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ASSESSMENT OF THE
ROLE AND ORGANIZATION
OF THE
PLANNING UNIT

MINISTRY OF COOPERATIVES
AND MARKETING
UGANDA

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Kampala, Uganda

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Preface

This report was prepared by the ACDI Team Leader for the USAID Food Production Support Project, Thomas H. Carr, who is attached to the Planning Unit of the Ministry of Cooperatives and Marketing as the Ministry Planning Advisor. This assignment of assessing the role and organization of the Planning Unit and submitting recommendations for organizational improvements, proposing staffing and equipment requirements and identifying the objectives and purpose of the Unit, was conducted to meet specific requirements in the advisor's terms of reference as stated in his letter of assignment.

The relevance and thoroughness of the report is due entirely to the participation and valuable input of the Planning Unit staff, namely M. Kaliisa, Principal Planning Economist, and W. Ssenfuma, Senior Planning Economist, who regarded my critical assessments in the constructive sense and my recommendations as feasible but flexible alternatives. The personal interest and participation of the Permanent Secretary who analysed every detail of the report and made very appropriate contributions which are included in this final draft is also greatly appreciated.

I would also like to commend the Commissioners, Assistant Commissioners and the staff of the two Departments for their enthusiastic participation and professional contributions to my assessment of the Ministry data reporting system. I can only hope that the forthcoming implementation of approved recommendations as stated in the report will assist them in their operations and that they will be able to benefit from the services of an improved Planning Unit.

Thomas H. Carr
ACDI Team Leader (USAID/FPSP) &
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TABLE OF CONTENTS

	Page
Preface	1
Table of Contents	11
List of Acronyms	1v
Introduction	1
Background	2
PART I <u>POSITION ANALYSIS</u>	
A. Purpose of Planning	3
B. Role of the Planning Unit	3
C. Organizational Design	6
D. Staff Requirements	7
E. Staff Secondment	8
F. Logistical Requirements	9
1. Support Services	10
2. Equipment	10
3. Computerization	11
4. Supplies	12
5. Office Furniture	12
6. Office Accommodation/Security	13
PART II <u>MAINTAINING A DATA BANK</u>	
A. Introduction	14
B. Data Management	15
C. Data Collection	15
D. Assessment of the Ministry Reporting System	16
E. Identification of Reported Data	19
Marketing Department	20
Cooperative Development Department	22
PART III <u>Role of the Ministry in Cooperative Sector Planning</u>	
A. Planning Coordination	25
A.1. Inter-Departmental Coordination	25
A.2. Inter-Agency Coordination	27
B. What is Cooperative Planning?	28
B.1. Uganda Cooperative Alliance	29
B.2. Ministry of Cooperatives and Marketing	29
C. Scope of Planning	29
D. Cooperative Sector Development Plan	31
E. Bottom Up Planning Process	31
F. Linkage Between Planning and Budgeting	32

TABLE OF CONTENTS (continued)

	Page
PART IV <u>PROPOSED PLANNING UNIT</u> <u>OPERATIONS MANUAL</u>	
A. Objectives	33
B. Mission Statement	33
C. Organizational Design	35
D. Explanation - Organization Design	36
E. Staffing Requirements	38
F. Schedule of Duties	39
Head of Unit	39
Head of Research/Statistics	41
Research Officer-Marketing	42
Research Officer-Cooperatives	43
Statistics Officer-Cooperatives	43
Statistics Officer-Marketing	44
Computer Operator	45
Head of Project Planning/Analysis	46
 Annex I Ministry Policy Objectives	 47
Annex II Planning Unit Supplies and Equipment	49
Annex III Itinerary for MCM Assessment	51
Annex IV Definitions of Planning Terms	52

LIST OF ACRONYMS

1. ACDI	Agricultural Cooperative Development International
2. ADB	African Development Bank
3. ADP	Agriculture Development Project
4. CBU	Cooperative Bank of Uganda
5. CCD	Commissioner for Cooperative Development
6. CCS	Cooperative Credit Scheme
7. CM	Commissioner for Marketing
8. CMB	Coffee Marketing Board
9. CPE	Chief Planning Economist
10. DCO	District Cooperative Officer
11. DU	District Union
12. EEC	European Economic Community
13. FPSP	Food Production Support Project
14. LMB	Lint Marketing Board
15. MCM	Ministry of Cooperatives and Marketing
16. PMB	Produce Marketing Board
17. PPE	Principle Marketing Officer
18. PS	Permanent Secretary
19. PU	Planning Unit
20. RCO	Regional Cooperative Officer
21. RER	Rural Economic Recover (Project)
22. RMO	Regional Marketing Officer
23. UCA	Uganda Cooperative Alliance
24. UCB	Uganda Commercial Bank
25. Unit	Refers to Planning Unit
26. USAID	United States Agency for International Development

Assessment of the Role and Organization of the Planning Unit
Ministry of Cooperatives and Marketing

Introduction

"By failing to plan, one is planning to fail"

The objective of this report is to present a position analysis of the Planning Unit in terms of current responsibilities and organizational structure. In addition to the analysis, the report will: (1) present recommendations and ideas on what the roles and responsibilities of the Planning Unit should be, (2) recommend a reasonable organizational plan which is designed to carry out those responsibilities and (3) identify logistical requirements which are necessary for the staff to effectively fulfill their respective scopes of work.

In order to prepare this report so that the recommendations could be "fine-tuned" to the realities that the Ministry is presently operating under, an assessment was carried out to determine the present state of planning and whether the existing planning facilities are adequate to meet the planning needs of the Ministry. This report includes a comprehensive review of the role of ministerial planning obligations.

Background

The Planning Unit in this Ministry was established in 1983. Its main activity at that time was concentrated on project development work, probably in response to the donor agency involvement that increased after the 1979 liberation war. The operational problems of the Unit in 1983 were similar to the problems experienced by the other section/divisions of the Ministry: lack of qualified staff in adequate numbers, insufficient funding, problems of mobility, no equipment and limited office supplies. But the most noticeable constraint was the lack of a clear definition. There was no official scope of work (Mission Statement) outlining the responsibilities and objectives of the Unit and hence it was difficult to prove what resources were really required.

The situation in January 1988, five years after the Unit's formation, has not changed significantly. There is still no formal Mission Statement, no clear definition of the Unit's objectives, no organizational structure and few resources. It is hoped that this report will provide the guidelines to begin implementing the changes necessary for an effective planning operation to take place.

At the time of the writing of this report, the Planning Unit is undergoing some needed restructuring, and attempts are being made to staff and equip the Unit with the necessary personnel and equipment needed to carry out its functions. These steps are necessary to ensure an effective planning operation but much more still needs to be done. With effective leadership, the Unit should become an integral and indispensable part of the Ministry's operations.

Part I

Position Analysis

A. Purpose of Planning

What is a Planning Unit supposed to do? Before one can analyse the role or staffing requirements, the purpose must be defined. Various personnel in the Ministry have differing opinions on the definition of planning and on the role of the Unit; even the Planning Unit staff itself is not united on this question. This variance of opinion is not unusual and can be expected. "Planning" has different connotations for different people in different positions. But for the Planning Unit to function effectively, there must be a clearly defined and accepted set of objectives. The ones offered here are only a guide; they are meant to be flexible. The Ministry has to make the final decision but whatever is decided, it must be followed up with obligations to adequately staff and equip the Unit to enable it to carry out the agreed objectives.

The recommended objectives of the Planning Unit are:

1. To provide the executive officers of the Ministry with reliable and timely information in the form of specific data or suggested alternative approaches to particular issues with which they can formulate policy and carry out the responsibilities of their respective offices.
2. To identify, plan, appraise, monitor and evaluate Ministry and Movement related programs, projects and policies and to keep the Ministry advised on the results.
3. To coordinate planning activities within the Ministry and other organizations in the agricultural sub-sector and to liaise with the Ministry of Planning and Economic Development with the aim of promoting effective short, medium and long term development objectives.

B. Role of the Planning Unit

Planning personnel have an inherent disadvantage due to the tendency of decision makers to see plans as constraints rather than choices or alternatives. Planners must operate as analysts, researchers and providers of information rather than implementers or decision makers. Their satisfaction is derived from having their input used to formulate effective policies or to implement viable projects.

The activities the Unit is currently undertaking concerns mostly project development. Some project analysis and monitoring, and some miscellaneous assignments which may or may not be planning related is also being pursued. At the moment there is no existing

data processing component, and definitely no adequate data reporting system. Very little research is being conducted, especially research addressing key policy issues. Communication and coordination between the Unit and the two Departments need to be improved especially where data flow is concerned. Although some economic analysis work is carried out, it is only what crosses their desk; there is no position on the staff specifically assigned to aggressively pursue this subject.

There is a tendency here to limit the role of the Planning Unit to just project development. Project planning and development is an important part of the planning process but does not constitute the complete planning package. Other critical components of planning also have to be addressed at the same time and in conjunction with project related work. Establishing and maintaining a viable data base, and conducting appropriate research studies is necessary in identifying problems and assigning priority attention on key issues. A particular project may be recommended as a solution to a problem that has been identified through diligent data analysis and research.

A frank assessment on the Unit is that it is not making much of an impact on the operations of the two Departments nor on the decision making capacity of the Ministry. It has practically no impact on the Movement or the parastatal marketing boards.

The Unit does work conscientiously with good results on the work it is assigned to do - mainly in the project development area. It is highly recommended that the Unit become involved in other important planning areas and that the appropriate number of staff be hired and adequate supplies and equipment be procured to support the staff. These additional recommended activities include:

- Data collection
- Data processing and storage
- Statistical analysis
- Research; for both the marketing and cooperative sectors
- Policy analysis
- Long term strategic planning
- Financial analysis of economic activities
- Financial evaluations
- Project evaluations
- Maintenance of a reference library

These activities can be developed as part of an official Mission Statement. It is recommended that the Planning Unit be required to:

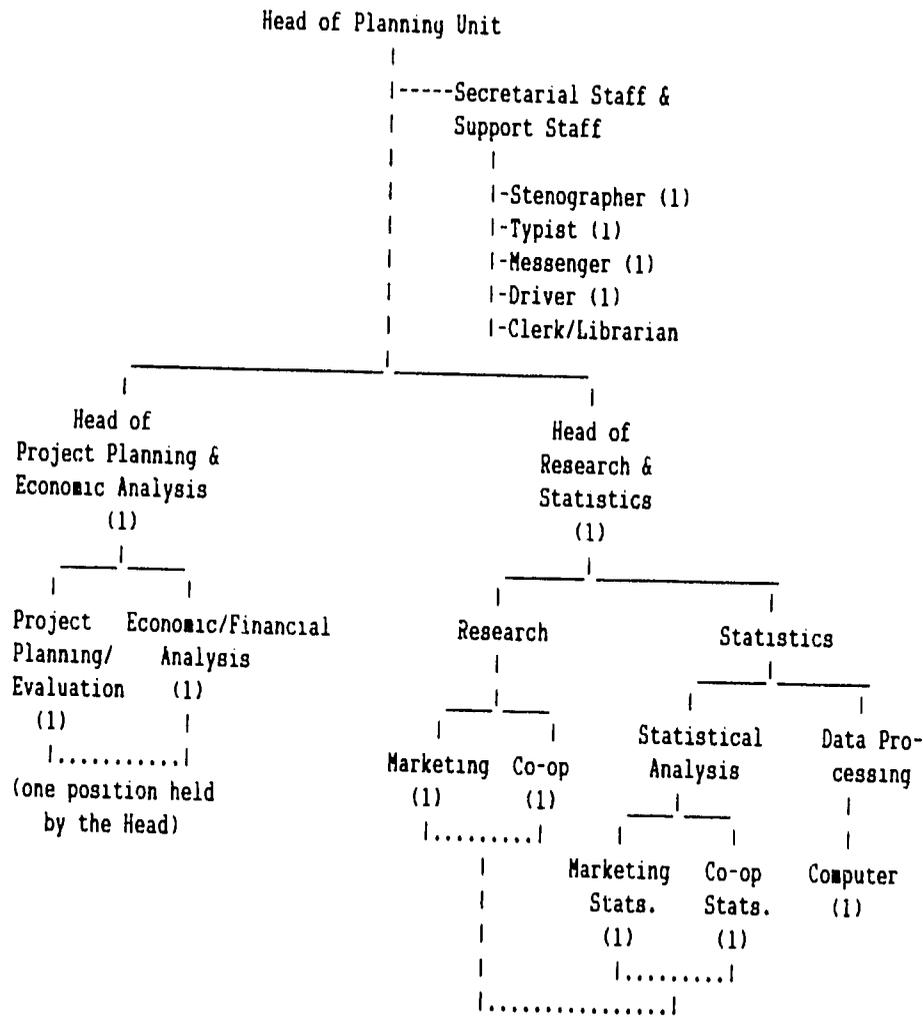
1. Maintain a comprehensive and up-to-date computerized data base. This requires the collection, compilation and storage of all relevant data sent to the Ministry via regular sectional/divisional reports, field reports, weekly or monthly statistical returns, special surveys and data generated by other agencies. Utilizing and improving the field-to-

headquarter reporting system will be emphasized as an alternative to special data collecting safaris.

2. Analyse all data input and make specific conclusions for the purpose of identifying trends, problems, weaknesses and strengths of the cooperative movement and ministry's operations. All processed information will be forwarded to the relative department or section/division for follow-up action and/or feedback.
3. Research and submit policy and program alternatives at the request of the ministry's decision makers. To evaluate the effects of existing policies and programs in terms of short, medium and long-range positive or negative ramifications/results.
4. Research and submit comprehensive development strategies which strive to identify sub-sector trends and consequent problem areas and recommend alternative strategies/actions as solutions.
5. Conduct development planning in accordance with ministerial and national development objectives. This includes the identification and preparation of concept studies for specific ministerial programmes and development projects which address key sub-sector issues.
6. Carry out research and design activities for identified and approved national development project concepts and, where appropriate, proposed economic activities relating to the movement.
7. Conduct preliminary feasibility assessment studies of prepared development project designs.
8. Conduct economic feasibility analysis on economic activities being proposed by movement institutions.
9. Perform periodic monitoring functions on ministerial programs and development projects.
10. Conduct evaluation exercises on national development projects being implemented through the ministry. Evaluation should concern the quantitative assessment of success in achieving project objectives.
11. Coordinate and liaise with other planning entities attached to the various government organizations.
12. Maintain all records, reports, reference books, files and data printouts in a library so that there is easy access to information by all Ministry personnel.

C. Organizational Design

Without deviating too much from previous design proposals the following organizational design is recommended. Recent staff transfers to the Unit as well as still outstanding staff requests have been taken into consideration. There is considerable flexibility in the design process and the Ministry has several options to choose from. This proposed design is recommended to best implement the above stated responsibilities of the Unit.



(1) Number of staff required the first year (1988)
 |.....| Indicates a possible overlapping of duties.

Total Officer requirement: 10
 Total with support staff: 15

D. Present Staff Requirements

The staffing situation is improving with the current search for a full-time computer operator to handle the data processing function. A Senior Planning Economist has just been posted to the Unit in January 1988, and approval has been given to second an officer from each Department to fill an identified position in the Unit. One of these officers, a Marketing Officer from the Department of Marketing has already been posted and duties have been assigned.

The Unit currently has five officers on active duty:

<u>Name</u>	<u>Rank</u>	<u>Position</u>
M. Kallisa	Principal Planning Economist	Head-Planning Unit
W. Ssenfuma	Planning Economist	General
G. Opito	Agricultural Economist	General
J. Ddumba	Marketing Officer (Seconded from Mkt Dept.)	No duty assigned
L. Byensi	Cooperative Officer (seconded from Co-op Dept.)	Currently on special duty-Mbarara

The above list indicates that except for the "Head" position there are no clearly stated positions assigned to the staff. None of the above listed personnel have official job descriptions nor is there a clear chain of command or delegation of authority. Part IV of this report recommends a organizational format with clear lines of authority and delegation which includes well defined positions and work responsibilities.

With the current responsibility limited to project development and analysis and with the existing workload, the above list of five personnel would be adequate but annual leaves, training courses, outside assignments, illnesses and new transfers all add to the difficulty of maintaining a cohesive staff.

Even with the newly recommended responsibilities of research, data processing, financial analysis, etc., the only additional staff position that needs to be filled immediately is that of the computer operator. There are ten proposed positions which should be filled before the end of 1988 but this is assuming that the increase in the work load warrants such an increase.

In order to effectively fulfill the responsibilities as described in the chapter the following staff positions are recommended:

Proposed Staffing Requirements-1988

1. Head of the Planning Unit*
Staff: 1
2. Project Planning*
Staff: 2 (with the assistance of the Head of the Unit)
3. Economic/Financial Analysis
Staff: 1
3. Research
Staff: Head-1*
Marketing-1
Co-ops-1
4. Statistics
Staff: Marketing-1*
Cooperatives-1
5. Data Processing
Staff: 1

Total proposed staff:10

Existing staff: 5

*Already posted

E. Staff Secondment

There is an important issue of Departmental secondment to the Planning Unit that needs a closer look. There are clear advantages to having departmental staff transferred to the Unit under specific conditions. These conditions include:

1. The transferred personnel must have the necessary skills and experience to undertake specific assigned work assignments.
2. The personnel are posted to specific, identified positions and do not merely carry out a liaison function.
3. They are to carry out the schedule of duties which relate to the assigned post.
4. They are directly responsible to the Head of the Planning Unit and not to the Commissioner of the Department from which they were transferred. The Commissioner does have the authority to re-transfer the individual out of the Unit when the need arises.
5. The personnel should be assigned a position which relates to the operations of the Department from which he/she was transferred from. These positions could be in the area of

statistical coordination, research and specific project development. There are five such positions identified in the organizational plan of the Unit.

6. The time period of the assignment depends on the respective Commissioner but for the sake of continuity it is recommended that the minimum time should be two years.

Advantages

1. Increase of linkage between the Departments and the Unit.
2. Ensures that the Departments interests are being considered.
3. Adds specific knowledge and background (depth) of the Department's operations to the Unit.
4. Creates a resource "pool" to the Unit during a time when experienced staff is difficult to obtain.
5. Provides experience in the planning field to personnel who would not normally have received such experience.

Disadvantages

1. Personnel may have stronger allegiance to their Department than to the Unit. (This is to be expected and may have some advantage if the individual works diligently in his/her planning position for the interest of the Department.)
2. Personnel may be retransferred at short notice leaving an important function unattended for an indeterminate period of time.
3. Qualifications may not fit any identified positions in the Unit. (Qualification must be a precondition to secondment).
4. Head of the Unit is in an uncomfortable position when discipline is concerned (poor work habits for example).

F. Logistical Requirements

The Planning Unit has made progress in obtaining the necessary equipment which has been identified as being essential in carrying out specific staff responsibilities as identified in the respective schedule of duties. With assistance from ACDI/USAID the Unit now has a IBM compatible computer, IBM typewriter, a 12 digit electric adding machine, hand calculators, assorted office supplies and equipment, and a filing cabinet. Work is under way to repair broken windows, to install electric wall sockets and to better secure the office.

Some staff and equipment is essential; some is a convenience. Only equipment and support services which are imperative to the operation is presented here.

1. Support Services

The secretarial/support staff of the Unit is adequate for the present ongoing and proposed activities. The existing staff is as follows:

Stenographer (1)
Typist (1)
Messenger (1)
Driver (1)

Recommendations presented here depend on expected increase in activities and staff performance.

- a. An additional typist (word processor) may be necessary if the research sub-section becomes fully operational.
- b. A filing clerk/librarian will be essential if the anticipated data flow and report writing activities increase and if the recommended reference library is established.
- c. An additional driver will be necessary if another vehicle is obtained.

Note: All typists/stenographers must be trained (on-the-job if necessary) in word processing. The Unit's stenographer has already been trained.

2. Equipment

The following equipment already exists:

1 IBM Typewriter
1 Olivetti typewriter
1 Indtech (IBM compatible) Computer with printer, monitor and accessories
1 Olivetti 12 digit adding machine
1 Flip Chart Board with paper
1 Isuzu four door pickup

No additional equipment purchases are necessary until proposed activities take place. When such activities do commence it is recommended that the Unit procure the following:

- 1 IBM Typewriter (or comparable model)
- 1 IBM compatible computer (depends on data processing exercise and demand for computer time)
- 1 Xerox photocopy machine (not essential because there are two machines already situated on the same floor)
- 2 Vehicles for field use

Note 1: The vehicle presently assigned to the Unit is a "pooled" vehicle with other personnel having access to it. The Unit now needs one full time vehicle for local and field use. If the proposed reorganization takes place with the expected increase in activities there will be a definite need for two full time vehicles assigned to the Unit.

Note 2: If the existing computer is properly monitored and professionally operated, it will meet most of the demands of the present as well as the proposed activities of the Unit. However, since it is proposed that all planning and secretarial staff be trained and encouraged to use the computer in the course of their work and since it is anticipated that data processing will consume a large part of available computer time, it is recommended that an additional work station be obtained for general staff use. It should also be encouraged that computer time be made available for other personnel in the Ministry.

3. Computerization

Computer knowledge is required by all personnel in the Statistics Section and is recommended for all research personnel. Computer training should be encouraged for all officers in the Planning Unit to improve analytical skills and to avoid complete dependency on the computer operator.

At the time of writing, the hiring of a computer operator was being pursued through the Ministry of Planning for the expressed purpose of handling all data processing. The Unit currently possesses one IBM compatible microcomputer work station which should be sufficient to handle all the immediate computer requirements for the next year. However it is recommended that at some time in the near future this computer be permanently assigned to the data processor and that another be obtained which would be an "open" work station available to all officers and secretarial staff on a "need be" basis.

Three of the present Planning Unit Officers, M. Kaliisa, W. Ssenfuma and L. Byensi, have received introductory computer training and the typist, M. Khasifa, has been instructed in word processing. Another officer, seconded to the Unit from the Marketing Department is currently attending computer training courses on her own. The Planning Unit has recently contracted an additional 50 hours of training with Rank Consult Ltd., a local consulting firm with an option to extend if necessary.

It is now a policy within the Ministry to standardize both the computer equipment and the software. Only IBM compatible computers (a term used to designate all computers which use DOS and can communicate with each other) are to be used within the Ministry and Movement. Unfortunately various types of software are in current use and it is recommended that the variety of software be kept to a minimum.

Word Processing: Word Star (ACDI, RER)
Word Perfect (Planning, UCA, RER)

Spreadsheets: Lotus 123 or
VP Planner (equivalent to Lotus 123)

Data Processing: D-Base 3 (very comprehensive)
Reflex (suitable for planning requirements)

Accounting: Hogia (Swedish program recommended by UCA
for cooperative General Ledger application)

4. Supplies

No office can expect to function without adequate quantities of office supplies. The Unit has recently received a substantial amount of supplies under the Food Production Support Project which included, calendars, wall planners, diaries, stationery, desk blotters, staple machines, spread sheet pads, etc. (see Appendix II for complete list).

Quantity of supplies is limited to budget constraints as well as in-country availability. It is assumed that the Ministry is doing its best to keep its personnel sufficiently equipped to carry out their responsibilities.

5. Office Furniture

The Unit presently has the following assigned office furniture:

- 6 Desks
- 10 Chairs
- 1 small bookcase
- 5 Waste baskets
- 1 File cabinet

Two more desks are presently needed to equip all the personnel presently posted to the Unit. Another four desks with chairs will be required to equip all the proposed personnel.

Aside from one small open bookcase and a filing cabinet recently procured for the Unit by the Advisor, there is no adequate

storage facility within the Unit for files, reports, reference books or computer printouts. If the Unit is to be the central location for a reference library and for data storage this situation needs to be rectified.

It is recommended that two closed book cupboard and two open bookcases be procured and that the office of the Head of the Planning Unit be better equipped to handle meetings by installing four sitting chairs and a small table.

6. Office Accommodation/Security

The present office accommodation is adequate for the existing staff. Room 602 is designated as the Computer Services office where the technical advisor is situated and where the computer operator will also be assigned. When the advisor departs in September of 1988 there will be room for the operator and the two Statistical Officers. It will be "tight" but adequate.

Room 608 has an ante room for the receptionist/typist and stenographer and a small office for the Head of the Unit.

Room 610 is a large office with the capacity to accommodate four personnel comfortably and five if necessary. Another office will be necessary if the staff becomes larger than the nine personnel which are recommended for the first year.

A "secure" office is one with a security door and security bars on the windows. There are presently five such secure offices on the sixth floor, one of which is the Planning Unit's Computer Services Office. The two other Planning Unit offices, rooms 608 and 610, are not secure, a situation which will have to be rectified if the Unit wishes to house a computer or photocopier in them.

Note: Although esthetics is a "convenience" and not essential to the operation of the Unit, it should be mentioned that broken windows, torn curtains and shabby walls do not add to the morale of the staff. The cost factor is minimal. The Head of the Unit, who often entertains foreign visitors and high level officials, has to do so in a drab office devoid of all furniture except for one chair and desk.

Part II

Maintaining a Data Bank

A. Introduction

Data Bank: "A collection of data organized especially for rapid search and retrieval".

The objectives of a ministerial planning department must be fine-tuned to meet the specific needs of the Ministry, hence it is difficult to lay down a specific organization plan or scope of work that would be applicable to all ministries. Although there are various responsibilities and activities where planning units can legitimately branch out according to the setup of the respective ministry, there is a general purpose, a main role if you will, that doesn't change regardless of the nature of the organization: Planning is a carefully considered process of identifying future goals, policies and programs, and establishing activities and procedures for their implementation.

But it is impossible to plan, to establish a process of identifying future goals, policies or procedures, without facts or information. A primary function of the planning operation is the collection, storage and dissimulation of information resulting from specific research, official Ministry reports, and special data collection surveys. This information is made available to the executive officers of the Ministry - the decision makers - to enable them to develop a consistent set of policies, programs and projects with which to achieve a consistent set of goals for the benefit of their area of operation.

In the case of this Ministry, the area of operation is a sub-sector of considerable size and importance covering the Ministry of Cooperatives and Marketing, the three parastatal marketing boards for coffee, lint and produce, the seven National Unions, the 32 active District Unions, the 5000 primary societies and, finally, the 1.6 million cooperative members.

With such a large and influential sub-sector, especially one that has an impact over 75% of the population and which concerns the marketing and exportation of coffee - the number one earner of foreign exchange - one would expect that a planning operation and the maintenance of a viable data base would have a prominent position in the Ministry.

But the concept of planning is often misconstrued as a function dealing with the unexpected or the miscellaneous; consequently rendering the planning entity into a "spare parts" unit with

staff being assigned various duties regardless of whether they relate to true planning functions or not. The probable cause of this is the lack of a formal mission statement or scope of work that clearly defines the role of the Planning Unit.

But even if the Unit had a clearly defined Mission Statement, it is not presently staffed and equipped to handle the stated functions, i.e. data collection and processing, research, project analysis and long-term planning. One could point the finger at the manpower and budget constraints under which the Ministry is operating but a deeper reason may be the understandable but unfortunate failure of the decision makers to appreciate the potential benefits that a well organized planning unit can provide.

B. Data Management

Data: "factual information (statistics) used as a basis for reasoning, calculation or planning".

Data management is an integral part of the planning process and is normally considered to be the first function that should be established. Data collection involves past or present information which only becomes older and more obsolete if no action is taken to use the data for timely decision making. Diagnosis of facts is the determination between what is and what ought to be. This is where performance indicators play a key role. Planning operations can then take place in an investigative or research mode to recommend alternative corrective measures. Action is then carried out by the administrative section responsible for that particular area of operation. Last but definitely not least, an evaluation is necessary to determine the effectiveness of the chosen action.

C. Data Collection

The data collection and analysis function must be well defined in order to prevent waste of time and money. There are several tasks that need to be identified before setting up a data management operation:

1. The first task is to identify what data is necessary to carry out ministerial responsibilities. In this Ministry this concerns auditing, training, registration, licensing, supervising the marketing boards, etc.
2. The next task is to determine how frequent this data needs to be collected and processed.

3. The third task is to identify the sources of this data and the means for its centralized collection.

Where can data input come from? There are two main sources with advantages and disadvantages of both. The first is from the existing reporting system. The disadvantages of this system is that the reports may not contain quantifiable and measurable information which can be easily processed. The reports are not consistent, standardized and are usually not timely for short term benefits. The advantage is that the system, however inefficient, is in place and some data is flowing.

The second source is scheduled primary source surveys. The advantage to this system of data collection is that the information is specific, usually accurate and originates from the primary source. The disadvantage is the high cost of collection, the number of officers and vehicles required and fact that it is usually a "one shot" deal.

It is recommended that a combination of the two systems be adopted and that the existing reporting system be improved and enforced to ensure a steady flow of data and that survey collection methods be used only when specific information is desired for important research requirements. Due to the important role that the existing reporting system can play in data management, this subject is discussed in greater detail in the next section below.

D. An Assessment of the Ministry Reporting System

Data must be accurate, consistent and timely. It is also important to relate the cost of collection and processing to the value of the data. There is a serious misconception that all statistical data must be collected via a specially prepared collection program usually involving a survey safari. Most data is currently collected this way but it doesn't have to be if the official field reporting system was enforced. Field reports refer to all reports submitted to the headquarter from outside the Ministry, including marketing boards, cooperative unions and societies, private processors, Regional Marketing Officers and District and Regional Cooperative Officers.

An assessment was done on the Ministry's reporting system to:

1. Identify what data is supposed to flow into the Ministry on a regular basis,
2. Determine the distribution of the data, and
3. Establish how data is utilized and followed up.

In this Ministry there is a very extensive reporting system that theoretically provides both departments in the Ministry with substantial data input. But an analysis of the reporting system reveals that field reporting is neglected, inconsistent, not standardized, untimely and often irrelevant.

This is a rather critical statement but the importance of reliable and timely data cannot be emphasized enough. Fortunately this situation is well known but there are many constraints preventing the normal flow of data input which are not easily solved. Some of these constraints concern:

- lack of stationery
- lack of personnel
- lack of reliable communication to HQ (transport)
- lack of incentive (no follow-up or feedback)
- lack of effective discipline
- lack of accountability in the chain of command

There has been major progress in rectifying the data flow problem. Special attention has been leveled at the submittal of annual audits from national and district unions. Attempts are currently under way to standardize the monthly reporting system from the District Cooperative Officers (DCO) and a quarterly reporting procedure is being implemented for District Unions. There is discussion under way concerning the reconciliation of the records of the Office of Registration with District Union and DCO records. These few steps are to be commended but the submittal of reports is only one part of the problem; what happens to the data once it reaches HQ is the major weakness in the information chain.

1. Too often reports from the field are qualitative and not quantitative, making the analysis of the reports difficult and burdensome. The Ministry should not be interested in what was not accomplished (due to the well known constraints of field work) but in what was accomplished in measurable terms. How many societies were audited? How many made a surplus? What is the current membership? What is the average business conducted by a member? Such data has immediate use in the decision making process.
2. Some data is imperative for short-term analysis of the marketing system. Important statistics concerning crop finance and produce flow must be submitted from the field on a regular basis or the effectiveness of decision making is lost.
3. But what happens to the data when it is submitted? An analysis of this question reveals that such data is not processed into a usable form and some is never analysed at all. Comparisons between specific time periods are not carried out and accumulated totals are not stored.

The emphasis on data management should be directed at establishing performance indicators; data which is measurable and comparable, and at improving the quality of data needed for current policy analysis and decision making. Simply recording data as it is received is not enough; there must be a "yard stick" by which performance is measured and tracked over time. Well documented information can provide a measurement of District Union economic performance (comparable over time or between unions) or on ministry staff effectiveness. For the time being, emphasis should be placed on short-term management and control information than on sophisticated techniques of long-term forecasting or projection models.

4. There is a definite problem concerning the targets of some of the data flow. For example, if the Statistical Division of the Marketing Department is responsible for marketing information and analysis, then all such data should be targeted there. But some data is sent to the Cooperative Department and some to the Planning Unit via the Minister's Office. Data from the private processors is almost never sent at all regardless of licensing regulations, and the Produce Marketing Board sends almost no data at all.
5. A major criticism from the field is that there is little feedback or follow-up of the problems revealed in the reports. Often, little is done with information which in some cases was difficult to compile. Although official action on field reports is necessary, what is of concern here is data feedback. How does one district compare to another? Has a union improved its equity ratio? How do coffee purchases relate to sales and inventory? How does crop finance allocation compare to produce flow? This enforces the need to develop performance indicators into the data processing operation. But more important, the processed and analysed information must be sent back to the field personnel for their use.

One positive step towards utilizing data for the benefit of field use is the Management Information System that is currently being planned in the Cooperative Department and the Market Information System which is in the planning stage for the Marketing Department. But before these systems can be implemented, a more precise method of data reporting must be identified and enforced.

6. A final comment on the existing reporting system concerns the centralization of accumulated data and its distribution. Much of the reported data is filed at the various sections/division which receive it. Except for reports that flow up the chain of command there is little distribution of information throughout the Ministry.

E. Identification of Reported Data

Effective decision making; whether it concerns a major policy, a development project or just a routine administrative matter, relies on the availability of accurate and timely information. It also depends on the prerogative of the decision makers, the executive officers of the ministry - the Heads of Sections and Divisions, the Commissioners, the Undersecretary, Permanent Secretary and Ministers - to actually use this information.

There are two main types of data that the Ministry requires in order to formulate decisions, one is the historical base data and the other is current and regularly reported data.

Base data is accumulated statistical information that has been collected over a period of years and is stored for easy access. Examples of base data in this Ministry are the total number of registered societies, size of cooperative membership, number and capacity of cooperative stores, number of Ministry staff in each district, and historical data on crop volumes, crop finance, produce prices and Cooperative Union sales and surpluses.

Current and regularly reported data is information that flows into the Ministry on a scheduled basis by way of weekly returns from the marketing boards and district unions, monthly trial balances from unions, and field officer's reports. Information coming in from other ministries and special surveys also constitute current data. Current data is important to decision makers to identify and solve topic or regional problems in a timely manner. Once collected, distributed, utilized and stored it becomes part of the permanent data base.

All this information would become part of the Ministry's data bank if the Ministry had one. At the moment there is no formal Data Bank for the regular storage of Ministry data. The only official single source of cooperative data is the 500 page "Black Book" which was compiled from a national cooperative survey exercise conducted by the Planning Unit in 1985 with assistance from ACDI/USAID. But this data source has not been regularly updated and for the most part has not been used. Many in the Ministry are not even aware of its existence.

There is a tendency to view data collection as a "safari" operation; that is, all data which is immediately required must be collected from the primary source as quickly as possible through an improvised field operation. In some cases this can be justified because of the need for accurate data or because of an emergency situation.

On the other hand one must ask what 1200 Ministry field personnel are doing if the headquarter's staff have to go on safari to collect data. Are reports submitted? What information do they contain? From what sources? How often? Are they standardized?

It is not difficult for the Planning Unit to establish a computerized data bank. It is difficult to establish a reliable and constant flow of information to the computer. Since field collection of data is very costly, sporadic, and requires sufficient numbers of personnel, equipment and transport, it is recommended that the official reporting system of the Ministry be utilized as the main data source. This requires that the system be improved and tightly enforced to ensure the flow of accurate and timely data.

The following section lists the data reports that should be flowing into the two Department of the Ministry:

Marketing Department

1. Statistics and Research Division

This division receives the following reports:

- Weekly coffee returns from CMB (via Minister/Planning Unit)
- Weekly cotton returns from LMB (via PS)
- Weekly coffee returns from private processors (via CM/inconsistent)
- Weekly cotton returns from District Unions (via CCD/Dev. Section)
- Weekly coffee returns from District Unions (via CCD/Dev. Section)
- Monthly producer wholesale prices (via Reg. Marketing Officers/irregular)
- Produce Marketing Board returns
- Edible Oil and Soap Industry (LMB)

Problems

There is no set reporting line to the Statistics and Research Division. It is accepted that all reports flow through proper channels but much of the above listed information never reaches this Division. There is also a problem with inter-Departmental and inter-agency reporting; coffee and cotton unions for example, send returns to the Cooperative department which is appropriate but copies are not sent to the Marketing Department's statistical unit. PMB does not send any data on a regular basis.

This Division does little analytical work on reported data. Data should be processed (interpreted and put into a useable form) and then forwarded to the Commodity Analysis Division for analysis and research. But this is not currently being done. Data storage and retrieval procedures are inefficient. Data is not being analysed (compared) over time, effective tracking procedures (for produce) not implemented, and there is little feedback or follow up.

2. Field Operations Division

Data Input

-License applications for:

1. Coffee Buying
2. Coffee Factory
3. Coffee Processing
4. Cotton Ginnery
5. Produce Buying
6. Produce Processing

-Marketing Board annual budget submission:

1. CMB
2. LMB
3. PMB

-Regional Marketing Officer's monthly report (data passed on to Statistics Division)

Problems

- a. There is no list made of license applications, hence no accumulated totals or number per geographical area. Applications are filed without further analysis. Reporting requirements as stated on the licenses are not submitted nor followed up by the Division.
- b. Marketing Board budgets are not analysed on a periodic basis.
- c. Not all RMOs submit monthly reports and most are not on time. Data required from RMO is not standardized.

3. Commodity Analysis Division

Data Input

-None

This is the analysis/research arm of the Department but it is not being used effectively. Processed data should flow from the Statistics Division to this division for research and analysis. Marketing policy issues should be addressed here. Specific data requirements should be requested from field operations and the statistical division for timely commodity research.

General Comments

The Department has an important role to play in collecting, processing, and analysing marketing data. The field staff have a major role to play in submitting regular standardized data to the Department for use in decision making. Because of the Departments

weak data position, other agencies such as the Agricultural Secretariat, Ministry of Commerce and Ministry of Finance are undertaking similar functions to fill in the data void.

What data is collected is not being effectively processed into a useable form. Are comparisons made from previous reports or previous time periods? Are accumulated totals maintained and compared?

Most important is the lack of follow-up on reports. Where does the information go once it is collected. What use is made of it? And is it stored for future use?

Department of Cooperative Development

Many of the Sections in this Department depend on regular reports from the field for their information. These reports are supposed to be submitted on a monthly basis by the Regional and District Cooperative Officers (RCO/DCO). The Department is now in the process of standardizing these reports so that they present precise qualitative and quantitative data. They are also implementing better control methods to ensure that reports are submitted on time.

Data Input

1. Management Development Section

- District Union Reports (monthly but many do not submit)
 - General financial report
- Weekly processing returns
- Weekly crop finance expenditures

2. Education and Training Section

- General training data submitted after training programs

3. Savings and Credit Section

- Reports from Savings and Credit Union (irregular)
- Reports from Unions participating in CCS (very irregular)

4. Extension and Inspectorate Section

- DCO's monthly reports
- RCO's monthly reports

5. Aids and Projects Section

- Monthly project reports from:
 - MCM/Luwero Triangle
 - USAID/RER
 - Heifer International
 - Acord
 - EEC/CRP
 - USAID/Charcoal
 - IFAD/ADP
 - Housing
 - ADB/UCB/CBU/Cotton Ginnery Rehab.
 - USAID/FPSP

6. Office of Registration

- On file:
 - All coop. registration
 - All Certificates
 - All Bye-laws
 - All f-14 (PS Audit Forms)
 - All Maximum liability forms
 - All data on liquidations, cancellations and amalgamations

7. Audit Section

- District and National Union monthly trial balances (very irregular)
- District and National Union Annual Audits
- PS audit form-14?

General Comments

There are definite disadvantages to depending totally on a formalized reporting system for all data collection. Primary source data collection surveys, especially for specific feasibility study programs or other fact finding missions have definite advantages as far as accuracy and timing are concerned. Some of the problems with a tightly structured reporting system are:

1. The system may be too limiting or the data confined to specific topics without change creating data "gaps" or voids. Not all desired data may be included in the regular reports.
2. Since much of the data is aggregated already at the source the form of the data may not be convenient to the user. It is also compiled to promote convenience of use which may create oversimplified data which is too basic for comprehensive use.

3. Reported data is usually too late for immediate use. Reported data is submitted according to a schedule, it must be aggregated, and if it is quantitative in nature, it takes time to turn field events into "facts".
4. The higher the number of sources of data, the more unreliable it becomes. When dealing with 33 District reports, the results may be somewhat questionable.

This is not to rule out the regular reporting system, only to augment it with other data collection systems and to be aware of its shortcomings.

Part III

Role of the Ministry in Cooperative Sector Planning

A. Planning Coordination

A.1. Inter-Departmental Coordination

To set up a planning operation from scratch, there is a definite order of priority in establishing functions with each successive function having a direct relationship to the operation of the others. Some of these functions may, or may not, be assigned to a planning department; they may be already incorporated into other sections/divisions of the Ministry. If this is the case, then the Planning Unit must have access to their data output, must be able to coordinate the activities that are divided among more than one department or section/division, and must be able to centralize the output from the various sources.

There are several entities within this Ministry that have responsibility for project implementation, data analysis, development and research; all possible functions of an organized planning unit:

1. The Management Development Section has a role to play in coordinating Movement development activities, organizing crop finance distribution, implementing the Management Information System and maintaining a statistical operation.
2. The Project Section is responsible for monitoring and supervision (depending on the role of the Ministry in the project) of various development projects that involve the Cooperative Movement.
3. The Statistical Division of the Marketing Department is responsible for market studies, collection and analysis of market related data and dissemination of market information.
4. The Commodity Analysis Division handles marketing and pricing policies, commodity trade and agreements, marketing strategies and programmes.

The organizational design of the Planning Unit must take into account the functions of these entities which are already in place. Should the Planning Unit coordinate with these offices, take over their functions, share responsibilities, or duplicate efforts to provide alternative output? The answer depends on the

individual organization, its level of competence, and the exact nature of its work. The final decision on the what form the Planning Unit should take and what functions it should perform ultimately remains with top ministry officials.

A.1.1. Division of Responsibilities

It should be emphasized that a planning entity does not have an operating role; it is not geared to make or implement decisions or to take corrective action on identified problems. There are other sections/divisions which have those responsibilities. The Planning Unit is an investigative institution with responsibilities to acquire, analyse, and synthesize information for the purpose of providing alternative choices to decision makers. It does not normally carry out an administrative function which is the responsibility of the two Departments.

A possible approach in developing guidelines to establish the relationship of the Unit with other entities concerns the division of responsibilities.

A good example to illustrate this approach concerns data input and the existing reporting system. All sections/divisions in the Ministry are involved with data input, either from the field or from within their own offices. But very few generate their own output and there is little centralization or compilation of the data. The Planning Unit can play a very important role in collecting this section/division data input, processing it, analysing it, storing it and sending it back to the relative sections/divisions in a useable form for feedback and follow-up (administration).

Another example involves project design and implementation. The current role of the Unit is to assist in project development, to identify and prepare concept designs and to analyse proposed project papers. Once a project reaches the implementation stage (administration), the responsibility is handed over to the Project Section of the Department of Cooperative Development which has that approved responsibility.

Therefore there are some alternatives in designing a planning operation in regards to already existing functions being carried out within the Ministry. Here are some suggestions:

1. The Statistics Division in the Marketing Department and the Statistical Officer in the Management Development Section should continue with their assigned work. But once they have collected their respective data input and have completed whatever analysis they are supposed to conduct, the data should be passed on to the Planning Unit for computer processing, storage and further analysis. This is not a duplication of effort since the intention of the Unit is for longer-term analysis and the maintenance of the Ministry Data Bank.

2. A case in point is crop finance control which is the responsibility of the Management Development Section. The Planning Unit is interested in tracking allocations to unions over time, comparing allocations to produce flow, and keeping a historical record over the years.
3. The Commodity Analysis Division, which has a research function, is currently not fully operational. If there is no price policy analysis being conducted by this division for example, then the Planning Unit should pay particular attention to price related input (from RMO field reports and PMB). If a problem or a trend is identified then this information is passed on to the Division or to the Commissioner of Marketing for their notification and action if necessary. Wherever there is an information void, the Planning Unit should attempt to fill it.

Presently the Planning Unit is not directly assisting the operations of the two ministry departments, mainly because it is not generating any useful output. Except for attendance at Departmental staff meetings there is no strong linkage connecting the two Departments and the Planning Unit together. The creation of a strong data collector/processing operation could create the start of such a linkage. It is essential that the reporting systems in the two departments be improved and that reported data is centralized at the Planning Unit for processing, storage and easy access for the decision makers. Once the Unit's research and data processing functions are fully operational, the Departments will realize the benefits of an effective planning operation.

The Planning Unit should be considered a service unit to the two Departments and to the executive branch of the Ministry. UCA, through its Cooperative Development and Research Department, should perform a similar function for the Cooperative Movement.

A.2. Inter-Agency Coordination

There are also several outside organizations that the Planning Unit must keep in touch with to maintain an effective level of operation:

1. Cooperative Research and Development Department, Uganda
Cooperative Alliance
2. Agricultural Secretariat, Bank of Uganda
3. Agricultural Desk, Ministry of Planning

and to a lesser degree:

4. Project Coordination Office, Office of the Prime Minister
5. Aid Coordinating Department, Ministry of Finance

The Unit's relationship with the Uganda Cooperative Alliance (UCA) still needs to be defined, pending the institutional development of the UCA and its Cooperative Development Department which is its research and planning arm. It is recommended that for the time being, both Departments pursue their respective objectives while exchanging information and coordinating planning activities.

A Presidential decree has recently transferred control of all government Planning Units to the Ministry of Planning and Economic Development (MPED) and there is a move towards creating a common cadre of planning economists operating out of MPED. The details are still being worked out and it is too early to assess the impact this will have on the Unit in this Ministry. Better communication and coordination is needed between planning units of the sub-sector ministries (Cooperatives and Marketing, Agriculture, Animal Industry and Fisheries, and Environment and Forestry) and if the recent move towards consolidating the planning organizations achieves this objective then it should be encouraged.

One advantage to this new development is the ability of planning personnel to move horizontal (transfers) and vertically (promotion) within the planning cadre/sphere. This is good for moral and improves work performance. One possible disadvantage is the decrease in specialization, or loss of continuity caused by inter-ministry transfers. Each area of operation is different and in the field of agriculture, quite diverse and comprehensive. Although the general functions of project planning, surveys, data processing, research and statistics are the same, specific planning for the Cooperative Movement, for example, is quite different than that of forestry or fisheries. It would be especially disadvantageous if non sub-sector ministries were also included.

B. What is Cooperative Planning?

The Cooperative Movement in Uganda, which has a membership of 5000 registered societies and 1.6 million members, is a collection of privately owned business enterprises which should be striving to optimize income and maximize benefits for the sake of improving the standard of living for their members. Cooperative planning is business planning; it is for the purpose of improving the performance of the cooperative business activities.

Cooperative planning, in this sense, has not received the attention its importance warrants. There is a definite role that UCA and the Planning Unit can play in this area, with each supporting each other but with each having a distinct set of responsibilities.

B.1. Uganda Cooperative Alliance

UCA, with its programs of computerized accounting, auditing, training and education and with its newly established Cooperative Development and Research Department, and affiliated subsidiaries, is now in the position to render crucial assistance in the presently nonexistent cooperative business planning field. The emphasis is on financial management assessment and planning but other issues involving manpower, transport, inventory, marketing, storage and processing, for example, are also critical. The development of a equitable classification system, establishment of union performance indicators, and the creation of an effective management information system based on hard financial facts are essential to the present and future viability of the Movement as a business enterprise.

B.2. Ministry of Cooperatives and Marketing

The Ministry Planning Unit also has an important role to play in analysing the Movement as a whole entity in terms of the effects that government decisions and policies are having on the financial viability of the cooperative business. The executive officers of the Ministry are in the sensitive position of having to decide what is beneficial to the government and what is beneficial to the Movement and the two may not always coincide. Price, tax and licence policies, are good examples of issues that the Planning Unit should be addressing in terms of their effect on the financial operations of the Movement.

This should not be misconstrued as an attempt to criticise or condemn government policies, but rather as an effort to analyse and evaluate long-term trends on the industry and to offer research results and statistical data to provide alternatives approaches. The Unit itself is not in the decision making process; it is only performing a fact finding function.

At the moment, the Unit has no research function, nor does it have any strong financial or accounting expertise, and it is strongly recommended in this report that these components be included in the organizational design and approved in the Mission Statement.

C. Scope of Planning

There is some question whether the Unit is supposed to conduct planning operations for the whole area of operation: The Ministry, the marketing boards, and the Cooperative Movement. The answer is a qualifiable "yes". In terms of research, statistics and project coordination/planning, the Unit must be involved in the total area of operation. The degree of involvement,

Part III Ministry Planning Role

especially where projects is concerned, depends on the ability of the individual organization to carry out its own operation; but the Unit must have access to data and where possible, should play a coordinating role. The Unit should be in a position to know exactly what is going on at any time within the area of operation of the Ministry.

It is not recommended that the Unit take over planning responsibilities of individual Unions or marketing boards; that would be both ineffective and impossible to carry out within the existing setup. It is recommended that these organization set up planning and statistic operations within their administrative sections if their budget allows and their marketing volume warrants. Such operations would be coordinated, not controlled, with the Ministry Planning Unit.

The Movement itself should also begin to act in the area of business management planning. Some training has already been conducted in this field and more courses should be scheduled. Cooperative Union planners should liaise with UCA and the Planning Unit and meetings of planners should be organized.

A troublesome misconception in government is that planning is a function carried out entirely by a specific department which has been delegated to carry out planning operations, ie. the Planning Unit. Although planning cannot take place without adequate data - and this is a primary function which has been identified for the Planning Unit - the planning process involves the whole Ministry from the field up to the headquarters. Even the word "unit", which means part of a whole, connotes that the Planning Unit can only do part of the job. The planning function must be a team effort on the part of all Sections/Divisions and Departments with each having specific planning responsibilities as they relate to their respective areas of operations.

What planning is currently being undertaken by the other Sections/Divisions of the Ministry? In the planning assessment exercise, it was determined that some forward planning was taking place but it was limited to specific activities and not to medium and long-term objectives. The single most important planning operation in the Ministry is related to the annual budget exercise.

The two Ministry Departments and the Sections/Divisions of these Departments are encouraged to conduct short-term monthly planning sessions to develop action plans for their personnel. In some cases this is already being done especially in the Cooperative Development Department. Annual planning sessions should also be encouraged to establish goals and related activities. This process must be tied in directly to the budget planning operation. There must also be long-range strategic planning for the Ministry and a critical assessment of its operations. Are the functions of the Ministry being accomplished? Are manpower requirements adequate? What equipment will be required in two

years. In five years? What does the Ministry hope to accomplish in the fields of credit? Rural savings? Accounting standards? Training? Reporting? Marketing? Donor agency development projects may be identified but very often what is needed is policy analysis, personnel changes, budget development and internal programs.

D. Cooperative Sector Development Plan

At the moment there is no long or short term operational plan for the Ministry, although there is a two page paper on policy objectives (see Annex I). Nor is there a development plan for the Movement, although one is currently being considered. It is recommended that one single Cooperative Sector Development Plan be compiled with input from both the Movement and Ministry but that the roles and objectives of both entities be separately and clearly defined. For example if there is a long-term program to improve the financial reporting function (to upgrade the standard of accounting) of the District Unions, the role of the Ministry should be identified and described in detail in a ministry operational plan. The role of the unions and UCA should also be identified and explained in their respective plans. A single Cooperative Sector Development Plan is thus produced and implemented through a team effort and everyone is clear on the objectives, methodology and division of responsibility.

There is a misconception that the target of all Ministry planning operations should be on the Movement only. The Ministry needs to consider internal operational planning so that they don't contradict, overlap or duplicate the Movement's planning objectives. A joint Ministry/Movement development planning workshop would provide an excellent opportunity to coordinate planning operations in an all encompassing cooperative sub-sector plan.

E. Bottom Up Planning Process

The Ministry has a large field extension service with over 1200 personnel posted at the Regional, District, County and Sub-county levels. The Movement itself also has an extremely large grass roots base with 5000 cooperative societies and 1.6 million registered members. The development of any sub-sector long-term development plan must include the participation of these "bottom" segments. The number one cause of program failures is the lack of enthusiasm by those who are in the implementation position but who were left out of the planning process. This is especially true of the District level cooperatives which should be involved in any planning deliberations which directly concern their operations.

Effective plans are the products of quality data and quality thinking, but they depend on the acceptance of the plan by those who have to implement it.

F. The Linkage between Planning and Budgeting

The function of a budget maker is to translate a plan into financial terms. There must be a strong link between the planners and budgeters but historically this has been difficult to put into effect. In this Ministry, all the sections/divisions submit annual budgets to their respective Department heads. At the same time they should also submit their annual operational plans based on departmental development objectives for the year. These annual plans should be part of the long term development plan of the Ministry which is integrated with the overall cooperative sector development plan. All departmental activities which have been identified in the annual plan should be covered in the Recurrent Budget or the Development Budget depending on the type of activity and source of funding. Not every activity or annual objective has to be tied to an identified development project. A objective may concern an internal ministry program or policy.

Annual objectives should be formed on the basis of sectional/divisional performance capabilities. What are the functions of the Section? Are they carried out? What can be done to increase the effectiveness of the Section? If budget constraints limit the role of a Department then key responsibilities must be prioritized. What objectives must be met this year? What is essential for achieving these objectives? It is understood that budget constraints limit the activities the Ministry would like to pursue. Annual objectives need to be fine-tuned to the realities of available finance.

Part IV

Proposed Planning Unit Operations Manual

It is intended that this section of the analysis report be used as the basis for the development of a formal Planning Unit Operations Manual which would be adjusted and up-dated periodically according to organizational and role changes. The purpose of the manual is to:

1. Clearly define the objective of the Unit,
2. Fully describe the activities the unit should undertake to achieve that objective,
3. Present the organizational design necessary to carry out stated activities,
4. Clearly state the schedule of duties related to each staff position.

A. OBJECTIVES

The main objectives of the Planning Unit are:

1. To provide the executive officers of the ministry (the decision makers) with reliable and timely information in the form of specific data or suggested alternative approaches to particular issues with which they can formulate policy and carry out the responsibilities of their respective offices.
2. To identify, plan, appraise, monitor and evaluate Ministry related programs, projects and policies and to keep the Ministry advised on the results.
3. To coordinate planning activities within the Ministry and other organizations in the agricultural sub-sector and to liaise with the Ministry of Planning and Economic Development with the aim of promoting effective short, medium and long term development objectives.

B. MISSION STATEMENT

To achieve these objectives, the Planning Unit must carry out the following responsibilities:

1. Maintain a comprehensive and up-to-date computerized data base. This requires the collection, compilation and storage of all relevant data received by the Ministry via regular sectional/divisional reports, field reports, weekly or monthly

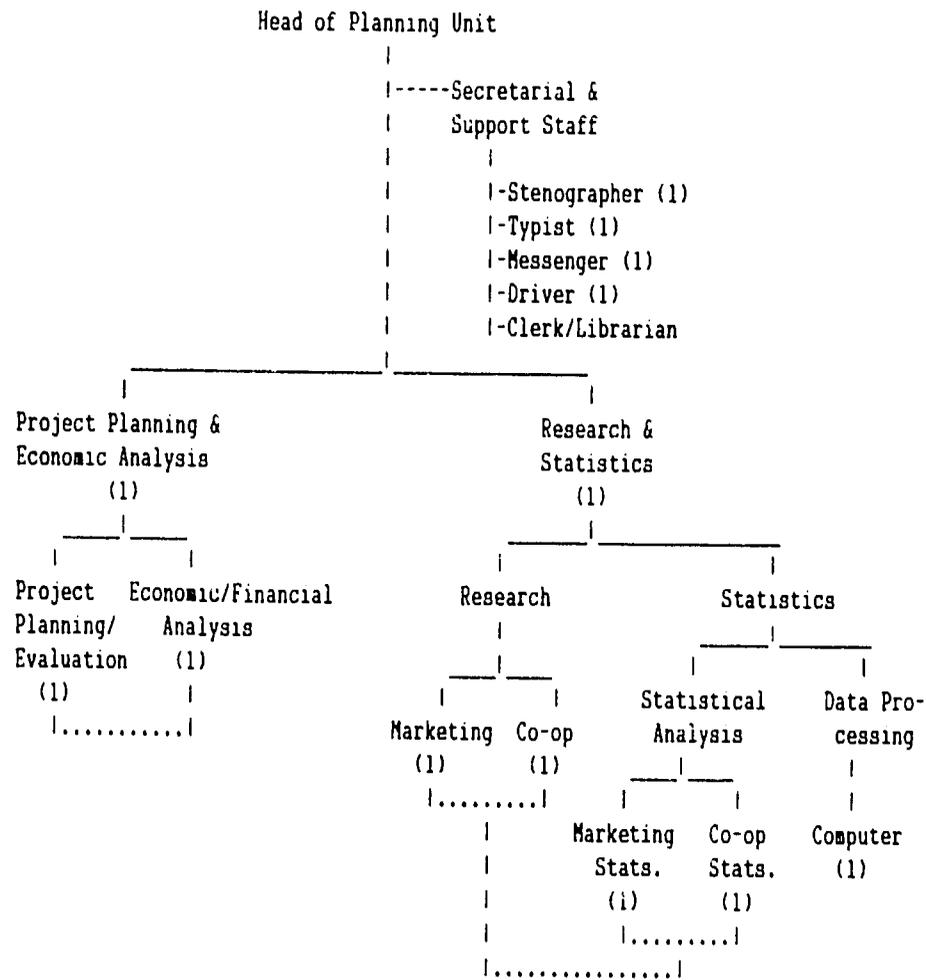
statistical returns, special field surveys and data generated by other agencies. Utilizing and improving the field to headquarter reporting system will be emphasized as an alternative to special data collecting safaris.

2. Analyse all data input and make specific conclusions for the purpose of identifying trends, problems, weaknesses and strengths of the cooperative movement, marketing parastatals and ministry operations. All processed information will be forwarded to the relative department or section/division for follow-up action and/or feedback.
3. Research and evaluate existing policies and programs in terms of short, medium and long range positive or negative effects on the sub-sector and submit consequent conclusions, recommendations and alternatives.
4. Identify sub-sector trends and problem areas and recommend alternative strategies, actions and solutions.
5. Conduct development planning in accordance with ministerial and national development objectives. This includes the identification and preparation of concept studies for specific ministerial programmes and development projects which address key sub-sector issues.
6. Carry out research and design activities for identified and approved national development projects and economic activities proposed by the cooperative movement and parastatal bodies.
7. Conduct preliminary economic appraisals of proposed development project designs.
8. Conduct financial analysis on economic activities being proposed by movement institutions.
9. Perform periodic monitoring functions on ministerial programs and development projects.
10. Conduct evaluation exercises on national development projects being implemented through the ministry. Evaluation should concern the quantitative assessment of success in achieving project objectives.
11. Coordinate and liaise with other planning entities attached to the various government organizations.
12. Carry out other planning functions as may be assigned by the Permanent Secretary.
13. Maintenance of a reference library for the storage and easy access of all reports, files, data printouts and reference books which is accessible to all Ministry personnel.

Note: It is important that Planning Unit personnel should not be deviated from the stated functions of the unit. Since each component is dependent on the other for support and continuity, such diversion away from specific job responsibilities will create vacuums in the organizational design of the unit and will jeopardize the efficient fulfillment of unit objectives.

C. ORGANIZATIONAL DESIGN

To implement the above stated responsibilities of the Planning Unit, the following organizational design is recommended:



(1) Number of staff required the first year
 |.....| Possible overlapping of duties

Total officer requirement: 10
 Total with support staff: 15

D. EXPLANATION - ORGANIZATIONAL DESIGN

The Planning Unit is composed of two sub-units: Project Planning and Economic/Financial Analysis, and Research and Statistics. The Head of the Planning Unit has an administrative, representative and supervisory role to play and is involved with an operational planning activity only if the work load allows.

The two Heads of the Sub-units have both a supervisory role and an active participative responsibility in the sub-unit until such time as the size of the staff and the work load warrants only a supervisory position.

The Project Planning and Economic/Financial Analysis Sub-Unit is mentioned first not out of priority but because it already exists. Project development and some economic analysis was the original function of the unit when it was formed in 1983 although no official scope of work was drawn up. The functions of research and statistical management have never been addressed although this should be a primary role of the Planning Unit. The proposed Research and Statistics Sub-Unit is therefore new and requires special attention if it is to be effectively developed.

D.1. Project Planning and Economic/Financial Analysis

It is proposed that this sub-unit start off with three officers, one of whom is the head of the sub-unit. Depending on the workload the duties can be interchangeable, that is, all three officers can work on project planning activities or economic/financial analysis. Once the workload increases, the Head of the Planning Unit can establish more specialized positions. This sub-unit will handle the following responsibilities as presented in the Mission Statement:

1. Carry out research and design activities for identified and approved national development projects and economic activities proposed by the cooperative movement and parastatal bodies.
2. Conduct preliminary economic appraisals of proposed development project designs.
3. Conduct financial feasibility analysis on economic activities being proposed by movement institutions.
4. Perform periodic monitoring functions on ministerial programs and development projects.
5. Conduct evaluation exercises on national development projects being implemented through the ministry. Evaluation should concern the quantitative assessment of success in achieving project objectives.

D.2. Research and Statistics

This sub-unit has two well defined sections:

D.2.1. Research Section

The research component requires three officers: one will head the section but all three will be responsible for research in either the marketing field or cooperative field. Because of the overlapping nature of these two fields and depending on the workload, it is recommended that the two fields be interchangeable, that is, officers can branch out of one field into the other. The Research Section will carry out the following responsibilities as presented in the Mission Statement:

1. Research and evaluate existing policies and programs in terms of short, medium and long range positive or negative effects on the sub-sector and submit consequent conclusions, recommendations and alternatives.
2. Identify sub-sector trends and problem areas and recommend alternative strategies, actions and solutions.
3. Conduct development planning in accordance with ministerial and national development objectives. This includes the identification and preparation of concept studies for specific ministerial programmes and development projects which address key sub-sector issues.

D.2.2. Statistics Section

The statistics section has two distinct functions; one being the collection, analysis and distribution of data which is handled by a two man team under Statistical Analysis sub-section; and the other being the data processing function which is handled by a computer operator.

The Statistics Section will work closely together to carry out the following responsibilities as presented in the Mission Statement:

1. Maintain a comprehensive and up-to-date computerized data base. This requires the collection, compilation and storage of all relevant data received by the Ministry via regular sectional/divisional reports, field reports, weekly or monthly statistical returns, special field surveys and data generated by other agencies. Utilizing and improving the field to headquarter reporting system will be emphasized as an alternative to special data collecting safaris.

2. Analyse all data input and make specific conclusions for the purpose of identifying trends, problems, weaknesses and strengths of the cooperative movement, marketing parastatals and Ministry operations. All processed information will be forwarded to the relative department or section/division for follow-up action and/or feedback.

E. STAFFING REQUIREMENTS

The staffing requirements in this proposal is ten personnel for the first year, but this is assuming that the Unit is fully operational. Staffing can be organized according to workload and necessity. Stage One represents immediate and minimum staffing requirements. Except for the absence of one staff member and the vacant post of computer operator, the Unit is almost at the Stage One level as of the time of writing this report. It is up to the Unit to prove its worth over time and to create the necessity of additional staffing. If the need does not arise then staff hiring does not need to enter the second stage.

Stage One: Immediate Staffing Requirements

1. Head of the Planning Unit
Staff: 1
2. Project Planning and Economic/Financial Analysis
Staff: 1 with the assistance of the Head of the Unit
3. Research
Staff: Mkting/Coops-1 (doubles as head of the Sub-Unit)
4. Statistics
Staff: Marketing-1
Co-ops-1
5. Data Processing
Staff: 1

Minimum staff: 6

Existing staff: 5

Stage Two: Proposed Staffing Requirements

1. Head of the Planning Unit
Staff: 1
2. Project Planning and Economic/Financial Analysis
Staff: Head-1
Planning-1
Analysis-1
3. Research
Staff: Head-1
Marketing-1
Co-ops-1
4. Statistics
Staff: Marketing-1
Cooperatives-1
5. Data Processing
Staff: operator-1

Total proposed staff: 10
Existing staff: 5

F. SCHEDULE OF DUTIES

The following proposed schedules of duties have been designed to fulfill the responsibilities as specified in the Mission Statement.

Position Title: Head of Planning Unit

Recommended Rank: Chief Planning Economist

Duties:

1. Reports directly to the Permanent Secretary.
2. Handles all administrative duties of the unit.
3. Proposes and manages the unit operating budget.
4. Represents the unit at all departmental, ministry or external agency staff meetings.
5. Supervises all Planning Unit personnel in their duties.
6. Organizes regular staff meetings to develop monthly work plans, discusses work progress and solves personnel and logistical problems.
7. Develops long-term priorities for research topics, project identification and development, and policy analysis.
8. Ensures that reports, processed data and important findings/recommendations are properly distributed.
9. Ensures that the responsibilities of the unit are carried out effectively and professionally.
10. Identifies and requests additional staff requirements, designates heads of sub-units, and enforces discipline when necessary.
11. Co-ordinates the preparation of the ministry development budget.
12. Identifies training needs and prepare training programs for Planning Unit staff.
13. Submits regular progress reports on Planning Unit activities to the Permanent Secretary.
14. Carries out any other duties as may be assigned to him by the Permanent Secretary.

*Note: It is important that this position is delegated only to planning functions especially where participation on committees and commissions is concerned. For example, functions which relate to project implementation (vs. project planning) should be referred to the Project Section of the Cooperative Development Section.

Position Title: Head of Research/Statistics Sub-Unit

Location: Research/Statistics Sub-Unit

Recommended Rank: Principal Planning Economist

Duties:

1. Reports directly to the Head of the Planning Unit
2. Supervises the work of the staff in the Research section and the Statistics section.
3. Assumes an active role of a researcher in the Research Section until such time that work activities demand a full-time supervisor position.
4. Under the direction of the Head of the Planning Unit, identifies research topics relative to the operation of the ministry and movement.
5. With the two statistical officers in charge of data collection and analysis, identify type of data needed, the source of such data and the frequency of data input.
6. Ensures that the data collection process is carried out in a timely and professional manner and that all data is reviewed for inconsistencies and discrepancy.
7. Identifies data "gaps" in the ministry reporting system and instigates special surveys where necessary.
8. To ensure that all data is processed in a proper format for effective storage and retrieval and that data output is presented in a usable form.
9. Coordinates with the Statistical Officers in the distribution out data output to the two Departments of the Ministry.
10. Conducts approved research on Ministry policy and program ramifications and submits evaluations with recommended changes or alternative approaches.
11. Conducts research on sector development strategies which strive to identify sector trends and weaknesses in the cooperative and marketing systems.
12. Conducts developmental planning in accordance with Ministerial and national development objectives. This includes the identification and preparation of concept studies for specific ministerial programmes and development projects which address key sub-sector issues.

13. Ensures that all research material and statistical out put is well maintained in a Planning Unit reference library.
14. Coordinates with the Management Development Section, the Commodity Analysis Division and the Market Statistic Division and co-operates on overlapping activities with these entities.

Position Title: Research Officer-Marketing

Location: Research Section, Research/Statistics Sub-Unit

Recommended Rank: Senior Planning Economist or Senior Marketing Officer

Duties:

1. Reports directly to the Head of the Research/Statistics Sub-Unit
2. Under the direction of the Head of the Research/Statistics Sub-Unit, identifies research topics relative to the operation of the ministry and movement.
3. Conducts approved research on marketing related policy and program ramifications and submits evaluations with recommended changes or alternative approaches.
4. Conducts research on marketing sector development strategies which strive to identify sector trends and weaknesses in the cooperative and private sector marketing systems.
5. Conducts developmental planning as it relates to marketing in accordance with Ministerial and national development objectives. This includes the identification and preparation of concept studies for specific ministerial programmes and development projects which address key marketing issues.
6. Coordinates research with the Commodity Analysis Division and co-operates on overlapping activities with this entity.

Position Title: Research Officer-Cooperatives

Location: Research Section, Research/Statistics Sub-Unit

Recommended Rank: Senior Planning Economist or
Senior Cooperative Officer

Duties:

1. Reports directly to the Head of the Research/Statistics Sub-Unit
2. Under the direction of the Head of the Research/Statistics Sub-Unit, identifies research topics relative to the operation of the ministry and movement.
3. Conducts approved research on cooperative movement related policy and program ramifications and submits evaluations with recommended changes or alternative approaches.
4. Conducts research on cooperative sector development strategies which strive to identify sector trends and weaknesses in the cooperative sector.
5. Conducts developmental planning as it relates to cooperatives in accordance with Ministerial and national development objectives. This includes the identification and preparation of concept studies for specific ministerial programmes and development projects which address key cooperative issues.
6. Coordinates research with the Commodity Analysis Division and co-operates on overlapping activities with this entity.

Position Title: Statistics Officer-Cooperatives

Location: Statistics Section, Research/Statistics Sub-Unit

Recommended Rank: Planning Economist, Cooperative
Officer or Statistical Officer

Duties:

1. Reports directly to the Head of the Research/Statistic Sub-Unit
2. With the Head of the Research/Statistics Sub-Unit, identify type of data needed, the source of such data and the frequency of data input.
3. Responsible for the timely and professional collection of cooperative data and that all data is reviewed for inconsistencies and discrepancy.
4. Identifies data "gaps" in the ministry reporting system especially in the Department for Cooperative Development and conducts special surveys where necessary.
5. Conducts an analysis on all processed data for the purpose of identifying trends, discrepancies, weaknesses and unusual developments.
6. Responsible for the distribution of data output to the relative sections in the Department of Cooperative Development.
7. Ensures that all statistical out put is well maintained in a Planning Unit reference library.
8. Coordinates with the Management Development Section, and co-operates on overlapping activities with this entity.

Position Title: Statistics Officer-Marketing

Location: Statistics Section, Research/Statistics Sub-Unit

Recommended Rank: Planning Economist, Marketing Officer
or Statistical Officer

Duties:

1. Reports directly to the Head of the Research/Statistic Sub-Unit
2. With the Head of the Research/Statistics Sub-Unit, identify type of data needed, the source of such data and the frequency of data input.
3. Responsible for the timely and professional collection of marketing data and that all data is reviewed for inconsistencies and discrepancies.
4. Identifies data "gaps" in the ministry reporting system especially in the Department of Marketing and conducts special surveys where necessary.
5. Conducts an analysis on all processed data for the purpose of identifying trends, discrepancies, weaknesses and unusual developments.
6. Responsible for the distribution of data output to the relative sections in the Department of Marketing.
7. Ensures that all statistical output is well maintained in a Planning Unit reference library.
8. Coordinates with the Marketing Statistics Division and cooperates on overlapping activities with this entity.

Position Title: Computer Operator

Location: Data Processing Section, Research/Statistics Sub-Unit

Recommended Rank: Assistant Statistical Officer

Duties:

1. Reports directly to the Head of the Research/Statistics Sub-Section.
2. Assists the two Statistical Officers in the collection and analysis of data.
3. Primary function is to process all collected data on approved computer application programs, utilizing either a spreadsheet or a data processing application.
4. Develop application "templates" for generating usable data output.
5. Prepare timely statistical documentation on all pre-scheduled data output. Also prepare statistical documentation for all unscheduled data output on the request of the Head of the Research/Statistic Sub-Unit.
6. Prepare applications, process data input and prepare output documentation for all statistical surveys and other data generating exercises conducted by the Planning Unit.
7. Responsible for care and upkeep of computer terminal and related software.
8. Responsible for ordering computer supplies and necessary software applications.

Position Title: Head of Project Planning and Financial/Economic Analysis Sub-Unit

Location: Project Planning and Financial/Economic Analysis Sub-Unit

Recommended Rank: Principal Planning Economist

Duties:

1. Report to the Head of the Planning Unit
2. Carry out research and design activities for identified and approved national development projects and economic activities proposed by the cooperative movement and parastatal bodies.
3. Conduct preliminary economic appraisals of proposed development project designs.
4. Conduct financial feasibility analysis on economic activities being proposed by movement institutions.
5. Perform periodic monitoring functions on ministerial and movement programs and development projects.
6. Conduct evaluation exercises on national development projects being implemented through the ministry. Evaluation should concern the quantitative assessment of success in achieving project objectives.

Note: There are two distinct functions to this sub-unit but until the workload warrants additional staff, the two functions should be undertaken as a single component.

ANNEX I

The following was extracted from a Ministry paper:

MINISTRY OF CO-OPERATIVES & MARKETING
(OR COOPERATIVE SUB-SECTOR)

The policy objectives of the Co-operative sub-sector shall be:-

1. Co-operative Policy and Implementation

- strengthen the co-operative movement
- ensure democratic methods of work
- encourage formation of more societies
- ensure that projects that directly influence the members are encouraged
- co-operative credit and finance should be facilitated.

In this regard the Cooperative Bank should be strengthened and restructured. The Bank should be run by improved quality of manpower in certain key areas. The Bank should operate in such a way that it encourages productive activities; its conditions should be favourable and affordable by the ordinary farmer/peasant. Its capital base should be improved.

2. Co-operative legislation and extension services

- There is need to re-examine and review some aspects of legislation in regard to co-operative activity in this country. These positions will be spelt out in due course.
- Extension staff in the Ministry should be seen to do their job; they should also be afforded opportunities for continuing co-operative education. Liaison between co-operative field staff and other extension officers from other Ministries should be enhanced for maximum benefits to the people being served.

3. Accounting and Auditing of Co-operative Societies and Unions

- The Ministry will ensure that there is improved manpower in the Co-operative Societies/Unions to do accounting and auditing.
- There should be regular balance sheets for presentation to the members of the societies.
- Members education should be developed that they can follow presentation of balance sheets. Strict financial discipline must be followed.

4. Co-operative Education and Training

- Education of members must be enhanced. All facilities for doing this should be reactivated and new ones credited.
- The syllabi of our training colleges be reviewed to give increased scope of knowledge about cooperative activities to members. The colleges should train more of staff from the Co-operative societies/unions and less of the general public.

5. Marketing

- Co-operative marketing should be encouraged
- Farmers should receive what is fairly due to them so that they can improve their welfare and be encouraged to work harder.
- Both Internal and External Markets should be taken advantage of. This area will initially require serious study. Up-to-date little attention has been paid to marketing food crops both internally and externally.
- The Marketing Boards should operate more efficiently so that they do not disadvantage the producer or even the State. They must practice strict financial discipline.

The methods of selling our coffee is under review and a policy position will be proposed soon.

- The Produce Marketing Board should play an increasing role in ensuring food distribution and security in this country. The Board should actively identify external markets and food stuffs. It should be the body responsible for export of food stuffs: Proposals for this to be made soon.

6. Centralized Transport and Supply of Agricultural Inputs

- This policy will continue to be encouraged. The aim is to reduce costs so that the farmer can have maximum returns. The present bodies handling this activity require re-evaluation to see if they have been doing this effectively.

7. Negotiations of International Export Agreements

- Existing arrangements for negotiations with the International Coffee Organization and the Inter-African Coffee Organization should continue. The objective will be to get maximum benefits for Uganda in terms of pricing and quota allocation.

ANNEX II

EQUIPMENT AND SUPPLIES HANDED OVER TO THE PLANNING UNIT
UNDER THE FOOD PRODUCTION SUPPORT PROJECT

1	IBM COMPATIBLE COMPUTER WITH ACCESSORIES
1	IBM TYPEWRITER
1	FOUR DRAWER FILING CABINET
1	12 DIGIT PRINTER/DISPLAY CALCULATOR 240V WITH ROLLS
3	CALENDAR DESK PADS (1988)
1	SCISSORS (PAPER)
1	BOX OF SIX IBM TYPEWRITER CORRECTABLE RIBBON MODEL 6746
1	STAPLE REMOVER
1	LIST FINDERS (TELEPHONE DIRECTORIES)
6	PADS REMOVABLE SELF STICK NOTES
1	SCOTCH TAPE DISPENSER WITH 12 ROLLS TAPE
2	STAPLER WITH STAPLES
1	BOX OF BLACK BINDER CLIPS
3	BOXES COLOURED MAP PINS
3	PKG. THUMBS TACKS
10	METRIC/14CH. RULERS
2	SOLAR CALCULATORS
1	MONTHLY ORGANIZER/WALL PLANNER
1	WEEKLY SCHEDULE ORGANIZER WALL PLANNER
1	ALL PURPOSE ORGANIZER WALL PLANNER
2	WALL CALENDAR PLANNERS (SM)
3	APPOINTMENT BOOKS (DAILY)
1	CLIP BOARD (LEGAL)
7	NATIONAL ANALYSIS PADS 14 COL. 7 DIGIT M8-45-114

12 NATIONAL WIRE BOUND LINED NOTEBOOKS
12 YELLOW LEGAL PADS
3 RUBBER ERASERS
8 TELEPHONE MESSAGE PADS
2 BOXES OF PENCILS (72 EACH)
1 BOX OF PENS (72 EACH)
4 BOXES OF BLACK TYPEWRITER RIBBONS
20 ADDING MACHINE ROLLS
10 MARKER PENS
6 HARD COVER BINDING FILES
1 ROLEDEX
1 WHITE CORRECTING FLUID AND THINNER
2 BOXES CARBON PAPER
150 PLAIN WHITE ENVELOPES
3 DESK ORGANIZING TRAYS
3 WASTE BASKETS
3 IN/OUT TRAYS
2 BOXES TYPEWRITER RIBBONS

ANNEX III

Ministry Interview Schedule for Planning Assessment

DATE	TIME	SECTION	ROOM
1987			
23/11	3:30	Audit	502
25/11	10:00	Management/Development	307
25/11	2:30	Education and Training	509
26/11	10:00	Aids and Projects	604
26/11	2:30	Savings & Credit	512
27/11	9:00	Administration	324
27/11	2:30	Registration	514
30/11	10:00	Deputy Minister	303
30/11	2:30	MKT-Statistics	221 (PP)
1/12	10:00	Extension/Inspectorate	323
1/12	2:30	Commissioner-Marketing	229 (PP)
2/12	2:30	MKT-Field Operations	222
3/12	10:00	MKT-Stats	221
3/12	2:30	MKT-Commissioner	229
4/12	10:00	MKT-Commodities	228
4/12	2:30	MKT-Field Operations	222
8/12	11:00	MKT-Deputy Commissioner	226
21/12	10:00	CCD	329
21/12	2:30	Under Secretary	314

ANNEX IV

Definitions of common planning terminology extracted from Webster's New Collegiate Dictionary and the Longman Dictionary of Contemporary English.

- Research: Advanced study or investigation of a subject aimed at the discovery and interpretation of facts and/or the revision of accepted theories or policies.
- Planning: A carefully considered arrangement or process for carrying out some future activity (establishing goals, policies and procedures for a social or economic unit.
- Strategy: A focus or direction a plan should take to achieve its objective.
The art of devising special methodologies in employing plans towards a goal.
- Project: A specific plan or design; a planned undertaking.
- Program: A plan or system under which action may be taken towards a goal.
- Policy: A definite course or method of action selected among alternatives and in light of given conditions to guide and determine present and future decisions.
- Data: Factual information (statistics) used as a basis for reasoning, calculation or planning.
- Data Bank: A collection of data organized especially for rapid search and retrieval.