

PN - AAY-681

DPMC

Development Project Management Center

An international cooperation and resource center that supports project design and management in developing countries.

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

In cooperation with the

U. S. Agency for International Development
Bureau for Science and Technology
Office of Multisectoral Development

Development Project Management Center

The center operates under an agreement between the Agency for International Development (AID) and the U. S. Department of Agriculture (USDA) with funding from AID project 096, Project Management Effectiveness. The center's full-time staff provides consultant services and technical materials to institutions in less developed countries. The center also maintains a skill bank of consultants with expertise in various areas of project planning and implementation who are available for short- and long-term assignments. Located in the Technical Assistance Division of USDA's Office of International Cooperation and Development, the center is able to draw upon a wide variety of agricultural specialists to complement its work. In addition, through the AID 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.

Further information can be obtained from:

The Development Project Management Center
Technical Assistance Division
Office of International Cooperation and Development
U. S. Department of Agriculture
Washington, D.C. 20250
Telephone: (202) 447-5804

USAID Missions may contact:

Office of Multisectoral Development
Bureau for Science and Technology
Agency for International Development
Washington, D.C. 20523
Telephone: (703) 235-8860
Telegram caption: ST/MD

Management Development in Agriculture: Program Review and Workshop

Dissemination Report

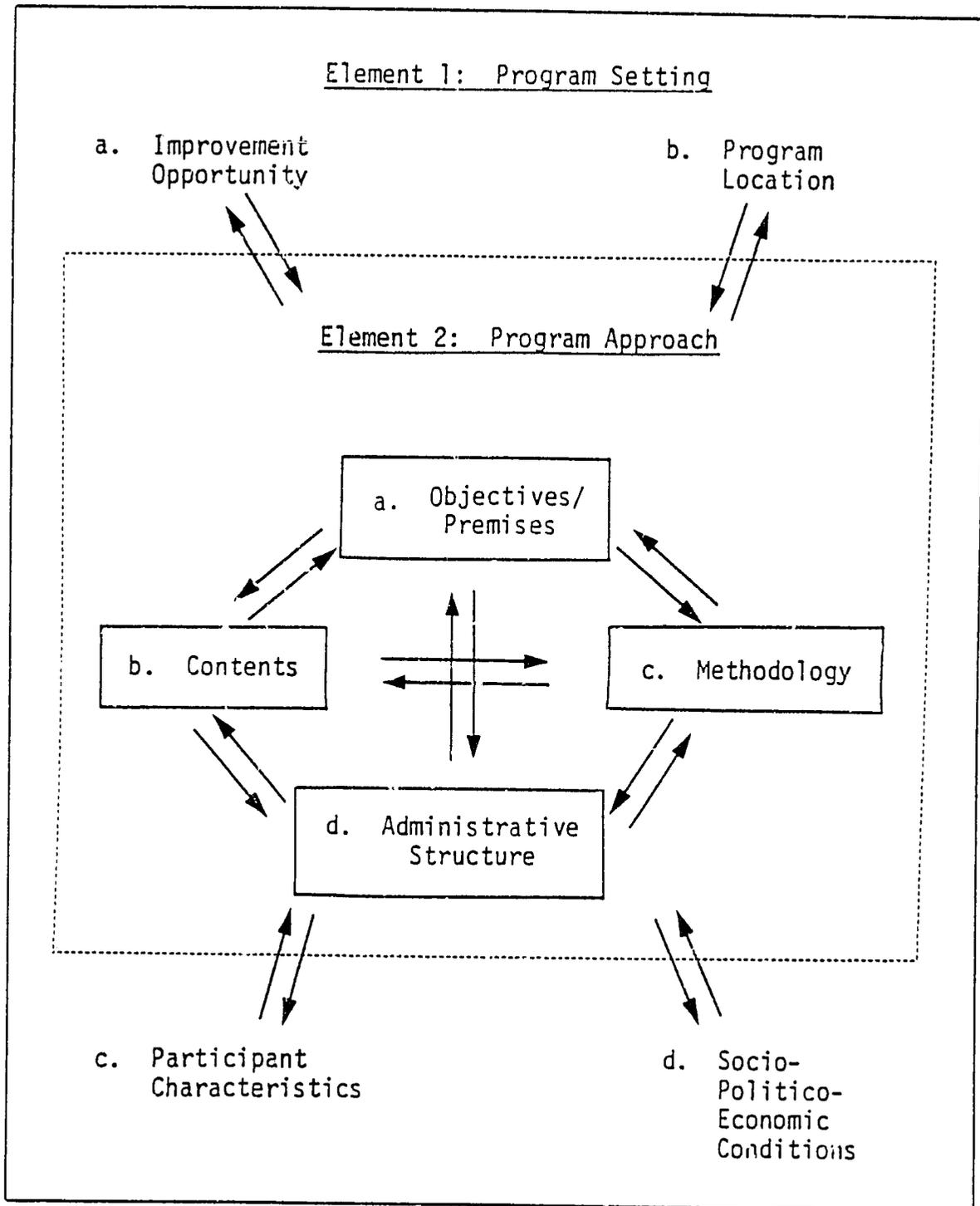
Authors:

Marcus D. Ingle
Wilfred Owen, Jr.
Donald Spears

Senior Editor:
Marvin Bordelon

June 1985

The Descriptive Model of Management Development Programs



Outstanding Issues

Lessons from Experience

Guidelines for Action

Next Steps

MANAGEMENT DEVELOPMENT IN AGRICULTURE

TABLE OF CONTENTS

	Page
Acknowledgements	i
Foreword	ii
PART I. RATIONALE AND BACKGROUND	I-1
Scope and Purpose	I-1
Six Development Cases Chosen	I-2
PART II. PROGRAM REVIEW PRODUCTS	II-1
Outstanding Management Development Issues	II-1
Important Lessons Learned	II-3
Guidelines for Action	II-7
Suggested Next Steps for S&T/AID, and DPMC/USDA	II-11
The Future	II-13
APPENDICES	
A. Acronyms	
B. List of Workshop Participants	
C. Workshop Agenda	
D. Workshop Format and Process	
E. A Descriptive Model of Management Development Programs	
F. Six Management Development Cases: Narrative Review	
G. Comparison Matrix: Application of the Descriptive Model to the Six Cases	
H. Key Program Characteristics of the Six Cases: Similarities and Lessons Learned	
I. Suggested Management Development Approaches and Rationale for Three Case Incidents	

ACKNOWLEDGEMENTS

The preparation and editing of this report involved the collaboration and cooperation of many individuals.

Dr. Marcus Ingle, of the Development Project Management Center (DPMC) in the U.S. Department of Agriculture, directed the Management Development R&D effort from its inception in late 1981 and took the lead in preparing this document. Donald Spears was contracted by DPMC to manage the research effort leading to the October 1982 Management Development Workshop and to prepare an initial draft of this report. Dr. Wilfred Owen, Jr. assisted with workshop planning, case materials, and this report. The three principal authors worked closely with many management development and training professionals in gathering case materials, guiding the workshop, and assembling information for this document.

After an initial draft of this report had been completed, DPMC (in cooperation with the new International Development Management Center at the University of Maryland) procured the services of a senior editor, Marvin Bordelon, to thoroughly review and complete the report. Mr. Bordelon was contracted both for his professional editorial skills and his fresh perspective on the subject matter, not having attended the October 1982 Workshop. In editing the final manuscript, Mr. Bordelon received valuable assistance from Morris Solomon, Dr. Merlyn Kettering, Pierrette Countryman, and Pat Isman of DPMC. Ms. Isman, a Presidential Management Intern, was especially conscientious in reviewing the manuscript and provided excellent comments. Dr. Kenneth Kornher and Jeanne North of the Office of Multisectoral Development in The Agency for International Development (AID)--the unit that sponsors DPMC--also reviewed the draft and provided valuable suggestions.

Finally, Junko Olson, Gwen Salters, and Hope Fung deserve thanks for assisting throughout with manuscript preparation and dissemination. Their gracious manner and willingness to help is much appreciated by all involved.

Marcus D. Ingle
Wilfred Owen, Jr.
Donald Spears

FOREWORD

When the performance of development organizations falls short of expectations, the near universal prescription is training. Developing countries and international development agencies spend the equivalent of hundreds of millions of dollars on training each year. In view of this, it is surprising that many development organizations pay so little attention to the conditions under which training may actually produce improved organization performance.

People are thought to need one of two kinds of training --"technical" or "managerial." Projects provide "executive" training or "mid-level" training. We assume that implementation will improve if only we train people in "program management." In reality, we must move beyond these convenient but simplistic labels. We need to make much better distinctions between different on-the-job skills needs and different kinds of training. Further, we need to distinguish between the results that can be reasonably expected from various types and durations of training.

This report represents a modest--but helpful--step toward a better understanding of development management training. It is grounded in substantial experience with different types of training and with the realities of practical work in developing countries. It also contains some insights into the complementarities of technical and managerial training.

We are pleased that the USDA Development Project Management Center has initiated this important line of work in cooperation with the A.I.D. Bureau for Science and Technology, the National Association of Schools of Public Affairs and Administration, and other international development organizations.

The use of improved approaches and methods by developing country management training institutions is at the forefront of the interests of the Office of Multisectoral Development. Hence, we hope that such institutions will find this report useful and will help the Development Project Management Center advance and share its management training research.



Kenneth L. Kornher
Chief, Development Administration Division
Office of Multisectoral Development
Bureau for Science and Technology
Agency for International Development

PART I: RATIONALE AND BACKGROUND

SCOPE AND PURPOSE

Thirty-four experts in the fields of management development and training met in October, 1982 for two days of reflection and discussion of Management Development in Agriculture. They came together under the aegis of the U.S. Department of Agriculture (USDA/OICD/TAD/DPMC) and the Agency for International Development (AID/S&T/MD).¹

Both sponsors and participants viewed the conclusions reached, the methodology used for workshop preparation, and the process of the meeting itself as beneficial and significant. Thus, these three aspects of the workshop have been incorporated in the proceedings here.

Two themes dominated the preparations prior to the workshop and the deliberations themselves:

- Lessons from experience: What lessons can be learned from careful examination of actual experience in management development in agriculture?
- Guidelines for action: From reflection on this experience, can some principles for action, some guidelines for future design, be realized for management development in agriculture?

Early on in the process a corollary theme emerged; it became obvious that there was a need to assemble documentation on the subject in one place for easy retrieval and study. That place became the Development Project Management Center (DPMC).

¹The Development Project Management Center (DPMC), which cosponsored this Program Review Workshop, is situated in the Technical Assistance Division (TAD) of the Office of International Cooperation and Development (OICD) of the United States Department of Agriculture (USDA). The other sponsor was the Office of Multi-Sectoral Development of the Bureau of Science and Technology (S&T/MD) of the U.S. Agency for International Development (AID). (In these proceedings, acronyms will be spelled out in their first use. Also, the reader may refer to a complete list of acronyms used, arranged in alphabetical order, in Appendix A).

The Operational "Givens"

Several observations became "givens" for reflection and planning of the workshop:

- AID is obligating in fiscal 1983 some \$150 million for management development and related training activities;
- There exists no in-depth comparative analysis of various management development approaches;
- In the ensemble of approaches to management development, we estimate that 80% of all efforts have been on actual training; 18% on consultancies; and a mere 2% on applied research as to what works and what does not work;
- Management development specialists want to know what has worked in different settings. There is an increased need for "disseminating the best practices of available management technology," to use the words of a 1981 study by AID.¹

SIX DEVELOPMENT CASES CHOSEN

During planning, a decision was made to do an in-depth study of several management development programs. The planners believed that this study would lead to more useful insights and guidelines than a mere synopsis of diverse and

¹Working Paper: MANAGEMENT DEVELOPMENT STRATEGY PAPER: AID'S RESPONSE TO IMPLEMENTATION NEEDS IN THE 1980's. Prepared by the Management Development Working Group, Office of Rural Development and Development Administration, Development Support Bureau, Bureau, U.S. Agency for International Development. June 1981.

This AID Paper directed priority attention to: more generic performance oriented materials for use by trainers; workshops on management technology; efforts to codify AID's widespread experience with management technology and institutional development efforts; and encouraging U.S. institutions to develop their own resources in support of performance-based management improvement efforts. (Ibid, 37).

2

uneven materials on numerous cases. This approach would also facilitate creation of a descriptive and analytical model.¹

Criteria for Selection of Cases

The following criteria were set for selecting the program cases for research:

- The case should deal with international agricultural and rural development;
- The case should be operational and observable, preferably ongoing for several years;
- The case should be considered successful, at least by participants and sponsors.

Six cases were finally selected that seemed to meet the above criteria, given available data.

For convenience, these cases are presented in the report in two forms: the complete and revised texts mailed to workshop participants for study before the meeting are in Appendix F. Summaries, written as an exercise by participants at the workshop, follow.

The Case Summaries

Case 1: The U.S. Department of Agriculture, International Training Division Course on "Managing Agricultural Project Implementation." (ITD)

This program helps individual managers learn and apply concepts and tools to improve the management of agricultural development projects. It is a short-term U.S.-based course for individuals which emphasizes the sharing of various approaches to project management. Each participant serves as a resource to others in the group. To the extent that you can send several people, they can, upon return, continue to work as resources to apply their new skills and to train others in your organization.

¹During the pre-workshop research, staffers conceived a management development program model to more clearly organize the case materials. This emerging model was later presented to workshop participants and modified during their deliberations. See Appendix E for a description of the model.

Case 2: The DPMC assisted "Jamaica National Planning Project," sponsored by AID. (JNPP)

This program helps the Government of Jamaica to prepare and implement projects to generate foreign exchange to promote viable development efforts. The program's methodology rests on a conceptual framework that embraces a multidisciplinary perspective. Action-training is combined with project management, systems development, team building and agricultural development. Participants from multiple levels of a project learn by doing. Its administrative structure rests on an interdisciplinary team that is nested within the project. Costs for the program are jointly borne by both donor and host country.

Case 3: The Practical Concepts Incorporated "Training of Trainers in Management Program," sponsored by AID. (TTM)

TTM offers a structured set of short-term, learn-by-doing training interventions based on general project management principles and techniques. The program is supported by a wide range of "off the shelf" modules, exercises and handouts that are field tested and easily adapted to developing countries.

Case 4: The USAID/Ghana "Economic and Rural Development Management Project." (ERDM)

The ERDM program can help an organization use its skills and resources better. After an organization's objectives and plans for the implementation of projects are shared with the ERDM team (a group of local consultants with access to international consultants), the team can begin to work with designated personnel. Together they improve the design and implementation of your projects and address any organizational problems that may surface.

Case 5: The Government Affairs Institute/Coverdale Organization, Inc. "Agriculture Sector Implementation Project," sponsored by AID. (ASIP)

ASIP improves the delivery of government services to the farmer through courses and workshops. Various levels of government agencies learn how to work with others in order

to perform better. Consultancies with individuals and groups identify constraints within agencies as well as improvements needed in project organizations. Local staff are developed so that in three years they can take over the training and consultancy.

Case 6: The Economic Development Institute "Project Management for Rural Development and Agriculture" program activities, sponsored by the World Bank.
(EDI)

EDI is an arm of the World Bank that offers six-week courses in management principles and functions drawing heavily from extensive World Bank project experience, and using lectures, case studies and panel discussions. The participants are senior Ministry officials and, in any given course, comprise a highly heterogeneous group. They come from diverse professional, cultural, linguistic and ideological backgrounds. The course is, in essence, a fellowship program, independent of particular development projects. The full cost, including travel and subsistence, is borne by the World Bank.

PART II: PROGRAM REVIEW PRODUCTS

Workshop products are reported in this section. They are the results of the months of pre-workshop review, the deliberations of the workshop participants, and the use of hindsight that accompanied preparation of these proceedings.

OUTSTANDING MANAGEMENT DEVELOPMENT ISSUES

Several key management development issues were articulated at the end of day one of the workshop. By then the 34 participants had worked together both in plenary and small groups, and they had already analysed the six pre-selected management development cases. They were asked to speak freely of whatever was on their minds in support or critique of management development and training approaches and techniques. These points, listed below, represent a candid, unrehearsed appraisal of the state of the practice, hopefully of constructive use to all, and valid material for attention.

Nineteen issues were recorded and are presented in two parts. The first group consists of those issues selected for priority consideration during the workshop.

Priority Issues:

- What is the major purpose or aim of each management development and training program? That is, what is it about "management" that each program is attempting to directly influence?
- What is the relationship of agriculture technology to management technology/group process in each of the programs?
- What is the role of a donor in initiating and maintaining management development efforts?
- What are the necessary and sufficient conditions for replication of these management development programs?
- What is the relationship of management development/training efforts to structural change?
- How valuable is "autonomy" or "independence" in the delivery of programs?

- How does the time frame of a management development program influence the form and nature of the program's sub-elements?
- What specific value is derived from extensive follow-up activity in programs?
- Why are there no proper evaluations of management development programs, i.e., no reviews with rigorous indicators of effectiveness?

Secondary Issues:

- To what extent are we creating demand in order that we may then fulfill it with our management development program expertise?
- To what extent is our management development and training technology a result of our western culture, and thus potentially inappropriate for third world application?
- To what extent do our management development efforts make a correct assumption about knowledge deficiencies in developing countries?
- Are the management development programs strong or weak concerning how they are adapted in developing country situations?
- What is management development a substitute for?
- Do these programs foster common aims and end products for program actors?
- Why are these management development programs largely limited to public officials and the public sector?
- What R&D items should receive priority attention in the next few years based on our experience with these and other management development programs?
- If management development/training is a solution, what is the problem?
- Is management development necessarily a subversive process?

IMPORTANT LESSONS LEARNED

The "lessons learned" reported here flow directly from pre-workshop analysis by staff and from formal study of the program case materials by workshop participants. The products of these analyses can be viewed in two categories:

- What are the basic characteristics of each case and how are the cases similar, dissimilar; and,
- What management development/training approaches and techniques seem to work and seem not to work, as represented by these cases.

Program Characteristics--Similarities and Differences of the Six Cases: ITD, JNPP, TTM, ERDM, ASIP, EDI¹

Participants found these similarities in all six program cases:

- The programs focused on mid-level officers in the public sector but also involved some senior and junior personnel.
- Management tools and knowledge, when adapted, were transferable to development settings.
- Programs had a core management content and relied upon small group workshop activities.
- Common learning techniques included team building and teamwork, personal action plans, and observing and imitating the behavior of successful trainers.
- All programs had some discretion to change approaches in response to lessons learned in the field.

Participants found these similarities in some of the cases:

- Some programs stressed follow-up;
- Some programs emphasized consultancies;
- Some programs stressed professional development of trainer-consultant teams.

¹See Part I, C and Appendix F, for more on the six development cases.

The participants found differences in the programs, many of which were admittedly subtle:

- Differences in the use or non-use of inductive learning;
- Differences in distance of training from the project site, e.g., some training took place at the location of work, some was removed from it;
- Differences in training environment, e.g., varying socio-economic-political situations.
- Differences in clientele: most trainees in the six cases came from a number of organizations, but in some instances, a single client group came from several levels of the same organization;

Conclusions about What Works and What Does Not

Reaching a conclusion about a "successful" management development and training program can present a difficult problem. How does one define "success?" A "successful training program" for one institution might be "the compulsive promotion of a developmentally useless effort" for another institution, or vice versa. In our pre-workshop review and during the deliberations we found no real escape from this dilemma, because the way we define success depends upon values and objectives. As working rules of thumb, however, we treated "successful management development programs" as those that met one or more of the following criteria:

- They performed well against the external standards that were set for them by sponsors and clients. In other words, the programs did well in both changing the management attitudes and behaviors of participants during the program, and sustaining behavioral improvements in the work setting.
- They performed well in relation to where they were performing at some earlier point in time.
- They were judged by management development and training professionals to be doing substantially better qualitatively than other comparable programs.
- They are among the few programs that have been able to do what they do at all, even though it might appear that what they do is not that difficult or mysterious.

It is in the context of these criteria that we review the lessons learned about what works and doesn't work below. Refer to Appendix G for an elaboration of these findings with regard to individual program cases.

WHAT WORKED

Here is what was found out about successful management development and training programs:

Successful programs are clear on their broad development-related objectives, and on their short-term approaches for fulfilling these objectives.

Successful programs have participants establish on-the-job performance improvement expectations early, and demonstrate how the training intervention combined with appropriate and timely follow-up will bring about important and sustained management improvements.

The use of task-oriented teams is prevalent in the successful programs.

The teamwork manifests itself in different ways. The management development trainer-consultants operated in a team mode both to implement the training program and to serve as an ideal behavioral model for participants. In turn, participants were helped to work effectively in small groups and to learn team-building skills appropriate to the work context.

Successful programs work out a way -- commonly through a lengthy learning-by-doing process -- of bringing the reality and immediacy of the management needs of the work context into the training environment.

In several cases, such as JNPP and ERDM, this was accomplished through a process of "action-training" where training is physically taken to the actual work context. In other cases, notably TTM and EDI, simulations and case studies have been fine-tuned for perceptually bringing the work setting to the training location. In all the successful cases, a direct and continuous focus on actual work is viewed as an effective means of generating participant interest and enthusiasm, assuring that concepts and skills are properly adapted to local needs, and reinforcing the continued use of new behaviors over time.

Structure and active facilitation, combined with flexibility and continuous adaptation, characterize the successful programs.

These programs had a core set of management concepts, ample standardized training materials, and a structured process of learning. However, the successful programs were sensitive to conditions and changes in the work environment, and responded by altering organizational placement of the program, or instituting more extensive, long-term follow-through activities. In some cases program settings were so unstable (due to staff changes or reorganizations) that even adequate follow-up could not effect institutionalization of new modes of action.

WHAT DID NOT WORK OR REMAINS UNCERTAIN

In the deliberations several lessons emerged from experience about the characteristics of programs that did not appear to work well or remained uncertain, unexplored or controversial. These are discussed briefly below.

The transfer of new skills and behaviors from the training setting to working groups within client organizations is neither direct nor easy.

The institutionalization of new practices, new skills or new professional activities was rarely forthcoming from single management development interventions. Those interventions that did not evolve into a multi-faceted continuous relationship with clients found even the simple transfer of tools to be problematic.

Heavy dependence on written training materials and formalized lecture formats is not conducive to effective and valid participant learning.

Several areas that remain uncertain include:

- The efficacy of relying on training-generated "individual workplans" for instituting implementation improvements on the job.
- Effective approaches for developing trainer-consultant resource teams and assisting them to maintain their professionalism.

- The relationship between organizational location of the management development/training program and long-term program impact.
- The value of extensive training needs assessments and rigorous evaluative research efforts.

These lessons can be viewed as initial propositions made on the basis of intensive study of individual cases.

GUIDELINES FOR ACTION

Midway in day two of the workshop, participants were asked to address and advise on real life development project situations using the lessons learned presented above as the point of departure. The task became one of designing a management development and training effort to meet an actual need. What would the participant workgroups recommend be done and why in the circumstances presented by the three "incidents" -- the Caribbean Agriculture Research and Development Institute's (CARDI) Farming System project, the Lesotho Ministry of Agriculture (MOA) Management Improvement effort, and African Development Bank's (ADB) Implementation Improvement program?¹ Their answers form the core of the Guidelines for Action emanating from the program review effort.

Reflection and discussion of the incidents focused more on concrete practices, upon design and implementation actions to be taken by management development and training professionals, than upon the rationale or principles involved. An overview of the program setting for each incident and the suggested management development/training approach is presented in Table 1 on the following page. A detailed description of the approach suggested for each incident and its accompanying rationale is presented in Appendix I.

The more salient guidelines distilled from the workgroup deliberations are presented below from the perspective of both designing or modifying a management development program and implementing a new program or carrying out a program already under way.

¹See Appendix D for a brief description of each incident.

Table 1

Program Setting Elements and Suggested Management
Development Approach for Case Incidents

PROGRAM ELEMENTS	CASE INCIDENTS		
	CARDI Farming System	Lesotho MOA Management Improvement	ADB Implementation Improvement
Characteristics of the Setting	Multi-country	Single ministry	Multi-country
	Research and Technology transfer	Agriculture pro- grams and operations	Financial and operational procedures
Suggested Management Development Approach	Build consensus on nature of needed improve- ment	Build consensus on nature of needed improve- ment	Build consensus on nature of needed improve- ment
	Use multidis- ciplinary teams	Develop local resources/staff	Develop local teams
	Be sensitive to technical re- quirements	Create organiza- tional tension	Exchange team members
	Use an iterative process	Use an iterative process	Use an iterative process
	Build on success	Build on success	Build on success
	Get organization- wide involvement	Get organization- wide support	Get organization- wide support
	Don't go too big	Don't go too big	Don't go too big
	Limit improvement to what is pos- sible	3-stages with the ultimate being system change	Aim for system change
	Make explicit tools/premises	Use a pilot scheme	Use a pilot scheme

Guidelines for Design/Modification

Management development programs should be both highly structured and flexible.

Although this may seem contradictory, workshop participants held to the view that both structure and flexibility are essential in designing management development and training efforts. Structure is needed to assure that the program approach fits with the program setting in such a way to produce intended development performance results. This includes attention to realistic assumptions and the need for incentives. Flexibility is required because the program setting undoubtedly will alter over time, and learning will occur about what works and what doesn't in the particular program setting. The program needs to be designed to sense and respond quickly to these changes.

Management development programs require a long time horizon.

Each of the management development programs reviewed, whether it emphasized short- or long-term training, came to appreciate the value of a long-term time perspective for improving management performance. Such a perspective helped set mutually reinforcing expectations for change, involvement and performance improvement on the part of trainers, clients and sponsors. Those programs without the longer time horizons actively searched for ways to institute longer contacts with clients by creating a series of follow-up mechanisms.

Management development programs should operate --both physically and perceptually -- as close to the actual work context as possible.

Workshop participants believed that management improvement effectiveness depends upon the identification of particular client needs and the provision or adaptation of particular skills and tools to deal with these needs. This process of needs identification and local adaptation of management concepts and tools is done most efficiently by managers -- not trainer-consultants; in their own work context -- not in a detached training location. Training programs not physically located in the work setting are more successful, it appears, to the extent that they perceptually re-create the actual work context.

Management development programs should be carefully designed to accelerate learning -- both from successes and errors.

Workshop participants stressed starting with activities that are both valued and feasible. They stressed that new

programs should build on what has been found to work, e.g., teams and teamwork, combining consultation and training, using initial skills training as the means for developing competence and gaining support, and being attentive to opportunities for sustaining and replicating successful elements. An integral part of a program approach therefore needs to be mechanisms for feedback, awareness and creativity stemming from field experience.

Guidelines for Implementation

Management development programs, during their implementation, should be viewed as being continuously "improvable".

Experience with the six program cases strongly suggests that considerable opportunity and discretion exists for improving management training efforts during their implementation. In our study, all of the programs reported mid-course improvements that were perceived to contribute to increased responsiveness and improved results. In actual implementation, training programs are not "blueprints" with tightly bound and regulated activity structures that cannot be changed and improved.

The organizing principle for all aspects of management development and training should be the use of teams and effective teamwork.

Our review of successful experience points out a number of ways where teams and teamwork are vital to management improvement and development performance. Teams of trainer-consultants can be effectively used to design and conduct training sessions. Task oriented workgroups provide an effective mode for accelerated participant learning. And teamwork in the actual work setting is essential to task accomplishment. Deliberate team building and upgrading of host country change agents appears to be an area of high return. Finally, the use of teams has proven to be an effective means of delegating responsibility, improving accountability, and building both individual confidence and institutional support.

In order for teams to help sustain management improvements, their efforts with innovating units should be linked with several layers of the client organization and key actors in the environment.

Only a few sustainable management development efforts were initiated by the programs under review. Evidence from

them indicates that early direct, but not necessarily extensive, involvement by key actors at a number of levels in the client organization broadens commitment to the program. Moreover, given the often unstable environment of these programs, soliciting alternative supporting agencies and individuals outside the client organization has contributed to the demand for performance improvement.

NEXT STEPS FOR S&T/AID, DPMC/USDA

Suggested next steps for enhancing management development and training were generated in the final plenary of the workshop and elaborated by participants on their workshop evaluation forms. Items considered by the staff to be most relevant are presented here. This list should be viewed as complementing the key management development issues presented in Part II, A, above.

Research and Development Steps

- Given the dearth of rigorous evaluative research in the management development and training area, steps should be taken to find out how programs can be structured and supported so that more systematic learning takes place --for policy makers, program sponsors, program administrators, trainer-consultants, and client organizations.
- More attention should be given to appropriate research methodology, i.e., methods that yield acceptable and valid rules of evidence for assessing whether and how management development programs work. This should include better documentation of what was done, how it was done, and with what results.

Professional Development and Dissemination Steps

- More dissemination workshops -- relying on an experiential learning process -- are needed to document additional cases and share lessons learned with policy makers and a broader mix of public and private professionals.
- Lessons learned and action guidelines need to be further simplified, verified, and put into forms immediately useful to practitioners.

- A more narrowly focused R&D follow-up workshop should be held to further elaborate the "Descriptive Model of Management Development Programs," in Appendix E, i.e., to improve the operational definitions of the variables and to formulate hypotheses about the nature of the relationships between the variables for various programs and at different points in time.
- Management development professionals themselves need training and upgrading. Field practitioners need time for reflection and sharing of their learnings. Administrators and researchers need to be more involved in joint field activities with practitioners.

Policy and Quality Control Steps

- Agencies funding management development and training programs should take action to assure that better use is made of "program graduates" as future resources, e.g., for designing new programs, doing appropriate needs assessments, conducting courses, evaluating, etc.
- Determine who is to direct the application of various management development approaches to donor-sponsored projects, third world development programs, and international financial institutional efforts. At what level within AID, for example, should guidance be provided on how to properly design and implement management training efforts?
- Determine whether a cadre of management development professionals currently exists that can apply the action guidelines presented in this report. If adequate cadre do not exist, what actions need to be taken to prepare sufficient personnel to meet the current demand for high quality training efforts?
- Determine who is responsible for the quality control of management and training efforts. Who is to say whether a management development team is adequately qualified to appropriately transfer or adapt management concepts and techniques in unique and varied third world contexts?

THE FUTURE

DPMC is continuing its research, development and dissemination work on this important topic and is the repository of post-workshop communications. DPMC welcomes a continuing dialogue, both from the workshop participants and other interested persons.

APPENDICES

Appendix A

ACRONYMS

ADB	African Development Bank
AID	Agency for International Development (in the Department of State, Washington, DC)
ASIP	Agriculture Sector Implementation Project (sponsored by AID; by USAID/Egypt and by USAID/Nepal.)
CARDI	The Carribbean Agricultural Research and Development Institute
DPMC	Development Project Management Center (in TAD USDA)
EDI	The Economic Development Institute of the World Bank (IBRD)
ERDM	"Economic and Rural Development Management" Project (sponsored by USAID/Ghana)
IBRD	The International Bank for Reconstruction and Development, Commonly Known as The World Bank
ILO	International Labor Organization
ITD	International Training Division (in USDA)
JNPP	Jamaica National Planning Project (sponsored by AID)
MD	Office of Multi-Sectoral Development (in AID)
MOA	Ministry of Agriculture
NASPAA	The National Association of Schools of Public Affairs and Administration
OICD	Office of International Cooperation and Development (in USDA)
S&T	Bureau of Science and Technology (in MD)
S&T/MD	Bureau of Science & Technology in the Office of Multi-Sectoral Development
TAD	Technical Assistance Division (in OICD)
TDY	Temporary duty
TTM	"Training of Trainers in Management" program (sponsored by AID)
USAID	U.S. Agency for International Development-- an AID mission outside the U.S.A.
USDA	United States Department of Agriculture

LIST OF PARTICIPANTS
"Management Development in Agriculture Workshop"

-
1. Kathy Allison
Communications & Media
Production Specialist
USDA/OICD/ITD
Room 4112, Auditor's Bldg.
Washington, DC 20250
 2. Michael M. Calavan
Director,
Development Studies
Agency for International
Development
Room 435, SA-14
Washington, DC 20523
 3. Lawrence S. Cooley
President
Management Systems
International (MSI)
2316 18th Street, NW
Washington, DC 20009
 4. Pierrette J. Countryman
International Management
Specialist
USDA/OICD/TAD/DPMC
Room 4301, Auditors Bldg.
Washington, DC 20250
 5. Willie Curtis
NASPAA
1120 G Street, NW
Suite 520
Washington, DC 20005
 6. Robert Eckert
1810 Post Oak Trail
Reston, VA 22091
 7. Dieter Elz
Senior Lecturer
Economic Development Institute
1818 H Street, NW
Room G-1038
Washington, DC 20433
 8. William Fuller
AID/NE/HRST
Room 6750
Main State
Washington, DC 20523
 9. Gary Hansen
Agency for International
Development
S&T/MD
Room 606E
Washington, DC 20523
 10. Jane Hersee, President
Results Incorporated
1323 S. 20th Street
Arlington, VA 22202
 11. Peg Hively
Materials Development Specialist
Course Development & Overseas
Project Unit
USDA/OICD/ITD
Room 4112, Auditors Bldg.
Washington, DC 20250
 12. Marcus D. Ingle
International Training Specialist
USDA/OICD/TAD/DPMC
Room 4301, Auditors Bldg.
Washington, DC 20250

Appendix B-2

13. Patricia Isman
USDA/OICD/TAD/DPMC
4301 Auditors Building
Washington, D.C. 20250
14. Mpena Kabundi
Graduate School of Public &
International Affairs
University of Pittsburgh
Pittsburgh, PA 15260
15. Kevin Kane
29 Marilyn Drive
Auburn, MA 01501
16. John E. Kerrigan, Dean
College of Public Affairs and
Community Service
Annex 24
University of Nebraska at Omaha
60th & Dodge Streets
Omaha, NE 68182
17. Merlyn H. Kettinger
International Training
Administrator
USDA/OICD/TAD/DPMC
Room 4301, Auditors Bldg.
Washington, DC 20250
18. Rudi Klauss
Director, Technical Assistance
Project
NASPAA, Suite 520
1120 G Street, NW
Washington, DC 20005
19. L. Robert Kohls, Director
Training & Development Division
MGT/PT
U.S. Information Agency
1776 Pennsylvania Avenue, NW
Washington, DC 20547
20. Kenneth Kornher
S&T/MD
Agency for International
Development
Room 608, New State
Washington, DC 20523
21. Bruce Kratka
9813 Spellway Court
Burke, VA 22015
22. Robert LaPorte, Jr.
Professor of Public Admin.
& Acting Director
Institute of Public Admin.
211 Burrowes Building
University Park, PA 16802
23. Ian Mayo-Smith, Director
Public Management Programs
Institute of Public Service
International
University of Connecticut
1380 Asylum Avenue
Hartford, CT 06105
24. E. Philip Morgan
Associate Professor & Director,
International Programs
School of Public & Environmental
Affairs
Indiana University
Bloomington, IN 47405
25. Jeanne North
AID/S&T/MD
Room 608, New State
Washington, DC 20523
26. Wilfred Owen, Jr.
USAID/Indonesia
c/o American Embassy Box 4
APO San Francisco, CA 96356

Appendix B-3

27. Conrad Smikle
Divisional Manager/Training
Project Analysis & Monitoring
Company (PAMCO)
4th Floor
Intercontinental Hotel
Kingston, Jamaica
28. Jim Smith
Latin America Bureau
Agency for International
Development
Room 2252, New State
Washington, DC 20523
29. Morris J. Solomon
Coordinator
USDA/OICD/TAD/DPMC
Room 4301, Auditors Bldg.
Washington, DC 20250
30. Donald Spears
3811 Beecher Street, NW
Washington, DC 20007
31. Chuck Sterling
Agriculture Division
World Bank
1818 H Street, NW
Washington, DC 20433
32. Richard Vengroff
Dept. of Political Science
Texas Tech University
Lubbock, TX 79409
33. John Wallace
International Labour
Organization
1750 New York Avenue
Washington, DC 20006
34. Robert Werge
USDA/OICD/ITD
Room 3912, South Bldg.
Washington, DC 20250

Appendix C

WORKSHOP AGENDA

Management Development in Agriculture

Washington Circle Inn, Washington, D.C.

October 19-20, 1982

Day One

8:00 a.m. Registration
8:30 Workshop Overview & Introductions
9:00 Overview of Workshop Objectives & Format
9:45 Small Group Management Development Program
Reviews
10:30 Refreshments
11:00 Small Group Reviews (continued)
12:00 LUNCH
1:30 Small Group Reviews (continued)
3:00 Refreshments
3:30 Small Group Presentations
4:30 Comparative Synthesis of Program
Characteristics
5:30 End of Day One

Day Two

8:30 Introduction
9:00 Program Experience Workgroups
10:15 Refreshments
10:45 Experience Workgroups Presentations and
Discussion
11:30 Generation of Action Guidelines: Small Group
Case Studies
12:15 LUNCH
1:30 Small Group Studies (continued)
3:15 Refreshments
3:30 Small Group Action Guidelines Reports and
Consolidation
4:30 Next Steps & Evaluation
5:15 Closing Remarks
5:30 End of Day Two

APPENDIX D

WORKSHOP FORMAT AND PROCESS

OPENING

The workshop participants who gathered in Washington October 19-20, 1982 endorsed the organizers' proposals as to purpose, process and intended products. They did this with recently enunciated AID strategies in mind.¹ That is, given AID's substantial funding (\$150 million in FY83) of management development and training programs, care should be taken to cover new ground and to not duplicate what the international development community has already learned, e.g., training should be integrated with organizational consultation; management improvement objectives need to be defined and agreed to; a structure of responsibilities for making improvements is needed; management tools and processes should be adapted to local conditions; improvement strategies should build competencies within the organizational context; and additional comparative assessments of management training experience and impact should be conducted.

OBJECTIVES, PREMISES AND DESCRIPTIVE MODEL

Within the general framework of pursuing lessons from experience and formulating guidelines for action, the workshop participants agreed to strive for several particular objectives:

- To gain an in-depth understanding of the six management development cases presented for investigation.
- To probe the six cases for lessons that strengthen institutions; address the professional development needs of individual consultants and trainers; document learning and promote its dissemination; and facilitate research and evaluation.
- From a comparative assessment of the six program cases, synthesize important lessons drawn from the discussion and formulate valid action guidelines.

¹"Management Development Strategy Paper: AID's Response to Implementation Needs in the 1980's." Op. cit.

- To suggest preferential areas of future R&D attention for AID, DPMC and NASPAA.

Further, participants agreed to maintain an open exchange of views. Discussions, however, would be structured and aided by the use of facilitators. An atmosphere of cooperation and of seeking improvement, not of fault finding and indictment, would prevail. Emphasis on program implementation would be the underlying theme for all deliberations. Participants also set a specific agenda and time table. See Appendix C for the agenda.

During the pre-workshop research, staff developed a descriptive management development model or operational framework to facilitate analysis and synthesis of program case materials. See Appendix E for a description of the model. This model was used to compare the six program cases and to organize the workshop. Also, it was presented also to workshop participants as a working tool and was further developed during the two day meeting.

THE WORKSHOP PROCESS

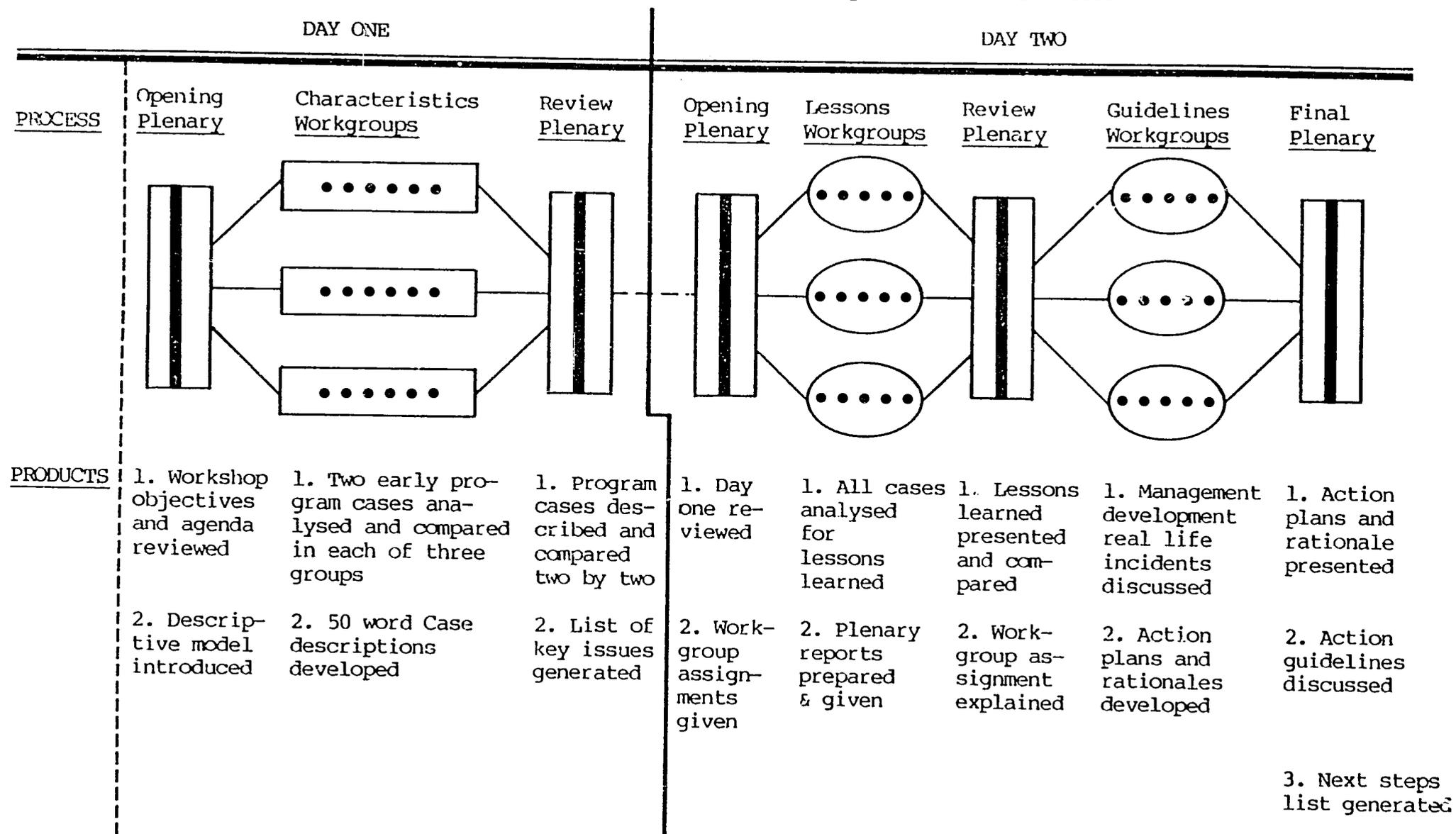
The process of the workshop can be best characterized as a flow of activity from large group "plenary" sessions to small group endeavors and back again. Expected products for plenary and workgroup meetings were articulated, and all sessions were facilitated. Participants were assigned to one of three workgroups. A resource person for each of the six program cases was present in each group. The composition of the workgroups was altered on day two in order to encourage cross-fertilization of experience and to synthesize learnings.

The workshop process and products are depicted in Figure 2 on the following page. This diagram provides an overview of the entire two-day workshop session. The specific format for each day of the workshop is described below.

Day One

During the workshop's first day, participants met in plenary session, worked in small groups and ended the day with another plenary session. The process and product of each session, in summary, follow.

Figure 2: Composite Diagram of Workshop Process and Products*



*This diagram is a modification of one used in a presentation to the workshop by Dr. Merlyn Kettering, DPMC.

In the initial plenary, staff reviewed the pre-workshop research, presented the data, offered procedures to be followed, defined terminology, and explained the development management model suggested for use by participants in reviewing and comparing the program cases.

Divided into three workgroups, participants then conducted an in-depth review of two program cases, applied the model, including all the elements and sub-elements; sought out implications of the cases; and made a comparative analysis of the cases, noting essential characteristics, similarities and differences.¹

In the final day one plenary, each workgroup reported on the two cases for which it had primary responsibility, and entertained discussion by all participants. A thorough understanding of each set of two cases was demonstrated by each workgroup. While no formal synthesis of all six cases was attempted at this time, the procedure made it possible for all participants to gain an initial grasp of all the cases, along with some differentiation of their characteristics and results.

The products of the first day's work were:

- Each management development program case was defined in 50 words or less as a typical presentation to a Minister of Rural Development interested in this subject. (These are presented in Part I,C, of the report.)
- Through application of the descriptive management development model to each of the program cases, participants were able to categorize characteristics and results. (See Part II, B,1, "Important Lessons Learned," for a review of this product.)

The last plenary session activity on day one was a brainstorming exercise that produced a list of 19 issues that participants considered relevant to management development. These issues oriented the day two discussions and are listed in Part II, A, "Outstanding Management Development Issues."

¹Staff furnished participants with tools for work: a copy of the model with definitions (See Appendix E) and drafts of comparison matrices for application of the model to the six cases (See Appendix G for matrices as modified during and following the workshop.)

Day one ended with the understanding that participants would have to spend some additional time studying and re-viewing the case materials.

Day Two

In the first plenary session, the staff reviewed day one activities and set out the objectives and agenda for day two.

Next, participants were divided into three new work-groups. Each group then analysed and consolidated lessons learned from all six cases -- what works; what does not work; what points are controversial or doubtful? (See Part II, Section B, 2 and Appendix H for summaries of these lessons.)

In the second plenary, each workgroup reported its findings and a common understanding was reached of lessons learned. (See Part II, B.)

Three real life "management development and training incidents" were then presented by staff as an exercise for participants to apply the lessons learned and the model and principles to actual situations. Until now participants had been totally involved in seeking lessons from the past, by investigation and discussion of the six cases and the related development management issues suggested by them.

In contrast, the real-life incidents challenged workshop participants to look not only to the past, but also to the present and to the future. What would participants now do in these instances given lessons learned from the six program cases? What guidelines would they apply, based on what rationale? What design for improvement could they suggest for these three incidents?

Workshop leaders presented elements of the three incidents both orally and in writing. Brief summaries of the presentations are given here:

The Carribbean Agricultural Research and Development Institute (CARDI)

CARDI presented recent evaluation information concerning small farmer system research and training by a system of research and extension activities on six eastern Carribbean islands. The system was not performing up to expectation seemingly due to problems of communication, supervision and financial control. The workshop group assignment was to

prepare a long-term management development plan for regional and national agriculture research and development activity. The purpose of the plan was to strengthen CARDI as an institution while also improving the immediate farming system research activities in each country.

The Lesotho Ministry of Agriculture Improvement Practices
(Lesotho MOA)

The Lesotho MOA case consisted of a mock letter from the Director of Technical Services (DTS) to a field director of a consulting firm. It included a summary of an array of major issues confronting the Ministry. A sample of typical correspondence to the DTS was attached (as an in-box exercise). The materials describe resistance to the decentralization effort, falling morale of top administrators no longer involved in technical activities, difficulties in implementing activities in the field, as well as problems with diverse reorganization proposals by outside experts.

The African Development Bank (ADB)

The case describes an improvement program needed to counteract the reduction in the development projects annually approved by the Bank. Procedures have been simplified and more technical assistance is being given to host country borrowers in order to identify, prepare, appraise, supervise and evaluate projects. But while the member countries do not have sufficient manpower to do these activities or even to train a cadre, neither does the ADB. Skilled manpower has to be allocated judiciously among competing activities of project design, monitoring, project management and staff training. This situation has led increasingly to dependence on external and non-African donor technical assistance groups and personnel. It has resulted also in time pressure on limited staff that in turn has reduced ADB performance. As a result, the Bank has committed itself to an extensive staff improvement program.

Participants formed three workgroups in order to discuss the incidents. Workgroup instructions were clear: "For a day-and-a-half you have examined six development management cases in terms of what works and what doesn't work. Now put the lessons learned into practice. Come back and tell what you would do in servicing the people and organizations described in the three 'incidents', and explain to us why you would do it that way."

In their individual sessions, the workgroups then tackled this challenge and refined their thoughts on lessons learned from experience and guidelines for future action.

These products were presented and discussed in the final plenary, and are reported in Part II, C of the proceedings.

At the end of the session, participants generated an initial list of high priority next steps for consideration by AID, USDA and others. A brief assessment session was also held and participants were given evaluation forms to complete. The next steps are presented in Part II, D.

PREPARATION OF THE PROCEEDINGS

In their effort to better understand and improve management development and training activities, the staffs of DPMC and S&T/MD have sought primarily to identify lessons from experience and to formulate guidelines for action.

To that end staff recorded the process, including pre-workshop research and the workshop itself, as well as the products. Ultimately this Proceedings Report represents the concise embodiment of that effort.

APPENDIX E

DESCRIPTIVE MODEL OF DEVELOPMENT MANAGEMENT PROGRAMS

As part of DPMC's research effort, we found it necessary to develop an operational framework or model for both describing the programs, and permitting "point in time" and "longitudinal" comparisons. The resulting model--one that the authors find useful in understanding each of the training experiences--has two interactive elements: (1) Program Setting and (2) Program Approach. The nature of the potential interactions between these program elements, and their sub-elements, is depicted in Figure 1 on the following page.

The model was used in describing each of the management development program cases presented in Appendix F and G.

THE PROGRAM SETTING

The first element in the model, the program setting, has four sub-elements:

- Improvement Opportunity;
- Program Location;
- Participant Characteristics;
- Socio-Politico-Economic Conditions.

Each, depending on the context, can be viewed either as a "constant" or a "variable." Sometimes given sub-elements in the setting influences the manner in which programs are structured and carried out. At other times one or more sub-elements of the setting are variable in that they can be influenced by program actors and activities. For instance, trainers may have some control over the choice of the training site and selection of participants.

PROGRAM APPROACH

The second program element, the management program approach, is more subject to overall management control adaptation as changes in the setting and learning occur. This element has four key sub-elements which we refer to as internal dimensions of management development approach:

- Objective and Premises;
- Content or Substance;
- Methodology or Process;
- Administrative Structure or Training Support.

OPERATIONAL DEFINITIONS

To understand the Management Development Program Model, note the following operational definitions of the elements and sub-elements.

Management Development Program

A formally structured and interrelated set of training, consulting and action research activities taking place over time within a specified setting aimed at bringing about goal oriented management and performance improvements in individuals, groups, and organizations.

Program Elements

Element 1: Program Setting: The environmental context that both influences and is influenced by the nature and characteristics of the management development approach.

Element 2: Program Approach: The combined set of evolving characteristics that define a management development program.

Program Sub-Elements

1. Program Setting Sub-Elements

a. Management Improvement Opportunity: The nature of the need, request, or demand for the management development activity in the program setting. Includes such factors as the expectations for individual and organizational change, timing and duration of the program activity, the desired scope of the effort, the range of involved individuals or units and the degree of initial consensus on the need for improvement and the breadth of commitment.

b. Program Location: The site(s) for the formal program activities. This includes an assessment of the proximity of the management development efforts to the project or work site.

c. Participants: The mix, range and characteristics of individuals, groups, and organizations directly involved in formal program activities.

d. Socio-Political-Economic Conditions: The salient environmental factors influencing the program over time such as continuity in political leadership.

2. Program Approach Sub-Elements

a. Program Objectives/Premises: The conceptual and operational assumptions of the management development approach. This encompasses the program's rationale, the management philosophy, and the explicit and implicit beliefs of how the management development activity will contribute to intended management improvements.

b. Program Content: The management principles, concepts, tools, techniques, procedures, and processes presented as a part of the management development approach. This content is manifested in oral presentations, written documents and materials, and the behavior of program staff.

c. Program Methodology: The way the management development approach structures and carries out its response to the improvement opportunity. This includes the "how to" of management development assessments, content development and adaptation, staff development/orientation, instructional technology, consultation and research, quality control, follow-up and evaluation.

d. Program Administration: The organizational arrangements for funding internal management, communications, logistics, support staffing, quality control, documentation, and evaluation.

APPENDIX F

SIX MANAGEMENT DEVELOPMENT CASES

Background and Methods for the Written Case Material

Preparing the case materials in their current working draft form was not easy. Each of the six management development programs represents a major undertaking by committed professionals. In documenting program experiences, we found a repeated tendency by ourselves and interviewees to want to reflect on the past both in a highly positive manner and in the light of current attitudes and knowledge. For this reason, as well as the fact that we reviewed programs that evolved or changed markedly over the period of their existence, the cases sometimes have appeared to be internally inconsistent and somewhat elusive.

Information for the case materials came from two sources.

First, we located, assembled and reviewed documents and training materials. We discovered that the materials for several of the programs, most notably the TTM, ERDM, and ASIP, were scattered and difficult to access. An attempt was made to assemble a complete set of all program materials for permanent placement in the DPMC management resource library.

Second, to supplement the program descriptions contained in these documents, we conducted semi-structured interviews with several key individuals associated with each program. The case materials were then prepared in draft and reviewed by a DPMC staff member prior to typing in their current form. We have viewed all of the cases as "working drafts" to be further modified following the October workshop.

CASE I

THE USDA/ITD COURSE ON "MANAGING AGRICULTURAL PROJECT IMPLEMENTATION" (1978-1982)

The International Training Division (ITD) of the Office of International Cooperation and Development of USDA created its course on Agricultural Project Implementation to meet part of the overflow demand for the World Bank's course on Rural Development Project Management. Both courses were to serve the needs of mid and upper managers actually involved in implementing agricultural projects in developing countries.

The implementation course described here was seen as a combination of specific project implementation tools and techniques along with several general management concepts and practices. The basic course was presented once a year in the Washington, D.C. area for thirty to fifty participants from various developing countries. Participants normally spent 30 hours per week in a structured seminar during a total of 6 weeks. The course included a one week field trip to project sites in the U.S. Two trainers were given responsibility for developing the detailed training plan and conducting the course.

The implementation course was modified to meet specific training requests whenever it was presented overseas. A standard training manual was used as both a participant reference document and a trainer guide. The two primary trainers interpreted the manual and adjusted the elements of the program in response to local needs and concerns.

Participants in ITD's implementation course were from diverse organizational backgrounds with varied management roles and responsibilities. Most often participants were sponsored by such donor agencies as AID, FAO or the World Bank.

CONCEPTUAL BASIS FOR THE PROGRAM

ITD's Agricultural Project Implementation course should be considered within the context of the Division's entire training program in order to comprehend the course's underlying learning philosophy. ITD has offered more than forty courses each year. While we found no written statement which clearly explains ITD's conceptual approach, several operating premises were evident. The ITD catalogue stated that courses "are designed to provide participants with sound technical knowledge and the opportunity to test and practice new skills." Another revealing factor was the statement that all courses include field trips to appropriate sites.

Program specialists in charge of the program noted that they selected instructors for the course in a way which would provide a particular character to it. Generally someone with a management

training background able to focus on small group and interpersonal relations was hired to compliment a co-trainer with a stronger technical and/or academic orientation. The underlying philosophy then was that good training depended on a balance between a traditional academic approach and actively facilitated small group learning.

ITD made no official statement regarding the proper role of training in development. However, the entire structure of ITD's courses suggests the belief that development and international relations could be improved by immersing key managers in short-term, concentrated learning experiences with similar individuals from other LDC's.

PROGRAM CONTENT AND MATERIALS

The materials included in ITD's standard Implementation Course Manual evolved over the life of the course. Originally the manual was developed in the same manner as a textbook. It consisted of lengthy readings with few suggestions for exercises or activities.

Before the first course was presented, a pair of ITD contracted trainers gathered case studies, exercises and related articles and made adjustments to the first version of the manual. While the bibliography for the manual is extensive, the works which had overriding influence are worth mentioning. The Vanderbilt papers on project implementation (1974) were important foundation materials as were AID handbooks on the logical framework. Price Gettinger of the World Bank was active in the first presentations of the course and his work served as the basis for the economic analysis section. Much of the material on scheduling networks came from the works of Dr. Frank Fender of USDA, who was frequently involved in the presentation of the course.

The course manual was divided into eleven sections which remained constant since the course was first presented. Each of these sections is listed below.

- Section 1 - Implementation Problems and Perspectives
- Section 2 - The Project in Its Environment
- Section 3 - The Role of the Project Manager
- Section 4 - Implementation Planning
- Section 5 - Implementation Scheduling
- Section 6 - The Project Organization and Structure
- Section 7 - Obtaining Resources
- Section 8 - Financial Management of Projects
- Section 9 - Monitoring, Reporting and Control
- Section 10 - Project Termination and Assimilation
- Section 11 - Project Evaluation

METHODOLOGIES

The methodological approach to the Implementation Course was about the same whether the course was presented in the U.S. or overseas. Its major components were teamwork on practical exercises complimented by instructor presentations made in a training mode. By training mode we mean that the presentation relied heavily on visual aids and took place in a highly participatory atmosphere in which several of the ideas presented were developed via group interaction.

Early in the course, participants were assigned to teams. Usually a team was made up of five to seven individuals among whom were an economist, a planner, an administrator, a soil scientist and possibly other technicians represented in the course. Participants worked together as a team throughout the course and changes in the team mode were made only for special exercises.

Two instructors worked together throughout the course. Occasionally other instructor/presenters were brought in to handle special segments. The instructors agreed on which one of them was primarily responsible for each of the major sections of the course. Both were in attendance during all presentations, and the instructor in the supportive co-trainer role interacted as appropriate. Frequently this meant simply listening to the presentation and helping to monitor the group for signs of confusion or other process needs.

During team exercises both trainers served as coaches by monitoring the progress of two or three teams each. They gave advice and clarification, avoiding actually doing any of the groups' tasks.

The balance between small group working sessions and formal presentations in the large group was about half and half during the first two weeks of the course. During the last few weeks team work made up about two hours per each hour of instructor presentation.

In every course each participant made at least one presentation before the whole group. At the onset of the course the team members were encouraged to assess their particular strengths and weaknesses. Those who saw themselves as having particular strengths in presentation, leadership or analytical skills were encouraged to coach others who wanted to develop similar skills. Generally everyone was encouraged to see fellow participants as important learning resources.

Field trips to an ongoing project site were used as an opportunity to apply analytical tools such as structural analysis, job description, project design, analysis project consistency, etc.

When such analyses were completed, the findings were presented in large group to all seminar participants.

There was not a heavy emphasis on the back-home application of the skills developed in the seminar since participants usually came from diverse backgrounds. However, some time was usually devoted to having participants identify in writing and in team discussions several potential applications of the new concepts and skills. No major section of the course was devoted to actually refining a systematic plan for using particular tools, skills or concepts after the course.

HISTORY OF THE PROGRAM

In the early 1970's ITD was going through an expansionary phase and enlarging its course offerings. A series of three courses was developed to be given in conjunction with each other or attended separately. These three were titled Agriculture Project Capital Analysis, Agriculture Project Planning, and Agriculture Project Implementation. They were developed as an alternative to similar programs offered by the Economic Development Institute (EDI) of the World Bank since the demand for the EDI courses from various AID missions was not being met.

Originally a set of resource materials were developed as guidelines for the course content. The first two instructors expanded these and turned them over to ITD's curriculum development specialist who then refined and formalized the course manual. Any further changes were minor additions to the manual even though it was generally agreed among ITD program specialists and course instructors that the manual needed revision. The course materials have been translated into French. Nevertheless, the course has been presented only in English.

At this writing the course has been given nine times to approximately 300 participants. Since 1978 it has been presented each summer in Washington, three times in Thailand, and twice in Liberia. There has been continuity of instructors used to present the course with at least two of them having been involved in presenting the course five times.

ADMINISTRATION OF THE PROGRAM

The training team usually consisted of an agricultural economist and a management trainer. They were supported by an administrator/logistician in charge of the physical and material needs of the course. Pre-course preparation was handled by the program specialist and available ITD staff. A video tape specialist assisted in approximately 10% of course activities when

the course has been presented in the U.S. In overseas presentations a person from the sponsoring agency, usually the Ministry of Agriculture, has been assigned to work full-time in the administrator/logistician role.

Some specific improvements for the course mentioned by its instructors and materials developers included:

- o Materials be better developed with improved case studies and more engaging activities;
- o The section on financial and economic analysis be refocused toward control of project expenditures; and
- o Instructor guidelines be more clearly developed.

Participants who have come to the U.S. for the Implementation Course have been nominated by their sponsoring agency through ITD's Administrative Office. Most often participants were sponsored by such donor agencies as AID, FAO and the World Bank. Generally they were from a variety of agencies within the Ministries of Agriculture of their various countries. Their jobs have ranged from field extension officers to heads of divisions.

The direct cost of the program has been increasingly regarded as expensive. Five week programs for up to 35 participants have been presented overseas for \$50,000, excluding participant per diem and on-site cost. Currently the cost per participant in the six-week Implementation Course in the U.S. is \$5,175, which includes field trip transportation and per diem throughout the length of the course. The cost was \$12 per participant hour for overseas courses and \$28 per participant hour when the trainees were brought to the U.S.

The course has varied in length from three to six weeks. Instructors and program specialists have agreed that the course need not run longer unless greater emphasis were placed on direct field application of the skills learned. It was also speculated that a five or six day overview version of the course would be possible under proper circumstances.

OVERALL ASSESSMENT

There has been no actual assessment of field impact of participants having taken part in ITD's Implementation Course. The only assessments were from participant and instructor evaluations at the end of each seminar, as well as general reactions. While such assessments provided data only on participant and instructor satisfaction and did not assess impact, they were consistently high for this course.

There was general agreement among the implementors of the course on several of its strengths and weaknesses. The course benefited particularly by having consistent and systematic administrative support as well as a high level of continuity in its instructor cadre. The major strength of the course content was seen as its well developed linkages between content sections. A particular strength was noted in the use of the field trip as a means of pulling together the application of several skills from the seminar.

The process of organizing the course participants into permanent work teams was recognized also as an effective means of handling the high participant to trainer ratio.

Course weaknesses which were seen as consistent over time were the extreme diversity among participant backgrounds and abilities, the hard to read course materials and the limited methodological guidelines for instructors. Any change in the instructor team has continually incurred the risk of substantially changing both the content and the procedures of the course.

CASE II

THE USDA/DPMC ASSISTED "JAMAICA NATIONAL PLANNING PROJECT" SPONSORED BY USAID AND THE GOVERNMENT OF JAMAICA (1976-1980)

In 1976, USAID/Kingston in cooperation with the Ministry of Finance of the Government of Jamaica initiated a National Planning Project for the purpose of helping Jamaica prepare and implement projects which could be financed by foreign donors and lenders. The scope of the project design, developed with the assistance of the Development Project Management Center (DPMC), was expanded to include the institutionalization of Jamaican capacity to train and provide consultation to project personnel in planning, implementing and managing projects.

The most unusual aspect of this program was its emphasis on "action-training". This program was the first large scale attempt to systematically apply the action-training approach in a developing country. Using this approach, training was provided as needed by individuals and groups in their work on actual projects. The program required not only a constant awareness of problems and opportunities, but also the capacity to analyse and respond to needs with appropriate training and/or consultations.

The Jamaica National Planning Program encompassed a broad array of development projects being carried out by various sponsoring/ executing government agencies. A central interdisciplinary training-consultancy team was established in the Ministry of Finance and Planning to respond to the problem-solving and training needs as they arose.

The client group served by the training-consultancy team included project work groups throughout the government which needed to speed up their progress toward the accomplishment of project objectives. The key factor for participating in this program was that the prospective client project display a real need to be improved. The program was not confined to any particular management level within the client agencies and multi-level involvement became the norm.

CONCEPTUAL BASIS OF THE PROGRAM

The Jamaica action-training program was based primarily on the concepts developed by Morris J. Solomon, Coordinator of USDA's DPMC. The central idea in "action-training" is that the concepts and skills included in any training effort be those which relate directly to a real need on an actual live project. In other words, training should result in immediate action and that action itself should become the content for learning. Results of training are then immediately applicable to the task at hand and training success is measured in terms of progress made on actual project performance.

The makeup of the training-consultancy team reflected certain underlying assumptions. One is that the team would be able to accurately assess which tools and concepts satisfy the needs of each new project situation. Another is that a small team of experienced multi-disciplinary technicians is the best formation of a group to be responsible for carrying out action-training in development projects.

The materials developed and used in the Jamaica action-training program were focused purposefully on the special characteristics of project management with secondary emphasis on programs, operations and general management practices. The absence of materials on communications or interpersonal relations leaves the sense of a strong scientific orientation to management. However, the program design did include the participation of an organization development specialist on the trainer-consultancy team.

The program was based on the premise that training should be stimulated by actual needs for practical skills, and that learning is most profound when the effects of successfully applying new skills can be seen immediately on real projects. Another basic premise was that people who work together should also train together in their organizational context, especially when the task includes performing similar or related functions.

PROGRAM CONTENT AND MATERIALS

The content of training in this program varied in accordance with the project needs and requests received by the training-consultancy team. A basic set of reference materials emerged from the first 3 years of experience with the expectation that these materials would supplement the action-training process. The program was not restricted to these materials which have continued to expand and change.

It is important to note that these materials were not an intended output of the National Planning Project. The Jamaican Project Director decided that the training materials being developed by the team would be a useful component for institutionalization of management improvement processes, particularly after the departure of the expatriate technical assistance. The Government of Jamaica published the Project Planning & Management Series as a result of the work done during the project and as a resource for ongoing management and project development.

These reference materials included four basic manuals which provided detailed guidelines for different aspects of project management. The manuals were written to be used either separately or conjunction with each other. They were produced by the training-consultancy team and they cover: (1) Project Planning, 2) Planning for Project Implementation, 3) Project Management, and 4) Pioneer Farms Implementation Planning.

The basic manuals are complimented by a set of 48 individually bound modules. The modules are cross referenced among themselves and in relation to the basic manuals. They were written so that they could be used separately under appropriate circumstances. The need for any prerequisite understanding has been clearly indicated in each module.

The manuals and modules together represent a highly comprehensive list of tools and techniques for project management. More general aspects of management such as communication skills, leadership techniques and team building were not included as topics for the modules. Within the individual modules, the skills and concepts were frequently simplified so that they remained brief and practical. Some modules, such as those on network analysis, bar charts and resource allocation, were condensed to conform to specific practices in use in Jamaica.

Linkages between the modules were cross referenced but not strongly reinforced in the narrative sections of the modules. Since the modules were not intended to be self-instructive, strengthening such linkages and expanding the perception of the tool's potential was left to be handled in the process of presenting the training.

It is important to note that the manuals and modules were written to be useful to the practitioner and therefore were not intended to be used as training manuals. They include illustrations of how to apply some of the tools and concepts, but they do not include training exercises or training designs. Because of their clarity and orderly format, they easily lend themselves to becoming the foundation of training designs. This is consistent with the Jamaica program belief that training designs must be situation specific.

PROGRAM METHODOLOGIES

The Jamaica action-training program involved different types of training interventions as the systems for carrying out projects in Jamaica took shape. Under changing conditions the team was presented with and responded to a broad range of training needs. These varied from one-day overview presentations on project management to courses given over several weeks on specific aspects of individual projects.

The first step toward carrying out a training intervention was for the team to assess the relationship between two complementary objectives which could be served through training. They asked, "Will this training directly aid in the development of real projects (action)?" and, "Will this training facilitate the development of human skills (training)?" The team devoted the majority of its efforts to those situations in which the answer to both questions was a firm, "yes".

Training was usually conducted by an inter-disciplinary team which had some experience in the technical aspect of the project as well as experience in problem-solving which was specific to the project need. The actual training was highly experiential and focused toward project results. The team consulted with the participants in a working mode and designed training according to the roles that people filled and their knowledge about these roles.

A critical part of the action-training process was the follow-up work on the project. The training team moved into a consultancy role with the objective of nurturing the relationship between the new skills and their application.

The Jamaica action-training approach incorporated a range of methodologies which included seminars, lectures, surveys, courses, workshops and consultations. The continual focus on real project results kept the emphasis on learning through the experience of applying new skills and concepts.

HISTORY OF THE PROGRAM

The Jamaica program was created out of the need to get development projects moving. As has been mentioned, the objectives of the National Planning Project expanded as it was executed. The program also underwent changes in the organizational location of the training-consultancy team and in some of the ways the team did its work.

Early in the history of the program the Project Development Resource Team (PDRT) established itself as an important service to development projects. It took an active role in creating the Jamaican Project System. During the early stages the PDRT spent time in more traditional training roles such as seminars and administrative courses to establish credibility and build a training reputation.

As the program developed the PDRT became more involved in "project profile" and "project implementation" courses and established itself as a practical and useful training-consultancy team. With increasing demand for PDRT services, the team began to assist various ministries and agencies in developing their own planning and implementation units as a way of meeting the demand.

A persistent problem for the PDRT was to firmly establish the positions on the inter-disciplinary team and to be able to maintain continuity in team personnel. During the first two years of the program while the PDRT was a part of the Projects Division of the Ministry of Finance, team positions were filled by temporary appointees from various ministries. This problem was resolved early in 1979. PDRT was made a part of a newly established statutory body, the Projects Analysis and Monitoring Company (PAMCO).

This agency of the Ministry of Finance allowed the PDRT to continue to serve various ministries from a central location and to recruit personnel on a more permanent and flexible basis.

Shifts in the way that the PDRT went about its work also took place as the program developed. Initially the team had anticipated working primarily with complete and discrete project teams. However, reality dictated that other factors be considered and a new approach was developed. The team then gave greater consideration to individual roles and responsibilities plus specific terms of reference within specific phases of a project's life. The team also found that their efforts had to be linked to systems and organization development efforts.

After four years of the program, the expatriate advisors withdrew from the team and the PDRT continued as a part of PAMCO. It continues to serve projects within selected ministries and agencies of the Jamaican Government and has offered services to projects in the private sector as well.

ADMINISTRATION OF THE PROGRAM

In order to discuss the administration of this long range improvement effort, we must look at the program on two levels. One is the overall installation and maintenance of an action-training capability and the other is the administration of specific training events.

Several key administrative factors have already been mentioned about the training-consultancy team's composition, location and operating procedures. In the Jamaica experience what worked was to have a small, stable inter-disciplinary cadre of well experienced technicians. This team usually consisted of five or six people which included one or two expatriate advisors during the first four years. It became important to make the regular team positions permanent with a status that was competitive with other career opportunities available to experienced professionals in government.

The team found that it needed to be structurally placed in a central location in relation to several government ministries and agencies. Benefit was also found in locating the offices in an easily approachable site in the capital city. The move from an internal government department to a statutory body allowed greater flexibility and responsiveness.

Early in the program, the team needed a great deal of independence and flexibility in its day-to-day operating procedures in order to respond to opportunities to establish its reputation and credibility. The need for office support staff varied as the kinds of activities in which the team was involved changed. In

general most of the administrative support work was handled by the project staff where the management improvement effort was concentrated or by client ministries.

In accordance with the action-training approach, no standard administrative procedures were established for carrying out a specific training event. The size and expertise of the training team varied according to the problem being tackled. Usually the team was interdisciplinary and nearly always consisted of more than one person. Training was most often done in the vicinity of the project being worked on, but occasionally there was a need to pull participants away from the project site. Overall the formula was to analyse the situation, provide an appropriate action-training response and make sure to include follow-up activities.

Since interventions varied greatly no standard way of calculating cost per activity or unit of service was established. Program costs were generally born by client ministries. Usually the benefits which were provided to a particular project were weighed against the trainer-consultant time used in the intervention.

OVERALL ASSESSMENT

Assessment of the impact of the Jamaica action-training program has been limited to traditional USAID "evaluations". These were not large scale controlled attempts to measure change. Internal assessment reports have tended to be summaries of resource utilization rather than rigorous assessments of products and effects. The data which has given the program the reputation of having had a positive impact and being well worth studying comes from informal communication networks and is subjective.

The action-training approach seems to be a high risk and a high gain option for improving implementation practices. It can be called high risk because it requires committing top human resources to a program for which the demand may fluctuate with shifts in political climate and environmental factors. Secondly, the task of the program is a challenging one and any major imbalance or lack of skills on the resource team can derail the program.

The program's high potential is most obviously represented by its ability to offer specific training at the most appropriate time and place. The program is oriented toward using and nurturing resources which are internal to the local programs and projects. These, in turn, lend to a faster institutionalization and spread effect in applying new knowledges and skills. When the program is fully functioning, we can expect the effects on project progress to be immediate.

Perhaps the most positive evidence of the success of the Jamaica action-training program is the fact that it has continued in its essence through PAMCO well beyond the point where foreign advice and assistance were withdrawn. The basic methodologies are being adapted to other Jamaican institutions including the Ministry of Agriculture, the Administrative Staff College, the National Planning Agency and the University of the West Indies. The resource team is in high demand and alumni have taken up a variety of positions with Jamaican and international agencies, including the Caribbean Development Bank. The adaptation of the methodology within other institutions is as important in the impact of this effort as the actual institutionalization within the designated development unit.

CASE III

THE PRACTICAL CONCEPTS INCORPORATED "TRAINING OF TRAINERS IN MANAGEMENT (TTM) PROGRAM" SPONSORED BY AID (1976-1981)

The Training of Trainers in Management (TTM) Program was developed and executed by Practical Concepts Incorporated (PCI) as a means of improving the performance of managers and management trainers. The TTM Program continues to be conducted in developing countries by various consulting firms. However, this description will be confined to the five-year period between October 1976 and August 1981. During that time AID sponsored the program in 23 countries through five contractual agreements with PCI.

The TTM Program used the training of mid and upper level managers and management trainers to effect an immediate improvement in their on-the-job performance. This, in turn, was intended to lead to increased organizational productivity and effectiveness in supplying development-related services and products.

At the beginning of TTM in 1976 and 1977, emphasis was given to the training of management trainers as the name implies. With this trainer orientation, the program was expected to have a widespread and long range effect on participating developing country institutions. "First generation" PCI graduates and "second generation" participants trained by TTM graduates were key elements in the program design.

A distinguishing feature of the TTM program is use of a "core set" of management principles and concepts as a means of understanding the context within which management tools and processes are adapted. PCI used the TTM program as a means of developing, testing and refining a set of scientific management principles which would be useful throughout the developing world. The emphasis was on a science of management; a science which balanced and integrated "hard" analytical and quantitative approaches with "soft" human and process elements.

TTM relied on intensive and carefully structured four to six week seminars in developing countries as the principle instructional method. However, the seminar was only one of several activities which were integral to the overall program in any given situation. Site visits prior to the training event were a consistent part of the TTM program. Other activities addressed the need for participant follow-up support and for evaluation of the program's impact. In the last half of the five-year period, TTM included Executive Management Seminars (EMS) which were presented in conjunction with the basic TTM program. These were usually one-week sessions given to orient upper management to TTM skills and concepts.

CONCEPTUAL BASIS FOR THE PROGRAM

The approach used in the TTM program was strongly influenced by clearly stated beliefs with regard to three major aspects of management development. These are: (1) principles of adult learning; (2) the role of training in development; and (3) the nature of management.

The "learn-by-doing" approach to training was clearly stated as a basic part of the program. Another premise was that applications of tools should occur within both the theoretical context of well understood management principles and concepts and the practical context of the work environment. Learning how to apply management tools and techniques should begin in the TTM seminar by bringing the work context into the seminar to the extent possible, and should continue to be reinforced through constant practice and proper reinforcement on the job.

The program also functioned under the belief that training impact would be more profound, and greater ownership would be achieved, when training activities were carried out by indigenous trainers who were as close to the beneficiaries of development programs as possible.

Another basic tenet was that individual trainers and managers could both learn and apply the "core" content of the program, and also be able to teach it to others during a carefully planned six-week seminar.

The concept that training should be seen as a management role to be performed by every manager gained acceptance as a functional axiom during the later phases of the program. Accompanying that idea was the belief that "second generation" training did not have to take place in a formal setting or be a highly structured process.

The presentation of management as an emerging science was a constant theme throughout the TTM program. Well defined systems, tools, techniques, procedures, and human processes were laid out consistent with this theme. For instance, the human aspect of the program was rooted in socio-biology and creativity was included as a resource to be managed scientifically.

Another basic principle of the TTM program was that it was most valuable to look at "what works in institutional settings" as the basic foundation for learning about management. This steered the program away from a problem-solving orientation and kept it from focusing to any large extent on managerial pitfalls and constraints.

CONTENT AND PROGRAM MATERIALS

While the TTM program was considered more of an approach than a prepackaged course, there was a high level of substance and consistency in its content. The program included a set of "core" principles, concepts and skills which were basic to every seminar. In general, this core comprised the major elements of PCI's Program/Project Management System (PMS) including "human systems" components. Subject matter relating to training of trainer methodologies and non-core substantive issues such as contract law and financial management varied with the assessed needs of each situation.

The basic set of resource materials used for the TTM seminars evolved and became very diversified during the contract period. By 1981 the TTM materials represented an extensive and well organized management development resource. Originally the program was based largely on materials from a U.S. Civil Service course in management combined with existing materials from PCI's prior management work. These and other materials were expanded, field-tested and refined over the five year contract period.

The actual content package and agenda for each seminar was determined by the training team in conjunction with PCI home office staff. It was based on the site visit assessment and the TTM conceptual approach. Elements which were usually covered include:

- Problem Diagnosis
- Project Feasibility
- Project Design
- Work Analysis
- Team Building
- Project Implementation
- Project Monitoring
- Work Motivation
- Project Evaluation
- Major Management Concepts and Principles
- Training Methodologies

Content variations came more in the actual simulations, exercises and case studies used in the workshops than through significant subject matter changes. The program was most rigid in presenting the basic elements of the Logical Framework and other key components of the Project Management System.

Within the context of PCI's Program/Project Management System five major groups of analysis and organizing tools can be distinguished. These are:

- problem and needs analysis tools;
- human systems and team process;

- the Logical Framework for project design and feasibility;
- scheduling, monitoring and reporting techniques; and
- evaluation procedures.

There are many sub-components of the Logical Framework and scheduling techniques related to the several phases of the project cycle. In the TTM materials index, more than sixty different training instruments are listed as resources for presenting the Logical Framework and its various components. Twenty instruments relate to performance networks. The provision of such extensive resources can be seen as an indication of the emphasis placed on these subjects in the seminar.

Problem analysis tools are presented as straight forward methods to be used primarily for clarifying objectives. Problem solving in the sense of "trouble shooting" are not included as a strong separate component. Such techniques are seen as largely unnecessary since problems could be "projectized" so that project management systems techniques could be applied.

The information systems and evaluation content of the seminar build upon the Logical Framework and performance network segments of the PMS. Only a few concepts and tools are included as separate subcomponents in each of these areas.

In these five core areas, the emphasis is on consistency and precision in the way the content is presented and grasped. If any aspect of the TTM program content was unique, it would be its strong emphasis on the systemic interrelationships among the core tools and techniques so that their use would be "internally consistent" with key principles and concepts.

Content areas such as problem analysis and evaluation were frequently expanded or reduced by including or excluding technical procedures such as financial analysis, data gathering and statistical analysis. Extensive coverage in such areas was the exception and not the rule in the TTM program.

All TTM programs included components on human systems, i.e., team building, communications and creativity. Also included were general management subjects such as motivation, delegation and performance appraisal. However, training teams exercised greater discretion in deciding the manner in which these components were included in the seminars.

The TTM materials were organized into an index of twelve categories. These included forms to aid program logistics as well as training instruments. Altogether, 180 items were listed ranging from one-page handouts to extensive teaching guides. From among these materials, the training team compiled participant

56

manuals and trainer's guides for each of the seminars. While there was no standard set of TTM materials, roughly 70% of a seminar manual would be similar to the manuals used in other TTM seminars of similar duration.

PROGRAM METHODOLOGY

Using the seminar setting as the major training mode, the TTM program followed an learn-by-doing approach. Participants in the basic TTM seminar were given an overview of all components of the program in the first week. The one to five weeks which followed were spent in intensive workshops for applying the tools and techniques to case studies and real "back-home" projects. Field trips were used also as a method of observing and analyzing the use of tools and techniques.

In the TTM program roughly three hours were spent in small group workshops for each hour spent in plenary sessions. These small groups of no more than 10 people worked closely with one member from the external training team as a resource person. Each workshop team had opportunities to make several presentations of their work to the seminar plenary session.

Methods for forming workshop groups and for determining the length of time a team would work together were not standardized. Some training teams chose to organize professionally homogenous work groups, others purposefully diversified the group make up and often both types of groups were used during the same seminar.

Members of the TTM training staff shared the responsibilities of presenting major concepts and techniques in accordance with areas of "comparative advantage" among them. Using a ratio of one trainer/facilitator to 8-10 participants, the trainer staff monitored individual as well as small group progress during the workshops. Each trainer was identified as the resource person for a particular small group. Written guidelines for group facilitating were a part of the TTM materials. Interpreting the resource person role was left largely to the individual trainer and to informal agreements among training team staff.

In the latter part of each seminar, the focus was primarily on the development of a detailed implementation plan for a real management improvement or management training project by each participant. This process was assisted and closely scrutinized by the training staff.

In addition to plenary presentations and small group workshops, a variety of other training devices were interspersed in the TTM program. These included exercises, games, simulations, video programs and video assisted feedback sessions. Interaction with development program beneficiaries was a strongly encouraged procedure used during field trips.

HISTORY OF THE PROGRAM

The TTM program was carried out through five contractual agreements between AID and Practical Concepts Incorporated. Among these were two large, multiple-intervention contracts and three small contracts, each of which covered one seminar. During the five years 33 seminars were conducted in 23 countries for an approximate total cost of \$3,080,000. Seminar participants came from 40 different countries.

AID handled the TTM program in a routine manner since the program was one of several management development efforts which the agency sponsored. For AID the program was a continuation of a relationship with a firm which had provided the Logical Framework for use throughout AID missions around the world.

PCI recognized the TTM program as a significant organizational opportunity. On one hand, it was a way of establishing the organization firmly in the area of management development over a long period of time. It was also the "operational laboratory" for testing and adapting the PCI organizational belief that "there is indeed a management science which is relevant to all geographic regions and all management levels in organizations."

A total of 824 people participated in the TTM seminars. Additionally, the program's final report indicates that a minimum of 4,718 people were trained by TTM graduates in some of the components of the TTM program.

Since the conclusion of the TTM program contracts with PCI, the basic program and similar programs which evolved from it have been continued by various consulting firms. A close examination of these follow-on efforts has not been conducted.

ADMINISTRATION OF THE PROGRAM

Thorough and detailed administrative support was a obvious characteristic of the TTM program. Generally the lead time for conducting a TTM effort in a given country was three months or more. Visits to the host country by the lead trainer and/or logistician took place a few months before the seminar. The training team was usually selected to meet the specific needs of each seminar.

The training team consisted of a minimum of three and no more than ten people. Standard team positions were the lead trainer, logistician and co-trainer/facilitator. Members of the training team were selected so that key skills were represented and so the team would be balanced with a wide range of expertise.

The TTM program was presented in English, Spanish, French and Portuguese. Common denominators among team members were

appropriate language skills, a facility for using TTM core concepts and trainer experience. Other background factors such as strong interpersonal skills, management field experience and general agrarian background were balanced among team members. The teams rarely included highly technical experts such as engineers, soil scientists, etc.

While pre-training site visits and seminars were the most common activities of the program, feasibility studies, needs assessments and various planning and negotiating meetings were frequently necessary as well. Follow up participant support consisted primarily of compiling and distributing a "newsletter" through the International Association for Management Improvement. Such efforts were sporadic and occurred mostly during the latter phases of the program.

TTM seminars were typically conducted in host country training centers away from the work sites of participants. Usually one large conference room and three break-out rooms were required. Facilities for typing and reproducing written materials were also necessary. Local typists were often employed by PCI staff.

Participants groups consisted of 20-40 participants who were middle and upper managers and trainers. Most worked in the public sector in agricultural and rural development organizations. In the latter phases of the program, private sector and quasi-government organization employees were included. The final format of the program had top level managers participating in brief Executive Management Seminars and their immediate subordinates taking part in the intensive TTM workshops. In some instances participant groups were larger, including 71 people in one country.

The cost of the TTM program was calculated at \$31.25 per training hour per "first generation" participant. This price includes the cost of participant per diem in approximately half of the seminars. The figure was based on an average in-seminar training period of five, 40-hour weeks in various developing countries.

OVERALL ASSESSMENT OF THE PROGRAM

Although the design of the TTM program included specific indicators and means by which program success might be measured, only limited evaluation results are available. At the end of a major portion of the program in 1979, an outside consulting firm evaluated the program. Unfortunately the circumstances, findings and motivations related to that report were contested and subsequently, it was not released.

The final report to AID on the TTM program calculated that a minimum of 4,718 "second generation" trainees had been trained by mid-1981. On close examination one sees that 25% of that group was trained by one TTM participant. One also finds that the minimum figure represents less than 10% of the total number of "second generation" participants planned for by the program's end. At best, evidence presented in that report is scattered and inconclusive.

The TTM program was largely successful as a means of producing an immediate positive response in the participant group. In general, participants left the seminars with enthusiasm and confidence. Strong negative responses on course evaluations were extremely rare with overall ratings consistently ranging between "good" and "excellent". The TTM program design made the assumption that "momentum will be maintained after the first six months subsequent to seminars". Even though evidence for assessing the total impact of the program is scarce, the TTM final report contains several indicators that this assumption was invalid.

In the absence of substantial data on the program's impact, we have looked to more subjective conclusions drawn by implementors of the program. They learned that development organizations were more responsive to having the "doers" of management trained. This meant that the program focus on training trainers was shifted to training managers to the point that the program's title was sometimes inappropriate to the seminar.

PCI's practice of using TTM graduates as trainers for subsequent programs proved beneficial. Credibility of the organization was demonstrated through its confidence in its participants. The firm provided also an advanced training forum for a few indigenous trainers.

Finally, the TTM program assembled a wide array of management training materials and refined them in a range of contexts. Each of the TTM management development experiences has been documented in seminar reports. The TTM experience represents a major management development resource.

CASE IV

THE USAID/GHANA "ECONOMIC AND RURAL DEVELOPMENT (ERDM) PROJECT" SPONSORED BY THE GOVERNMENT OF GHANA (1977-1982)

This paper describes the ERDM Project which took place in Ghana between 1977 and 1982. The project was a joint effort of the Government of Ghana and the U.S. Agency for International Development.

The purpose of the program was to increase the use of appropriate management techniques throughout the national system of Ghanaian local government. ERDM was to develop a process that would add development, participation and coordination practices to the system of local administration.

The ultimate aim of the ERDM program was the decentralization of the functioning of Ghanaian public agencies in accordance with changes in national policy and law (the Local Government Act of 1971). In general, the tradition of maintaining a vertical relationship between local and national development agencies was seen as a primary cause for poor performance in delivering government services. Contributing to this problem was the lack of communication or coordination among public organizations at all levels. The Local Government Act provided for the creation of a new-type of district-level organization -- the District Council. The councils were intended to institute a process of integrated and participatory local development planning and implementation.

Services of the ERDM program were provided directly to the District Councils (67) and to the new Regional Councils (9). ERDM also supplied training and consulting services to state corporations, international donor agencies, private voluntary organizations (PVO's) and indigenous associations. The consulting mode of operations eventually superseded the initial formal training approaches to management improvement.

Throughout the life of the project, four American technicians worked with and served as trainers of eight regional trainer-consultant teams, each consisting of three senior Ghanaian Civil Servants. The management development activities took place at the location of each client organization throughout the country. Moreover, the operational costs of the program to the host Ministry decreased over the life of the project as clients themselves began to shoulder a greater part of the program's costs.

CONCEPTUAL BASIS FOR THE PROGRAM

The ERDM program was based on the belief that Western management tools, particularly those related to group process, could be useful in adapting indigenous organizational practices to

existing and changing environmental demands. Improving internal group processes was assumed to lead clients to identify, acquire and effectively make use of additional knowledge and resources -- whether they were organized from within or procured elsewhere.

This "development from within" strategy was based upon the belief that adequate resources, technical skills and knowledge of how to make things work already existed in local area organizations. Renewed awareness of local organizational potential itself would serve to help motivate development action. The very identification of local individual and organizational strengths would induce staff to release more of their talents for the improved performance of their member organizations. It also was believed that development problems were complex and that effectively managed interdisciplinary approaches would prove the most effective in remedying them. For this reason the ERDM regional teams were multi-disciplinary in their composition.

Another underlying principle was that "group" rather than "individual" processes were most salient to organizational performance. Creativity, energy, participation and positive attitudes toward continuous development and readiness for change were seen to be more possible through effective group management. Management development was not for knowing more, but for behaving differently. It was not solely for the transfer of management skills. But the very way training itself was organized would improve teamwork, coordination and group decision-making performance. And the team behavior of the trainer-consultants was expected to serve as a demonstration of such processes.

The ERDM program's experiential learning process relied on the use of direct rather than vicarious experience as a vehicle for adult learning. Through induction, participants discovered learning for themselves. An activity precedes learning. The experience then was published, processed, generalized and applied in practicums. The program also organized many of its training events around Kurt Lewin's three-stage formulation of the learning process -- unfreezing, moving and re-freezing.

The program assumed that learning was best acquired through a thorough practice of skills and new behaviors, many of which should be immediately useable. Early on, priority was not given to the issue of the transfer of new behaviors to the work situation. Later ERDM placed greater stress on combining work production and management development. This linkage was seen as permitting a more immediately useful as well as a longer lasting learning and management performance.

Another premise of the program was that learning would be more rapid if training made use of immediate and salient issues. Moreover, the program linked its planned learning experiences to

social science concepts. Such conceptual supports for new behaviors were seen as promoting a longer lasting and less dependent management development process.

It was believed also that those who work together should train together. The first people trained in any given organization were the senior decision-makers, elected as well as appointed. Follow-up often saturated the organization at several levels with related management development interventions.

MANAGEMENT CONTENT OF ERDM

The design of the project made use of one of AID's first social soundness analyses. A study of subject matter and skill needs was included in this analysis. Initial ERDM seminars were three weeks in duration and were conducted without further local needs assessment. Cycles of pre-planned interventions were conducted for most clients. Site visits prior to the training events did become more frequent over the life of the project. Because of the web of social networks of the trainer-consultants, knowledge of local conditions was continuously up-dated from visits of district staff to the regional offices. As trainer-consultants became more comfortable with the management tools, more alterations of pre-planned training were made to meet the immediate needs of participants. The regional teams and their clients became more able to negotiate what parts of the standard training package was appropriate to a local District Council and its organizational setting.

The first two cycles of on-site pre-planned general management seminars contained rather consistent sets of learning objectives, core concepts, and techniques. Structured follow-up meetings with clients also were held, some leading to consulting relationships. The third cycle consisted of having the trainer-consultant teams respond to the specific requests and needs of local government clients. During consulting, there was greater variation in content. Group process, communications and leadership skills were practiced. Also specific techniques were used as training content applied to actual organizational tasks -- project planning, revenue collection, budgeting.

By the end of Cycle I, over 90 items made up the set of training materials. Local case studies, exercises using music and song and adaptations of children's games to management issues were included. Regional teams exchanged locally developed field materials and additional items were designed during formal ERDM staff in-service training. Cycle II added another 40 items. During the final consulting phase of the project, materials were not formally developed or shared across the regional teams. However, the development and adaptation of financial and time management and project implementation modules was carried on independently by several of the field teams.

Some of the basic concepts covered in the standard two and three week seminars were the following: situational leadership, delegation, theory X and theory Y, motivation (Herzberg), hierarchy of needs (Maslow), self-fulfilling prophecy, cross cultural communication, content and process and job analysis and description. An overview of planning, decentralization, participation and coordination and problem-solving concepts were also given. Particular subjects such as contracting, estate management, project logic and local government laws and budgets were reviewed.

Much of the content of initial seminars was made up of management techniques and skills. Brainstorming, nominal group technique, force field analysis, group decision-making, writing objectives and stop-action group processing were the more useful. Also included were management style diagnosis and flexibility, negotiations, means-ends analysis, performance tracking, logical framework procedures, work breakdown, scheduling tools (Gantt, networks), problem-solving, planned communication, job enrichment, role and responsibility clarification, team-building, data collection and analysis, listening skills.

A number of the above were used frequently as training methods in the program. For example, the brainstorming technique was a skill that was taught and practiced for its own sake during the seminar. But it also was used independently for the generation of ideas during sessions on problem-solving and project planning. A deliberate reinforcement of training content and method was key to the ERDM program.

In all seminars, concrete results were expected from activities. A number of products evolved from learning activities that had immediate application to local development, i.e., draft integrated development plans, revenue collection control systems, draft budget estimates, logic for proposed projects, office work objectives, personal work objectives, job enrichment proposals and draft project schedules.

METHODS OF MANAGEMENT DEVELOPMENT

Initially the program stressed the acquisition of tools and their applications to local problems and action. Related conceptual material was offered to allow a basic theoretical foundation for management practice. As a rule, all interventions started with group process activities before focusing upon product-centered or problem-oriented performance of the client. And how clients went about their tasks was assessed along with their workshop output.

The following are some of the more useful methods used in the program. Simulations and games were characteristic of Cycle I (Lego Man, Card Production Exercises, Salvo Game, Power Vote

Game, Rural Road Building Exercise and the Action-Budget Hearing). Role plays and exercises were used in the areas of supervision, communications and negotiations (Vehicle Dilemma Exercise, Blue-Green Game and various decision-making activities). Case Studies were used in sessions on problem identification, leadership diagnosis, contract management and motivation (Nacerima and Daboya Cases, and others developed from immediately available local material).

Instrumentation was also used to help develop a commitment to change on the part of individual participants (Johari Window feedback form, 3-D diagnosis test, LEAD test, managerial assumptions exercise, hierarchy of need questionnaire). The program also used lectures and discussions for review of administrative law, contracting and estate management. Programmed instruction assisted the management by objectives (MBO) and force field analysis sessions.

Staff also used a number of training devices in the program (management film shows, overhead visual projections, video recording, video playback). These devices, while helpful were abandoned because of their support requirements. In the more remote districts and regional capitals it was impossible to be assured of the required electrical power or fuel.

When ERDM consulted with ongoing projects, performance on the work at hand became the primary vehicle for learning. Approaches to executing tasks were organized around the management tools, but minimal explanation was offered before application. Low pressure coaching was used to move the client group to successfully accomplish discrete pieces of agreed-upon work, i.e., a plan, schedule, budget, job description, etc. Methodological issues would be discussed in response to participant requests for help on the job. More elaborate reviews of techniques, however, were reserved for separate sessions, i.e., if clients wanted to develop an internal training-consulting capacity using the tools.

During the on-the-job consultancies, the regional teams maintained a concern for group process. Opportunities were given for review of how clients had performed during workshop segments, primarily as a way of reinforcing their positive learning experiences. But process techniques rarely were treated as content. If group dynamics did undermine performance, however, stop-action sessions were used. This dramatic but relatively efficient technique allowed work teams to immediately identify task related group problems, clear them up and then return to the work at hand.

Cycle I and II seminars with District Councils averaged 25 participants with a range of 15 to 45. Department heads attended, sometimes with a trusted deputy, along with elected ward representatives. For the most part deliberations were conducted in four

or five groups of six or seven individuals seated around work tables. Several rooms were used. Participants worked alternately in small groups and plenary sessions. The trainer-consultants served as resource persons and process observers to the groups but group members themselves were expected to monitor their own processes. Training days averaged seven hours, including a half-hour or so for noon meal together. Responsibility for the administration of the training event was delegated as rapidly as possible to local officers during if not before the seminar. This helped develop a seminar organization as well as free up program staff for training duties.

Post seminar follow-up meetings were held within three months on-site for approximately 25% of the clients. These meetings averaged 20 participants, including new transfers into the district who had been exposed to the program at their previous posts.

The follow-up sessions that occurred 4-12 months after seminars had good attendance but found much lower momentum on new projects and skills. The sessions used structured experiences, review of previous seminar content, assessment of specific back-home applications of tools and projects (client short-term work objectives), problem-solving forums for internal consulting, project work (revenue and data collection, development projects) and the re-setting of personal and departmental work objectives (joint and individual).

As the program began to be involved more with project planning and implementation consulting, client group size was reduced usually to less than ten individuals -- all from one organization or department. Only during project public relations sessions, where particular outside notables would be visited or invited to review the project, would the training group size be more than ten.

Teams of trainer-consultants carried out most of the interventions. Occasionally American technicians were asked to supplement the ERDM teams, especially when there were simultaneous activities in one region. Staff not directly involved in up-front training or consulting supported the process by making and sharing process observations, documenting case problems, assessing the training presentation or conducting on-site research on local management issues. At the close of afternoon session, the team reviewed the process of each training day and usually a meeting would be set for continued discussions and planning at night.

Staff spent considerable time with clients outside of the seminar setting. After hours sessions in town or at the homes of officials contributed significantly to the fit between the

training program and client needs. These meetings helped to develop consulting relationships and contributed to ERDM staff development.

PROGRAM ADMINISTRATION

The ERDM Project was located within the Ministry of Finance and Economic Planning throughout the life of the project, although the issue was raised later of its transfer to the Ministry of Local Government. All key personnel and professional decisions were made by the head of the Regional Resource Planning Division of the Ministry, Accra. But day-to-day administrative and financial issues were matters for the training-consultancy teams in consultation with the Economic Planning Officers in each region. They too were part of the Regional Resource Planning Division. ERDM teams had their own secretariat (offices, typists, drivers, messengers) but made use of the Ministry accountants. One American technician was assigned to work with two regional trainer-consultancy teams.

Many of the administrative issues of the project were dealt with during periodic national staff conference that were used for staff in-service training. These ten sessions provided opportunities for workshop design, materials development, practice training and permitted project-wide discussions on policy. Since the inter-departmental National Coordinating Committee of the project was operational for only the first few months of ERDM, policy discussions evolved as an increasingly important part of the national formal training sessions.

In general, the administration of the program within the Ministry allowed a great amount of flexibility for each regional team to operate in a manner suited to local conditions. During the last year, little uniformity of strategy could be found among the teams. They did depend upon Accra for finance (vehicle maintenance, fuel, seminars, office supplies) and for decisions on staff overseas training. As the project evolved, the teams increasingly relied upon client sources for expendable items and for the finance of interventions as supplements to the support from the central Ministry. By 1981, a number of regions had become increasing financially independent of Accra for operations.

The overall cost of the ERDM program was calculated at \$14 per hour of field training per participant. This price includes the direct costs of all anticipated U.S. and Ghana Government inputs for the life of the project.

A standard procedure was used for the administration of seminars for the first half of project life, i.e., the first two standard cycles of management training. These pre-planned seminars offered to all local governments were paid for by the Ministry. They usually took place within each district at the Council Hall

or a school or community center. A local institution would make estimates for the seminar and a check would be drawn from the ERDM account at the regional treasury. Some teams, however, periodically undertook the administration of the seminar themselves. Initially, the entire ERDM team and U.S. technician would reside in the district and would be involved in the training. Toward the end of Cycle I, simultaneous seminars were conducted. A deliberate attempt was made to keep all training and consulting a team process. However, this was not always possible, especially as team size diminished due to overseas training and staff turnover.

During the final two years of the project, the type of client and intervention changed. Fewer standardized seminars were conducted. The project relied more on the local demand for management/consulting services in addition to continuing to serve the more viable of the local government units. Private voluntary organizations and government institutions (hospitals, institutes, corporations) contracted and paid for training or consulting services. Since the new clients were more aware of why they wanted training or a management improvement effort, staff became more particular about how they served such clients. Interventions varied in kind (seminar, workshop, staff meetings, coaching) and in duration (one to ten days) according to client need.

HISTORY OF PROGRAM

Much of the initial program content and methodology had been pre-tested in a number of countries (USA, Korea, Thailand) long before it became installed in Ghana as residential courses at one of the national training institutes of the Ministry of Agriculture. These experiential courses had been well received by the agricultural officers at the district and regional levels. While the institute had been experimenting with mobile field services, the problems with the implementation of the new system of local government were being highlighted nationally. It was at this point that the ERDM project idea was sparked.

One of the major changes in the project was its move from project status to being an established unit within the Ministry of Finance and Economic Planning. After nearly two years of negotiations with the Civil Service Commission, the project's 27 professional and over 30 support staff became permanent employees.

Another alteration was the early abandonment of the development and use of regional training centers. The alternative of having mobile teams locate themselves temporarily (for up to three weeks) on-site with the clients proved feasible.

Since the departure of the expatriate technicians, ERDM has remained as a functioning unit within the Ministry of Finance and Economic Planning. However, the new military government of 1981

has dissolved the district council form of local government thus leading to a shift in field activities to the private voluntary and parastatal sectors. Moreover, project staff have moved to positions with other donor projects, the universities as well as to similar work in Nigeria. Very few new recruitments have been made. At present nine trainer-consultants remain with the project.

OVERALL ASSESSMENT

A three week formative evaluation was completed in July 1980 by a team of three American and three Ghanaian officials. It documented that the program was on target in producing a nationwide training-consulting delivery system. But evidence of measurable impact of the program interventions was limited. The observers noted, however, that ERDM had been instrumental in positively affecting the overall climate for management improvement and staff development within the system of local government. No additional formal evaluations were conducted.

Project records show that ERDM generated an effective and enthusiastic demand for management development services where few existed, and proceeded to meet much of that demand. This is evidence of the program's relevance and usefulness. ERDM worked well despite harsh macro-economic conditions and political instability. Moreover, clients gradually paid an increasing share of the costs for the advisory services. Since 1979, over 300 interventions were conducted serving more than 100 different clients -- private as well as public. The program has continued within its host Ministry after the withdrawal of USAID assistance, but on a smaller scale. This suggests that ERDM is a viable approach.

Final program reports indicated that ERDM did establish a delivery system for rural animation and management development focusing deliberately upon existing government institutions. It used a strategy of bureaucratic reorganization to link grass-roots organizations with one another and with the broader political-administrative system. As a nation-wide central project, the program evolved a decentralized structure and process that permitted local clients to influence and eventually to alter and finance increasing elements of the development program.

CASE V

THE GOVERNMENTAL AFFAIRS INSTITUTE/COVERDALE "AGRICULTURAL SECTOR IMPLEMENTATION PROJECT (ASIP)" SPONSORED BY AID (1972-1980)

The Agriculture Sector Implementation Project, ASIP, was carried out in several phases over an eight-year period (1972-1980). It was financed by the Agency for International Development (AID) and conducted by the Governmental Affairs Institute (GAI), and later the Public Administration Service (PAS). The Coverdale Organization joined GAI in field testing and implementing the program in its later phases.

The major objective of the ASIP was, "to help bridge the gap between planners and farmers by improving the planning, implementation and management capabilities of those in developing countries concerned with agricultural and rural development". The ASIP goal was to carry such improvements to the level of "institutionalization" in developing countries using three processes -- action research, management training and organization development.

The first four years of the project were devoted primarily to the research process. During that time nearly 2,000 information sources were examined and a compilation of successful agriculture management practices was published in the form of a 600-page reference book entitled, Managing Planned Agricultural Development.

Continuing with the theme of learning from successful practice, ASIP sought to develop training and organization development approaches which would be compatible with the findings of their research. The Management approach of the Coverdale Organization of England was found to be most appropriate for ASIP, and this organization was subsequently integrated into the project.

In July of 1975 a six-week pilot training course was conducted in Washington, D.C. for twenty-one agricultural managers from six developing countries. That event combined the materials developed through ASIP research with training procedures advanced by the Coverdale Organization to create the ASIP approach. The use of inductive learning was continued through the training and into follow-up organization development work.

Implementation of the ASIP approach was carried out simultaneously in Egypt and Nepal over a three-year period which started in 1977 and ended in 1980. In both countries the participant groups were made up of senior and middle managers who were working in rural and agricultural development. AID sponsored activities under the ASIP contracts were completed by mid 1980.

CONCEPTUAL BASIS OF THE PROGRAM

ASIP was conceived and carried out in accordance with a few well defined principles. The project was based on a firm belief in the inductive process of learning from experience. Moreover, the project held that learning from successful experiences was more useful than lessons derived from failures. Ralph Coverdale's concept that "life must be lived forward and understood backwards" found ready acceptance in ASIP.

A major concept which affected the training component of the project was the Coverdale concept that individuals must be trained to deliberately learn from their experiences. This caused a significant concentration on developing learning skills in participants at the same time management skills were introduced.

While the project was based on a belief in skills development, there was also a strong faith in the individual's ability to derive a sufficient understanding of principles to meet his or her own needs. The concept was expressed as a practice-to-principles-to-new-practices approach. The most important element in this sequence was the idea of using experience of practice as the starting point.

The project was founded on a strong trust that individual participants themselves would be the largest contributors to their own development. Active participation was seen not only as a critical means of enhancing the learning experience, but also as the best way to develop the content of the training. The point was to allow participants to discover for themselves the skills they needed by analyzing their own performance in completing tasks.

Another important idea underlying ASIP was the belief that time spent thinking should be balanced with time spent in action, in testing insights, and in devising principles. The project also believed that the opportunity for team development should be provided simultaneously with individual skill-improving experiences.

MATERIALS AND CONTENT OF THE PROGRAM

Although ASIP spent most of the first four years and considerable resources in developing a set of global reference materials, it adopted an approach which held that materials should only be used on an as-needed basis. No standard set of materials or subjects had to be covered in the basic ASIP training seminars.

A "systematic approach" to completing tasks was introduced to all seminars and it was generally accepted by participants as a major method to be explored throughout the training sessions. However, whenever a group chose to work with a different method or an adaptation of the basic Coverdale systematic approach, this was done and the method in use then became the program content.

Several content areas were typical of ASIP seminars although very few concepts or theories were formally structured into seminar tasks. Work group coaches were always predisposed to guide participants to certain useful ideas whenever the need for them arose. These had to do with identifying aims, setting standards, making plans, reviewing actions, etc.

Unlike the conventional Coverdale approach, the ASIP approach used task assignments which directly addressed agricultural sector implementation problems. Specific readings were included in a basic training manual and made available to participants. These were expected to shed light on issues which were likely to arise in performing some of the assigned tasks. Overall, the content had more to do with the skills needed for successfully completing assigned tasks than with the specific subject of the task. In other words, the task of classifying farm machinery would have more to do with the skills involved in the classification process than with farm machinery.

Subject areas which were most often emphasized included; using a systematic approach, communicating with others, utilizing human resources, functioning effectively in a group and learning deliberately from every experience. Most distinctive of ASIP's content areas was its persistent focus on the feedback and review process.

Useful handouts accompanied the basic reference manual mentioned earlier. Such handouts generally corresponded to the needs of specific seminars and were not generally distributed. Other written materials were developed and distributed as a result of work group activities within individual seminars.

METHODOLOGIES

The ASIP approach to management development was put into practice through a series of activities in Egypt and Nepal over a two-and-a-half year period. A basic two-week course was the major component of the project, yet, other activities such as pre and post-course consultancies and specially designed follow-up workshops were also seen as integral elements of the process.

In the basic ASIP course from 20 to 35 managers were trained in a residential facility in their home country. Participants were assigned to a 7 or 8 member workgroup through which they experienced most of the course activities. Scheduled training days were long, and frequently lasted ten hours or more.

The central process used in any ASIP course was small group work on actual assigned tasks. These tasks were not case studies, simulations or role plays. Each participant was encouraged to contribute as a responsible team member using his or her own point

of view. Early in the course basic management and human relations skills were the focus of most of the tasks. In the second week the concentration was on the application of such skills to actual job needs.

The distinction between a real task and a simulation were occasionally blurred when a group decided that the major reason for completing a task was to have something to do while it studied the way members worked together. Work group coaches watched the development of each seminar for the opportunity to devise task assignments which responded to real needs among the participants.

Work groups completed the assigned tasks within stipulated time boundaries which were monitored by the group and the coach. Each group relied on a coach for assigning tasks and for clarifying points of information. Coaches monitored the group's progress and made occasional process-facilitating interventions. Coaches did not enter into task performance activities or take part in the group decision making.

When the total training group met periodically in what was called a "general session", the course director served as the moderator of small group presentations and general discussion leader. The course director also made brief presentations introducing or, more often, reinforcing some general management principle which was made evident in the small group experience.

In the final days of the basic ASIP course each participant developed a plan of action for using new skills back on the job. These plans served as the bases of post-course consultancies conducted by the ASIP staff. Such meetings usually included the participant, his or her supervisor and the ASIP coach. Such meetings were intended to have been held for all participants first on a scheduled basis and later only as needed.

Another important component of the ASIP approach was the follow-up seminar which was conducted on a regional or local basis. Within such seminars ASIP met requests for specialized techniques such as long range planning, critical incident scheduling or budgeting procedures.

Throughout ASIP, emphasis was placed on Team Building in the traditional OD mode. Underlying objectives were to increase group cohesiveness and effectiveness through improvements in both human relations and task skills.

A part of the overall ASIP approach was the process of training a "critical mass" made up of enough people in the organization to ensure "institutionalization". This meant that the ASIP staff worked toward having its work taken over by professionals in

the local development organizations in Egypt and Nepal. Special seminars were conducted in training, consulting and coaching in the latter months of the project.

HISTORY OF THE PROGRAM

ASIP began in mid-1972 when AID negotiated a cost reimbursement contract with the Governmental Affairs Institute (GAI). The project continued through successive contract amendments until the publication of the reference book mentioned earlier. The project then expanded to its field testing/implementation phase and later on to its dissemination phase.

On moving into the field testing phase ASIP staff explored various management development and training approaches. GAI selected the Coverdale Organization of England to assist them in designing and presenting the pilot training course. From the success of that effort the two organizations decided to jointly implement the project. The implementation phase lasted from September, 1977 to August, 1980.

Under ASIP, approximately 200 Egyptian mid-level managers were trained in the basic two-week course and were supported in their field practices. In Nepal 117 managers attended the basic course and cooperated in the project. Both the Egyptian and the Nepali projects were seen as two-year experiments for testing the ASIP approach. They were selected from among eleven countries which were studied as possible locations for ASIP.

Running slightly ahead of schedule, the ASIP activities in Nepal were transferred to local organizations in September, 1979. The Egyptian project was extended a few months beyond its original transfer date and finished in July, 1980. During 1980 the ASIP staff began work on dissemination including analysis and distribution of ASIP results.

AID sponsored ASIP as one of several educational and training efforts in agriculture and rural development in keeping with U.S. foreign policy. For GAI the project was the most important activity in the organization. The Coverdale Organization became involved in the project as its first experience in applying its approach within the public sector of a developing country. In Coverdale ASIP was one of many management development contracts, yet, it represented an expanded dimension for the organization.

ADMINISTRATION OF THE PROGRAM

The ASIP consisted of several phases carried out over eight years. Our description here covers the implementation phase of the program from 1977 to 1980. The first four years were devoted almost exclusively to research and planning and incurred an approximate cost of \$670,000.

The two-year field experiments for translating the research into program practices was the part of ASIP which corresponds the most to other management development programs. A major feature of the project was the thorough preparation of field staff. After carefully selecting four staff members to work in Egypt and Nepal each of them was trained for four and a half months in the ASIP approach. Much of that training was standard Coverdale preparation for performing the coaching role.

The ASIP staff was responsible for conducting pre-course interviews, presenting the courses and coordinating follow-up consultancies and seminars. Administrative activities for other than the basic course varied considerably over time and between the two countries.

The basic two-week course was coordinated by a course director who worked with one coach for each 8-member participant group. Courses usually contained from two to four work groups. The course was conducted in a residential site using one large conference room and three break-out rooms.

The cost per participant hour in the basic ASIP was roughly \$17. This was based on an estimated cost of \$750 per participant for each 45-hour week. Other aspects of ASIP such as the cost of follow-up consultancies could not be calculated in units which would lead to reasonable comparison.

Materials for the course consisted of little more than flip charts, marking pens, and a reference manual. Other instructional equipment was not used in the basic ASIP course.

OVERALL ASSESSMENT OF THE PROGRAM

Three formal evaluations of ASIP were conducted by AID. The first was a detailed evaluation of the pilot training course which served as the basis for designing the implementation phase of the project. In late 1978 the implementation phase was evaluated in Egypt and later in Nepal. AID's final evaluation of ASIP was conducted in 1980. Generally these reports documented project activities and discussed several successful aspects of the course as well as a few deficiencies and limitations. Evidence of measurable impact of the project was limited due to the timing of the evaluations.

A description of ASIP distributed by the Public Administration Service included a summary of the project's strengths and weaknesses. One major strength cited there is that ASIP gave participants personal control in shaping their own development. It also praised the immediate applicability of the skills to the job. Weaknesses included the lack of inclusion of

management theory, lack of technical training and the possibility that important management and technical issues might not emerge in the training.

Implementors of ASIP viewed the Nepal experience as more successful than Egypt. The failure to gain strong support from top level executives before training mid-level managers was seen as a reason for limited project impact on agricultural development in Egypt. Another criticism was the project's primary concentration on middle managers.

The Coverdale Organization followed its involvement in ASIP with a major management development project in Bangladesh know as the Agricultural Management Training Institute (AMTI) program.

CASE VI

THE ECONOMIC DEVELOPMENT INSTITUTE "PROJECT MANAGEMENT FOR RURAL DEVELOPMENT AND AGRICULTURE" PROGRAM ACTIVITIES SPONSORED BY THE WORLD BANK (1980)*

The program under review is the "project management for rural development and agriculture" course offerings of the Economic Development Institute (EDI). This program was developed to supplement several of EDI's project management courses in the late 1970's that stressed capital construction. It was influenced also by previous EDI courses in agricultural appraisal. The participants in the program are usually mid and upper level managers with day-to-day responsibilities for the implementation of agricultural and rural development projects in Third World countries.

This program review focuses upon the "Managing Rural Development and Agricultural Projects Course" presented in Washington, D.C. in 1980. We chose to concentrate upon this course as a way to describe EDI's management development program in this sector. The 1980 course was selected because of its greater emphasis on project implementation compared with EDI's earlier concerns for project organization design and monitoring. Moreover, the course was systematically developed by diverse EDI staff and consultants as a prototype for adaptation and use by local training institutions within developing countries. In 1981, versions of this course were conducted jointly by EDI and host institutions in the Philippines and in Tanzania. Only limited data on these overseas presentations were reviewed as a part of this study. Thus local adaptations to the program made by the overseas training institutions have not been included.

The objective of the 1980 course was "to improve the knowledge and skills of project managers in the implementation of rural development and agriculture projects". Approximately 30 participants from nearly as many countries attended. One major distinguishing characteristic of this program has been its reliance upon written case materials and articles during and before classroom meetings. Moreover, the EDI program has used a broad range of authorities from its own Institute and the World Bank as well as outside consultants. The participant selection process was rigorous allowing approximately 20% of those who applied to attend.

CONCEPTUAL BASIS FOR THE COURSES

EDI stipulated that all participants return to their former positions or others of similar or greater authority upon completion of their study program. The underlying premise of this requirement was that the learning at EDI would lead to improved

* The EDI case study presented here is a moderately revised version of the case used during the workshop.

on-the-job performance of individual officials in real-life situations. EDI believed that participants in positions of authority with adequate work experience would be able to translate the general principles and apply the management tools covered during the training courses into improvements within their home organizations. Upgrading of individual conceptual and analytical skills was seen as essential for dealing effectively with the complexities and problems of project management. Team or colleague training from one organization was not attempted because EDI policy rarely allowed the acceptance of more than one participant from one country.

The EDI program relied upon many well established authorities to make presentations, to guide discussions and to ensure program quality. It assumed that the relevant management expertise and content would be passed on effectively by various presenters with diverse approaches and styles. Efforts to link the content of visiting lecturer presentations into prior and future sessions were made informally by course directors.

The management program reviewed here made limited use of behavioral workshops. The general feeling in EDI was that group experiences could increase the efficiency of the immediate courses, but that behavioral training had limited potential for influencing back home management performance without changes also in the local environment.

Overall, the EDI program held that a general survey of principles of project implementation would be the best form of technical training for project managers. The program trusted that individual participants naturally would apply some of their broad learnings to specific back home problems. Opportunities to anticipate or to practice the skills for specific home project needs, however, were not fully developed.

CONTENT AND MATERIALS

The content of the EDI program covered a broad range of planning, technical and behavioral topics in project management. The 1980 course, in particular, was thoroughly pre-planned using some of the materials found in other EDI project seminars. While the EDI courses generally have remained analytical in nature, the 1980 prototype course gave added attention to the behavioral and general aspects of management, i.e., communications, group dynamics and leadership. Course topics included:

- The Project and Its Environment;
- Implementation Management;
- Behavioral Factors in Project Management;

- The Role of the Project Manager;
- Construction Management; and
- Specialized Technical Areas.

Significant efforts have been made by EDI staff and consultants in developing over 2,000 items of material, many available in several languages. A number of World Bank reports and documents have been modified for use as training materials. Most of the case studies contain a wealth of contemporary information and are gradually being pre-tested in training situations. The cases with written solutions to problems seem the most useful. The 1980 course modules have been distributed to more than 16 training institutions in developing countries. Also available at the Training Materials and Publications Unit of EDI are leaders guides, reports, course notes, syllabi, masters for overhead transparencies and audio-visual programs.

A number of the readings used in the 1980 course are lengthy and technical. Course participants have noted the over abundance of readings. The materials typically focused upon management problems associated with projects and their environments, and offered limited examples of successful practices and designs. Participants have suggested that the case studies be edited to reduce their length and to sharpen their focus.

METHODOLOGY

The dominant training mode used in the courses was the practical exercise and structured case method. Lectures introducing the tools and concepts were reinforced by making applications to written problems or cases from World bank experience in the field. In 1980, sixteen fully developed case studies were used during the 29 day course period.

For the most part participants worked on the cases individually -- including the preparation of case assignments before class. But group problem-solving was used for some case studies and during a project workshop. This workshop and the final evaluation session were the main opportunities for participants to make group presentations to their peers.

During the second week of the 1980 course, a residential, behavioral workshop was conducted. Experiential methods were used throughout. Activities that provided direct experience provided a basis for learning as opposed to the more vicarious experiences of the subject matter focused case work. Moreover, participants had a more active role in the workshop. Each participant derived personal lessons from the group experiences.

Participants' daily evaluations of the behavioral workshop, while positive, were not as good as the final assessment at the end of the course. This suggests that the laboratory techniques may have been unsettling at first. During the last several weeks of the course, a second workshop on projects and a negotiations simulation used observers to provide formal feedback to group members on their work process. They noted that the ability of the class to work in small groups did improve.

A number of potentially rewarding group and behavioral approaches to training were tested during the 1980 course. However, it does not appear that the learning from this experience has been systematically applied to follow-on EDI courses with similar learning objectives. For example, the aforementioned behavioral workshop, the video taped presentation on supervision practices, the negotiation simulations, and the final two-day group project were not included in 1981 courses.

The EDI training methodology is characterized by the use of many lecturers. In the 1980 course, participants met 25 different experts during the six week (29 day) course. Continuity was maintained by the involvement of the course director and co-director who formally took part in a third of the course presentations.

HISTORY OF PROGRAM

EDI relied upon several institutions to develop the training courses and make presentations. EDI was supported by the World Bank, especially the Agriculture Department, as well as by a number of universities and consulting firms. Overseas, host ministry staff of World Bank and United Nations projects initially have served as the primary clients for the EDI course. While EDI had been somewhat removed from these client groups, efforts were made to better serve them by supporting a variety of management development efforts overseas, i.e., workshops, conferences and courses.

ADMINISTRATION OF THE PROGRAM

The training team for the EDI course consisted of lecturers, the course director and co-director. There was also a course assistant who, among other duties, helped with the daily and final course evaluation. All staff had advanced degrees. There were also support staff in charge of participant social programs, participant affairs, general administration and audio-visual aids.

The 1980 course ran for six weeks, five days per week for six hours per day. Participants received round-trip travel to Washington, D.C., lodging, food and accompanied air freight allowances. EDI used its own permanent conference rooms complete with visual aids such as film, slide and overhead projectors. Comfortable break-out rooms and a lounge were also available.

Selection for the 1980 course started approximately eight months prior to the opening date, i.e., with the announcement that EDI would sponsor the course. Applications were received until four months before course start-up. Fellows of past EDI courses were not accepted. Candidates normally were expected to be between 30-35 years of age. The program made no formal on-site assessment of the organizational needs of the projects or institutions which nominated participants. However, World Bank staff, acting as nominating officials, provided statements of the benefits expected from the course as part of the nomination process.

OVERALL ASSESSMENT

The impact of the course has not been systematically measured. A general impression is that the program effectively served to improve the understanding and human relations between the Bank and the foreign government participants. At the same time, officers with responsibilities for project implementation returned home with renewed confidence and an improved understanding of project management skills.

Participants provided evaluations of the morning and afternoon sessions each day. In addition to this feedback, the final day was devoted to assessment and to how the course could be improved as a whole. All formal evaluation information and comments by the course directors were included in a report to the EDI director. This and other evaluations were to be considered in designing and conducting other courses.

An obvious strength of the EDI program was the amount of human and financial resources it made available to its programs and the fact that the program made use of World Bank on-going field experience. For example, the design of the 1980 course took almost a full year of EDI attention. This preparation period permitted a systematic approach to planning the course. As a result, the course successfully scheduled some of the world's better known experts in rural development, management and agriculture.

Appendix G

Appendix G

PROGRAM ELEMENTS & SUB-ELEMENTS			
Element 1: Program Setting		TIM	AS IP
<u>1.a. Management Improvement Opportunity</u>			
- origin of management development requests		USAID, Host Country	USAID - Washington
- U.S. actors involved in program at the outset		AID/IT	AID/TA/DA
- intensity of pressure for the management development program in client organizations		Low-High	Moderate
- breadth of commitment		Individuals & organizational	One organization
- degree of initial consensus on need for improvement		Low	Moderate
<u>1b. Program Location</u>			
- needs assessment site		In LDCs	In Washington and LDCs
- training/consulting site		In LDCs	In LDCs on & off project site
- follow-up site		Washington, DC	" " "
<u>1c. Participants</u>			
- clients are managers trainers or technicians		Mixed; focus on trainers	Mixed; focus on managers
- socio-cultural make-up		Variable, usually homogeneous	Homogeneous

COMPARISON MATRIX - APPLICATION OF THE MODEL TO SIX PROGRAMS*

PROGRAMS			
ITD	ERDM	JNPP	EDI
USAID, Host Country Development Ministries, Donor Agencies	Ghana Ministry of Economic Planning, USAID	Jamaica Ministry of Finance, USAID	World Bank Host Country Development Ministries
USDA/OICD/ITD, USAID Missions	USAID Mission Ghana, USDA/OICD	USAID, USDA/OICD/DPMC	World Bank, EDI
Moderate - a reward for officers	Low-Moderate	Low-Moderate	Moderate - a reward for officers
Individuals	System-wide, local govt.	Development & project agencies	Individuals
Low-Moderate	High - Nat'l legislative mandate	Low	Moderate
In Washington	In Ghana	In Jamaica	In Washington
In Washington and in LDCs away from work site	All regionals & districts in Ghana on & off work site	In Jamaica on & off work site	EDI facility in Washington & in LDCs away from work site
Not a part of the program	" " "	" " "	Not a part of the program
Managers and technicians	Mixed, focus on Managers	Managers and technicians	Mixed; focus on managers
Very heterogeneous	Variable, usually heterogeneous	Homogeneous	Very heterogeneous

Updated 12/82 based on information from workshop sessions and discussions

Appendix G-2

PROGRAM ELEMENTS & SUB-ELEMENTS		
Element 1: Program Setting	TIM	ASIP
- participant rank	Mid & High	Mid
- public or private sector	Public & PVOs	Public
- single or multiple organizations in interventions	Multiple	Multiple
<u>1d. Socio-Politico-Economic Conditions</u>		
- constraints due to economic conditions	Variable	Few
- continuity in political leadership in client institutions	NA	Stable
- amount of bureaucratic red tape imposed on program	Moderate	Moderate
- amount of latitude for making program changes	Moderate-High	Moderate
<u>Element 2: Program Approach</u>		
<u>2a. Program Objectives/Rationale</u>		
- objectives	project management skill development for organizational performance	process skills to better use Ministry resources
- explicit management philosophy	Highly	Highly
- target of opportunity is individual, group or organization	Group and Organization	All three

PROGRAMS

ITD	ERDM	JNPP	EDI
Mid & High	Mid & 1st line	High, Mid. & 1st line	High & Mid
Public	Public, PVOs and elected officials	Public & PVOs	Public
Multiple	Multiple, some single	Single, some multiple	Multiple
Few, many resources available	Severe	Few	None, many resources available
NA	Unstable	Relatively Stable	NA
Moderate	Cumbersome	Cumbersome	Moderate
Low-Moderate	High	Moderate	Low
project management skill development for individual leadership & AID/USDA access to LCD officials	process and planning skills for mobilization of local resources for decentralized area development	project group skills for performance in project formulation and implementation	better understanding of IBRD project management systems for individual leadership and IBRD access to LCD officials
No	Yes	Highly	No
Individual	All three	Group and Organization	Individual

Appendix G-3

PROGRAM ELEMENTS & SUB-ELEMENTS		
Element 2: Program Approach	TTM	AS IP
- program promotes integration of management theory and practice	Yes	Moderately
- work setting establishes the training agenda	No	Mixed
- management development intervention seen as short or long-term activity	Short	Long-term
2b. <u>Program Content</u>		
- core set of concepts/ skills strictly adhered to	Yes on analytical	Yes on process
- content emphasis on management science or human systems	Balanced; emphasize sci.	Human systems
- standardized materials/ modules available	Yes	No
- team development used frequently as key management concept	Average	Highly
- materials available in what language	E, S, F, Port.	E, F, S, Ar, Nepal
- clients work needs and experience integrated into content	Average	Highly
- materials interrelate management theory and application	Stresses theory	Stresses application

PROGRAMS			
ITD	ERDM	JNPP	EDI
Moderately	Moderately	Yes	Moderately
No	Mixed	Yes	No
Short	Long-term	Long-term	Short
No	Yes	Yes	Yes
Balanced	Human systems	Balanced; emphasize sci.	Management science
Yes	Partial	Yes	Highly
Average	Highly	Highly	Rarely
E, F	E	E	E, F (partial)
Average	Highly	Highly	Limited
Stresses theory	Stresses application	Balanced stresses theory	Stresses theory

Appendix 3-4

PROGRAM ELEMENTS & SUB-ELEMENTS		
Element 2: Program Approach	TTM	ASIP
<ul style="list-style-type: none"> - content integrated and presented in sequence 	Yes	No
<u>2c. Program Methodology</u>		
<ul style="list-style-type: none"> - systematic needs assessment process before each major activity 	Yes, 1-2 wks.	Yes
<ul style="list-style-type: none"> - composition of training/consultant team 	Management emphasis	Management & Human relations
<ul style="list-style-type: none"> - size of training/consulting team during program activity 	3-8	3-6
<ul style="list-style-type: none"> - number and length of team orientations/formal inservice training 	1-2 wks. orientation each activity	4-1/2 months in-service for coaches
<ul style="list-style-type: none"> - major program activities per year 	3-7	4-6 (Egypt)
<ul style="list-style-type: none"> - duration of program activity 	1-6 wks.	1-3 wks. + 1 day follow-up
<ul style="list-style-type: none"> - training/consulting methodology 	Andragogy, adult learning	Experiential inductive
<ul style="list-style-type: none"> - training/consulting equipment used 	Flipcharts, overheads, VTR	Flipcharts
<ul style="list-style-type: none"> - internal evaluations of interventions 	Weekly, pre-post tests	Yes
<ul style="list-style-type: none"> - long field trips used 	No	No

PROGRAMS			
ITD	ERDM	JNPP	EDI
Yes	Variable	Variable	Yes
No	No	Yes	No
Management Trng & Ag. Economics	Broad inter- disciplinary	Broad inter- disciplinary	Broad inter- disciplinary
2-3	1-4	2-5	2-4
1-2 weeks . orientation each activity	-regular formal in-service; 1-5 days planning each activity	continuous consultation	NA
2-3	55-130	30	2
4-6 wks	2 days to 3 wks	2 days to 3-4 wks.	6 wks.
Adult learning, experiential	Experiential inductive	Work based action	Deductive, some adult learning
Flipcharts, blackboard, VTR, projectors (movie,overhead)	Blackboard, flipcharts, worksheets, VTR	Flipcharts, worksheets	Flipcharts, black- board, overhead and movie projectors
Weekly, final	Weekly, final	Yes	Final
Yes - 2-5 day	No	No	Yes - 5 day

Appendix G-5

PROGRAM ELEMENTS & SUB-ELEMENTS		
Element 2: Program Approach	TTM	AS IP
- certificates given	Yes	Sometimes
- materials pre-tested before used	No	Yes
- materials adapted to client needs	Yes	Yes
- explicit learning objectives used for all sessions	yes	Yes
- explicit trainer guidelines exist	Yes	Yes
- training guidelines systematically followed	Yes	Yes
- detailed program schedule used	Yes	No
- session summary sheets maintained	Always	Yes
- present materials easily readable for all clients	Average	Highly
- materials fully inte- grated into program activity	Yes	Somewhat
- participants work on back home issues	Partially	Extensively
- follow-up consultancies normal	No	Yes
- follow-up materials distribution	Yes; Newsletter	Yes

81

PROGRAMS			
ITD	ERDM	JNPP	EDI
Yes	Sometimes	No	Yes
No	Yes	No	No
No	Yes	Yes	No
No	Yes	Work performance	No
Limited	Partial	Partial	Limited
No	Partially	Yes	Partially
Partial	Partial	Yes	Yes
No	Minimally.	Yes	No
Minimally	Highly	Highly	Minimally
Somewhat	Somewhat	Yes	Yes
Briefly	Extensively	Extensively	No
No	Yes	Yes	No
No	Yes, reports, handouts	Yes	If requested

Appendix G-6

PROGRAM ELEMENTS & SUB-ELEMENTS		
Element 2: Program Approach	TTM	AS IP
- follow-up assessment made of on-the-job changes	Yes, Individually	Yes, in group
- number of primary participants trained	824	317 16 interventions (Egypt)
- amount of spread as follow-up participants trained	4,718	Unknown
2d. <u>Administrative Structure</u>		
- program dates	1976-1981	1972-1980
program sponsors	AID/USAID & LDCs	USAID donors
- number of professional program staff in permanent positions	3	2 expatriate 9 Egyptian
- program headquarters location	Wash, DC	Wash, DC
- number of countries where program activity occurred	23	2
- first major program activity: date & type	1976, seminar	1978, seminar
- reports produced periodically	Yes	Yes
- outside evaluations	1979	1979 & 1980
- percent of core funding by client or host gov't	30%	?
- estimated cost per participant hour	\$93,000 avg. U.S. funded expenditure per seminar	\$17

PROGRAMS

ITD	ERDM	JNPP	EDI
No	Yes, in group	Yes, in group	No
300	2,000 100 organiza- tions	146 interven- ventions (62) projects	140
NA	10,000	1,100	NA
1978-1982	1977-1982	1976-1980	1979-1982
USAID Missions, LDCs, other	USAID Ghana, Ghana Gov't. Jamaica	USAID Jamaica, Gov't of Jamaica	World Bank
NA	4 expatriate 27 Ghanaian	2 expatriate 4 Jamaican	NA
Wash, DC	Accra, Ghana	Kingston, Jamaica	Wash, DC
3	1	1	4
1978, course	1978, seminar	1977, seminar	1980, course
No, after each seminar	Yes	Yes	No, after each course
No	June 1980	1978 & 1980	No
30%	55%	50%	IBRD financed
\$12 \$28 in USA	\$14 total life of project cost	Low cost	\$105,000 per Seminar, direct costs only

Appendix H

Appendix H

ITD	JNPP	TTM
<ul style="list-style-type: none"> - small group work - course location in Washington serves as a reward - agricultural skills possessed by training team - mix of agricultural and management content - mix of training methods in seminar - adaptation of content to different technical areas 	<ul style="list-style-type: none"> - modeling the behavior of trainers and lead participants - team building - interdisciplinary training team - doing organizational development - including system-wide changes as part of interventions - developing project management capability - time iterative training activities - early responsibility to host country trainer-consultants 	<ul style="list-style-type: none"> - early support from high level officials - modeling the behavior of trainers and lead participants - consciousness-raising processes in workshops - team-building - immediate adaptation of materials to client needs - the mastering of tools itself generates enthusiasm - partial needs assessment as a component of training - supervised applications of tools - language fluency by trainers - existence of ample standardized materials

Summary Table: Key Program Characteristics of Six Cases:
What Worked

ERDM	ASIP	EDI
<ul style="list-style-type: none"> - independence, flexibility of field programs - formal staff in-service process - modeling the behavior of trainers and lead participants - assumption of responsibilities by participants in training - systematic follow-up (groups & individual) - trainer mobility to work sites - live-in of trainers at work sites - cells of local officers as cadre of support for training - team-building - PVO-public sector joint training and projects - administrator-politician mix in workshops - focus on area issues 	<ul style="list-style-type: none"> - modeling the behavior of trainers and lead participants - team building - participant selection process - transmission of frameworks for systematic problem-solving - political support - certification by supervisors of participants' new proficiencies 	<ul style="list-style-type: none"> - participant selection process - experience sharing among participants - course location in Washington serves as a reward - use of written cases/problems - mix of training methods including lectures - small group work - mix of regional and national training programs - use of behavioral content in seminar

Appendix H-2.

ITD	JNPP	TTM
<ul style="list-style-type: none"> - the transfer of team-building in seminars back to client organizations 	<ul style="list-style-type: none"> - program support by heads of USAID and GOJ/PAMCO 	<ul style="list-style-type: none"> - the fit between the selection process and the training program - the transfer of team-building in seminars back to work site - limited organizational impact of short-term interventions - institutionalization of training activities - self-sufficiency of trainers as a profession

Summary Table: Key Program Characteristics:
What Didn't Work

ERDM	ASIP	EDI
<ul style="list-style-type: none"> - dependency on host government support systems - disclosing the process consulting and organizational development content of the program during public relations - overcoming the alienation from the program of neighboring officers because of success with local clients/trainers - institutionalization of many new management practices - trainers achieving self-sufficiency as a profession 	<ul style="list-style-type: none"> - identification process of counterpart trainers - the transfer of skills and processes to larger working groups - political support of team-building in organizations 	<ul style="list-style-type: none"> - great heterogeneity of the backgrounds of participants - dependency on written World Bank project case materials

Appendix H-3.

ITD	JNPP	TTM
<ul style="list-style-type: none"> - impact of the participant selection process - using individual work plans for implementation on the job - value of field trips to participant learning 	<ul style="list-style-type: none"> - mixes of process and techniques - how to train the trainer-consultant resource team - generation of incentives for staff - organizational placement of the program - use of "live" work and organizational information to drive the change process 	<ul style="list-style-type: none"> - value of longer interventions - process of skills "transfer" - how to ensure long-term effects - using individual work plans for implementation on the job - institutionalization of logistical support - value of headquarters location in USA - tools-before-process approach

Summary Table: Key Program Characteristics:
 Lessons Seen as Uncertain, Unexplored or Controversial

ERDM	ASIP	EDI
<ul style="list-style-type: none"> - promoting client responsibility for interventions - institutionalization of the training-consulting system - organizational placement of the program - process-before-tools approach - project vs. civil service status of the program - how to develop trainers into consultants - strengthening regional units more than headquarters 	<ul style="list-style-type: none"> - value of long research, development and needs assessment effort before field work - follow-up consulting - organizational placement of the program - using individual work plans for implementation on the job - impact of the personality of the trainer-consultants - process-before-tools approach 	<ul style="list-style-type: none"> - value of long research and development effort before field seminars - impact of great diversity of faculty upon classroom learning - seminar's impact on performance of Bank projects - need for follow-up using expatriates - use of neutral information such as cases and simulations for learning

APPENDIX I

SUGGESTED MANAGEMENT DEVELOPMENT APPROACH AND RATIONALE FOR THREE CASE INCIDENTS

Presented here are the workgroup reports for each of the three case incidents. The reporting on each incident follows the language and format of each workgroup, without standardization.

THE CARRIBBEAN AGRICULTURAL RESEARCH AND DEVELOPMENT INSTITUTE (CARDI) FARMING SYSTEMS PROJECT

The workgroup made four recommendations, with supporting rationales, as follows:

Design teams should be multidisciplinary

Teams are weak in conceptual planning when they consist of individuals from only one discipline, be that management, agricultural economics, or even anthropology. The weakness stems from the necessarily narrow set of basic epistemological assumptions made by the discipline. Since the team needs to take a holistic look at the institution/s involved, team members should have complementary rather than repetitive skills. This is particularly necessary where the team consists of only two members.

Design teams should also include individuals with experience in the types of institutions involved, in this case, research institutions

This experience fulfills two functions: (1) gives legitimacy to the "outside" team members who are, from the beginning, suspect; and (2) gives the team a deeper understanding of the underlying institutional ideology. For example, research institutions are heavily influenced by a "scientist" orientation, and "individualized" behavioral and interactional mode, a heavy "moral" commitment to increasing food production, and an orientation toward an outside peer audience. Without experience in such institutions, the team is hampered by, at best, a partial understanding of such an orientation.

Design teams need to adapt a strategy which involves interviews with individuals at all levels of the organization as well as those outside the organization

Managerial teams have an unfortunate tendency to concentrate upon informants from top level management which seriously skews their understanding of how the organization runs. In the current case, it would be necessary to talk with lower rank employees, field staff, scientific staff, collaborating institutions and officials, as well as upper and mid-level management. If time is a limiting factor, the team should split up to talk to key informants from as many of these groups as possible.

The team needs to develop limited sets of objectives which take into account such structural constraints for which they have little or not mandate for change.

One of the structural issues raised by the case is the difference between core-funded activities and special project activities. The special project activities, farming systems research in this case, are probably not "owned" by the sponsoring institution. Yet the cooperation of core staff with the project is essential to its completion.

THE LESOTHO MINISTRY OF AGRICULTURE'S (MOA) MANAGEMENT IMPROVEMENT EFFORT

The workgroup outlined its objectives, action strategy and rationale as follows:

OBJECTIVES:

- To improve general management practices; and
- To improve decision-making in the decentralization process.

Strategy:

Antecedents to Action:

- Make a survey of needs and support
- Location of the improvement effort in the Ministry?

Action: An evolutionary process

Phase One - Do skills development first - for entry.
Phase Two - Establish supervised applications of skills.
Phase Three - Approach systems and procedural changes.

- Pilot testing of MOA system change - link with Ministry of Planning.
- System installation.
- Develop in-country resources and local staff.

Rationale for the above Practices:

- High uncertainty requires that an evolving understanding be developed by the host country and consultant change agents and leaders.
- Existence of a high level of frustration with internal operations and the inability to implement decentralization provides improvement opportunity.

97

- Begin with skills training to gain credibility and to gather information.
- Use basic skills training as a way to improve analytical skills for system-wide improvement and organizational effectiveness.
- The role of the facilitator is seen as more effective if based outside the client organization.
- Use validity test for skill transfer.
- Create organizational tension.
- Use 3 phases (skills, applications, system development) in order to provide end products or clear decision points for the improvement effort. Each phase therefore serves as an opportunity to closure, for the production of something "concrete" and for a go- don't-go forward decision.

AFRICAN DEVELOPMENT BANK's (ADB) IMPLEMENTATION IMPROVEMENT BANK

The group recommends a dual track management improvement effort.

Present stream of effort: measures to maintain lending.

Future stream of effort: to increase bank and country capability.

Approach:

- Build consensus in Bank on goals and on means to be used (strategies).
- Precise nature of future effort to be determined by the

pliot country for early feedback. Develop projects by country team using criteria. Push those projects through the Bank for funding. Revise the training/consulting/systems development according to the experience with these early projects.

- As useful experience of future group accumulates: Revise present Bank practice and revise country practices (via workshops, manuals). Exchange personnel from the present group to the future group and vice versa.