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Individual Report Presented by

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Evaluation of the Agricultural Management Training

Project (ASMDP) 0209

Introduction

The Agency for International Development (A.I.D.) through Contract AID/TA-C-1350 provided financial assistance to the Governmental Affairs Institute (G.A.I.) for developing the Agricultural Sector Implementation Project (A.S.I.P.). AID has also provided financial assistance to the Ministry of Agriculture of the A.R.E. for institutionalizing the ASIP approach, with the objective of developing and carrying out a continuing management training program for middle level agricultural and rural development personnel.

The duration of the project was originally determined by 27 months, starting September 1977. The project was expected to attain its objectives by the end of this period. However, unforeseen complications resulted extending the project up till the end of July 1980. The extension was granted to enable the project to overcome a slow start and to complete its work.

Approaching the termination of the project's time horizon, AID started conducting an evaluation of its achievements. The purpose of the evaluation is to measure past performance of the project, identify constraints, review progress and suggest areas of potential improvements, all in the context of determining whether a follow-on project is justifiable. If so, US AID should know the general or basic outline of such a project.

Terms of Reference

Terms of reference for the evaluation team were determined by AID. It consists of three main parts. Section (A) of the terms of reference deals in-general with the problem of management and training in the Egyptian sector. It requires an extensive survey of the problems of management in the Egyptian agricultural sector. Such a survey has to cover not only types of major managerial problems, reasoning, amenability and susceptibility to training, but it also has to determine possible efficiency within the existing management system. The survey has also to distinguish between general and specific management problems, comparing both horizontal and vertical approaches of training and relevance to the Egyptian conditions.

Section (A), in addition, requires determining the place of management problems addressed by the ASIP project within those of the Egyptian agricultural sector. It also requires ranking major management problems of the project according to both their relative importance, and to the major management problems of the Egyptian agricultural sector. It also requires an evaluation of the relevance of the methodology of the ASIP project with respect to both training and solving the management problems of the Egyptian agriculture. It also requires a comparison of the ASIP methodology with other alternative approaches under the Egyptian conditions.

Section (B) of the terms of reference requires an evaluation of the inputs of the contractor i.e. GAI, AID, and MOA within the context of the findings of section (A). Section (C) of the terms of reference deals with the minimum requirement "package" necessary to justify a follow-on project including budget, personnel, office space, and administrative arrangements.

The consultant has to present views on the issues in Section (A) and will be particularly responsible for the Arabic materials, as well as questions (B-3) and (B-6), and such other issues as the team leader may assign. Section (B-3) deals with meeting the contract requirements such as, an in-country reference book, planned project tracking network chart, English and Arabic training materials, agricultural managers trained in the field, an indigenous team thoroughly qualified in ASIP training, research and consultancy methods capable of continuing following project completion, an organization capable of continuing ASIP training, a country work plan, and consultancy services.

Requirements of section (B-6) largely overlap with those of (B-3). It specifically requires determining the extent to which the project has met the output predicted in USAID's letter of September 9, 1977, to the Minister of Agriculture. This has to be determined with respect to providing a group of trained trainers and managers, the capability to continue their training as well as other personnel on an expanded basis, the

capability to conduct consultancy with participants who have returned to work to insure that the lessons and skills learned are able to be applied on the job, and an Egyptian/contractor team of selected trainers to identify the major agricultural management training needs in Egypt. It also requires checking the training materials, notably tested, practical training procedures which have been adjusted to Egypt's needs, training tasks prepared for the use of "learning by doing" approach, and a country oriented reference book which identifies agricultural management practices relevant to Egyptian conditions.

Objectives and Methodology of the ASIP Project

Objectives of the ASIP Project: The ultimate goal of the ASIP project as stated in the summary description is "helping to bridge the gap between planners and farmers by improving the planning, implementation and management capabilities of those in the developing countries concerned with agricultural and rural development". As indicated by AID's letter of September 9, 1977, achieving such an end under the Egyptian conditions requires institutionalizing the approach to reveal a continuous program for training middle management levels of agricultural and rural development.

Five major issues were emphasized in that letter guaranteeing successful institutionalization of the project whenever they are fully fulfilled. These include developing a group of trained trainers and managers, the capability to continue to train trainers, managers, and other personnel on an expanded basis, tested practical training procedures which have been adjusted to Egyptian needs, a country-oriented reference book, and the capability to conduct consultancy with participants who have returned to their jobs following the completion of their training courses.

Achieving these five objectives is believed to lead to project institutionalization, which in turn is thought to provide the necessary and sufficient conditions for achieving the final goal of the project. Achieving the initial five objectives was planned to require satisfying three consecutive technical components. The first of which is related to conducting training courses for trainees and agricultural managers. A group of these individuals was to be selected to receive advanced training in the ASIP approach. These advanced courses would include research, training, and consultancy.

The third component is jointly carried by Egyptian trainers and GAI team to identify major agricultural/rural development management needs, ~~locate materials and information dealing with these needs,~~ locate materials and information dealing with these needs, classify and use this information to prepare a country-

oriented reference book, and prepare training tasks that use a "learning by doing approach". The ability of the MOA to continue the training will constitute the institutionalization of the ASIP approach in Egypt. This will be the major criterion for the success of the project.

Methodology of the ASIP Project: The ASIP approach to training is a blend of a specific training process and a specific body of substantive materials. The training process, devised by the Coverdale Organization, involves learning from experience by using a systematic way of getting things done to achieve objectives. The substantive materials are contained in the Reference Book.

The Coverdale method requires managers to attend two residential courses at which they can practice methodological learning and begin to discover the benefits and concepts that underlie learning from experience. The second course is designed to follow the initial learning experience after managers have spent a few months back at work. This course is designed to allow the manager to develop skills of leading and managing. For key managers in an organization who seek developing deeper knowledge of the principles, and for others who may help to run Coverdale Learning Courses, a third full-time learning experience is conducted. This residential course is best undertaken by the selected managers between six months and a year

after they have attended the second course. ¹

Most attributes found in the Coverdale courses are adapted by the ASIP training approach. The first week of the course is largely allotted to carrying fairly simple tasks based on lessons of experience contained in the Reference Book. In the second week of the course, a specially tailored Coverdale - type course is given that emphasizes management principles and practices. Beginning with the third week, participants use the management principles they have learned in the second week of the course to carry out more complicated tasks largely based on the substantive materials in the Reference Book. ¹

General Features of Egyptian Agricultural Management Problems

The most important management problems of the Egyptian agricultural sector could be divided into two major groups. The nature of the first one is general, i.e. applicable to set methodologies. The second group of management problems are of specific type, i.e. applicable to particular situations and given location. Training activities, therefore, have to proceed through two main directions, namely horizontal concept as well as the vertical one. Training programs have to focus on various managerial levels, i.e. line, middle level and senior managers.

The major management problems of the Egyptian agricultural

¹The Coverdale Organization, Learning for Self Development
London, Lidel Org. Ltd., 1978, pp. 12-16.

sector are both structural and educational. Educational curricula of colleges of agriculture and veterinary sciences generally provide inadequate knowledge of agricultural social sciences, notably management. Graduates of those colleges chiefly lack basic knowledge of techniques required for modern scientific management. Available evidence indicates a possible potential of increasing efficiency within the existing agricultural management system. However, the system has also to be developed as the people change in order to permit achieving sound efficient levels.

There exists a wide gap between major management problems identified by the project according to the letter of agreement, and its supporting documents, notably the PTC report and the summary description, and what has been implemented during the period Sept. 1977 - Feb. 1980. Problems stated in the agreement are amenable to training, but those treated in the implementation are, to a certain extent, amenable by a specific type and unique training methodology.

There exists other approaches for agricultural management training that offer more attractive options for another project. These approaches are not perfect substitutes for each other, for example case study may be preferred for training senior management levels, whereas a blend of other approaches is thought to be optimal for middle management. Specific conditions for Egypt have to be incorporated within these approaches, i.e. management problems are rather unique which in turn require a blend

of different approaches covering both behavioural and quantitative aspects of management. Among the several behavioural aspects of management, the project has in fact emphasized only one management skill, i.e. the systematic approach to planning. As it has been stated in the letter of agreement and its supporting documents, i.e. the summary description, the PTC report, and Annexes of the Reference Book, ought to have covered both behavioural and quantitative aspects of the most important management problems amenable to training.

The methodology of training described in the project documents is relevant and appropriate to Egyptian agricultural management problems. However, in view of the fact that what has been implemented is quite different from what has been planned and agreed upon, the methodology seems inadequate and ineffective to overcome major management problems amenable to training. Major agricultural management problems addressed by the letter of agreement and its supporting documents include both behavioural and quantitative aspects and they remain almost unfulfilled.

The Role of Middle Management in Bridging the Gap between Planning and the Farmers

By the late fifties and early sixties Egypt adopted strict centralized national planning as a strategy for socio-economic development. Coupled with socialism as an ideology for socio-economic organization during that period the government started to practice an excessive increasing role in controlling economic activities. Foreign as well as Egyptian enterprises were subject to wide scale nationalization. This trend was not only confined to strategic and/or public utilities. On the contrary it extended to nearly all kinds of economic activity, i.e. industry, trade, transportation, education, and construction. The entire banking system, insurance companies, as well as the international trade, and sizable part of the wholesale trade were nationalized.

With respect to the agricultural sector the strategy of control was rather different. Following successive reductions of maximum ownership of cultivated areas, and imposing strictly rigid relationships on the tenancy system, the regime found itself in direct confrontation with increasing numbers of small ownerships. Announced reasoning underlying the land reform act of 1952 and its amendments was to eradicate imperialism, exploitation, and feudalism of large landlords. Eradication of political powers of large landlords and their support to political

parties antagonizing the new regime might be the actual driving forces underlying such actions. The strategy, by the early sixties, shifted to strictly controlling both inputs and outputs of the agricultural sector rather than nationalizing and/or confiscation of land ownership. Marketing of major crops, namely cotton, rice, wheat, onion, and sugar cane, was monopolized by the government under the title "cooperative marketing".

Cooperative system was directly controlled by the government and its functioning was entrusted to a group of professional politicians in support of the regime. Corruption dominated activities of coops at its various levels. Agricultural credit was firmly brought under governmental control. Distribution of non-farm inputs, notably fertilizers, machinery, spare parts, and insecticides was entirely confined to governmental agencies and coops. Prices at the farm level for major cash crops, notably cotton, rice, wheat, onions, and sugar cane, were determined annually by a cabinet committee known as the "Committee of Production." Different ministries are represented in that committee, i.e. ministries of planning, industry, supply, agriculture, land reclamation, treasury, economics and international trade. This committee is entrusted with respect to the farm sector, the authority of both determination of the cropping system of the cultivated area as well as setting prices of cash crops at the farm level. Trends dominating the committee since the early sixties were to allocate the cultivated area to various crops in a way that guarantees producing given volumes of cash crops

monopolized by the government. Farm prices for these crops were set at the bare minimum in order to maximize governmental revenue and to subsidize the urban sector by cheap final farm products, as well as the inefficient governmental industrial plants by raw materials.

Farmers, on the other hand, started an unorganized non-collusive trend retaliating such policy. Their antagonizing tendencies followed different dimensions. They shifted to other crops that were not governmentally controlled, i.e. horticultural and truck crops, forages and livestock products. Others neglected production of governmentally controlled crops, devoting variable inputs, notably labor and fertilizers, to other competing farm products. Antagonism to this policy followed a third dimension, namely negligence of quality. This is notably noticed with respect to cotton, where superior grades such as extra and good fully good, have almost vanished.

The gap between farmers and planners under the Egyptian conditions, is mostly due to structural factors that are far beyond the authorities and functions of middle management. This group of employees are mostly civil servants that have to implement plans and decisions that are taken by more senior management. Studies and investigations presented by the Minister of Agriculture for the Cabinet and the committee are prepared by a group of senior managers and their assistants. This is also true with respect to other ministries. This group of managers ought to be the major media of training if the gap between planners and farmers is to be bridged. Stated differently, the project is not

expected from the first beginning to achieve its ultimate goal of bridging the gap between farmers and planners, even in the case of satisfying all the training needs of the middle management, simply because this class of the labor force is entitled neither the authority nor the functions of doing so.

Relevance of the ASIP Approach to the Egyptian Training Needs

The ASIP approach, as well as that of the Coverdale Method, are used to train well experienced managers. They assume minimum knowledge with modern management techniques. The educational systems of the U.K. and the U.S.A. guarantee that college graduates are acquainted, to a given level, to the basic techniques of modern management. This fact can also be figured from the type of tasks given in the Pilot Training Course of the GAI. They included preparation of rural development models for African and Asian countries, regional development planning, stock-taking and diagnostic survey, establishing PERT network for project implementation, and preparation of extension programs covering both subsistence and commercial farmers. Dealing with these tasks require thorough knowledge and wide experience with modern management, economics, sociology, as well as other social sciences. It has to be mentioned in this concern that the initial evaluation for the ASIP approach was carried with respect to this excellent training program conducted with the PTC.

The type of training covered in the Egyptian courses in terms of quality, is far beyond that of the PTC. Tasks are

fairly simple, and some of them are really funny. Examples are found in using playing cards to be arranged in a given order, drawing cartoons for your colleagues using bricks for building a tower, and using colored papers to be mixed in a given order. These tasks can be used to train pupils of the preparatory and primary schools for the systematic approach, but seem entirely insufficient for developing the skills of middle managers. It is true that most of the trainees direly lack basic knowledge with modern management techniques. The vast majority of them are graduates of the colleges of agriculture and veterinary science, where the curricula do not include even a single course of management. Their managerial performance depends on two factors, namely personal abilities and experience, but all of them entirely lack knowledge of scientific techniques of modern management.

The Coverdale method and its modified version known as ASIP, therefore, are not appropriate to conditions of Egyptian agricultural middle management. They need to be modified to fit better these conditions. Incorporating the training program the knowledge of modern scientific management techniques is one of the basic requirements of modifying the ASIP approach.

The Gap between the Managing Committee and the Executive Body of the Project

Following the agreement of Sept. 1977, the Egyptian Ministry of Agriculture issued a decree for the formation of both a

managing committee and an executive body for the ASIP project. U.S. project director as well as his Egyptian counterpart were assigned as members of the project's managing committee. The committee was headed by the First Undersecretary of Agriculture for Development, Training and Extension.

Meetings of the committee were arranged on monthly basis. Reviewing the minutes of the meetings, notably in the first year of implementation, reveals that there was an ever widening gap between the executive body and the managing committee. Resolutions and/or ideas suggested by members of the committee to rectify the path of the project or to modify its procedures to fit better the Egyptian conditions were entirely neglected by the executive body.

The managing committee, following the first six months of implementation, asked some of its members in its meeting of June 5, 1978, to conduct an evaluation to determine compliance with the project documents and to recommend modifications to assure better fit to Egyptian needs. The executive body entirely rejected the report and AID formulated another team. The team included a key staff member of the GAI as one of its members. This was one of the most striking facts designating the job carried by that team, namely to ask somebody to evaluate his activities. The team, in spite of that, came to the same conclusions previously presented by members of the managing committee.

Another example is found in the minutes of the meeting held by July 10, 1978, where one of the members advocated constructive proposals for rectifying the implementation of the project. The chairman of the committee himself supported the proposal and asked for more qualified personnel to join the senior management training course. However, the course was run in the same way as those of the middle management and by the same staff members. The committee within the same meeting proposed extending the course of middle management to three weeks and incorporation of modern scientific management techniques in the training program. However, the executive body insisted on running the course as it is.

The managing committee within the meetings of July 10, 1978 and August 24, 1978 proposed valuable constructive measures for institutionalizing the project. These include selecting 15 of the most promising trainees to be sent to the U.S.A. to attend advanced courses in modern management, scientific techniques, learning by doing, management by objectives, as well as other management training aspects. Meanwhile, the committee proposed establishing a center for training and research of agricultural management in the barrage training center. The center was expected to be provided with necessary audio-visual aids as well as other equipment and materials required for its activities. Had these proposals been thoroughly investigated, adjusted, and implemented the institutionalization of the management training would have been a reality nowadays, and the issue would have not been facing the entire collapse expected following the termination of the project by next July.

Compliances of the Project to USAID's Letter of Sept. 9, 1977

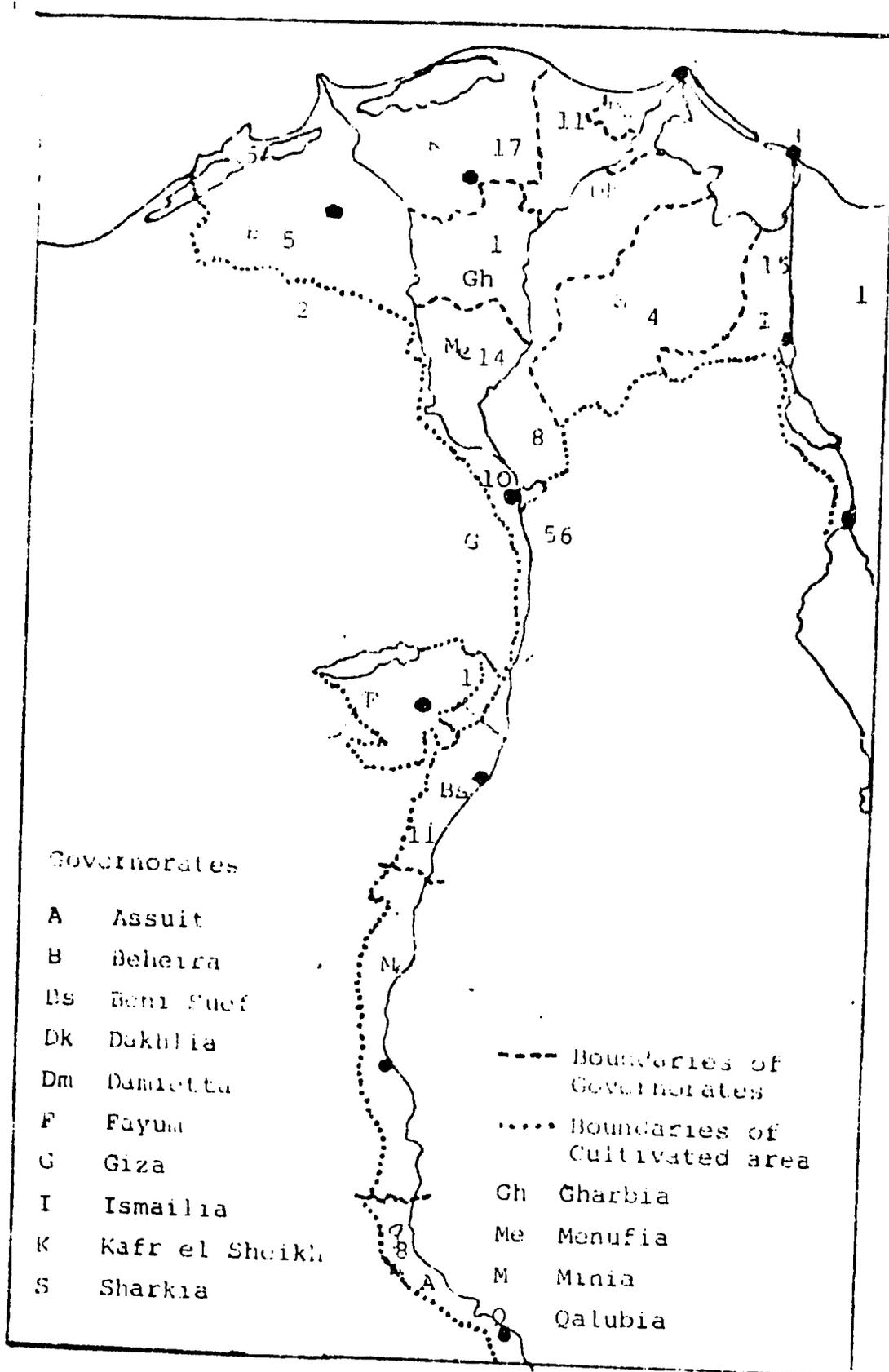
Training Middle Management: The Coverdale approach and its modified version known as ASIP as described in the letter of agreement of Sept. 9, 1977 and the project documents, i.e. . . . summary description, PTC, and Annexes of the Reference Book exactly fits the Egyptian needs. It would turn to be most beneficial had it been modified to meet Egyptian conditions. The approach, in view of the well known reputation of the Coverdale Organization and the evaluation of the PTC, seems highly successful. However, courses conducted for middle management of Egypt reveal a level of success that is largely far from that of the PTC.

The project conducted, within the last two years, eight courses for middle management, one for the senior level, and two for the advanced level confined only to those who are selected to join the ASIP staff. Middle management courses failed to achieve their planned objectives. The conducted courses are quite different from those described in the project documents. Training in modern techniques of scientific management was deleted from the courses. Simple unrealistic tasks such as drawing cartoons, finding maximum number of words using a given number of letters, building a tower using a given quantity of building playing bricks, and sorting of playing cards, have replaced the realistic, interesting and beneficial tasks used in the PTC. Each course included only one realistic

Table (1): Geographical Distribution of Senior and Middle Managers Trained by the ASIP Project

Governorates	Trainees		Follow up Program	
	Senior Course	Middle Mang.	Workshops	Dis. Groups
Cairo	4	56	6	2
Gharbia	-	1	-	-
Giza	1	10	-	-
Beheria	-	5	-	-
Qualubia	-	8	2	2
Menoufia	1	14	-	-
Alexandria	-	5	-	-
Fayoum	-	1	-	-
Dakahlia	3	11	-	-
Nubaria West	2	10	-	-
Port Said	-	1	-	-
Sinai	-	1	-	-
Assuit	-	8	-	-
Ben-Swif	-	11	-	-
Kafr El-Shiekh	2	17	3	1
Ismailia	2	15	4	2
Sharkia	-	4	-	-
Sohag	-	4	-	-
TOTAL	15	182	18	7

Source: Compiled and computed from Records of the ASIP Project, (Unpublished Data).



Geographical Distribution of Trainees of Middle Management

task to be conducted by the end of the course. This task was the same for all of the eight courses, namely determining the problems of the village agricultural cooperatives. The Egyptian agricultural sector faces numerous complicated and interrelated problems related to marketing, cropping system, mechanization, shortage of non-farm inputs, pricing of major field crops, etc., that can be used for formulating realistic tasks beneficial both to the trainees and the national economy.

The Coverdale method, i.e. learning by doing is used for training well experienced managers who do not lack sufficient knowledge in modern scientific techniques of management. Both of these assumptions are not valid under the Egyptian conditions. The project implemented standard training course, i.e. which is the same for the eight courses quite different from that specified in the documents, with no trial whatsoever to modify the course to better fit training requirements of Egyptian middle level management or to cope with the problems facing Egyptian agriculture.

In a questionnaire covering a sample of 39 managers who have attended the course, 33 of them expressed their desire for extending and modifying the course. Nearly one-half of the managers asked for more practice on realistic and complicated tasks. Three main factors were satisfied in the PTC that in turn yielded a highly successful training course. These include type of trainees, tasks used for training, and running the course by highly skilled and well experienced personnel from the Coverdale Organization. Trainees attending the PTC course were thoroughly selected by AID agencies in various countries. All of them were well experienced in management techniques and practices. None of them lacked sufficient knowledge of the English language or modern techniques of management. The tasks were interesting and beneficial, requiring a thorough knowledge of management planning, economics, sociology, as well as other social sciences.

The presence of highly qualified, well skilled and experienced staff members of the Coverdale Organization and their active participation in running the PTC was of vital importance in achieving an extremely successful program. Staff members carrying out the Egyptian program are neither sufficient nor of comparable experience to those who carried out the PTC. The project employed only two full time experts, with one of them acting as a director. They were fully busy with administrative responsibilities working here and there devoting major part of their time in communication with AID, Egyptian Training Division (ETD), Agricultural Training Board (ATB) and AID. They have to report periodically to various agencies, travelling all over the country to select new participants and to organize follow-up programs, including training workshops and discussion groups. As a new training course starts three additional coaches are invited from abroad to assist the permanent staff. The project used, during the early training courses, to invite a member of the Coverdale Organization to participate in its activities. In spite of the fact that most participants highly appreciated his efforts, the executive body of the project neglected his invitation to later courses.

A comprehensive and well integrated system of follow up is required for the trainees following their return to their initial jobs. Because of this the managing committee advised the executive body of the project from the beginning to concentrate its activities within four governorates. However, the project scattered its activities over 18 governorates,

extending from Alexandria and Port Said in the north to Assuit and Sohag in Upper Egypt. The executive body of the project explained such scattering by the nonavailability of funds for providing per-diem for participants at the governorate level. However, the First Undersecretary of the MOA in his meeting with the evaluation team on March 13, 1980 denied such an assertion, indicating that central agencies of the ministry are responsible for providing such funds.

The full benefit from the course requires that trained participants, after attending the program and returning to their initial jobs should join periodic workshops, followed by consultancy activities. In other words, the approach consists of three consecutive chain rings, namely residential course, followed by on the job workshops, then consultancy activities. In view of insufficient permanent staff members, and their increased responsibilities, as well as wide spread trainees, the project was almost unable to conduct the following two chain rings required for the approach to be fruitful, namely workshops and consultancy. This is quite obvious from data on Table (1), where neither workshops nor consultancy were conducted for more than one-half of the middle managers attending the course.

A single training course was held for senior management. In spite of the fact that the managing committee of the project had drawn the attention of the executive body to modify the

course to fit their conditions, and that the chairman himself expressed his desire that at least three well qualified and experienced staff members should join the program, the project executive body insisted on running the course according to the standard one used for the middle management and by the same personnel. The approach seemed not as interesting and convincing, to the extent that six out of the fifteen senior managers withdrew in the first week of the course.

Vertical Integration in Training: Vertical integration in carrying out the training activities is of vital importance for the workability of the system. Different management levels require varying degrees of training. Emphasizing a given level of management and neglecting other levels is not likely to achieve better vertical communication and understanding. The project during the last two years, exclusive of the unsuccessful senior management course, has not considered such an issue. However, the contract between AID and GAI is restricted to middle management.

Trainees attending the course are in favor of such issue. In a sample of 39 middle managers, 36 of them expressed their desire for their supervisors to attend the course. Twenty-three of them justified their approval, hence their supervisors can learn techniques of modern management. It was decided in the meeting of the evaluation team with the First Undersecretary of MOA on March 13, 1980 that the project should concentrate

only in two governorates, emphasizing meanwhile vertical integration in its training activities. However, the course needs to be modified to better fit training needs of different management levels.

Availability of Trained ASIP Trainers: Availability of sufficient well-trained, and qualified trainers represents the most important element of institutionalizing the ASIP approach. The managing committee, more than one year ago, advised the project executive body to select fifteen of the best trainees to be prepared as trainers for the ASIP approach. It advocated the idea of sending this group to the United Kingdom or the U.S.A. to acquire experience and skills required for carrying on the activities of the project. However, the proposals were entirely neglected, until a couple of days ago when the director of the project contacted the MOA about sending four of the local staff members to the U.S.A. for 45 days, keeping in mind that the project is to terminate in July 1980, and that these personnel are assumed to be fully responsible for carrying out the activities of the project.

Preparing a dependable trainer requires at least two years. According to instructions of the Coverdale Organization, he has to be a manager, well experienced, and qualified in modern management. He has to satisfy certain critical conditions concerning abilities, intelligence, personality and persistence. Selected participants have to attend at least three courses of

the organization. Every two consecutive courses has to be interrupted by a period where the participant returns to his initial job practicing his acquired skills. His experience and skills are further supported by continuous and extensive training.

Investigation of local staff reveals the conclusions that they have not acquired the skills and experience to pursue a satisfactory training program. Up until March 1980, it can be said that the project has been able to prepare a team of members capable of carrying out its activities. This team consists of nine members, classified into three groups; namely course directors, coaches, and assistant coaches. Interviewing some of them reveals the fact that they can only repeat the standard course as it is with no ability whatsoever to modify the approach or its components to satisfy varying situations.

They expressed their beliefs that the approach as implemented in Egypt does not satisfy the training needs. It is necessary, first of all, to start by determining Egyptian training needs, an issue that has never been considered by the project. The questionnaire used by the project in the later courses is entirely insufficient for determining Egyptian training needs. Determination of the training needs requires first of all, a complete job description, followed by extensive and repeated visits to different locations. Extensive meetings and discussions

with individuals related to their roles and responsibilities have to be conducted. Actual as well as standard performance can be determined and the gap between them has to be ascertained. Reasons underlying the existence of such a gap have to be thoroughly analyzed and investigated, part of which can be overcome by proper training. This part represents the training needs. The requirements determined by the project and erroneously defined as "training needs" have no role whatsoever in the project. The method adopted within the standard training course run by the project depends on pre-determined tasks that may or may not conform to what has erroneously been termed "training needs". They expressed their dire need for experts specialized in modern management techniques, where the project has to be modified to incorporate both types of management.

The project nowadays is running short of time. It has within the few months left to prepare an extra two teams. Preparation of members of these extra two teams is highly inefficient and largely inadequate. Anybody who attends a course is considered as a coach or assistant coach. Each course is a typical copy of the first one. No modification or adjustment has been introduced. The local staff is entirely unable to modify the approach or prepare training tasks. None of them is able to adopt from the Egyptian environment tasks that can be used in the training courses. All that they can do is to just re-arrange the set of tasks. None of the local staff has been trained in scientific methods of measuring and

discovery skills. In spite of the fact that several objective scientific methods for skill discovery and measurement exist, none of the local staff has been trained to use such methods. The only way for doing so is to rely on observation, which is a subjective method that is highly affected by personal judgement. All of them have admitted the fact that a huge wide gap exists between their experience and skills and those of the foreign experts, notably the one who was invited from the Coverdale Organization.

Identification of Egyptian Management Training Needs: The letter of USAID of Sept. 9; 1977 specifies that the GAI team and the Egyptians who are selected as trainers will then "identify the major Agricultural/Rural development management training needs in Egypt." Needless to state that the project has relied on erroneous and non-scientific methods for determining these needs. It relied on a questionnaire distributed to middle managers who are selected to attend the latest training courses. The findings of this information may or may not conform to Egyptian training needs.

Training needs are almost of dynamic nature. This is due to the non-static conditions of economic activity. Techniques of production as well as types of agricultural production are not likely to remain unchanged over time. Examples are found in extensive drive towards farm mechanization to avoid labor shortage, and in increasing investments in commercial poultry

production as well as fish farming. Training needs, therefore, are of dynamic, i.e. non-static nature. The ATB of the Egyptian agricultural sector has, in cooperation, with other foreign and international organizations, conducted some studies related to the determination of Egyptian training needs. These include:

1. Management Development Center for the Agricultural Sector, prepared in cooperation with the ILO of the United Nations and financed by UNDP, Cairo, 1980.
2. Mohamed Abbas, Proposed New Strategy and Plan to Rectify the Existing Agricultural Training, ATB, Cairo.
3. Armstrong, C.W., R.H. Leaney and J.F. Winterbottom, Report on Training Courses Operated for the Egyptian Ministry of Agriculture, The British Council and Overseas Dev. Ministry, Cairo, Sept. 1975.
4. Armstrong, C.W., and A.W. Ingram, Report on Training Courses Operated for the Ministry of Agriculture, The British Council, Cairo, April 1975.
5. Smith, H.P.E., Report on Certain Aspects of a Proposal to Establish a Center for Ag. Management Studies in Egypt, Tech. Educ. and Training Organization for Overseas Countries, London: Commonwealth Dev. Corp., 1977.
6. Atkinson, J.M., and S.E. Niemeyers, Ag. Education and Training in Egypt, Management Training, London: Tech Educ. and Training Organ. for Overseas Countries, 1976.

Training Materials: USAID letter of Sept. 9, 1977 specified that the project should, by the end of its duration, have prepared the necessary training materials which can be used for further continuation of its activities. These training materials include tested practical training procedures which have been adjusted to Egypt's specific needs, a country-oriented Reference Book which identifies agricultural and rural development management practices relevant to Egypt's needs, and prepare training tasks that use a "learning by doing" approach and other course materials directed towards meeting identified Egyptian needs.

Achieving these objectives related to training materials represents the second important condition for institutionalizing the project. Investigation of project activities reveals that almost none of these objectives has been or is likely to be fully achieved by July 1980. Available evidence indicates that courses of the middle managers are of standard procedure using the same tasks. No alternative procedures or modifications were introduced, and therefore nothing has materialized to be tested. The project, accordingly has failed to provide tested practical training procedures which are adjusted to fit better Egyptian training needs.

USAID letter of Sept. 9, 1977 has specified the consecutive steps for preparing an Egyptian Reference Book.

It states that GAI team and the Egyptians who are selected as trainers will firstly identify major Agricultural/Rural development management training needs in Egypt. Following that they have to locate materials and information that deal with these needs. Thirdly, the team has to classify and use this information to prepare a country-oriented reference book for Egypt. The project with respect to the first step, namely identification of management training needs, has not yet started its activities, but it is in fact adopting a method that leads to erroneous and misleading results. The following two steps cannot be systematically implemented.

Availability of an Egyptian Reference Book is a basic condition for successful implementation of the ASIP approach. In fact, introducing the use of the substantive material of the Reference Book represents the basic modification of the Coverdale method to yield the ASIP approach. On running the PTC a world wide Reference Book was available for all trainees from the first beginning of the course, an element that might have participated in the success achieved by that course. Such substantial material is not yet available for Egypt, a factor that may help explain the unsuccessful application of the procedure. The project instead of preparing an Egyptian Reference Book has started translating the original one. Two chapters of the original Reference Book, namely 10 and 13, have been translated to Arabic. Availability of a Reference Book is highly appreciated by middle managers. In a questionnaire for 39 middle managers, 31 of them expressed the need for such a book. Nearly one-half of them indicated using it, whereas

30 have expressed their desire to have it translated into Arabic. However, 38 managers out of 39 expressed the dire need for an Egyptian Reference Book. Given the current conditions of the project, it can be assured that achieving the objective of an Egyptian Reference Book by next July seems practically impossible.

Preparing training tasks that use a "learning by doing" approach and other course materials directed towards meeting identified Egyptian needs represents the third component of training materials necessary for institutionalizing the ASIP approach. Available evidence indicates that the eight middle management courses as well as that of the senior level were carried out using almost the same set of tasks. Local staff members expressed their inability to modify the procedure or select tasks relevant to Egyptian conditions. In fact they have not been trained to prepare tasks or modify the procedure. They did not acquire the skills or experience to understand the basic foundations of the system. In carrying out their activities they are almost functioning as a parrot, repeating in a mechanical way what they have been taught.

Institutionalization of the ASIP Approach: Institutionalization of the ASIP approach was of top priority of USAID. The agency expressed in its letter of Sept. 9, 1977 such institutionalization of the approach would represent the major criterion for determining successful implementation of the project. The same document specifies that capability to continue training activities with respect to trainers, managers, and others on expanded basis, as

well as capability to conduct consultancy represents the basic objectives of the project.

Institutionalization of the ASIP approach requires satisfying three basic conditions, namely the existence of a physical and legal entity of the approach that is vertically and horizontally integrated in the structure of the MOA, availability of well trained, capable, experienced and skillful local staff members, in addition to extensive availability of training materials with its three major components, i.e. an Egyptian Reference Book, prepared training tasks and other course materials directed towards meeting identified Egyptian needs, and tested practical training procedures which have been adjusted to Egypt's specific needs.

Concerning the first condition, namely the existence of a physical and legal entity of the project that is well integrated, both vertically and horizontally, within the structure of the MOA, no realistic steps have been taken. The managing committee a year ago proposed the existence of such an entity. However, the proposal was entirely neglected and not a single legal and/or administrative realistic step has been taken in this direction. The local staff members are entirely unable to modify the approach or adjust it. They expressed their inability to select training tasks directed towards meeting identified Egyptian needs. They are not capable of formulating and testing training procedures which are adjusted to Egypt's scientific needs. Neither have

they acquired the capability to conduct consultancy with participants. They are trained to use an erroneous method, i.e. a questionnaire, to measure training needs. They do not acquire the skills, experience, and talent to carry out their responsibilities according to satisfactory levels. They are capable only of mechanically repeating the standard middle management course using the same set of unrealistic tasks that were used in the eight courses of the project.

The three major components of the training materials namely an Egyptian Reference Book, tested practical training procedures adjusted to Egypt's specific needs, and prepared training tasks and other course materials directed towards meeting identified Egyptian needs, have not yet become available. According to these deficiencies capability to continue training activities is highly doubtful, and largely questionable. This is entirely true with respect to ability to train trainers and senior management. Capability to conduct consultancy is highly suspicious. Institutionalization of the ASIP approach seems, given these conditions, to be rather impossible and extremely questionable.

Extent the GAI Met the Contract's Requirements

Responsibility of Cooperated Project Partners: The unsatisfactory results achieved by the ASIP project can be attributed to insufficient, in terms of both quality and quantity, inputs

provided by one or more of the partners cooperating in designing and implementing the project, namely the USAID, the MOA, and the GAI. Inputs provided by both the USAID and the MOA are ascertained by other members of the evaluation team. Discussion, in this concern, is going to be confined to the role of the GAI. However, it has to be kept in mind that this role might have been affected by the insufficient inputs provided by one or more of the other two partners. It has also to be emphasized that the GAI has the sole responsibility for the technical aspects of the project. Therefore, the contractor is held responsible for the unsatisfactory technical results attained by the project.

Training Activities of the Project: Training courses conducted under the Egyptian conditions are quite different from those described in the letter of agreement and project documents, i.e. the PTC, the summary description, and Annexes of the Reference Book. The middle management training courses conducted in Egypt emphasized only one behavioural skill, namely the systematic approach. It entirely neglects the techniques of modern scientific management, as well as other behavioural skills. Workshops, discussion groups, and consultancy services were quite inadequate. These activities were not provided for nearly one-half of the middle managers who attended the courses. Effect of the project to satisfy training needs for middle management is entirely insufficient, simply because the project has failed to identify these needs.

Egyptian trainers are neither sufficient nor had adequate experience and skills to carry on training activities. They are trained to determine training needs using a misleading and erroneous procedure. They direly lack knowledge and experience of using scientific objective methods of skill measurement. They can mechanically arrange the standard insufficient and inadequate training courses of middle-managers. However, they are entirely unable to conduct advanced courses to train trainers, since they themselves direly need to be thoroughly trained.

Training Materials; The CAI has almost failed to prepare an Egyptian Reference Book. Preparation of such output requires determination of training needs, followed by locating materials and information that deal with these needs, then classifying and using this information to prepare the Egyptian Reference Book. The first step, namely determining training needs, has not yet been satisfied.

Training materials in Arabic and English for the fairly simple unrealistic tasks are available. However, prepared training tasks that use "learning by doing" approach, and other materials directed towards meeting identified Egyptian needs are not yet available. This is because training needs are not yet identified. The CAI confined its activities in this regard to a standard course using a given set of tasks. Not a single trial was carried out to formulate and test practical training procedures which have been adjusted to Egypt's

specific needs.

The executive body did not provide the evaluation team by the Planned Project Tracking Network Chart, as well as the Country Work Plan. The executive body of the project, however, used within the first year of implementation to present a six months' plan for the approval of the managing committee.

Institutionalization of the Approach: As it has been previously indicated, institutionalization of the ASIP approach requires satisfying three main conditions, namely sufficient and adequate training materials, a group of highly experienced, capable well trained Egyptian trainers, and an organization capable of continuing ASIP training after the project's completion. Results related to the first two conditions are quite insufficient and entirely inadequate. Not a single step was taken to establish an organization capable of continuing ASIP training activities following the project's completion.

Conclusions

In view of the previous discussion it seems that the project has failed to achieve its objectives. The input of the GAI was quite insufficient and inadequate for achieving these objectives. Training needs of middle management require first of all to be determined, and the approach has to be adjusted and modified to meet Egyptian needs. Tested practical training procedures

adjusted to Egypt's conditions have to be formulated. A group of well experienced and capable trainers has to be prepared. A country oriented Reference Book for Egypt has to be prepared. Training tasks that use "learning by doing" approach and other course materials directed towards meeting identified Egyptian needs have to be provided. In a nut-shell, the project and the GAI have failed to satisfy their objectives, leaving the situation almost the same as it was prior to implementation.