

CONSULTANCY REPORT

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TAD / OICD
PN-AAP-739
ISN 34202

PROCALFER IMPLEMENTATION SYSTEM:
REGIONAL WORKSHOP AND TRAINING PREPARATIONS

April 21-May 6, 1983

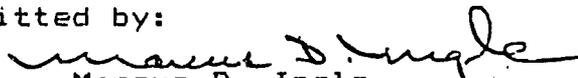
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6 May 1983

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I. INTRODUCTION

This report summarizes the major activities, products, conclusions and action recommendations of a two week consultancy in Portugal from April 22 through May 6, 1983 by Marcus D. Ingle of DFMC/OICD/USDA. The purpose of the consultancy was to assist the PROCALFER Coordinating Group and the Program Implementation and Management System (PIMS) Team prepare for a series of Regional Planning and Budgeting Workshops and to advise on other implementation related concerns.

Prior to arriving in Portugal, Dr. Ingle was briefed by several recent implementation and management consultants. These included Lawrence Cooley, Edwin Connerley and Noel Berge. While in Portugal he held substantive discussion with members of the PROCALFER Coordinating Group, the OICD/USDA Technical Assistance Team, the PIMS Team, and USAID Officials.

This report is the joint product of Dr. Ingle and the PIMS Team, including members of the core group, the Department of Planning technicians and the Regional Management Specialists. Segments of the report were discussed with members of the PROCALFER Coordinating Group and the Lisbon OICD/USDA Team. The report was discussed with the PIMS Team during its preparation and revision.

A. Background of the PIMS Effort

In early 1982, after extensive consideration and review, the PROCALFER Coordinating Group along with key members of the Planning Department, the Extension Department and the Regional Directors agreed to initiate an innovative and experimental Program Implementation and Management System (PIMS). The purpose of this effort, to be undertaken with the assistance of DFMC/OICD/USDA consultants and staff, was to "...develop and install an integrated MACF Program Implementation Management System (PIMS) in support of the PROCALFER Program by the end of 1983." The basic strategy of the PIMS plan was to develop and institutionalize a high quality management unit within the Coordinating Group which could assist with the implementation of PROCALFER at the national and regional levels, and could serve as a model of effective program management for the MACF more generally.

During 1982 and early 1983 a small PIMS unit was established in the Coordinating Group. The Team, with the active support and encouragement of several Portuguese institutions, has achieved some impressive results during its first year of operations and received a favorable review in the April 1983 evaluation. However, recent consultants have indicated that the PIMS Team is currently in need of increased focus, structure and technical competence in its organization and operations in order to ensure long-run, high quality performance and institutionalization. The purpose of Dr. Ingle's current consultancy, and this report, is to assist the Coordinating Group and PIMS Team with these organizational and operational concerns.

b. Terms of Reference

provide assistance on the following issues:

- * Review of the Regional planning and budgeting process
- * Develop a method for improving the technical content of the Regional plans
- * Develop guidelines for the Regional sessions
- * Specify the FIMS Team and Management Specialist training plans in the United States

In addition, while in Portugal the consultant was also requested by the Coordinating Group and/or the OICD/USDA Team to provide assistance on:

- * Plans for institutionalizing the FIMS approach in PROCALFER

- * Plans for replicating the FIMS approach in other Portuguese programs or institutions after 1983

II. STATUS OF THE PROCALFER IMPLEMENTATION SYSTEM

Upon arriving in Portugal, the consultant observed that several major changes were underway in Portugal and in the PROCALFER Program that had a bearing on the implementation system improvement effort. The most salient of these are presented below.

A. PROCALFER Nature and Context

In April 1983, a joint PROCALFER evaluation was completed. The evaluation report points out several important implementation-related features of PROCALFER at this time. These are highlighted below:

First, the Coordinating Group and the OICD Lisbon Team is concerned about the impact that the PROCALFER Program is having on small farmer production and income increases. The Coordinating Group is making a series of visits to the Regions to realign the Program so that it is more effective and efficient.

Second, the Coordinating Group is still not receiving adequate support from several National MACP institutions, including Research and Extension.

Third, and very important for the FIMS effort, Carlos Goncalves has been officially appointed as the Management and Implementation member of the Coordinating Group. Another individual has been appointed to the Extension position but is not yet actively involved in PROCALFER activities. A new representative has also been appointed for Forage.

Forth, the FIDDAC funds for 1983 have not yet been released. This places a severe constraint on the 1984 Planning and Budgeting exercise to be undertaken by the FIMS Team beginning in early May 1983.

Finally, the April 25 election results continue to place a substantial amount of uncertainty on responsibility and staffing of

B. FIMS Progress and Current Situation

The FIMS effort is on schedule with respect to its 1983 Workplan as outlined in the L. Cooley Consultancy report. Highlights of the Team's overall progress include:

First, the Team has accepted the clear and limited statement of its function and purpose as "To establish and support an effective system for planning, budgeting and monitoring/evaluating PROCALFER at the regional and national levels"

Second, the current 1983 Workplan appears realistic and feasible. Actions are needed by the Coordinating Group and OICD/Lisbon Team in the near future to provide the consultants, training, and resource support called for in the revised Workplan.

Third, with the assignment of Carlos Goncalves a reclarification of internal Team responsibilities has been possible and is occurring. In general, the geographical and functional divisions of responsibility suggested by L. Cooley are being maintained.

Forth, everyone has agreed that it is appropriate for the FIMS function to remain within the PROCALFER Coordinating Group and that a small core of management specialists will be needed to operate and maintain this system for the remainder of the Program.

Fifth, links between the FIMS Team and Coordinating Group are now much improved as a result of the assignment of a permanent FIMS Coordinator in PROCALFER.

Sixth, the FIMS Team is working closely with the Coordinating Group and the Regions to assure that the 1984 PROCALFER plans incorporate enhanced technical content.

Seventh, the microcomputers are now operational and will be used by the FIMS Team in their upcoming regional workshops. However, to assure full and continued use of this equipment the recommendations of the E. Connerley and N. Berge report deserve immediate attention.

Finally, the Team still lacks the requisite management skills and systems to ensure a high quality and sustained PROCALFER management system at the national and regional level. Continued consultant and training assistance is scheduled during 1983 to deal with these needs.

III. CONSULTANCY ACTIVITIES AND PRODUCTS

A. Developing and Maintaining an Appropriate Management System in PROCALFER

During the consultancy period, a series of sessions were held to review the 1983 FIMS workplan within the context of overall PROCALFER management and implementation needs. The FIMS Team and consultant believed it was necessary to begin with a realistic

Assessment of PROCALFER management needs in 1984 and beyond, and then to adjust current and upcoming activities of the Team to those needs. This section of the report outlines several subsets of activities undertaken within this general heading of further developing and sustaining the PROCALFER management system.

1. PROCALFER Implementation and Management Needs during 1983 and Beyond

At the beginning of the second week, the consultant prepared and made a presentation for the PIMS Team on the subject of "Improving, Sustaining and Replicating the PIMS Approach in Portugal: Reassessing the Future". The notes used in this presentation are contained in Appendix A. The product of the Team discussion on these issues is elaborated below.

The Team recognizes that substantial progress has been made in assisting the Regions to develop their own annual PROCALFER plans during the last year. However, the plans still lack technical rigor and realistic cost and time estimates. Also, with several exceptions, the Regions do not yet have adequate skills and internal working procedures to continue the planning and management process without substantial external assistance. Moreover, the monitoring and replanning process is only beginning this year and will need at least one more full cycle of development before the process can be carried out effectively and efficiently.

Therefore, the PIMS Team realizes that there is considerable work remaining to be completed in 1983 and 1984 in order to assure an adequate Regional coverage of the management system, and to improve the quality of the planning and management process. The maintenance and institutionalization of this management function in the PROCALFER program will, it is believed, require the continued existence of a core group of management specialists in the Coordinating Group. This is consistent with the initial management proposal made by Marcus Ingle to the Coordinating Group and OICD in February 1982.

The core management group will need to be technically qualified in PROCALFER planning, budgeting, monitoring/evaluation and be able to assist the Coordinating Group in working with the Regions and dealing with various internal management and implementation concerns. This requires, as is elaborated in the Training Needs Assessment below, additional specialized training and continued field experience and supervision.

2. Preparation for the Regional Implementation Workshops

The consultant met with the PIMS Team, including the part-time representatives of the Planning Department and 2 Regional Management Specialists to review the strategies and develop detailed plans for conducting the Regional Workshops beginning on May 9th. PROCALFER monitoring and replanning workshops are scheduled to be held in Regions 1 and 2 from May 9 to May 18 and in Regions 3 and 4 from June 14 to 22. In addition, initial planning and budgeting workshops are scheduled for Region 5 from May 23 to June 1 and in Regions 6 and 7 at some later date yet to be confirmed.

The objectives of the workshops is twofold--to assist the Regions to develop high quality PROCALFER plans for 1984, based on experience with the Program to date, and at the same time strengthen the

institutional capacity at the Regional level in planning, budgeting, and monitoring. Based on the workshop experience in 1982 and earlier this year, different workshop designs are being developed for each region. For example, based on last year's experience, some of the Region feel that the use of more small work groups is desired over large plenary sessions.

During week two, the core PIMS Team also met with the consultant to discuss and agree roles and responsibilities for conducting the Regional Workshops and carrying out its other tasks. This respecification of responsibilities was made more necessary by the recent addition of Carlos Goncalves to the Team as full time Coordinator and the fact two teams would be conducting workshops in different Regions at the same time. The Team arrived at a working definition of these roles, but agreed to review them again after the second round of workshops in the middle of June. A list of the responsibilities agreed upon for each of these key PIMS actors is presented in Appendix 2.

In the upcoming workshops, the PIMS Team is being asked to work with the Regions in a new technical area--program monitoring and evaluation. During the consultancy, it became apparent that the Core Team has not yet had the opportunity to develop substantial skills in this area. Some previous consultant experience was provided in this area, but most of the work to date has been at the initiative of the PIMS technicians. Therefore, the consultant assisted with the development of some introductory training materials and did a presentation on "Congruence Diagrams", a graphical tool that can be used for displaying and analysing the results of a monitoring/evaluation exercise.

3. U.S. Management Training Needs Assessment

The revised 1983 PIMS workplan contained in the February Report of L. Cooley outlines several areas of international training for persons involved in the PROCALFER implementation and management activity. Therefore, upon my arrival, the PIMS Team asked if I would assist them to review the requests to date and prepare one consolidated list for the Coordinating Group's consideration.

As the starting point for this review, the PIMS Team provided me with a copy of a brief training proposal submitted to the Coordinating Group on the 18th of April, 1983. This proposal sets out the Team's initial ideas on high priority skills for the management specialists that will be of direct and lasting value to PROCALFER. The memo concludes that "A program for training in planning, budgeting and monitoring/evaluation will be specified during the upcoming visit of Marcus Ingle, with respect to areas of study, instructors, location and dates of study."

a. Training Rationale

The basic rationale that underlies management training in the PROCALFER program context is that there is a needed for expanded competencies and skills in order to effectively and efficiently plan, budget, and control Program implementation. To be optimally relevant, therefore, training should be based on a clear and accurate assessment of the various competencies required to establish and maintain a high quality program implementation and management system in the PROCALFER program.

International management development and training experience

suggests that successful training programs have several basic attributes:

- * They stress the simple and the practical, within a general context of the academic and the theoretical;
- * They focus on skill and knowledge requirements for improving actual on-the-job work performance;
- * Their orientation is more one of "learning-by-doing" or "experiential learning" than formal teaching and lecturing;
- * They emphasize small group learning and team teaching;
- * They emphasize working from actual program facts and evidence rather than from preconceptions and biases; and
- * They have a built in commitment to follow-up and follow-thru in the actual work context.

The training needs assessment methodology and plan developed here attempts to build each of these characteristics into the training, whether it is in Portugal or in other countries.

b. Needs Assessment Methodology

The following training program design methodology provides an appropriate means for building the desirable characteristics into a training plan:

- * Determine desired PROCALFER-related roles and tasks of key personnel to be trained;
- * Determine the types and levels of competencies and skills required by these personnel to perform these roles and tasks;
- * Determine areas of current skill deficiency for these individuals;
- * For each important deficiency area, determine areas of learning that a training effort and subsequent follow-up can address; and
- * Determine the most appropriate approach (including areas of study, instructors, mode of training, locations, and timing) for training the personnel.

c. PIMS Needs Assessment

In the remainder of this section, each of these steps will be followed for the PROCALFER management-related personnel recommended for overseas and

1a. Determine Desired Management-Related Roles and Tasks for Proposed Training Candidates

The 18th of April memo to the Coordinating Group proposes that 10 management-related persons be considered for US training. All of these individuals are directly involved in the installation of the PROCALFER planning, budgeting and monitoring/evaluation system. Since the middle of April, the PIMS Team has been informed

that the Regional Management Specialist of Region I, Armino Rios, has accepted a new position in Mozambique. Therefore there are only 9 persons currently eligible for US training. The remaining 9 candidates expect to be directly or indirectly involved in PROCALFER at least through the end of 1984.

Although the 9 training candidates are all either directly or indirectly involved in the management system development effort, the roles and tasks they are and will perform vary considerably depending on their institutional location and work assignment in the PROCALFER program. For purposes of this training needs assessment exercise, it is possible to divide the candidates into 2 sub-groups--those located at the national level and those located at the regional level.

The National level sub-group is comprised of 6 persons, all of whom have and will continue to be involved in developing and sustaining a high quality management system in the PROCALFER program. This group's overall role is to assist the Coordinating Group in assuring that the PROCALFER Program is implemented effectively and efficiently.

The Regional level sub-group consists of 3 training candidates, all of them appointed and working as Management Specialists during the last year. It is expected that these individuals will continue in their Management Specialist roles through 1985.

The key management-related roles and tasks of the national and regional sub-group candidates are outlined in Table 1. This list was compiled following discussions with individual members. A Team meeting was held during the second week to gain consensus on these roles and tasks.

1b. Determine Required Management Competencies

Performing the national and regional management roles and tasks requires a variety of competencies in management technologies (including program planning/replanning, budgeting and financial control, and monitoring/evaluation/information systems), working with and developing operational groups in various public and private sector institutional contexts, and training/developing others in management concepts and practices.

To a large extent, the required competencies of both sub-groups are very similar. This is because the regional Management Specialists are expected to play a human resource development and institutional strengthening role in their respective Regions that closely approximates the role played by the Core PIMS Team at the national level.

1c. Determine Areas of Current Skill Deficiency

At present the level of skill development of the national and regional sub-groups is quite different. The national group has considerable experience with the overall PIMS approach, and received special training in group process in the United States last year. The regional group has not yet received specialized training in several of the most basic management skill areas. The areas of major skill deficiency are thus quite different for the two groups, as presented in Table 2.

1d. Determine Areas of Learning

TABLE 1

KEY MANAGEMENT ROLES AND TASKS OF THE NATIONAL AND REGIONAL TRAINING CANDIDATES

NAME OF CANDIDATE	PIMS ROLE AND RESPONSIBILITY	MAJOR PIMS TASKS
A. NATIONAL SUB-GROUP		
1. CARLOS GONCALVES	COORDINATOR OF PROCALFER PIMS	<ul style="list-style-type: none"> A. REPRESENT PIMS IN C.G. B. SUPERVISE PIMS CORE TEAM C. ASSURE TECHNICAL QUALITY D. COORDINATE CONSULTANTS E. COORDINATE TRAINING F. DEVELOP PIMS BUDGET/SCHEDULES G. RESPOND TO REQUESTS FOR IMPLEMENTATION ASSISTANCE H. DOCUMENT PIMS EFFORT I. MONITOR AND EVALUATE PIMS J. INTERNAL TEAM ADMINISTRATION K. NEGOTIATE PLANS L. MANAGE EQUIPMENT
2. EDITE AZENHA	CORE PIMS TECHNICIAN, BUDGETING AND PLANNING	<ul style="list-style-type: none"> A. DEVELOP PIMS SYSTEM B. DEVELOP BUDGET SYSTEM C. CONDUCT PLANNING, BUDGETING, AND MONITORING WORKSHOPS D. DEVELOP REGIONAL MANAGEMENT SPECIALISTS E. INTRODUCE MICROCOMPUTERS IN BUDGETING AND FINANCIAL CONTROL F. INITIATE PIMS EFFORTS IN OTHER PORTUGUESE PUBLIC ORGANIZATIONS G. UNDERSTAND VARIOUS APPROACHES TO STRENGTHENING INSTITUTIONS H. BUILD TEAMS OF PROGRAM IMPLEMENTORS AND TECHNICIANS
3. M. CONCEICAO GONCALVES	CORE PIMS TECHNICIAN, PLANNING AND MONITORING/EVALUATION	<ul style="list-style-type: none"> A. DEVELOP OVERALL PIMS SYSTEM B. DEVELOP PLANNING AND MONITORING/EVALUATION SYSTEM C. CONDUCT PLANNING, BUDGETING, AND MONITORING WORKSHOPS D. DEVELOP REGIONAL MANAGEMENT SPECIALISTS E. INTRODUCE MICROCOMPUTERS IN PLANNING AND MONITORING F. INITIATE PIMS EFFORTS IN OTHER PORTUGUESE PUBLIC ORGANIZATIONS G. UNDERSTAND VARIOUS APPROACHES TO STRENGTHENING INSTITUTIONS H. BUILD TEAMS OF PROGRAM IMPLEMENTORS AND TECHNICIANS

4. ANA VARELA

CORE PIMS TECHNICIAN, INFORMATION
AND MICROCOMPUTERS

- A. DEVELOP MICROCOMPUTER AND MANAGEMENT APPLICATIONS
- B. DEVELOP DATA BASE MANAGEMENT APPLICATIONS
- C. DEVELOP ELECTRONIC SPREAD SHEET APPLICATIONS
- D. INTRODUCE MICROCOMPUTER TO C.G. AND REGIONS
- E. INTRODUCE MICROCOMPUTERS TO OTHER PROCALFER-RELATED ORGANIZATIONS
- F. ASSURE MICROCOMPUTERS ARE PROPERLY USED AND MAINTAINED
- G. CONDUCT NATIONAL AND REGIONAL PIMS WORKSHOPS

5. ELVIRA HUGON
6. ANTONIO MIGUEL

PLANNING CABINET TECHNICIANS

- A. ASSIST WITH NATIONAL AND REGIONAL PIMS WORKSHOPS
- B. REPLICATE RELEVANT PORTIONS OF PIMS IN THE PLANNING CABINET
- C. ASSIST IN INTRODUCING MICROCOMPUTERS IN PLANNING, BUDGETING, AND CONTROL
- D. UNDERSTAND AND USE THE PIMS APPROACH
- E. FACILITATE THE BUILDING MAINTAINING OF PROJECT TEAMS
- F. SUPPORT PLANNING NEEDS OF PROCALFER

B. REGIONAL SUB-GROUP

7. ADELAIDE FERNANDES
8. JOAO COSTA
9. LEONEL AMORIM

REGIONAL MANAGEMENT SPECIALISTS,
PIMS

- A. FACILITATE DEVELOPMENT OF REGIONAL PROCALFER PLANS
- B. FACILITATE DEVELOPMENT OF REGIONAL PROCALFER BUDGETS
- C. MONITOR/EVALUATE REGIONAL PROCALFER ACTIVITIES AND ACCOMPLISHMENTS
- D. BUILD AND MAINTAIN PROJECT IMPLEMENTATION TEAMS AT THE REGIONAL, SUB-REGIONAL, AND ZONAL LEVELS
- E. CONDUCT MANAGEMENT WORKSHOPS AS NEEDED

TABLE 2

AREAS OF MAJOR MANAGEMENT SKILL DEFICIENCY IN NATIONAL AND REGIONAL SUBGROUPS OF IMPLEMENTATION TEAM

PRIORITY MANAGEMENT SKILL AREAS	SUBGROUP	
	NATIONAL	REGIONAL
1. PROGRAM IMPLEMENTATION AND MANAGEMENT TECHNOLOGIES		
A) PLANNING AND PROGRAMING	X	
B) BUDGETING	X	
C) MONITORING/EVALUATION	X	X
2. MANAGEMENT INFORMATION SYSTEMS	X	
3. DEVELOPING OPERATIONAL GROUPS/TEAMS		X
4. TRAINING/DEVELOPING MANAGEMENT SKILL IN OTHERS		X
5. CONCEPTS AND PRACTICE OF MANAGEMENT IMPROVEMENT AND INSTITUTIONAL STRENGTHENING	X	

Based on this analysis, several areas where new skills are required become evident. For the national sub-group the skills that are needed at this time include:

- * Program Monitoring and Evaluation

- * Concepts and Practice of Management Improvement and Institutional Strengthening

- * Management Information Systems

- * Other--Individual members of the national sub-group have some speciality skill requirements as follows:

 - Carlos: Team Coordination, Supervision, and Technical Project Management

 - Edite: Performance Budgeting and Microcomputers

 - M. Conceicao: Management Information System Design

 - A. Varela: Management Information System Design and Operation

 - Elvira: Performance Budgeting and Management Information System Design

 - Miguel: Performance Budgeting and Microcomputers

For the regional sub-group, the following learning areas are high priority at this time:

- * Developing Operational Groups and Teams

- * Training/Developing Management Skills in Others

- * Program Monitoring and Evaluation

- 1e. Determine Appropriate Training Approach

Given the learning requirements identified in 1d above, the PIMS Team met and considered a suitable training program for meeting these needs. We decided it would save money if all the training could be conducted at the same time, and if training in similar areas could be provided in a group. Based on this we decided that a one-month period would be the minimum time possible to cover the required topics. September emerged as the most suitable month for the training.

The proposed training plan for both of the sub-groups is summarized in Table 3. This table provides a break down of the proposed training by training topic, duration, timing of study, location, and proposed instructor.

In brief, the national sub-group will be in Washington DC for the first week of training with DFMC. They will then visit a field site application of a recent management improvement effort at a site to be selected in Latin America or the Caribbean. During week three the group will break up for specialized training in various areas per the discussion in 1d above. Then the group will reassemble in Washington in week four for a session on program monitoring and

TABLE 3

PROPOSED PIMS TRAINING PLAN FOR SEPTEMBER 1983

TRAINING TOPICS	SUB-GROUP	DURATION	TIMING	LOCATION	INSTRUCTOR
1. PROGRAM IMPLEMENTATION AND MANAGEMENT TECHNOLOGIES					
A) PLANNING AND PROGRAMING	NATIONAL (CARLOS GONCALVES)	1 WEEK	WEEK 3	U.S. MINISTRY	UNIVERSITY OF MARYLAND USC, UNIV. OF CONN.
B) BUDGETING	NATIONAL (E. AZENHA, E. HUGON, A. MIGUEL)	1 WEEK	WEEK 3	U.S. MINISTRY	UNIV. OF MARYLAND, HARVARD, SYRACUSE
C) MONITORING/ EVALUATION	NATIONAL AND REGIONAL	1 WEEK	WEEK 4	WASHINGTON D.C.	M. KETTERING DPNC, TERRY SCHMIDT, UN. OF MARYLAND
2. MANAGEMENT INFORMATION SYSTEMS	NATIONAL (CONCEICAO GONCALVES, A. VARELA)	1 WEEK	WEEK 3	U.S. MINISTRY	UNV. OF MARYLAND, MIT
3. DEVELOPING OPERATIONAL GROUP/TEAMS	REGIONAL	1 WEEK	WEEK 3	U.S. MINISTRY	FLORIDA ST. UNIVERSITY
4. TRAINING/DEVELOPING MANAGEMENT SKILL IN OTHERS	REGIONAL	2 WEEKS	WEEKS 1+2	WASHINGTON, D.C.	OICD CONTRACTOR (?W. GORMLEY J. MACCFREY)
5. CONCEPTS AND PRACTICE OF MANAGEMENT IMPROVEMENT AND INSTITUTIONAL STRENGTHENING	NATIONAL	2 WEEKS	WEEKS 1+2	WASHINGTON, D.C. AND LATIN AMERICA	M. KETTERING AND M. INGLE DPNC

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evaluation.

The regional sub-group will spend their first two weeks in Washington in a team building session. They will then visit a field site in Florida as the FIMS the national team did last year. Finally they will reassemble in Washington with the national sub-group during the fourth week to participate in the program monitoring and reporting session. The regional sub-group will require the assistance of a Portuguese interpreter during their stay in the US. An alternative is to find a Portuguese instructor for their segment of the training.

This plan was discussed with and agreed to by all members of the FIMS Team during the consultant's stay in Portugal.

4. In-Portugal Management Training

The E. Connerley and N. Berge Microcomputer Consultancy Report identifies the need for a substantially increased level of "applications development" training. During this consultancy, I further discussed the microcomputer issue with the Chairman of the Coordinating Group and members of the FIMS Team. They all agreed that the "applications development" work should proceed as recommended, and that it should receive high priority.

The highest priority training areas remain as in the Connerley and Berge Report.

B. Replicating the FIMS Approach in Other Agriculture Programs and Institutions

During the consultancy, the FIMS Team met with representatives of the Department of Planning to discuss current plans for replicating the FIMS approach in other MACP locations.

The Planning Department informed the Team that the idea is proceeding in their Department but that it is still in the initial stages. They are considering the possibility of selecting one additional project or one region to begin working in sometime in 1984.

The Planning Department said it would develop its ideas further in the next couple of months. It would also give consideration to possible sources of funding and the possible involvement of DFMC/OICD in the replication.

IV. CONCLUSIONS AND ACTION RECOMMENDATIONS

A. Regional Workshops

The Regional Planning, Budgeting and Monitoring/Evaluation Workshops are proceeding on schedule with some modifications. The joint visits of the FIMS Team and the Coordinating Group should provide improved guidance and technical input into the 1984 plans.

Action Recommendations:

* The FIMS Team work closely with the Coordinating Group to assure that national policies and technical concerns are

incorporated into the 1984 plans. The new Coordinator of the FIMS effort is responsible for playing this important role.

* Following the second round of workshops in early June, the FIMS Team reassess how the first few Workshops were conducted and revise the workplans and schedules for the remaining regional workshops.

B. FIMS Team Training

As presented in Section III above, several important areas remain where new management implementation skills are needed by national and regional Management Specialists. These skills are required to improve the management operations of PROCALFER and assure that the management system is sustained after 1983.

Action Recommendations

* The Coordinating Group should approve the proposed US Training Plan presented in Table 3 for the national and regional Management Specialists.

* Additional in country training contained in the 1983 workplan should be postponed until later in 1983 or early in 1984.

* Microcomputer "applications development" training as outlined in the Connerley and Berge Report should be given immediate attention by the FIMS Team and the Coordinating Group

C. Additional FIMS Consultancies in 1983

The revised FIMS Workplan suggested by L. Cooley still appears to be realistic and feasible with respect to additional consultants during 1983. The Kettering consultancy on Management Information Systems can be postponed until later in 1983, as the initial part of his scope has been accomplished by other consultants.

Action Recommendations:

* The Coordinating Group should approve the Revised FIMS 1983 Workplan as recommended by L. Cooley, including the interim and final evaluations of FIMS later in 1983.

* The interim evaluation of FIMS scheduled for the fall of 1983 should give increased attention to the steps that are needed to sustain an effective and efficient management system in PROCALFER.

D. Replicating the FIMS Approach

There continues to be substantial interest within the MACP for exploring the possibility of replicating the FIMS approach in other programs or institutions in Portugal.

Action Recommendations:

* The Department of Planning should take responsibility for pursuing the idea of replicating the FIMS approach in other programs and institutions.

* The replication issue should receive priority attention in the final FIMS evaluation to be conducted toward the end of 1983. This evaluation should be designed in such a way to demonstrate whether and to what extent the PIMS effort influenced agriculture performance improvements and institutional strengthening. It should also address the issue of costs and efficiency.

APPENDIX I:

IMPROVING, SUSTAINING AND REPLICATING THE PIMS APPROACH IN PORTUGAL:
REASSESSING THE FUTURE

PRESENTATION NOTES

Prepared by Marcus D. Ingle
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Presented to the Portuguese PIMS Team
Lisbon, Portugal

May 2, 1983

CONTENTS OF THE PRESENTATION

- I. Objectives
- II. Initial Design Intent of PIMS
- III. PIMS Progress to Date
- IV. Implications for the Future

I. SESSION OBJECTIVES

A. General Statement

"To reach an initial consensus on how the PROCALFER Implementation Management System (PIMS) should be institutionalized and replicated in Portugal"

B. Specific Issues

1. If the PIMS effort is successful how will we know it:

- * In August 1983?
- * At the end of 1983?
- * At the end of 1984?

2. What are the implications of this future scenario for PIMS activities and operations, organization and staffing, training, and internal external/support?

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II. INITIAL DESIGN INTENT OF PIMS

A. Nature of February 1982 Agreement

1. Objectives of PIMS:

* Goal--The PROCALFER Program is successfully implemented.

* Purpose--Modern agricultural management system adapted and correctly used by PROCALFER actors

2. PIMS End of Project Status Indicator

By the end of 1983, "...to develop a viable management unit within the Coordinating Group which can assist with the implementation of PROCALFER at the national and regional levels, and can serve as a model of effective program management for the MACP Department of Planning."

3. Resources and Timing

- a. C.G. Team Leader--1982 to 1985
- b. Planning Cabinet Management Technician--1982 to 1984
- c. Extension Department Management Technician--1982 to 1984
- d. Regional Management Specialists (4-7)--1982 to 1985
- e. Planning Department Information Specialist--1982 to 1983(?)
- f. One Team Secretary--1982 to 1985
- g. US Consultants--1982 to 1983 and beyond as negotiated

4. PIMS Strategy--3 Phases

PHASES:	PROCALFER:	MACP:
I. 1982	Develop the system and train management specialists	Support the effort with staff and influence
II. 1983	Expand coverage and assure PIMS is operating effectively and efficiently so it can be maintained	Begin to consider how to replicate in MACP programs
III. 1984+	Expand coverage of system to all key PROCALFER actors and maintain quality of planning, budgeting and monitoring/evaluation/control	Replicate the system at the National and/or Regional levels; Follow a learning by doing approach; Document and disseminate results

A

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B. Renegotiations in September 1982

1. Evaluation of PIMS in Wash. DC indicated that more Team members would be required to carry out heavy work load.

2. Planning Cabinet was willing to supply additional staff for 1982-1983 period

3. M. Ingle's August letter to Coordinating Group stressed this, but never formally agreed to in writing.

4. Coordinating Group feels did not accept this change.

C. Reassessment in Jan.-Feb., 1983

1. Reduction in scope of work away from National level institutions

2. Concentration on Regional Planning, Budgeting and Monitoring system

3. Increased attention to replication in the Department of Planning

4. Minimal attention given to the issue of "What happens after 1983?"

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III. FIMS PROGRESS TO DATE

A. PROCALFER Specific

:PHASE:	:REGIONAL LEVEL:	:NATIONAL LEVEL:
I. Develop system and train staff	a. Four Regions MS trained b. SGIF system developed	a. Some assistance to C.G. b. National Core FIMS Team trained
II. Expand and refine the FIMS system	a. Three more regional workshops planned b. New MS's being trained c. Planning and Budgeting systems being refined	a. No new Central units scheduled b. No training scheduled for C.G. c. FIMS Team expanding skills
III. Maintain quality of system and staff	a. No decisions made	a. No decisions

B. Replication in MACF

:PHASE:	:REGIONAL LEVEL:	:NATIONAL LEVEL:
I. Support FIMS with staff and influence	a. Good support from Planning Departments	a. Excellent support from Planning Dept.
II. Consider replicating the FIMS approach	a. Some Regions now considering using FIMS in other programs	a. Planning Department has a proposal pending
III. Support actual replication	a. No action	a. no action

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IV. IMPLICATIONS FOR THE FUTURE

A. We need a better idea of PROCALFER and FIMS success! What are we actually trying to do and how do we know when it is being successful?

1. Impact on production and productivity of Management Specialists, PROCALFER Coordinators (Central and Regional Level), PROCALFER Functionaries/Farmers (see Matrix 1)

2. Organizational Arrangements in the Program at various levels (Center, Regional, Zonal, Extension Teams) and along various dimensions (power, control, and influence) (See Diagram 1)

B. We need to agree on three simultaneous strategies--one for continuing the development and coverage of the FIMS, a second for assuring an efficient and effective management approach is maintained in PROCALFER during 1984+, and third for appropriately replicating the FIMS approach in other National and Regional level insitutions.

1. Strategy 1: Continue to Develop and Expand FIMS

* Do all planned activities

* Clarify internal FIMS Roles and Responsibilities
for 1983

* Move to Agrarian Zones and Extensionist levels
(Moses Thompson)

2. Strategy 2: Develop minimum conditions for sustaining an effective and efficient PROCALFER FIMS system

* Standardize policies, procedures and protocols of PROCALFER at the National and Regional level by use of a simple internal policy and procedure manual (This is included in the in the Revised 1983 Workplan)

* Get firm commitments on FIMS staffing and resources for 1984 by no later that September of this year. It currently appears to me that the minimum Team should continue internal to the Coordinating Group on at least a 1/2 time basis. The Coordinator should continue on a full time basis.

x

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3. Strategy 3: Develop Minimum Conditions for Replicating the PIMS effort

* Follow-up with the Department of Planning on the status of the replication proposal

* Later in 1983 complete plans for a Portuguese in-country training session like that recommended by L. Cooley in Program and Project Management to introduce key persons to the PIMS approach.

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MATRIX 1: SUCCESS INDICATORS EXPECTED TO BE IN EVIDENCE IF AND WHEN PIMS IS FULLY OPERATIONAL AND MAINTAINED IN PROCALFER -- IMPACT ON THE PRODUCTIVITY AND PRODUCTION OF KEY ACTORS

A. MANAGEMENT SPECIALISTS

1. Continuously adapting, refining and expanding/changing the PIMS system
2. Assisting the Coordinating Group with Management in all its dimensions.
3. Respected technicians by members of the Coordinating Group and others in the Portuguese system.
4. Confident that the work they are doing is making a difference in the performance of the agricultural sector in Portugal and can demonstrate it with empirical studies of the impact of improved management on public sector performance and actual increases in agricultural productivity and production.

B. PROCALFER COORDINATORS

1. Have clearly articulated the PROCALFER objectives for National and Regional Offices
2. Regularly publish policy statements and procedures for the planning, budgeting, and monitoring/evaluation of the Program.
3. Operate in a professional manner becoming of a National level group. Welcome visitors, make presentations, deal with problems in a collaborative manner, make status reports, and take initiative to influence the external setting in the interest of accomplishing the objectives of the Program.
4. At the Regional level, do what is necessary to influence line institutions of the Ministry of Agriculture to work in cooperation with the accomplishment of PROCALFER objectives.

C. PROCALFER FUNCTIONARIES/PRIVATE SECTOR/FARMERS

1. National level institutions have high quality plans, budgets, and learning/adaptation mechanisms, and act in support of the PROCALFER program objectives.
2. Regional level institutions have high quality plans, budgets, and learning/adaptation mechanisms, and act in support of the PROCALFER Program objectives.
3. Zonal level institutions have high quality plans, budgets, and learning/adaptation mechanisms, and act in support of the PROCALFER Program objectives.
4. Extension Team have high quality plans, budgets, and learning/adaptation mechanisms, and act in support of the PROCALFER Program objectives.
5. Farmers receive higher quality advise, have access to improved inputs, use advise on their farming operations, and demonstrate improvements over time in their productivity and production figures.

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IMPLEMENTATION:

STATUS IN 19

The pattern depicted here is adapted from W.E. Smith et al., "The Design of Organizations for Rural Development Projects -- A Progress Report", World Bank Staff Working Paper No. 375, March 1980. The basic idea is that each level in the Program should be powerful enough (a) in its commitment to policy and program objectives and (b) in its ability to make necessary resources available to give a sense of direction and competence to the next lower level.

LEVELS	CONTROL ENTITIES MACP/PRIVATE/ FARMERS	PROCALFER COORDINATING UNITS	PROCALFER MANAGEMENT SUPPORT UNITS
NATIONAL	MACP Institutions/ Limestone industry/	Coordinating Group	FIMS Core Team and OICD
REGIONAL/ SUB- REGIONAL	MACP Institutions/ Cooperatives	Regional Coordinators	Management Specialists
AGRARIAN ZONES	Zonal Chiefs/ MACP functionaries	Liaison Group(?)	?
EXTENSION TEAM/ FARMERS	Extensionists/ Farmers	Written Protocols	(?)

Legend:

	Weak	Moderate	Strong
Power			
Control			
Influence			