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MANAGEMENT TRAINING PROGRAM APPRAISAL:  
REPORT OF NASPAA TEAM MISSION IN MALI

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## LIST OF ACRONYMS

CDSS	Country Development Strategy Statement
CEPAG	Centre pour la Perfectionnement et Assistance en Gestion
CEPI	Centre des Etudes et de la Promotion Industrielle
DLTP	Development Leadership Training Program
EEC	European Economic Community
ECICA	Ecole Centrale pour l'Industrie, le Commerce et l'Administration
EHEP	Ecole des Hautes Etudes Pratiques
ENA	Ecole National d'Administration
ENEA	Ecole National d'Economie Applique
EPRP	Economic Policy and Reform Project
FNEM	Federation Nationale des Employeurs Maliens
ICRASAT	International Crops Research Institute for the Semi-Arid
IMMI	Institut Malien de Management et d'Informatique
IPGP	Institute de Productivite et de Gestion Previsionnelle
IPR	Institut Polytechnique Rural de Katibougou
MEA	Master of Business Administration
MPA	Master of Public Administration
MCH/FP	Maternal and Child Health/Families Project
NASPAA	National Association of Schools of Public Affairs and Administration
SED	Small Enterprise Development (Peace Corps) Project
SMDP2	Sahel Manpower Development Project II
SHRDP3	Sahel Human Resources Development Project III
SNED	Societe Nationale des Etudes et de la Developpement
SRFMP	Sahel Regional Financial Management Project
TA	Technical Assistance
UNDP	United National Development Program
USAID	United States Agency for International Development

## EXECUTIVE SUMMARY

This paper reports the results of a NASPAA team activity in Mali to develop a strategy for the development of management capacity with three objectives: better implementation of policy changes, particularly administrative reform, stimulation and promotion of the private sector and improvement in the use of resources by agricultural institutions for development functions. The plan of work for the team centered on the development of a management training program that would support the present USAID mission program, supplement and complement the ongoing country development strategy, and support key managerial and institutional changes and development activities proposed within the mission program.

Managerial problems in Mali seem to fall into several major areas related to decision making; resource constraints, changing environments and administrative philosophy. These problems are pervasive and are found at all levels in both public and private sector organizations. At the lowest management levels in Malian organizations there is a need for improved technical training in management and management tools needed to provide data and other material necessary for effective management. At the mid-level there is a need to develop the capacity to analyze data, pose alternatives, develop programs, and carry out the daily functions of management. In order for these individuals to be effectively utilized, there must be a change in the approach to management taken by decision makers at the highest levels.

Malian public sector organizations are hampered further because their managers tend to take an administrative orientation which restricts their ability to respond to the rapidly changing environment. As resources become more scarce and emphasis is placed on development of a private sector orientation, public sector managers will be forced to improve their ability to respond to environmental change. Serious problems exist in state run enterprises due to a lack of trained managers. Educational institutions are having difficulty placing graduates due to the lack of management training in their programs.

In programs to promote the private sector, emphasis is being placed on employment generation and industrialization; but this sector has traditionally been dominated by merchants rather than by manufacturers. This has not stimulated the development of new industry but has encouraged the importation and resale of manufactured goods. Transformation of local raw materials and other local manufacturing activities remain extremely limited. The creation of employment will require a change in management philosophy in the private sector and improved technical competence in management for those who are considering entering private sector activities.

Poor knowledge of management and marketing have been cited as the major reasons for failure of Malian enterprises. This is compounded by the lack of management support services. Three organizations, IPGP, SNED, and CEPI, provide the bulk of consulting assistance, but they are expensive and do not have the confidence of the business community. Malian educational

institutions do not at the present offer effective training in management, although they are very interested in developing their capacity.

USAID has supported management training in the past and has effectively developed a core of well trained individuals. In order to best deal with current problems, these individuals must be integrated into existing organizations in leadership positions. Future training activities must be better adapted to the Malian context, using Malian materials and trainers. These programs must be done in conjunction with local institutions to insure their continuation beyond the period of donor financing.

Several Malian institutions have the potential to support management development, but they are not serving in that capacity at the present time. ENA and IPR provide good technical training, but are no longer able to place their graduates. ECICA and EHEP are currently proposing changes in their curricula to make them more relevant to local management needs, but those changes have not yet been implemented. CEPI and SNED provide expensive management support in some areas, but provide very little management development. IRGP currently provides good quality management training, but targets relatively low level personnel.

The optimal approach to the development of improved management capacity in Mali is an institutional development approach, building on previous training and supported by strong links with local institutions. Such a program could be implemented in three steps. Step one would involve technical interventions focused on increasing management training and assistance capacity in private enterprise management and project management. This would utilize the skills of personnel drawn from Malian institutions and USAID trained managers. By working with these individuals in a training of trainers format, their capacity to transmit their management knowledge will be improved. The second step would consist of the implementation of two workshops: one on project management oriented toward the public sector, and one on enterprise management oriented toward the private sector. By offering workshops on these topics during the practical training for the trainers, management can be increased at the same time local institutions are strengthened. Step three would consist of a two week intervention in which technical assistance would be provided to teams of trainers working with organizations to implement material learned in the seminar and to provide training in consultation approaches.

By the end of the first year, improved management training capacity should exist at local Malian training and support institutions and at associated organizations. During the second year, a seminar for top managers would be conducted by these organizations with the support of USAID to sensitize them to management issues. Based on input from these managers, local trainers would then develop a program of additional management training interventions for that year. At the end of the second year there will exist in Mali a group of trained management support personnel, organized as the Malian Management Association, capable of training additional individuals as needed and of supporting institutions trying to improve the quality of their management.

## I. INTRODUCTION

A major effort in management development has been made by USAID in Mali as part of its training program. Project management, private enterprise management, development of the capacity to implement administrative reform, and promotion of the private sector have been major foci in the USAID program in Mali. To assist in these efforts, NASPAA proposed sending a team of management specialists to Mali to assess management training needs and provide input for the development of the mission training plan and the CDSS. When the Mission accepted this proposal, a team consisting of Dr. James McCullough, Head of the Marketing Department at Washington State University and Dr. Richard Vengroff, Director of International Programs at California State Polytechnic University, Pomona, was sent to Mali during the period 13 to 26 March 1988. Dr. James Weidman of the Agricultural Business Management Department at Cal Poly was sent as an additional member of the team under Cal Poly's matching support grant. Mr. Daouda Cisse of IMMI was engaged as a Malian consultant to the team.

The team was charged with the task of proposing a strategy for the development of management capacity with three objectives: better implementation of policy changes, particularly administrative reform; stimulation and promotion of the private sector; and improvement in the use of resources by agricultural institutions for development functions. The plan of work for the team centered on the development of a management training program that would support the present USAID mission program, supplement and complement the ongoing country development strategy and support key managerial and institutional changes and development

activities, proposed within the mission program.

In order to determine the appropriate courses of action to be recommended under the approved scope of work, the team met with Mission officials, reviewed documents, conducted interviews with individuals in management related areas and visited Malian institutions concerned with training and developing capacity in management. Fortunately, during the period of the visit, the Mission was developing the revised CDSS, and the team was able to obtain and review a draft copy while developing their recommendations. The team was able to meet with the Peace Corps management trainers and their Malian counterparts during a seminar on their small business management program, and also had the opportunity to visit an accounting training activity at IPGP. A complete list of individuals and organizations contacted is attached. The recommendations in this report are based on the team's evaluation of the results of those activities.

The ASPAA team would like to express its thanks to USAID Mission Director, Mr. Eugene Chiavaroli; Deputy USAID Mission Director, Mr. Thomas Wilbur; USAID Human Resource Development Officer, Ms. Sherry Suggs; her assistants, Mr. Boubacar Diallo and Mr. Manlafi Keita, and the many other USAID Mission staff personnel, without whose help this project would not have been possible. We would like to thank the many Malian officials who gave their time graciously to support this activity.

## II. CURRENT MANAGEMENT SITUATION IN MALI

Management is commonly thought of as an assortment of tools and techniques used to reach the objectives of organizations. Good management practices provide a base for decision making, which seeks to most efficiently and effectively use the available resources to achieve the

goals and objectives of an organization. Problems occur when an organization lacks sufficient technical expertise to respond to opportunities, challenges, and threats from the changing environment, or when it is unable to manage its resources and fails to achieve its objectives. Problems also arise when the decision makers lack the perspective needed to "manage" the organization correctly. Improving the quality of management requires identification of the sources of management problems and the implementation of appropriate interventions to increase the technical expertise of managers and change the philosophy of the decision makers. Management training provides a starting point for improving the functioning of organizations. However, any attempt to develop an improved management capacity in Mali requires identification of the managerial environment in which problems must be solved.

Managerial problems seem to fall into several major areas related to decision making, resource constraints, changing environments and administrative philosophy. At the lowest levels of management in an organization, there is a need for improved technical training in management and management tools. This is needed to provide accounting data, sales and revenue figures and other raw material necessary for effective operations. Some of the needs for this type of training in Mali are currently being met by the SRFMP and the Peace Corps management training program. By increasing competences at this level a base can be provided for the analysis and decision-making needed for effective management. A great deal more training is needed in these areas than could ever be provided by external technical assistance, especially from any single donor.

At the next level there is a need to develop a middle-level management

group capable of analyzing data, posing and evaluating alternatives, developing programs, and carrying out the day-to-day functions of the organization. These individuals are currently being trained at the MBA and MPA level under the DLTP. In order for these individuals to be effectively utilized, there needs to be a change in the approach to management taken by decision-makers at the highest levels. Unless the managerial climate can be changed to facilitate the utilization of trained individuals at middle and lower levels, it is unlikely that the performance of the organizations will improve significantly. Training for top managers is not currently being provided in Mali.

#### Public Sector Management

Management problems are pervasive and are found in both the public and private sectors and at all levels within those organizations. Public sector enterprises and organizations in Mali are hampered even more than private sector firms because their managers tend to take an administrative orientation, which restricts their ability to respond to the rapidly changing environment. By training and experience, Malian "managers" prefer to "administer" their organizations through reliance on formal rules and regulations. This leads to a lack of flexibility and an inability to respond effectively to changes in the organizational climate. As resources become scarce and greater emphasis is placed on competitiveness, public sector managers will be forced to improve their ability to respond to environmental change. This will require changing the perspective of the top managers and will require greater managerial and technical skill on the part of middle and lower level managers.

Previous studies of the public sector have indicated serious

management problems in both state-run enterprises and in other governmental organizations. Mr. Oumar Sako, a USAID sponsored DLTP student, in his MPA thesis; cites poor planning, financial mismanagement, over-staffing, and a lack of trained managers, as reasons for the poor economic performance of Malian public sector enterprises. There appears to be a generalized lack of trained managers and middle-level management staff, poor organization and role specification, and a lack of accounting data and other information for making decisions. In the past, public organizations utilized graduates from ENA to provide continually updated skills in administration. With the imperative to reduce public sector employment, this is no longer possible, and skills will have to be improved through in service training which is now only beginning to be considered and integrated into ENA's program.

Reduced funding by external donor agencies, such as USAID, and increased pressure for government efficiency by external lenders, requires better management to reach the objectives of projects and government institutions. This improved management capacity must come from within Malian institutions.

Public sector training institutions are having increasing difficulty placing graduates. This has resulted from limitations placed on public sector employment imposed by international lending institutions, and the inability of graduates to effectively compete for positions in the private sector because of a lack of practical management training in their programs. Increasingly, as graduates of these institutions seek employment in the private sector, they will compete with more experienced individuals who are seeking private sector opportunities due to voluntary early retirement. Members of both these groups will need management training to prepare them

for possible employment in the private sector. For example, new graduates will need to receive more practical management training since it is not currently found in the curricula of the major training institutions. Early retirees will need to be retrained in private sector management procedures to develop a more competitive perspective than is normally found in public sector institutions.

#### Private Sector Management

Two important goals of the Malian government are increasing private sector employment and greater industrialization. Traditionally, the private sector has been dominated by merchants who trade in products. This orientation has discouraged investment in the development of new industry while encouraging the importation and resale of manufactured goods. Transformation of raw materials and other local manufacturing activities remain extremely limited. The creation of employment and increase in manufacturing require a change in the management philosophy of the decision-makers in the private sector, and development of improved technical competence in management for those who are considering entering private sector activities. This is particularly true in the areas of marketing and market assessment, and in the effort to obtain credit and other financial support. It is unlikely that new entrants to the job market, particularly recent administration and technical school graduates and former civil servants, can offer the skills needed to change this sector without additional management training and the associated development of improved managerial capacity.

In a USAID supported study of Malian business failures reported on by Mr. Issa Konda in his MBA thesis (funded by the DLTP), the following

managerial problems were cited as principal causes of business failures:

Apparent Problem	Involved in Failure (% reporting problem)
Poor Knowledge of Management	92
Poor Knowledge of Marketing	77
Poor Market Assessment	68
Poor Financial Management	67

In addition to these managerial problems, his study found that firms failed because of undercapitalization, lack of aggressive selling, and most significantly, a lack of qualified management personnel. These findings point clearly to the need for improved management training to increase the available stock of managers; and to the need for management support and consulting to help the business community overcome its management problems. Mr. Modibo Dian Sidibe, in his MBA thesis, also completed at the University of Southern California, reports the major management problems of small Malian businesses are poor sourcing, poor financing, production, and strategic planning, poor cash flow management and lack of effective marketing.

This lack of management skill is compounded by a reluctance to seek outside management assistance. Even when such support is sought, the basic internal data necessary for business decision-making are inaccurate or non-existent, making effective consultation impossible. In Mali, three organizations; IPGP, SNED, and CEPI, provide the bulk of consulting

assistance. According to Sidibe, however, they are unable to effectively perform this role and do not appear to have the confidence of the small business community. These organizations, however, do appear to have the potential to play significant roles in the development of managerial capacity in Mali and should be included in any development program.

#### **Management Training and Managerial Effectiveness**

The focus of most management development activities has been on training programs designed to improve the skills of the individual participants. These training programs have produced a significant number of individuals who are familiar with management concepts and who have had some experience in the use of modern management techniques. However, it is apparent that the impact of these workshops on the practice of management in most organizations has not significantly improved.

Since management is the effective and efficient use of resources to achieve the objectives of an organization, management training that heightens awareness and interest in managerial techniques can be an important part of the development of managerial capacity in an organization, but it is not sufficient. Management problems usually become evident when firms, projects, and organizations fail to reach their objectives. The causes of these problems are usually less apparent. In evaluating training and development needs, it is important to consider the different places for management activity in organizations. As mentioned earlier, at the lowest level in organization management, there is a clear need for improved technical training to provide adequate data for effective management. Development of a middle-level management group capable of analyzing data, posing and evaluating alternatives, developing programs and

carrying out the day-to-day functions of management is essential. In order for these individuals to be effectively utilized, there needs to be a change in the approach to management taken by decision-makers at the highest levels. Unless the managerial climate can be changed to facilitate the utilization of trained individuals at middle and lower levels, it is unlikely that the performance of the organizations will improve significantly.

Most management training focuses on either general principles of management at a conceptual level, or on particular individual management techniques. In Mali, for example, the 1984 USAID sponsored seminar on project management introduced basic management principles and some useful tools of management. Individual participants developed a heightened awareness of management approaches and learned some new techniques for solving problems in their organizations. What continues to be lacking is a mechanism for changing the managerial environment to allow for improved performance.

Management training cannot improve performance unless members at all levels of the organizational hierarchy are initiated in and become committed to change in the operation of the organization. Most training has been aimed at middle level managers, rather than top management. The result has been a general lack of implementation of change. A second problem arises from the generic nature of most management training. By its very nature, management seminars must either focus on broadly applicable management principles or on narrow management topics, which are broadly applicable. In either case, the training addresses general problems rather than the specific needs of a particular organization. To be effective, the

program should concentrate on developing a structure to support institutions and develop improved management capacity rather than concentrating on generic management training.

#### Management Training and USAID Strategy

Development of management capacity was a central part of the last USAID CDSS for Mali. The CDSS, for FY 1985, stated that one of its overall emphases was "to increase administrative and financial management skills and improve GRM planning, execution and evaluation systems". This is supported by activities on three strategic fronts: the use of technical assistance personnel to insure more effective management, until more effective project management personnel can be developed; administrative reorganization and reform to improve the provision of services at the national level; and, long-term management training to increase the number of qualified personnel, and short-term financial and project training to up-grade the technical competence of managers. The new CDSS calls for "more efficient resource allocation" and "increased rural agricultural production, productivity and incomes". Neither of those goals can be accomplished without effective management of the scarce resources available for the implementation of projects. Development of an improved management capacity is vital to meeting the needs of the "private sector entrepreneurs and institutions", which constitute one of the major target groups of the CDSS.

The importance of management, to a wide range of USAID-sponsored projects and activities, has led to activities such as the Development Leadership Training Project, the Sahel Regional Financial Management Project, and the Peace Corps Management Training Activity. These

activities provide both general and highly specialized management training. Some of these activities are short term, in country activities, while others rely on long term participant training in the U.S. Although most of these projects have successfully accomplished their objectives, their impact on the management capacity of the country has been limited. DLTP has effectively trained a relatively small number of personnel who have been used in limited capacity, while SRFMP has provided only a narrow range of training alternatives. The Peace Corps activity offers promise for developing capacity in the private sector to generate managerial information and to improve management skills at the lower levels in the private sector. Even that program does not address the issue of changing the management climate. The component lacking in each of these programs is an effective link between training in management and the development of improved managerial capacity. Training in management alone will not address all of the management problems in Mali. These problems are too broad and too pervasive to be solved without an integrated program of activity aimed at developing managerial capacity. Management is not simply a set of tools which can be used to solve problems. It is an approach to developing organizational effectiveness which requires an active approach to problem solving and avoidance of a static, administrative perspective. Improvement in the managerial climate in Mali will not come easily, and it cannot be obtained by running a few seminars or training some management personnel. It will only occur when the orientation of training in existing institutions and the actions of managers at all levels within organizations support efficient and effective operation.

### Remaining Problem Areas

The absence of managerial practice in organizations will not be overcome until managers at all levels in organizations receive some sensitization in management. This will require a great deal of introductory management training with some of it targeted at the highest levels within organizations. Due to the large amount of general training required, it is unlikely this could be provided under programs relying exclusively on external technical trainers.

The generic nature of most management training makes it difficult to implement in organizations not oriented toward modern management. Each institution has its own particular characteristics and idiosyncratic problems to which management must adapt. Similarly, most management training is heavily based in western or European approaches. These need to be adapted to the local context through the development of local materials and the use of local examples.

The most serious problem is the sustainability of management support efforts. The Malian public sector is oriented toward administration and operation within a rigid structure of rules and administrative guidelines. Management requires a change in that orientation to become more dynamic, responding to changes in the environment and adapting to new opportunities and constraints. To attempt changes of this magnitude requires an integrated approach over a relatively long period of time, perhaps longer than is feasible in a program of external technical assistance. It would appear that the strengthening of local resources to support the development of improved managerial capacity is the most viable approach.

The lack of adequate support for problem solving and training requires

strengthening of existing support, and training organizations, or the development of these capacities, in new organizations. There are currently no institutions in Mali with the skills and resources necessary to effectively develop and support an improved managerial capacity. ENA is too academic and lacks the practical orientation necessary to provide managers for the private sector. Opportunities in the public sector for ENA graduates no longer exist. In the agricultural sector, similar problems exist for IPR since that organization provides essentially no management training, and none of the training in marketing that would make their graduates useful in the development of the private sector in agriculture. CEPI performs studies and consulting activities in the industrial sector, but does not provide training in management. It has several staff members who were trained in management under the DLTP and who represent a potential support resource for development of management support capacity. SNED is concerned with the conduct of a variety of feasibility studies but does not have the capacity to provide adequate managerial development support in other areas. EHEP has proposed a new curriculum designed to more effectively train technical personnel in management, but their program has yet to be approved.

IPGP appears to have the most promise as a supporting institution, since it currently provides lower level management training, and has several DLTP alumni on its staff. At the present time, however IPGP lacks the necessary resources and direction in its programs to effectively intervene.

Developing managerial capacity for the public and private sectors in Mali requires activities designed to deal with three major problem areas.

First, existing managerial talent must be effectively integrated into the management of public and private sector institutions. No matter how well individuals might be trained in management, unless their skills can be put to use in organizations, that training will have only very limited impact.

Second, in order to be effective, managerial training must be implemented in Mali and adapted to the Malian context. This requires participation by Malians in the development and presentation of management training programs. Because management training is almost always generic, it is important to establish a mechanism for the implementation of management programs in local organizations. That is, a program of training and assistance must be developed which will answer questions and provide guidance beyond the basic training courses.

Third, changing the managerial orientation of a community requires significant investment in time. To be effective, management development must continue beyond the time likely to be allocated to any donor sponsored management training activity. The program should develop the capacity to provide support with local resources after external funding has been exhausted.

Managerial problems in Mali are found in all sectors and at all levels in both public and private sector organizations. Training in management is necessary, but is not sufficient to solve all the problems. It is important to develop the capacity to train and support managers and effectively implement management programs in local organizations, in order to improve the managerial effectiveness in Mali.

### III. USAID MANAGEMENT TRAINING ACTIVITY

#### Overview

The Five Year Country Development Strategy Statement for Mali, completed in January, 1983, stated as one of its goals is to increase the absorptive capacity of the country, "in order to increase institutional capabilities to carry out projects in the public sector, better run parastatals, and the private sector." The latter includes both the existing private sector and public officials, who may exit from the overstaffed public sector to establish private businesses. In line with this, one of the major strategies was to improve management and planning by: 1) management training, 2) by better use of technical assistance, and 3) realigned organizational structure and functions. Improvement of absorptive capacity was included in two other areas: accelerated policy reform, which included improved agricultural organizational management, and strengthen research, extension, training, farmer network, by improving input delivery and extension systems in project areas.

Management training needs are linked with two other areas of agriculture reform. The first is the reform of the parastatal organization which had previously had a monopoly on the marketing of cereals. In 1982 it was agreed that its monopoly should be abolished along with a gradual phasing out, now completed, of its price guarantee policies. Because cereals marketing would be transferred to the private sector, it was felt that this would necessitate increased management training. The second area is the reform of the rural development organizations which provide services to farmers. These are poorly managed and lack managerial and financial accountability. Training would alleviate these problems. In accordance

with this training emphasis the Sahel Manpower Development Plan II, the Development Leadership Training, and the Sahel Human Resources Development Plan III were instituted.

Although the preliminary draft of the new CDSS does not list management training as a major area, the need for it permeates much of the CDSS and is found in such areas as mission strategic program objectives: a) more efficient resource allocation; target groups, b) private sector entrepreneurs and institutions, and principal constraints governing the problems, c) technological and institutional deficiencies and, d) underdeveloped human resources. It is specifically mentioned in the area of human resource development: e) training, and as a specific potential program; participant training.

#### Sahel Manpower Development Project II

The Sahel Manpower Development Project II (SMDP II) was authorized in 1983 in response to the CDSS concern about a serious need for skilled manpower, with the specific intention of providing academic and technical training in the United States, in third countries, and by the use of in-country and regional training seminars.

#### Development Leadership Training Program

The DLTP was initiated under the auspices of SMDP II. This project has sent sixty Malians to the United States for graduate degrees in such diverse fields as business administration, public administration, public health, economic planning, education planning programming and evaluation. The participants' programs were made as relevant as possible by requiring that their theses deal with Malian problems. Oversight and candidate selection were the responsibility of the Project Steering Committee which

was made up of representatives from the various Malian Ministries, as well as USAID. (See Annex for a list of participants' degrees and present employers.)

#### Sahel Human Resources Development Project III

The emphasis on management training was continued in the Sahel Human Resources Development Project, Phase III, the successor to SMDP II. The types of training include: 1) long- and short-term academic and technical in the United States and third countries, and 2) in-country seminars, workshops and special courses. The latter includes short-term workshops, as well as the training of trainers for the "greatest multiplier effects". Training covers the areas of economic planning, management, agriculture policy, research and education, private sector development, and health and forestry (including administration and management in this field). Participation of women and private entrepreneurs is encouraged.

Training strategies to achieve these were set forth in the 1986-1990 Five Year Country Training Plan. It placed more emphasis on short-term non-academic training: because "undue weight in the past to academic higher education sponsorship, to the detriment of upgrading the skills of civil service employees", had occurred. The Plan recommended that the SHRDP finance long- and short-term training activities: 1) in marketing, management, commerce, and labor related topics for the private sector, and 2) in support activities begun by the Economic Policy Reform Project (EPR), by sponsoring in-country business management training seminars throughout Mali.

#### Sahel Regional Financial Management Project

Currently in phase II, this program trains Malians in USAID project

financial methods. Present subjects include internal control and preparation of periodic reports.

#### Peace Corps/Mali Small Enterprise Development Projects

SED was established to provide small business training, in conjunction with the regional branches of the Chamber of Commerce, to increase the capacity of the regional Chambers to meet the needs of small businesses. Peace Corps Volunteers with business degrees, working in conjunction with their Malian counterparts--the regional Chamber secretaries, develop materials and hire Malian teachers for the courses. The teachers are paid by the Peace Corps for both teaching and the provision of consulting services to Malian small enterprise managers. The initial target groups were businessmen with sufficient funds to improve their management practices without borrowing.

An evaluation completed in 1987 revealed that: 1) 150 Malians had completed courses, 2) at least a seventh to eighth grade education was necessary to successfully complete the courses, and 3) the most popular courses were: accounting, stock management, commercial law, and economic regulations. Two recommendations were made which might be important for future management training programs. The first was that the Peace Corps should increase its interaction with its local counterpart. (A later conversation with the volunteers and their regional Chamber counterparts revealed that the central Chamber in Bamako interacted minimally, at best, with the regional offices. This may explain the seeming lack of interaction between Peace Corps and the Chamber.) The second was that the fees charged for the core courses, 10,000 CFA, was insufficient to cover the costs if the Chamber were to undertake full responsibility for these

courses. However, those who took the courses thought that the value of the courses exceeded the charge and that they would be willing to pay more for them. The question of cost recovery is an important consideration in insuring the long-run sustainability of any training program.

#### Other Projects

There are also some USAID projects, while not directly mentioned under the auspices of human resources development, have potential tie-ins with any proposed training program. The Cereals Marketing Economic Policy Reform, and the Operation Haute Vallee Phase II programs, provide for enterprise reform as well as the privatization of government run marketing channels. As a result, training will be needed to increase the capacity of private sector owners and managers to undertake these activities. The Livestock Sector II program provides for improvements in this sector, including that of livestock administration. The Semi-Arid Tropics Research II program, provides for the development of drought resistant varieties. (A conversation with one of the participants in this program - who was from ICRASAT - revealed that interest in management training was present among the members of his team. Most of them are educated in the agricultural sciences, but much of their work involves project management. In fact, he stated that some of the team members on the project use their sabbatical leaves to study management principles and techniques. Although these are primarily non-Malians, these could be future recipients for management training provided by Malians.)

The Integrated Family Health Services Project is a six year project to strengthen and integrate services in fifteen maternal, child health and family (MCH/FP) complexes, located in Bamako and the Operation Haute Valle

regions. The main emphasis is on service upgrading and support efforts including a Social Marketing Feasibility Study to examine the possibility of private commercial marketing of various birth control devices and oral dehydration salt packets. If a positive result is obtained, a pilot project may be undertaken to directly test the approach.

(Although not stated in the document, there are implications here for private sector training. Training may be needed for private entrepreneurs who take over these functions if the product is feasible.) Areas of training include clinic management, supervision, information system development, financial accounting, commodity management, and statistics. Before training is finalized, needs assessment for training is required.

#### IV. EXISTING MALIAN INSTITUTIONAL CAPACITY

There are a significant number of existing Malian training and support institutions which currently are involved with the development of public and/or private sector management capabilities or related activities. Those institutions involved in training, find themselves in a period in which it is necessary to reorganize their programs in the face of significant government policy shifts. In the past, virtually all graduates of the higher education system were guaranteed jobs in the public sector. This is no longer the case. In fact, with a hiring freeze in effect, almost none of the new graduates can expect to become functionaries. However, all graduates of Mali's secondary schools are still guaranteed access to higher education. Thus, enrollments in the institutions of higher learning are rising, while opportunities for graduates of these same institutions have all but disappeared.

The crisis posed by this situation is quite real. Emphasis must be

placed on job opportunities in the private sector. Several major constraints exist: 1) the private sector is relatively small and not able to absorb all of the expected graduates; 2) potential private sector employers often complain that Mali's schools have not provided their students with the kind of practical training which makes them useful to their businesses; 3) there is little credit available for those individuals who wish to establish their own small businesses; 4) new graduates must compete with older more experienced functionaries, who are leaving the public service under early retirement programs and taking advantage of private sector opportunities; 5) neither the recent graduates nor the former functionaries have the skills and experience necessary to establish successful private sector enterprises; and 6) Malian institutions have been slow to establish in-service training programs for their past graduates.

The organizations and training institutions visited by the NASPAA team include ENA (including CEPAG), IPR, ECICA, EHEP, IRGP, CEPI, SNED, IMMI and the Chamber of Commerce. The Government of Mali, along with the donor community, has made a considerable investment in the development of these institutions. Unfortunately, the emphasis on personnel at the expense of operating costs, in the preparation of budgets for Malian institutions has led to a situation in which potential action is quite limited. In some cases, IPR is a good example, the physical plant has deteriorated to the point at which a major investment is needed in order to make the institution fully functional again.

On the positive side, some organizations are looking at reform of their curriculae, teaching methods and staffing patterns in relation to changing needs. ENA, traditionally one of the main sources of

functionaries trained in administration and law, is examining the establishment of a program of in-service training through the creation of CEPAG. With support from the UNDP, CEPAG will be conducting a full training needs assessment before initiating its "recyclage" program. The main weakness at the moment is the shortage of Malians assigned to this new unit. It is currently staffed by foreign experts whose numbers are expected to increase in the immediate future. Placement of some of the DLTP graduates in this unit would be very helpful.

EHEP, which trains middle level personnel, is in the process of redesigning its basic training program to include more relevant materials. The administrative secretary program is being transformed into a bilingual secretary degree. The accounting and management tracks are being merged and a new track emphasizing commercialization and marketing is being initiated. New staff with specialization in this area is needed. The new director appears to be quite dynamic, but the institution suffers from a small Malian permanent staff (7 permanent faculty) which is supplemented by 32 part time Malian and 13 French faculty members. It is at the middle levels of management (the level addressed by EHEP) that the needs of the Malian economy, especially the private sector, are likely to be greatest. This institution is worth considering as a target for future training.

ECICA, which is attached to the Directorate of Technical Education in the Ministry of Education, is in the process of designing new, practical business related materials for inclusion in the secondary school curriculum throughout the country. The materials that this team was able to review left a very positive impression. Their efforts are quite serious, and they are systematically testing and perfecting their materials. Penetration of

the secondary and primary school systems by relevant business and entrepreneurship related materials, should be considered an integral part of any effort to stimulate interest in, and eventual improvement, in the quality of the Malian private sector. This presents an opportunity for USAID to work directly with the Ministry of Education.

IPGP has been using American trained MBA graduates to support action training programs in a variety of areas. Although this institution was initially established to provide support and training for enterprises, it has greatly expanded its activities. The training program which this team observed appeared to be well conceived, well organized and employed modern management training techniques. The director is a dynamic individual who appears to be among the more capable potential Malian coordinators of an USAID sponsored management improvement program. This institution has a good reputation among leaders of the Malian private, as well as public sectors. It is one of the few Malian institutions which has successfully bridged the gap between the two sectors.

IPR, which trains both middle and upper level Malian agricultural livestock and forestry specialists, has a potentially important role to play in the development of the private sector in Mali. To the extent that much of the development of the private sector will either depend directly on or be indirectly related to agriculture, individuals trained at this institution need to be prepared to assume a significant role. At present, training offered by IPR, in the areas of project management and management of private sector agricultural enterprises, is only peripheral to their technical training. There is, for example, a clear need for marketing training for graduates seeking employment in the private sector. The vital

role, which could be played by this institution in research, is also underutilized. The direction and faculty of IPR are interested in adding to the instruction provided in this area. This institution should be included as a target for upgrading in the area of management training.

Some of the regional offices of the Chamber of Commerce are working closely with the Peace Corp on management training programs for small businesses in their respective areas. The leaders of the Chamber of Commerce, and the FNEM at the national level, are very interested in expanding existing and creating new management training opportunities. This organization should clearly be included in any future management training programs. It does not, however, appear to have the strengths and experience to serve as the coordinator of such a program.

CEPI, which was created by the Malian government over a decade ago, is charged with providing assistance to the development of a Malian industrial sector. This organization has had to overcome a negative image in the private sector due to its status as a state institution. It has a large staff, but has only about a dozen clients at any given time. Most of its clients come because they are required to do so by certain banks before they can be considered for loans. The cost of their services is high and only the largest and wealthiest of Malian clients can possibly use their services. They are unlikely to be able to support the development of small and medium size enterprises.

SNED provides assistance in the form of economic and marketing studies conducted for both the public and private sectors, but primarily for the Ministry of Plan. SNED now operates as a private organization conducting studies, and to a lesser extent, training for all sectors in the economy.

The cost of their services is - like those of CEPI - quite high. They have a well trained and experienced staff, which could potentially contribute to the management improvement initiative.

IMMI, which has only recently been created, is attempting to target small businesses for assistance as part of an EEC sponsored project. IMMI appears to be more of a paper than a real organization. It has virtually no staff; and its director is generally occupied by government business. Whether this develops into a "real" organization, capable of providing assistance to the private sector, remains to be seen.

While these organizations are trying to adapt; they often lack the resources and/or the will to proceed with effective action. The reputations of some of these organizations have been severely compromised by past failures. Others retain relatively good relations with their client populations.

• It is clear that not one of these organizations can - itself - address all, or even a majority, of the management problems and issues which exist in Mali. Some form of Malian Management Association, linking the various institutions and consulting organizations in an active confederation, is clearly indicated. The trained personnel already are available in Mali to implement a variety of management assistance interventions. What is lacking is the mechanism; whereby, close cooperation and collaboration between institutions and their respective staffs can be maximized; and the resources mobilized to address the whole range of management problems confronting both the public and private sectors. One of the principal objectives of any USAID sponsored intervention, in the future, should be to help establish such a mechanism.

## V. ALTERNATIVE APPROACHES TO MANAGEMENT TRAINING IN AFRICA

A variety of efforts, to provide for the improvement of management capabilities and performance in Africa, have already been undertaken in Mali and elsewhere. The activities range from the single discrete seminar, to the provision of a combination of long term resident technical assistance, and long term participant training in the U.S. Each of these programs has strengths and weaknesses in both substantive and financial terms. The success of these efforts varies; but, there are several clear lessons which can be learned from their implementation and impact in both the long and short terms. A brief review of these approaches is useful in setting the context for the selection of the most appropriate management improvement and training intervention to be undertaken by USAID in Mali.

### The Discrete Seminar

The most common means by which shortcomings in management performance have been addressed, has been the single discrete seminar/workshop. In this approach a single training intervention is organized for participants drawn from one or more host country ministries. Participation by some representatives of the private sector, and/or the PVOs operating in the country, is also common.

Most of these workshops are conducted using an action training format. That is, rather than reliance on the classical lecture format of the French education system for example, participants are called upon to play an active role in the training. Analysis of case studies, utilization of simulations and management games, and the use of small groups for analysis and problem solving; constitute the basic activities of these sessions. Participation is quite animated and trainees usually enjoy this "novel"

approach to training.

Activities of this type provide for high visibility through the opening and closing ceremonies, which are often attended by high government officials and donor representatives, and are covered in newspapers and on either national radio or television. These seminars, which usually cost between \$50,000 and \$70,000, offer training to between 30 and 50 host country participants. In most cases, the subjects treated, refer to generic management issues.

Individuals receive an orientation to U.S. style management; but, there is little time to actually "learn" and practice techniques which can actually be applied to real management problems, which the participants face on a daily basis. Because of the nature of these interventions, evaluation usually consists only of responses to questionnaires filled out by participants. This type of evaluation elicits adequate responses indicative of their immediate impressions of the workshop, but it does not reflect any impact on actual managerial behavior and performance. While such workshops orient participants to consideration of management issues in a new way, the lack of follow up and the failure to penetrate more than one level of management, means that any long term impact is probably quite limited.

Several U.S. institutions which provide this type of training also offer extended versions of these programs in the U.S. Examples of French language workshops held annually in the U.S. include; the general management workshop held at the University of Pittsburgh, the project management workshop held at the California State Polytechnic University, Pomona (Cal Poly, Pomona) and the health management workshops at the

University of North Carolina. The combination of the in-country seminar aimed at middle management and the U.S. seminars can have a far greater potential impact than either of them in isolation, especially if the participants in the U.S. programs are drawn from the top levels of the administrative structures. If participants are carefully selected so that a critical mass of modern management oriented personnel, including those in key positions can be established, then the longer term implications of the program may be more profound. Unfortunately, the medium and longer term monitoring, support and evaluation necessary, to assess program impact, has generally not been funded as part of these programs.

#### The Series of Discrete Seminars

A variant of the discrete seminar approach has been tried in some areas in Africa, most notably in the SADC countries. In this type of program, individual seminars are organized on discrete topics for different economic and administrative sectors, based on an initial needs assessment. Each seminar is designed to focus on a particular topic area and provides a forum for developing policy recommendations, as well as addressing immediate, visible and technical management problems. It has the benefit of drawing together executives from diverse countries who can share their respective experiences. A formal evaluation is built into the program, both during the last days of each seminar, and in the following year.

While this program is designed to meet clearly defined, management associated problems, throughout the participating countries, it has targeted only top level managers in the public and private sectors. Middle and lower level management are not directly involved. Implementation costs are relatively high and the sustainability of the program is problematic.

The long term evaluations, which have yet to be done, should give us a better feel for the success of the program. It appears to be a much better vehicle for attacking problems in the managerial environment, than for improving management within organizations per se.

#### The Integrated Seminar Series

Another alternative is the organization of a series of in-country workshops targeted at a particular audience. On the basis of a needs assessment, conducted in Chad by a NASPAA team, an integrated series of workshops was designed to address issues associated with the management of development projects. The basic purpose was to prepare a core of well trained Chadian project managers, especially in those Ministries and services with which USAID has close contact and a continuing relationship. Mid level functionaries were selected from the Ministries of Plan, Public Works, Health, Social Development and Rural Development and other participants were drawn from the PVCs and the Chamber of Commerce.

The in-country seminars were directed primarily at mid level cadres who were directly implicated in project management activities. Five DG level individuals, drawn from the same ministries and services, participated in a project management workshop offered in French in the U.S. In addition, two Ministers; the Minister of Planning and the Minister of Livestock, were brought to Cal Poly Pomona for one-on-one executive training and study tours. In this manner, an effort was made to insure that all levels of management would buy into the utilization of modern management techniques, in the context of the project management activities of their respective ministries.

The program was organized around a core course in project management,

which addressed all aspects of the project cycle. This core workshop was offered twice in order to produce a large pool of individuals for participation in the later elements of the program. The remaining three workshops concentrated on project and program evaluation, financial and economic analysis of projects and on the training of trainers. The three specialized seminars were designed for participants who had successfully completed the core workshop. Each of the workshops was evaluated immediately after completion and again at three and six month intervals. The time allocated to the preparation of the logistical arrangements for each succeeding seminar, was used to conduct individual evaluation interviews with past participants. Thus, the evaluation was completed in a very cost effective fashion, and necessary adjustments in the program could be made in a timely fashion.

The overall assessment of the program was quite positive, and there are some indications that the training had a significant impact on managerial behavior. Several Chadian project managers reported that the introduction of MBO (management by objectives) procedures in their organizations had greatly increased productivity. (Many months after the completion of their training.) More than half of the participants indicated that changes in their own managerial behavior had been integrated in their daily activities and was continuing.

The major weakness of the program is that it has no long term institutional base which can be used to provide continuing assistance and/or training. The training of trainers workshop, at the end of the program, was less than optimal because the high demand led to many individuals attending who had not first participated in the earlier

workshops. This is a tribute to the popularity of the program and the action training format in which it was conducted. It did not, however, make it possible to maximize the expected follow through by those trained in the entire program. The multiplier effects could have been potentially much greater.

#### The Training of Trainers Approach

A fourth approach to management improvement is to concentrate on the development of a local training capacity. This depends on the existence of a core of individuals; who are, presumably, technically competent and well versed in the substantive issues to be considered. The main technical intervention is aimed at increasing competence and capability in the design, implementation and evaluation of training programs; including the use of diverse, action oriented pedagogical techniques. A good example of the use of this approach is provided by work done by a NASPAA team in Morocco.

The Moroccan interventions were designed to assist the training directorate in the local government division of the Ministry of the Interior, to improve the quality of management in the areas of local level (commune) budgeting and civil code administration. In addition, it was hoped that permanent teams of experienced trainers would become available to undertake periodic training activities at the regional and local levels.

The technical assistance team organized several two week workshops on training techniques and all aspects of training program design, implementation and evaluation. The participants in these workshops were upper and middle level officials in the regional administration. The first week of each workshop consisted of an action oriented workshop. The second

week was dedicated to the preparation and testing of training materials to be used by the participants during a follow-up practicum. During the next stage of the process, training teams were constituted and workshops were organized for middle and lower level functionnaires at the regional level. The TA team was divided up and worked as consultants and evaluators of the practicum workshops. After each session, the apprentice trainers performance was assessed by both peers and the technical assistance team and constructive criticism provided. A final wrap up evaluation, including participant reaction and assessment, was provided at the end of these workshops.

The final product of these efforts was a set of confident trainers and experienced training teams. A set of criteria were established for assessing the abilities and aptitudes of the trainers. This checklist was used by the TA team during the practicum to evaluate the perspective trainers. The overall success rate was about 65%. That is, of those trained as trainers, about two thirds demonstrated good capabilities to carry on this type of work in the future. The evaluations of the practicums, and the trainer interns by the trainees, were very positive. The overall impact was to produce a capability to conduct on-going training activities. The Moroccan government followed through on this; and as a result, literally hundreds of individuals were trained at a very modest cost in terms of technical assistance. The main issues which must be dealt with in the Sahelian context are whether or not host governments would be capable of meeting the periodic costs of conducting workshops. However, this model has the advantage of - using as trainers - functionnaires, who are already on the government payroll. They are simply reassigned to

training tasks on an as needed basis. Recurrent costs are thus, kept to a minimum.

#### Long Term Technical Assistance and Institutional Development

Several efforts to improve management in Africa involve long term technical assistance and institutional development. The Sahel Regional Financial Management Project represents one such effort. Its concerns have been generally limited to the area of finance and accounting, particularly as they relate to U.S. sponsored projects. The Senegal ENEA Rural Management Project is perhaps a more appropriate model for consideration as a basis for management development in Mali. In this project, a well established training institution, ENEA, located in Dakar, was selected as a target for developing a management training and assistance effort. ENEA deals with a variety of Senegalese ministries which are involved in development efforts in the rural areas. It provides both training (long and short term) and conducts a variety of studies and technical interventions throughout the country.

The Rural Management Project established a TA team at ENEA and sent ten junior faculty members to the U.S. for long term training at the masters level. Only junior faculty members were selected, because the director of ENEA felt that these individuals would be the most flexible and provide for a better long-term investment. Additional faculty/staff of ENEA were sent to the U.S. for short term training and some were involved in a program of on the job training in Senegal. A full and systematic assessment of management training needs in the rural sector was completed. Curriculae were revised to reflect management training needs, and numerous workshops in project management and related activities were conducted in

every region of the country.

Literally hundreds of individuals were trained; and the institutional capacity of ENEA upgraded, to the point, where its services for both training and technical studies are greatly in demand. The overall evaluation of the project and its various training efforts was quite positive. The long term effects of this training, on the management capacity of those trained, seems to have resulted in some improvement in performance. The potential for offering management training at this institution is assured for the immediate future.

The main weakness of such a program is the relatively high cost (about \$1 million/year), the difficulty and time associated with getting a new project designed and approved, and the need to respond to existing management problems in Mali immediately. Another drawback of this approach, is that it is very difficult to identify appropriate institutions in Mali, which have the potential and ability to deal with both public and private sector management development and improvement.

#### Assessment of Management Needs in the Malian Context

As can be seen in Section II of this report, management training and development needs in Mali are considerable. There is a need to train a large number of individuals at a number of different levels, including; those who have recently graduated from existing programs such as ENA, those who are opting to leave the public service, and, those in public service who need to adapt to new policy initiatives. Training material must be adapted to reflect the Malian milieu. Existing institutions should be strengthened and a sustained effort launched.

This review of different types of programs, designed to address

management needs in Africa, is not exhaustive. There have been other programs which represent combinations of the above mentioned types. However, the essentials have been discussed. Given our assessment of the special conditions which exist in Mali today, both in the private and public sectors, none of these programs, in and of itself, seems to address all of the relevant needs and constraints. There are important lessons which have been learned from these experiences, which can be applied to the local case so as to maximize the cost effectiveness, while assuring that the long term management needs of the country will be addressed.

Several key factors must be kept in mind in selecting the most appropriate program for implementation. Virtually all of the Malian institutions examined by this team (ENA, EHEP, ECICA, IPR, etc.) have moderate to severe shortcomings. For the most part, they are continuing to train individuals for government jobs and positions which no longer exist. The record of most of these institutions, in providing the much needed in-service training and "recyclage" of their former students, is very weak. Many of these institutions, not only fail to monitor the performance of their former students, but also, have no idea of where their alumni are working and what they are currently doing. Physical plants are severely limited, and equipment is either lacking, of poor quality and/or poorly maintained. Even the most fundamental needs such as desks, classrooms and blackboards are often inadequate or lacking.

There has been considerable past investment in these institutions. This capital and human resource investment could easily be lost if these institutions are not assisted in their efforts to adapt to changing policy directions and economic conditions. It is clear that these institutions

will have a vital role to play in the long term development of the country and of its management capabilities, both in the public and private sectors. Some of these training institutions, such as EHAP, ECICA and ENA have developed serious plans for adapting to these changes. These include the modification of existing programs, the introduction of an emphasis on retraining and in-service training, and a reorientation toward meeting private sector needs and the demands of public sector reform.

It is clear that any management improvement effort should be geared to the development of new, and strengthening, of existing capacities. The one Malian organization which appears to be capable of coordinating a program of management training and assistance at the current time is IPGP. IPGP has a history of providing short term training in a variety of fields. Their workshops employ modern methods and approaches and they have on their staffs Malians who have been trained in the U.S. and elsewhere in modern management, in both the public and private sectors. Evaluation of their past programs is generally positive. Our brief observation of one of their training courses which was in progress at the time of our visit left a very positive impression.

#### **The Preferred Approach: An Institutional Development Approach to Building Management Support Capacity**

Based on this assessment, the optimal approach to USAID sponsored management improvement in Mali, is one which would use IPGP and the existing cadre of U.S. trained Malian MBA and MPA students as trainers and consultants. To maximize the impact; we propose that the initial effort be aimed at increasing the capacity of this institution to provide management training and assistance to other Malian training institutions, projects and

private sector organizations such as the Chamber of Commerce. The two high priority areas for training and improved performance are private enterprise management and development project management.

Such a program could be implemented in three steps. Step one would involve a technical intervention focused on increasing management training and assistance capacity in the priority areas of private enterprise management and project management. During this phase, 12 - 15 Malians drawn from the IPGP staff and from the pool of returned USAID sponsored participants, under the Development Leadership Training Program (DLT), would be trained in the organization, design and implementation of management training programs.

This would consist of a two week workshop, during which U.S. training specialists (one private sector and one public sector/project management specialist), would assist the Malians in assessing existing, and designing new, training materials directly relevant to the Malian milieu. These Malian trainers would be organized in two teams, one of which would work on the preparation of enterprise management related materials, and the other, which would concentrate on development project management. At the end of the two week workshop, a full program for the two initial "practicum" seminars would be completed.

The second stage of this training effort would consist of the implementation of two workshops under supervised conditions. The same U.S. consultants would be called upon to observe and provide constant input to the training teams established during the first phase. The intervention would take two to three weeks, including the execution of the practicum seminars (two weeks each). This initial training effort would be targeted,

so as to have a maximal multiplier effect. For example, the participants in the enterprise management workshop should be drawn from the Chamber of Commerce, and from the teaching staffs of ECICA, EHEP, IPR and perhaps from private sector consulting firms such as IMMI and public organizations such as CEPI charged with supporting the private sector. This would assist these institutions in upgrading their respective capacities to provide this type of training to their members, other staff and students. The project management workshop participants should be drawn from the staffs of IPR, ECICA and ENA. In terms of USAID sponsored projects, the managers of the agricultural research stations would be a key target group. This would provide some support for these institutions and increase their capabilities to improve or reform their management practices and/or training programs.

The third step in the process would consist of a two week intervention in which the TA team would work with the IPGP based training teams to design and implement a program of evaluation and field consultancies. That is, these teams would be assigned the task of making site visits to the various enterprises and institutions, which participated in the training, and to assess the impact of management training and practical interventions on management performance. This would also include consultancies with agricultural research station managers and other USAID associated Malian project managers. These consultancies would be used to assist managers and, as appropriate, be transformed into case studies for use by the IPGP and other training teams in future workshops.

Thus, at the end of the first year of this program, the capacity of an indigenous training institution (either IPGP or some other organizations) to provide relevant management training for both the public and private

sectors, would be greatly upgraded. In addition, the capacity of other training institutions, which are the recipients of the second stage training, would also be improved. For example, IPR staff who participate, would then be able to discuss these issues with their colleagues, and perhaps design and implement a similar course for their students. Appropriate, relevant training materials and approaches, would have been fully developed and be ready for distribution. Effective training teams (combining IPGP permanent staff and individuals trained under the DLTP project; but, assigned to posts in other Ministries) would have been organized and prepared for future training assignments and consultancies in the two priority areas of private enterprise management, and development and development project management. As shown in the attached budget, the cost of the first year program would be slightly more than \$300,000.

During the second year of the program, USAID should continue to provide logistical support in the form of paper, markers, flip charts and other training related materials for IPGP training efforts. This should include some equipment such as overhead projectors and printing costs for training materials. Technical assistance should be provided in the form of observer/evaluators of the seminar series, developed by IPGP, for implementation during the second year. In addition, a short workshop coordinated by joint U.S.- Malian teams, targeted at top level managers in the public and private sector, should be organized. This would serve to both orient top level management to the new methods and techniques, and to give them a full appreciation of the strength of the Malian training teams. The cost of this program would be about \$150,000 during the second year. In terms of the number of individuals trained and the capacity developed,

this is the most cost effective approach to the problem.

#### Alternative Approaches

Although the approach identified above appears to be optimal, two alternatives may also be worth considering. The first of these would provide for an integrated series of workshops, offered by technical assistance teams in the areas of enterprise management and/or project management. The private sector series would consist of workshops on general management, financial management, marketing and forecasting, human resource management and monitoring and evaluation. This could be targeted at the membership of the Chamber of Commerce and the Association of Malian Employers (FNEM). It could be designed to build on the successful efforts of the Peace Corps Management Training Project.

This series of project management workshops would be targeted at existing USAID projects and trainers working in a number of institutions such as IPR and ENA, which need to address these issues in their respective curriculae. The series would consist of a core course in general project management and specialized courses in evaluation and monitoring, implementation, human resource management and economic and financial analysis of projects. Using the Chadian experience as a model, individuals at higher levels could also be trained and an important impact made on the quality of development project management in the country.

The major weakness of this approach, even if Malians are included on the training teams, is the lack of an institutional base from which to launch future training efforts. Its impact is, thus, limited to those participating in the entire series. In effect, the costs of this program (about \$60,000 per workshop) would actually exceed those of the first

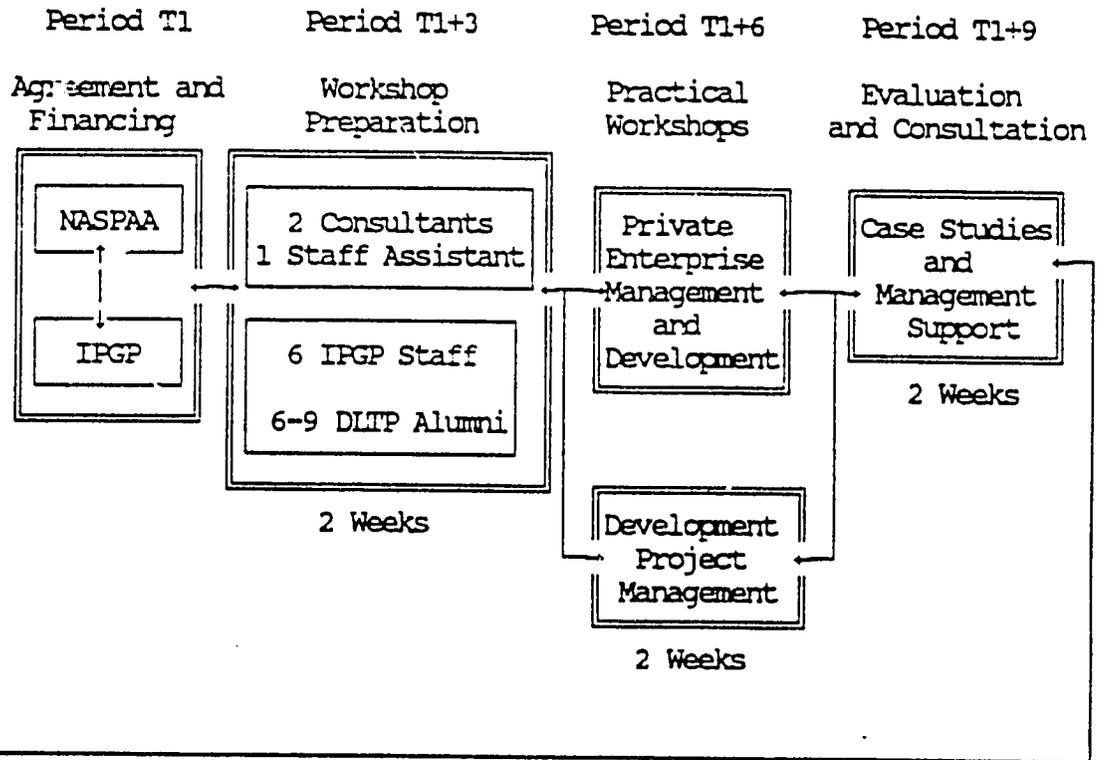
approach because of the need for a technical assistance team to participate in each of the seminars.

A second alternative would be to offer a few discrete seminars targeted at specific groups. For example, individual seminars in private enterprise management, project management and general management (targeted at top level officials) could be undertaken. Costs would not be significantly cut, there would be little if (any local) capacity building, and there would be no provision for medium and long term impact assessment.

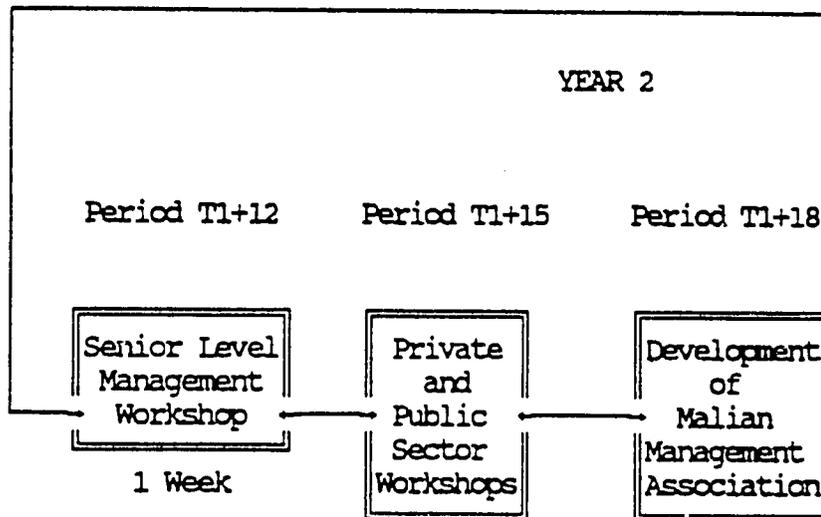
In sum, it seems that the preferred approach is one which places emphasis on institutional development and capacity building. It is the most likely to have a long term impact, by providing for follow-up and continued contact with, and support for, Malian private sector firms and for public sector projects. In addition, it will rely heavily on an already existing USAID investment in human resources. By initially including individuals who are associated with training institutions as participants in the practicum training workshops, the program will also serve to reinforce a number of other existing institutions. Finally, this also appears to be the most cost effective approach to the problem of increasing the management capabilities in both the public and private sectors in Mali.

AN INSTITUTIONAL DEVELOPMENT APPROACH TO  
BUILDING MANAGEMENT SUPPORT CAPACITY

YEAR 1



YEAR 2



## CONCLUSION

Mali is facing serious management problems at all levels in public, private and mixed sector organizations. These problems require training and implementation activities exceeding the financial and temporal resources of any single institution or donor. This paper has recommended a training of trainers approach to the development of improved management capacity in Malian organizations. By using previously existing and developed capacity, in personnel and institutions, to provide an improved Malian institutional capacity to support training and implementation in management, USAID could facilitate a significant institutional improvement in management capacity without the expense of directly training all Malians in need of management training.

USAID has made significant investments in the development of individual capacity in management, both through discrete seminars and through long term training in the United States. These previously trained individuals are currently underutilized in Malian organizations, but have the potential to serve as trainers and consultants in programs designed to meet the needs of projects, governmental organizations and enterprises in Mali. Similarly, Malian training and support institutions represent a potential, but currently underutilized resource for the development of managers. By building on the institutional base, using previously trained and experienced personnel, management training and management support for Malian organizations could be provided in a most effective fashion.

The institutionalization of management training in the educational system, would provide a continuing source of individuals capable of

improving the management of their employing organizations. The strengthening of support organizations would facilitate both the retraining of current employees and the implementation of improved management approaches in organizations.

In Mali, most business is conducted by public and mixed sector organizations. Although USAID gives priority to the development of the private sector in its development strategy, it must be recognized that the management problems inhibiting private sector are found in public enterprises as well; that the managers of new private sector enterprises may come from public sector organizations, and that the cooperation of the public sector will be essential to the development of a stronger private sector. Concentration on enterprise management in general, rather than specifically on private sector development, addresses more of the management deficiencies in Mali, and should provide a stronger base for building private sector activity.

Improvement of managerial performance is important to the success of development projects as well. If resources are not available to support the development of indigenous training capacity for project managers, the cost of that training will have to be borne by the projects themselves. It would seem more cost effective to include enterprise and project management foci in the development of the management training program.

Management improvement in Malian enterprises and organizations is a difficult undertaking. It can only be accomplished by strengthening existing local institutions and building on the experienced and well-trained core of potential trainers already in the country. This activity would be enhanced by the development of close working relationships between

Malian institutions and American institutions that have strength in management development. The proposed activity would reach that goal.

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List of Research/Thesis Topics for the first group of DLTPers