

MFM Project

UKRAINE MANAGEMENT TRAINING, LVIV & TERNOPIL

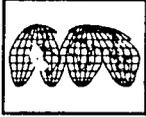
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Center for International Development

Municipal Finance and Management Project

Trip Report

Ukraine Management Training

Lviv and Ternopil

May 23 through June 3 1994

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Management and Leadership Training

Lviv and Ternopil, Ukraine

23 May - 6 June, 1994

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Management and Leadership Training

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23 May - 6 June, 1994

1. INTRODUCTION

1.1 Purpose of this Training

In response to a request originating with city officials of Lviv, the Municipal Finance and Management project (MFM) organized a management leadership workshop that provided 1) training in management skills relevant to MFM implementation and general city management and 2) a strategic planning framework for specific city workplan development. Two separate workshops were held at Truskevets, Ukraine for 22 managers from Lviv and from Ternopil, two MFM project cities in western Ukraine.

The agenda for the management training responded to needs expressed by the cities to MFM assessment teams in November, 1993 and March, 1994. The intent was to provide practical training and tools related to leadership development, team-building (in the sense of intra- and inter-unit coordination within the city government), and organizational performance. In addition, since Paul Hoover, the resident advisor-designate for Ternopil, accompanied the team for the Ternopil training, the occasion was used to involve him as a participant and build collegiality with his city counterparts.

Specific objectives of the training were to:

- 1. Set the stage for MFM project implementation by reinforcing the role of each city Advisory Committee as a project management team;*
- 2. Build leadership and management skills;*
- 3. Develop techniques to improve teamwork; and*
- 4. Apply team management techniques to the identification of city goals and objectives.*

1.2 Activity Schedule

The team traveled to Lviv, Ukraine by way of Budapest for consultation with RTI Senior Municipal Management Specialist, Kennedy Shaw, who had participated in both previous RTI assessment and mobilization visits to Lviv and Ternopil and had represented RTI at the signing of the Memoranda of Understanding between the two cities and USAID/Ukraine in April. This experience plus Mr. Shaw's perspectives as an experienced city manager

provided valuable insight to the training team as well as for Mr. Hoover in his personal preparation for mobilization to Ternopil.

Once in Lviv, the team worked with the Lviv Institute of Management to finalize the training schedule and logistic arrangements. In addition, meetings were held with Lviv city personnel to reassess needs and discuss the training agenda. Other valuable counsel was offered by Canadian volunteers from Partners for Progress who had been working with the Lviv City Council for several weeks.

Based on these inputs, the team updated the training curriculum and finalized preparation and translation of handouts, overhead transparencies, and other materials.

The training for the Ternopil city team was held from 29 May to 1 June. The Lviv training was held from 1-3 June.

2. The Training Agenda

2.1 Summary Agenda

The training followed this basic agenda:

<i>✓ Retreat Goals and Objectives</i>	<i>Discussion</i>
<i>✓ Presentation of the Agenda</i>	<i>Discussion</i>
<i>✓ Elements of Managerial Leadership</i>	<i>Presentation/Exercises</i>
<i>✓ Management Styles</i>	<i>Presentation/Instrument</i>
<i>✓ Team Management</i>	
<i>1. Risks and benefits of Management Teamwork</i>	<i>Presentation/Exercise</i>
<i>2. Team Management Techniques</i>	<i>Presentation/Discussion</i>
<i>✓ Teamwork Exercise</i>	<i>Team Simulation</i>
<i>✓ Team Effectiveness Critique</i>	<i>Instrument/Discussion</i>
<i>✓ Managing for Results 1: the Strategic Planning Process</i>	<i>Presentation/Exercises</i>
<i>✓ Development of Team goals for MFM Project</i>	<i>Priority-setting exercise</i>
<i>✓ Managing for Results 2: Performance Measurement</i>	<i>Task Assignment</i>

- ✓ *City and RTI Expectations for MFM* *Discussion*
- ✓ *Retreat Wrap-up and Evaluation* *Discussion*

2.1 Detailed Agenda

By component session, the workshop agenda followed the following sequence of topics:

Introduction -- Goals and Objectives

- 1. Introductions**
- 2. MFM Project update**
- 3. Timeline - Where this training fits in city (see Annex 1)**
- 4. Goals and objectives**
 - ▶ *Set stage for MFM project implementation by reinforcing role of Advisory Committee as a project management team*
 - ▶ *Build leadership and management skills*
 - ▶ *Develop techniques to improve teamwork*
 - ▶ *Apply team management techniques to the identification of city goals and objectives*
- 5. Approach**
 - ▶ *Discuss modern management techniques (how we do things)*
 - ▶ *Focus on leadership and teamwork in city administration*
- 6. Role of participants**
 - ▶ *As hand-picked city leaders*
 - ▶ *As members of MFM Advisory Committee*
 - ▶ *As persons with responsibility and authority for resources in city and MFM -- influence*
- 7. Context**
 - ▶ *Changing environment: uncertainty and opportunity*
 - ▶ *Resource shortage: hard choices and creativity*
 - ▶ *competing interests: pressures and responsiveness*
 - ▶ *cross-organizational responsibilities: demand and teamwork*
 - ▶ *New citizen demands: needs and vision*
 - ▶ *Elections: volatile times and importance of professional management*

Elements of Managerial Leadership

- 1. Introduction**
 - *Definitions of management leadership*
 - *Benefits of leadership (respect, influence, support)*
- 2. Vision**
 - *Values*
 - *Focus*

- *Shared commitment*
- 3. *Innovation*
 - *Leading by doing*
 - *Replace rules with judgement*
- 4. *Decisiveness*
 - *Solutions, not problems*
 - *Creating winners*
 - *"What gets measured gets done"*
 -
- 5. *Productivity through People*
 - *Enabling others*
 - *Motivation*
 - *"What gets rewarded gets repeated"*
 - *Supportive communications*
- 6. *Conclusion: Vision translates to innovation and action through people*

Management Styles

1. *Introduction*
 - *Does management style make a difference?*
 - *Qualities of "good" and "bad" managers*
 - *Is management style a choice or reflection of personality*
2. *Understanding Different Management Styles*
 - *X/Y assumptions about people and how they are reflected in management style*
3. *Choosing a leadership/management pattern*
4. *Assessing styles and adapting to organizational environment*

Team Management

1. *Benefits and risks of teamwork in your city administration:*
2. *Teamwork Exercise: "Broken Squares"*
3. *Factors contributing to team development and effectiveness*
 - *Shared goals and objectives*
 - *Utilization of resources*
 - *Trust and conflict resolution*
 - *Shared leadership*
 - *Control and procedures*

- *Effective communications*
 - *Approach to problem solving and decision making*
 - *Experimentation and creativity*
 - *Evaluation*
4. *Common problems of teams*
 5. *Techniques for improving team management*
 6. *Consensus exercise: "Lost in the Wilderness"*
 7. *"Team Effectiveness Critique" instrument*

Managing for Results 1: The Strategic Planning Process

1. *Introduction*
 - *Planning as a strategic management activity*
2. *The Management and Institutional context*
 - *Functions of management: Linking planning to leadership*
 - *Characteristics of effective organizations*
3. *The Planning Process*
 - *Elements and attributes of effective planning*
 - *Identifying needs*
 - *The Mission Statement*
 - *A sequential planning model*
4. *Team Exercise: A Planning Worksheet*
 - *Define city objectives for MFM Project*
 - *Suggest priority strategies*

Managing for Results 2: Performance Measurement

1. *Effectiveness*
 - *Service improvement*
 - *Local control*
 - *Private sector participation*
2. *Transparency/Accountability*
 - *Public access*
 - *Public knowledge*
 - *Public voice*
3. *Efficiency*
 - *Management actions*

- *Management information system outputs*
- *Reduced cost*

4. Task Assignments for Advisory Committee

- *Implications for organization of city administration*
- *Targets and indicators for MFM implementation*

3. City Planning Outcomes

As part of a planning exercise, each city applied processes of team planning to the development of a Mission statement and key objectives for the city in the context of the MFM project. These mission and objective statements will provide a basis for more detailed planning of the MFM city workplans for Ternopil and Lviv.

3.1 Ternopil

Mission: *Create the best conditions for and deliver high quality services to the citizens of Ternopil*

Objectives:

- 1. Provide adequate public transportation services to all people in Ternopil by 1996.*
- 2. Reduce the total city water deficit from 10,000 cubic meters per day to 5,000 cubic meters per day by 1996*
- 3. Improve public services in three new city districts to the level of existing districts by 1996 (first new district) and 1997 (other new districts)*
- 4. Improve city district heating system so that all citizens have access to adequate heat.*
- 5. Reduce the registration time of new businesses from two months to one week.*

3.2 Lviv

Mission: *Through continuous improvement of the city structure, efficient systems, and effective use of available human, material, and financial resources, provide good public services and contribute to the well-being of the citizens of Lviv.*

Objectives:

- 1. Provide 24-hour water supply to the whole city by 12/95.*

2. *Repair and restore designated historic buildings in the city center by 1999.*
3. *Improve liaison with citizens to better understand their needs.*
4. *Provide better transportation to city in environmentally sound fashion (especially through addition of teams).*
5. *Reduce unemployment by creating conditions to support new jobs in the tourism sector.*

4 City Expectations

During the training, participants were given opportunity to express their expectations for the MFM project. At the same time, Jerry VanSant (with Paul Hoover for Ternopil) reviewed project expectations of city leadership. City responses were as follows:

4.1 Ternopil

1. *Learn in detail systems of financial planning and management in U.S. cities.*
2. *Improve the current system to apply what is useful from the U.S.*
3. *By end of project, have a clear city strategic plan for 1996 and beyond.*
4. *Learn techniques of budget formation and practical skills.*
5. *Learn about developing service infrastructure, including how to finance infrastructure and appropriate roles for the public and private sectors.*
6. *Study the structure and sources of revenue budgets in the U.S. as applicable to Ukraine.*
7. *Improve practical understanding of service issues, especially water and other public utilities.*
8. *Apply appropriate computerization to city functions.*

4.2 Lviv

1. *Gain access to information and knowledge about municipal finance and management.*
2. *Benefit from training of managers in different sectors.*
3. *Obtain more management training for a broader spectrum of city officials.*
4. *Improve financial management, especially revenue sources, through information about U.S. practices.*

5. *Help create effective Lviv social and economic development team.*
6. *Gain practical experience managing different municipal structures.*
7. *Gain skills in recruiting and training staff.*
8. *Improve technical skills and systems knowledge.*
9. *Create an atmosphere of progress and momentum in city.*
10. *Energize city reform team to create the best possible municipal structure, improve potential to address needs of citizens, and build links to other municipalities.*

It is worth noting that computerization was barely mentioned as an expectation by these city teams. Both are mainly concerned, as is appropriate, with service delivery and creation of a modern management culture. There is a strong sense of the importance of dealing with change in a complex environment. This is a matter of skills, of roles and responsibilities, and of structures that promote teamwork.

This is not to say that automation cannot serve the management needs of these two cities. What is encouraging, however, is that they understand that automation is a tool for achieving other strategic objectives, not an end (and particularly not a beginning) in itself.

5 Training Process Notes

The topics of these workshops initially were identified by the MFM Lviv City counter-part in close consultation with the Peace Corp Volunteer (PC) working with the Lviv city government. Leadership, Management Style, Team Management, and Planning are important conceptual and practical skills for all managers to understand. They are particularly important to introduce into 'management cultures' in transition from 'command economy' based administrative practices. It is timely for these municipal government managers to explore a wide range of modern management concepts as they begin to establish their new 'management culture.'

An important issue in the design of this workshop was how directly to link the topical material to current situations and examples in the management lives of the participants. On one hand this would be desirable to assure the relevance and applicability of the learning. The risk in this approach is two fold: a) in the limited time available and under the constraints of translation, a superficial application to a real situation could be disappointing and ultimately counter productive; b) several of the topics dealing with Leadership, Management Style, and Team Management could be inappropriately directed at particular managers by the participants in their eagerness for "solutions" to many of their perceived staff problems.

The workshop was designed to address these three topics generically, although exercises were used to generate direct experience within the workshop. This design of these components was crafted to balance the risks with the desire to address current issues facing the participants. Strategic Planning, on the other hand, was addressed with an intentional link to the real

situation of the participants, their city, and the MFM project. In fact the design specifically emphasized the role of the participants as a team empowered to plan and set priorities for their city and the project.

The first workshop was conducted with managers from Ternopil city and a few from the associated Oblast. A vendor's technical staff member working with the city and its computerization effort joined as well. This mix of participants was due in part to the late notification to Ternopil about the workshop timing but highlights the potential difficulty of designing activities to deal with current functional issues facing a broad mix of participants.

The second workshop, with Lviv city staff, was more homogeneous and perhaps would have benefited from more focus on real and current issues facing the participants. Since Lviv was facing contentious local elections within a few weeks of the workshop, however, current specific management issues facing the Lviv city government were avoided. In retrospect this caution may have been unwarranted and the workshop could have benefited from the use of real examples identified by the participants.

One of the activities used to introduce a discussion of implicit assumptions about human nature held by managers (Theories X and Y) had the participants complete a short instrument to measure themselves in these terms. There was great interest in the aggregate scores for each workshop (city) group. While such simplistic scores can be mis-used, the intense interest in measurement of management traits is encouraging. It supports the use of "data" to understand management and organization behavior. This is consistent with the experience of using Total Quality Management methods reported by the PC in recent work he did with a department of the Lviv city government.

Experiential learning methods were well received by both groups. The use of small group activities allowing discussion and decision making in Ukrainian were very effective. At least with these groups, there did not appear to be dominance by authority figures within the discussions. There was not a wide range of authority levels among the participants, so this effect should not be generalized too far.

Case examples were purposely avoided based on advice that Ukrainian city staff often took issue with most cases since they considered their own situation unique. This should be tested based on our experience in these workshops. In both workshops there was an avid hunger for learning about U.S. government models at all levels (national, state, county, municipal). This carried over to questions about how particular management issues were resolved in the U.S. Appropriate cases selected (or prepared) to illustrate municipal government management and administrative problem identification and solution development might prove highly effective. The 'case study' method has the advantage of allowing diverse discussion, problem identification, and development of solution options all done in small groups in Ukrainian, with only the final reporting out translated.

5.1 Next steps:

The participants from Lviv specifically indicated that further management training for a wider group of city managers would be desirable. They felt the issues addressed in this

workshop would improve the understanding of needed management and organizational changes within the Lviv city government. Such additional management training could build upon the experience of these workshops and might address more specific and functional issues currently facing city managers.

Major changes in the staffing and organization of the Lviv city government are possible after the June 26, 1994 elections. Regardless of the reality or scope of any such changes the completion of the elections and installation of the newly elected city officials would provide an important point of departure for further training. Such training could focus on real cross-functional team building and deal with current issues facing the 'new' Lviv city government. This could be combined with the anticipated MFM workplan development effort. There are several designs for such training/workshops occasioned by similar major change or "event" oriented opportunities.

5.2 Other Observations

The planning exercise provided a valuable bridge to the MFM work planning process, including a sense of the importance of setting measurable objectives and defining clear targets and indicators for performance measurement. By energizing the city advisory committee members to think in terms of priorities and focus for MFM, a significant start has been achieved in workplan development. The arrival of the resident advisors will re-energize this process and provide a running start for the planned Workplan Workshops later in the year.

The Lviv group resolved to keep meeting themselves for weekly seminars to discuss management issues. This has, in fact happened according to later reports from Lviv and there is a resolve to continue these meetings. The PC has noted that "it is inspirational to witness this group of managers seriously discuss change and improvement in the midst of a very divisive mayoral campaign. ...I believe the Truskevets training empowered' the participants."

The idea of evaluating trainers or components of the training is a new one for most Ukrainian participants. Although we attempted use of standard anonymous evaluation techniques at the end of each workshop, Ternopil participants insisted on giving highest marks to all components and declined to offer suggestions for improvement. Lviv participants also rated the training very highly but were willing to offer some comments. They expressed a general preference for training examples and exercises rooted in and applied to their own experience.

Annex 1: Project Timelines

Lviv

<i>Nov, 1993</i>	-----	<i>City Assessment Visit</i>
<i>Mar, 1994</i>	-----	<i>Site Mobilization</i>
<i>NOW</i>	-----	<i>Top Management Training for Selected Leaders</i>
<i>June, 1994</i>	-----	<i>Lviv Computerization Assessment</i>
<i>June, 1994</i>	-----	<i>Resident Advisor (David Bauer) visits</i>
<i>July, 1994</i>	-----	<i>Study Tour to U.S. cities</i>
<i>July, 1994</i>	-----	<i>Resident Advisor Arrives</i>
<i>Aug, 1994</i>	-----	<i>Lviv Workplan Workshop</i>
<i>???, 1994</i>	-----	<i>Financial Planning Framework Course at RTI</i>
<i>1994-6</i>	-----	<i>Other training in U.S. and Ukraine (depends on city priorities and MFM implementation)</i>

Ternopil

<i>Nov, 1993</i>	-----	<i>City Assessment Visit</i>
<i>Mar, 1994</i>	-----	<i>Site Mobilization</i>
<i>NOW</i>	-----	<i>Top Management Training for Selected Leaders</i>
<i>June, 1994</i>	-----	<i>Ternopil Computerization Assessment</i>
<i>July, 1994</i>	-----	<i>Resident Advisor Arrives</i>
<i>Aug, 1994</i>	-----	<i>Ternopil Workplan Workshop</i>
<i>Oct, 1994</i>	-----	<i>Study Tour to U.S. cities</i>
<i>???, 1994</i>	-----	<i>Financial Planning Framework Course at RTI</i>
<i>1994-6</i>	-----	<i>Other training in U.S. and Ukraine (depends on city priorities and MFM implementation)</i>

Annex 2: Training Participants

Lviv

<i>Anatolij Kopets</i>	<i>Deputy Director of Education and Culture</i>
<i>Lubov Maksimovich</i>	<i>Director of Finance</i>
<i>Andrij Levyk</i>	<i>Director of Administration</i>
<i>Yevgen Yurkiv</i>	<i>Director of Human Resources</i>
<i>Roman Chaplyk</i>	<i>Director of Industry and Entrepreneurship</i>
<i>Myhailo Bregin</i>	<i>Director of Education</i>
<i>Ihor Tsvilinyuk</i>	<i>Director of Labor</i>
<i>Volodymir Shvets</i>	<i>Director of Historic Preservation</i>
<i>Vasil Zhovka</i>	<i>Director of Services</i>
<i>Lyubov Michkova</i>	<i>General Accountant</i>
<i>Vladimir Vlasov</i>	<i>Director of Housing Privatization</i>
<i>Petro Kravets</i>	<i>Deputy Director of Housing</i>
<i>Christopher Morrill</i>	<i>Peace Corps Volunteer (Advisor to City of Lviv)</i>

Ternopil

<i>Vasyl Muzyka</i>	<i>Deputy Manager, Oblast Department of Finance</i>
<i>Mykhaio Ibragimov</i>	<i>Director of Economics</i>
<i>Zenoviy Novoselsky</i>	<i>Deputy Director of Finance</i>
<i>Vovodtmyr Kashytsky</i>	<i>Director of Legal Department</i>
<i>Alexander Levchenko</i>	<i>Deputy Manager, Department of International Relations</i>
<i>Ndiya Kucher</i>	<i>Chief Supervisor, Department of Finance</i>
<i>Oleg Baran</i>	<i>Director of Department of Water</i>

Two additional persons working with Ternopil's Information Systems department attended portions of the workshop.

Annex 3: Notes on Video Training

The MFM project's training agenda could benefit greatly from a coordinated plan to utilize inexpensive video recording and playback equipment. Since the project will be working in three cities in Ukraine, the cross sharing of experience via video tape should prove very cost effective. Good technical planning for the audio channel will also allow the best use of translation resources required for many specialists working in Ukrainian cities.

Some of the opportunities for use of video recording are:

- ▶ Dissemination of workshop, specialist seminars, and training activities done in country for use by a wider audience of city management staff at later times;*
- ▶ Recording of important presentations and other suitable activities available during the study tours. These could be shared with a wider group upon return and form the basis for infusing the learning from the study tour into city management practices;*
- ▶ Technical training materials (e.g. computer and software tutorials) prepared by or for the project or purchased from commercial vendors. This might include language training;*
- ▶ Modest efforts to document MFM project achievements.*

Technical Considerations:

- 1. A survey of existing video cassette players and monitors/receivers in place and available at the cities should be made. This must include all technical details of the equipment such as:*
 - * PAL and/or SECAM standard?*
 - * Stereo capable (important for dual language)?*
 - * Any multi system equipment?*
 - * TV receiver with line-in (vs RF Channel) capability?*
 - * Playing speeds of the deck (assumed to be VHS)?*
- 2. The basic approach would be to provide:*
 - * a local standard (PAL or SECAM) VHS video cassette recorder/player (VCR) with stereo capability (to record one language on each channel when translation is used) and television/monitor for each city.*
 - * a camcorder (Hi-8, with stereo) to each site, in the same standard of the VCR.*
 - * some very simple "Y" patch cords and microphones for dual audio recording in two languages during presentations.*

3. *RTI/NC could have a multi-system VCR for converting U.S. obtained or produced tapes into the proper PAL/SECAM standard on VHS cassettes. Likewise, RTI/NC could convert Ukrainian produced tapes into NTSC (U.S.) standard VHS tapes for documenting the project. This could be done on RTI equipment or done by contract with a service company.*

This arrangement would allow each city to directly produce its own material, make copies onto a common format (VHS), all in-country. VHS copies (PAL/SECAM) could be sent to RTI/NC for conversion to NTSC and use in the U.S. When U.S. training materials are located and purchased, they can be quickly converted (with translation dubbed if desired) from NTSC to PAL/SECAM and sent to Ukraine.

4. *If the PAL/SECAM camcorder(s) are purchased and available in the U.S. when the study tours are conducted, they could be used (with the simple microphone arrangement) to capture the presentations. If these camcorders are not available, a local NTSC standard camcorder could be used, and the acquisition tape converted to PAL/SECAM.*

It is difficult to get information about PAL and SECAM equipment in the U.S. Sony provided the phone number for their European Service Center in Belgium: 32-052-307 with the fax number thought to be 32-052-489. The Sony area representative for the North Carolina area is Julian Phelps at 404/263-9888.

Annex 4: The Trainers

Jerry VanSant is the director of the Center for International Development at Research Triangle Institute, the prime contractor for the MFM project. Mr. VanSant received the MBA degree in 1975 and in the subsequent 20 years has served as a management and organization consultant to public and private organizations in 15 countries. He has performed management training for numerous organizations in the U.S. and overseas.

Tom Armor is an independent management consultant specializing in management and organizational issues as they impact economic development programs and staff. Dr. Armor holds a Ph.D. degree (1969) from the University of California at Los Angeles (UCLA) Graduate School of Management. He has worked with both private and public sector organizations to improve their leadership, management, and organizational effectiveness.