPULATION :

4. COMBINATION OF 1, 2, OR 3 ;

B. 1. CREDIT FROM : a. BKK (GENERAL FUND) ;

b. BKK (SPECIAL FUND) ;

c. POOR FAMILY ASSISTANCE

2. CATTLE CREDITS ;

3. CREDITS FOR COMMODITIES

WORKSHEET No. 202 Continued

XI. ESTIMATED PERIOD OF TIME REQUIRED TO COMPLETE PROJECT :      YEAR      MONTHS

XII. ESTIMATED TOTAL COSTS OF THIS PROJECT :

XIII. PRELIMINARY APPRAISAL OF PROJECT :

ASSESS THE PROJECT USING THE CRITERIA PROVIDED. SCORE EACH CRITERIA :

FOR VERY HIGH (VH) ;

FOR HIGH (H) ;

FOR LOW (L) ;

FOR VERY LOW (VL) .

PRELIMINARY PROJECT APPRAISAL

CRITERIA	VH 4	H 3	L 2	VL 1
A. PRIORITY TO TARGET GROUP.				
B. NUMBER OF TARGET FROUP TO DIRECTLY BENEFIT.				
C. PROJECT OUTPUTS				
D. DEMAND FOR PROJECT OUTPUTS.				
E. BENEFITS TO TARGET GROUP.				
1. ECONOMIC BENEFITS				
2. SOCIAL BENEFITS				
3. SOCIETY'S INVOLVEMENT IN GETTING THE BENEFITS				
F. LEVEL OF TARGET GROUP PARTICIPATION IN IMPLEMENTATION OF PROJECT.				
G. LEVEL OF TARGET GROUP COMMITMENT				
H. ABSENCE OF ADVERSE AFFECTS				
I. ESTIMATE OF PROJECT COSTS				
J. CHANGE OF PROJECT SUCCESS				
K. TECHNICAL FEASIBILITY UF PROJECT				
L. CAPABILITY OF PDP TO IMPLEMENT/SUPPORT				
M. APPROPRIATENESS TO PDP OBJECTIVES				

ADDITIONAL COMMENTS :

.....Date.....

CAMAT.....

Signature :

Name :

WORKSHEET No. 203

(TO BE COMPLETED BY THE CAMAT BASED ON NO. XIII, WORKSHEET NO 202)

- I. KECAMATAN :
- II. KABUPATEN DAERAH TINGKAT II :
- III. LIST IN FOLLOWING TABLE THE NAME AND OBJECTIVE OF EACH PROJECT FROM NO. XIII, WORKSHEETS NO. 202 AND PROVIDE PRELIMINARY APPPAISAL SCORE :

NO.	NAME OF PROJECT	PROJECT LOCATION	PROJECT	PRELIMINARY APPRAISAL SCORE

WORKSHEET No. 203 Continued

IV. LIST IN THE FOLLOWING TABLE THOSE PROJECTS RECOMMENDED FOR DETAILED PROJECT PREPARATION

NO.	NAME OF PROJECT	PROJECT LOCATION	PROJECT OBJECTIVE	ESTIMATED PROJECT COST

.....Date.....

CAMAT.....

Signature :

Name :

WORKSHEET No. 204

(TO BE COMPLETED BY CAMAT)

REFERENCE WORKSHEET NO. 203, SECTION II. TO BE COMPLETED FOR EACH PROJECT  
SELECTED FOR DETAILED PREPARATION

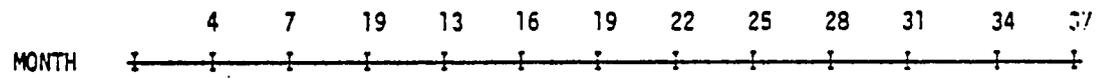
- I. KECAMATAN ;
- II. KABUPATEN DAERAH TINGKAT II :
- III. NAME OF PROJECT :
- IV. LOCATION OF PROJECT :
- V. SUMMARY OF PROJECT IMPLEMENTATION

PHASE PREPARATION, IMPLEMENTATION	STEPS	METHOD OF IMPLEMENTING STEP: TENDERING, SELF-MANAGEMENT, ETC.



WORKSHEET NO. 204 Continued

VII. PROJECT TIME LINE



WORKSHEET No. 204 Continued

STEPS KINDS OF ACTIVITIES	ACTIVITIES IMPLEMENTATION												
	MONTHS												
	1	4	7	10	13	16	19	22	25	28	31	34	37
A. PREPARATION													
B. IMPLEMENTATION													
C. MANAGEMENT													

VIII. LIST ALL PROJECT INPUTS

STEPS	TASYS	PROJECT INPUTS		COSTS		ADDITIONAL INFORMATION
		TYPE	QUALITY	RPS	TOTAL	
PREPARATION						
IMPLEMENTATION						
CONTROL						

IX. WORKSHEET No. 206 Continued  
 ESTIMATION OF PROJECT COSTS AND BENEFITS

A. COSTS

NO.	TYPE OF EXPENSE	VOLUME	ANNUAL COSTS	COSTS PER QUARTER			
				I	II	III	IV
1	SALARY HONORARIUM						
2	LAND						
3	MATERIAL						
4	MACHINERY/ EQUIPMENT						
5	TRANSPORTATION (MATERIAL)						
6	TRANSPORTATION (PERSONNEL)						
7	CONSTRUCTION						
8	MISCELLANEOUS						
TOTAL							

NUMBERS 1, 6, AND 8 INDICATE MANAGEMENT, ADMINISTRATIVE, AND OVERHEAD COSTS WHICH SUPPORT PROJECT ACTIVITIES.

B. KEUNTUNGAN.

1. KEUNTUNGAN EKONOMIS BAGI ORANG-ORANG YANG MENJADI SASARAN PROYEK  
(SEBUTKAN DAN JELASKAN)
2. KEUNTUNGAN SOSIAL BAGI ORANG-ORANG YANG MENJADI SASARAN PROYEK  
(SEBUTKAN DAN JELASKAN)
3. KEUNTUNGAN BAGI MASYARAKAT PADA UMUMNYA  
(SEBUTKAN DAN JELASKAN)

C. KESIMPULAN:

PROYEK INI ADALAH: AMAT BERMANFAAT

BERMANFAAT

KURANG BERMANFAAT

TIDAK BERMANFAAT

(PETUNJUK : GARIS-BAWAHI SALAH SATU PERNYATAAN TERSABUT DIATAS SEBAGAI PENILAI-  
AN AKHIR PROYEK YANG BERSANGKUTAN)

LAIN-LAIN KETERANGAN :

.....Date.....

CAMAT.....

Signature :

Name :

WORKSHEET No. 405

(TO BE COMPLETED BY BAPPEDA : DAERAH TINGKAT I, FOR EACH PROJECT PROPOSED AND PREPARED BY THE BUPATI'S DAERAH TINGKAT II.

- I. KABUPATEN :
- II. NAME OF PROJECT :
- III. LOCATION OF PROJECT :

APPRAISAL OF PROJECT WORTHINESS

ASSESS THE PROJECT USING THE PDP PROJECT CRITERIA BELOW BY SCORING THE CRITERIA 4 IN THE APPROPRIATE COLUMN IF VERY HIGH (VH), 3 IF HIGH (H), 2 IF LOW (L) AND 1 IF VERY LOW (VL) :

PDP PROJECT CRITERIA	VH	H	L	VL
I. PROJECT BENEFICIARIES				
A. DIRECTED TO VILLAGERS WHO MEET PDP SELECTION CRITERIA.				
B. ADDRESSES NEEDS AND PRIORITIES IDENTIFIED BY BENEFICIARIES.				
C. HAS COMMITMENT OF BENEFICIARY GROUPS.				
D. INVOLVES BROAD BASED VILLAGE LEVEL PARTICIPATION.				
E. NARROWS GAP BETWEEN VILLAGE "HAVES" AND "NOT HAVES".				
F. INCREASES NET INCOME OF BENEFICIARIES.				
G. INCREASES EMPLOYMENT AND COUNTERS INCENTIVES FOR MIGRATION FROM RURAL TO URBAN AREAS.				
II. CAPACITY				
A. IS SELF-SUSTAINING.				
B. IS LABOR INTENSIVE.				
C. CAPITAL INVESTMENT REQUIREMENTS.				
D. CAN BE MANDATED AT KABUPATEN AND KACAMATAN LEVELS.				
E. CAN BE SUPPORTED BY EXISTING TECHNICAL RESOURCES.				
III. INSTITUTIONALIZATION				
A. PROMOTES FORMATION AND PARTICIPATION OF VILLAGE LEVEL GROUPS.				
B. INCREASES INSTITUTIONAL CAPACITY AT PROVINCE, KABUPATEN, KACAMATAN LEVELS				

WORKSHEET No. 305 Continued

PDP PROJECT CRITERIA CONTINUED	VH	H	L	VL
IV. COMPLEMENTARITY				
A. RELATES TO OTHER, VILLAGE LEVEL ACTIVITIES				
B. PROVIDES BASIS FOR FUTURE MULTI-SECTORAL/ CROSS CULTURAL ACTIVITIES				
C. IS REPLICABLE				
TOTAL				

.....Date.....

BAPPEDA PROPINSI DAERAH TINGKAT I

JAWA

Signature :

Name :

## RESPONSIBILITY CHARTS

A relatively simple way for the project manager to keep track of who is to do what is the development of Responsibility Charts.

Because project work teams often have less formal assignments of duties and methods as do workers in routine operations, and because a major portion of work tasks and activities will be performed by personnel outside the direct authority of the project manager, problems sometimes occur as some necessary duty or tasks "fall in a crack" between agencies, departments and work groups. In this case, formal assignment of responsibility can be agreed upon through the development of responsibility charts.

A responsibility chart develops a matrix which records these assignments of types of responsibilities to activities and tasks for all project participants. The matrix is prepared in three steps.

- a. Listing Project Participants: The participants involved in the project (by name if available and by job position) are listed across the top of the matrix. As can be seen from Figure 3, project participants and/or job positions are arranged in such a manner that the line structure around them indicates the administrative ordering of the job positions. This method of showing job positions, provides a means of integrating the formal organizational network into the responsibility chart.
- b. Listing Work Tasks: The work tasks related to the participants and/or job positions are listed on the left side of the matrix. These tasks will be listed in groupings corresponding to the task's parent activity and components that would facilitate the analysis and enhance the perspective view of the chart.
- c. Task-Job Relationships: There are a number of ways in which a participant (a job position) can be related to a task. For Example, he may be the individual who takes some direct action concerning the task (performs the market analysis), he may be that person's superior, or perhaps he is an advisor on how to do the task. He may be someone in the system who only needs to be notified when a task has been completed or he may review a task for approval. In each case, there exists what is called a task-job-relationship (TJR).

In Figure 3, the following task-job-relationships are utilized.

- I - Initiates task.
- P - Performs task.
- S - Supervises task.
- A - Approves task.
- C - Consults on task.
- PR- Prepares progress report on task.
- R - Receives progress report on tasks.
- F - Receives/approves financial reports.

The project manager must accomplish the preparation of the responsibility chart through discussing and negotiations with all participants, otherwise the full effectiveness of the chart will be lost.



## ANNEX B

Key Questions for Project Planners	Steps in Project Identification and Preparation	DUP Requirements	Methods	Document Reference/ Worksheet
<p><b>I. PROJECT IDENTIFICATION</b></p> <p>1. WHAT ARE THE MAJOR PROBLEMS?</p>	<p>1. Identify major problems facing target group without whose resolution no significant development can occur.</p>		<p>1. -Discussions with villagers -Discussions with village level associations, groups -Discussions with Kabupaten staff -Site visits -Review of previous surveys, studies, reports of DESA -DESA surveys</p> <p>NOTE: Verify problems with village target group.</p>	<p>Worksheet 101</p>
<p>2. WHAT ARE THE CAUSES OF THESE PROBLEMS?</p>	<p>2a. Identify the specific causes of each of the problems.</p> <p>b. Eliminate those problems that PDP <u>cannot/should not</u> address.</p>		<p>2a. As above.</p> <p>b. -Information charting -PDP beneficiary selection criteria -PDP project criteria -PDP goals/objectives</p>	<p>Information Chart Worksheet 201</p>
<p>3. WHAT IS THE PROPOSAL?</p>	<p>3a. For each problem which PDP <u>can</u> address, formulate possible programs.</p> <p>b. For each program, identify possible projects.</p> <p>c. Eliminate those projects PDP <u>cannot/should not</u> do.</p>	<p>(1) Name of project</p> <p>(2) Location of project</p> <p>(3) Goal of project (state clearly what will be achieved after completion of project)</p>	<p>3a. Information charting</p> <p>b. Information charting</p> <p>c. -PDP project criteria -PDP goal/objectives</p>	<p>Information Chart Worksheet 201</p>

Key Questions for Project Planners	Steps in Project Identification and Preparation	DUP Requirements	Methods	Document Reference/ Worksheet
<p><b>II. PROJECT PREPARATION</b></p> <p><b>4. WAY SHOULD IT BE DONE?</b></p>	<p>4a. For each project, formulate specific project objective</p> <p>b. Describe market demand for project outputs.</p> <p>c. Describe economic and social benefits to be realized.</p>	<p>(6) What is the relationship between this project and other projects (explain clearly)</p>		<p>Worksheet 202</p>
<p><b>5. HOW CAN IT BE ACCOMPLISHED?</b></p>	<p>5a. Describe alternative ways of carrying out project.</p> <p>b. Identify and quantify project inputs.</p>	<p>(9) Give any other information you think necessary among other detailed statement of types of expenditures and project activities. Attach sketch of outline of workplan and cost analysis.</p> <p>L.II. Give detailed statement of activities to be carried out in project.</p>		<p>Worksheet 202</p> <p>Worksheet 209</p>
<p><b>6. HOW MUCH WILL IT COST?</b></p>	<p>6a. Identify costs, sources, and availability of all project inputs.</p> <p>b. Prepare budget.</p> <p>c. Propose means of financing (if applicable).</p>	<p>(4a) Estimated total cost of project</p> <p>(b) Funds requested for FY___</p> <p>L.I. Line item budget summary by year.</p>		<p>Worksheet 204</p>
<p><b>7. IS IT WORTH DOING?</b></p>	<p>7. Summarize project worthiness.</p>		<p>7. Appraisal of project worthiness: PDP project criteria</p>	<p>Worksheet 405</p>

Key Questions for Project Planners	Steps in Project Identification and Preparation	DUP Requirements	Methods	Document Reference/ Worksheet
8. WHEN WILL IT BE DONE?	8a. Sequence and schedule inputs.  b. Sequence and schedule, by year, major components/activities of projects.	(5) Date project will be initiated.  Date project will be completed.	8b. Activity sequencing.	Worksheet 204
9. WHO WILL DO IT?	9a. Detail who will have what responsibilities for implementing project.  b. Note any needs for external technical assistance.	(8) Who will be appointed as:  (a) Project officer (b) Budget officer	9a. Responsibility charting	Responsibility chart

## ANNEX C

Assessment and Overview  
of  
Proposed Strategy  
for  
Improving Monitoring and Reporting Activities

Between April 22 and May, the Consultant Team<sup>a</sup> has had meetings with PUOD, the Chairman and representatives of the Monitoring and Evaluation and PDP Units within the RAPPEDA/Central Java, representatives within the Governor's Office responsible for monitoring development activities, and representatives of service agencies who have responsibilities for the implementation of development activities in Central Java. These purposes of these meetings have been to become familiar with the operations of monitoring and reporting within the present set of requirements, to identify problems which exist in meeting those requirements, to assess needs for improving the monitoring and reporting of development activities, and to formulate a workable strategy for improving the monitoring and reporting of development activities for review by the BAPPEDA, PUOD, and USAID.

Background of Proposed Strategy

A. Mandate to Consultant Team:

In the initial meetings with the BAPPEDA, it was emphasized that the Consultant Team should not limit its focus only to PDP projects, but should consider requirements for improving the monitoring and reporting of all development activities which are within the responsibility of the BAPPEDA. Within this context, the Team understands its mandate as being to:

Assess needs, design and develop a means for improving institutional capacities to monitor and report on development projects focusing on rural people.

B. Objectives of Monitoring and Reporting Activities:

Information gathered suggests that the desired objectives of monitoring and reporting activities are:

1. At the policy level:

- Determine if development activities are perceived as having, or in fact are having, a positive impact on beneficiaries;

2. At the operational level:

- Track inputs and outputs against schedule;
- Measure project impact;
- Identify current and upcoming problems;
- Prescribe solutions project can put into effect.

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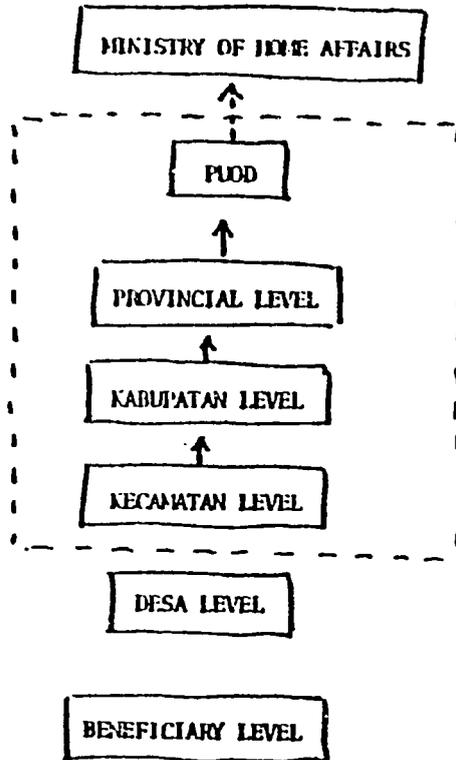
C. Major Problems Identified:

- Monitoring and reporting requirements are established at the national level to respond to scheduled and ad hoc demands for information from ministries and donors;
- Frequently, the agencies responsible for collecting and providing data are not sure what data they should be collecting or submitting;
- There are too many forms, overloading and frustrating those responsible for completing them;
- The emphasis is on aggregation of data, rather than analysis of data;
- Project managers tend to report only the good news;
- Monitoring and reporting responsibilities are fragmented (a) among provincial offices, (b) between provincial and sub-provincial offices, (c) among national offices;
- The required schedule for completing and submitting forms does not always correspond to the schedule for effectively monitoring project activities;
- Those required to provide data for monitoring and reporting are outside the authority and supervision of those who request the data;
- Methods for relating actual project performance back to plans or forward to future activities are not established;
- The data being collected for presently required forms does not provide the information required to monitor impact on beneficiaries;
- Data analysis and problem response functions and responsibilities are fragmented and ad hoc.

D. Assessment Summary:

1. Present requirements and formats monitor and report only the disbursement of funds (financial) and the utilization of inputs (physical);
2. Monitoring and reporting activities and priorities are determined by the scheduled and ad hoc demands for information from higher-level government and donor agencies;
3. Monitoring and reporting activities at operational levels do not respond to requirements at the policy levels. (See Diagram 1.)

OVERVIEW OF PRESENT SYSTEM



Policy Level: Are activities perceived as having, or in fact are having, positive impact on beneficiaries?

Operational Level: Are funds and materials being disbursed on schedule?

Client Level: Are activities in fact having a positive impact?

Diagram 1.

F. Options Considered:

Based on the (a) objectives for monitoring and reporting, (b) problems identified, and (c) assessment, the Consultant Team considered the following alternative strategies:

1. Training of provincial and, in turn, sub-provincial personnel to meet the present requirements for monitoring and reporting on project activities. The outcome would be the more efficient implementation of the present set of requirements.

Problems affecting the efficiency of the present system are primarily management and administrative--number of forms being required, frequency of ad hoc demands for information, timeliness of report submissions. Training is not an effective way of addressing these issues. Furthermore, improving the efficiency of the present requirements will not respond to the stated needs for monitoring the impact of project activities.

2. Institutional consultations to assist institutions at each level to re-assess their goals for monitoring and reporting, determine the data required to meet these goals, and to identify systemic changes required to implement the goals. The outcomes would be clarified goals for monitoring and reporting and recommendations for implementing them.

This would require a long-term, system-wide effort which is beyond the mandate and present time available of the Consultant Team. Further, it would delay the testing of specific improvements to the present system until such time as the goals had been defined.

3. Developing and pilot testing methods for monitoring impact which can be incorporated into the present set of requirements for monitoring and reporting. This is the option being recommended for review and which is outlined below.

Proposed Strategy

F. Proposal:

Development and implementation of a pilot system for monitoring, reporting and evaluating the impact of development projects focusing on rural people.

G. Elements of Proposed Strategy (See Diagram 2):

I. Design, Negotiation and Development:

1. Formulation of preliminary design of strategy;
2. Testing for support, resources, feasibility;
3. Development of implementation plan;
4. Review, assessment, and reality testing of proposed pilot model for monitoring and reporting impact by Task Force;
5. Modification of pilot model and implementation plan.

FLOW CHART OF PROPOSED STRATEGY

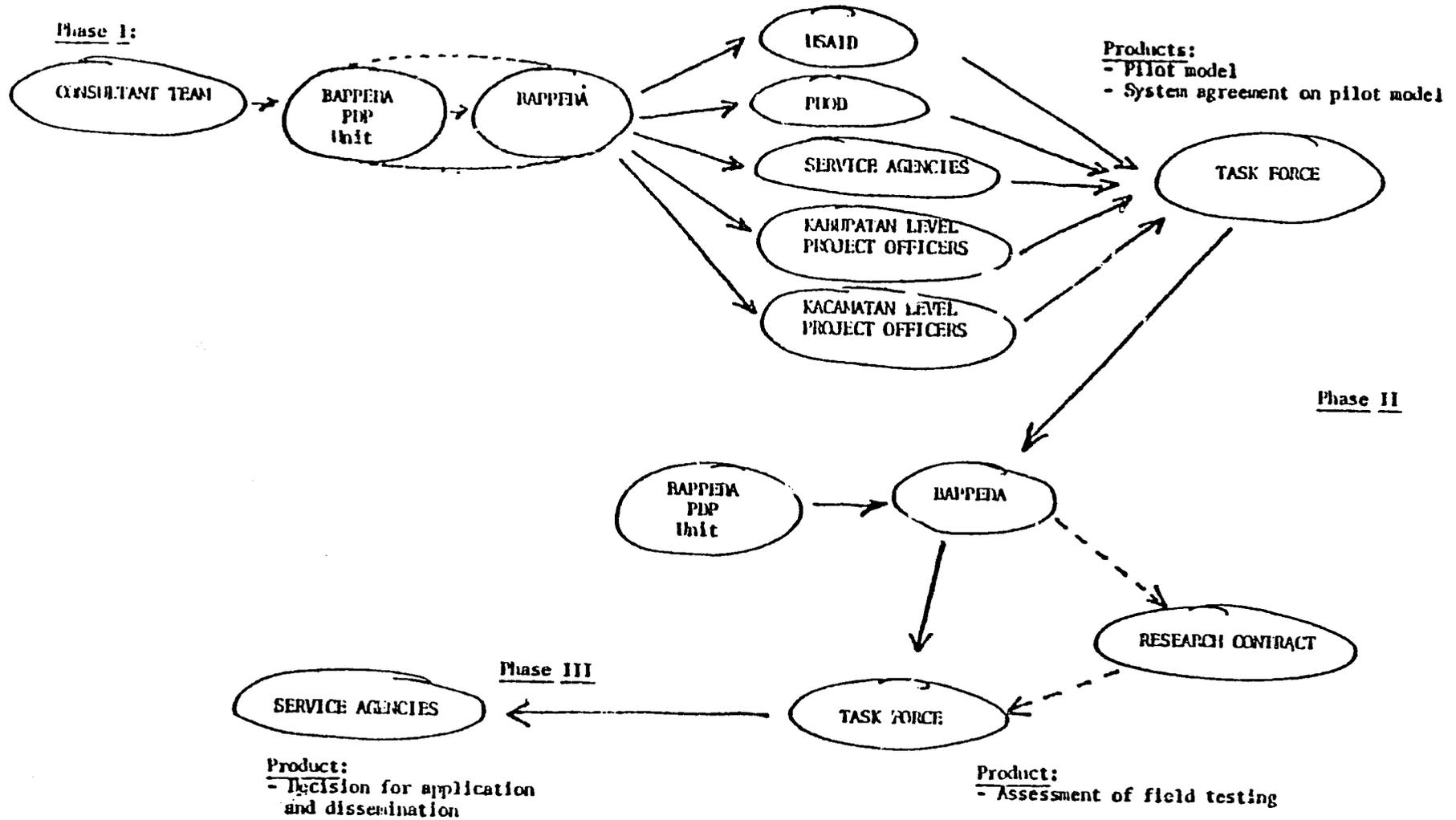


Diagram 2.

II. Field Testing and Assessment:

1. Selection of projects;
2. Orientation of project personnel to model;
3. On-going data gathering;
4. Independent monitoring (Interim reports and workshops);
5. Report and recommendations to Task Force;
6. Task Force recommendations and action steps for dissemination.

III. Dissemination and Application:

1. Workshop to report on pilot model performance to service and other agencies;
2. Development of mechanisms for on-going support and consultation.

ANNEX D

AN EXTRACT FROM AN EVALUATION  
OF A DAI TECHNICAL ASSISTANCE EFFORT IN THE PDP PROJECT  
IN INDONESIA, FUNDED BY DAI FOR ITS OWN INTERNAL USE

DEVELOPMENT ALTERNATIVES, INC.

REGIONAL OFFICE : ASIA

A FORMATIVE EVALUATION  
OF  
DAI TECHNICAL ASSISTANCE TO  
PDP : CENTRAL JAVA & ACEH

by

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REBORT DODD

11 October 1980

## CENTRAL JAVA PROVINCE STRATEGY

In Central Java, PDP development strategy includes a broadly innovative attempt to develop improved capability to plan and implement all PDP projects at increasingly lower levels of government. Emphasis in Central Java is on development of a workable system rather on immediate production of some particular commodity.

This development strategy takes time. It is not flashy and there is no easily measured product; at least in the program's early years. Here there has been a genuine concern about focusing assistance on the rural poor by means of innovative, experimental approaches to project planning and management, and the early stages in development of a project monitoring system. On the other hand, however, technical sub-project implementation, so far, has been by means of selected but traditional methods.

The Central Java model for kecamatan and village level planning is unique in Indonesia. It is a first attempt to get at the problems associated with the traditional, top-down development strategy. This model is particularly suitable for Central Java where, because of the high population density and scarce, strained resource base, large numbers of small, scattered, almost situation-specific project responses are needed to reach the poor families.

Because of the high proportion of landless families in Central Java, typical agricultural production projects often are not suitable. There is a greater call for innovative technical and credit projects and need for new methods to start and support small-scale industries and handicrafts.

Training in Central Java has focused on developing improved capability to identify, plan and implement projects -- those that directly benefit the rural poor -- at increasingly lower levels of government. As an example of the

seriousness of this approach, over 50 per cent of the total PDP budget in FY 1980/81 will be for projects planned at the kecamatan and village levels.

This strategy of decentralized planning is requiring a sequential training program for planners at all levels from province to village. While this training for planning is receiving major attention, however, training of technicians to implement the project has not, so far, been planned and conducted systematically. Good, individual technical subject-matter training courses have been held in Central Java, such as those for members of water-users' associations and the training of agricultural technicians in the planting and use of *lantoro* for better soil and water conservation as well as for animal feed. The Agricultural Service also has started discussions with PDP planners about long-term crop production training at the Bogor Agricultural College for selected technicians and follow-up courses for training PPL extension agents within the province. While such technical training is certainly needed, it will be more effective when it is planned as an integral part of the PDP development strategy.

The strategy followed in Central Java requires the Technical Assistance Team to be closely involved with BAPPEDA counterparts to think through the implications of decentralization. The training for increasingly lower level planning is the first step in a complex process. Following on planning, the need has been recognized for suitable monitoring and evaluation systems. At each level lower in the government structure, these are more difficult to achieve.

PDP has provided long-term technical assistance, short-term consultants, training opportunities and substantial funds for agricultural and small-scale industries projects. While the experimental process of training and planning needed to generate reasonably good projects at the kecamatan and village levels has been occurring, a relatively traditional sectoral approach is being followed in project implementation. Many of the agriculture projects, such as goat

distribution and fresh-water fish production, are functioning reasonably well but are not original project concepts. In the small-scale industries sector, a good overall PDP plan has been developed, but implementation of the plan does not indicate an evolution away from the more or less typical approaches usually followed. Here there is a particular need for more innovative appropriate technological approaches to the problems faced by poorer individuals in starting and managing many different kinds of small-scale enterprises. A general weakness of nearly all technical projects is the lack of continuity from one year to the next. Apparently there is a serious need to review projects and build upon the experiences learned in a logical fashion.

Only now, as plans are made for FY 1980/81, is a sizable portion of the budget (about 54 percent) to be allocated for sub-projects originating at the lowest levels of government. This raises important issues concerning the likelihood of gaining sufficient experience and leaving in place a sustainable development strategy model in Central Java in the time remaining for PDP. For example, because 1980/81 funds probably will not be available until the summer of 1981, an evaluation of results of the first cycle of lower-level project planning will only be available the following summer. The DAI Evaluation Team, therefore, believes a sustainable development capability will not be possible before 1984.