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STRUCTURED MANAGEMENT TRAINING IN THE

U.K. AND UGANDAN CIVIL SERVICES

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Structured Management Training in the U.K. and Ugandan Civil Services

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ABSTRACT

The aim of the research was to discover strategies for increasing the responsiveness of civil service management training in Uganda in light of the U.K. experience in civil service management training between 1979 and 1991. While the literature has tended to advance theory on management development and training, and to outline characteristics of good management training programmes, there is need to relate the theory much more to the type of organisation.

Using Case Study method, the study investigated the development of management training in six U.K. and Ugandan Civil Service organisations, with a view to testing the conjecture that the existence of structured management training in a civil service organisation is evidence that there has been a trigger for change to which top management has responded by instituting a radical change programme, one that involves transformation of policies, structures, processes, products etc.; and an indication that there has been a fundamental change in the way top management perceive the role of management training.

Fieldwork findings led to the construction of a new model for understanding the development of structured management training in a civil service organisation. This states that, for structured management training to develop, there must be a trigger for change, perceived as a crisis that requires a significant top management response in the form of a radical transformation of the organisation; the definition of the response to the trigger in management terms by top, rather by senior or middle managers; top management commitment to the implementation of the change; a clear organisational vision, held by the top, shared by key groups, and which incorporates a management development strategy that involves setting up supporting mechanisms and deliberately developing features of structured management training; sufficient autonomy; financial resources and resources of expertise.

Recommendations for the U.K. relate to fostering the ongoing development of mechanisms, while those for Uganda focus on the need to implement the radical change programmes that have already been proposed as a result of the recent Public Service Review.

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Chapter Two: **Conjecture**

> The new conjecture asserts that the existence of structured management training in a civil service organisation is evidence that there has been an internal or external trigger for change to which top management has responded by instituting a radical programme of change. It is also an indication that there has been a fundamental change, on the part of top management, in attitude to improve-ments in quality, to efficiency, and a change in their perception of the role of management training in the change process.

Chapter Three: **Methodology**

> The chapter sets out the methodology used during the research. It also discusses the problems involved in gaining access to people and to documents with specific reference to civil service departments in the U.K. and in Uganda. The Case Study method was used, and the interview was relied on as the main tool for collecting information. The interview schedule was continuously modified to accommodate acquired information/knowledge.

Chapter Four: **Theory**

> The chapter outlines some of the features seen in the literature as important with respect to what are seen as 'ideal' management training programmes. It refers to some of the models and management training standards advocated in the literature which are already influencing management training in the U.K. Civil Service. It is argued that while the existing literature outlines variables that are important in a good programme, it does not give sufficient emphasis to the conditions that lead to the development of these features and it makes generalised statements about organisations without taking into account the characteristics of the individual organisations. The study reveals that the relationship between the variables has not been sufficiently recognised with respect to the civil service with its

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features of structured management training in six U.K.
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other conditions are necessary for a good structured
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produced which outlines the variables that are necessary
for the development of structured management training in
a civil service organisation.

Chapter Thirteen: **Transferability of experience from
the U.K. to the Ugandan Civil Service**

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economic and cultural differences as well as differences
in the organisation of training between the U.K. and
Uganda which would hinder direct transfer of good
practice. However, it is reported that impelling forces
include the fact that there is similar thinking on the
part of Ugandan and U.K. middle, senior and top managers
and trainers with respect to what are regarded as good
management principles and approaches and their

definition. It is concluded that it is possible to transfer some experience, wholly or with modification, provided efforts are made to create an environment in which they can work. This includes a more stable political and economic environment and provision of resources.

Chapter Fourteen: **Recommendations for U.K. and Uganda in light of transferability and of the model**

In view of the model and the discussion of transferability, recommendations for the U.K. relate mainly to the strengthening the development of mechanisms that relate to the gathering and sharing of information, while those for Uganda relate to the need to implement change programmes and to develop management development policy and mechanisms.

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This chapter exposes the richness of the 'ground' for research in management development and training in the U.K. and Uganda in the face of civil service reform and the rapidly changing environment of civil service organisations. These create the need for continuous evaluative research with respect to the management development processes and strategies, problems and product, and with respect to the responsiveness of civil service management training centres.

ABBREVIATIONS AND CONCEPTS USED IN THE THESIS

Abbreviations (U.K.)

OMCS - Office of the Minister for the Civil Service.
Equivalent to the Uganda Ministry of Public Service
and Cabinet Affairs

DTI - Department of Trade and Industry

TDD - Training Development Division: The Unit in the OMCS
which is responsible for training in the U.K. civil
service

TDU - (U.K. Inland Revenue) Training Development Unit at
Hinchley Wood

TSD - (U.K. Department of Customs) Training Services
Division at South-End

M4 Management Training Unit (U.K. Inland Revenue)-
New Management Training Unit within Taxes and
Collection i.e. Management Division 4 (M4), Leeds

RIPA - Royal Institute of Public Administration

Abbreviations (Uganda)

PDD - Personnel Development Department: The unit in the
Uganda Ministry of Public Service and Cabinet Affairs
which has overall responsibility for training in the
Ugandan Civil Service. It is equivalent to the U.K.
TDD.

TLO - Training Liaison Officer

UIPA - Uganda Institute of Public Administration, the main
management training Institute for Ugandan senior civil
servants

Concepts

Department/department. What are known in the Ugandan Civil
Service as 'Ministries' are, in the U.K., referred to as
'Departments'. In this thesis 'Department' is used to refer to
the Uganda equivalent of Ministries in the U.K., while
'department' is used to refer to smaller entities within the
Ministry or Department. The Uganda department of Customs is an
entity within the Ministry of Finance.

Radical change programme. The term is used in this thesis to
describe a change programme that involves fundamental changes
in the organisation's policy, structures and organisation,
process, products, etc.

'Double loop learning'. A management concept used by Argyris (1977) and Argyris and Shon (1978) to refer to the type of radical change referred to above.

'Single loop learning'. This is contrasted with 'double loop learning'. Argyris uses this concept to describe organisational change which involves adjustments within the existing structures.

'Trigger'. 'Trigger' is used to refer to a major impulse that starts a train of actions. In this thesis it refers to the type of impulse that impels top management in an organisation to make a significant response involving the type of radical changes referred to above. In the context of the research, what appears as the principal trigger may have been preceded and is likely to be reinforced by a series of other key triggers.

'Top management commitment'. In the context of this research, commitment is used as commitment to the implementation of change that involves provision of resources, and establishment of mechanisms, etc., rather than just declared assertions of commitment to the change.

CHAPTER ONE

BACKGROUND TO THE RESEARCH

Introduction

This chapter outlines how the very rapid changes affecting the civil service in developed and in such developing countries as Uganda have led to radical changes in management that have necessitated the focus on civil service management development and training.

The original aim of the research was to discover strategies for increasing the responsiveness of civil service management training in Uganda in light of the U.K. experience in further and higher education. However, it was soon established that within the U.K. Civil Service most management training is carried out internally rather than in Further and Higher Education. The focus of the study subsequently shifted to an investigation of the U.K. experience in the area of civil service management training.

The study examined management training for Executive grades or their equivalents in three U.K. Civil Service Departments and in three Ugandan Ministries, with a view to discovering the lessons offered by the U.K. experience to the Ugandan Civil Service management training. The temporal scope was chosen to cover the period 1979-1991.

1.1 Change Affecting the Civil Service

The speed and radical nature of change in the private and public sectors in the late 1970s and throughout the 1980s have led to the period being described as the age of uncertainty (Galbraith 1977), the decade of turbulence (Drucker 1980), and the Age of Unreason (Handy 1989).

Western developed countries have experienced rapid technological changes, low economic growth, increased market competition, fluctuating energy costs, high unemployment rates, and shortages of skilled manpower. (Handy 1989; Taylor 1983; Drucker 1980). In the U.K. in particular, there has been

wide scale privatisation and tendering of much of civil
service work to private organisations. In addition to going
through and feeling the impact of some of the above changes,
many developing countries have undergone frequent political
changes, and suffered periods of political instability.

As a result of the changes, the civil service in the U.K. has
witnessed a radical transformation in activities, processes
and output. The routines of hundreds of thousands of British
public servants, for example, are said to have been
transformed, following changes in the management of public
service departments. Even the titles held by many civil
servants have changed, such that they are now called
'managers' rather than 'administrators', 'assistant
directors', 'finance officers' etc. as they used to be known
in the past (Pollitt 1990, p. vii).

In the U.S. also

> "the working lives of many public officials have been
> disturbed, re-routed, and in some cases truncated.
> Budgetary and personnel reductions have been concentrated
> on domestic agencies, the contracting-out of many
> previously public service activities has begun, staff
> appraisal and merit pay systems have proliferated..."
> (Pollitt (1990,p.vii)

In Uganda, political and economic instability have led to a
change in the culture of the civil service, with many routine
schedules being handled more casually. This has left
governments struggling to improve the Service through
improving morale and the introduction of initiatives to
strengthen management.

1.2 Focus on Training and Management Development as a Result of Rapid Change

Not surprisingly, in the 1970s and even more so in the 1980s,
organisational responsiveness to change has been the subject
of many management writers (e.g. Peters and Waterman 1982;
Theodossin 1986; Kotler 1975). The need for organisations to
respond to the rapidly changing environment is stressed by
Stoner and Wankel (1987, p.353), who argue that even when
organisations are designed to fit the environments in which
they operate, and even when an organisation's design is

appropriate for its environment at a given time, the managers must anticipate changes in the environment that will require future adjustments in the organisation's design. In their view, managing such change effectively is necessary for survival.

It has been argued that, in the face of such rapid changes, organisations must continuously initiate, maintain and evaluate their effectiveness (Kotler 1975; Davis and others 1973; Jackson and Vant 1980; Taylor 1983).

Focus has been, not just on training as a facilitator and tool for change, but on the whole concept of management development, of which training forms a part. de Bettignies (1975), for example, underlines how:

> "Today, management development is not a choice left to the goodwill of top management, a luxury of profitable corporations, a fringe benefit of large organisations. It is a 'must', a requirement of the economic system... The systematic development of managerial talent is one of the primary tasks of any organisation, for its own survival in an increasingly changing environment".

1.3 Some Definitions

1.3.1 *Civil Service*

In this study, 'public sector' is regarded as comprising those bodies created by statute. They depend heavily on public funds, and are influenced directly by public policy, which defines their objectives and tasks. The management of these bodies is ultimately accountable to politicians or elected bodies (Taylor, 1989, pp.5-6). As a result of documentary study (including Grocott 1989; Eliassen and Kooiman 1987; Hennessy 1989; Bourn 1985; Stewart 1974), the scope of this study was subsequently narrowed down such that it related to the civil service: that area within the public sector which carries out constitutional functions which complement the role of strategic management in government.

Aware of the difference in the working of the British Civil Service (which is becoming highly decentralized) and the Uganda one (which was still very centralized), the working definition of the Ugandan Civil Service was taken from

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Glentworth (1989), who defines the civil service in developing countries as generally including the central ministries or departments of government and, to a lesser extent, local/provincial administration.

Recognizing the distinction made between the industrial and non-industrial civil service, the study covers the training of employees in the non-industrial civil service. These are 'white collar'/office staff in Whitehall and in regional and local offices around the country, who carry out government decisions and give advice to ministers on policy (Bourn 1985).

This focus on the training of non-industrial civil servants was considered appropriate, given that the author's area of work at the Uganda Institute of Public Administration (UIPA) involved the teaching of non-industrial senior civil servants. For the same reason, it was decided early in the research that the study would cover the management training of middle and senior managers.

1.3.2 *Management, induction, and training*

The U.K. Training Development Division (TDD), which is the central training function, with responsibility for overseeing management training in the Service as a whole, defines management training as that training that enables trainees to discharge managerial and supervisory responsibilities effectively and to improve their abilities to use the financial, human and material resources available to them. It includes foundation training in management systems such as budgetary management and staff appraisal (TDD 1990, pp.2-3).

The TDD defines induction training as that type of training aimed at familiarizing new entrants with the working of the organisation, welfare and safety matters, general conditions of employment, and the work of the section or Department to which they have been appointed. However, in this research, the decision was made to embrace induction training in the definition of management training. This is because findings from the preliminary research showed that despite the categorisation of training, management training cannot be

totally divorced from vocational and induction training. In fact, in its report, Civil Service Training 1987-88 and 1988-89, the TDD clarifies that much of the course-based induction training has, in some Departments, been replaced by structured programmes run by line managers. This is considered often more effective (TDD 1990, p.3).

This study does not cover vocational/technical training, which is defined by the TDD as that which provides the skills and knowledge necessary to do specific jobs or tasks, excluding those in management and supervision. The research therefore focuses on management training functions within the Departments, as it relates to the training of middle and senior managers.

1.4 Clarification of the Aim of the Investigation

Because of the turbulent environment in which the civil service in the U.K. and in Uganda is operating, the main aim of the investigation was to identify strategies relevant to increasing the responsiveness of the civil service management training function in Uganda in light of the literature and the U.K. experience.

While, originally, the aim was to look at strategies for increasing responsiveness in light of the literature and of the U.K. experience in further and higher education, it was established early in the study that over 80% of management training in the U.K. Civil Service is carried out within the Departments, by the Departments, for themselves. Only a few central initiatives are organised by the TDD and by the Top Management Unit, which also forms part of the central civil service training function in the Office of the Minister for the Civil Service (OMCS). The Civil Service College, which is the third part of the central training function, carries out 3-5% of the training, mainly for senior officers. Less than 20% of the training is bought in from outside institutions (Leggatt 1972; Trevelyan 1985; OMCS documentation).

It therefore became clear that the most fruitful experience would be gained from the U.K. experience in civil service

training, particularly at central and Departmental levels, rather than in Further and Higher Education. For a detailed note on the organisation of training see Appendix 1.

1.5 Establishing the Temporal Scope of the Study

As a result of extensive reading in the area of civil service reforms (e.g. Winetrobe 1970; Simmonds 1988; Ross 1984; Fry 1988; Metcalfe and Richards 1987; Parliamentary and other government documentation), it was decided to restrict the study to the period 1979 to 1991.

The period chosen was significant in terms of changes occurring within the civil service in the U.K. and in Uganda.

In Uganda, the end of the destructive era of Idi Amin Dada in 1979 had led to even more tumultuous political and other events, which have had a significant impact on the economy, and made demands on the civil service in the face of diminished resources, decline in morale, etc. To cope with this situation, various Ugandan governments made several attempts to introduce reforms in the civil service.

These efforts are manifested in the attempt to introduce zero-based budgeting in some Ugandan ministries in 1984; on-going effort to reduce the number of civil servants; the introduction of the office of the Inspector General of Government to reduce corruption in the civil service, an attempt to strengthen the audit function; the review of Government Standing Orders, etc. Since 1979 it has become common to read in Ugandan newspapers reports such as the following:

> "... Since its inception, in 1987, the office of Inspector General of Government has investigated more than 5,000 government payments, as a result of which 'supply of air' [i.e. diverting public funds to non-existent projects] has been greatly reduced. So far charges have been brought against eighty civil servants, before the law courts" ("The Weekly Topic", April 20th 1990, p.4).

There have also been constant reshuffles of civil service personnel as well as attempts to introduce changes in existing civil service structures.

The literature and the preliminary field-work showed that during this period the U.K. Civil Service witnessed the introduction of the Efficiency Strategy and the establishment of the Efficiency Unit within the Office of the Prime Minister. This had responsibility for conducting scrutinies in Departments and ensuring/checking on the efficiency of Government Departments. There was also the introduction of the Financial Management Initiative, which focused on streamlining objectives and on more accountable management. Other changes included the reduction in the number of civil servants and the re-location of services; the recent establishment of Executive Agencies as part of the "Next Steps Initiative" and the increasing awareness of concepts such as 'value for money', etc.

This period thus gave impetus to a discussion of the role of civil service management training in the achievement of change within the Service. It also formed a basis on which to consider the possible sharing of experience between Britain and Uganda.

Of particular interest is the fact that, in the two countries, taken at face value, the reforms had very much followed a top-down model.

1.6 Management Grades Covered by the Research

The U.K. research covered the Executive Grades, about half of whom are graduates. Research in Uganda focused on Assistant, Senior and Principal Assistant Secretary level, and their equivalents such as the Personnel and Finance Officers. All the Ugandan cadres covered are graduate grades. The Executive grades studied in the U.K. form part of the equivalent grades studied in Uganda. The choice for study of these middle and senior cadres was based on the fact that the UIPA, where the researcher is a trainer, focuses on the Assistant to Principal

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Assistant Secretary grades. For a detailed note on grading see
Appendix 2.

1.7 The Nature of the Study

The U.K. study examined management training for Executive
grades in three Civil Service Departments: Customs and Excise,
Inland Revenue, and the Department of Trade and Industry
(DTI). The focus was on gaining an insight into approaches to
management improvement in the face of the changing environment
both of the providing institutions and of the civil service,
and the strategies adopted to develop management training as
part of the mobilization of institutional responsiveness.

A parallel study was carried out in three Ugandan Civil
Service organisations: the Ministries of Education and
Industry, and the department of Customs in the Ministry of
Finance.

The aim was to attempt to discover whether patterns of
positive response to demands for change in the area of civil
service training in the U.K. since 1979 offered lessons for
the training of civil servants in Uganda, in view of the
demands that have been made of the civil service management
training function in the same period.

THE DEVELOPMENT OF A CONJECTURE AND FOCUS OF THE RESEARCH

Introduction

This chapter outlines how an initial hypothesis, which formed the basis of the preliminary field research, aimed at discovering whether, given the bureaucratic tradition of the civil service, the top-down change strategy was not more instrumental in bringing about effective change than was acknowledged in the literature. The chapter reports that this hypothesis was supported in findings from the preliminary fieldwork. This initial investigation, however, also showed other alternative and more promising areas for research. This led to the modification of the questions that were to be investigated and to the development of a new conjecture which focused on the significance of structured management training for the management of change in the U.K. and Ugandan Civil Services.

2.1 The Initial Hypothesis

In this initial hypothesis, I asserted that those civil service organisations and civil service training institutions which are characterised by a proactive approach are those most likely to be effective in bringing about change, and that a proactive approach involves top management making decisions about the necessity for innovation, the type of training necessary in relation to that innovation and, in some cases, in making detailed training recommendations to support change. I proposed that:

1. a major determinant of the effectiveness of civil service training is the existence of a proactive top management in the relevant Civil Service organisation.

2. training offered to civil service organisations by a training institution will depend for quality upon the proactivity of the top management of that training institution.

I further argued that a proactive approach on the part of civil service training institutions was itself likely to be consequent upon:

(a) the top management's ability to relate to and with top management in civil service client organisations;

(b) its skilfulness in monitoring and assessing changes related to the civil service and to civil service training;

(c) its competence in choosing change strategies and in implementing change.

The novel aspect of this hypothesis was the assertion that while the literature on change and the literature on organisation development tended to emphasize the collegial, participative, consultative, "bottom-up" process as the ideal strategy for bringing about change, my conjecture entailed a rebalancing of the emphasis, arguing that there is, in the literature, an underestimation of the importance of the top-down and too much emphasis on the bottom-up component.

Generally, the literature may be right in its emphasis of the bottom-up process. However, I felt that the organisation theory literature has tended to make sweeping generalisations on the assumption that organisations are substantially similar. Initial research suggested the need to look much more closely at the nature of particular organisations about which statements are made.

While recognizing that the 'bottom-up' process was quite important, it was my view that the top-down model was suited to the civil service because of its large size, bureaucratic organisation, and its internal discipline and norms, which lead to more acceptance of a top-down, power-directive strategy.

It was this reversal of emphasis that was the novel element in the research.

The interpretation of my hypothesis was that, contrary to what was stressed in the literature, where effective change has occurred in the civil service, this has been a result of such change being introduced in a top-down, power-directive, and to some extent, power-coercive manner, probably linked to the difference between the civil service and some other institutions which function around much more creativity.

The important research questions, therefore, centred around:

1. Identification of those characteristics of top management of a civil service Department which tend to support or inhibit effective training.

    This involved asking questions related to proactivity, and its elements (e.g. vision, future orientation, optimism); the relationship between change, proactivity and creativity; the amount of attention paid to and time spent considering training; the seniority of the person(s) with responsibility for training; the commitment of top management to the training function; the factors relating to their relationship with subordinates; whether a line management structure existed for achieving good training; what the machinery was for monitoring the effectiveness of training; at what levels the reports go; if there was a clear training policy; and whether this was related to strategic planning and manpower planning etc.

2. Identification of the characteristics of top management of training institutions that tend to support or inhibit effective training.

    In this respect, questions similar to those asked in relation to question 1 above were asked.

3. Identifying what relationships between the top staff of civil service Departments, on the one hand, and of training institutions, on the other, tend to support or inhibit effective training.

This included relationships in terms of: communication (including level and nature); clarification of policy; resources; mutual respect and recognition of each other's problems and strengths.

One of the themes of the research was to investigate whether, given the assertion made above, a top-down model, and, to a certain extent, a power-directive or even a power-coercive strategy might not be more effective in relation to civil service training than what one would expect from the literature.

I hypothesized that this would be an effective model where innovations in civil service organisations and training institutions relate directly to managers' perceptions of the need for change. The model would also be effective in view of the very rapid changes which are affecting civil service institutions in forms which amount to a crisis, and, especially, given that these organisations are compelled to take account of government policy decisions while at the same time trying to provide a service to the public.

2.2 Support for the Hypothesis During the Preliminary Fieldwork

During the preliminary interviews, the respondents confirmed the need for greater emphasis of the responsibility that top management must take for the change process to succeed. My assertion about the importance of a 'top-down'/'top-directive' change strategy being a key element in bringing about effective change was seen as underscoring the necessity for the top to take charge in a change situation, and to do so with respect to all functions, including, not just technical, but also management training. Respondents agreed that top management should do this, partly by encouraging and fostering the bottom-up process.

2.3 Suggested Modification of Wording of the Original Conjecture

Many respondents pointed out, however, that although my conjecture relating to the importance of a top-directive/top-down change strategy seemed to assume that the main obstacle to change was lack of commitment from top management, in reality, the 'blockage' was much more at line than at top management level. This was especially the case with the introduction, after 1979, of target setting for individuals. Because of the need to achieve targets within a given time, line managers tended to focus on the immediate task rather than on future effectiveness facilitated by training.

Also, in light of their own experience, respondents felt the need to tone down the degree of coerciveness necessary for the top-down process to succeed. They suggested that substitute terms such as "top-directed" or "top-led" change, were closer to what was needed for an effective change process to occur than were the terms 'top-down' or 'top-directive', which appeared to be more coercive.

2.4 The Emerging Significance of Structured Management Training Programmes for the Management of Change in the Civil Service

What strongly came out of the interviews with outside observers, many of whom had a wide range of experience with the civil service, and from observations of the management training programmes run by some of the U.K. Departments, was that:

1. Where top management had responded to pressure for change by implementing/instituting a major change process within the Department, the management training seemed to be more integrated and more developed.

2. Training managers' expressions of satisfaction with the commitment of their top management to management training seemed to coincide with top management's preoccupation with the implementation of some specific, often conspicuous, change process in the Department.

3. Management trainers in a Department where management
   training was largely integrated with the operational
   activity and with the general management development
   programme, and where the training division had made some
   headway in developing management training as a structured
   activity, seemed remarkably happier with their top
   management's commitment to management training.

4. The pattern seemed to be that, as a change process
   accelerates, top management gradually, and eventually start
   to recognize the importance of structured training
   programmes.

The compelling finding was that structured management training
programmes seemed important in situations where the decision
had already been made to bring about change.

What was clearly emerging in the study was the significance of
structured management training programmes in situations where
a major change process was underway. The evidence available
from the interviews, as they progressed, suggested a link
between an ongoing or recent fundamental change process and
the development of a structured and well integrated management
training programme in a civil service organisation. It was
also notable that where structured management training was
being developed there was some evidence of there having been a
change in the thinking of top management about the place and
role of management training.

Evidence from the fieldwork showed that emphasis was to be put
on structured management training rather than on structured
technical training programmes as the evidence of an ongoing
fundamental change process, and as the indicator that there
had been a change in thinking about the place and role of
training in an organisational change process. This is because,
even in organisations where the training function was not
regarded as very strong, there was still reasonable quality
and quantity of technical training. Thus, technical training
would not be a fair basis for making judgements about top
management commitment to the implementation of a change
process.

According to the emerging findings, given an impetus to change, the maturity of an organisation is governed to a large extent by whether or not it has got a structured training programme. The existence of the latter was not only evidence that there had been some trigger to which top management had responded by instituting a programme of change, but it was also an indicator of the maturity of the change process. If it is well developed, chances were that the change process in the organisation was progressing properly (maturing). Furthermore, the existence of the structured management training programme was itself a sign that the organisation was poised to accelerate future change and evidence of top management's readiness to implement further change. The development of structured management training occurs because it becomes clear that, to develop a responsive organisation and the capacity to continually implement change, there is need for a structured management training programme to underpin the change through the development of new skills and appropriate attitudes.

2.4.1 *The characteristics of a structured management training programme*

Influenced by the literature on effective management development and training, outlined in chapter four, the concept of structured management training is used in this thesis with respect to a well managed and systematic provision of management training to an individual throughout his/her career, and which fulfils the requirements outlined below:

1. Management training must not be done in isolation. The management training policy should be linked to top management stipulated organisational objectives and strategic plan, and should form an integral part of a planned organisational and management development strategy.

2. The management training must be linked to personal development and job performance requirements, and should aim at the provision of appropriate knowledge, skills and attitudes, based on identified training needs.

3. There must be ongoing evaluation, review and assessment of needs to ensure relevance.

4. The management training must be only one of the management development activities and should be mutually supportive with other personnel management aspects such as job rotation, mentoring, placements, etc.

5. The training must contribute to a continuous learning process and should encompass formal and informal learning activities.

6. It should be linked to an effective development appraisal system which involves regular appraisal of the individual development plan.

7. There must be a supportive information and record system to enable the relevant training to be given to the right people at the right time.

8. The training must be supported by adequate provision of resources.

9. It must be provided as a consequence of responsibility being taken by the individual and the organisation.

10. It must be underlined by appropriate line management training.

11. The management training must be given within an appropriate cultural context, one that facilitates learning and sharing of the experience and knowledge gained from the training.

It follows from the above characteristics of a structured management training programme that organisations with a dynamic management development programme exhibit clearly stated objectives and a clear vision known to all individual members; an identifiable corporate culture; distinguishable and planned management development policy, including policy on

appraisal, on individual development plans, on evaluation and policy on further reviews. In such organisations different levels of managers are seen to take responsibility for different aspects of management development.

2.5 The Revised Conjecture

In light of the findings in the preliminary fieldwork, I was impelled to revise the initial hypothesis and focus of the research.

Based on the observations in the preliminary fieldwork, the new conjecture stresses that the existence of structured management training in a civil service organisation is evidence that there has been an internal or external trigger for change to which top management has responded by implementing/instituting a fundamental programme of change. This radical change will usually be in the form of a major reorganisation and structural change, changes in policy, processes, products, organisational culture etc. This is the type of radical change that occurs when some sort of 'double-loop learning' occurs within the organisation (i.e. which involves overhauling of the system), as opposed to 'single loop learning' whereby the organisation merely makes adjustments within an existing framework (Argyris and Shon 1978).

Secondly, it is suggested that the existence of structured management training is an indication that there has been a fundamental change in attitude, on the part of top management, to improvements in quality and to efficiency etc., and an indication of a change in their perception of the role of management training in supporting change.

The implications of this new conjecture is that there is a strong trigger for change, which may be internal or external to the Department/Ministry concerned, and which may be preceded or reinforced by a series of other triggers. But whatever the trigger point, it has then to be coupled with a top management commitment to implementing that change. Furthermore, the desire to change leads to the development of

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a structured training programme to aid the delivery of the change.

It is my conjecture that a structured training programme is a necessary but not a sufficient condition for effective change. But its existence in a Department is evidence that the change process in that Department is underway, and that the top management have a vision that includes management training for its effectiveness. It is not a guarantee. But on the other hand, if there is no structured training programme then almost certainly the change process in that Department may not be proceeding well or is not being managed properly.

The absolute conditions needed is the powerful force to set the change process in motion. Other conditions that are 'good flowering grounds' for the training programme to be successful include a positive organisational culture and the nature of the management relationship between top management and the trainers.

My assertion is that the more fundamental the change, the more the recognition of the need for systematic manpower development and training.

A change programme which is not implemented will not lead to developments in management training and will not give impetus for more systematic management development, which will be seen to be necessary only when the implementation of the process begins. This, however, is only reactive training, and it is where many organisations are at present. Where there is a proactive top management, necessary changes in training will be foreseen with respect to current as well as predicted change, and proactive training will occur. Being proactive here means taking positive steps to predict and to manage the change, and undertaking initiatives that enable top management to take control of, rather than be totally controlled by, the change. Figure 1 below shows the proposed relationship between the trigger for change and the existence of a structured management training programme.

2.6 The Research Questions

Given the new conjecture, the important research questions
included:

1. The extent to which management training in a given
   organisation is structured, using as the criteria the
   characteristics of an ideal structured management training
   programme outlined in 2.4.1 above.

2. The extent to which developments in management training are
   linked to the ability of the organisation to analyse and
   interpret changes in the environment and to manage the
   change process in a way that takes into account the
   provision of knowledge, skills and attitudes needed for the
   achievement of current as well as expected change.

3. What civil service management training functions perceive
   as factors that have the greatest influence on them
   directly, and which of the aspects that affect their client
   organisations are seen as having management development
   implications which should be taken into account in terms of
   management training provision.

4. The nature and degree of institutional responsiveness to
   these direct and indirect changes in terms of changes in
   organisational policy, internal structures and organisation
   and changes in management development.

In view of the nature of these questions, it was decided to
consider carefully the methodology that would best present the
evidence to support the conjecture.

Figure 1

The relationship between the trigger for change and the existence of
a structured management training programme

Evaluation
Review, Monitoring

Trigger for
Change

Training &
dev't activities

Top management
commitment to
the change
process

Performance
appraisal

Recognition
of need for
Struct. Mgt
Training to
deliver change

Facilitating
factors

Relationship
between top mgt
and trainers

Positive
organisational
culture
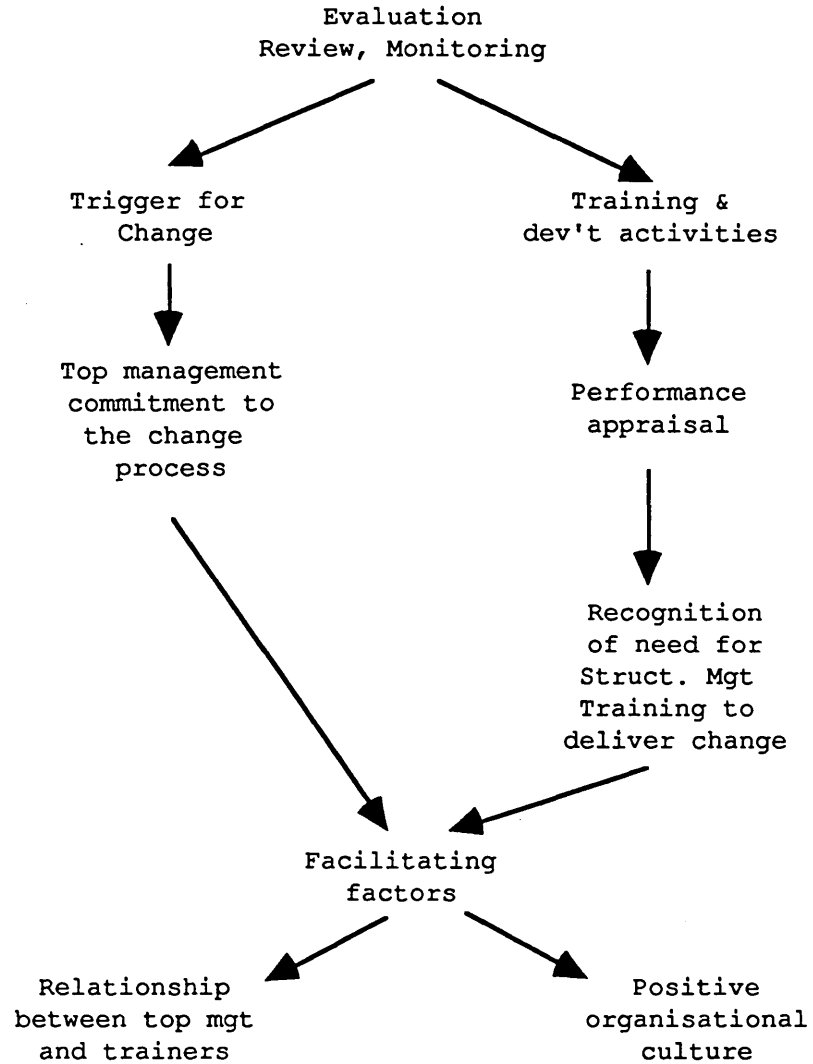
METHODOLOGY

Introduction

As can be observed from the previous two chapters, The research reported here was characterised by a flexible approach. It started with an expression of an hypothesis. However, after the preliminary fieldwork, a new conjecture was developed, based on the emerging evidence from the interviews within the organisations being studied, and in view of the methodological difficulties that were recognised. Detailed analysis of the fieldwork findings from both Uganda and the U.K. led to the construction of a new model to help the understanding of the development of structured management training in the civil service.

The Case Study was chosen as the main method of research, and the interview was preferred as the main tool for obtaining information. Preliminary research included a literature search, film analysis, attendance of lectures, and interviews with experts within and outside the civil service.

Existing theory was used in the research and contributed to the development and modification of the initial hypothesis. Partly a result of the theory, and following comments from the interviewees, the interview schedule was constantly modified for the purpose of testing the new conjecture that emerged from the fieldwork in the Departments. The main methodology thus involved carrying out a series of sensitive interviews which had to be adapted as the research went on, according to the nature of the qualifications and experience of the respondents.

3.1 Issues Raised by the Conceptual Questions and Choice of Methodology

Following the conjecture that the existence of structured management training was evidence of there having been a trigger to which top management had responded by instituting a radical change programme, and an indication that there had

been a change in attitude to quality, efficiency, customer
care etc., as well as a change in perception of the role of
management training, the research aimed at making a careful
observation of the link between developments in management
training and the existence of triggers for change, and of the
related change processes in the organisations under study.

In trying to examine the research questions outlined in 2.6 of
the previous chapter, one of the underlying themes was to
discover which factors facilitated or hindered the development
of structured management training in the six organisations
and, where possible, in the two civil services in general. The
focus was on trying to understand why, how and what key
changes occurred in the organisation, and how, if any, the
change processes affected management development and training
policies and programmes.

Given the nature of the questions that needed to be
researched, it was clear that the piece of research to be
carried out was not susceptible to quantitative analysis. The
conceptual questions required dealing with perceptions of
people in different ministries. The information needed had to
highlight the issues and dilemmas involved in management
development and change. The numbers of persons involved,
though important, were not seen as the most important
requirement. It was necessary to use a methodology that was
flexible enough to enable the findings to continuously inform
the research as it proceeded. On this basis, the rigorous
quantitative methods such as the questionnaire survey were
ruled out.

It was decided to use the Case Study method, based on
documentation and selective qualitative semi-structured
interviews. The merits of interview versus questionnaire have
been summarised in the literature. One of the advantages of
the interview is that it provides extensive opportunities for
asking questions and for probing, and has a better rate of
return than the questionnaire, although the interview has
limitations with respect to the number of respondents who can
be reached (Cohen and Manion 1985,p.292). Methods such as

action research, which involve situational intervention, were not considered appropriate on the basis of practicability.

3.2 Preference of Qualitative to Quantitative Methods in the Research

The preference for qualitative rather than quantitative research methods related to the need to select people whose contribution would highlight the issues involved, to enable a better understanding and appreciation of the historic and current change processes; of the factors that have hindered and facilitated change and choices of future directions for the organisation; and of the factors that have had an impact on the development of management development and training. It was also due to the need for a fluid approach in the study, involving a continuous evaluation of the evidence uncovered during the course of the research, and a readiness to modify the questions as new information got absorbed.

Throughout the research, efforts were made to obtain information from the "right people" in the sense that, as far as possible, the selection of the information source was governed by the extent to which the source was likely to give the type, quality, and even amount of information that would throw light on the nature of the change process taking place in a given organisation.

3.2.1 *Varying views on this approach*

This type of approach is vulnerable to criticism from those who favour the more 'scientific' and quantitative approaches. In the scientific approaches methods of controlled experiment are applied, involving rigid formulation of hypothesis, followed by data collection, testing, conclusion, and application. Measurement forms an important part, using well-known and traditionally 'acceptable' instruments such as questionnaires administered to 'scientifically-chosen' samples.
It is acknowledged (e.g. Bennett 1983, p.87) that the scientific approach has "built-in checks" which control and verify the researcher's conclusions and help to produce

objective, verifiable knowledge. However, the rigid use of the scientific approach has been challenged by writers such as Kuhn (1970); Shaffir, Stebbins and Turowetz (1980); MacCall (1978); and Verma and Beard (1981, p.7), who, in their call for flexibility, maintain that not everything exists in quantity and that there are many questions, in social sciences in particular, which cannot be answered by the quantitative method.

Qualitative research has become increasingly recognised in the literature. The exaggerated reliance on quantitative techniques for data collection and analysis is criticised by Gummesson (1991) and others (e.g. Easterby-Smith, Thorpe and Lowe, 1991) who also show an appreciation of the fact that there is room for the kind of methodology such as that used in this thesis when they write:

> "In the past, much attention has been given to describing, coding and counting events, often at the expense of understanding why things are happening. This has led to a predominance of quantitative research methods which are geared, for example to finding out how many people hold particular views, or variations in measures of corporate performance. By contrast, qualitative methods might concentrate on exploring in much greater depth the nature and origins of people's view points or the reasons for, and consequences of, the choice of corporate performance criteria".

I favour the view (expressed by Easterby-Smith, Thorpe and Lowe) that the emphasis on qualitative research methods is a move towards addressing the balance rather than a total abandoning of quantitative methods. My view is that modern research should be flexible and that the exact formulation of research strategy should vary according to the nature of research. The steps followed in the 'scientific method' should be treated as a useful guide, adaptable for the collection of the most relevant information. The practice in the research reported here concurred with the view expressed by Verma and Beard (1981) that the researcher does not have to follow, but may go to and fro across the research steps suggested by the scientific method.

3.3 The Case Study as a Methodological Strategy

A Case is described by Reynolds (1980) as "a short description, in words and numbers, of an actual management situation". Writing mainly in the context of teaching by Case Study method, Edge and Coleman (1986, p.2) define a Case as a description of a situation faced by an organisation. Focus can be on specific aspects of an organisation, for example financial management.

In this research, the Case Studies are not regarded as descriptions of a whole organisation. Each is, nevertheless, regarded as a Case in the sense that it focuses on and represents a state, here the condition of management training in a specified part of the organisation under study at a particular point in time, i.e. from 1979 to 1991. The small parts of the organisations focused on in the research were not perceived as being representative of the whole organisation.

A definition that fits the notion of "Case Study" as used in this research is by Bennett (1983, p.93) who defines the term "Case Study" as usually referring to a fairly intensive examination of a single unit, such as a person, a small group of people or a single company, and focuses on what is there and how it got there.

My reason for preferring the Case Study method is in line with the observation by Gummesson (1991, p.75) who, arguing that Case Study research is becoming increasingly accepted as a scientific method in business administration, asserts that Case research is a useful strategy for studying processes in companies, and for exploratory purposes. According to him,

> "If you want to understand in depth the mechanisms of change you need not study a large number of cases".

During the research, efforts were made to obtain as full information as possible on the change processes in the organisation and the impact on management training. The purpose was to get as close a record as possible, with the help of interviews, documents etc. to enable interpretations to be made about the relationship between the change process and management development. This was important as there was

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usually more than just one point of view, and the information
presented was sometimes incomplete, ambiguous and sometimes
even contradictory.

3.3.1 *Advantages and disadvantages of using case method for research purposes*

Gummesson (1991, pp.77-78), points out that Case Studies have
been criticised as lacking statistical validity; being used to
generate hypotheses but not to test them; and inability to
make generalisations on the basis of Case Studies. Admitting
that he had himself had to change his mind in favour of case
study research, he quotes Normann (1970) who, having made use
of Case Studies in consultancy and research, writes:

> "If you have a descriptive or analytic language by means
> of which you can really grasp the interaction between
> various parts of the system and the important
> characteristics of the system, the possibilities to
> generalise from very few cases, or even one single case,
> may be reasonably good. ...the possibilities to
> generalise from one single case are founded in the
> comprehensiveness of the measurements which makes it
> possible to reach a fundamental understanding of the
> structure, process and driving forces rather than a
> superficial establishment of correlation or cause-effect
> relationships." (Normann 1970 quoted in Gummesson 1991,
> pp.78-79).

While agreeing with Normann (1970) and Bennett (1983) that
generalisations can be made from a few Cases, my observation
is that the findings in this research enable isolation of
facts that hinder or facilitate the development of structured
management training. The model developed after analysis of
fieldwork findings is, in effect, a collection of the
facilitating factors observed in all the Cases, while still
recognising that each Case is still unique. Gummesson
contrasts two kinds of generalisations:

> "On the one hand, quantitative studies based on a large
> number of observations are required in order to determine
> how much, how often, and how many. The other dimension
> involves the use of in-depth studies based on exhaustive
> investigations and analyses to identify certain
> phenomena, for example the effects of a change in
> corporate strategy, and lay bare mechanisms that one
> suspects will also exist in other companies" (p.79).

This research falls in the second category.

3.3.2 *The multi-purpose use of the Case method*

Yin (1984, p.13) distinguishes three types of uses of Case
Study research: exploratory, descriptive and explanatory. The
exploratory use involves undertaking a pilot study that can
form a basis for formulating more precise questions or
testable hypotheses. The descriptive Case Study attempts to
describe a process, although description does not rule out
analysis and interpretation. Explanatory case studies focus on
providing explanations.

The case research reported here proved to be a mixture of
exploratory, descriptive and explanatory. In fact, from the
experience of this research, my view is that it would be
impossible to separate one type of case research from the
other, as described by Yin. Rather I would talk not of
different types of case research, but of different
characteristics which may be present in a given case study,
which may have a few or more of the characteristics from the
case types mentioned by Yin. In other words, in this thesis,
it is taken for granted that a case study will have varying
degrees of the three types of characteristics identified in
Yin's models.

This conclusion finds support in statements by Gummesson
(1991, p.76) who points out that exploration, description,
explanation, theory generalisation and initiation of change
are hard to find in isolation, as explanatory cases may be
theory generating, etc.

However, my wish would be that the findings from the research,
which are in the form of a proposed new model for
understanding the development of structured management
training, are taken as a pilot study to form the basis for
further testing.

3.3.3 *Tools for collecting information during the case study*

Collecting information for the Case Study involved using a variety of information-gathering procedures. The interview had to be relied on as the basic tool for collecting field information, supported by observation, personal experience, logic and interpretation.

3.4 Issues Around Interviewing, and Problems of Using Interviews for Qualitative Research

Tensions normally arise out of the insistence by exponents of the scientific approach on the necessity for quantitative data, and the perceived need to ask questions using a methodology that yields responses that can be 'measured'. The quality as opposed to quantity of information was the key factor in this research.

3.4.1 *Development of a framework to facilitate information collection*

The interviews were meant to achieve three purposes. Firstly, through direct questioning, the interviews aimed at establishing what the respondents within the Departments saw as the characteristics of an ideal management training programme.

Secondly, by asking questions which related to change, proactivity and management training, drawn from a core framework of questions, the interviews aimed at establishing how the respondents evaluated the management training function in their own Department/Ministry. This they did in light of their own criteria, and using the core framework as an evaluation tool. The basic framework, which related to an ideal management development policy and the role and place of management training, was in a form of a list of questions to be answered positively if a management training programme is to be referred to as structured.

Thirdly, the interviews aimed at eliciting straight-forward information on the causes and effects of change initiatives and change processes that have had an impact on the

development of management training policies and programmes in the organisation from 1979 to 1991.

It was necessary to frame the questions in such a way as to establish how far the existence of structured management training reflected the existence of a trigger for change, and the response of top management to this trigger, by initiating a change process in the Department.

These questions were very wide ranging. It is this broad base, coupled with additional probing and follow-up questions about issues, that led to the modification of the conjecture and change in title without it being necessary to give further interviews to the respondents who had already been interviewed.

While the core framework served as a guide, it was still necessary continually to modify the interview schedule in order to ask appropriate questions to the respondents with specific experience. This was also often in an effort to test out the evidence provided by other respondents elsewhere or within the same Department, and to check out information obtained from the literature.

Asking the same questions to every respondent would have seemed more rational to proponents of the 'scientific method'. However, in this research, respondents were chosen for their potential in providing additional information, as well as for testing purposes. Asking certain questions would have seemed inappropriate or fruitless in some circumstances. Also, it was necessary to prioritise categories of questions, given that some respondents could only grant short interviews.

3.4.2 *The importance of familiarity with information obtained*

The word-by-word retrieval of cassette-recorded information after each interview enabled greater familiarity with the information and helped me to memorise details about the U.K. Civil Service system. This proved useful as the interviewing progressed, because during subsequent interviews, it was possible to cross-check facts using knowledge of information

already available from earlier interviews. This itself became a motivating factor for immediately retrieving recorded interviews.

3.5 Documentary Research and Preliminary Fieldwork

A documentary search was carried out as part of the preliminary research, and continued throughout the study. This involved consulting a wide range of literature as well as films and other documentation, including parliamentary papers and reports related to the study.

The preliminary fieldwork involved carrying out semi-structured interviews with respondents from outside the Departments under study, mainly in the U.K., and, to a smaller extent, in Uganda. The preliminary research was designed to provide a wide range of information about the civil service and the context of civil service management training. The U.K. fieldwork was intended, inter alia, to establish a calendar of strategic events that had occurred in the environment of civil service training since 1979. It attempted to discover how British civil service institutions had responded to these changes in terms of strategic choices (policy) and in terms of operational actions (implementation strategies).

The need for an appreciation of the organisation being researched, including the culture, values, terminology, general rules and procedures, and issues related to the research has been stressed by others. Gummesson (1991, p.12) puts forward the concepts of "understanding" and "preunderstanding". According to him,

> "The concept of preunderstanding refers to people's insights into a specific problem and social environment before they start a research program or consulting assignment; it is the input. Understanding refers to the insights gained during a program or assignment; it is the output. This in turn acts as preunderstanding before the next task."

He explains that factors that contribute to 'preunderstanding' include the individual's own personal experience, the experience of others and intermediaries such as textbooks, research reports, lectures etc. According to Gummesson, a lack

of preunderstanding will cause the researcher/consultant to spend considerable time gathering basic information for example about an industry or the decision making process. In his view, it can lead to the researcher's work having serious shortcomings. The researcher may be unable to attach appropriate weight to the level of importance or priority, in the face of numerous factors and relationships; s/he risks choosing a method for access that does not provide the opportunity for the informants to give relevant answers or reactions. the researcher may not appreciate the consequences of inadequate access and preunderstanding.

The preliminary interviews provided an important opportunity to analyse the setting for the research, and facilitated the choice of research method and choice of Case to be studied.

3.5.1 *The role of expert opinion during the preliminary and subsequent research*

The preliminary fieldwork involved semi-structured interviews with consultants who had worked or were still working on civil service management training projects in Uganda and in other parts of the developing world. These consultants were able to discuss the British system and to relate this to the practice in Third World context, and to give views on the possibility of transfer of experience, given the differences in context. Some of the respondents were U.K. experts in the areas of change, management development and training, and officials involved in change agencies in the U.K. and in Uganda.

Expert opinion thus played an important part in the research. It is pointed out that experts are better informed in their field than other people because of their ability, training and experience. The use of experts in the preliminary fieldwork is supported by writers such as Gummesson (1991), who acknowledges that, to gain preunderstanding, we need the help of others to provide the interpretations and descriptions that we are not able to make ourselves and to gain the knowledge that we are unable to acquire by means of our own experience.

But it is also rightly recognised that expert opinions have been proved partly or completely wrong, particularly in the

social sciences, and that an investigator needs to continuously 'appraise' particular views (Verma and Beard, 1981, p.3; Gummesson 1991). My observation is that it is also possible to get biased information from experts. These problems were minimised by the fact that during the preliminary research, the information was received from a wide variety of sources. This was itself an enriching experience. Rather than cause confusion, the different views contributed to a better understanding of the different issues involved. An evaluation of the different points of view with the research supervisors enhanced this understanding.

The aim of the preliminary research was also to test out the initial hypothesis relating to top-down change strategy. As pointed out earlier, although this hypothesis was supported in the preliminary research, a new conjecture had to be developed, given methodological difficulties and in view of the evidence that was emerging from the interviews carried out in the organisations selected for study.

3.6 Fieldwork Within the Selected Organisation

Case Studies were developed in three Departments/Ministries each in the U.K. and in Uganda.

3.6.1 *Choice of unit sample*

Because of the size of Departments (involving as they did large numbers of trainers and potential students), and training units scattered in different parts of the country (especially in the case of U.K. Departments), it would have been virtually impossible even to choose whole organisations as a sample. In the research, each Case Study in unique. There was no attempt to study the whole Department/Ministries or even whole units. Neither was there any attempt to use units studied as representative samples of the Department.

The statements and conclusions made about the Departments in general were related to what was known about the relationship between the specific part of the Department under study and the other parts of that Department as a whole.

The 'other' parts of the Department discussed in each of the Cases were only those parts perceived by the respondents as influencing their work most, or whose work was influenced by the part or unit under study. In other words, it involved looking at the context within which a particular part or parts were operating. Whether a follow-up study or interview was undertaken in the part or parts said to be of influence to the unit under study was at my discretion. The possibilities were discussed with the research supervisors, especially in relation to likely benefit, availability of time and resources and whether a follow-up was feasible, given the scope of study that I was undertaking.

In contrast to the product of the scientific method, the outcome of the research was not expected to be in the form of 'controlled' results. The findings were expected to create an understanding of some of the factors influencing the development of management training policies and processes and of the context in which management training for certain categories of managers occurs.

The choice of Department to be studied was facilitated by the preliminary interviews/discussions with independent and management training and development experts from a variety of institutions which had dealings with the civil service and who, because of specialist interventions in the Service, were familiar with the way it was responding to the impetus for change arising from stimulus from within or from without.

3.7 The Process of Entry into Organisations

While in Uganda the process of obtaining permission to carry out PhD research was tedious, (involving obtaining permission from the Uganda National Research Council), that permission and the special researcher's identity card with which I was issued facilitated access to senior officials in the various ministries and other departments. Once it was clear that permission had been granted to carry out the research, respondents freely agreed to be interviewed, and I felt that they spoke openly and expressed the hope that criticisms and

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suggestions made would contribute to findings which might later assist in improving the Ugandan Civil Service. No such permission was needed to carry out research in the U.K. However, due to unfamiliarity with the U.K. system, I had to rely on my supervisors or other contacts for arrangements for access to senior officials.

3.8 Accessibility to Information

Experienced researchers have affirmed that

> "The ability of a researcher or consultant to carry out work on a project is intimately tied up with the availability of data and information that can provide a basis for analysis and conclusions" (Gummesson 1991, p.11).

Having access to people does not necessarily mean they will provide useful data and information. For this reason I would go with Gummesson (1991)'s definition of "access" as the opportunities available to find empirical data and information. This is more than the mere fact of having contact with and talking to a respondent.

Nor does the seniority of a respondent by itself mean that useful data and information will be obtained. Gummesson (p.28) refers to an investigative reporter who, having gone to great lengths to gain access to Rockefeller, finally carried out a thirty-minute interview which did not yield any information which was worth the trouble he had taken.

Experience from the fieldwork for this thesis shows that if the respondent is the 'right' person and is willing to provide information, a thirty-minute interview can yield very useful information in response to carefully selected questions. The field experience in this research also showed that, in some circumstances, relatively junior but well-informed staff may be more open, more free, even more sympathetic. Interviews with such officers may yield the information that will facilitate analysis and drawing of conclusions that are different from those drawn if information is obtained only from senior officers in the organisation.

Gummesson refers to Taylor and Bodgan (1984, pp.20-25) who discuss the overt and covert approaches to access. The latter involves ethical questions such as how to covertly gain access to where one is unwanted. Lack of knowledge of the U.K. system and being far removed from the familiar Ugandan environment meant that the opportunity for covert approaches was minimal, although in a few cases, in both countries, some information was obtained which could not have been obtained through direct approaches.

3.8.1 *Problems related to accessibility*

Despite my lack of extensive knowledge about the U.K. system, with the help of one of the supervisors, I was able to interview many senior officials both within and outside the civil service. I felt that, once there was access, officials spoke frankly and tried to give me as much information as they could to facilitate my research. My own personal initiative, however, may have been limited by lack of knowledge of the working of the system as a whole. This was made more difficult by the fact that I was operating in different parts of the country, which limited the familiarity and frequency with which I could go in and out of Departments.

3.8.2 *Documents as a source of information*

Getting documentation on training from the U.K. Departments did not pose too much of a problem. The real problem in the U.K. was having direct access to policy papers and to reports on training, and other reviews which had training and management development implications.

It is these review documents which would have yielded perhaps the most complete information related to the motivations and vision, or lack of it, in Departments. Yet, because of the civil service tradition of classifying documents as confidential, I had to be content with officials reading out to me what they considered 'relevant' extracts from what would have been, in my view, the most relevant documents in the whole research. Parts of documents considered to be relevant

to the research by the official being interviewed are not
necessarily the most revealing in the context of the research.

Policy documents are very important as they normally would
reflect the vision of the Department; the basis of its
culture; policy on training and management development; and
the motivation for these policies.

Review documents are particularly relevant to this research
because, as will be seen in the findings, many of the changes
in management training have been preceded by training or other
general reviews. Such documents often give the background of
what went on previously, why the review was commissioned and
why particular recommendations were made.

3.8.3 *The danger of lack of access to full information*

The danger of not gaining access to full information is that
conclusions made from very limited information can be
misleading and even incorrect. Some allowance has to be made
for this when analysing findings, especially in the case of
U.K. Departments where in a single Department there may have
been as many as three or four reviews in the last decade.

In Uganda, this difficulty was compounded by the lack of
photocopying facilities and the general unavailability of
copies of important documents, which made it difficult to
confirm the existence of policy documents to which officials
constantly referred.

One of the main difficulties in Uganda was being unable to
have first-hand access to the current major civil service
review document which had not yet been made public as
Parliament was still discussing related White Papers at the
time of the research. Much faith had to be placed on
information about findings from the press. Neither did I have
first-hand access to the main document that sets up the New
Tax Authority which was having implications for training in
the revenue collection departments of the Uganda Ministry of
Finance.

3.9 The Use of Theory in the Research

> "Theories, including concepts, models and approaches help us to identify, diagnose, define, and analyse major factors and relationships. Consequently we are better able to provide structure to a given situation and at the same time be well placed to convey this understanding to others".(Gummesson, p.63)

Both theory and fieldwork were important in obtaining information during the research. They both played a key role in facilitating the development of a framework which served as criteria for determining the extent to which an ideal management development policy and practice exists in the organisation.

Theory is said to facilitate the construction of a framework that can explain facts and the relationships between them. A researcher may thus put forward simple or complex theories which may just be speculation or an idea (Verma and Beard, p.10).

Verma and Beard refer to Best (1970, p.6) who writes that

> "a theory establishes a cause-effect relationship between variables with the purpose of explaining and predicting phenomena".

Maintaining that in social sciences the above definition is questionable because of the difficulty in establishing cause and effect relationships, Verma and Beard contend that the role of theory as a framework for research is not in dispute. They affirm that the importance of theory is

> "to help the investigator summarise previous information and guide his future course of action".

They observe that sometimes the formulation of a theory may include missing ideas or links and the kinds of additional data required:

> "Thus a theory is an essential tool of research in stimulating the advancement of knowledge still further" (Verma and Beard, p.10).

Verma and Beard distinguish between researchers who focus on the formulation of theories without being concerned with their

application, and those who are primarily concerned with the application of new knowledge for the solution of everyday problems.

Besides the interpretation of the initial research, an analysis of the theory was important in forming the basic conjecture and establishing what a management development policy should be like.

In methodological terms, in this research, theory was used as a source of information necessary to develop a framework that would facilitate judgement of how far the organisation was, in relation to its management development policy, and as regards integration of management training in other management functions.

3.10 The Development of a New Model at the End of the Research

As the interviews went under way, the findings in the departments themselves led to the modification of the initial framework to enable the testing of a new conjecture that emerged from the findings. As new information came to light, even this new conjecture was itself developed to form a new model, following the analysis of the fieldwork findings from the U.K. and Uganda.

There was, thus, an organic approach to this research, and findings led to the development of a model at the end of the research designed for better understanding of change in the civil service. This was based on the assertions made at the beginning of the study and on observations and conclusions drawn from the six Case studies.

The dilemma concerning having hypotheses and models before or after the research has been recognised and discussed by other researchers. Gummesson (p.84), for example, reports that the cornerstones of the Glaser and Strauss method is that theories and models should be grounded in actual empirical observations rather than be governed by established, traditional approaches. He also refers to others who see danger in theorising before one has data.

3.10.1 *Justification for the model*

The advantage of constructing a model at the end is that one observes facts with a relatively open mind and then draws conclusions in a form of a conceptual model.

Here, the model is regarded as a set of variables with postulated relationships between them and expressed in a systematic manner to enhance understanding of the aspects under review. An advantage of Case Studies is that they provide the opportunity for exploration and discovery of significant variables and relations. According to Bennett (1983, p.94) such variables can then "lay the foundations for perhaps more scientific work aimed at testing hypotheses". Seen in this context, the Case Study research carried out for this thesis can be categorised as 'hypothesis generating', which can then be followed by 'hypothesis testing' research, whereby data from different situations can later be used to prove or disprove the validity of the conjecture.

SOME THEMES IN THE LITERATURE WITH RESPECT TO MANAGEMENT DEVELOPMENT AND TRAINING AND IN LIGHT OF THE THESIS

Introduction

This chapter outlines some of the characteristics seen in the literature as essential in an effective management training programme. According to the literature, a good management training programme should be planned and long term. It should incorporate formal and non-formal learning experiences and be part of a management development programme, rather than be given in isolation. It should also be given in a conducive cultural environment. The chapter outlines some of the training models which have incorporated some of these characteristics. These include the Systems Approach to Training, the recent Management Charter Initiative.

It is stipulated that while the literature mainly describes the properties of a good management training programme, it does not sufficiently state the relationship between the 'trigger for change', the top management decision to undertake and implement a fundamental change programme, and the development process of structured management training. It is suggested that the stronger articulation of this link is one of the novel aspects of this research.

The chapter refers back to my perception of what a good management training programme should be. This perception, which is outlined in Chapter Two, is influenced by the attributes of a good management training programme outlined in the literature. I see an ideal management training programme as a 'structured' programme which ensures a systematic and regular provision of management training throughout an individual's career, and which brings together most of the characteristics advocated in the literature referred to in this chapter.

It is pointed out that these characteristics contribute to the framework that provides the criteria for analysing the

management training programmes in the fieldwork, which appears in Appendix 3. This research goes a step further by pointing to the processes and conditions that enhance the development of structured management training in the civil service.

4.1 Some of the Characteristics of a Good Management Training Programme Outlined in the Literature

Positive characteristics of a good management training programme have been identified by several authors.

4.1.1 *Learning and growth as factors common to management development, management training and education*

Some writers (e.g. Hawrylyshyn, 1975), have tended to bring out divergence, arguing that the concepts of management education, training, management development and organisational development are 'distinguishable' in terms of objectives and methodologies.

On the other hand, others (e.g Harrison 1988 and Mumford 1989) focus on convergence, asserting that the concepts of learning and growth help to bring together management development, management training, and management education.

4.1.2 *The umbrella property of Management Development*

Defining management development as "an attempt to improve managerial effectiveness through a learning process", like Harrison, Mumford (1989, p.x) uses the term 'management development' to describe "the total process by which managers learn and grow in effectiveness". He does not regard it merely as part of three aspects, i.e. management development, management education and management training.

This emphasis by Mumford and by Harrison on the totality of growth highlights the umbrella property of the concept of management development. Harrison clearly brings this out when she writes :

> "Development is the all-important primary process, through which individual and organisational growth can through time achieve their fullest potential. Education

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is a major contributor to that developmental process, because it directly and continuously affects the formation not only of knowledge and abilities, but of character and of culture, aspirations and achievements. Training is the short-term, systematic process through which an individual is helped to master defined tasks or areas of skill and knowledge to pre-determined standards" (Harrison 1988, p.5).

This thesis is in agreement with the first two assertions about eventual growth for the individual and the organisation, and about the role of education and training in the development process. It is observed, however, that, taken in isolation, Harrison's reference to training as a "short-term", though systematic, process seems to go contrary to the suggestion by many, and also to that advocated in this thesis that, ideally, training is also a continuous activity, just as should be the other aspects of management development with which it is intertwined, such as appraisal.

In my view, what would be described as "short-term" would be an isolated, probably ad hoc, formal training intervention, as opposed to the training process as a developmental function. This should be continuous, in the sense that it is at least intermittent rather than a one-off, and in the sense that, even when a formal short-term training intervention is not in play, there should be underlying and ongoing, continuous formal and informal learning processes such as on-the-job training.

In this thesis, constant reference to management development and training implies training to be an integral and inseparable part of management development and does not see the two as isolated aspects. While there can be management development without training, ideally, training is part of management development. In fact, I see management education and management training as only two of the many formal and informal aspects which constitute management development, which I use as an umbrella term.

4.1.3 *The need for management development to involve continuous development*

Indeed, because the rapid changes affecting the organisation result in continually-changing functions and processes, a development appraisal and skills audit would ensure continuous education and training and other developmental efforts. I therefore appreciate the recognition in the literature of the importance of continuous development which, in view of the earlier definitions, will embrace continuous education and training.

Harrison (1988, p.6) suggests, for example, that continuous development is "principally through the integration of learning and work so that both are achieved in the same process". This type of continuous development aims at achieving operational goals and increases the ability to learn at every level.

4.1.4 *The need for training to form an integral part of the whole development strategy*

To foster this continuity it is important that formal training or educational programmes be an integral part of the overall management development. Yet we would agree with de Bettignies when he writes:

> "most management development programmes are still not thought of systematically, relying on a sound assessment of organisational and individual needs, nor are they integrated within a long-term plan for human resources development..." (de Bettignies, 1975, p.5).

In this thesis, strong support is expressed for de Bettignies (1975), who points out that

> "Management development does not constitute the dispatching of managers to a variety of well-packaged executive development programmes which promise to turn anyone into a manager in one to four weeks.... Individualized development plans, well meshed into organisational development efforts are a prerequisite to long-term organisational effectiveness. Individual, as well as organisation development strategies should be designed in terms of outcomes as clearly defined as possible".

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The type of linkage proposed above is interpreted in this research as integrating training with other developmental aspects related to individual as well as to organisational development. Other writers (e.g. Elliott 1989; Markwell 1983) also stress the need for a better relationship between training and other management functions.

4.1.5 *Management development as a tool for organisational and individual development*

Elliott (1989) and Markwell (1983) also call for a better relationship between organisational development and management development; and between business objectives and training. They argue that policies should ensure stronger links between training and career development, ensuring that training improves the skills required for career advancement and that it has relationship with promotion policies.

This thesis supports all the above. It also supports de Bettignies' assertion that management development is about change of attitudes, job performance and operational results and that management development is

> "... one of the tools of organisation development and is conceived as a planned change involving the whole organisation as a complex system, and aimed at increasing the effectiveness of the organisation, thus its health",

although it is felt that the above statement does not sufficiently bring to the fore the element of personal development that management development often entails, i.e. promotion (change in status) and motivation, which may be dismissed by some as irrelevant, but which is seen in this thesis as a legitimate motive for development.

4.1.6 *Planned and unplanned learning processes in management development*

De Bettignies (1975) brings out an additional characteristic, defining management development as the attempt to improve managerial effectiveness through a planned and deliberate learning process. I see this as a core but still a partial definition since it does not reflect the developmental nature of such other aspects as unscheduled learning from peers.

Indeed, although some general definitions give the impression that management development is always planned, this is not strictly true, as management development can come about as a result of unplanned activities. I would stress that what are actually planned are the basic management development policies and, ideally, the context in which training occurs. For example, the organisational culture can be carefully nurtured so as to facilitate opportunities which enable informal learning and unplanned development to occur. This thesis stresses that management development must be planned. But reference to planned management development does not exclude unplanned aspects which influence it.

4.1.7 *Formal and informal development processes*

Indeed, the need for management development to embrace formal and informal development processes has been stressed by such management development writes as Mumford (1989). He reports research which shows that, while the careers and successes of some individuals have been significantly stimulated by planned job moves or excellent courses, for others, most significant learning experiences were not derived from careful planning and structure but from accidents of working with particular bosses in particular situations, and of meeting changing challenges and opportunities.

He consequently stresses the need to consider management development as a total process which embraces the informal and accidental as well as the formal.

Non-formalized learning activities listed by Harrison include a team approach (with the training officer as a member); self-development with or without external courses; on-the-job learning; the use of a senior executive as a 'mentor'; etc.

Planned and deliberate formal processes listed by Mumford include: changes in job content through promotion or job rotation; allocating additional responsibilities or tasks; secondment, being given responsibility for a special project outside the normal routines of current job; participation on committees or task groups where the content of what was being

studied is within and outside the current experience and
competence; membership of junior boards, set up to 'preview'
decisions required by the board proper.

Although it is sometimes not easy to distinguish planned from
unplanned learning processes, the framework for analysis
developed in this study assumes the same emphasis on the
formal and informal aspects of management. An organisation
with a good management development programme would show
evidence of the existence of mechanisms and processes which
facilitate informal approaches e.g. use of seniors as mentors
etc.

4.1.8 *Appraisal and career planning as instruments that link development and practice*

Hawrylyshyn (1975) insists that management is a practice-
oriented profession, and that, because the success of
managers' activities lies in practical results, learning must
be practice-linked. He asserts that learning on the job can,
and often is, enhanced and accelerated by a variety of
instruments and activities, such as development-oriented
performance appraisal, career planning, job rotation,
participation in task forces, etc.

The concept of appraisal has been of great interest in this
study because of the recent recognition of the need to move
away from simple appraisal towards a more developmental
appraisal which goes further than just looking at past
performance. Developmental appraisal serves as a basis for
individual and organisational improvement. This explains why
competence-based training is fast becoming a dominant feature
in the British Civil Service, following the introduction of
the new, more developmental appraisal system.
To our basic criteria, which entailed determining an 'ideal'
management development programme by looking at whether it is
planned, long-term, continuous, integrated and whether it has
benefits for both the individual as well as the organisation,
we can add the extent to which it is practice-linked,
involving a whole range of activities such as learning on the
job, special projects themselves facilitated by development

oriented strategies such as performance appraisal and career planning.

A criterion that we can use for judging management development is the extent to which formal training is integrated in the development strategy of individuals, and whether there are individual development plans that reflect the organisational and individual development needs.

4.1.9 *The need for training to be everyone's responsibility*

For a long time, training has been seen as the responsibility of the trainers in or outside Departments who, working on what they have 'felt' to be the training needs in a number of organisations, have independently drawn up courses, and advertised them. Training sections in Departments have tended to see their job as that of running courses. The onus has been on the individual organisational members to respond to advertisements by expressing a desire to attend, whatever the motivation, and seeking the financial resources where necessary, to enable them to attend the course. Top and line manager participation in making necessary choices with respect to the training that employees should have has been lacking.

Recent literature (e.g. Kenney and Reid 1988; Harrison 1988; Mumford 1989) has focused on the role and responsibilities of top and line management and of the individual employee as regards training and management development in a rapidly changing environment. They argue (e.g. Harrison,1988, pp.36-37) that training and development is not just the responsibility of training departments, but a "team effort involving everyone: individual employees, managers, and the personnel department".
It follows that an important criterion in making judgements about the effectiveness of management development policy in an organisation is whether the management development activities are organised in a way that gives room for the different levels of management to take responsibility and shared ownership. This is likely to occur if there are mechanisms that link formal and informal learning processes, and which link training to individual and organisational training needs

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identified as a result of job and skills analysis, a process which is best carried out with the involvement of the different levels of management.

Harrison (p.37) identifies at least four levels of responsibility for most organisations, namely, top and line management, specialist staff, the individual.

4.1.8.1 *Top and line management responsibility*

I strongly support Harrison's view that top management have the responsibility for harnessing human resource development to corporate goals, and for ensuring the identification of learning needs at individual, departmental and overall organisational levels. She also sees their responsibility at that of establishing a purpose, policy and plan for human resource development in the organisation; and for ensuring that adequate resources are made available for the operation of the plan; and that this investment is carefully evaluated.

Mumford points to the reality, which we know to be true, however, when he observes that while the beliefs of personnel staff include a statement about the importance of commitment by top management, in reality,

> "such commitment is difficult to obtain; all too frequently lip-service is paid at best. For example, chief executives are much more likely to sign the annual letter starting the round of appraisals than they are actually to appraise their own direct subordinates" (Mumford 1989, p.17)

There is also some truth in Mumford's view that the consolation has been that

> "a great deal of effective management development can be achieved without the direct help of the chief executive".

However, it will be seen, in the experience of this research that structured management is less likely to be achieved in this way.

In this regard, it is possible to make judgements about a good management training programme by looking for evidence of top management commitment by analysing whether they have taken

responsibility to ensure that there is a management development policy and plan for human resource development in the organisation and whether this fulfils the objectives of the organisation; the extent to which top management actually make provision for and ensure that identification of individual as well as organisational learning needs occurs; to what extent they make available the necessary resources to ensure that the plan does not remain on the drawing board. It is also essential to examine whether they have put in place mechanisms that ensure that evaluation of management development interventions occurs and that regular reviews of performance and of the required skills take account of the changing needs of the organisation and the individual and that this is reflected in the changing nature of management development activities.

A criterion for judging a management training programme will also be the extent to which line managers ensure that effective management development is planned at local level and that it actually occurs. It will also be the extent to which the line managers are also responsible for their own development. Harrison (1988, p.37) rightly states that line managers should help their subordinates to perform their jobs effectively and efficiently, and ensure that they get the necessary learning and development opportunities. I support Harrison's assertion that, with the help of specialist staff, line managers should identify the learning needs of their people, in relation to present work, individual aspirations, and future demands; prioritize and plan how to meet needs, within constraints of available resources; ensure that those plans are carried out, and that they are monitored and evaluated and ensure that effective transfer of learning occurs so that work and people benefit as quickly as possible form learning experiences.

In the context of this research, the above criteria were helpful in making judgements about an organisation's management development function.

4.1.8.2 *The responsibility of specialist staff*

A criterion for measuring the role of specialist staff, such as training managers, is whether they succeed in creating awareness by all managers of their responsibility for training, and in helping them to do so. In addition, it is important to observe the extent to which specialist staff are reactive or proactive by looking at the extent to which they ensure that training and development meet present and future organisational objectives.

It is also a useful indicator to consider whether they play an active role in seeing that managers and the organisation as a whole are aware of and take serious responsibility for training, and the extent to which they provide expert advice (Singer 1977, p.17 quoted in Harrison 1988, p.38).

Harrison pointed out that training managers should ensure that organisational objectives are served, irrespective of the area of training and development for which they are responsible. They must also help managers to do this by providing as expert service. This means that, at least in theory, training managers can, by so doing, assist in the integration of training with the organisational functions.

As the fieldwork report will show, the trend in management training departments in the U.K. Civil Service is for training managers to act as consultants. Indeed, in Uganda, the increasing involvement of management trainers as consultants is noticeable.

4.1.8.3 *The responsibility of the individual and the need for management development to encourage self-learning/self development*

It will be argued in this thesis that an ideal management development programme would be characterised by the individual taking charge of the responsibility for identifying their own present and future development needs, and by their involvement in the formulation of developmental policy and plans, and in evaluation.

This view is supported in the literature. For example, Pedler, Burgoyne and Boydell (1986,p.3) (who define self-development as "personal development, with the manager taking responsibility for her or his own learning and for choosing the means to achieve this"), argue that any effective system for management development must increase the managers' capacity and willingness to take control over and responsibility for events, and particularly for themselves and their own learning.

Harrison asserts (1988, pp.38-39) that as a member of the organisational team, every individual has a responsibility to consider what their own learning needs are, in relation to their daily work, forthcoming changes, and their career aspirations. She argues that individuals should take an active role in articulating their needs, and should seek to make a positive contribution to the formulation of training policy and plans, in order for the planning, execution and evaluation of their development to become a genuinely two-way process.

The concept of individual responsibility for their learning and development is also advocated by Pedler and Boydell (1985, p.6), who distinguish between learning (which they see as more concerned with an increase in knowledge or a higher degree of an existing skill) and development (which they see as a move towards a different state of being or function). They contend that to work out a self-development programme, an individual needs first to take some time thinking of where one is now and where one wants to be in terms of work and career activities, in thinking about the skills one has had and those that need to be developed, and in working out learning goals and planning a personal learning programme.

4.1.9 *Need for management development to occur within an appropriate corporate philosophy*

Many who have attended isolated, often unplanned training interventions have experienced difficulties of transferring knowledge back to the job. Hawrylyshyn recognizes this problem when he writes that the 'transfer problem' is partly due to the fact that most management training, education and

development activities are focused on individuals, whereas these work in an organisational context with other people and cannot readily apply new knowledge or a new skill without somehow affecting them. I support Hawrylyshyn's declaration of the need for synchronized development activities such that whole working groups, parts of the organisation, or, ideally, the organisation as a whole share in a learning experience. This sharing makes possible the application of what is learned without undue friction, problems, and resistance.

Harrison (1988, p.2) also expresses the need for developing more positive attitudes to training. She sees the corporate philosophy as "the rightful starting point" for the achievement of human resource development. Describing corporate philosophy as the culture relating to the value and place people should have within the organisation, she writes that culture sets the framework within which specific human resource development policies and strategies are formulated.

We assume that the culture referred to here is the type that facilitates rather than hinders performance and change. In this respect, I support Harrison's view that an organisation's culture should be clearly reflected in all its personnel strategies that affect the development of people.

An important criterion in determining the effectiveness of management development and training would, therefore, be an assessment of whether there are activities within the organisation which enable application of what is learned. Also needed is an environment/culture and mechanisms which facilitate the sharing of experience gained by the different parts of the organisation. In addition, another criterion of an effective management development policy is the extent to which the organisation encourages rather than hinders individual training, education and development efforts.

4.1.10 *Summary of the characteristics outlined in the literature referred to so far*

What comes out of the literature so far is that there are features which characterise a good management training

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programme. These include the fact that management training should not be divorced from general management development. The training should be planned, long term, continuous, and should incorporate informal learning activities. It should aim at organisational and individual development. This necessitates mechanisms such as appropriate appraisal to ensure that training caters for changing needs related to job performance, and to individual development needs. The latter requires the development of individual development plans. A good management training programme is also characterised by the involvement of individual, line and top management's taking responsibility for various aspects of training. This includes policy development, provision of resources, and the development of a positive cultural environment on the part of top management.

4.2 Two of the Training Models Which Incorporate Some of the Above Characteristics and which are Being Applied in Some of the Organisations Studied

Two of the training models advocated in the literature, the 'Systems Approach to Training' (SAT) and the recently constructed 'Management Charter Initiative' (MCI), put forward sets of standards that could be useful in making judgements about the state of management development in training in an organisation. The two are described here because they incorporate many of the characteristics outlined above.

It is the focus on the need for policy improvements and better training strategies that has led to the development of a number of these and other management training models and sets of standards.

4.2.1 The systems approach to training (SAT)

Started in the U.S., and increasingly used in the U.K. in the 1970s, the Systems Approach to Training (SAT) as a model is said to have come about because the control of the management training system had been lost to the trainer/instructor, with the need for a system that puts the training back into the 'hands' of the trainees' managers.

Boydell (1970, 1971) identified ten steps in the system training process. Others (e.g. Harrison 1988; Hotel and Catering Training Board 1986; York 1989; Kenney and Reid 1988) share the same basic characteristics of the model outlined by Boydell, but put emphasis on different aspects of it. For example Kenney and Reid emphasize learning rather than training.

In the SAT, the main areas in a training system include: establishing training need, with respect to organisational objectives; analysing the needs; producing training objectives; developing a training strategy; designing, conducting, and monitoring the training. The SAT was meant as one of the ways of ensuring that training was also relevant to the needs of the job and organisation and not only to the developmental, often egocentric, needs of the individual manager, or worse still, the so called 'felt needs' usually imagined by the trainer.

The trainees' manager is not specifically directly involved in designing and conducting training, which is the job of the training specialists, but must be involved in the monitoring of training effectiveness. The SAT, thus, focuses on management control to ensure that training is specifically aimed at organisational objectives and job performance.
In the context of SAT, effective management development would be recognized as such if there is an identifiable management development policy and implementation strategy. This would, among others, clearly stipulate the organisation's vision and objectives. It would express top management's commitment to the training process, which would be presented as forming part of an integrated organisational as well as individual development programme. The management development policy and implementation strategy would make provision for training needs identification, done as a result of job analysis, itself carried out in relation to changing organisational objectives with the close involvement of the trainees' managers, who also monitor training outcomes and continuously review organisational and training objectives and ensure regular job analysis thus forming a closed loop.

The principles which help to control the training strategy under the SAT include the fact that training should be given only to those who most need it and not to people who will not be able to use it; it should be given at the right time; people should be trained to operate in the conditions they are likely to work in after training; and there should be minimum overlap between courses.

The trainee's manager must get involved in the monitoring of training which is seen as a management function.

Internal monitoring of courses involves asking if the training is enabling the student to achieve the training objective, and whether the trainer is doing his job.
The SAT puts emphasis on the link between the trainer's and the trainee's manager. The former is supposed to go to the trainee's manager with complaints if something is wrong. The trainer's manager must be responsible to the trainee's managers who provides the resources.

In my view, the SAT embraces the concept of integrated management training in so far as it emphasises management concern for training to be relevant to objectives of the organisation and to the tasks to be performed through the process of job analysis and training needs analysis. It leaves room for the developmental activities other than training interventions. It provides some basic guidelines as to who benefits from the training. Management is continuously involved in monitoring outcomes of training and in reviewing organisational and training objectives. The concept of the closed loop is important, as SAT requires a return to the task to analyse whether the training objectives are based on the current requirements of the job. It is recognized that one of the difficulties is the fact that tasks change: the task analysis may be out of date. If the training is not based on current training requirements, it is considered a waste of training.

4.2.1.1 *Criticisms of the SAT*

However, a number of criticisms of the SAT as a model are made. One is said to be its tendency to equate 'systematic training' with 'lower level' jobs. As is the criticism with competence training, this is because of the acknowledged difficulty of carrying out accurate job analyses of high-discretion managerial roles. The main criticism is said to be its mechanistic form and its seeming inflexibility (Taylor 1991). Kenney and Reid stress the need to implement the model flexibly, taking into account factors such as culture, objectives, perceptions of trainers etc.

It is reported that Boydell (one of the main proponents), who acknowledges the complexity of organisations, states that there is no one right answer and that no attempt is made to provide one. In fact, Boydell (1976, 1978, 1985) is said to take a more sophisticated and less mechanistic approach (Taylor 1991).

While I do not advocate SAT as the one and only ideal model, despite any weakness it may have, my view is that its principles are valid, in the sense that an organisation which commits itself to the SAT, as has done the U.K. Inland Revenue, the DTI and the Ministry of Defence stand a better chance of moving towards my definition of structured management training than other organisation where no training model exists.

4.2.2 *The MCI Code of practice in relation to management development*

Led by the British Institute of Management and the Confederation of British Industry, which aim at promoting high standards of modern management practice and business skills among organisations and at making management education accessible and relevant to all, the Management Charter Initiative (MCI), began as a response to reports, including those by Handy (1987), and Handy and Constable (1987). These brought to light Britain's under-investment in the training and development of managers. The initiative aims at improving the standard of management training in the U.K., although, as

seen from the fieldwork in Uganda, it is already being adapted and used in other countries. Under the Initiative, the ten-point Code of Practice below is to be adhered to by organisations that apply to become members of the Charter:

1. To improve the leadership and management skills throughout the organisation

2. To encourage and support our managers in continuously developing management skills and leadership qualities in themselves and in those with whom they work

3. To back this by providing a coherent framework for self-development - within the context of our corporate goals - which is understood by those concerned and in which they play an active part

4. To ensure that the development of managerial expertise is a continuous process and will be integrated with the work flow of the organisation

5. To provide ready access to the relevant learning and development opportunities - internal and external - with requisite support and time released, appropriate to our organisation

6. To encourage and help managers to acquire recognized qualifications relevant both to their personal development and to our corporate goals

7. To participate actively in the appropriate networks of the Management Charter Initiative and thereby share information, ideas, experience, expertise and resources that will prove mutually beneficial to the participants and help us to further the aims of this Code

8. Directly and through networks to strengthen our links with sources of management education to ensure that the training offered best complements our management development programmes, matching our corporate needs and future requirements

9. To contribute to closer links with local educational establishments to promote a clear understanding of the role of management, its challenges as a career and the excellent opportunities for young people to develop professionalism in its practice

10. To appoint a Director or equivalent to oversee the fulfilment of these undertakings; to review our progress annually and, after evaluating the contribution to our performance, set new targets for both individuals and the organisation; and to publicise highlights from the review and the new targets.

The above ten-point code is meant to ensure that the management training programmes not only provide the necessary

management skills but also that the training is integrated, continuous, is aimed at organisational and individual development; and that the necessary mechanisms are established to promote the high standard of management development and training expected of the member organisations. Above all, an important requirement is top management commitment to the training process and to the establishment of necessary mechanisms. The above requirements make it necessary to develop many of the characteristics of a good management training programme outlined earlier.

There is already a debate (e.g. *Personnel Management,* vol.24 no. 1, p.14, and Cox 1992, p.21) on the impact of the MCI. Nevertheless, fieldwork findings in Uganda and in the U.K. indicate that the MCI is likely to take as much, if not more hold than the SAT. It will be seen in the fieldwork that some U.K. Departments have introduced one or both models. The Handy Report (1987), which was one of the reports that called for the production of the 'development charter' to act as a guarantee of good practice, called for:

- a corporate development plan
- at least 5 days a year off-the-job training/education for every manager

- a personal development plan for every manager

- financial help for approved self-education

- experience-based learning based on the integration of learning and work.

In relation to my definition of structured management training, the corporate development plan referred to here would incorporate the vision, the aims and objectives of the organisation such that the individual's training is not an isolated episode but is done within the context of organisational growth. The minimum number of training days and the financial help would, in my definition, be a reflection of top management's concrete demonstration of their commitment in terms of provision of resources, including money and time.

The personal development plan and the integration of learning and work ensures not just personal development in terms of

career, but that training is conducted within the context of better job performance, and as part of the process of a more effective contribution to the achievement of organisational targets and objectives.

For purposes of this research, the above Code of Practice can be used to establish whether an organisations has embodied any of the above principles, even when it is not a member of the MCI. The Handy suggestions can also be used as an evaluation tool, for example, to see if a corporate development plan exists as a context within which management development takes place.

Handy's suggestions also provide a framework for checking if there is provision for training, as well as a personal development plan for every manager. It is possible to make judgements about actual commitment in terms of provision of financial resources for individual self-education. In addition, the framework helps to check whether learning and work are integrated.

It can be said that the literature provides a variety of characteristics of an effective management training programme, and that plenty of models exist that could assist application of some of the principles advocated.

4.3 Failure of the Literature to Stress the Possibility of Using Structured Management Training as an Indicator of Top Management Response to the Triggers for Change

On the whole, however, the literature does not focus on the possible use of structured management training as a tool for measuring the extent of top management's response to change. There is need for a strong expression in the literature of the fact that the level of development of a management development function, including the characteristics of a good training programme, could itself be evidence of an ongoing or recent process of dynamic change in an organisation.

The research reported here attempts to show that there is a relationship between well-structured management training and

the extent to which top management within civil service
organisations has responded to challenges for change by
implementing a change programme.

4.4 How the Characteristics Identified in the Literature Have Been Used to Develop a Framework for the Fieldwork

In this thesis, I use some of the positive characteristics of
a training programme outlined in this chapter as a check-list
in developing a framework for determining where a number of
Departments in the U.K. and Ugandan Civil Services are in
terms of the development of their management development
function.

Specifically, the framework which consists of a detailed list
of questions that appear in Appendix 3 is based on the need to
analyse:

1. the extent to which the training function is integrated in
   the organisation's strategic planning and policy;

2. if there is an appropriate training policy; and if
   mechanisms exist to facilitate planned, continuous, and
   integrated training

3. the role that training plays in the organisation, e.g the
   extent to which the training contributes to individual and
   organisation development

4. the status of training which includes the level at which
   training and development responsibilities are exercised

5. the extent to which the training and management development
   function embraces the concepts of self development; and
   whether the function recognizes the need to take advantage
   of available technology to enhance the training and
   development of more individual managers through distance
   learning; use of video tapes; investing in computer
   software etc.

6. the amount of resources including non-financial resources such as time to discuss training at top management meetings etc. devoted to training

7. if there is an organisational culture and training philosophy that fosters continuous learning, sharing of experience, and application of knowledge acquired.

4.5 The Investigation of the Nature of the Relationship Between Structured Management Training and a Trigger for Change

In this research, the answers to the above questions are used to determine whether there is an integrated and structured management training programme, occurring within a well-managed and dynamic management development system. An investigation of the link between the development of structured management training and the changes occurring in the organisation can be analysed to see if the existence of a structured programme is an indication that a major organisational change process is underway and that there has been a change in attitude on the part of top management on the role of training in enhancing/supporting change.

Further than that, however, the information yielded from the above exercise is used to investigate whether the existence of a structured management training programme can be used as evidence that there has been a 'trigger' for change in an organisation, and that this force for change has resulted in a top management commitment to undertake fundamental change in the organisation. An analysis is also made to see if the existence of a structured management training programme is evidence that there has been a change of attitude on the part of top management, as regards the role of training in achieving change.

It is this investigation of whether a good structured management training programme can be used as an indication of the existence of an ongoing radical change programme and of the change in the way training is perceived in the organisation, that makes this thesis distinctive. In addition,

what is new is the examination of the relationship of the elements that must exist, for structured management training to develop.

4.5.1 *The perception of an effective management training programme in this thesis*

The perception of an effective management training programme in this thesis is outlined in Chapter Two. It is influenced by characteristics of an effective programme outlined in the literature referred to in this chapter.

In this research, an effective management training programme is a "structured" programme, one which ensures a systematic and continuous provision of management training to individuals throughout their career and which has the characteristics of an effective programme outlined here.

CHANGE INITIATIVES WHICH HAVE ACTED AS A TRIGGER FOR CHANGE IN THE U.K. CIVIL SERVICE DEPARTMENTS

Introduction

In terms of my conjecture, which suggests a relationship between the existence, in a civil service organisation, of structured management training and the presence of a trigger for change which has led to top management commitment to a radical change process, questions are asked about changes in a civil service Department in the last 10 years, and if these have acted as an impetus for the development of structured management training. This chapter provides a basis for an investigation of such a relationship.

It outlines some of the initiatives undertaken in the U.K. Civil Service after the election, in 1979, of the Conservative Government, whose leader, Mrs Margaret Thatcher, had pledged in her election manifesto to bring about a 'leaner' and 'fitter' civil service. Using her personal authority as Prime Minister and Minister for the Civil Service to 'shake up' many aspects in the Service, Mrs Thatcher's immediate focus was on efficiency, elimination of waste, and promotion of methods of administration which were seen as enabling and encouraging staff to give the best value to the tax-payer.

The host of initiatives range from the schemes of interchange whereby up to 250 civil servants were attached to industry every year; an equal opportunities policy; to a programme of privatisation. This chapter refers only to those initiatives regarded as landmarks which have acted as triggers for change in the Departments, and which had a direct or indirect relationship with the development of management training policy. They include:

1. the reduction in the number of civil servants, commencing in 1979;

2. the appointment of the Prime Minister's Adviser on Efficiency and Effectiveness and the establishment of the Efficiency Unit in 1979;

3. the Financial Management Initiative (FMI) (1982);

4. the modification of the annual staff Appraisal scheme (1983-85);

5. the introduction of the Top Management Course and the Senior Management Development Programme (SMDP) in 1987;

6. the Next Steps Initiative (1988);

7. the concept of the Citizen's Charter, ushered in by Mrs Thatcher's successor, John Major (1991).

Although they are introduced at different periods, the initiatives are interrelated and linked by the same objective - efficiency. Some were inspired by, and were improvements of, earlier initiatives. The degree and nature of impact on management and management training varied from one Department to another, and, where relevant, is discussed in the Case Studies.

5.1 The Change Strategy Used in the Change Process

An analysis of the individual changes directed at the Service shows a shift in the sense that the earlier initiatives (1979-1982) mainly involved establishing mechanisms and conditions that would lead to value for money and efficiency, and focused mainly on clarifying work objectives, setting work targets, devolving financial responsibility and increasing accountability. By 1988, the initiatives focused much more directly on competition and market forces, on 'customer' choice and on 'customer' care. This is the point when the market model is at its height in the U.K. Civil Service.

However, by the beginning of the 1990s, the Citizen's Charter seems to indicate the need to support the market model with a more regulatory model, particularly as achieving a market model was seen as working better where there is competition. Resorting to the Citizen's Charter implied that, despite the extensive privatisation programme

of the 1980s, there was still no real competition with respect to such large monopolies as British Rail.

One could argue that since 1979, Conservative Prime Ministers have wanted a market model, whereby the market determines quality of service. On the other hand, as regards certain aspects, Conservative Governments have put forward their own notions of what that quality should be, and have laid down regulations to determine it. The market model has thus been the dominant one, while the regulatory model has been used to achieve specific objectives.

Relating to this research, the initiatives reflect Mrs Thatcher's desired strategy of bringing about holistic change that would result in the 'creation' of a civil service efficient and effective enough to withstand market forces which include customer choice. With this vision she set upon establishing mechanisms and creating conditions that necessitated clarification of objectives, availability of the information necessary to make decisions about how these objectives are to be achieved, provision of the resources necessary for the achievement of these objectives, monitoring mechanisms and ways of increasing accountability, and a programme of training to underpin the changes that are introduced.

5.2 The Reduction in the Number of Civil Servants

The first fundamental change was the announcement in 1979 of the intention to reduce the number of civil servants by 14% by 1984. By 1990, the number of civil servants had been reduced by 20%. The lasting effects of this announcement was that the fewer people who were left to do what, in some cases, was increased volume and variety of work requiring a wide variety of management skills to enable them to cope. Departments needed to give more and better training to their staff in the face of the ever-increasing demand for efficiency.

5.3 The Appointment of the Prime Minister's Adviser on Efficiency and Effectiveness and the Establishment of the Efficiency Unit in 1979

Also, in 1979, the Prime Minister appointed Sir Derek Rayner (now Lord Rayner) as her Special Adviser on Efficiency and Effectiveness. His responsibility was to secure substantial improvements in management by facilitating and promoting efficiency in the civil service, and by helping government Departments to achieve value for money in the use of resources.

An Efficiency Unit was set up, headed by Rayner, which began a programme of "Rayner Scrutinies". Helped by a small team from the Unit, Lord Rayner's strategy was to mount a series of studies in the various government Departments. This programme of efficiency scrutinies is now well established as one of the mechanisms that ensure ongoing change in the U.K. The purpose of the scrutinies is to reduce costs and improve effectiveness in specific areas, and to indicate where wider and more permanent changes are needed across the whole Service.

Carried out by a small team selected from staff in the Departments identified for review, the scrutinies must be completed within 90 days and set out a programme of how the change can be achieved within 2 years. During the scrutiny, the basic questions addressed include what the activities are for, what each costs, who the customers are, whether the activity is necessary, what value each activity adds, if it could be done more efficiently, how value for money can be improved, and whether the standard of service can be improved (Head, Efficiency Unit).

The strategy of using young staff from the Departments under study to do the scrutinies is important, as the proposals for change come from the Departments themselves, making this the meeting point for the top-down and bottom-up change models. Each of the key stages is discussed and agreed with the Minister and Permanent Secretary of the Department in question, and the Efficiency Adviser. The subsequent report must be sent to the Prime Minister, without alterations by

the Minister or others in the Department under review. The recommendations must be accompanied with a timetable for action.

Three months after completion of the scrutiny report the Department produces an Action Plan setting out how the scrutiny recommendations will be implemented, by when and by whom. The scrutiny is followed after two years by an implementation report in which the Department shows what has been achieved as a result of the scrutiny. This type of strategy, which includes tight time schedules, ensures the implementation of change programmes.

5.3.1 *The impact of the efficiency scrutinies on management and on training*

By 1990 over 350 scrutinies involving all government Departments had been carried out, and over £1.5 billion savings identified. So had many other ways of improving the quality and effectiveness of services (Brereton, 1990).

Besides improving value for money and management of the civil service, the scrutiny programme and subsequent wider initiatives have created awareness by many civil servants of the need for change and improvement. It was reported in the interviews that civil servants at all levels have had to adopt a questioning approach and to consider new ideas or private sector approaches to management.

It was also said that, despite practical problems involved, especially in implementation of the results of the scrutinies, the scrutiny programme has created pressure on civil service managers to review present arrangements with a view to reducing costs, increasing productivity and improving services. This has created a demand for better management techniques within the Service, and for training. Training was also needed for change of attitudes and to underpin the changing culture of the civil service.

5.4 The Financial Management Initiative (FMI), 1982

The Rayner Scrutiny Programme soon provided evidence and pressure to introduce wider changes in the way government works. The government is also said to have been influenced by a number of external reviews of financial management, and the deliberations of the Treasury and Civil Service Select Committee whose third report entitled Efficiency and Effectiveness was published in March 1982.

The report called for a common framework of analysis of programmes, with quantified targets, and strongly recommended that Ministers take responsibility for managing their Departments. As a result of the above, the Financial Management Initiative (FMI), which had already started in 1981, was launched in May 1982 to improve the allocation, management, and control of resources throughout the civil service.

The FMI required clarification of organisational aims and, deriving from those aims, clear objectives to be achieved within specific periods. It also necessitated the identification of the people accountable for objectives and the provision to them of the authority, including information, money and staff, to fulfil that responsibility.

Furthermore, the FMI required all government Departments to set up budget centres, to find ways of measuring performance and to inculcate a greater awareness at all levels of cost and thus need to weigh cost against results. It also required all the Departments to provide adequate training (Moore 1986). This is important as we would expect this requirement to have had an impact on training in civil service Departments in the U.K.

5.4.1 *The impact of the FMI on management and training in the U.K. Civil Service*

The initiative required the 31 largest Departments to produce by the end of January 1983 a detailed appraisal of their current arrangements in the light of the principles

outlined in the initiative and a plan for the introduction
of the changes and systems necessary.

All the Departments found it necessary to change their
systems of control and management in order to comply with
the initiative (Simmonds 1988, pp.14-15). According to the
National Audit Report on FMI (1986, pp.7-8), the Departments
had developed better internal management systems, and they
had been equally successful in controlling the efficiency of
programmes.

Moore (1988, p.6) points out that all the major government
Departments now have top management planning systems,
involving ministers, top officials and more junior staff, to
determine general aims and then specific priorities and
tasks for the year ahead. Resource allocation is an
essential part of this process. And during the year,
performance is monitored against the agreed plans.

Despite the fact that there has been a debate about the
success of the FMI, and although it is said that the Next
Steps, which was a later initiative, was introduced partly
because the FMI had not been wholly successful, both senior
and relatively junior civil servants interviewed in the
fieldwork single out the FMI as having had the greatest
impact on management in the U.K. Civil Service. This was
probably also because the impact of Next Steps which, it was
felt, was going to radically change the nature of the civil
service as an organisation, had, by 1990/91 not yet been
fully evaluated.

A former Principal of the Civil Service College sums up the
impact of the FMI on management training:

> "We found we needed more qualified accountants in
> Government and we had to give many senior line managers
> an application of basic financial management
> disciplines and a greater degree of numeracy. We also
> needed better management information systems and a
> better understanding of how computers and information
> technology could help us....".

Not surprisingly, therefore, some Departments have responded
to some of these initiatives by re-thinking their training
strategy.

5.5 Modification of Annual Staff Appraisal

After the specification of tasks, the modification of the
annual staff appraisal system between 1983 and 1985 was seen
as a key change. The new appraisal system enabled the
setting of personal objectives for each individual. At the
end of the year, staff discuss with superiors the extent to
which they have achieved their targets, and the constraints
encountered. New targets are then set.

This is an example of the fact that, as far as possible,
proposed changes in the U.K. were accompanied by the
establishment of facilitating, supporting, or related
mechanisms.

The introduction of the FMI, which led to identification of
the tasks to be performed, together with the new system of
appraisal (which focused on those tasks), were important
landmarks, as they had the potential to enhance the quality
of management development and training. The competences
needed to perform the identified tasks could now form the
basis for training and for other management development
activities.

The weakness is that the implementation of the new appraisal
system is taking place at different times in the different
Departments, so there is no guarantee that all the
Departments have had the same impact. This came out clearly
in the U.K. fieldwork.

5.6 The Introduction of the Top Management Course and the Senior Management Development Programme (SMDP), 1987

Indeed, in 1987, as a Government initiative, two new
courses, the Top Management Programme (for officers about to
move to grades 3 and 4) and the Senior Management

Development Programme (SMDP) (for grades 4 to 7), were started. Also, a Challenge Funding Scheme was also introduced to challenge Departments and Agencies to increase the training and management development investment in their staff on the SMDP. The scheme, which was introduced as part of the 1988 Next Steps initiative, pays 50p in every úl of all expenditure on training under the SMDP over and above that in the previous year.

According to the Training Development Division,

> "Challenge Funding has enabled Departments and Agencies to make big improvements in the development of their key senior people. In many Departments, the amount of training undertaken has increased significantly, and three Departments have taken advantage of the extra cash to discard their age restrictions and invited everyone in the SMDP grades to join in" (OMCS documentation 1989/90).

The OMCS reported that Departments generally had doubled additional senior management training.

5.6.1 *Provision of minimum training days per year for managers on the SMDP*

In addition, the training programmes were supported by provision of resources to enable staff within the scheme to receive at least a minimum number of training days per year as part of the development programme. The provision of the minimum number of training days was a significant development in the Service, as it a mechanism that ensures that the training requirements of each individual identified during the appraisal are satisfied. It contributes towards the closing the training loop for many individual managers in the Service.

5.7 The 'Next Steps' Initiative (1988) and the Impact on Training

A further Efficiency Unit scrutiny, this time covering the whole Service, led the Efficiency Unit to conclude that there was still a lot to be done to change civil service attitudes and institutions. The report found that not enough emphasis was put on service delivery; senior civil servants

lacked skill and experience in managing service delivery; long-term planning was squeezed by short-term issues; there was insufficient emphasis on results; the civil service was too big and varied to be managed as a single entity; and attitudes and institutions needed to change.

The report, Improving Management in Government: The Next Steps, and commonly known as "The Next Steps", was published by the Efficiency Unit in February 1988. Although it is too soon to evaluate its full impact, its implementation has already had the most far-reaching effect on U.K. Civil Service as an organisation, and on management development within the Service.

The main recommendation of the Next Steps report was to set up Executive Agencies within the Government to provide separate organisations to deliver services.

These Agencies would have clearly identifiable Executive Heads, appointed by ministers, to manage the agencies, on the basis of a policy and resource framework set by the Minister in the parent ministry and known as 'guidance of ministers'. The framework, which is reviewed annually, sets out the policy, the budget and specific targets and the results to be achieved. It gives freedom for managers to manage without having to be hampered by the traditional civil service bureaucratic arrangements.

It is said (e.g. Simmonds 1988, p.16) that in proposing the creation of agencies, the Efficiency Unit was proposing the end of the Unified civil service. It envisaged the end of national pay structures and of uniform grading of the civil service posts.

The greatest impact on training was the requirement by the Next Steps Initiative that all government Departments and agencies were to review their training. As we shall see in the fieldwork report, this initiative has led some Departments to develop aspects of management training.

5.8 The 1991 Citizen's Charter: Raising the Standard

One of the most recent government initiatives has been the introduction by Prime Minister John Major in 1991 of the Citizen's Charter which aims at protecting the consumer and at improving public service through, among others, setting standards of service that the public should expect.

Although mini charters from various ministries and public sector organisations have already been published, and a series of courses held, with respect to the Charters, we do not enter into a detailed outline of the Charter here, as the fieldwork did not show evidence of a big impact on the units studied, as the initiative was still fairly new.

5.9 The Relationship between the Above Triggers for Change and the Development of Structured Management Training in the Civil Service Departments

Along with others, the initiatives outlined above have led to varied responses from top managers in different civil service Departments. The fieldwork aimed at observing the relationship between these and other triggers for change from within and outside the Departments, and the processes by which management training was being developed in six U.K. and Ugandan Civil Service organisations.

Fieldwork findings led to the conclusion that while the existence of an external or internal trigger was essential, for the development of structured management training to occur, a series of other conditions were also necessary.

MANAGEMENT TRAINING IN THE BRITISH DEPARTMENT OF CUSTOMS AND EXCISE - THE MANAGEMENT TRAINING FUNCTION AT SOUTHEND: A CASE STUDY

Introduction

The management training carried out for the Executive cadres by the U.K. Customs and Excise Department at the Training Services Division (TSD), based at Carby Houxse, Southend Headquarters, provides evidence to support the assertion that the existence of a structured management training programme in a civil service organisation is evidence that there has been a trigger for change, to which top management have responded with a radical programme of change, and an indication that there has been a change in top management's attitude vis-a-vis the place and role of management training in achieving change in the organisation.

The chapter reports that an investigation of how Customs management training for Executive cadres became structured shows that there has been a period in their recent history during which certain pressures on the organisation acted as an impetus for change. The main trigger for change which led to the development of structured management training for these cadres appears to have come around 1986 when the Conservative Government expressed concern about the increasing drug entry into the country, and argued in Parliament that the trend had to stop. This served as the main impetus for an overall review of the Customs function, which, in turn, brought about a redesigning of preventive training, followed by a series of training reviews that have led to the current development of structured management training for the Executive cadres.

Findings bring out other factors that facilitated the development of management training in this Department, namely fertile ground in the form of an already proactive staff; a top-led initiative introduced by the top management to establish a philosophical context for change and for training; top management commitment to the development of a

capable body of managers, including supportive line
managers, and the expression of this commitment in terms of
resources provision.

Figure 2

Facilitating factors that enhanced the development of
structured management training for Executive cadres in U.K.
Customs Department

- Top management's definition of solution in management
  terms

- Top management's commitment to the implementation
  process

- Resource provision

- Fertile ground (proactive staff)

- Supportive ling management training

- A positive philosophical context ('people culture')

It is concluded that these facilitating factors for the
development of structured management training need to be
highlighted in any change model related to the development
of structured management training in the civil service.
Structured management training was shown to be an evaluative
as well as a tool for change.

6.1 The Function of Customs and Excise

Customs and Excise Department has about 28,000 members of
staff. Of these 23,000 work in what are referred to as the
outfields, i.e. local offices throughout the U.K. The rest
are located in three Headquarters Offices in London,
Liverpool and Southend. It is headed by the Corporate
Management Group consisting of the Chairman, his two
Deputies and six Directors or Commissioners. The twenty
regions in which the outfields are located are known as
Collections, headed by Collectors. The Department is
responsible for, among others, the collection of the Value

Added Tax (VAT) and excise duties; and enforcement of regulations related to import and export restrictions of certain named items (Ridley 1990).

6.2 The Work of the Training Services Division (TSB) in Southend-on-Sea

Based in Southend, the management training function which forms part of the Training Services Division (TSD), has a staff of nine, comprising three Senior Executive Officers and six Higher Executive Officers. Their job is to design and deliver management training to all Customs and Excise managers. In addition to the nine members of Southend staff referred to above, operational trainers play an important role. These are officers working as VAT, Customs, or Excise officers who, from time to time, help the Training Division with the design and running of courses. At the time of interview, besides the nine Southend management training staff, twelve other members of Customs staff were assisting the nine to run Departmental courses.

The development by the TSD of structured management training for the Executive Cadres in Customs and Excise Department supports the conjecture that the existence of structured management training in a civil service organisation is evidence of there having been a trigger for change to which top management responded by instituting a radical programme of change, and that there had been a change in attitude regarding the place and role of management training.

6.3 The Impact of Government-Led Initiatives on the Management of the Customs Department

All U.K. Civil Service Departments have responded in terms of management development and training, to one or more general initiatives by the Government, such as the Financial Management Initiative (FMI), Efficiency Scrutinies or Next Steps. Many have also responded to initiatives from outside the civil service such as the Management Charter Initiative (MCI). Some have responded more to certain types of

initiatives than to others, and, indeed, numerically, to many more initiatives than other Departments.

Norman Ridley, who recently retired after nearly 40 years as a Principal in Customs and Excise, writes that the determination of all recent U.K. governments to reduce the size of the Service, the introduction of more sophisticated technology, together with the launching of the FMI "demanded a complete appraisal of the way in which Customs and Excise operated and was managed". As a result of the FMI, in 1982 the Department made the decision to publish annually a corporate Management Plan which aimed at making clear to staff:

> "...what senior management considers important, and which states publicly the objectives which the Department has set itself" (Ridley 1990).

The Department is also said to have:

> "...set out on a programme of progressively delegating responsibility for budgets, which culminated in the senior manager of each regional office being responsible for his/her running costs..." (Ridley 1990).

This clarification of objectives and delegation of responsibility is one example of the way in which government reforms and initiatives in the 1980s had an impact on the management in Customs. The impact became greater as new inter-related initiatives were introduced.

Fieldwork findings show no evidence that the existence of this vision and strategic planning had an immediate dramatic effect of the development of management training. Nevertheless respondents see it as an important element that has, over time, and in combination with other factors, enhanced the development of management training.

Indeed, a number of training managers at the TSD in Southend saw the Conservative Government as having been instrumental in effecting changes which affected training. As one senior training manager put it:

> "I don't think any of what has happened in this division would have been possible, if the Conservatives

hadn't taken us to task about the way we were doing our jobs"

From the point of view of a structured management training programme, the introduction of the annual plan became an important strategic setting for Departmental activities, including training, whose role can then be tied in the objectives and the vision for the Department.

6.4 'Fertile Ground' as a Key Factor: Change in Training Methodology (1978), as a Result of Individual Initiatives

Although the major trigger which resulted in the structuring of the training for the Executive cadres came in later, it was stressed that another contributory factor to the development of management training was the fact that there was fertile ground in the form of a proactive staff who were already change agents in their own right, and who were willing to enhance change.

It was reported in the fieldwork, for example, that even before the 1979 election, there was, in 1978, a change in instruction methods, brought about largely as a result of initiatives by individual trainers in the division. This is still considered a major landmark in training. It involved a move from giving straight lectures to a much more participative style of training, introducing syndicate exercises and class participation:

> "We started to think in terms of how people learn and the fact that they learn little by pure listening. Then we looked at using sight by introducing visual aids etc., and at how people learn by working out things by themselves. It was very much individuals taking the initiative, not the Department" (Trainer, TSD).

The fact that this change in teaching methodology was a result of individual initiatives is significant, because the conjecture put forward in this research does not rule out the importance of the dynamism of individuals in the process of change. Even in a top-down change process, these have to be mobilised to support the change.

It is thus clear that the Customs Department was, since 1979, subjected to triggers for change in the form of such government imperatives as the FMI, and pressure as a result of technological changes. These brought about only modest changes in training but helped to set the context for further development in management training by the articulation of a Departmental vision in 1982. Also, while proactive training managers had some significant impact on changes in methodology, findings indicate that their proactive stance alone did not lead to the development of structured management training, although it helped to enhance future development in management training. While training delivery is important, the definition of structured management training in this thesis focuses much more on policies, organisation, training needs analysis and related course design, selection, and other personnel development mechanisms than on methodology.

6.5 Introduction of a New Policy on Task and Training Needs Analysis (1983/84)

An important milestone in the development of structured management training at the TSD was the change in the way in which management training needs were assessed. A senior manager, when interviewed, said,

> "In about 1983/84, rather than deciding from headquarters, we decided to go into the outfield to do task analysis and an assessment of the knowledge, skills and attitudes required to do the job. We then established the gap and what the officers needed in terms of training".

The introduction of the task analysis is said to have been part of the general change process related to the requirement by the 1982 FMI that Departments streamline their aims and objectives. The requirement to set targets and measure the performance of individuals put pressure on Departments to analyse tasks.

The task analysis revealed to the TSD staff that what the Customs and other officers were doing in the outfield was not necessarily what the Headquarters staff thought they were doing. So, since the TSD needed to establish what the training need was, they had to refer this anomaly to the

policy makers who, it is reported, eventually agreed on the tasks of officers. Clearly, in the past, the training had been based on wrong expectations of what the tasks were, and the initiative of TSD staff, accelerated by pressure from the FMI initiative, brought about an improvement in training:

> "It was a huge step forward when we actually started designing training related to what they needed out there to do the job. Instead of the people in headquarters, who had the overall policy respons- ibilities saying what was needed" (Trainer, TSD).

It then became official policy in the TSD, with the agreement of the outfield and headquarters, that training needs analysis be done for any new training in the TSD, and that this be done after ascertaining the task requirements. This is now the practice as regards the management training managed by the TSD in Southend.

In this instance, government initiatives had successfully put a Department under pressure for change, which had resulted in the development of two important aspects of management training, namely, carrying out a task analysis and establishing a policy requiring all new courses to be preceded by a management training needs assessment.

We start to observe a relationship between the existence of aspects of structured management training in an organisation and the decision by top management to respond to a trigger for change. My observation is that while the change in teaching methodology initiated by individuals represented single loop learning whereby the change in the training function was occurring within an existing framework, the introduction of the task analysis and training needs analysis represents a move towards double loop learning, with a new policy being developed.
With respect to the characteristics of a structured programme, this step towards structuring management training is significant, as a structured management training programme is based on organisational objectives and on tasks, it involves a continual process of task analysis, and

an up to date management training needs analysis to ensure
that training takes into account the changing tasks.

Furthermore, put under pressure, top management in the
Customs Department had to nurture the already existing
climate for change. They harnessed the bottom-up change
efforts of the proactive staff, who themselves felt the need
for the top to empower their actions for change. This is
said to have been instrumental in facilitating the change
within the TSD. A good change theory must take into account
the fact that while the bottom-up change strategy can
facilitate the change process, on its own it is limited in
what it can achieve.

6.6 The Conservative Government's Insistence on the Need to Reduce Drug Traffic as the Main Impetus for a Review of the Department, and a Trigger that Led to Re-Designing Management Training (1986)

A key step in the development of management training was the
decision in 1986 to change the design of management
training.

It was revealed in the interviews that, because of mounting
pressure from the public, Parliament and, especially, from
the Conservative Government, with respect to the growing
problem of drug entry into the U.K., the drug crisis brought
about the urgency with which a review of the functioning of
the Department and of the methods and techniques had to be
done. The most significant development in management
training was subsequently in 1986, when the preventive
training was redesigned. The quote below shows how the drug
crisis acted as a trigger that led to the change in the
design of, and subsequent developments, in training:

> "They laid a political impetus. Margaret Thatcher stood
> up in the House of Commons and said: 'we are going to
> fight drugs, we are not going to have Britain face the
> same problems as they have in America. We are going to
> give it priority'. And so, suddenly, that became our
> own priority in the Department. And people started
> asking: 'what do we do about training ?' And suddenly
> we looked at training programmes. We invested in
> training programmes. And, because we were given the

resources, we produced a very good training programme that worked. The students we had were going back and within a week making major drug seizures. And that started our credibility. suddenly, the VAT said, 'why don't you redesign our training ?' and Excise the same. The developments in training were all as a result of Margaret Thatcher standing up in the Commons and saying 'drugs are important'. So, in that respect, none of that would have happened had it not been for the Conservative Government" (Trainer, TSD).

It was also clear from most of the training managers interviewed in the TSD that the drug crisis accelerated the changes in training that were occurring as a result of the need for the Department to become more streamlined and more efficient, and the general climate of change that this had brought about.

The new standard programme is said to have taken "knowledge out of the classroom", using the classroom for practising skills and forming and shaping people's attitudes, or for discussions and for listening to other people's views.

Stage one of the training is done at the work-place where the participants gain the knowledge by using open learning techniques. This is followed by the classroom stage where they practice applying that knowledge in given situations. Stage three training is the actual application of the skills gained in the classroom, with the support of the trainer if required.

Although independent research is needed to evaluate the effectiveness of the drug prevention programme and the extent to which this is attributable to improvements in management training, management trainers in the TSD express no doubt that the training needs assessment, the improvements in the training methodology, and the redesigning of the preventive training led to better performance:

> "The participants have actually been able to make big seizures, and been able to handle people in a more humane manner. The combination of knowledge and skills gives a lot of confidence".

Irrespective of what the findings of such research would be, the above findings show that

1. there is a direct link between changes in training and the pressure for change in the function of the Department

2. the change in the training function was facilitated by an already existing mood for change in the training division itself

3. the design, quality and style of delivery was seen as an important contributory factor to the seizures that were being made, a lot of emphasis having been put on intensive practice in the classrooms.

Even based on the above evidence alone, it can be said that radical improvements in training are themselves evidence that there has been a trigger for change and a response to that in the form of an undertaking of a change programme.

6.7 The 1988 Management Training Review and the Structuring of the Management Training Programme for EO Grades (1988-90)

The apex of the structuring of management training for Executive Officer (EO), Higher Executive Officer (HEO) and Senior Executive Officer (SEO) grades, culminating in the provision of a well co-ordinated programme of training throughout the officers' career, was the development, in 1988, of the new core management training programme.

It is revealed in the fieldwork that, encouraged by the effectiveness of the standard design, in 1988 the TSD conducted a major review of management training. A strategy, referred to as the core management training programme, was subsequently evolved, over the period 1989-1990, for training EO grades. In the financial year starting April 1991 the TSD embarked on what was described as "an enormous programme" of delivering the core management training for over one thousand managers.

6.7.1 *The content of the core management training programme*

The core programme for EOs consists of the following
management courses:

1. an "Executive Officer Entry Scheme"
2. an "Introduction to Management for EOs"
3. the "Introduction to Management for HEO"
4. the "Introduction to Management for SEO" and "Advanced
   Management Skills for SEOs"
5. additional courses to the core programme

The detailed structure of the core management training
programme appears in Appendix 4

6.8 Analysis of the Emerging Characteristics of Structured Management Training in the New Core Management Trainining Programme for EO Grades

6.8.1 *Planned ongoing feature*

It was reported in the fieldwork that in Customs Department,
in the past, when officers became managers and got
responsibility for staff,

> "They would be sent to a two or three week management
> course, and would be talked at about the skills of
> communication, decision making and so on. They would
> leave this course... Individuals would probably never
> have another management course or any other kind of
> management development for years and years to come..."

As seen from the content outlined above, the core management
training, involves a new outlook which embraces a number of
key characteristics that are present in a good structured
management training programme, namely: it is devised as a
planned, long term, continuous learning process which starts
as soon as someone becomes a manager, and continues
throughout the manager's career, during which management
inputs are made at different stages.

6.8.2 *The link with personnel development mechanisms*

Management training is seen as only one aspect of management
development. It is integrated with the functions of the

organisation and responds to requirements needed for better performance. Any change in responsibility is accompanied by the provision of corresponding level of management training. The performance appraisal acquires a developmental character by feeding into the training, which is followed by evaluation and validation, to ensure that the training objectives are relevant, and further training, if the tasks and objectives change. Access to optional training facilitates the provision to individuals of any missing competences. This makes management training part of an individual as well as a group development plan.

6.8.3 *Provision of specialised line manager training as an effort to change attitudes and improve their supportive ability*

There is greater involvement of line managers and individuals in the identification of developmental needs and in determining how these should be addressed. To facilitate this, there is specialised training for line managers. It aims at changing their attitudes and improving their supportive ability. The line managers are not only educated in what the role of individuals and line managers should be and why, and how this fits in with the achievement of organisational objectives, but, in specially prepared manuals, they are also given help with respect to how they can guide and assist the development of their subordinates. It is reported that this is also an attempt to overcome the identified need for much more commitment and involvement at middle management level if the people initiative and the related management development is to succeed.

6.8.4 *The balance between technical and management training*

In Customs and excise, the above planned management courses do not mean the end of technical training. The latter is put in at each stage for people who may have moved e.g. from VAT to Customs.

The emphasis put on management training in the U.K. Customs is evidenced by the above comprehensive mandatory management

courses and by the efforts put in preparing management
training distance learning packages, including manuals for
line managers.

6.8.5 *The "People Culture" and implications for management development*

One of the strong aspects which has contributed to the TSD's
management training being regarded in this research as
having elements of a structured programme is the cultural
context in which it is being carried out.

It was explained that for many years the Department had been
very task oriented, concerned with and geared to getting the
job done: collecting the revenue, making sure that criminals
did not escape justice. It was reported, however, that

> "... in recent years, in keeping with social changes,
> and the changes that have taken place in other
> organisations, we've discovered ...that, in order to do
> these things, you have to have the people behind you.
> You have to encourage them to get involved and to
> participate. Otherwise, you don't really get the task
> achieved... In the last two or three years, we are
> trying to encourage managers to move away from the
> inspectoral kind of management into this participative
> sort of style that we've got here." (Management
> trainer, TSD)

6.8.5.1 *The move away from the 'task' towards 'people' orientation: the People Initiative"*

In an effort to move away from the task orientation, a top
management initiative, referred to in Customs as the 'People
Initiative', was started. It involved efforts to establish
what is known as the 'People Culture', which focuses on
people as the most important resource in the Department. It
encourages all the managers to focus on people, while
empowering all Customs staff to insist on getting from line
managers the attention and consideration that the top
management has accorded to them as part of this culture. It
is an attempt to move away from number towards quality
targets and towards customer care.

6.8.5.2 *The "People Initiative" booklet and well publicised*
        policy on top, line and individual manager's
        responsibility for training

Towards that end, actually, there is a booklet called *The*
People Initiative: Customs and Excise Focus on People:

> "... all members of staff in Customs and Excise have
> got one of these booklets. It tells our staff what they
> can expect if they work in Customs and Excise, in terms
> of management style, management culture, personnel
> policies, and so on. And it also tells managers the
> kind of approach that they ought to try and achieve
> when they are dealing with their staff. That is the
> starting point. It is 'What we are trying to achieve
> when we train our managers '" (Management trainer,
> TSD).

In the 'People' context, it is emphasised, as Customs
policy, that top and line management must take full
responsibility for the development and training of their
staff, who must themselves share responsibility for their
own development. Unlike the other Departments/Ministries
studied, Customs and Excise has produced a well publicised
official policy stating that one of the key roles of a
manager is to train and develop their staff. This has been
given very wide expression in the people philosophy and
'people booklet', which will be referred to later.

The emphasis of an individual manager taking responsibility
for one's own training is an important characteristic of an
ideal management development policy. It is the trend, at
least in theory, in the U.K. civil service Departments
studied. Where this has happened, it has, rightly, not been
used as a substitute for the support given to individuals.
Rather, it has been enhanced by a dialogue between the
individual and the line manager, culminating in the drawing
of an individual's development plan, as has been the case in
Customs.

It is clear that Customs have first developed an approach, a
total change strategy, based on a basic philosophy that
focuses on people, developed by the top management in the
organisation and supported by the training managers.

6.8.5.3 *The Customs and Excise profile of a manager in the people culture and emphasis on communication*

In addition, as part of the people initiative, top management in the Department have issued what they consider to be the ideal profile of a Customs and Excise manager. Focus is on the collegial approach. As one senior member of staff put it,

> "In the people culture, we would like our managers to encourage initiative, encourage people to think for themselves, encourage people to take decisions and contribute to decisions, and contribute to the overall performance of the task... We'd like them, not just to make a decision on their own, but to make the decisions after having discussed the problem with the staff".

Hand in hand with the emphasis on staff participation, and on the bottom-up process, senior management also stress the importance of effective communication.

Until a study is done to establish how far the new 'people culture' has succeeded in bringing about a general awareness of the need to balance, for example, quantity with quality targets, it is not possible to make quick conclusions about how well established the 'people culture' is in Customs Department. Nevertheless, "The People Initiative" is a top-directed, top-down strategy to empower and facilitate the bottom-up approach to change. It provides the basis for the actions of staff and legitimates initiative and creativity.

This is very important in a large organisation like Customs and Excise, which is so geographically dispersed that senior managers in remote outfields would perhaps tend to be their own 'kings' and to keep the status quo if change was in contradiction with their own beliefs.

6.8.5.4 *Training within the "people context"*

It was strongly emphasized that the training of managers is not being done in a vacuum:

> "... the starting point of any training in Customs and Excise is the developmental philosophy which states clearly the starting point of any training in /customs and Excise and which states very clearly what the

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Department wants its managers to do or be, or how it would like them to act".

It is my view that training managers within this context can facilitate change of attitudes since the content of their programmes will be based on a concrete theme. The fact that they have planned to train a thousand managers on these lines in 1991 financial year would, no doubt, have some impact on the attitude of the Department's managers.

It would appear that after receiving "people oriented" training, managers would find it difficult to totally ignore the Department's new outlook. Nor can the Departments as a whole easily retreat from its own policy and new orientation, having openly committed itself by widely distributing "the people" booklet.

6.8.6 *Provision of additional resources*

The Chairman's letter in Appendix 5 shows the emphasis put on implementation of the People Initiative. It also links the implementation with the provision of 800 extra places on the training programme and the introduction of the personal development plans. To ensure that the launching in April 1991 of the core programme to involve the provision of training for one thousand officers becomes a reality, an additional £1 million was announced in December 1990.

Also, the production of training materials specifically aimed at increasing the line managers' ability to develop staff is seen in this research as evidence of the extent to which top management in Customs are prepared to commit money, time and staff resources to ensure effective development of customs managers. Besides line manager training, a comprehensive programme of training of trainers has also been developed. This is important for the implementation of changes in training.

It confirms the assertion that the existence of structured management training is evidence of there having been a trigger to which the top management had responded by starting a programme of change, and an indicator that there

had been a change in perception of the role of training. This change in attitude to training is partly described from the following quote by a senior training manager:

> "In the past, managers saw the training part of the Department as something separate from the job they were actually doing. And if somebody had just come to the job and they needed some training, they would send them off to a training course. We now don't see that as necessarily the answer. We see the manager as having a great responsibility for training and developing his staff. And not only having it, but taking that responsibility, and making real efforts to train and develop their staff..."

Figure 3

Emerging features of structured management training in U.K. Customs Department as a consequence of the development of the core management programme

- planned & ongoing
- consequent of organizational and individual responsibility
- programme supported by additional resources
- balance of technical and management training
- integrated
- specialist line management training
- only one of the management development activities
- training within an articulated corporate culture
- linked to appraisal

6.9 On-Going Reorganisation of the Training Services Division as an Important Development of Training (1990/91)

6.9.1 *The introduction of specialism and the separation of the development from the delivery aspects of training*

At the time of the research, January 1991, the training function was taking what was described as yet another significant step forward. This involved changing the structure of the training function in Southend. Previously, the Training Services Division had been structured in line with jobs. There was Customs, Excise and VAT, Computer and

Management teams, and all the trainers had been discipline rather than training based:

> "...if you were in Customs, you identified the needs by doing task analysis, then you wrote objectives and also looked at various methods of training. You then designed, piloted the training, educated the line managers and training staff in the outfield, and then you did all the administration for it, e.g. nominations, arranging hotels, equipment and material, and you did all that in the Customs team. In the VAT team they would do exactly the same huge variety of duties" (Trainer, TSD).

In the new structure, to which the TSD was moving at the time of the fieldwork (Jan 1991), the division was going to be split both by training and by discipline.

They will have the development side, the delivery side, and a central planning unit, which will be a support mechanism for both. The training delivery team was going to deal with course administration, customer care, monitoring training etc. Although they will not work by discipline, there will still be people responsible for Customs or VAT training etc., with some ownership:

> "In future, they will now be delivering a particular type/aspect of training. They will either be in the classroom, or otherwise monitor the training, or evaluate it, thus becoming expert classroom trainers, or experts at monitoring or evaluating training etc. because that is all they have to do. They will do it for Excise and Customs and VAT training and for all the other types of training. So they will become training specialists in a particular skill and develop their skills related to the training discipline rather than a vocational discipline" (Trainer, TSD).

In the development area, they will have a team of training advisers, whose job will be to liaise with sponsors, with senior management in the outfield, with the Commissioners in the organisation, to make sure that the training they are providing is meeting the need. But, specifically, they will be responsible for forecasting resources and requirements etc. i.e. for foreseeing training needs and needs for certain type of training. They had also proposed having a project management team which may become skilled in running projects.

Implementation of the above was due to take place at the time of the interviews.

6.9.2 *Implications of the ongoing organisational restructuring for management development and training*

It was clear that the above specialization was designed to enable staff to become specialists with a view to providing a high quality product through excellent delivery, advice and monitoring. The enhanced consultancy role that the department was pursuing, reflected a similar trend in the DTI and Inland Revenue. This could now be made possible by the creation of the advice team. There was significance in the new emphasis on the link between training managers and the sponsors of training, i.e. the headquarters, who are interested in the achievement of organisational objectives, and between the training managers and senior management in the outfield.

This places the training function at the centre of a circle, playing the role of linking organisational objectives to operational skills requirements. Previously, headquarters simply gave directions as to which courses should be conducted, without having ascertained the actual needs. Having specialists to continuously carry out training needs assessment and monitoring will ensure relevance, which is an important feature of a good structured management training programme, and the focus on forecasting ensures that the department remains proactive. The restructuring of the Training Services Division in Southend is therefore moving further towards having a good structured management training programme, reinforced by training needs analysis etc. It was also stressed that the change was going to give more flexibility in relation to meeting priorities.

6.10 Summary of Observations

It was seen from the Case Study that the management training managed at the TSD for the Customs Department executive grades has many of the characteristics of a well-structured programme. It is long-term and well planned, and incorporates both the formal as well as informal learning

processes. It is organised as a continuous learning process throughout the career of individuals, starting with a pre-interview residential course to the time they become HEOs and, if promoted to higher levels, join a different management training scheme for grades 7 and above, which was not the subject of the case study.

It is part of an integrated organisational and personal development programme and is only one part of a group or individual career development scheme providing, the individual with planned opportunities for acquisition of knowledge and skills, thus forming a basis for fulfilling the requirements of the task, besides leading to individual and organisational development.

The training in Customs department as a whole is done within a well known corporate philosophy, the "people culture", which is well publicised in a booklet "Customs: the People", distributed to all individuals working in Customs.
The training managers at Southend have issued a comprehensive Guide for line managers aimed at assisting them in guiding their staff as the latter go through distance learning manuals prepared by Southend staff, and as they prepare for or return from training. There is also a systematic and carefully structured training programme for trainers, including management trainers, and a profile of an ideal trainer in customs has been issued.
The appraisal is able to feed into training, as the TSD is part of the Personnel Division in London, who are responsible for overall management development and training policy, although the Southend Headquarters more or less control their training policy. Similarly, the TSD are responsible for training needs analysis and evaluation, but the Personnel Division ensure that training meets organisational objectives. The latter give a general direction as what training should be organised, and provide the resources. Besides line managers nominating individuals for courses, the Personnel Division also forwards names as a result of the appraisal outcome or of organisational development requirements.

Although there is less satisfaction with middle managers' commitment to training, the training managers at Carby House are, in general, highly satisfied with the commitment of senior managers in the field and especially with top management in the department who provide the direction, the training philosophy and the necessary support and financial resources for the training.

It is possible to link these developments in management training for SEO and HEO grades not only to the government concern with respect to the drug problem, which acted as a trigger for change, but also to the subsequent clarification of objectives, to a new organisational and cultural philosophy. The ongoing structuring of management training for the EOs is also underlined by a manifestation of a change in attitude with respect to the role of management training in achieving change.

Figure 4 below is a visual representation of the characteristics of structured management training which were apparent in Customs Department as a result of the 1982 FMI and the concern about the drugs in 1986.

6.11 Conclusion

The findings in the Case study at Southend enabled me to affirm that the existence of a structured management training in an organisation can be evidence of there having been a trigger for change and a commitment by the top to undertake an ongoing radical programme of change in response to that, and to conclude that people eventually discover that without proper training, change does not come about as effectively and as a quickly as it should.

Figure 4

Sequence of external and internal triggers for change in
U.K. Customs from 1978 to 1991 and the developments in
training triggered by those changes

Triggers for Change

Fertile ground (proactive individuals)	General climate of change (1979)	FMI objectives performance indicators (1982)	The drugs crisis Govt concern (1986)	Next Steps Initiative 1988

1978 ┊   1991

Changing teaching methods (1978)

Intro. of policy on task/training needs analysis (1983/4)

Core mangt training programme for Exec. cadres

Announcement of addition resources (Dec 1990)

Redesigning of training (3 stage std design)
open learning classroom application

Development in Training

Reorg. & restructuring of TSD function

6.12   The Need for a More Complex Civil Service Change Theory

Key issues observed during the fieldwork at Southend,
however, showed the need to stress a variety of factors with
respect to the way the change process was being facilitated,
and the findings took me a step towards outlining a theory
of change that includes these elements.

It was seen that the changes in management training were
corresponding to the response that top managers in Customs
were making to the triggers for change, which were in the
form of general change initiatives e.g. the 1981 FMI, and to

the specific impetus in the form of criticism directed specifically at Customs Department.

There was evidence that the changes in training were facilitated by proactive individuals within the TSD.

The role of government in bringing about the necessary impetus for change was observed, and so was the importance of a proactive management within the Department to translate the trigger for change into an actual change process.

There was effective harnessing of positive forces for change in the organisation, including the use of proactive individuals in the organisation, and the nurturing of the bottom-up process.

There was commitment of resources, including time and money to the change process.

This included resources for the development of a structured management training programme to support the change. In this respect, structured management training programme became both an indicator that the change process was underway, as well as an accelerator for change.

It was clear that a model on these lines was needed to understand how the change process led to the development of structured management training in a civil service organisation. Figure 5 below is a visual representation of the aspects observed in this Case Study, which need to be incorporated in a new model.

As will soon be seen, these and other elements were also observed in the Inland Revenue.

Figure 5

Features observed in U.K. Customs Case Study that need to be
incorporated in a model for understanding the development of
structured management training in a civil service
organisation

- presence of proactive individuals in the organisation

- role of government in bringing about necessary
  impetus for change

- importance of a proactive management within the
  department to translate the trigger into actual
  change process.

- harnessing positive forces for change in the
  organisation, e.g. nurturing a bottom-up process

- positive cultural environment

- commitment of resources, including time and money to
  the change process.

MANAGEMENT TRAINING IN THE BRITISH INLAND REVENUE TAXES AND COLLECTION (M4): A CASE STUDY

Introduction

This chapter reports that although the general government initiatives were important triggers for change in the Department, the most significant trigger which brought about change (strong enough to bring about the development of important features of structured management training after 1979), was an information overload which occurred around 1983/84. This was itself caused by a combination of the reduction in the number of staff since 1979, the increasing number of people entering the taxation system, and the cumbersome procedures for dealing with the influx of work. It is reported that this led to a top management initiative to bring about change in the way the tax system was managed, with a view to streamlining the taxation process. As part of the streamlining process, the Ditchfield training review (1984-85) was commissioned.

The 1985 Ditchfield Report led to the adoption of the Systems Approach to Training and culminated in the development of some key features of structured management training, such as basing training on organisational objectives, training needs analysis, and the strengthening of the links between the trainers and line managers.

The significance of this finding is that an internal trigger, which could easily have been interpreted in another organisation as needing simple changes in procedure or an increase in the number of staff, was here perceived as a management problem needing management solutions which included training.

It is reported in this chapter that current government pressure on civil service Departments to provide better customer care was said to have led to the recognition, by the Inland Revenue top management, of the need to balance investigative training with that for good quality service and

customer care. This has imposed on the management training function the need to improve the quality and relevance of its provision to ensure that budget holding centres do not seek a better product elsewhere, and to the commissioning in 1989 of the Management Training Needs Analysis (MTNA), which was still ongoing in January 1991.

The latter has resulted in the current structuring of management training through the provision of a multi-grade, management foundation programme for Executive grades, to facilitate provision of training at the right time, and based on identified competencies, and how this programme has enhanced a number of characteristics of a good structured programme. A series of elements which indicate further positive movement towards structured management training are also identified.

The continuing search for quality in the Department was said to be a strong motivation behind the introduction of the total quality management; the establishment within M4 training in Leeds, of the M4 Management Training Unit in 1990, both of which have also had positive implications for management training. Aspects of management training that still need to be developed, e.g. the need for the sharing of the organisational vision by the whole Department and the development of an identifiable organisational culture. Organisational problems, involving duplication of work, have also hampered the achievement of a fully structured management training programme.

Despite the shortcomings, the balance of the evidence from the findings in the Department leads to the conclusion that the existence of well-developed aspects of structured management training can be evidence of there having been a trigger for change and that top management are committed to a change process and to using training as one of the tools for achieving that change.

It is acknowledged, however, that a new model for understanding the development of structured management training in the civil service is necessary, to take into account other

factors such as the definition of the solution to the trigger in management terms and how the outcomes of training reviews can lead to structured management training.

7.1 The Size and Scope of the Inland Revenue Department

The Inland Revenue is the third largest government Department with just over 66,000 staff in 1990. It is responsible for the administration and collection of direct taxes, for valuing property for tax purposes and for compensation. The Department has a large Headquarters office section whose job is to advise the Chancellor of the Exchequer on tax policy and to other Ministers on policy questions involving them. The staff are located in Inspectors of Taxes offices and Collection offices throughout the U.K. The Board consists of a Chairman, two Deputy Chairmen, two Director Generals, and the Chief Valuer.

7.2 The Extent to Which Government Initiatives After 1979 Led to an Information Overload that Became an Impetus for Change in Inland Revenue

Interviews conducted in the Inland Revenue Department of Taxes and Collection (Management Division 4,) training centre, in Leeds, and in the Training Development Unit (TDU), at Hinchley Wood, revealed that, despite the ongoing change in different parts of the civil service, the Inland Revenue remained largely untouched by change until 1979, when the momentum of change is said to have been accelerated by the Conservative Government. As one training manager who had been in the Department for more than twenty years said:

> "That is when the dramatic change took place. Up to that point in time, our jobs, salaries, accommodation were guaranteed, so there was no incentive for improvement. If I can sum up the whole philosophy, in the '70s, when we wanted to solve a problem, we threw money at it. We didn't look at the problem. We didn't critically examine the problem to see whether we needed changes or if there was something that we could initiate".

It was stressed that after 1979, the management training in Inland Revenue was affected directly or indirectly by the centrally-led initiatives such as the Financial Management Initiative (FMI) and Next Steps.

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It was recalled, however, that one of the most significant developments in management training, after 1979, was a result of an information overload caused by a combination of factors. Despite the fact that in the early '80s legislation was passed which simplified the tax system, largely due to the government's commitment to reducing the number of civil servants, from 1979 the people left behind were having to do more, especially because the volume of work had increased, as many more people entered the taxation system:

> "Since 1980 to 1990 we shed something like 10,000 staff, maybe more. With more and more work and fewer and fewer people, it was getting very difficult. We needed to some extent to streamline the processes as well".

There was an influx of queries and complaints, and, by 1983/84 the system was failing to cope with the work. Also faced were organisational difficulties caused by the fact that letters from the public were having to be moved around different tax offices for action.

This information overload is said to have acted as the main trigger for change, which led to change in management approaches, which included a merger of the Taxes and Collection staff and, eventually, in management training.

7.3 The 'WIN' Initiative and its Impact on Management Training (1983/84)

To overcome the problems caused by this procedural overload, the Department launched a major management initiative called "WIN" (acronym for Work State Initiative in the Network) in 1983/84. This was an internal decision to undertake a total reorganisation of the way the tax function was run. What is significant here is the fact that the information overload was defined as a management, rather than simply a procedural problem. In the words of one senior training manager,

> "It needed a major management initiative to get ourselves out of this hole that we had effectively dug for ourselves... Some of the procedures which we were using weren't as efficient as they might have been; it would be fair to say that people didn't work as well as they might have done, despite the fact that we had cleansed our operations. Effectively, "WIN" involved setting up a management organisation to concentrate people's and, in particular, managers' minds on getting the work up to date by working harder and making ourselves more

efficient generally. It was an initiative to get ourselves out of difficulty".

The reorganisation is said to have brought to light the need for a review of training.

7.4 The Ditchfield Report (1984/85) and Developments in Management Training

Consequently, in April 1984, the Inland Revenue Board commissioned a complete review of all training in the Department. One of the terms of reference given to the Committee was to

> "To review training for all grades of the Tax Inspectorate and, taking account of the merger of Taxes and Collection staff, for all equivalent grades serving in Collection Offices..... [to] Consider whether this training is effective in meeting, and keeping abreast of, the technical and management demands of those grades at all stages in their careers; and ..make recommendations...on what changes should be made in the scope, content, methods and timing of training" (Ditchfield Report 1985, p.1).

The quote above reflects the desire to embraces a key feature of structured management training, namely, keeping abreast of demands and timing of training.

7.4.1 *The creation of the TDU and the introduction of the SAT*

The subsequent report, called the Ditchfield Report, submitted in May 1985, led to the creation of the Hinchley Wood Training Development Unit (TDU). It also committed the training organisations in Inland Revenue to the Systems Approach to Training (SAT) and recommended the integration of the training with an operational management function. This was instrumental in setting management training towards acquiring characteristics of structured management training such as training being a result of constant review and monitoring, job related, timely and flexible.

Figure 6 below is a visual representation of the link between the external and internal triggers for change and the development of management training, as a result of top management's commitment to achieve change in Inland Revenue.

The link supports the conjecture in this research that the existence of structured management training in a civil service organisation is evidence of there having been a trigger for change to which top management has responded by committing themselves to a process of change, and an indication that there has been a change in attitude to quality and customer care, and to the role of management training in achieving them and in underpinning the change.

But it was evident, from the presence of a variety of other triggers that did not have a significant impact on management training, that what made the difference was the decision by top management to interpret the trigger as a management problem needing a management solution. This condition appears important if structured management development is to occur, and needs to be reflected in a model for understanding the development of structured management training in a civil service organisation.

7.5 Analysis of the Emerging Characteristics of Structured Management Training as a Result of the Ditchfield Report

7.5.1 *Changes in training related to the introduction of SAT*

Outlining the reasons for the recommendation of the SAT, the committee wrote:

> "We believe therefore that training should be provided only in response to identified training needs. These should be the subject of continuous reviews by all those with an interest in training - the Board, through Management, Technical and policy Divisions, staff through Regional management, Trade Unions, etc. These needs will arise in response to the job actually being, or about to be, undertaken. It is a waste of resources to provide training simply because one day, possibly far into the future, a detailed knowledge of some subject may be required. Put simply, training must be job-related... When training needs have been identified the resources available for training, and the way in which it is organised, must be flexible so that the needs of those doing the job can be met quickly. M2/2 must be able to plan ahead by having forecasts of the training likely to be required which must be continually monitored by senior managers..." (Ditchfield Report 1985).

Figure 6

Sequence of triggers for change and subsequent
developments in U.K. Inland Revenue management training
1979-1985/86

Triggers for Change

Numerous
complaints
and
criticisms

General
impact of
Govt
initiatives

Simplific'n
of tax
system

Reduction
in number
of civil
servants
(1979+)

FMI
(setting
work
targets)
1982

1983/4
Information
over-load

1985/6

"WIN" review

Subsequent developments

Ditchfield
Report (1985)

Creation of
TDU

Introduction
of SAT

Integration
of training
with
operational
function

With respect to characteristics of a good management training
programme identified in chapter four, and in light of my
definition of a structured management training programme, the
above quote exhibits the desire for the training in the
Department to be planned, to be continuous through the
individual's career, related to organisational development

through better job performance, and for resource provision to enable training to occur whenever it is needed.

It was maintained that since the 1985 Ditchfield Report, there has been a major change in training in terms of the relevance and the responsiveness of training to needs. It was stated that previously the attitude was that the course directors would 'give them' the training that was thought managers should have, irrespective of whether it was meeting managers' needs or not. It was reported in the interviews, however:

> "From the time of the Ditchfield Report and the commitment to the SAT, we now do the full cycle - needs analysis, design, implementation, evaluation of the course and so on. It is a constant rolling programme. I'd say we've had a change in attitude and we've had some change in content" (Training manager).

This shows a link between the development of elements of structured management training and the decision by top management in Inland Revenue to bring about change in the Department.

With the introduction of SAT, the emerging characteristics of structured management training programme in the Inland Revenue included focus on organisational objectives, task and needs analysis, relevance and appropriate timing of training, evaluation and validation. Unlike the DTI, where, despite the recent introduction of SAT, much of the management training is still run without prior training needs analysis, the findings in Inland Revenue showed that, training needs analysis is carried out for most of their management training. As seen below, management training needs analysis had, by 1990, become a project in itself - the Management Training Needs Analysis (MTNA).

7.5.2 *The integration of training with an operational division*

In line with a recommendation in the Ditchfield Report, in 1985 training was moved from being a separate division to a sub-division of operations. This is said to have greatly improved the status and operation of training:

> "Training is now a nitty-gritty integral part of the operational activity of the Department. Previously it

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used to be forgotten about. But now it is right in there.
It was an administrative change which had very
significant consequences. That's why when, periodically,
there are discussions about whether training should be
transferred from operations to personnel division there
is a lot of opposition to that because at the moment our
status derives from the fact that we are so operationally
attuned. And we might lose that if we are transferred
either to a separate section again or to Personnel".

It is true that the status of the training for personnel in
Taxes and Collection has been enhanced by its being placed
within the Taxes and Collection i.e. Management Division 4
(M4), which is an operational function. The current resistance
to becoming part of Personnel, and the preference to remain in
M4, however, raises a dilemma, in view of the current desire
by some of M4 management personnel that the various training
units should fall under one training division.

Since M4 is only one of many functions, logically the more
centralised place for training would seem to be the Personnel
Section, given that the other training units, such as the
Training Development Unit (TDU) at Hinchley Wood, currently
deal mainly with staff who are not in Taxes and Collection.
The desire to remain in M4 and at the same time encompass
other staff can only be accomplished if all the staff in
Inland Revenue are redesignated as Taxes and Collection staff.
The move also appears logical as it would facilitate inputs
from the Personnel into training. But the resistance to move
arises out of the need to balance the supportive and
functional roles of management training. As we shall see
later, this position highlights some of the factors that are
hindering the development of a coherent programme of
structured management training in Inland Revenue.

Figure 7 on page 126 below shows some of the aspects of
structured management training that were developed in Inland
Revenue as a result of the 1985 Ditchfield Report.

It is clear from the above that the implementation of the
fundamental change has itself got an accelerating effect, and
that the development of the features of management training
continue long after the initial trigger for change. This
observations regarding the momentum of change needs to be

incorporated in a new model on the development of structured management training.

Figure 7

Emerging features of structured management training in U.K. Inland Revenue as a consequence of the 1985 Ditchfield Report and the associated introduction of SAT

- Task analysis

- Training needs analysis

- Job related training and more focus on original objectives

- Continuous review and evaluation

- Better timing

- Planning and flexibility

- More resources

- Improved status for training

- Change in attitude from "give them" response to response to requests

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7.6 The Impact of 'Next Steps' and the Management Charter Initiative on Inland Revenue Management Training

The 'Next Steps' and the Management Charter initiatives have contributed towards the enhancement of features of structured management training in Inland Revenue.

7.6.1 Impact on Training Needs Analysis

It was revealed in the interviews that a significant move towards achieving structured management training in Inland Revenue had been the carrying out of a special project known as the Management Training Needs Analysis (MTNA). Suggested by the training section and accepted by the Board as something that should be done, the MTNA was commissioned at the beginning of 1989 and took twelve months.

It was reported that while the project arose from the need to review and update inspector and other management training,

with the aim of providing "for the needs of managers in the nineties" and the demands being made of them,

> "The decision to update and upgrade management training was reinforced by the Next Steps Initiative and the Management Charter Initiative (MCI). It seemed prudent to review any course where accreditation might eventually be sought..." (MTNA report 1990, p.8)

According to its terms of reference, the MTNA project was to conduct a thorough needs analysis; establish the management competencies required by managers in each grade; recommend the various means by which the competencies could be acquired, and recommend the organisation of management training best suited to provide for the training needs.

In the MTNA project report (1990) a range of activities, categorised as "competencies" were identified and listed in groups. By January 1991 the Department was said to be considering the training solutions to the competencies. In the meantime, the newer courses were being run in the MTNA.

In the context of this research, this identification of competencies is an enhancement of the features of a structured programme.

It is clear therefore that the Next Steps and the MCI acted as further triggers, enhancing the change process itself, especially in the case of Next Steps, as well as directly affecting management development and training. The observation that the trigger may affect training directly or indirectly needs to be incorporated in a model for the development of management training.

7.6.2 *Impact on financing of training*

In addition, apart from the fact that the 1988 Next Steps Initiative itself required Departments to review their training, training managers suggested that one of the consequences of the initiative has been the devolution of the budget and the encouragement by the government that self sufficient units in the civil service can now purchase, from

anywhere, services which offer value for money. As one training manager expressed:

> "Increasingly, in the context of Next Steps, it is very difficult for people at Head Office to order regions to use the products of their own trainers, especially with regard to management training... If we do not provide value for money and a high quality, job-related product at the right time, they will simply reject us".

The fact that these considerations have become very real shows how the development of management training has been directly or indirectly enhanced by internal or external triggers, in this case by the Next Steps initiative. It was explained that training managers are now forced to be sufficiently in contact with managers in the field to avoid the embarrassment of being left with no clients. This need to stay in touch with the needs of clients as a result of the Next Steps Initiative reinforces the other significant moves, such as the use of SAT and the MTNA, both of which focus on the needs of the customer and on quality.

7.7 The On-Going Structuring of Management Training

7.7.1 *The proposed multi-disciplinary and multi-grade management training programme in M4 Management Training to be achieved in 1992*

Following the MTNA report, which outlined the main competencies needed by certain grades, the decision was taken to introduce a more structured, multi-grade, multi-disciplinary programme of management training for the grades up to Senior Executive Officer (SEO). As one senior manager observed,

> "At the moment, every single grade, and every single section of the department has got its own management training. In other words, for an HEO in Taxes, there is an HEO course. For an HEO in Collection there is an HEO course and so on, with the result that you get lots of duplication and you don't have economies of scale. You also have a fragmented departmental culture. The Collectors think of themselves differently from Inspectors and vice-versa" (Head, M4 management training).

It was explained that the MTNA had revealed that the management competencies of the Executive grades were the same,

hence the decision to have a multi-grade management training programme:

> "Instead of effectively four different courses, we will now simply have one course which we will call the foundation course".

The cornerstone of this structure is the provision of appropriate training to the right people at what is considered the right time. It is pointed out that all managers new to management will go to the Foundation course, which will form the basis of their management training. They will have had various kinds of technical training.

7.8 Analysis of the Structure of the Proposed Foundation Programme

The following is the structure of the proposed foundation programme. Within one month of their becoming a manager they will go on a non-residential one week course in operational management at a local training centre near to them. After about 3 months, they will go on a three day non-residential personnel management module, again at the local training centre. It will cover reporting, appraisal, job appraisal interviewing, equal opportunities and other related topics.

After about 6 months they will go on a one week residential course, covering personal and interpersonal skills; leadership, motivation, communication skills, assertiveness, time management and other usual management topics.

Officers who have attended the foundation programme will be able to supplement their training with a course selected from a range of extra skills and remedial modules, which were still to be developed. It was hoped that, in this regard, line managers will play an important role in advising and nominating the persons to go:

> "Because the other deficiency of our management course up to now was that we've had our basic management course and that was it. We had no facilities for giving refresher training. Whereas now that we've got the foundation programme and these extra skills units, people can have their training right through life if necessary".

The structured nature of the proposed management training for EO grades is seen in the fact that, theoretically at least, it is a career programme for the individual, with availability of training at planned intervals in the first six months of an officer's taking on management responsibility.

Figure 8

Structure of the proposed Inland Revenue multi-grade management training programme

Period after taking managerial responsibility

1 month	3 months	6 months
non-residential operational management one week (local)	non-residential personnel management 3 days (local)	residential interpersnal skills one week
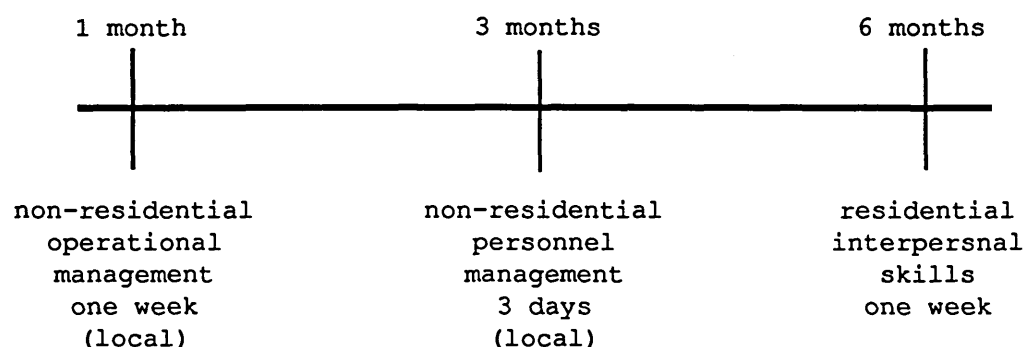
Training provided

7.8.1 *Lack of evidence of a career-long structure*

The shortcoming is that the planned training seems to end six months after the individual takes managerial responsibility, after which it is up to the individual or the line manager to select what training to go to from the additional modules. While it is true that an individual and the line manager must take responsibility for the training, the success of a career long development and training programme in this case depends on how well established other components of management training are, for example the extent to which the appraisal is developmental, linking back into training, and whether there are mechanisms that ensure continuous and career long development and training through the use of personnel management reporting systems which feed back into training. It

will also depend on whether individuals want to undertake the necessary training.

My view is that the mere availability of modules will not guarantee that the person who opts to go to them has training "right through life". This can occur only if the training is planned to take place through the career life of such an individual, and if mechanisms exist to ensure that this happens. These extra skills courses were not yet in place at the time of the interview.

The extent to which there will be a smooth continuation of training as the officers move from one grade to another after the first 6 months of becoming a manager was not clear. This Inland Revenue proposed scheme is different from that proposed in Customs where the training is offered by grade. The latter ensures that the same officer will receive guaranteed training at regular intervals until s/he reaches SEO, before moving on to a different scheme.

7.8.2 *Commitment to time scales as insurance that the training will be given*

It was stressed during the interviews that the setting of time scales in which different groups of officers must receive the training, has meant a commitment that the planned training will occur at the times stipulated:

> "We will get a list of names either from the regions or from the Personnel division and because we are committed to those time scales, we will have to offer a course between those time scales to the people concerned. If one particular region has too few people, we will give them a choice to wait until there are sufficient numbers (six to seven) within the region. But we will seek to persuade them to go to the region next door where we could make a group. So, there is a logistical problem of making up groups. But so far as possible we will try to abide by the need for the first two modules to be local, and by the time scales as well. The time scales are probably more important than the locality".

7.8.3 *Other elements which indicate the positive movement towards a structured management training programme*

7.8.3.1 *Top management commitment to training as a vehicle for change*

Findings in the fieldwork in the Inland Revenue Department also showed that some other characteristics of structured management training have been developed as a result of the cumulative effect of the SAT and the MTNA. These include top management's commitment to, and recognition of the important role of training in achieving change, an expression of which is illustrated by the fact that

> "... the Board's Report of 31 March 1988 identified better staff development and training as a key theme. On a wider front, effective management developed by high quality training is a crucial factor in achieving the Department's stated objectives" (MTNA report 1990).

The MTNA project-cost of more than ú35,200 also indicates this commitment to improvements in training. Their commitment is also shown by the decision to appoint a senior Project manager, with responsibility for implementing the MTNA report, and by the fact that they have provided further resources to ensure that the Department moves towards completing the management training restructuring process by 1992.

This concept of a project manager and emphasis on the completion of change within a given time scale as part of a change strategy has proved to be effective where it has been used, e.g. in U.K. Customs; and as a strategy for achieving OMCS training and other government-led initiatives such as Next Steps. It is an important strategy and will be contrasted with the lack of timetable for change in the DTI and for bringing about decentralisation in the Uganda Ministry of Industry. In Inland Revenue this was accounting for the high number of new programmes preceded by a task and training needs analysis.

Top management commitment to training is also demonstrated by their provision of resources aimed at bringing the balance between management and technical training through the introduction of the Technical Training Strategy. This, it was

hoped, was going to turn the technical training material into a very high quality product.

From the experience of Inland Revenue, an effective management training development model will need to emphasise the important role of visible top management commitment to setting time scales and the facilitating role of special project managers, where necessary, to ensure implementation. There is also need for a change model that stresses the importance of balancing the management and technical training, because, without proper management of the input and processes even in a technical Department, there will still be inefficiency.

Figure 9 below is a visual representation of the features that were likely to enhance the development of structured management training in Inland Revenue.

7.8.3.2 *The development of supportive elements of training*

Other elements which indicate the positive movement towards a structured programme, going by the term 'structured' in this thesis, include the introduction of distance learning as part of the new approach (although the Department remains well behind Customs who are far advanced in terms of production of distance learning packages, including the line managers' guide); the move towards management trainers acting more as consultants (which appears to be a trend both in the U.K. and Ugandan Civil Services and which might be a reflection of the notion of quality in the civil service today); and the further planning and targeting of training.

Despite the insistence in the Ditchfield Report on provision of training at the appropriate time, it was stressed that part of the positive development in training was the recognition that there was still need to restructure management training in a manner that provides the right training at the right time:

> "We've shifted away from the idea that we give everybody everything at the one time; we now hold the view that if people are not actually able to put the training into practice they will forget it and it is a waste of time.

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So we now try to target training at what people need in the current situation, and offer them all sorts of opportunities to have additional training if they move districts or if they have different needs".

Figure 9

Developments in the U.K. Inland Revenue management training related to MTNA, 1989-90

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MGT Training  ————————  The Technical
Needs Analysis             Training Strategy
   (MTNA)                   (balance between
    1989                      technical and
   /      \                     management
  /        \                      training
MTNA      specified
Project   time scale
Manager   for MTNA
  \        /
   \      /
    newer
    courses
    under
    MTNA

1979 ————————————————————————▶ 1991
```
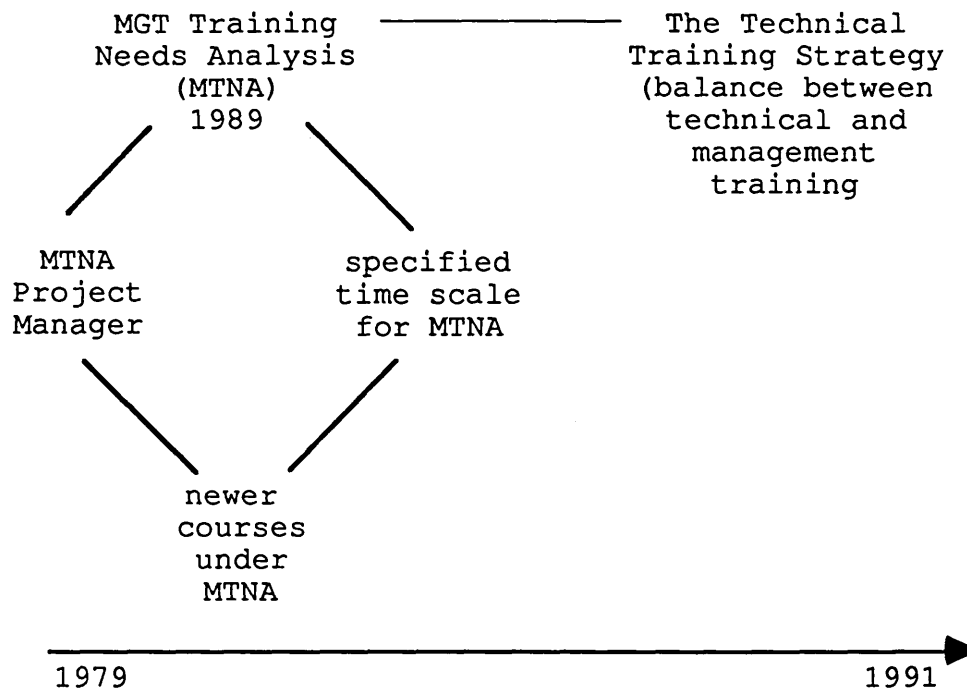
Once again this is a characteristic feature in SAT, and is an important move towards structuring management training, one of whose features is that it fits in a given planned schedule which supports and is supported by other learning methods such as distance learning, mentoring of seniors, etc. and is given only when needed.

Other new elements include increased emphasis on the role of the line manager, whereby line managers are encouraged to be critically aware of the training needs of their staff.

The fieldwork findings showed that since around 1989, especially with Next Steps, the link between the trainer and line manager had become strengthened, in that if the trainer is concerned about the trainee, s/he is now encouraged to contact the line manager and vice-versa. Also, because there are many more training options than there ever were, the line manager is now sent clips and guides indicating the range of training opportunities available.

This growing relationship between trainers and line managers as a result of the pressure put on the training functions goes to support the assertion that, in the main, the development of structured management training in an organisation is evidence of the existence of that pressure.

In this case, we see how demands imposed by the 1985 Ditchfield Report which required commitment to the SAT, and by the MTNA, which necessitates close links with line managers, is increased by pressure from the Next Steps Initiative, culminating in the introduction of structured management training. The main impact of the Next steps has been to impose high quality standards in the face of competition from similar services which offer value for money to the clients who are now free to purchase services from anywhere.

7.8.3.3 *The presence of a personal developmental plan and the availability of training days for all organisational members*

The Inland Revenue line manager is now expected to prepare a personal development plan for each trainee. As part of the process, the training options and opportunities are discussed by the line manager and the trainee.

This is especially so since managers within the SMDP have five training days available; while every member of staff has three days available for training within the MTNA.

A job plan, involving personal as well as work objectives, has to be agreed as part of the annual appraisal cycle. An agreement is made with respect to training requirements.

This personal development plan is the meeting point between the organisational objectives and organisational development and the individuals own desire to develop.

The development of the personal development plan is facilitated by the implementation of the new appraisal system, which is based on a discussion of objectives and tasks in Inland Revenue around 1988.

7.8.3.4 *The important role of the inspector/monitoring function carried out by the Assistant Group Controllers*

It was emphasised that it is not possible for a line manager in Inland Revenue Tax Collection merely to fill in the form and for nothing to happen afterwards. This is partly because Assistant Group Controllers are specifically briefed to monitor the uptake of courses, and to investigate any district that is seen not to be taking up courses

> "If they saw a district where nobody seems to be going on any training courses, they would go and investigate to find out whether there is a line manager who is hostile to training. So we now try to make a solid link with line managers."

Their role provides a link with the appraisal system and is particularly important in helping to ensure that development plans and the outcomes of the developmental appraisal become a reality especially in as far as the training aspect of the development is concerned. I view this as a strong point with respect to the effort to close the loop. The weak point, however, is that the appraisal system itself was still in transition at the time of interview, as the MTNA does not start until April 1992. However, it was revealed that the general idea of continuous appraisal, a job plan at the start of the year covering personal objectives and personal development requirements had already been policy within the Department for about two years.

7.8.3.5 *Co-ordination with line managers as regards appraisal, training needs analysis and content*

As the content of the course was based on a needs analysis, there was extensive consultation with line management to ensure that the course is operationally tuned.

Also, as tutors are not allowed to stay in training for more than five years, for fear that they may get out of touch, there is a continuous inflow of new people into training, bringing the most recent operational experience to the training section.

7.8.3.6 *Course evaluation and follow up*

There is also a course evaluation mechanism at the end of every course, and follow-up checks after six months to find out whether both the trainee and line manager were happy with the results of the course.

Although the multi-scheme training was not going to start until April 1992, and the unit was in the design phase at the time of interview, it was planned that during 1991 they were going to put in place the contents and procedures that would allow these courses to be delivered.

7.8.3.7 *Awareness of trainer recruitment needs and the need to control input*

The top management in Inland Revenue were aware of the management trainer recruitment in M4 Management Training with respect to MTNA and to the proposed multi-grade management training

It was expected that to reinforce the proposed multi-grade management training for new managers and to effectively implement the MTNA, an additional 10 management tutors would be required.

7.8.3.8 *Control of the course design process*

The centralised nature of the design process ensures that the training basically achieves organisational objectives. This is

very important with respect to the characteristics of a good structured management programme, which must first fulfil the organisational and not just the individual developmental objectives.

The process of ensuring that the material being designed is satisfactory is done through internal and external vetting, and any material that comes up is also vetted by the MTNA Project Manager, who takes personal responsibility for the quality. The Head M4 Management Training has an overall editorial role, and he sample checks the material. The quality and relevance is also ensured through the training of operational staff as tutors and as designers.

Figure 10

Features of structured management training that characterised Inland Revenue management training by January 1991

- Provision of training at intervals
- Distance learning (support from different types of learning)
- More use of consultative methods
- Stronger link between trainees' managers and training managers
- Emphasis on role of line managers
- Job plan
- Developmental appraisal (feeds into training)
- Personal development plan
- Course evaluation and implementation
- Monitoring by Group Controllers
- Availability of training days
- Improved co-ordination with line managers
- Trainer recruitment and trainer training needs awareness
- Organisational control of course design (input)

In the past, they have tended to use the Civil Service College, who provide a three week training course on the basics of tutoring, facilitating and designing. For this particular project, the consultants did the training or will do the training for the relevant HEOs.

During the course of designing, apart from using the known competences, the designers still go back to the field to monitor changes in certain aspects.

Figure 10 above gives a summary of characteristics that indicate positive movement towards structured management training in Inland Revenue by January 1991.

7.9 How the Continuing Search for Quality is Affecting Management Training

The search for quality in management training is even further reinforced by the introduction in 1990 of Total Quality Management, and the focus, not just on "number", but on "quality" targets. Triggered by the current focus of government initiatives on customer care, this is already said to be having an impact on management training.
It was explained that, until recently, focus in Inland Revenue had been more on the investigative role than on public service and customer care. The new determination to develop this area had resulted in the need to give management training a high profile, with the aim of raising the quality of management in general and the quality of product:

> "One of the things that we are now trying to do is raise the profile of management training so that they will understand that in many instances they are primarily managers, and that one of their management functions, apart from ensuring that the Department's operational objectives are met, is to ensure that the Department's obligations in terms of customer care and public service are also met".

The extent to which training was seen as a key element for the success of the total quality management initiative is shown by the fact that at the start of the initiative, the head of training in the Inland Revenue Department was one of two people who were chosen to go to Japan and the USA to look at

total quality management in these two countries. Management
trainers felt that this was a clear signal that training was
going to be integral in that process, which is completely new
in the Department.

7.9.1 *The implication of the move towards quality targets on
the attitude of middle managers towards training*

It was felt that while, in the past, middle managers found it
difficult to release the staff for training, due to the need
to achieve number targets, the move to a system of quality
targets was going to make training a necessity, and the middle
managers were likely to become more responsive to the training
needs of their subordinates.

7.9.2 *The creation of the Management Training Unit within M4
training, and the appointment of the Head, M4
Management Training*

It was reported that the pressure for quality and for better
customer service, particularly as a result of the
implementation of the Next Steps Initiative and the
introduction of total quality management led to the
establishment in mid 1990 of the M4 Management Unit in Leeds,
and the creation of the new post of Head, M4 Management
Training, to take charge of this unit. Previously, there had
been no separate management training division within
Management Division 4 (M4) training in Leeds. Individual
trainers used to carry out some management training as part of
M4 Training. But there was no management training division in
its own right.

With the introduction of the management training unit,
management trainers who had been involved in management
training as part of their general training function now report
specifically to the Head, M4 Management training
unit, who co-ordinates what they do and ensures quality,
consistency of standards, and appropriate policy message. It
was expected that from the financial year 1991/92, the unit
would have their own budget instead of merely drawing from the
general training budget. Also, instead of having tutors who
combine their management training with technical training, the

unit was going to have a tutor force of specialist management tutors.

The provision of resources and the high profile of management trainers is a key facilitator of the development of structured management training.

So far it is clear that the information overload in 1983/84 set in motion a change process which led to the 1985 Ditchfield Report and subsequently to the introduction of the SAT. The latter involved the development of aspects of structured management training, namely: focus on organisational objectives, and training needs analysis. These features were enhanced by the MTNA and the creation of the post of Project Manager, MTNA, to ensure that all new management training was within the MTNA.

It is also clear that current pressures for quality has led to the introduction of Total Quality Management, hence more focus on quality targets rather than just on numerical targets, and the establishment of the M4 Management Training Unit to enhance quality through training.
This is significant because while management training is a consequence of change, here, once established, it is, in turn used as an agent for further change. This observation needs to be reflected in a model for the development of structured management training.

Using the criteria outlined in this thesis with respect to the characteristics of a good structured management training programme, a lot still needs to be done for the training in Inland Revenue to be described as structured.

Figure 11

The cyclic process of the development of
structured management training

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              use of management
                 training to
               achieve further
                   change

    trigger for                  development of
      change                       features of
                                    structured
                                    management
                                     training

              change processes
```
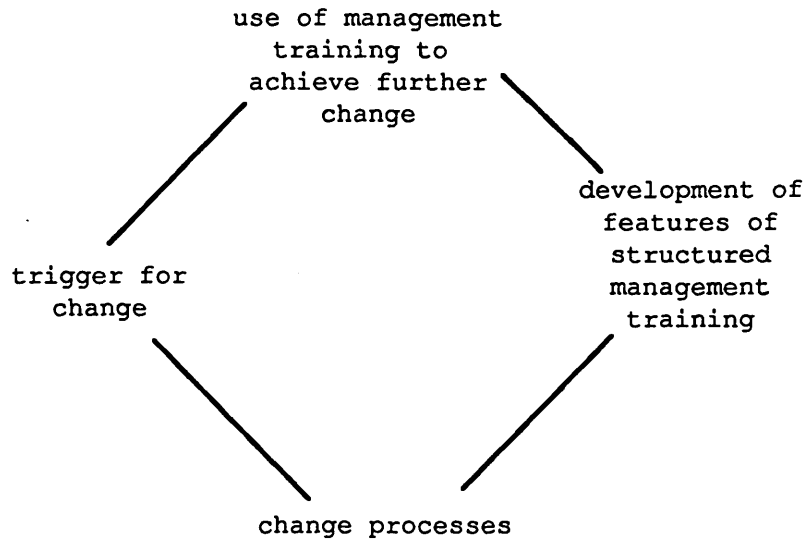
7.10 Some Characteristics of Structured Management Training Which Still need to be Developed

The characteristics of structured management training that still need to be developed in Inland Revenue include: a clear articulation of and more sharing of the organisation's vision; the development of a well known corporate philosophy, perhaps building around the concept of quality; provision of specialist training to key groups including controller and line manager groups; streamlining the set up to reduce the current duplication of work by the TDU and the M4 Management Training Unit.

At the time of the fieldwork there were signs that the Inland Revenue was on the way to developing structured management training programmes for the Executive grades. Unlike the Customs structured management training which had already been developed and which was to be launched in April 1991 for one thousand officers, in Inland Revenue, the programme was still being developed: the multi-disciplinary and multi-grade

training which has some characteristics of a structured programme, was not expected to be in place before April 1992.

7.11 Summary of Observations

In Inland Revenue, we see how an internal crisis, in the form of an information overload, caused by a combination of external triggers, led to the recognition of the need for an effective training programme. This resulted in the realisation of the importance of training and in the commissioning in 1984 of the Ditchfield Review. We also observe that proposals from this review laid important foundations for structured management training, in the form of the introduction of SAT and integration of training with the operational function. It is also clear that the need to review subsequent programmes was accelerated by the Next Steps and MCI, and culminated in the MTNA project, which fieldwork findings showed to be the cornerstone of structuried management training in the Department. The findings also reveal that the MTNA was driven by, among others, the recent introduction in the Department of Total Quality Management. These findings support the conjecture in this research which links the existence of structured management training to the implementation of a change programme in response to a trigger for change, and which sees the existence of structured management training as an indication of there having been a change in top management's attitude to the role of training.

We have seen from the evidence above that different elements that characterise a good structured management training programme were being developed at different stages between 1979 to 1991. We have also seen how the origins of this development was in the implementation of a change programme in response to an internal or external trigger.

The outcome of the Ditchfield Report and of the MTNA show the important place of reviews in the change process. We have seen how, as a result of these, management training in Inland Revenue has made great strides towards becoming structured.

We have also seen how a trigger for change may set off a chain
reaction such that once change even in management training is
set in motion, it may culminate in other changes, well after
the initial impetus for change, spurred on by other triggers
or by the recognition of the benefits of the change process.
This might be explained by the presence of proactive
management who may have been responsible for the initial
change, such that the change then becomes an indicator that
they are there.

7.12 Conclusion

It was concluded that, on the whole, the evidence in this Case
Study supports the assertion that the existence of a
structured management training programme is not only evidence
of there having been a trigger for change to which top
management has responded by instituting a programme of change,
but it is also indicative of there having been a change in
attitude as regards the role of management training.

7.13 The Need for a New Change Model

However, the Case Study also provided examples of elements
such as the existence of a proactive management in an
organisation; the role of reviews; the concept of a project
manager to manage specific change tasks; the setting of time
scales; the importance attached to quality; and the sharing of
the vision, all of which are instrumental in facilitating
change. It was seen as possible to incorporate these and
others observed in this Case Studies into a model to help the
understanding of the development of structured management
training in the civil service.

Figure 12 below is a visual representation of elements that
should be reflected in such a model. As we shall soon see,
many of these characteristics that help us to identify the
facilitating factors for enhancing the development of
management training are observed in the DTI Case Study and in
the Uganda Case studies.

Figure 12

Features observed in Inland Revenue Case Study that need to be
incorporated in a model for understanding the development of
structured management training in a civil service organisation

- interpretation of a trigger as a problem needing
  management solutions

- long term effects of the initial trigger & subsequent
  evolving of features of structured management programme
  as change gains momentum

- the trigger may affect management training directly or
  indirectly

- visible top management commitment

- important role of organisational and training reviews

- need to streamline the management of the organisation
  and of training

- concept of project managers to manage change

- setting of time scales for change

- need to balance management and technical training

- the cyclic nature of the development of structured
  management training

MANAGEMENT TRAINING IN THE DEPARTMENT OF TRADE AND INDUSTRY: A CASE STUDY

Introduction

This chapter reports how the Department of Trade and Industry (DTI)'s approach to management training provision remained unchanged until a major training review in 1988. By 1991 significant developments in training had taken place. These were associated with the introduction of SAT, as an outcome of the training review, and were in the area of training needs analysis.

The main triggers for change, that led to the above developments were the 1988 Next Steps Initiative, pressure from the U.K. central training function - the Training Development Division (TDD) - and an Efficiency Unit scrutiny in 1988. This link between a trigger for change and developments in training goes to support the conjecture. The chapter outlines the management development strategies that were under consideration at the time of interview in January 1991. These include ongoing training review and development of competencies needed by the different grades, efforts to link competence-based training with other personnel management aspects such as promotion. Parts four and five give a brief analysis of the above findings and outline aspects that need to be developed to further enhance the features of structured management training, e.g. the development of a more recognisable corporate culture and training philosophy, line management involvement and training etc.

It is concluded that the absence of a wide variety of features of structured management training may be due to absence of certain conditions, particularly absence of an imperative that motivates top management to perceive the existing triggers as management crises that need significant management response.

It is proposed that a new model is needed to reflect this and other observations in the Case Study which are deemed

important in acting as facilitators for the development of structured management training.

The Department of Trade (DTI), with a staff of 11,793 in 1990, is responsible for international and national trade policies; the promotion of U.K. exports; company legislation; competition policy; policy of science and technology, and related areas of policy.

8.1 Absence of Visible Change in DTI Training Until the Recent Training Review

Fieldwork in the DTI established that, as was the case in the U.K. Customs and Inland Revenue Departments, management training in the DTI before 1979 went on more as a matter of routine for individual officers, than as a serious organisational attempt to fulfil individual and organisational needs and to improve the quality of service. Interviews revealed that even after 1979, despite such potential triggers as the Financial Management Initiative (FMI), the nature of the training provision remained relatively unchanged until 1988, when a major training review was carried out. Even then, although some features of structured management training are being developed, the DTI management training remains largely unstructured.

The lack of visible change in the management training offered in the DTI until 1988 is described in the following quote from one of the senior training managers, who had been in the training function for only seven months, but who had worked in the DTI for approximately 20 years.

Asked to outline the ways in which he had seen the training function change during his 20 years' stay in the DTI, he stated:

> "Basically, people just went on courses. The courses
> changed, but the way they were done wasn't very much
> different from when I started. There are certain courses
> to which you went automatically when you had been in a
> certain grade say for a year. You went on a course three
> weeks after you joined the Department. After a year you
> went on another course, etc. But it didn't necessarily
> worry you. It was because people at the centre felt that
> that was what officers needed. Whether they actually
> needed it or not did not matter".

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Commenting on what he saw as the place of management training before the review, the same manager explained:

> "The training received was purely, largely due to the individuals themselves. The individual thought, 'I may as well learn about this. I will find out about training and go'. Or line managers would identify a learning need, but it wouldn't be fully investigated. Somebody might say 'well I need to get my staff customer care skills', when what was wrong was the management practice within that bit of the organisation...".

This unsatisfactory characteristic has, in the past, been practiced in all the organisations studied.

8.2 The Impact of Recent Triggers for Change on Management Training in the DTI

Fieldwork interviews carried out in January 1991 established that the DTI management training function had undergone significant change, particularly in the period 1989-1990.

8.2.1 *The influence of the 1988 Next Steps Initiative and pressure from the central training organisation (TDD)*

Fieldwork findings revealed that the main changes in the management training in the DTI had occurred in response to the Next Steps Initiative and to the related pressure from the TDD in the office of the Minister for the Civil Service. This led to the commissioning by the DTI training function of the 1988 training review:

> "What happened was that, as part of the Next Steps Initiative, people were about to be asked to look at their training. We knew that the centre [TDD] was going to ask people to look at their training. We also happened to have some money available from something else that didn't take place. We had plenty of advice, and we thought it was a good idea to have a review" (Senior Trainer, DTI).

It will be recalled that the Next Steps Initiative itself required Departments to review their training. This, together with the expected pressure from the TDD, is an example of the importance of the top-down influence in bringing about change.

8.2.1.1 *Introduction of the SAT and of competence-based training*

The training review was carried out by external consultants who, for the first time, identified which tasks are carried out in the Department. The review found that while the training was very good in terms of quality and delivery, it may not have been meeting the needs of the organisation, as no attempt had been made to find out whether or not it did.

As a result of this criticism, the DTI took the decision at the beginning of the 1988/90 financial year to introduce the Systems Approach to Training (SAT). This was seen as a more organisational approach, whereby the training function would move away from trying to meet necessarily what individuals want towards meeting the organisation's needs.
At the time of the fieldwork in January 1991, efforts were already underway to implement this. This late introduction of SAT in 1988/90 can be compared to that in the Inland Revenue as early as 1985.

It was observed by one of the senior training managers that the introduction of the SAT had already greatly changed the way their training was organised:

> "Previously, we largely just ran courses for people –
> management courses, or courses in things like how to use
> computers, or whatever. We just ran lots of courses. We
> didn't really worry too much about whether what we were
> doing actually met the needs of the organisation. We have
> now completely changed that. We are now able to use
> information from task analysis to decide what kind of
> provision to offer and we take a more informed approach".

As we saw in chapter four of this thesis, the SAT involves clarifying organisational objectives, analysing tasks that have to be done for the achievement of these objectives, and determining training needs through the establishment of a gap between the needed competencies and the existing ones. It then involves designing training to fit the needed competencies. It is because of this adoption of the principle of SAT and the introduction of competence-based training that this thesis acknowledges the positive move in the DTI to make management training more structured.

The introduction of training needs analysis, which is one of the important features of structured management training reflects the advantages of having this model in the organisation. Yet, as we shall soon see, the fact that by 1991 DTI management training still remained largely unstructured, with many courses still being run without such an analysis, shows that official acceptance of the existence of a training model in the organisation is not sufficient unless there is real commitment especially from the top to achieving its implementation.

8.2.2 *The influence of the 1988 Efficiency Unit Scrutiny and the decision to run training as a business*

Besides the above review, commissioned by the DTI itself, an additional impetus which led to developments in DTI management training was an Efficiency Unit Scrutiny that also took place around 1988/89, whose findings emerged in summer 1989. It was from it that the idea of running training as a business and charging had come about. This was a general scrutiny, covering the services at the centre, including Personnel Management, computing, etc. The outcome of the Efficiency Scrutiny, combined with that from the training review, is said to have contributed to the new outlook and the new training approach in the DTI.

Figure 13 below shows how the central government civil service reform and the top-down influence of the central training function were important in enhancing developments in the DTI management training.

8.3 The Follow-up Review and Important Features of Management Training Currently Under Consideration

Apart from the 1988 Training Review and the Efficiency Scrutiny, another review was being undertaken in January 1991. This was said to be follow up work from the earlier review. The review was looking at several aspects related to training.

8.3.1 *Review of training policy*

As part of the review, the training policy was being reviewed to take account of the implications of the identified competencies on new courses, and to consider the implications of the Management Charter Initiative on Inland Revenue management training.

Figure 13

Sequence of triggers for change that led to recent developments in DTI management training 1988-91

Triggers for change

Efficiency
Unit Review
(several aspects
including training
reviewed:

Next Steps
Initiative
(OMCS required
depts to look
at training)
1988

1. training should
be run like business
2. need to relate
training to needs)
1988-89

Commissioning of Training Review
1. Training must be run as a business
2. Need to relate training to needs

1990/91

Introduction
of SAT

Developments in training

Development of
competences and
competence-based
training

Follow-up review
(ongoing development
of competences by
grade)

This is evidence of how training related external triggers such as the MCI are acting as an impetus for the development of management training in the Department.

8.3.2 *The development of competencies by grade*

Another aim of this review is to facilitate the development of competencies by grade:

> "What we are trying to do is develop competencies that you need to do the job that you are doing, and competencies that you need to be in the grade that you are in. They may be the same things. We have started competencies for the jobs. We have now got consultants to help us identify different competencies for different grades. We are now involved in actually seeing what people need, to be able to do their jobs. We then train them in the areas where they have got gaps or weaknesses" (Training manager, DTI).

By January 1991, twenty clusters of competencies, had been developed for 60% of the staff who work outside headquarters divisions.

8.3.3 *Efforts to link competence-based training with other personnel management aspects such as promotion*

It was reported that training managers were in the process of looking at how to link the competence-based training with personnel development, including promotion, and that had been built into the competence-based courses. A view was taken by the trainers that competence-based training was more complicated than it seemed at first sight because the implications are not just limited to training:

> "Once you start on that approach you then start saying, well if you can do these things, and you have gone through all the training, should you not get promoted? Or how does this affect your personal development?" (Training manager, DTI).

Although still in the infant stage, this development of competence-based training, and looking at how to link it with other personnel management aspects such as promotion, is a right step towards integrating training and work and individual as well as organisational development.

The gradual nature of this process reflects the gradual manner in which structured management training appears to develop in organisations. Even in Customs (where a considerable number of characteristics of structured management training has been achieved) the management training development strategy has

been an evolving one and not all the features of a structured programme have been achieved.

8.3.4 *Devolving responsibilities for the training budget*

The DTI was also in the process of devolving the budget to clients and giving them the power to purchase training from elsewhere if the product that is provided centrally is not considered to have good value. This was one of the main recommendations of the Efficiency Scrutiny, and was expected to have a significant effect on management training:

> "Currently, we've got a budget and we [at the centre] decide how the money is spent. But that practice is changing. What is going to happen in future is that we are not going to have any budget at all. All the different bits of the Department will have their own budget, which they can spend on training. So they will make their own arrangements to send people on outside training, or they will come to us and pay us for our services, which will include open learning or direct training of one kind or another...We are now about to start charging people for using our services" (Training manager, DTI).

It was expressed in the interviews in the DTI that the budget devolution had already resulted in the realisation of the need for the training provision to meet the needs of the clients and for better quality training.

While charging for training does not, in itself, lead to the structuring of management training, the process itself is an accelerating factor for the development of some features of structured management training such as the training needs assessment, evaluation, validation and even training methodology, as the training providers recognise that, to retain the clients, it is in their interest to strengthen the above key aspects and to improve their service accordingly.

Once again, this development in training, which has implications for the relevance and quality of training, was a direct result of the top-down external pressure for efficiency in the civil service as a whole, and goes to show the link between an extra impetus for change and developments in management training.

This supports the notion that many developments in U.K. Civil Service training have actually had their roots in government-led change initiatives.

8.3.5 *Change in the organisation of training: separation of the delivery from the development and analysis*

To fit with the move towards a more organisational approach, the DTI has also changed the way in which they, as a training function, are organised:

> "Previously, we ran lots of courses and everybody involved in training was involved in developing courses and developing training and running them as well".

The reorganisation has resulted in the splitting of the consultancy/advisory and the lecturing functions. The advisers are involved in finding out people's training needs and, where appropriate, devising training solutions:

> "These could be things like coaching, team building, or it could be another course of some kind or another ... some distance learning books and things like that".

On the other hand, lecturers are specialising in the delivery:

> "Those are lecturing all the time, we do involve them in the development as well so that they don't get out of touch... but we have very much split the delivery from the development and analysis".

As observed from the earlier Cases, especially in Customs, the reorganisation of training has not remained at the level of programmes but has, as in this case, involved the training functions themselves and the reorganisation of the way they are managed. In this respect, at least in the U.K., the late '80s and early '90s appear to be marking a period of dynamism with respect to civil service management training.

This is also marked by a noticeable increase in consultation activity in civil service management training functions. Figure 14 below shows some of the areas in which management training in the DTI had changed between 1988 and 1991.

8.4 Analysis of the Above Findings

The above findings suggest that although the triggers alone had not been sufficient to lead to a major change in management processes and to subsequent development of a fully structured management training programme, still most of the developments in DTI management training were in response to outside triggers, usually government initiatives. It demonstrates the extent to which central government and central training functions can influence organisational change, and developments in training in particular, using a top-down change strategy, in the civil service.

Figure 14

Some aspects that were being developed
to enhance management training in DTI 1988-91

- Training supported by reviews (dynamism)
- Introduction of Training needs as part of Systems Approach to Training
- Development of competencies with respect to tasks
- Introduction of competence-based training
- Ongoing policy review
- Changing the organisation of training (effort to plan training)
- Change in delivery of training
- Linking competence based training with other personnel management aspects e.g promotion (identification of competencies needed by grade)
- Planned devolution of training resources

Furthermore, the above findings help to support the view that organisational and training reviews can themselves be evidence of dynamism and growth in the organisation, and that, if the outcome is acted upon, they are likely to lead to some degree of development.

These findings indicate the need for a change model which relates to the development of civil service management

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training to reflect the important role of central government and central government institutions (including the central training function) in stimulating and spearheading change in the civil service. Such a model should also reflect the importance of organisational and training reviews both as facilitators and as indicators of change, provided there is sincere commitment to the change. It can be discerned from the experience of the U.K. Departments studied that the development of structured management training is itself usually piecemeal. With further reviews and implementation of the outcomes of the reviews, the management training progressively acquires more characteristics of a good structured management training programme.

8.5 Apparent Weaknesses in the Current DTI Management Training

There are currently three types of management courses for Executive Officer (EO), Higher Executive Officer (HEO), and Senior Executive Officer (SEO) to grade 6 level, all residential, lasting one week. The course for EO level provides managerial skills: planning, organising, team working, participative learning. The one for HEO focuses on self development, and the SEO course to Grade 6 provides resource management, interpersonal skills, etc.

The training function runs about 40 of these courses during the year. The courses are advertised in a Training Handbook. There is a common application form for all the three, and applicants have to pass their application through the line manager, and through their Training Liaison Officer. This gets to the central function in London where the applicants are put on a waiting list and slotted into programmes.

Figure 15

The structure of the management training
for EO to Grade 6 grades in DTI

MGT course	MGT Course	MGT Course
for EO level	for HEO level	for SEO level
(one week	(one week	(one week
residential)	residential)	residential)

Planning
organising
team work
participative
learning

self
development
(self learning
and from others)

resource
management
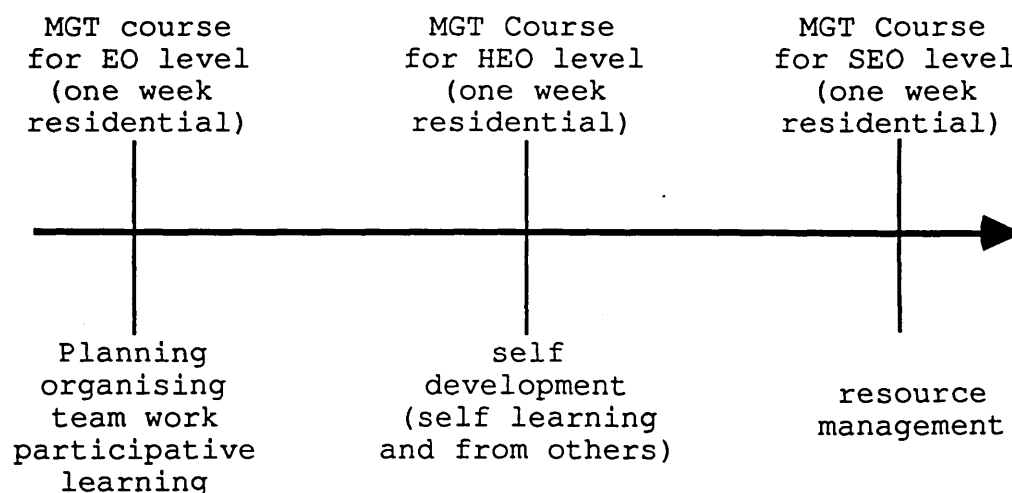
8.5.1 *Absence of a mechanism to ensure that every manager who needs the training undertakes the training and absence of continuous training structure*

None of the above courses is mandatory. It is mainly dependent on individuals to apply to go on the course. This is where the real difference comes between management training in the DTI and that for similar grades in the British Customs Department, where all the management courses for Executive cadres are mandatory and inbuilt, but where the training has been structured in such a way that an officer who does not need to go on a particular stage can arrange not to do so, provided this is done with the guidance of the line manager.

Although some may condemn mandatory training, I support the view that, in light of the focus on target achievement, which tends to make training a low priority, a certain level of mandatory training is necessary. For this reason I favour the practice in Customs.

Also, findings revealed that, apart from these courses being run, there was no comprehensive training structure that provides training throughout the career of the officers.

8.5.2 *The absence of appropriate training needs studies for current courses*

While the competence-based training in the DTI was moving in the right direction, it was admitted that they still run many courses without a comprehensive training needs assessment:

> "We still have a lot of courses that we [just] run and they are in this booklet which has details of courses that we run".

Indeed, the booklet in question was very unlike the numerous training manuals in Customs and Excise which, additionally, were accompanied with a comprehensive guide to managers, designed to help line managers to guide their staff through the training material and to provide a philosophical basis for training. The DTI manual merely contained a list of 40 courses that were to be run that year.

Asked what type of training needs studies was being done for the above 40 management courses, one of the training managers stated:

> "For the existing courses, very little. They were designed before my colleague and I joined and essentially it was trainers getting together and deciding what managers at those levels needed and they provided all the basic management skills which are usually accepted, but we didn't actually go out to test in the field".

Until the competence-based training becomes a feature in all the management training in the DTI, their function still lags behind that of Customs, where training needs assessment was, at the time of interview, already a permanent feature for all their management training programmes.

Commenting on my observation that, compared to other British Civil Service Departments which I had studied, the DTI seemed to be behind in this way, one of the DTI training managers (who had been in the DTI training function for only 18 months, and who was familiar with developments in civil service

management training elsewhere) conceded that there was still a lot of change to be undertaken.

Asked what his personal view was on the way the changes which impinge on civil service management were affecting the management training function elsewhere and in the DTI, he explained:

> "I think the major thrust, and this varies from Department to Department, is how far managers and individuals take responsibility for work place learning, and how they work together to develop appropriate learning strategies which may or may not involve formal training courses. There are a lot of ways where people work together, through project work or secondments or shadowing or whatever, around the needs of the job and of the individual. I think that is the key issue. And that kind of relationship is more well developed in some parts of the civil service than others. I think it is quite well developed in the Employment Department, for example. But in other Departments, like in this one, that relationship is not well developed. The issue really is not so much changing the training function. Although that is quite important, it is actually changing the managerial attitudes and how they operate, and although there are drives and initiatives to do that, it will take quite a long time to do so".

This comment supports my earlier observation that the training managers in DTI have a clear vision of what a good management development and training programme is, and seem somewhat frustrated that the Department still has a long way to go in terms of achieving a structured management training programme. Probably due to the support from the top and top management's desire to succeed in reducing drug traffic, or to reduce the problem of information overload, the training managers in Customs and Inland Revenue, had found themselves in a stronger position and were thus better able to influence the course of development of their training functions. It appears that the training managers in DTI still need a Department-wide trigger, the type that will result in the nature of change that will create a sense of urgency as regards the need to accelerate the structuring of management training. The greatest strength with respect to DTI management training is that the two training managers are both new to the training division, and appear to know what the Department needs to do to develop structured management training. What is needed is a top-management-led initiative to enhance the change.

The above DTI training manager's comment coincided with my observation that, in general, despite the moves towards developing competence-based training; towards a more organisational approach to training; and even towards decentralisation of the training budget (all of which were still to be fully implemented) there was really no evidence of the existence of clear processes to support these moves. There was no clear and smooth linkage between the training given and the competences still being developed; there was no voluntary mention of the commitment of the top to the training process, as in Customs where, this was at the forefront in all the discussions.

The following dialogue suggests however that steps were being taken to improve some aspects of management training:

> Q - So, it seems to me that many of the management courses that you have been running are typical of the type where the management trainers decide from the top what to do, and the people say, 'O.K. I want to go for the other one'.
>
> A - Yes. But what we are doing under the current policy review is considering the competencies within the Department. We are deciding which of those competencies might be furthered by a training event. We are also looking at the competences needed to be able to meet the requirements of the Management Charter Initiative etc. We will come up with proposals, which we will check with managers in the Department, and we will adapt anything that we offer. That is something that we have never done before. But, also, we will be developing proposals with more knowledge of what people actually do than we have previously had.

8.5.3 *Absence of co-ordinated and well informed line manager involvement*

There was no evidence, in the DTI, of a well developed formal framework for line management involvement in the training, although line managers are expected to, and do take part in the normal civil service-wide staff appraisal which has elements of staff development.

8.5.4 *Absence of a very well publicised, well established vision and corporate philosophy*

Neither, as shown in the dialogue below, did the discussions reveal the existence of a well known corporate philosophy:

Q - I noticed that in Customs, they have a small, widely
distributed booklet, called 'People Initiative', which is
said to contain some philosophical context in which
management training is being carried out. I am wondering
if there is some move like that, some drive, now, here in
the DTI.

A - There is in the Employment Department and
particularly in the Training Agency, but there isn't in
DTI. There are one or two statements saying that people
are the most important resource. In my view, there isn't
anything like that ...

The above findings underscore the point that, while there has
recently been considerable change in DTI management training,
compared to the training in Inland Revenue, and, to a large
extent, Customs, the DTI management training was still far
from being fully structured.

Figure 16 below shows some of the issues still to be addressed
to enhance the development of structured management training
in the DTI.

Figure 16

Some of the current shortcomings
of DTI management training

- Many current courses are not preceded by training needs
  analysis (training in isolation)

- Unidentifiable corporate vision/training philosophy

- Need for more articulation by top of role of training
  (change in attitude and more visible commitment)

- More formal training and guidance for line managers

- Need for structure

8.5.5 *Lack of optimism about the future and absence of a real
departmental initiative that can accelerate change*

But asked whether there was real optimism that this might
change for the better in the near future, my respondent
replied:

"I wouldn't say in the near future. It will take quite a
while. Because the fundamental thing that needs to change
is people's attitudes, their style, and their own

development. It is not just a matter of systems change. So, I think it will take a few years".

Asking what the organisation was doing to make sure that that sort of change, e.g. change in attitudes, takes place, and whether there was some sort of general move from the management point of view solicited the reply:

> "There has recently been a sort of look at how people are being managed and what people's views are on it. But there hasn't been yet a drive on that".

8.6 Interpretation of the Findings

The above observation fits my own view of what appears to be the situation with respect to management training in the DTI. While there have been many triggers which, in the context of the conjecture in this research, could have led to the development of many more features of structured management training, this has not happened. My interpretation of this is that there may have been lack of a strong motive on the part of top management in the DTI to interpret the various triggers as crises needing radical management solutions. One of the reasons for this could be that, unlike in U.K. Customs and Inland Revenue (where the government's intervention with respect to drugs and in terms of demands for effective revenue collection may have constituted top-down pressure to bear on the responses of these Departments to triggers for change) this was not the case in the DTI. The Thatcher Government's strong policy of non-intervention in British Industry has contributed to the present image of the DTI, which has been described in press reports as being characterised by "timidity and inactivity". What comes out strongly in public debates and discussions on DTI is that "the government has not taken the DTI seriously" (1 p.m news BBC1 13th April 1992).

Given this image and the absence of a good structured programme in the DTI, we could, in the context of the this research, argue that for structured management training to occur in a civil service organisation, the trigger must be reinforced by an additional top-down pressure for change. Following the 1992 Conservative re-election, Michael Heseltine, the new Trade Secretary, who has been described as

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a "known interventionist" (1 p.m news BBC1 13th April 1992) is expected to exert the kind of pressure on the DTI that might bring about management changes that are radical enough to enhance the role of management training.

It can be said, therefore, that one of the conditions for the development of structured management training is the political pressure for change, and that this needs to be reflected in a change model for civil service management training development.

8.7. Summary of the Observations and Conclusion

The following summary of key issues can be made from the DTI Case Study:

Recent and current developments in DTI management training have largely been the result of impetus from general government initiatives aimed at bringing about efficiency and increasing value for money in the British Civil Service, in particular, the Next Steps (1988) etc. Such initiatives have affected other British Civil Service Departments elsewhere equally and the response to them is not therefore be regarded as exceptional.

The 1988 Efficiency Unit Scrutiny was instrumental in bringing about consciousness as regards value for money, and led to the current plan to distribute the training budget to the different parts. But the search for value for money has also brought about a necessity to reorganise themselves and improve their service.

The Next Steps Initiative acted as an impetus for change, as the OMCS's plan to ask Departments to look at their training inspired the conducting of a training review, which led to the move towards a more organisational approach to training, and to the beginning of competence-based training. An ongoing review was a follow-up of the earlier review as a basis for management training and one of the activities was the development of competencies for officers by grade.

A move towards an organisational approach to training through the introduction of training based on training needs analysis and the introduction of competence-based training, as well as the ongoing reorganisation of the training function (including the planned decentralisation of the training budget) are among the most significant developments in the DTI management training. Management courses for the DTI EO, SEO and HEO grades have also been developed.

However, even the latter are not fully structured, especially since attendance on them is a result of individual effort and desire to go on them rather than a mandatory and coherent management development programme for all the officers in those grades, as is the case in Customs.

Also, most of the management training is still conducted without appropriate needs analysis, and is conducted in a context where the departmental vision and culture are not clearly articulated and established. Compared to the U.K. Customs Department, the level of top management commitment to a change process that involves the development of structured management training is still ambiguous.

Compared to Customs and Inland Revenue, this lack of a well-developed, structured management programme in the DTI can be seen as reflecting the lack of an extra powerful trigger in the DTI to improve the service, or failure to translate the many triggers in a manner that would have led to management solutions involving radical management change and a structured management training programme to support that change. This may have led to limited progress in the area of management development.

It can be concluded that structured management training can be used as evidence of there having been a major trigger for change in the organisation and that, conversely, its absence can be seen as the absence of such a trigger and/or the lack of commitment of top managers to introducing appropriate change process where such impetus for change has occurred.

It was also clear from the findings in the DTI that a series
of conditions are necessary to bring about structured
management training. These include:

1. the interpretation of a trigger as a problem needing
   management solutions which include management
   training;

2. the existence of a clear organisational vision; the
   actual undertaking of a change programme;

3. the provision of the facilitating personnel management
   and development mechanisms such as a policy which
   links personnel management and development with
   training and personal and organisational development,
   an appraisal system and a line management that
   facilitates the identification of appropriate develop-
   ment plans and continuous evaluation of these plans;

4. a suitable cultural environment that enables sharing
   of ideas and exploitation of learning acquired;

5. a well developed management cadre to manage and
   sustain the change.

6. a strong expression of commitment to the change
   process by articulation of vision and provision of
   resources, and overseeing the change.

The DTI findings show that it is the interplay of these
factors that enables the development of a good structured
management training programme the existence of which should be
an indicator for change as well as a change facilitator.

8.8 Need for a New Model to Reflect the Observations Made in the DTI Case Study

The above findings reveal the need for a model for
understanding the development of structured management
training in the civil service that incorporates certain
conditions. Figure 17 below is a visual summary of some of the

conditions necessary for the development of structured
management training in the civil service observed in DTI

Figure 17

Features observed in the DTI Case Study that need to be
incorporated in a model for understanding the development of
structured management training in the civil service.

- The trigger itself (e.g Next Steps) stipulating
  training as a requirement or as important

- Top management commitment to achieving management
  change and to using training as part of the change
  strategy

- Role of line management involvement and line management
  training

- Role of organisational and training reviews

- Importance of political pressure for change

- Important role of central government initiatives

- Important role of central institutions

- Important role of institutional and training reviews
  and implementation of appropriate outcomes

- The piecemeal development of structured management
  training

As will be seen in the next chapters, some of the conditions
observed in the Case Study, as well as in the earlier Case
Studies, are also evident in the Uganda Case Studies. The fact
that similar observations are not made in every Case shows how
difficult it is to develop all the features of structured
management training and how this is itself a gradual process.
It also shows, in the light of the varying levels of
achievement of structured management training, that some of
the conditions, for example the role of central government in
bringing about change and improvement (i.e. in providing the
necessary triggers for change) the level of commitment of top
managers in the organisation to implementing management
solutions that involve a training strategy, together with the
availability of resources to achieve the changes both in
general and in training, are more important than others.

Some of these observations are supported also by findings from
the fieldwork in the three organisations studied in the
Ugandan Civil Service.

MANAGEMENT DEVELOPMENT IN THE UGANDAN MINISTRY OF EDUCATION: A CASE STUDY

Introduction

Until the 1988 Education Policy Review (EPR), the policies of the Ugandan Ministry of Education had not changed very radically, although the ministry's development strategies had shifted over the previous 30 years, from emphasis on africanisation and expansion of secondary education to the current emphasis on rehabilitation. Rapidly expanding the system without sufficient resources (due to the continuing political turmoil and bad economic situation) led to mounting public criticism, which acted as a trigger for change.

The chapter reports that during the 1980s, attempts were made to respond to these criticisms by changing aspects of the curriculum, by improving professional qualifications, and increasing the number of qualified teachers. This interpretation of the problem as a professional one led to the development during 1979-1990 of a comprehensive scheme for upgrading non-graduate teachers in the face of the expanding system.

However, the above well-planned and strategically-developed professional solution failed to stem the criticism, in the face of worsening management problems due to the 'brain drain' from the Uganda educational system to neighbouring countries. This acted as a trigger for change which led to the provision of a management component at degree and masters degree levels in 1986 and 1989 respectively.

Continued criticism (more openly expressed, due to increased freedom of expression, with the coming to power of a new government in 1986) led to the setting up of the Education Policy Review Commission (EPRC), with a mandate to consider the possibility of overhauling the management and whole system of education, i.e. undertaking a sort of "double loop learning". The EPRC's radical recommendations, involving the reorganisation of the management of education, have led to

developments in management training for the Education
Officer/Inspector and headteacher categories.

Despite the many factors still impeding the development of
structured management training, there was still enough
evidence to show that the existence of structured management
training can be used as evidence that there has been a change
in attitude as regards the role of management training in
enhancing change. Also, although, judging by the criteria
outlined in this thesis, management training in the Uganda
Ministry of Education is still far from being structured, it
was evident that a policy was being developed, that management
training had already began for headteachers and Education
Officers/Inspectors, and that this was part of the outcome of
the implementation of the radical changes that were being made
following recommendations by the EPRC.

The final section of this chapter outlines the observations
made in the Case Study and proposes that these should be
incorporated in a new model for understanding the development
of structured management training in a civil service
organisation. The model needs to stress the need for the
interpretation of a trigger for change in management terms,
the importance of the presence of facilitating factors e.g.,
in this case, the UNESCO Projects, a conducive micro and macro
social, political and economic environment.

9.1 THE CHANGING DEVELOPMENT STRATEGIES IN THE UGANDA MINISTRY OF EDUCATION

The Ugandan Ministry of Education, which employs nearly 15,000
teachers, is responsible for the development and
implementation of educational policy. It is also responsible
for ensuring the quality of education.

Until the 1987-88 Education Policy Review, the policies of the
Uganda Ministry of Education did not change very radically,
although the ministry's development strategies shifted from a
focus on boosting Africanisation and expansion of secondary
education, with a view to producing the high level manpower

needed for economic growth (at the time of independence) in 1962 to rehabilitation and recovery after 1979.

In practice, while the great expansion took place, the planned changes and improvements did not occur, mainly because of the establishment of Idi Amin's military regime (1971-1979), and the subsequent destruction of the economic and other infrastructures:

> "Civil strife coupled with neglect of educational institutions on the one hand, and the massive expansion of secondary schools, on the other, did not provide the environment to ponder over the kind of education system Uganda should have by the year 2000 and beyond" (EPRC Draft Report 1988 Ch.3, p.7).

Since the overthrow of Idi Amin, in 1979, there has been a policy of rehabilitation and development of the war-ravaged educational system, underlined by the replacement of The Third Five Year Development Plan by an Action Programme, which put emphasis on a crash programme of manpower development, especially following the manpower shortages which were now a major problem. The situation was aggravated by the 'brain drain', due to the increasing repression of indigenous Ugandans. The 1982 Recovery Programme focused on the rehabilitation of infrastructures, and, in education, it gave impetus to the opening of hundreds of secondary and technical schools, colleges of commerce and of teacher training.

9.2 MOUNTING CRITICISM DURING THE LATE 70's AND THROUGHOUT THE 80s AND ATTEMPTS TO FIND PROFESSIONAL SOLUTIONS

But the expansion of schools and colleges, however desirable, was not, in itself, to solve the problems related to education. Rather, the management of an expanded school system without the necessary qualified manpower and the financial resources to facilitate the management of these institutions, and the lack of a well-organised and well-managed supervisory and advisory service only exacerbated the crisis.

This highlights how good plans do not, in themselves, result in improvements, unless there is the combination of total commitment to the process of achieving them, and unless there are available resources, and a conducive macro political and

social economic environment. In other words, the desired improvements cannot occur unless conditions exist that enable the change process to actually take place.

The late '70s and the '80s saw mounting public criticism of the product of education, seen as ill-suited, given the Ugandan political and social economic context. This acted as a strong trigger for change, but did not result in radical changes in the organisation and management of education. Nor did the criticism lead to visible efforts to provide systematic management training for managers in education at ministry, district, or school level.

But It would not be true to say that the absence of a structured management training programme during this period is, indeed, evidence that a radical change process was not underway or that, if it was, it was not being managed properly. Findings from the interviews indicate that change was taking place, and that this, indeed, was in response to public criticism which was acting as a trigger for change. It was suggested, however, that this was interpreted as a problem that needed professional solutions, and that, in fact, such solutions were applied, by way of experiments, mainly related to the curriculum, examinations, teacher education and grading, and provision of opportunities for specialisation and for professional improvement of all non-graduate teachers.

Public pressure for improved service and product had, thus, resulted in the commitment by top management in the Ministry to improvement of the quality of education through the creation of new types of teacher training colleges to handle the training of already qualified teachers. Special teacher improvement schemes were started, and even a new cadre of teacher tutors was introduced to cater for the move towards improving the quality of teaching.

9.3 FAILURE OF THE EARLY STRATEGIES TO PROVIDE SATISFACTORY PRODUCT

In terms of management training, as in many other countries, the practice in Uganda had followed a pattern whereby, after teaching for some time, teachers are appointed as head-

teachers. Because of the 'brain drain', there have been more frequent appointments as headteachers of individuals without appropriate management skills and with little experience in teaching. As one former teacher expressed:

> "They take it on without any formal background or training in management, and just learn by doing..."

In the past, a number of teachers and headteachers had, through personal initiative, taken the UIPA/Makerere University post-graduate diploma either in Public Administration, Human Resource, or Business Management.

Fieldwork evidence did not show management training as the priority of top management. With respect to the conjecture in this research, it can, thus, be said that the existence of a trigger alone is not sufficient to lead to structured management training. The findings revealed, however, that by the mid 1980s, the continuing criticism had led to a growing recognition that professional improvements had to be supported with management training not only at top levels but also amongst the teachers.

9.4 THE PROVISION OF A MANAGEMENT COMPONENT AT DEGREE AND MASTERS DEGREE LEVELS

Concern over the quality of management is said to have led to the provision of management components at degree and at masters degree level to more than one hundred graduate teachers every year.

The two-year BEd degree course (at the Institute of Teacher Education, Kyambogo) includes a management component to make sure that all the teachers passing through are exposed to aspects of management at degree level. This is a new development in the country, and has been seen in Uganda as an ingenious decision because the course is a very popular one. The participants are qualified grade 5 (secondary) teachers with a considerable teaching experience who are potential, if not already, managers within their schools.

The problem, however, remained the need to provide management training for teachers who join the teaching service as graduate teachers.

This problem was partly alleviated by the starting, in 1989, of a one-year masters taught degree at Makerere University. The participants have the option of specialising either in education management or in their teaching subject. Two groups had graduated under this new scheme, and 140 teachers as well as other managers in education were admitted to the course in 1991.

This introduction of management training at degree and masters levels at two institutions of higher learning was said to reflect the changing definition of the crisis in education. Management was being seen as an important aspect if there was going to be effective change.

The decision to improve the management ability of teachers reflected the beginning of the perception of the problem as having a management dimension. From these findings, it is clear that any model for understanding the development of civil service management training needs to emphasise that the trigger alone is not a sufficient condition for the development of structured management training; the trigger must be perceived as presenting a management problem requiring management solutions; the management solutions must actually be applied (implemented); and that there must be a conducive micro and macro environment

9.5 THE SETTING UP OF THE EDUCATION POLICY REVIEW COMMISSION

Interviews revealed that, with the worsening economic crisis in the country, many criticisms of education had been voiced in the press, in Parents' Associations and in the teachers' and other conferences and meetings throughout the country. The need for overhauling the system was being repeatedly expressed by the different governments who pointed out that, after the Ministry of Defence, the Ministry of Education was consuming the greatest proportion of public revenue.

The calls for efficiency in the Ministry of Education came out strongly at the 1984 Permanent Secretaries' workshop on budgeting and accountability. Relative peace after 1986 had facilitated the implementation of the government recovery and reconstruction programme, which puts emphasis on the role of education.

The new government in 1986 is said to have expressed the desire for better management of the whole system and of finances. The country's President had publicly voiced the conviction that better, management of limited resources would produce the same, if not better results. This government pressure, together with the increasing criticism from the public, is said to have led to the setting up in 1987 of the Education Policy Review Commission (EPRC), with a view to attaining an efficiently run education system, and to improving the quality and relevance of education for the 1990s.

It is the radical recommendations of the EPRC that have led to the current efforts to develop a more coherent training policy for some categories of managers in education. This is being enhanced by recommendations by the 1988-1990 Public Service Review and Reorganisation Commission, whose report was still going through the Parliamentary process at the time of the fieldwork interviews in April 1991.

According to the terms of reference, the EPRC was:

> "... to review the present education policy, appraise the existing system at all levels, review the general aims and objectives...to formulate new policy and ways of bringing about improved efficiency and quality in education including management and the welfare of staff and students" (S. Kajubi, Chairman EPRC, 1988).

Ascertaining the kind of pressure which led to the review, a Senior Education Officer affirmed:

> "There had been a persistent accusation of education, schooling having failed to meet the needs and demands of society. Education was accused of being irrelevant and, as a result, the 'old guard' had been blamed for administering a system that was considered inappropriate as regards our needs, hence the call for new people who are able to understand change and the value of having a system that is relevant to our needs".

It was revealed that the Ministry had professional but largely elderly members of staff holding management positions in the Ministry headquarters and in education departments all over the country:

> "Most have been in the Service for well over twenty years, and were nearing retirement. Some of them don't want to spoil their good record of obeying without questioning, and are therefore not able to take the initiative to improve anything through change".

9.6 EPRC RECOMMENDATIONS THAT HAVE LED TO DEVELOPMENTS IN MANAGEMENT TRAINING

The EPRC recommendations that have led to developments in training involve decentralisation and devolving management and financial responsibility to the districts; replacing the separate posts of Inspector and Education Officer with the single posts of Education Officer/Inspector and upgrading these to embrace all educational aspects in the district; recruiting experienced degree holders to the post, and providing them with the necessary management skills, resources, and the autonomy necessary to facilitate the change process.

It is the actual undertaking of the implementation process of the radical change in the form of major reorganisation and restructuring that has brought about the emerging structuring of management training for some categories of managers, the Education Officers/Inspectors, and the starting of a planning process for a more systematic training programme for headteachers.

Figure 18

The radical outcome of the 1987 Education Policy Review
in the Uganda Ministry of Education

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                                          Recognition
Decentralization                          of need for
and devolution of  Posting qualified      coherent
financial and      staff top run all      management
management         educational aspects    development
responsibility     in districts           and training
              |                      |                |
1988 _____|_____|_____|_____ 1991 ▶
                                                       |
                                                       |
                                          Ongoing development
                                          of management training
                                          policy by the Planning
                                          Unit in the Ministry
                                          1991
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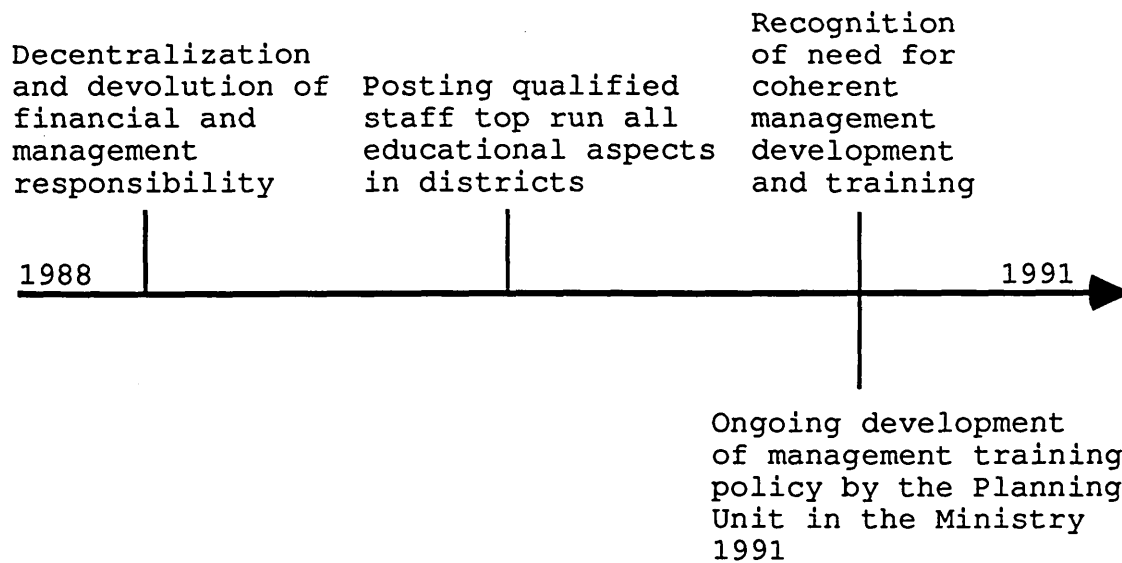
9.6.1 *Changes in the recruitment and development of managers*

As can be seen from Table 1 below, previously, the different
categories of managers in education were recruited by various
governmental bodies. While some were permanent employees of
the ministry, others were on short stay and were transferable
to other ministries. Their development was the responsibility
of the different agencies to which they belong.

It was understood that one of the recommendations of the
Public Service Review and Reorganisation Commission is that
all employees of the Ministry of Education should be recruited
by one new independent body, the Education Service Commission.
Under the new system, management development will be handled
centrally by the Ministry of Education.

From the point of view of developing structured management
training, the proposal to put all the managers under one
authority which is also responsible for their development and
training is a significant one. If implemented, it will

facilitate the planning of training and the development of individual development plans.

Table 1.
The categories of managers currently in the Uganda Ministry of Education and agencies responsible for their development

Recruiting Body	Cadres recruited	Responsibil- ity for development	Nature of Tasks	Type of posting
UNIFIED TEACHING SERVICE	teachers and head-teachers	Ministry of education	Management of education	long-term
PUBLIC SERVICE COMMISSION	Senior education officers etc.	Ministry of Education	Educational Admin.	long-term
PUBLIC SERVICE COMMISSION	Asst. Senior Principal Under Sect.	President's Office	Day to day admin of the Ministry	short-term
PUBLIC SERVICE COMMISSION	Personnel. Executive, Secretarial	Ministry of Public Service	Management of staff. Various secretarial	short-term
PUBLIC SERVICE COMMISSION	Finance officers	Ministry of Finance	Financial admin.	short-term

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While at the time fieldwork was being conducted the above fundamental change was awaiting the outcome of the White Paper, major changes in the Ministry had already begun in other areas.

9.6.2 *The proposed decentralization and the policy to recruit graduates to Inspector/Education Officer post: new trend in management recruitment*

A significant EPRC recommendation which has already resulted in developments in management training is decentralisation. It was proposed that managers at every level should be able to supervise the whole education enterprise within the system.

Whereas in the past a primary school headteacher who had become an Education Officer was not required to supervise a secondary school or a tertiary institution within his/her

district, the newly recruited Education Officers/Inspectors are expected to look across the board:

> "In the past, secondary and tertiary education was managed centrally by the ministry. The new District Education Officers will be responsible for everything educational in the district and not just for one bit of it. In other words, we are decentralising the management of education. The outgoing people were basically primary school headteachers who were promoted to the post of Education Officer".

The partial implementation of this recommendation has already resulted in the ministry's new policy of recruiting people with university degrees and providing them with the necessary management skills. Recruitment to this category actually started around 1984, but was made more systematic because of the changes.

9.6.3 *Integration of the work of inspectors and education officers*

While in the past, Education Officers and Inspectors were two separate groups, their work now was to be integrated:

> "As a result, the most recently appointed officers are called Education Officer/Inspector. Their duties are, therefore, not seen as divorced from each other. In the past, the Education Officer's job was predominantly to manage mainly finances, and the Inspector's job was to manage things to do with the classroom. This arrangement made it difficult. the new role encompasses both roles, for which identical training was being given".

This will have important implications for the monitoring of change and training because, as a senior Education Officer explained:

> "The changes in the ministry of Education will make it easy to monitor change programmes. For example, the curriculum has been changing very fast. Under the old arrangement, it was not the responsibility of Education Officers in the districts to follow up the changes related to the curriculum with a view to monitoring implementation. These were in charge of Primary Schools only. Secondly school curriculum was the responsibility of ministry headquarters. Yet the latter would find it difficult to visit schools, to supervise, etc. The new cadre of district staff will be able to monitor the implementation of curriculum change at all levels in the district, in collaboration with the ministry and with the National Curriculum development Centre."

This streamlining of the responsibilities of this new cadre is likely to facilitate identification of training needs.

9.6.4 *Provision of a legal basis for change*

An important EPRC recommendation was that the top managers of the Ministry should facilitate the implementation of the recommendations by seeking a legal basis for them through Parliament.

This was an important change strategy. In a country where Parliament has not existed for a long time, and where training was traditionally not a first priority, this was a departure from the tradition where most activities have been by military decree or presidential or ministerial directive, whose influence ended abruptly with the sudden and constant departures after coups or other government changes.

Providing a legal basis through Parliament ensures a certain amount of continuity even when individuals or governments change. Furthermore, because the fear of Parliament seems to have replaced the fear of the military President, this might help ensure implementation, provided financial resources were available, and if there was peace in the country.

9.6.5 *Training managers and formulating relevant management training policy as part of the change strategy*

The EPRC proposed that because the new type of cadre were going to take charge of the management of education throughout the country, as part of the complete overhauling of the management of education, they needed to be systematically trained to take stock of all the changes that the ministry intended to implement. It was also a recommendation that, as far as possible, the training should occur even before the recommendations were officially out because of the need for a gradual but effective change process.

9.7 Implications of EPRC Recommendations for Management Training

9.7.1 *Introduction of induction courses and increased training activity*

Interviewees reported that the focus on management training had already been accepted as policy in the Ministry. At the time of the fieldwork, in April 1991, a group of about twenty Education Officers/Inspectors had just been recruited. They had also undergone an induction course focusing on the new change. It was said that the induction courses had now become an established feature.

Increased training activity as a result of EPRC recommendations was also reported. As a result of its recommendations, for example, workshops had been organized to discuss, among other topics, the accountability of Education Officers.

9.7.2 *The development of a policy on management training for different categories of managers*

It was conceded that the systematic training of the different cadres as they move upward movement was not yet in place, because current priority was on streamlining the management in line with the proposed changes.

> "The streamlining is the first step, and we still have to work out the practicability of a systematic upward development. But what is certain now is that to be recruited as an Education Officer/Inspector, you ought to have certain minimum qualifications. For example, you ought to be a university graduate, have a diploma in education, taught for at least five years. Above that, once recruited, you have to undertake management training, starting with an induction course. There has not been an established procedure for upward movement".

This process of overhauling management, leading to the relevant development of management training, supports the assertion in this research that developments in management training are evidence of the existence of a radical change programme.

As a result of EPRC recommendations the ministry is in the process of developing management training policy for Education

Officers/Inspectors. This is taking place, despite the delay caused by the parliamentary process, because a coherent management training policy is seen as essential for the successful implementation of the radical changes recommended by the Public Service Review and Reorganisation and the Education Policy Review Commissions. A comprehensive programme of management training is also being developed for headmasters.

Unlike in the U.K. Customs, where target numbers are planned and where the training is planned to cover the career life of groups and individuals in the executive cadres, in the case of the Ugandan Ministry of Education such programmes are still far from achieved, especially given the limited resources, the vastness of the education system, and the lack of training and human resource specialists to facilitate implementation.

9.7.2.1 *The piecemeal development of training policy*

The gradual development of training policy is amply described by one of the senior managers in the Ministry of Education who, when asked to what extent a systematic management training policy had been developed, said:

> "There is an effort to put it in place. I would not for sure say that we have reached conclusive stages to declare that policies are already in place. As you know, policy is an on-going process and we should not look at education in isolation from the rest of society. What takes place in other sectors, in industry, culture, finance etc. have got a bearing on us. Much as we would desire to develop our managers and to develop change, we are not, for example, the source of finding. The Ministry of Finance may say 'we don't have the capacity to meet that'. I think we are about off the drawing board. though often times we shall be going back to review certain policies but I think a take off point has already been established".

Despite the slow nature of the development of the features of a good structured management training programme, it is, nevertheless, possible to suggest that the beginnings of the structuring of management training for Education Officers/Inspectors and to a more limited extent, for headteachers, has been an appropriate indicator that a radical change process is at least being discussed and implemented, though gradually. This situation cannot be compared to

ministries like Industry where there was no radical change of
the extent similar to that in the Ministry of Education, and
where no coherent structuring of training was being
considered.

It is clear from the evidence that while the EPRC recommend-
ations were themselves acting as a further trigger for change,
the recommendations themselves specify the integration of
management development and training into the change strategy.
The change has been facilitated by the support from the
government and the commitment of the top managers in the
ministry to achieving the proposed radical change. The
commitment has included provision of resources including time.

9.7.3 *Improved the status of training*

The head of the planning unit, who is a member of the top
management committee, and who was in charge of developing
training policy, reported that training, and especially the
new training policy, now receives attention from top managers
and is often discussed at the top management weekly meetings
which are attended by the two ministers and the two Permanent
Secretaries. In his view, this was important and had
contributed to the success of the training strategy so far.

This suggests how the commitment to change in the Ministry as
a whole has resulted in the improvement of the status of
management training, both in terms of the seniority of people
and the time spent on discussing it. As we shall see, with
respect to the experience of the Uganda Ministry of Industry,
it is much easier to implement changes in training if these
have the full commitment of the top managers, and it is easier
if the staff in charge of implementation are sufficiently
senior. This, however, will only occur if the top managers in
question have the time necessary for devotion to the
implementation of the changes.

Figure 19 below shows some of the ways in which management
training has developed as a result of the implementation of
the EPRC recommendations.

Figure 19

Emerging characteristics of structured management training in
the Uganda Ministry of Education as a consequence of the
Education Policy Review 1987/88

- Increased training activity

- Establishment of induction courses

- Streamlining management & planning management training
  for some cadres

- Ongoing development of management training policy for
  Education Officer/ Inspector cadres

- Improved status of training

Future research will indicate the extent to which such change
will be successful in the long term. For the moment, from the
experience of the Ugandan Ministry of Education, a change
model related to the development of management training in the
civil service would need to incorporate as key elements the
fact that for structured management training to occur, the
change must be radical; training should form part of the
change strategy; top management must be fully committed to the
change and participate in it; there should be some statutory
basis for the change, to make implementation more viable; and
that the development of the features of structured management
training is a gradual process.

9.8 Other Facilitating Factors for the Development of Structured Management Training

9.8.1 *The presence of special change projects*

The overhauling of the education system, which had already
started, and the recruitment of a new cadre of managers to
take over the combined posts of Education Officer and
Inspector, coincided with efforts by the UNESCO to improve
education management in Africa. Joining the UNESCO project
later than did other countries, the Ministry was able to start
on the implementation of some of the UNESCO recommendations

relating to management training for education managers, which had the same objectives as those of the EPRC's

As part of the special project, UNESCO was sponsoring and organising a series of courses to prepare people from different African countries as trainers of education managers. Highly qualified senior officials in the Ministry had attended this training and, on return, had set about organising a series of courses for newly qualified Education Officers/Inspectors of School. This was said to be just the beginning of implementation of a policy on management training for education managers.

9.8.2 *The seniority of people handling training*

The trainers who received specialist training included the Deputy Chairperson of the Teaching Service Commission. Herself a former Minister of Education, holding a masters degree in education management, she had written several papers on education and the need for change, and her influence was important. Another participant was the Head of the Planning Unit, which was charged with the responsibility for planning and implementing the new management development programme in the Ministry. He has an MPhil and is personally interested to see that the implementation of the new policy actually occurs.

The seniority of people handling the management training project for middle and senior managers is very significant because it shows the high level at which management training is being discussed.

9.8.3 *The organisational and training review as a facilitating factor*

The changes in the Ministry of Education demonstrate support for the conjecture that an organisation review is a very important tool in bringing about change, provided it is set up as a result of a genuine desire for change and provided there is commitment to the outcomes of the review.

Here, the review was itself the result of intense public and government pressure for change both in the education system and in the management of education in general.

The changes in the Ministry of Education were not occurring in isolation, but were a result of an accumulation of criticism which culminated in the setting of the Review Commission, whose recommendations acted as a trigger for change.

9.8.4 *Government vision*

It was felt in the Ministry that the change process was being facilitated by the current Government's vision, stated in the "Ten Point Programme". This puts emphasis on training as a means of sustaining development. Implementation is likely to be facilitated by the fact that the changes that are occurring in the Ministry are a result of policy both at national as well as at Ministry of Education level.

9.9 PROBLEMS THAT STILL IMPEDE THE DEVELOPMENT OF STRUCTURED MANAGEMENT TRAINING

Among the problems currently impeding the development of structured management training are:

1. Delay of the full implementation of recommendations of the EPRC due to the slow progress of the related Parliamentary process. This implies there is still absence of sufficient autonomy to enable the Ministry to review vital aspects such as the appraisal system; to facilitate the management training policy development which is underway; and to review its records management and management information systems.

2. The absence of a training unit with officers whose full-time schedule includes carrying out a task analysis, identifying management training needs, monitoring and evaluating training for various cadres of staff, in conjunction with the personnel function. Such a unit would be responsible for streamlining the training for different levels, including line management training. Currently, the

responsibility for developing the management training policy for the Education Officers/Inspectors and other managers is the responsibility of the Planning Unit.

3. Problems related to the decentralisation of the management of education, which has already begun. It was reported in the interviews that, in some cases, there has been a reluctance on the part of secondary school headteachers to accept the authority of people other than central ministry staff:

> "They are finding it difficult to submit to the Education Officers. This has been worsened by the fact that the source of funds is still the central government i.e. Ministry of Education. But because under the new arrangement the funds will be available from the districts, it is hoped that there will be no cause for them to come to the ministry"

It was expressed nevertheless,

> "We feel that training will make it easier to implement the policies desired" (Senior Education Officer, 1991).

The facilitating and impeding factors for the development of management training observed in this Case Study are summarised in Figure 20 below.

9.10 Summary

It was clear from the findings that, since 1979, there has been, in the Uganda Ministry of Education, a change strategy which focused, first on the raising of the standard/quality of teachers. This did not prove sufficient to stem the continuing criticism of the education system and product. This and the severe brain drain of experienced 'administrators' led to the decision to introduce management components in the degree and masters programmes in two institutions. However, it is the proposed complete overhauling and decentralisation of the management of the education system that has led to the recruitment of a new breed of managers and providing them with the necessary management training for change.

In the context of this research, public demand acted as a trigger for change. This led to the appointment of the 1988

Education Policy Review Commission which proposed management
solutions. It is the implementations of these solutions that
has brought to light the development of a management training
policy.

Figure 20

The facilitating and impeding factors for the development
of management training observed in the Uganda Ministry of
Education Case Study

Impeding Factors	Facilitating Factors
Slow parliamentary process	Presence of special projects
Lack of autonomy	
	Involvement of senior staff in implementation
Absence of empowering and enabling mechanism	
	Organisational/training review
Absence of training unit	
Slow adjustment to new system	Government vision and support

Although the structuring of the training is not yet achieved,
from this evidence, it can still be concluded that the
existence of structured management training is evidence of
there having been a trigger to which the top management have
responded by instituting a radical change process which may be
ongoing or recent, and evidence that there has been a change
in top management's attitude towards the improvements in
quality, and in their perception of the role of management
training in achieving such change.

9.11 The Need for an Enhanced Model to Show the Development of Civil Service Management Training

However, the findings in this Ministry showed that a more
complex model was necessary to explain some of the factors
hindering or facilitating change in the service. Such a model
needs to reflect the importance of the definition of the
trigger in management terms; the total commitment of top

management to the change process; the presence of qualified staff; the provision of autonomy and resources to the .'change managers'; and the provision of the necessary skills and tools to the management of change.

The model needs to underline the importance of a conducive macro environment, including political and economic stability. Any facilitating factors such as the existence of related change projects are useful. The importance of a general government vision within which the ministry's vision can be rationalised; appropriate personnel management policies and mechanisms; a legal framework for change; the impact of lengthy empowering processes on the speed and stability of change; the role of reviews, including training specific reviews, are all very important aspects and need to be reflected in the change model.

Figure 21

Features observed in the Uganda Ministry of Education Case Study that need to be incorporated in a model for understanding the development of structured management training in a civil service organisation

- The change must be radical
- Training should form part of the change strategy
- Top management commitment
- Government commitment
- Involvement of senior official in the implementation of training-related change
- Provision of legal basis for change model
- Gradual process of development of structured management training
- The trigger alone is not a sufficient condition for the development of structured management training
- The trigger must be perceived as presenting a management problem requiring management solutions
- The management solutions must actually be applied (implemented)
- Conducive micro and macro environment

Some of these vital elements needed for structured management training to occur are also discerned in the Case Study in the Uganda department of Customs.

MANAGEMENT DEVELOPMENT IN THE UGANDA DEPARTMENT OF CUSTOMS: A CASE STUDY

Introduction

This chapter outlines the background that has led to the setting up of the new Tax Authority, and states how the radical change, which involves the merging of three revenue collection departments to form the new Tax Authority, was triggered by the worsening economic crisis that had finally led the government to order a review and reorganisation of the revenue collection departments. This radical change has led to changes in the set up of Customs training, enabling its closer proximity to other personnel development functions and making it likely to benefit from other advantages such as autonomy which the Authority was going to have, and from the proposed creation, in the new organisation, of a training centre. The chapter summarises the emerging characteristics of structured management training, and the problems that will need to be overcome if structured management training is to be achieved.

Despite the shortcomings, the findings suggest a strong link between the implementation of radical change and the development of features of structured management training. It is concluded that there is enough evidence to support the conjecture in the research that the existence of structured management training is evidence of top management having committed themselves to the implementation of a fundamental change process, and of a change in attitude, with respect to the perceived role of management training.

It is suggested, however, that a new model for understanding the development of civil service management training is needed to incorporate the key elements, observed in this Case Study, which facilitate the development of structured management training. These include: autonomy, especially control of the training budget; availability of training facilities; the close link between Personnel and Training; and the establish-ment of a 'method' department, which acts as an enabling mechanism.

10.1 The Size and Function of Uganda Customs Department

Uganda Customs has been a department within the Ministry of Finance. It is charged with the collection of Customs Duty on specified items, the collection of Excise duties, and for ensuring that unauthorised merchandise does not leave or enter the country. The department is seen as an important one, given the country's serious economic situation and the need for increased revenue.

It is a relatively small department, with a staff of less than 600, including top, middle and lower management and some auxiliary staff. This can be compared with U.K. Customs' 26,864 or U.K. Revenue's 66,063. The personnel structure of the department at the time of the research in April 1991 was:

```
 1 Director General
 1 Deputy Director General
 4 Directors
 4 Chief Collectors
14 Principal Collectors
 0 Senior Collectors
30 Collectors
28 Collector Trainees
Senior Examiner
Examining Officers
Customs Officers
Assistant Customs Officers
Preventive Assistants
Assistant Principal Assistants
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In general, a Collector may have about 6 officers under him. Those in charge of border stations may have 20 to 30 people reporting to them.

This study focussed on the management training provision for the different Collector grades and for the two Chief Collectors, of whom one was the Acting Deputy Director General. This relatively small number would have been a facilitating factor, had there been a coherent training policy and the availability of resources, especially finance. It is still a facilitating factor in that, despite the incoherence of the management training programme, most are still able to attend some kind of training.

10.2 Current Training in Uganda Customs

10.2.1 *Technical and Management Training for Collector Trainees*

Currently, middle management in Customs have a two-year probation period. They usually join the department as Collector Trainee, and are given a twelve-week induction course, after which they have to sit and pass an examination. They then work for a further 9 months under the close supervision of a Collector. In the second year, they work under less intensive supervision. If at the end of the second year their work is seen as satisfactory, they are confirmed as Collectors, and can be posted to take charge of a Customs station or of a section in the department. There,

> "They are responsible for ensuring efficient revenue collection and effective implementation of policy".

At the end of the probation period, if outside sponsorship is available, local courses are run for them in Uganda by international donor agencies. In some cases, scholarship offers are extended for officers to go for overseas training in donor countries.

Figure 22 below shows the scheduled mandatory induction programme for Collector Trainees.

The twelve week induction course for Collector Trainees is basically technical. Although elements of management training are given in the current induction course, however, not much emphasis has been put on provision of further management training thereafter.

Fieldwork interviews showed that emphasis was on on-the-job management training for Collector Trainees and on seminars for Collectors. Although Customs department deals both with management and technical aspects, there was greater emphasis on the technical training.

It was argued that the managerial training usually comes on the job when the Collector Trainee is put under a Collector's or some other officer's supervision:

"That's when he or she can pick up the managerial side, or if given another course, say a seminar organised locally here by the donor agency".

Figure 22

Current management training programmes for middle managers in the Uganda Customs department

on appointment as Collector Trainee

confirmation as Collector

| 1st 12 weeks | the following 9 months | in the 2nd year | end of 2nd year |

12-week induction technical and elements of management Examinable (residential)

Work under very close supervision of Collector

Less intensive supervision

Possibility of local or overseas training if external funding available

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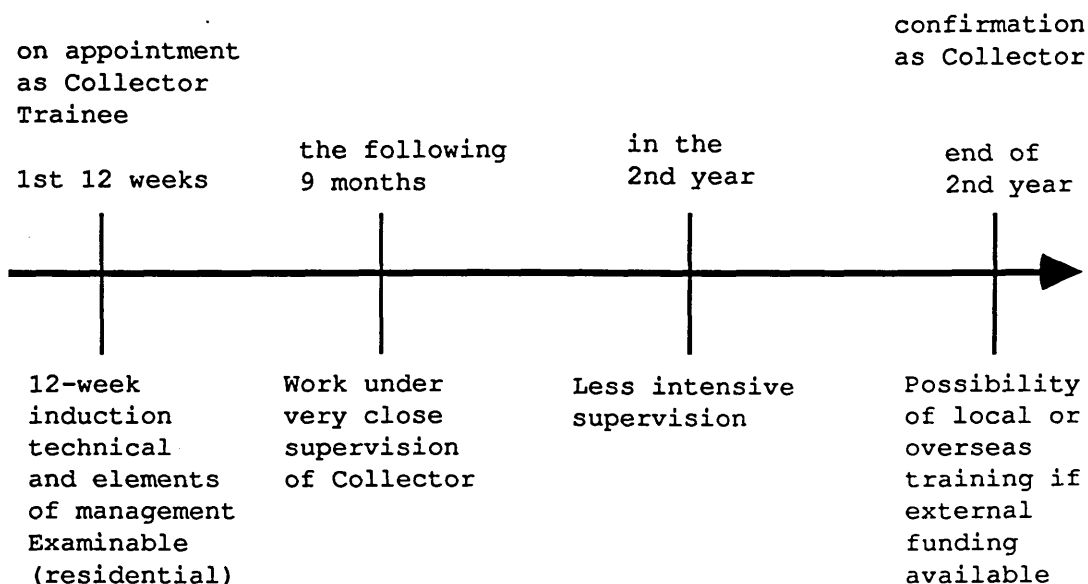
As to the role and place of management training, it was explained by one of the top managers,

"Management is not really secondary. It has its importance because the managers have to handle personnel and other management matters. But the primary skill that is required of a manager in Customs is his ability to understand, interpret and implement the Customs Act. The Act is very different from aspects of management. That is why the question of the diploma in management is not part of the policy. We receive it all right but it was not part of the policy. It is not a must that you must have it as a necessary qualification".

It will be recalled that the criterion of a good structured management training programme which was outlined earlier in this thesis stresses the need for a balance between management and technical training. Over-stressing technical, at the expense of developmental and management aspects, can result in poor quality performance, even where basic functions are being

carried out. With the very rapidly changing environment and
the need to cope with new and unexpected demands on civil
service departments, including technical ministries, there is
now a strong need to have staff with a good general and not
just operational management background.

Indeed, the conjecture in this thesis is that it is the
existence of structured management training, rather than
technical training, that is evidence that a fundamental change
process is underway, and that indicates that there has been a
change in perception of the role of management training.

One of the characteristics of a good structured management
programme is that the training is planned and fits within a
framework of the individual development plan and that training
on the job is only one of the development activities of an
individual.

Stressing on-the-job management training for the Collector
Trainees and other Customs staff is perhaps partly influenced
by the practice in U.K. Customs. Staff from the latter have
acted as advisers to the Uganda Customs, and, in fact, the
senior manager in charge of training in the Uganda Customs has
spent some time in U.K. Southend headquarters.

The main difference between the U.K. and the Ugandan practice
is that, as part of the recent structuring of management
training for executive cadres in the U.K. Customs, on-the-job
management training is now part of an overall planned
management training programme for individuals, linked to the
outcomes of appraisal, and underlined by a programme of line
management training. In Uganda, on-the-job training has been
supported by a programme of training for Collector Trainees
but has not been supported by a coherent programme of
management training for Collector Grades and above.

10.2.2 *Overseas sponsored workshops/seminars for Collector*
        cadres and above

Although there not been a written policy

>   "... that there must be a seminar or workshop after the
>   initial training, for the simple reason that so many

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changes and innovations come in and, in order to keep abreast, we must always get our officers together to share ideas".

Once officers become Collectors, the department may organise for them seminars and workshops. It was expressed, however, that,

> "In most cases, such courses are funded by donor agencies, because we have financial constraints. And if that is not possible, we may be lucky and get some scholarship offers...".

This reflects a situation that exists throughout the Ugandan Civil Service, including the Ministry of Education. It suggests that after the probation period, the development of staff is almost wholly dependent on international agencies. This is a very serious situation affecting long-term management development, as overseas aid should only be seen as a stop-gap measure.

An attempt to check if these overseas-sponsored workshops were, nevertheless, planned and programmed, prompted the following response:

> "We programme them. But sometimes they don't take off if we fail to get the local currency to hire the venue. Customs does not have a training centre. During the East African Community, we used the Mombasa training centre in Kenya. When the community broke up, Uganda Customs was not given the priority with respect to getting these facilities in place. So, every time we get a course to run, we've to rent somewhere. And, on many occasions, we fail to secure funds. We have been having courses in hired facilities. Many of these courses were funded by Foreign agencies".

Nevertheless, despite the limitations, the senior managers (i.e. Principal Collectors; Chief Collectors; Directors, and Deputy Director General) had all undergone some training in the recent past. This can in part be attributed to the very small numbers of staff in the department.

The quote enables us to appreciate the changing attitude on the part of top management of the importance of training, with respect to the current developments in training, related to the creation of the New Tax Authority. It

supports the conjecture that the existence of structured management training is evidence of this change in attitude to training.

10.2.3 *Some of the characteristics of the present management training programme*

Although there was a strong induction and technical training programme, one of the weakness of Uganda Customs management training has been the absence of a planned, coherent management training programme which continues throughout the careers of officers once they have been confirmed as Collectors. This was a serious weakness, as an important characteristic of a good structured management programme is its planned continuity throughout one's career.

Just because officers were able to pass Public Service Commission promotional interviews does not exempt the department from planning a programme, which covers the various stages of an officer's career. Yet this was the impression given by the Deputy Director General in the quote below, and which reflects the attitude to management training in the past:

> "What has been happening is that the promotions to various cadres in this department were based on examinations and interviews by the Public Service Commission. In short, the Public Service Commission determines the ability of the individual who has applied for a specific job. The Public Service Commission is aware of the requirements, the qualifications the expectations and the description of the job of a Principal Collector, of a Collector or of the Deputy Director General. On interview, if the officer satisfies the Commission that s/he has the required techniques and ability, then the individual is appointed to that post. So the only training which we have really say for the Principal Collectors are the seminars and the external training which we have been receiving through assistance" (Deputy Director General).

As the Ugandan department of Customs officers at Collector level have mainly relied on seminars, my view is that it would be useful to analyse the content of these seminars as they seem to form the important and underlying concept of management training in Uganda Customs. Also, it would be interesting to follow up the participants in overseas courses

with a view to finding out the nature and amount of management training received.

In the context of this research, the continuous emphasis that by the time an individual becomes a Principal Collector s/he will have had sufficient training in management is worrying. This is because the assumption that one can reach a point where s/he has learnt enough was taken so seriously. It seemed to be almost an absolute explanation as to why there was no coherent, well-established and well-known long-term management training programme for the different levels. Unless, of course, everyone in question attends those seminars; if the seminars are very regular; and if the management content is comprehensive.

There was no time in the research to investigate how the different middle management cadres themselves felt about the management training they receive. A number of questions must be asked, especially in view of the Ugandan environment: is it possible for Collectors in different parts of the country to attend these workshops at one point or another? How frequent are the workshops? How do they manage to overcome the logistics in terms of communication, given the Uganda environment? How do the top managers ensure that all the middle or senior managers are exposed? More time would have been needed to clear these issues through interviewing a wider range of respondents. These are some of the questions that should be considered further by the new Tax Authority.

I was assured in the interview that every manager of Principal Collector level and above will have been exposed to overseas management courses in the last three years. This is not surprising, given the small numbers, and given that if there were overseas opportunities the more senior managers are likely to be given the first opportunity.

Whether these same officers would have a planned exposure to management training at regular intervals, as part of an individual development plan, the answer demonstrated the pattern of management training so frequently referred to by

the respondents, with respect to the Ugandan Civil Service as
a whole:

> "This depends on the chances he gets, for example, you
> may see my colleague here going on a seminar or on
> courses twice a year. So it depends on chances".

The influence of the small size of the department was
reflected in the Deputy Director General's response:

> "We are only two officers of my rank in the whole
> department. And the two of us have actually been exposed
> to the sort of management course I was talking of. Some
> two or three years ago, the Crown Agents organised a
> management seminar for senior managers in Customs. That
> course was attended by the Chief Collectors and by some
> of the Principal Collectors. That was the only course
> through which some extra management realisation was
> brought in. This is because of the new look at the
> problems which Customs has been experiencing. In the
> early eighties we did not have such experience".

As the interviews progressed, it was clear that the seminars
did take place. What was lacking was a pronounced policy, and
the resources necessary to ensure that its implementation
would not be left to chance. This would mean making a
deliberate move towards a systematic approach to management
development, to ensure that at every stage, with new
responsibilities, relevant training was organised. At the time
of the interview (April 1991), the agenda was set by the
international donors, and evidence given to suggest that there
is some sort of structured management training is unacceptable
in the context of this research.

For a coherent management development and training programme,
the training must be done within a given individual and
organisational plan, and resources must be earmarked to ensure
that it occurs. The ministry of Finance did fund some
seminars, but had been limited in number and were not given
within a planned organisational of individual context.

Evidence seemed to indicate that any civil service change
model related to management training would have to take into
account, not only the need for autonomy and for control of the
management development and training budget, but also the
importance of the size and nature of the department, the
personnel development mechanisms available, and the facilities

and infrastructures. Comments from the Deputy Director General also point to the need for a definition of work either in technical or management terms, and the envisaged role of training.

10.3 The Establishment of the Tax Authority and How This Has Enhanced the Development of Management Training

At the time of the field research in April 1991, very radical changes were taking place in the Ministry of Finance. It was explained that the trigger for the radical change in the three departments was the insistence by the government on the need to increase revenue collection, which was currently hampered by a variety of problems, some of which were said to be managerial. Some of the problems had been thought to arise out of civil service bureaucracy, and the absence of the facilities needed to maximise the ability to collect revenue.

It was said that the worsening economic crisis in the country had forced the government to order the total overhauling of the revenue collection system, with a view to bringing about increased revenue. According to the Deputy Director General, the realisation of the need to improve the managerial performance and revenue collection necessitated the creation of the Tax Authority. The aim was to shift revenue departments from the civil service to an autonomous body.
With help from the World Bank, the Uganda government set up the Tax Authority to take over the responsibility of managing the Customs, Income Tax and Inland Revenue departments. In the new Authority, it is envisaged that instead of embracing all the three revenue collection departments, including Inland Revenue, there would be only two: Customs and Income Tax.

The Authority was, however, going to have two new departments, the Method and Organisational, and the Training and Personnel departments.

The important role that training and management development is expected to play in contributing to the effectiveness of the Tax Authority is shown by the statement in the policy document

that sets out that the Authority is expected to equip the workers with better management skills, with a view to obtaining a more effective and efficient service. Certain aims and aspiration are spelt out regarding training. At least in theory, this is evidence of the realisation by top management that training has to be an integral part of the radical change.

10.3.1 *The proposed establishment of the Personnel and Training department, and implications for integrated management development*

The establishment of a single department to handle both training and personnel matters was, in effect, a policy that integrates training with the Personnel functions.

It is stipulated in the document on the new Tax Authority that the proposed Personnel and Training Department, will be responsible for handling the appraisal, the training needs assessment, the training, as well as the promotion of staff. The implementation of the proposed responsibilities of the Personnel and Training department is likely to enhance the features of structured management training:

> "This department will be responsible for planning the training in the whole Authority; working out the requirements for promotions... The training side... will be responsible for identifying the management training needs across the whole Authority and for determining how these should be met. They will also be liaising with the technical training specialists to ensure that the training needs are assessed, collated and analysed. Then they will develop the training courses and secure suitable facilities and funding to ensure that training achieves the purpose for which it is intended. Of course the inclusion in the Authority of this training section is an indication of the realisation that management aspects have been lacking".

The above statement, made by the Deputy Director General, in reference to the document that sets up the Authority, indicates that, if implemented, the Authority was set on a course towards achieving important characteristics of structured management training. These include the "planning" of the training that relates to the responsibilities of officers at different stages of their career, taking into account promotional prospects of individuals; the

identification of developmental needs and how these should be met; the inclusion of both management and technical training; and the emphasis put on training as a tool for achieving organisational goals are all key characteristics of a good structured management training programme.

If this department 'gets it right', it will be possible to have a properly integrated management development and training system, with information from the appraisal feeding into the training needs assessment, and into relevant training or other developmental activities. The outcome can inform the promotional aspect of management development.

In view of the current training practice, which is usually done more or less in isolation of other management functions, the management development proposals in the new Authority represent a real change and, in the context of this research, a move towards structured training.

10.3.2 *The proposed establishment of a training centre in the Tax Authority*

The current top management in Customs Department were themselves very optimistic that the new Tax Authority would greatly enhance prospects for management training. Not only would the Authority be self-financing and therefore able to control the expenditure on training, but it was also hoped that a training centre would be established within the Authority. As the Deputy Director General emphasised, this would lessen dependence on seminars and on good will.

However, from the limited information on the nature of management training in the new Authority, it cannot, at this stage, be ascertained that, in a few years' time, this management training will necessarily be described as structured.

Nevertheless, the creation of a department to handle training is a novel one, as training matters in the Ugandan Civil Service have traditionally been handled by a Training Liaison Officer.

This goes some way to support the conjecture that, once a trigger for change is present and the commitment from the top to affect the change is there, this usually leads to an appraisal of the role that training can play in supporting the change. This makes the existence of structured management training evidence that such change is underway and that there has been a change in attitude as regards the role of management training in facilitating change. What is important, therefore, is that for structured management training to be visible, change must be a reality and not just a 'desire'. Because the Tax Authority is a completely new body with a well-known mission, and with promised resources, there is a real possibility that this step towards gradual structuring of management training, be it in its early stage, will become a reality, as the radical change takes root. It was recognised that because of the need to handle new responsibilities in the new set up, staff would have to be trained.

10.3.3 *The devolution of management and financial responsibilities to the Tax Authority*

The new Tax Authority was to have autonomy:

> "... they have proposed that the funding of the activities of the Authority, training being one of them, shall be entirely in the hands of the Authority. In short, they are removing us from this bureaucracy of the civil service". (Deputy Director General)

It was hoped that this decision to give management as well as financial autonomy to the Tax Authority would improve the situation as the Authority would be free to raise their own resources for various aspects, including training. This is particularly good for management training, as the department will be able to set their own priority, as opposed to the current system where the Ministry of Finance could dictate decisions related to training priorities.

10.4 Summary of the Emerging Characteristics of Structured Management Training

If the proposed development occurs, training needs analysis would bring Ugandan Customs training nearer to that of the U.K. Departments, particularly Customs and Inland Revenue, where most of the training is now based on identified training

needs. The efforts to identify the necessary competencies will
also bring Uganda Customs training nearer to the competence-
based programmes in the U.K. Civil Service. These developments
go further to support the existing strong relationship between
on-going fundamental change in a civil service ministry and
developments in training, which is the main conjecture in this
thesis. Figure 23 below gives a summary of some of the
emerging features of structured management training programme.

The creation of the Training and Personnel department ensures
the presence of an infrastructure in terms of a department for
training and personnel. Chances for structured management
training were therefore high. The extent to which management
training would be structured, however, was dependent on what
policy was going to be put in place. This was dependent on the
attitudes and personal convictions of the individuals in
charge of drawing up this policy.

Figure 23

Emerging elements of structured management training,
fostered by the proposed Tax Authority

- Training linked to much clearer vision for the
  Authority (new approach to revenue collection)
- Better articulation of the central role of management
  training in achievement of organisational objectives
  (to equip managers with better skills better
  performance)
- Training and Personnel to be handled by single
  department to facilitate integration
- Training and Personnel department to work out
  performance and promotional needs in terms of training
- Planning of training
- Special unit to take charge of training needs analysis
  in light of objectives & of developing appropriate
  courses.

While admitting that future research will be necessary to
discover whether further structuring will relate directly to
the extent of successful implementation, it is still possible

to conclude that the evidence in this Case Study suggested that the limited beginnings of the process of structuring of management training reflected the extent of the undergoing change, the full impact of which would only be felt after the new Tax Authority becomes fully operational, in July 1991. Compared to the British Departments where the triggers for change have been more numerous and where stable conditions and the availability of resources have resulted in a more extensive and more sustained level of change (hence the comparatively more advanced stages of the structuring of management training), in Uganda, 'humble' steps such as these in the Ministry of Education or in Customs have to be seen as significant, where for the majority of civil service managers, training has been wholly on ad hoc basis, if any.

It is expected, in the context of this research, that the speed and extent of structuring will be somewhat dependent on the degree of top management commitment to the total change process and to the implementation of outcomes of subsequent training specific reviews.

The Government required the new Authority to be operational by 1st July 1991 and to stabilise within three months, during which detailed policies for the departments were to be developed. The machinery to set it up had already been established. The officers appointed to work in the Tax Authority commenced work on 15th April 1991, and the technical assistance to meet the expenses involved had already been established.

The tight-time scales in which the change is supposed to occur will be contrasted with the sluggish pace of introducing decentralisation in the Uganda Ministry of Industry. However, while in terms of time scale, the Tax Authority seems to have put Uganda Customs ahead of the Ministry of Education, in reality, because of the special focus on management as well as professional training, and because of their current conviction that management training is the underlying element making the difference between success and failure of the new changes in the education system, the Ministry of Education is ahead of Customs in its planning for management training.

10.5 Some of the Problems that will have to be Overcome for Structured Management Training to be Achieved

10.5.1 *The importance of attitudes of members of the top management team and of the implementation team*

Unlike in U.K. Customs or the Ugandan Ministry of Education, where all top managers interviewed saw management training as a key element for organisational effectiveness, here, the key element has been seen as the technical training. Management training has been mainly regarded as a helpful aspect which can be picked up from experience or workshops after a person has become a Collector.

It appeared paradoxical that top managers, who see technical training as the key priority, are going to have to implement a new training policy which places management training in the position of key priority.

An important observation that could explain this ambivalence is that the new Tax Authority has been set up with the help of overseas experts, including Coopers and Lybrand, who have carefully outlined the details with regard to the training described above. This is contrasted to the situation in the Uganda Ministry of Education where the recognition of the importance of management training was more gradual, and where the official declaration of this has been made as a result of the Ugandan managers themselves reacting to findings of the 1987/88 Education Policy Review Commission which was composed of Ugandans. In this regard, the attainment of structured management training in the New Tax Authority will still depend on the extent to which there is a change in attitude of the officers appointed to bring this about.

The lessons suggested from this are:

1. the importance of solutions to management problems taking into account the people in the situation;

2. the importance of the individual attitudes of the implementation team.

10.5.2 *The need to develop a coherent management training and development policy in the Authority*

Although the document on the Tax Authority stated that staff in the Personnel and Training department would be responsible for working out the detailed policy,

> "At the moment they have not. This is because the work on the Authority begins on 15th April, just two to three days from now. But we hope that by 1st July 1991, the rudiments of the policy on training and the needs, and other requirements will have been worked out. We are scheduled to work out a stable Tax Authority within three months. My interest is to ensure that this training gets effective".

How well structured the management training programme will be will depend on how the policy development team defines "a good management training programme" and the extent to which the proposed programme will encompass the characteristics of a structured management training programme outlined in chapter two of this thesis. This, in turn, will be dependent on whether the training managers will be appointed following the now outdated practice of posting people to training sections because of their inability to perform elsewhere, or whether they will be selected for their being knowledgeable in management development and training.

As revealed earlier, Uganda Customs had worked out a promotional and training policy, although it had not been implemented. The policy proposed a limit to the period in which an officer should serve in a particular grade before moving to in the next grade. However, the promotional exercise itself was then pegged on examinations. As it was explained,

> "Of course we cannot have an examination unless there are certain aspects that the individual is expected to undergo. So, some programmes had been worked out and outlines made of what was expected of an individual in the examination. It was hoped that this person would be tested in specific fields in which s/he would have to study on one's own, supported by short periods of formal training. Success in the examinations would then qualify the officer for promotion".

This is similar to distance learning, which is now a common feature in the U.K. Civil Service. Success in the system here is dependent on whether the individual is able to obtain the

necessary material and guidance to facilitate the self-learning. While in the U.K. system, individual learning is supported by the institution, which provides learning packages, in the Ugandan Civil Service there are no correspondence courses any more, since the UIPA Correspondence School was looted and destroyed in the war that ousted Idi Amin in 1979.

Neither is there a structure which provides distance learning support. The individual here is supposed to "truly learn by him/herself". In an environment where library facilities and other amenities are still very limited, although it has been possible for some individuals in Customs to succeed as a result of self learning, making this a policy was a very risky venture, and serves as an example to show that written policies are not always workable.

With the establishment of the Tax Authority, it may, however, be possible, to try out such a policy, perhaps with help from the UIPA. At the moment, however, as expressed during the interview:

> "There are no correspondence courses, but certain officers who were in lower cadres have worked on their own, went to university, come back, and acquired higher status. One became a Collector and eventually a Director. What it means is that when an officer is vigilant, we have been paying for him and on return, we promote him to a new rank. I hope this will be seriously considered in the Authority". (Director General)

It is recommended that, with respect to management development and training, a committee composed of management development specialists and top managers from the various departments in the Authority should be set up to draw up, among others, an overall management development policy, given the vision, strategy, objectives, culture, and resources. The underlying theme would have to be integrating training with other management functions so that training fits in as part of a total strategy towards the achievement of given goals and objectives.

10.5.3 *The need for a skills audit and for the establishment of mechanisms to enable ongoing management training needs assessment, developmental appraisal and monitoring*

Such a committee should work closely with the proposed Training Analysis Unit to undertake a skills audit and a training needs assessment, with a view to establishing a long-term mechanism that would ensure that training compliments other provisions for skills development such as job rotation, apprenticeship, etc. In this regard, it would be necessary to establish a performance appraisal system which is developmental and not just geared to isolated individual evaluation.

The information from the appraisal would then have to be acted upon in terms of general management development strategies which include training and provision of other appropriate developmental activities.

This would need to be established in such a way as to make the appraisal and developmental system a complete and continuous cycle, with line and individual managers playing a role in establishing organisational and individual development needs. A policy would be needed to ensure that all officers are given the opportunity to develop, and that resources are available for them to do so.

10.5.4 *The need to phase training throughout the career development of individuals*

Although it would not have to be just for the sake of it, such a policy would have some similarity with that observed in the U.K. Customs, where at different levels, officers would be given an appropriate level of management training. In the U.K. case, this is tied up with promotions to the different levels and organisation of training for all officers promoted or about to be promoted to that level.

10.5.5 *The need to develop line management skills*

To support the appraisal system, a mechanism would have to be established, to ensure that the line managers as well as the

individual officers play a developmental role in making
decisions about the needed skills and the training necessary
for the individual. The current practice of leaving management
skills to be 'picked up' from superior officers on the job can
work only if these are themselves skilled and trained in
techniques of passing on such skills. In the U.K. Customs,
training is specifically targeted to these groups, giving them
help to improve their capacity to help subordinates. Also,
relying on seminars alone for management development can work
if these are regular, well planned to cater for the different
categories and if there is an opportunity for all concerned to
attend these courses.

10.5.6 *The need for a clearly stated mission, vision and*
        culture with respect to management development and
        training

Given the fact that the training centre was going to belong to
the Authority, and because the revenue would be controlled by
the same body, there were many options open to them.

First, the top management in the Authority will have to
stipulate and clarify its mission and vision to all the new
staff. A long and short-term strategy needs to be outlined in
light of that vision, and general aims and objectives
developed. The organisational culture within which objectives
would be achieved, and the type of service organisation
intends to offer will have to be further elaborated, and
measures taken to ensure that mechanisms exist to achieve
this.

Articulating a vision for training was not likely to pose a
significant problem, given the clearly stated mission in the
Tax Authority policy document. The very fact that the civil
servants working in the revenue collection departments will
all have to resign and re-apply to join the Authority has
itself brought home the point regarding the need for an honest
and effective group of people to work towards bringing about
increased revenue for government. This can itself form a
training philosophy.

10.6 Conclusion

It was observed that the modest steps made towards the development of structured management training were, indeed, evidence that a trigger for change had resulted in a radical process, and that there was some truth in the assertion that structured management training can be an indication that there had been a change in attitude on the part of top management of the role of management training in supporting change.

Whatever the shortcomings, the creation of the Tax Authority can be said to be an impetus that has put training on the agenda, and enabled a rethinking of the management development policy which involves integrated training.

The existence of structured management training in a civil service department is likely to be evidence that there has been such a trigger, and that a related change process is or has been underway. Some of the facilitating factors for the change to take root are: the commitment of top management the change process, appropriate interpretation of the trigger in management rather than just professional or technical terms; the necessary empowerment and provision of autonomy to facilitate the management of the change; the availability of human and financial resources and of infrastructures; the presence of personnel development mechanisms; a known mission and vision; and the size and nature of the organisation.

10.7 The Need for a More Complex Model

Like elsewhere, the findings in Uganda Customs showed the need for a more complex change model to encompass the factors facilitating and slowing the change process in a civil service environment. It was clear that a fully structured management training programme is more or less the end result of a successful change process. A trigger, usually in the form of criticism, often leads to an internal or external review. Provided there is full commitment of top management to implementing at least the major outcomes (assuming they are the correct solutions), there is a likelihood that management

training will be seen as a necessary part of the change
strategy.

Figure 24

Features observed in the Uganda Customs Case Study
that need to be incorporated in a model for understanding
the development of structured management training in a civil
service organisation

- a trigger (criticism, review, etc.)

- interpretation of trigger as a management problem,
  requiring management solution

- top management commitment to change process

- autonomy and empowerment

- human and financial resources (including control of
  training budget)

- presence of facilities and infrastructures

- close link between training and personnel development
  mechanisms (enabling mechanisms)

- clear mission & known vision, and the stipulation of
  the envisaged role of training

- size and nature of organisation

As will be observed, the absence of some of the above elements
may have contributed to the absence of structured management
training in the Uganda Ministry of Industry.

MANAGEMENT DEVELOPMENT AND TRAINING IN THE UGANDA MINISTRY OF INDUSTRY: A CASE STUDY

Introduction

This chapter reports how adverse economic conditions have led to the Ministry's gradual acquisition of a new role which involves taking responsibility for management development not only for government industries but also for private small scale industries.

The numerous rehabilitation projects, including special projects in industry since 1979, have had an impact on management training. This, however, has been in terms of the Ministry's expansion of the training responsibility to private industry, increased volume of training and more interest in training on the part of top managers, rather than significantly enhancing the features of structured management development. This may indicate that for structured management training to develop in a Ministry, the response to the trigger for change must involve implementation of significant changes in the Ministry in question, which was not the case here.

This absence of radical change is demonstrated by the lack of achievement of the proposed decentralisation of the Ministry.

The chapter reveals how the bottom-up efforts by the Training Liaison Officer (TLO) to develop a more coherent training policy have been only partially successful. This is said to illustrate the need for top management ownership and commitment even to change efforts from the bottom, if structured management training is to develop.

The chapter outlines some of the aspects needed for features of structured management training to develop. These include a trigger strong enough to necessitate radical management changes within the Ministry and implementation of any proposed changes; top management commitment to change and to the use of management training as part of that strategy; sufficient

autonomy to facilitate changes in policy; and financial
resources; as well as setting up appropriate mechanisms.

It is concluded that the absence of a trigger strong enough to
bring about radical changes in the Ministry explains the
absence of features of structured management training in the
Ministry and that there is need for a new model for
understanding the development of structured management
training in a civil service organisation that incorporates the
observations made in the chapter.

11.1 The Role, Size, and the Management Development Responsibilities of the Ministry

The role of the Ugandan Ministry of Industry is to enhance the
industrial development of the country. It has special
responsibility for the parastatal industries. It is small,
with less than 100 staff, of whom only about 40 are middle and
senior managers, including administrators posted from, and
whose training is really the responsibility of the President's
Office.

Although it does not have enough resources even to train its
own managers, its role has progressively become to train not
only its staff, but also managers from industry. This is
because the majority of the industries, including parastatal
ones, are too small to manage training units and run viable
management training programmes. It was reported that in the
aftermath of wars and political crises, training resources
have been scarce. Even the few industries which have their own
training functions are still dependent on the Ministry for
management training.

The gradual acquisition of this new role by the Ministry has
been due to the 'mushrooming' of small-scale industries since
the end of Amin's regime in 1979. There has since been a
realisation of the need to provide greater support, even to
private industry, if the country's rehabilitation effort has
to succeed; and a recognition of the role of training in
effecting change and development in these industries.

Consequently, it was found necessary to provide a training and
consultancy service to industrialists. This includes, at least
in theory, helping to assess the training needs and
designing/organising appropriate training for some of the
industries.

This dual responsibility for training in both the Ministry and
industry makes the management development function of the
Ministry look ambitious. It was not possible in this research
to investigate the exact impact of this on the industries.
However, it was clear from the findings that the
responsibility for the development of industry and the need
for qualified manpower to co-ordinate their development has
been a 'blessing in disguise' with respect to the training of
middle, senior and top managers in the Ministry. This is
because the government and related international agencies,
focusing on the industrial development of the country as a
whole, have tried to concentrate resources in the Ministry for
management development and training.

As a result of the economic crisis in the country, which has
acted as a trigger for change, there has, thus, developed a
link between national and industrial development efforts and
developments in management training. This is mainly in terms
of the Ministry's expansion of its training responsibility to
industry and in terms of availability of financial resources
for the training of Ministry staff. This supports the
conjecture in this thesis that links the existence of
structured management training to the existence of an ongoing
change process.

**11.2 Rehabilitation Projects in the Ministry of
Industry 1979, and their Implications for
Training**

Fieldwork findings revealed that there has been significant
change in the Ministry, with respect to the interest and
attention paid to management development and training since
1979. According to the findings, these developments in
training are linked to the rehabilitation drive in the
country, many of the rehabilitation projects being supported
by funding or loans from overseas.

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At the time of the interviews, a special Public Industrial
Enterprises Secretariat had been established within the
Ministry of Industry. This is, itself, part of a bigger
project called the Public Enterprises Project in the Ministry
of Planning. It involves the provision of roughly one week's
training to different cadres, including top management, in the
Ministry and in government industries.

However, such projects generally have a short life span, and
the training, which is project-related, tends not to continue
after the departure of the overseas specialists. Nevertheless,
the projects enhance change in the sense that the short-term
objectives are known by the participants and are achieved,
even when the majority of the staff in the Ministry remains
ignorant of what goes on, or are indifferent to it.

In this case, the special change project is supported by
training. The latter is not necessarily a result of a
strategic plan to use training to support long-term change.

However, despite the fact that the training provided under
this scheme may not have been part of individual or group
development plans, the fact that the training is project-
related means that it is likely to be practical and to focus
on organisational development. However disjointed much of the
project-related training may appear, the sheer volume of
specialised training under this scheme underlines the
importance of such projects in bridging the skills-gap, and in
directly or indirectly facilitating change. It still points to
the assertion in this thesis that structured management
training is evidence of implementation of change.

It was revealed, for example, that, as a result of the project
training and of the various interactions with Ministry
officials, the top managers within the industries had
themselves also started to think about training as a major
theme rather than as something which used to be forgotten at
senior meetings. As a senior Ministry of industry official
expressed:

> "I think they are now more aware of the need for
> training. When we invite them to give sessions on

courses, their emphasis is always on the need for more training of industrial personnel. I think these people have become more enlightened about that need. There has been quite a substantial improvement" (Principal Officer, UNIDO Affairs).

Top managers in the Ministry of Industry, who were said to include Ministers, Permanent Secretaries and Commissioners, were also said to show more interest in training and management development in general:

"I would say since 1979 there has been a visible positive attitude towards training not only of staff here within the Ministry, but also in terms of wanting training for managers in industry. Formerly offers would come in and the correspondence would be accidentally discovered after a very vital course had passed. These days everything is passed on to the most likely beneficiary".

It was said that within the Ministry, many members of staff of officer level, including most technical staff, had had some kind of training at least every two years, which was more than that which staff in most ministries received.

Although the management training in this Ministry is not yet structured, it is clear from the above that special projects have contributed to the enhanced role of the Ministry in industry, with respect to training. They have also led to an increase in the volume of training in the Ministry and industry, thus contributing to bridging the gap. In addition, they have led to more interest in training, on the part of top managers in the Ministry and in industry. It is partly because of the enhancement of training in the ways stated above that it is suggested here that a change model related to the development of civil service management training, especially in developing countries, needs to emphasise the role of related special projects in facilitating the development of management training.

Because of the absence of structured management training, despite the presence of the rehabilitation projects country-wide and within the Ministry and industry, we could also conclude that for a structured management training programme to develop the trigger for change must lead to fundamental internal change, affecting vital aspects such as policy, organisation and structures of the civil service organisation

in question, as was the case with the New Uganda Tax Authority and the Ministry of Education. Any model for understanding the development of civil service management training needs to emphasise this radical nature of organisational change.

As seen below, there have been plans to bring about radical change in the Ministry of Industry, but this has still not brought about the development of structured management training in this Ministry.

11.3 Failure of the Proposed Decentralisation to Bring About Structured Management Training

The Ministry is based in a single, small building in Kampala. However, there are plans to decentralise it through setting up, first regional and, eventually district centres in the 38 districts. With a grant from Japan, one operational centre has already been set up in the Eastern Region.

Findings revealed that due to limited financial resources, the process of decentralisation is "being handled very gradually". There is no target date by which centres will be set up, and the implementation of the decentralisation has not been significant. This is important, since, in the context of this research, the assertion is that the existence of structured management training is evidence of the existence of a process of change. It could be argued that only successful implementation of the decentralisation programme would have been marked by the development of such a programme.

Change-related aspects that, from the interpretation of findings in this case study, are likely to enhance structured management training, and which should be reflected in a model for the understanding of the development of structured management training in civil service organisations include: the important role of related special Projects; the radical nature of the change that is needed for structured management training to occur; the need to implement change and the advantage of setting time limits for implementation.

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The management training in the Ministry of Industry thus remains unstructured, although it has some features that are likely to enhance any future development of a structured programme.

11.4 The Present Arrangements for Training in the Ministry of Industry

11.4.1 *The role of the Training Liaison Officer*

Currently, the Ministry does not have a training unit. Nevertheless, as in other ministries, there is a desk officer, currently, a Senior Assistant Secretary, whose work schedule involves acting as a Training Liaison Officer (TLO) within the Ministry and with other organisations. He works in close co-operation with the various heads of department, who budget for courses for staff in industries. If the financial resources are available, the TLO assists the departmental head in organising the short courses. Also, in consultation with the Permanent Secretary, he administers scholarship offers from overseas agencies, contacting the heads of department for suitable candidates.

> "The practice has been that the heads then look around their departments or in the parastatal or even private sector industries around the country for suitable candidates".

The TLO plays an important role in terms of co-ordination with industries, donor agencies, and with ministries such as planning, or Foreign Affairs which receive scholarship offers from abroad.

11.4.2 *Nature of training activities*

Training for industries mainly involves nominating staff from industries for scholarships for overseas training. Currently, many managers are sent abroad, as a result of scholarship offers to the Ministry of Industry from international donor agencies or as a result of bilateral agreements with individual countries. Sometimes the Ministry receives from overseas agencies and foreign governments partial sponsorship, requiring recipient organisations to provide an air ticket. If a company is able to raise the money for a ticket, they are offered the chance to send their staff, as the Ministry often

is unable to raise the cash to send an employee, or when it is considered that the industry would benefit best from the scholarship.

The Ministry also encourages industries to send staff for training in local management training institutions. Because of economies of scale, and in view of the limited training resources in the country, the Ministry also organises training courses centrally and invites industries to send participants.

With respect to Ministry staff, the declared objective of training is to enable them to advise ably and to supervise industrialists. The main training for them, as is for the managers from industry, is ad hoc in as far as most of their training has been project-related or overseas training as a result of assistance from international agencies, especially the United Nations Industrial Organisation (UNIDO), rather than a result of a well developed organisational and individual plan.

11.4.3 *Integration of training policy in the activities of each department*

It will be recalled from chapter two of this thesis that the existence of a coherent training policy is an important characteristic of structured management training.

The fieldwork in this Ministry revealed that many middle and even senior managers in the Ministry were unsure as to whether or not a training policy did exist. It was discerned from the interviews, however, that the training policy was integrated in departmental functions rather than being a distinct part of the Ministry. All the heads of department handle, in some way, matters concerned with training as they do other management aspects related to the Ministry or to the industries. It was clear from the interviews that the heads of department in the Ministry saw training as one of their management responsibility.

The Commissioner (Technology) felt that this was a better strategy, given the circumstances in which they were working:

"If I am Commissioner for Technology I am supposed to
know what sort of training is required to upgrade
technology. So it would be wrong for me to say, no, no,
no, if it is training it is some other man who should
know".

Each head of department is responsible for any training deemed
necessary for the achievement of objectives in the respective
areas. In this sense, training has been integrated in the work
of departments and not been treated as an isolated aspect.

It was emphasised that the Ministry wants to carry out the
functions that are aimed at developing industry and that they
see both technical and management training as the basis on
which development can occur, if resources are available.

"At the moment we have policy statements on small scale
industries, we are now formulating policy statements on
technology, and in those policy statements there are
components on training. These policy statements will go
through the Parliamentary process" (Commissioner,
Technology).

The advantage of this type of integration is that,
theoretically, the management training done is essential to
the achievement of organisational objectives. The weakness of
the current arrangement, however, is that although the heads
of department may plan and budget for training related to
organisational development, the training provided is based on
perceived, rather than actual management training needs of
groups and individuals in the Ministry and in industry. It is
not an outcome of a developmental appraisal based on a formal
continuous dialogue related to the job requirements and
competencies and experience needed for the individual to
perform and to develop. It is therefore not part of an
individual development plan, as such plans do not yet exist in
the Ugandan Civil Service.

Nor is it considered as one aspect of a development programme
supporting other developmental learning through job rotation,
on the job training, etc. Also because the head of department
does not have control of the training budget, there is no
guarantee that the programmes planned and included in the
annual budget are the ones that take place during the
financial year.

Furthermore, the current annual planning of programmes, without a ministerial and management development strategic plan stipulating the long-term vision and objectives in relation to the way in which the Ministry would like to see its managers develop in long term terms, cannot produce a continuous, long-term career-long training programme.

There is thus no structured management training in the interpretation of the structured management training as defined in this thesis. From the findings, there appears to be absence of a planned, coherent, long-term management development and training programme with the characteristics of a structured management programme outlined in chapter two of this thesis. Figure 25 below shows some of the positive characteristics and the weaknesses of the present set up of management training in the Ministry of Industry.

11.5 The Partially Successful Bottom-Up Efforts by the TLO to Carry Out a Training Needs Study and to Develop a More Coherent Training Policy

Despite the absence of a structured programme, there is in this Ministry an example of bottom-up efforts to develop management training. The senior and top officers interviewed constantly referred to, and praised the efforts of the Ministry's TLO. He had taken the initiative not just to wait and administer overseas scholarships, but to compile information on who in the Ministry and in the parastatal industries needs what training. The aim was to provide a profile of the managers in the Ministry and government industries and to have some sort of information bank about the type of training needed.

The TLO clarified that, in the short term, this would facilitate distribution of scholarships and invitations to locally organised management development events. In the long run, it was hoped that it would form the basis of a written policy on training.

The TLO's efforts are an example of a bottom-up change process. Information from the interviews indicates that his

initiative was widely known in the Ministry. There was evidence that all the middle, senior and top managers were aware of and approved it. A top manager interviewed gave ownership and credit to the TLO and showed his own department to be participating in the needs identification process proposed by the TLO.

Figure 25

The Facilitating and impeding factors for the development of structured management training programme observed in the Uganda Ministry of Industry Case Study

Impeding Factors	Facilitating Factors
Absence of radical trigger and of radical respoinse to it in terms of changes in organisational policy, structures, etc. Non-implementation of proposed change and absence of time limits on implementation. No known strategic vision and training philosophy. Absence of coherent policy based on long-term individual development plan and continuous appraisal. No control over training budget.	Integration with operational aspects and likely to foster organisational development. Heads aware of the need to train. Increase in training activity due to rehabilitation projects.

11.5.1 *Issues emerging from the TLO'S bottom-up initiative*

A number of issues emerged from the findings. Firstly, there was no evidence that the training needs assessment was linked to systematic performance or development appraisal. Neither was it clear to what extent individual managers, especially in industries, were involved in determining their own training needs.

Secondly, although the different departments budget for training resources, there was no guarantee that the exercise will improve the situation where nearly all the training is dependent on how much will be available from international agencies. This brings out the importance of resources if change efforts are to succeed.

Thirdly, although there appeared to be general acceptance and support by top management of the TLO's efforts, there is an ambiguous top management commitment to training. I visited the TLO's office on three occasions, each lasting one to two hours, just to observe him at work. My observation was that, although his efforts in training were appreciated and welcomed by the senior staff, the TLO spends a lot of time carrying out other duties, as co-ordinating training was only one of the numerous work schedules of the TLO. He was in charge of junior personnel matters and was also Transport Officer, a responsibility which took up much of his time. He, consequently, did not have enough time to pursue the initiative that he had started and to pay full attention to training matters.

In view of other priorities like these, it was not clear to what extent the proposed training policy and needs assessment efforts take priority as far as top management was concerned, despite their expressions of support. In this respect, the level of commitment by the Permanent Secretary to the TLO's initiative remained unclear and seemed to be limited to co-operation and support rather than ownership and direction.

This illustrates the importance of ownership by top management of change programmes, if these are to succeed. If this had become a top-down change effort, fully supported from the top, there would have been provision of resources, including time. From this experience, it can be seen that for structured management training to occur, the perception of a trigger as a problem needing a management solution must be by top management, even when the initial determination to do so is from the bottom. This need for top management to take ownership of bottom-up change effort needs to be stressed in

any change model related to the development of civil service management training.

The policy formulation and needs assessment initiated by him from the bottom was really not making headway.

11.6 Some of the Conditions Needed for Features of Structured Management Training to Develop in This Ministry

11.6.1 *A trigger for radical change*

There is, firstly, need for a trigger strong enough to necessitate the implementation of radical management changes within the Ministry itself.

11.6.2 *Top management commitment to the implementation of the change*

For any development towards structured management training to succeed, in this Ministry, there is need for top management commitment to the change strategy and to full commitment to using a structured management training programme as part of that strategy. With respect to the current TLO's efforts, top management will have to take total ownership of the TLO's initiative. Rather than merely co-operating with the TLO with respect to carrying out the training needs assessment, the top management will need to commit themselves to working with him to develop long-term management development and training policy which includes developing a number of features such as those outlined in chapter two of this thesis, of which training needs assessment is only one. A proper policy would facilitate the setting up of relevant mechanisms.

11.6.3 *Acquisition of autonomy and ability to set up mechanisms*

With respect to training for industry, what is fundamentally needed is to encourage and assist the industries themselves to develop appropriate management development and training policy and systems, including good line management development to facilitate proper appraisal. The needs assessment that the TLO is attempting to undertake can be an interim measure.

To develop their own appropriate system, however, will require acquisition of sufficient autonomy, as, currently, the appraisal used is uniform for the whole service. Training in the Ministry of Industry, as in the Ugandan Civil Service as a whole, cannot be fully structured unless the information from the appraisal system feeds into the training and other developmental needs of the individual and of the organisation as a whole. The appraisal itself must relate to performance as well as to individual development, not just to promotion or lack of it.

11.6.4 *Availability of financial resources and implementation of policy*

Also, unless a management development policy is off the drawing board and is implemented, it is not successful. Currently, the departments do budget for training events. But even then, despite the efforts by the TLO there is no guarantee that training will always occur according to plan, unless financial resources are available or liberated.

Figure 26 below is a visible presentation of some of the aspects that will need to be developed, for management training to acquire features of a structured programme.

Figure 26

Some of the aspects that still need to be present for structured management training to be achieved in the Uganda Ministry of Industry

- Strong trigger for change
- Top management's full commitment and ownership
- Setting up mechanisms including development of performance appraisal
- Long-term policy
- More local financial resources

11.7 Conclusion

It was concluded that the absence of a well-structured policy in the Ministry of Industry was due to the absence of a trigger for change strong enough to result in a more radical change process in the Ministry. The Ministry of Industry has not had a trigger for change of the extent that there has been in the Ministry of Education and the Customs/Ministry of Finance. In the latter two cases, top commitment to a change process has brought training on top management agenda. In the Ministry of Education in particular, there has been subsequent efforts to structure management training.

It could be argued, in the context of this research, that had a significant external or internal trigger been directed specifically as the Ministry, it would have provided the impetus for top management in the Ministry to commit themselves to a change process. This would inevitably have focused attention on management training policy as part of a more strategic management development policy for change.

This goes some way to support the conjecture that the existence of structured management training is evidence of there having been a trigger for change, to which top management have responded by instituting and implementing a radical change programme, and evidence of there having been a change in attitude to the role of training in achieving change.

11.8 The Need for a New Model to Help the Understanding of the Development of Civil Service Management Training

The Case Study suggests that for structured management training to develop, there has to be top management ownership and commitment to the process, even when the original change idea is from the bottom. Any model should stress the need for change solutions to involve the development of mechanisms rather than simple training solutions. It should also reflect the importance of conducive macro and micro working conditions, which include availability of financial resources. It should also underscore the usefulness of associated special

development/change projects and the importance of setting time limits for the implementation of change.

Figure 27 below is a visual representation of some of the elements that facilitate the development of structured management training observed in this study. As can be seen, most of these elements that need to be incorporated in a new model, were also observed in the earlier Case Studies.

Figure 27

Elements that need to be incorporated in a model for the development of structured management training

- top management ownership and commitment to the change process including bottom-up change initiatives
- solutions should involve development of mechanisms
- importance of conducive macro and micro working conditions
- availability of liberation of financial resources
- usefulness of special change projects
- setting time limits for change

CONCLUSION FROM THE FIELDWORK AND THE DEVELOPMENT OF A NEW MODEL FOR UNDERSTANDING THE RELATIONSHIP BETWEEN CHANGE AND THE DEVELOPMENT OF STRUCTURED MANAGEMENT TRAINING IN THE CIVIL SERVICE

Introduction

As seen in chapter four, the existing literature already outlines a series of what are seen as positive characteristics of management development, and defines a set of interrelationships between key elements that influence the development of a good management training programme. Given the evidence from the fieldwork both in the U.K. and in Uganda, this chapter argues that the significance of some of the postulated relationships influencing the development of a coherent structured management training programme have been underestimated; and that some of the key conditions for the development of a good programme, observed in this research, are not included. Among the elements recognised in this research as important, for example, are the existence of a trigger, top management response to this trigger in strategic management terms and the actual implementation/institution of a change programme. The novel element in this thesis is that the strength of the relationships observed in this thesis and involving a trigger for change, the nature of the change, the management of the change process, and the underlying top management commitment to the implementation of a change strategy that involves a management development component, is different from what has been previously perceived.

In this chapter a new model is outlined, one which is based on the identification of a set of elements and a postulating of the relationships between them. The purpose of the model is to generate a new way of thinking about the series of variables and relationships that are likely to result in the development of structured management training. The model arises out of the finding in this research that the development of the features of structured management training is not just a result of the implementation of a change programme in response to a trigger for change, but is also a consequence of the interplay of other factors.

12.1 Summary of the Research Findings

The conjecture in this research was that the existence of a structured management training programme in a civil service organisation is evidence of there having been a strong trigger for change in the organisation, to which top management have responded by undertaking a radical change programme, and is an indication of there having been a change in attitude, on the part of top management, to the role of management training in achieving change.

Findings in the fieldwork led to the conclusion that in a civil service organisation where there has been a fundamental change process, training has been an element in the management of change which is inevitably linked, firstly, to the development of vision for the organisation, secondly, to the process of implementation of change and, thirdly, to the use of training to achieve future change. This involves a review of the tasks and skills that training provides.

It was observed in the research that proactive top management set strategic objectives as a result of a vision that they have for the organisation. From that they decided that a process of change was necessary, if that vision was to be realised (The case of Customs applies here). They recognised that, to go through that process of change, they needed to develop a change strategy, a component of which had to be a strong structured staff development and training programme.

As we saw in the Cases of the U.K. Inland Revenue and Customs, and of the Uganda Ministry of Education, training was not only a staff development issue but was used also as a management implementation tool. Here, it was conceived that once a structured management training programme was in place, change would be achieved more quickly and more readily.

It was clear that where the features of structured management training were being developed more successfully, as in U.K. Customs, training was linked to the policy for change, or for organisational and individual improvement.

The findings showed that for this link of training to change to occur, there has to be a powerful trigger which may be from outside or a very strong happening inside the organisation. It was observable in the research that the change efforts were sometimes a result of a government report, critical of some aspects of the organisation's work, which had the effect of forcing top management to overhaul Departments and to look at their objectives. In so doing they found that change would not take place without a structured and supportive management training programme.

The existence of structured management training can be used as evidence that the trigger has occurred and that a change process has been instituted in response to the trigger.

The organisations studied were undergoing different stages of change and under different circumstances, even within the same civil service. A variety of findings indicated, however, that while it was true that where there is a well-structured management training programme there is likely to be an effective organisation (i.e. one that is active and changing), in all the Cases studied, the trigger alone had not been sufficient to bring about fundamental change and therefore to facilitate the development of a structured management training programme. Other factors played a contributory role in effecting the development of structured management training.

These findings showed the need to move from the conjecture expressed at the beginning of the fieldwork, towards the construction of a model that brings out a number of key elements identified as facilitating the development of a structured management training programme in a civil service organisation.

12.2 The New Model for Understanding the Relationship between Change and the Development of Structured Management Training

The model that I now propose states that in order for there to be a structured management training programme, not one but a series of conditions have to be present. From the experience in this research, these key conditions will include:

1. An internal or external trigger that requires a signifi-
   cant top management response. The trigger may be in the
   form of a political imperative whereby top management in a
   Department are told that they must undertake a stipulated
   new action or carry out an old process in a way that
   requires change. The trigger may be some other internal or
   external demand put on the system and which requires a
   major response. This usually involves radical trans-
   formation of the management, structures, policy, vision,
   etc.

2. The trigger must be interpreted by top management as a
   crisis for the organisation

3. The response to this trigger has to be perceived by top
   management as requiring a management solution rather than
   simply as needing technical solutions involving more or
   better legislation, more careful procedures or technical
   training. The solution has to be defined radically and
   strategically

4. To be successful, the definition of the solution to the
   crisis in management terms has to be by top management,
   who can empower the bottom, rather by senior or middle
   managers. This is mainly because, unlike in higher
   educational establishments where strong loose coupling
   facilitates implementation of middle managers' ideas from
   different organisational levels, sometimes without
   significant influence from the top, fieldwork findings
   showed that in the civil service context, where the
   bureaucratic tradition usually requires top management
   sanctioning for even bottom-initiated change to occur, the
   middle and other managers, in practice, become important
   in the delivery of the response. There must be top
   management commitment to the change and more specifically
   to the definition of the solution in management terms.

5. There must be a clear organisational vision, held by the
   top, who must give leadership so that staff within the
   organisation can know what they are achieving, why and
   how.

The vision must be shared by key groups and preferably by the institution as a whole. There has to be an element of subscription on the part of staff, so the vision has to be disseminated. This dissemination would need to be one of the functions of the management development policy which will form part of the change strategy.

6. The vision should reflect the important role of management development and should incorporate a management development strategy that involves the setting up of personnel management components and supporting mechanisms such as developmental appraisal that facilitates the development of individual development plans.

7. The development strategy will also include the deliberate development of elements of structured management training programme, i.e. ensuring that the management training programme is long-term, planned, takes into account the formal as well as the informal learning aspects, and continues throughout individual's career life. Attempts need to be made to ensure that the programme reflects the organisation's vision, and relates to the achievement of individual and organisational development objectives. These should themselves be the outcome of continuous appraisal and management training needs assessment, evaluation and monitoring.

8. The training programme should be part of a total learning and development strategy which includes aspects such as mentoring, on-the-job training, job rotation, etc. and, where possible, be complemented by distance learning which may itself be facilitated by the necessary technology.

9. This is to be given within a conducive organisational culture which facilitates sharing of experience and minimises re-entry problems. Apart from having all the above characteristics, the formal training has to have defining characteristics of being systematic and comprehensive, with high quality of delivery, which is both an expression of organisational commitment and a means towards the supporting of radical change.

10. The top managers must have sufficient autonomy to be able to make decisions, including decisions on change and the related management development and training

11. Financial resources and resources of expertise must also be available or liberated for the change to occur.

Figure 28 below gives a summary the elements that need to be incorporated into the new model. It outlines the conditions necessary for the development of structured management training in the civil service observed in all the six Case Studies.

Figure 28

The characteristics of the new model for understanding the development of structured management training in a civil service organisation identified in this research

- a trigger (criticism, review, etc.)
- the trigger must be perceived as presenting a management problem requiring management solutions
- the change/solution must be radical
- the management solutions must actually be applied (implemented)
- training should form part of the change strategy
- the trigger itself (e.g. Next Steps) stipulating training as a requirement or as important
- importance of a proactive management within the department to translate the trigger into actual change process.
- visible top management commitment to achieving management change and to using training as part of the change strategy
- top management ownership and commitment to the change process including bottom-up change initiatives
- presence of proactive individuals in the organisation
- harnessing positive forces for change in the organisation, e.g. nurturing bottom-up process
- involvement of senior officials in the implementation of training-related change
- provision of legal basis for change/implementation
- commitment of resources, including expertise, time and money to change process.
- need to streamline the management of the organisation and of training
- concept of project managers to manage change
- setting of time scales for change
- need to balance management and technical training
- role of line management involvement and line management training
- importance of political pressure for change
- important role of central government initiatives
- important role of central institutions
- important role of institutional and training reviews & implementation of appropriate outcomes
- role of government in bringing about necessary impetus for change
- government commitment
- conducive micro and macro environment
- autonomy and empowerment
- presence of facilities and infrastructures
- solutions should involve development of Personnel development mechanisms
- clear mission and known vision

12.3 Other Observations with Respect to the Development of Structured Management Training

Observations from the different Case Studies also bring out important characteristics related to the development of structured management training outlined in Figure 29 below.

Figure 29

Important observations with respect to the development of structured management training

1. The trigger alone is not a sufficient condition for the development of structured management training

2. The cyclic nature of the devt of structured mgt training; i.e. structured management training is both an indicator that the change process is underway, as well as an accelerator for change.

3. The gradual and piecemeal development of structured management training; i.e. long terms effect of the initial trigger & subsequent evolving of features of structured management programme as change gains momentum.

4. The trigger may affect management training directly or indirectly.

12.4 Conclusion

While the literature has tended to advance theory on management development and training and, in particular, outlined characteristics of a good management training programme, the findings in this research show the need to relate the theory much more to the type of organisation concerned. The findings in this research relate to civil service departments with traditional bureaucratic characteristics.

The type of organisation, e.g. a civil service organisation with its bureaucratic features and its relationship with the government (which requires a compliance and response to certain triggers); the perception of the trigger as a crisis for the organisation (one that needs a fundamental management response); a conducive micro, and macro political and economic

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environment; top management commitment to the implementation of the change process and to the use of management training as part of the change strategy are more important than other aspects such as the size of the organisation. The U.K. Customs with 28,000 staff and the U.K. Inland Revenue with 66,000 had more features of structured management training than the DTI with only 11,000. More research needs to be done to determine the influence of the nature of service on the development of management training. Figure 30 below shows how elements that are perceived in this thesis to be important in enhancing the development of features of structured management training in a civil service organisation are all linked to the Government.

Figure 30

Conditions viewed as forming the most important
relationship likely to enhance the development of
tructured management training and how these are influenced
by the organisation's relationship with the Government
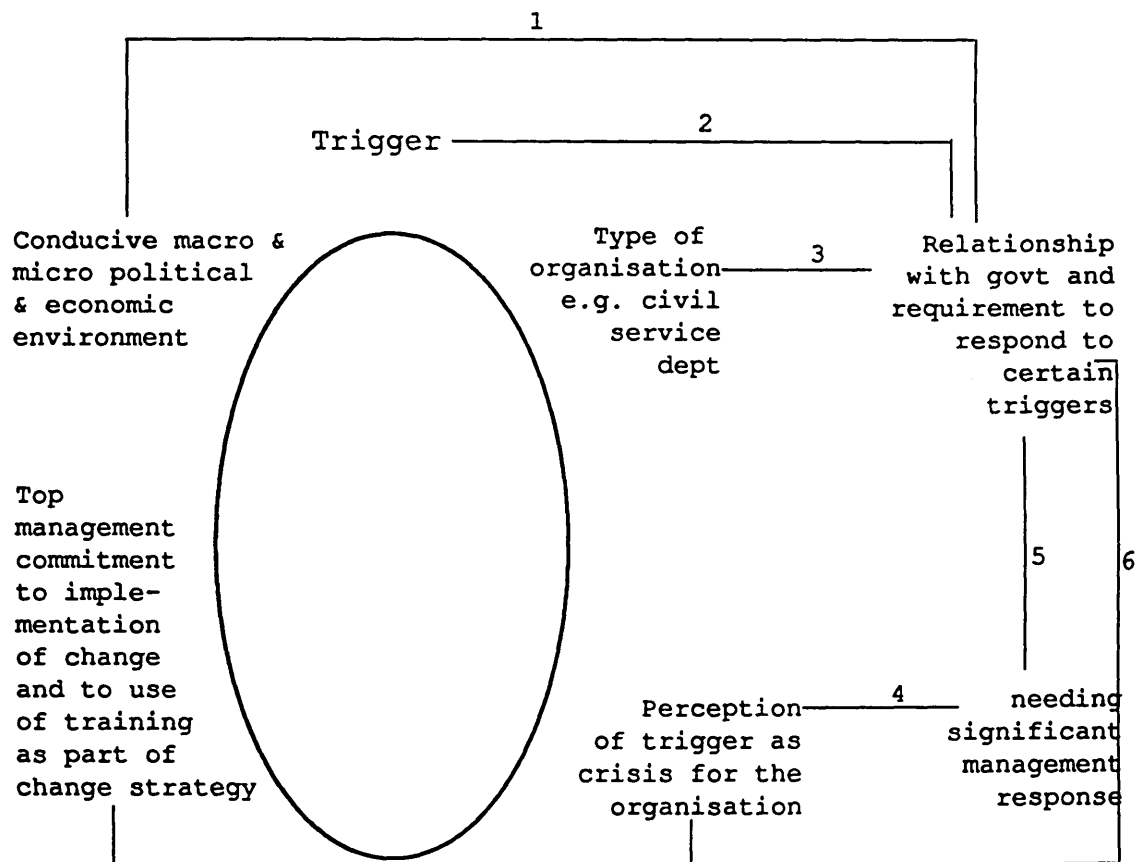
Extensions 1 and 2 show the Government as one of the providers of the trigger(s) to which the organisation has to respond,

and as the major determinant of the general environment in
which this response is made. The extensions 3 and 4 present
the key relationship between the Government and the civil
service organisations which provide the imperatives for the
organisation to act. Extension 6 shows that the ability of top
management to respond partly depends on the empowerment by the
Government, for example through appropriate policies.
The influence of the Government on a traditional civil service
organisation is such that if a Government is perceived as
weak, top management in a civil service organisation may not
feel the same imperative to make significant responses as they
would if they perceived it as being capable of using sanctions
against those who 'disobey' or of exercising its influence in
other ways. The government of the day must first have a vision
for the Service and plan a deliberate change strategy for the
Service as a whole, institute empowering and enabling, as well
as monitoring mechanisms to ensure that change does occur and
that the change encompasses all aspects, including training.
Enabling mechanisms include provision of resources.

The Government is usually responsible for improving the macro
economic and political environment and determining the level
of peacetime activity and availability or liberation of the
resources necessary for change to take place, as, until
recently, it has been the main provider of financial resources
to civil service organisations. The emergence of civil service
agencies in the U.K. is a new development whereby many civil
service organisations in the U.K. are able to generate most of
their income without always going to the Government for more.

There is thus a link between good government and effective
change, and the development of structured management training,
if we are to take it that good government not only entails the
formulation of radical government initiatives which present to
the Departments as triggers for change (although these are not
the only triggers for change that these organisations will
receive), but also includes good management of resources, and
proper management of the economy as a whole. This takes us
back to the issue of the top-led change strategy that was
raised in Chapter Two of this thesis. In this regard there are
some lessons that the U.K. could offer to Uganda.

**THE CONTEXT OF MANAGEMENT IN THE UGANDAN CIVIL SERVICE
AND THE ISSUES RELATING TO TRANSFER OF EXPERIENCE
GAINED IN MANAGEMENT TRAINING IN THE U.K.**

Introduction

In this chapter the question is asked whether there is
something that can be taken from the British experience in
civil service management training by the Ugandan Civil
Service. It is admitted that:

1. Cultural differences between Uganda and the U.K. societies
   do exist, some of which would impede the direct sharing of
   experience.

2. Current civil service practices differ with respect to
   labour relations, use of technological and management
   information systems, and centralisation versus
   decentralisation. In contrast to the U.K., many personnel
   management components, including management training, are
   still organised and managed centrally in Uganda. In the
   U.K. Civil Service, with the exception of a few management
   programmes handled centrally, most of the management
   training for middle and senior managers is now the
   responsibility of the individual Department.

3. Unlike in the U.K., where the Financial Management
   Initiative led to the streamlining of objectives and target
   setting, in the Ugandan Civil Service there are currently
   no individual work objectives, and no proper job
   description for the majority of employees. The main
   streamlining of the management of the Service has still to
   take root.

4. The greatest difference that makes transfer of experience
   difficult is the long-term political conflict, war, and
   adverse economic conditions in Uganda, which have led to
   the breakdown of the civil service machinery, culture,
   discipline, and morale.

Nevertheless, despite these differences in context, key
principles and techniques such as value for money,
accountability, customer care, target setting etc. are
recognised even by the Ugandans themselves as important if the
management capacity of their civil service is to be
strengthened. With respect to management training policies and
practices, fieldwork findings show no fundamental difference
between the perceptions of the Ugandans and those of Western
managers, trainers and management development writers. In
fact, the solutions applied in the U.K. have, at one stage or
other been proposed for Uganda either by expatriates or by
Ugandans themselves. That they have not worked was thought to
have been due mainly to the consequences of political
instability, which has deprived the civil service of a stable
environment within which to initiate change, and to lack of
financial resources and of expertise.

A conclusion was drawn that despite the cultural differences,
some sharing of experience is conceivable, provided the
experience is adapted to take into account the different
context, and provided there is political stability, to enable
continuation of the ongoing change programme; availability of
financial resources, which requires economic stability; and
availability of qualified and experienced human resources to
implement the programme, which, in the context of this
research, itself, requires a trigger.

13.1 Some of the Differences and Similarities Likely to Affect Transfer of Experience

Foreseen problems include contextual and cultural differences.
Fieldwork findings revealed that some of the cultural
differences outlined by Hofstede were evident among those
outlined by Ugandan respondents as likely to affect any
transfer of experience from the U.K.

Hofstede (1984, 1991), who defines culture as collective
programming of the mind which distinguishes the members of one
group or category of people from another, has tended to
articulate the cultural difference between a country like the
U.K. and Uganda. He asserts that people carry 'mental

programmes' which are developed in the family in early childhood and reinforced in schools and organisations, and that these contain a component of national culture. He suggests that there are cultural influences on personnel management, information, marketing, and financial management systems, although he admits that extensive research has yet to be carried out with respect to these.

By implication, such differences make it difficult to manage the civil service in a country like Uganda, using the same systems and techniques as those used in the U.K. Indeed, looking at the evidence of lack of effective management in the Ugandan Civil Service, one could, in the light of the differences highlighted by Hofstede, conclude that a major contributory factor to that failure is the attempt to superimpose a management system from a society with different, often opposing, cultural values, norms and aspirations.

Others (e.g. Seddon 1985; Jones 1986; Blunt 1983; Balagun 1986; Montgomery 1987) also point out that management is influenced by culture.

While specialist writers like Hofstede tend to put emphasis on what is cultural and on the difference between societies, I would not base my conclusions as to what management experience would or would not work in Uganda merely, or even largely, on cultural similarities and differences.

I am inclined towards accepting the view advanced by Reilly (1989) who, writing in relation to organisational efficiency and effectiveness in Africa, acknowledges the influence of cultural differences, but concludes that "it is the political and social influences on management development that provide the key to the problems". To these I would add the subsequent economic environment as a hindering factor to successful transfer of experience from any developed country to Uganda.

Ugandan respondents saw the methodology of work as much less formal than in the U.K. They observed that there is currently, in Uganda, less long-term planning, in contrast to the U.K.

Civil Service, where public expenditure requirements make long-term planning a compulsory feature.

However, while acknowledging the cultural differences that exist between the U.K. and Uganda, the Ugandan respondents themselves generally felt that the Ugandan situation is too complex to be interpreted mainly from a culture point of view. This is in line with my own view that Hofstede's studies seem too general and too culture-focused to reflect the exact nature of the issues involved in civil service management development and training in Uganda.

Fieldwork findings in Uganda showed that one of the significant differences between management development in the U.K. and Uganda is the fact that, since 1971, the Ugandan Civil Service training has been occurring in an environment ravaged by war and political instability with very serious economic problems. Consequently, much of it relates to short-term rehabilitation programmes.

The political instability and the difficult working and economic conditions for civil servants in Uganda have led to the change in the quality, efficiency and effectiveness of the services provided, and even in a change in the culture of the civil service. This affects the attitude of staff towards implementation of change, and is likely to hinder transfer.

While in the U.K., adequate pay, and, in some cases, the controversial bonus payments and payment by result may help to motivate the workforce, the current low salaries and inadequate incentives leave Ugandan civil service managers with less motivation for implementing change.

Fieldwork in Uganda revealed that hindrances to the development of structured management training programmes also relate to the absence of a clearly stated vision and clear policies and objectives for the ministries and for the Service as a whole. Due to the frequent 'coups d'etat', Government policy has usually been unclear, and the ministries have, thus, been unable to clearly state their own objectives. Top management have often not known which policy they are going to work with

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in the near future. There is no identifiable culture in the civil service. There has, therefore, not been a philosophical context for management training. Due to the lack of training policies, there are unequal training opportunities for civil servants.

Because of limited financial resources, management training is largely dependent on aid from international agencies, yet there is no single authority for the administration of scholarships, and the scholarship advertisement system is hampered by the limited media circulation. This has led to individuals having had to 'search' for training opportunities, irrespective of whether or not they most need the training.

Fieldwork findings revealed that currently there is still no tradition of objectives and target setting in the Ugandan Service. Subsequently, the concept of competence-based training is not yet established, and training needs assessment is largely non-existent. It was also revealed that, in contrast to the U.K. Civil Service, the current appraisal system is over-centralised, still confidential, not task related, and there are no individual developmental plans. According to the findings, in general, there is no follow-up to training, and no proper records to provide information as regards who has attended what training. In addition, facilities for staff who return from training are inadequate, which hampers applications of the knowledge gained from the training.

The absence of the above makes the transfer of some of the U.K. experience in civil service management development even more important.

13.2 Some Impelling Forces for the Transfer of Experience Related to Management Development from the U.K. to the Ugandan Civil Service

Nevertheless, despite the differences in the socio-political and economic context which are likely to impede transfer of any positive strategies, there are a number of impelling factors that are likely to facilitate such a transfer:

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13.2.1 *Enthusiasm of some Training Liaison Officers*

It was revealed that Training Liaison Officers in many
ministries were very enthusiastic. It was felt that, with
policies in place, proper guidance, and availability of
resources there would be a better chance for management
development. This is where the strengthening of the top-bottom
change strategy would be useful in harnessing the bottom-up
enthusiasm and efforts.

13.2.2 *Similar thinking with respect to universal principles of management and management development approaches*

Also, at least in theory, a number of key principles and
techniques for effective management of the civil service are
recognised and accepted by middle and senior managers in the
Ugandan Civil Service, although the socio-political and
economic context makes their application very difficult. These
include aspects such as value for money, accountability,
customer care, and target setting.

Among others, the above are a necessary requirement for
strengthening the management capacity of the civil service.
That there is already recognition of this factor by the
Ugandan top managers themselves, and that there is the desire
to do something about it can be demonstrated by some of the
fundamental issues being continuously addressed by top
managers since the overthrow of Idi Amin's military government
in 1979. As far back as 1983 and 1984, for example, the Annual
Permanent Secretaries' seminars/workshops were addressing
issues related to budgeting and accountability.

The 1984 Jinja III Permanent Secretaries' Workshop, which
devoted the week to discussing budgeting and accountability in
the civil service, discussed issues such as mobilisation of
human and financial resources, and inadequacies in the system
of government budgeting, public accounting and auditing. Need
was expressed for observance of financial regulations; revival
of the Public Accounts Committee to increase accountability;
introduction of mechanisms to ensure that at line ministry
level, public expenditure and commitment are kept within the

limits set in the national budget and targets imposed by Parliamentary and other controlling agencies such as the Ministry of Finance (Okwenje 1990).

This indicates that, despite differences in culture, principles such as accountability remain at the heart of discussion in Uganda, just as it was the preoccupation of the Thatcher government in the U.K. The other issues outlined above have also been addressed in some way in the U.K. Civil Service.

The workshop also recognised that sound financial/accounting regulations, coupled with a sound accounting system, would provide prompt accurate and complete data to administrators for:

(a) budgeting and planning effectively
(a) management and control of funds
(c) accountability
(d) mobilisation of resources and
(e) making a multitude of other decisions (Mbangi,1984).

The idea being expressed here has similarities with the fundamental principle of the Management Information for Ministers (MINIS) initially introduced by Michael Heseltine in the U.K. Ministry of Defence and later extended to the rest of the U.K. Service. It must be pointed out that all the resource personnel at this workshop were Ugandans and the issues were raised by Ugandans themselves.

It is clear from the above that the principles that are being sought here are not different from those sought elsewhere in developed countries. Even from this alone, it can be concluded that while there are cultural differences that need to be taken into account, there is benefit in sharing experience gained elsewhere with respect to improving efficiency and effectiveness of the Service, especially because of the key universal principles and techniques that exist. It is important to point out that given the different contexts, there is need to modify the experience and to create an environment in which such experience can be successfully used.

Many of the proposed solutions, including the revival of the Parliamentary Public Accounts Committee, have been implemented.

The main difference is that the impact of such changes on the development of management training stayed minimal because the change was mainly a consequence of 'single', rather than 'double loop learning'.

13.2.3 *Awareness of the need for a coherent training programme*

Fieldwork findings revealed that many Ugandan civil service managers, irrespective of rank, appreciate that, to be effective, training could not be isolated from other developmental activities such as job rotation, and that it had to be the result of a developmental appraisal. The findings indicated the presence of a core of people in the civil service who know which way management development should be going but who seem powerless to do something about it even when they are in positions of influence. Nevertheless, this was a strong point.

13.2.4 *Similarity in the definition of management development and the place of management training*

13.2.4.1 *Similarity in definition by Ugandan middle-level managers*

Many Ugandan middle level managers, for example, saw training as ideally part of management development; were critical of training which was given in isolation; and stressed the need for goals of training to form an integrated part of clearly defined organisational goals and objectives. They also saw an integrated programme of training as a tool for facilitating present and future change.

Training was also seen by respondents in this category as a means of satisfying the needs of individuals through better job performance, motivation and growth. Stress was on initially recruiting qualified people into the service and identification of the knowledge and skills required if they are to perform effectively at various stages in their career. They stressed the need for 'managing' the development of

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managers; and for carefully selecting the participants to various on and off the job training programmes, taking into account the present and future needs of the organisation and of the individuals.

Many respondents in this category expressed the need for the 'actual' provision of opportunities for satisfying the training and other developmental needs:

> "through training, increased delegation, increased responsibility, placements, discussions and forums, all aimed at developing people's managerial capacity and to strengthen managerial capacity within the civil service" (Ugandan economist)

The learning opportunities stressed here are not different from those advocated by such Western personnel management experts as Torrington and Hall (1991,p.31).

My observation of the definitions given by Ugandan middle level managers was that individual definitions were incomplete. But, considered as an assembly of ideas, a more acceptable definition can be developed, one which is comparable to some of the ideas advocated in the Western literature on management development.

It was clear that the aggregate of their definitions underlined the fact that individual managers carry out specific responsibilities at different periods throughout their career and therefore their development should be continuous and geared towards achieving effective performance in various grades. This proposal is very similar to the idea underlying current efforts to introduce competence- based training by grade in the various U.K. civil service Departments. It involves developing the features that were outlined in chapters two and four of this thesis with respect to a good management training programme.

13.2.4.2 *Similarity in definition by Ugandan middle-level trainers*

Several Ugandan respondents in this category emphasised the importance of focusing on staff retention as an important element of management development.

The need for staff retention, though not stressed by individual respondents in the U.K., is strongly highlighted in the U.K. Cabinet Office publications (e.g. in *Management Matters* 1991, nos.8 and 9).

Ugandan Middle level trainers tended to focus on broader and, in the context of this thesis, much more fundamental questions about the need for clear national and organisational policies and including training policies; the need to match training with national and organisational needs and for making a national and organisational skills audit; the need for forecasting developmental activities; and the importance of establishing appropriate management development and training systems and mechanisms. Stress was put on job analysis. The responses also pointed to the need for the recognition of institutional responsiveness and institutional responsibility with respect to management development and training.

Some of the answers by middle line trainers emphasised the importance of organisational culture and clearly stated training philosophy in the civil service.

Their definition of management development and training pointed to the importance of management development and training going hand in hand with career development; and linked it to remuneration. They raised related management development to efficiency, and not just simple acquisition of skills, and underlined the "regularity" of training.

It is observed that, apart from the two Assistant Lecturers, all the middle level trainers had at least a Masters degree from an overseas university, and this may have influenced their responses. Whatever the reason, like the middle managers, their collective views do not greatly differ from those expressed by their U.K. counterparts.

13.2.4.3 *Similarity in definition by Ugandan senior and top managers and senior and top trainers*

Responses of top managers and senior trainers tended to focus on a more complete process of management development, usually

starting at recruitment, and followed by induction and refresher courses. They also stressed the need for continuous management development and training needs assessment and for proactivity.

They underlined the fact that management training was only one of the tools of management development and that it is aimed at reinforcing knowledge and skills and attitudes. Need was pointed out for it to be "tailor made" and geared to producing the necessary skills for the specific line of management.

Top managers and senior trainers mentioned organisational and individual objectives and the need to develop the totality of the human resource in the organisation, as this facilitates mutual support and sharing of ideas.

Some respondents in this category raised the issue of proper supervision and a development plan. They also stressed the diversity of management development activities.

The role of proper supervision is underlined in the U.K. Customs case study, where training for line managers is taken as an important aspect of management development. Its importance is also underlined in the OMCS documentation and by Western writers on management development.

The Uganda Inspector General of Government in particular stressed the importance of creating mechanisms that facilitate management development. He also stressed the need to "systematise ways of doing things".
Many of the respondents in this category also stressed management development that is broad enough is to enable managers to appreciate their work; to facilitate self development; create positive attitudes towards civil service work (professor of Commerce, Makerere University; Commissioner Records Information Management; Deputy Chairman, Teaching Service Commission, formerly Minister for Education). Other aspects of management development mentioned by this category included entrepreneurship, sharing of experience and new knowledge with others on or off the job (current Dean, Faculty of Commerce, Makerere University). They mention job rotation

and transfers as an important development experience (Deputy
Director, UIPA).

There was emphasis on the need for induction courses followed
by mentoring and other management development activities
(Minister for Education)

Continuous research to ensure the organisation's
responsiveness, and as an important tool in management
development to ensure that the managers were up to date and on
a proactive stance which is needed to help the organisation to
survive was emphasised by nearly all the top trainers and top
managers (e.g. Minister for Education and former Deputy
Chairman, Uganda Public Service Commission; Sales Manager;
Principal Finance Officer).

These fieldwork findings enabled me to conclude that when
asking questions about what experiences in management
development can or cannot be shared, we could begin on the
premise that the views of the Ugandan civil servants who are
the object of development or who are responsible for
developing managers in the Service are not very divergent from
those of their Western counterparts, and are certainly not
different from modern views on what an ideal management
training programme should be.

13.2.5 *Existing examples of successful adaptation of
         experience as an impelling factor*

Indeed, the quote below, referring to what was seen as a good
management development programme, shows that even in Uganda,
in those organisations where there has been top management
commitment and financial and qualified human resource
managers, it has been possible to develop some features of
structured management training. Referring to a multi-national
company where he had been a human resource manager, one
Ugandan respondent described the programme:

>   "The management development started right from the
>   manpower forecast. We had a manpower forecast based on
>   the projected sales, which was a business sort of
>   orientation. From the forecast of sales, we would then
>   get a forecast of output and of capacity and of projected
>   manpower. We would project that the establishment will

grow or come down by this extent and what it would be in the following few years in every grade, from junior workers to the managing director. We projected the promotions that we expected over a number of years. From these we begun to recruit with that in mind. And once we had recruited, we wanted people to be geared to the goals we had set because these were quite defined.

"When a person came, we gave them induction. We then began to structure training programmes, because we wanted them after 5 years to handle specified duties. We built up their career. We called it individual career development, or individual career paths. And then we had organisational development, depending on whether the organisation was contracting or expanding, and what sort of other services we wanted to deliver, and we trained a person towards that. We had to consider and plan for replacement. We took into account and planned for people being retired, or likely to be sacked, and took into account the possibility of people dying. So there was an emergency replacement scheme. We asked, if member A died and was ahead of B, how ready is B to take over immediately ? So we trained somebody to be on the fence all the time, to be ready to jump in. We had the assessment every year. I would like the same thing to be translated into the civil service" (Uganda Co-operative Alliance Sales Manager, Export Services, formerly Human Resources Development Manager, British American Tobacco, and formerly Principal Lecturer, UIPA).

The above quote reflects many of the positive characteristics of a well-managed management development programme advocated in this thesis. As was the case with many respondents, the element of organisational culture, which this thesis underlines, was not mentioned. My personal knowledge of the organisation discussed above, to which a number of lecturers "defecting" or "walking out on the UIPA" have gone, is that there is a recognisable culture in which the employees are happy to work. This is proven in an independent study that I conducted in 1986-1987 in effective organisational communication, involving groups of UIPA course participants including a group from this organisation.

The fairly successful development programme in this multi-national organisation indicates that, given the right environment, some of the lessons learnt from the U.K. with respect to the development of management development and training policy could work in Uganda.

What can be summarised from the research is that while there are cultural differences which impinge on management and on management development, research findings in Uganda show that the attitudes and perceptions of Ugandan civil servants and trainers on specific questions such as what makes an ideal management development and training policies in a civil service departments are not different from those held by their counterparts in Western developed countries or by Western writers on management development.

As we have seen in the case of the definition of management training, even with bodies composed mainly of Ugandans (as was the case with the Education Review Committee and even the recent Public Service Review and Reorganisation Commission), their proposals are not very different from those made by expatriates. It is partly because, as Reilly writes:

> "Public bureaucratic organisations that are efficient and effective by Western standards do appear to be needed in Africa for at least three reasons. First, economic and social development cannot be achieved without them since the private sector still plays a comparatively small role in development in black Africa. Second, the majority of educated people who might aspire to positions of influence want public sector organisation to improve-they do not appreciate bureaucratic incompetence. Third, even if it were desirable, it would not be possible to return to the type of African societies that existed prior to the invasion by Europeans" (Reilly 1989, p.176).

My assertion is that whether or not some of the U.K. experience in civil service management development and training can be adapted to enable the Ugandan Civil Service to benefit from them is, judging from the findings, not so dependent on cultural differences and similarities as it is on:

1. The extent to which the Ugandans themselves view the specific experiences as necessary or if they view its adoption as a priority

2. Whether new ideas can successfully be 'sold' to top management in Uganda with respect to certain management development aspects seen in this research as necessary, but with which they may not be familiar

3. Whether such ideas are likely to produce some positive impact on management development and training and on improved management in the Ugandan Civil Service

4. Whether the processes of adaptation, adoption and implementation can actually take place, given the limited resources, the current inefficiency and ineffectiveness in some of the civil service departments and the absence of a developmental appraisal systems involving discussions with employees on competences.

5. Whether the current civil service structure, organisation and culture is flexible enough to allow new changes to be effectively introduced.

6. The availability of resources such as finance and expertise to facilitate implementation of some of the changes

7. A stable socio-political and economic environment that enables change to occur. This means absence of military coups and the associated rapid changes in management and the maladministration and mismanagement arising out of the appointment of unqualified staff to management positions. It also means minimising the fear of civil servants with respect to taking proactive decisions, etc.

Commenting on the question of transferability, the Ugandan respondents, who have themselves witnessed social and political instability, made comments about the issue of transferability which begin to answer some of the above questions.

13.2.6 *The return of peace as an impelling force*

The return of relative peace to large parts of the country since 1986 has led to the implementation of more rehabilitation programmes and to the government's focus on civil service-wide activities. This has led to initiatives which are themselves acting as triggers for change in the civil service and acting as impelling forces for transfer of experience

13.2.7 *The role of the country's President in bringing about management improvements as an impelling force*

The most important impelling force is the current Ugandan President, Yoweri Museveni's much publicised concern about the ineffectiveness of public sector management and his criticism of current public sector management training. As illustrated by the following quote by a senior academician at the University, throughout the interviews, respondents referred to the Uganda President's interest in management training:

> "I will emphasise the importance of training in this country by pointing out what President Museveni has been saying – that one of the problems that this country has is the absence of properly trained managers, lack of finances, and absence of entrepreneurship..." (Dean, Faculty of Commerce, Makerere University).

At the time of the fieldwork interviews in Uganda (March/April 1991) the national media carried more reports of these criticisms by the President and also by the Minister for Public Service and Cabinet Affairs. The President's concern about the state of management training in the country culminated in a speech at the opening of the extension of the UNDP offices in 1988, in which he once again expressed concern about the lack of "high level managers and public officials who are capable of managing the country". His request to James Draper, the UNDP administrator, to assist in alleviating the problem resulted in a UNDP initiative which has led to the creation of an mechanism similar to the U.K. Management Charter Initiative, to encourage management standards within the country. This initiative was ready to take off at the time of the fieldwork of this research.

13.3 Comments on Transferability by Ugandan Respondents

Asked how feasible it is to transfer positive experience and methods from a developed country such as Britain to Uganda, in the face of the many problems in the Ugandan Civil Service, all the respondents agreed that it was possible in theory to transfer experiences and information from a developed country such as the U.K. to Uganda.

Most officials felt that in practice it was much harder to transfer successfully, even though many of the procedures and structures of the Ugandan Civil Service had some similarity with those of the U.K. (having originated from the British colonial administration). Their comments in relation to any such transfer were mainly related to the processes involved.

It was felt that for any transfer to be successful, it would be necessary for the change or new ideas to be 'owned' by top management. There is need for a policy that facilitates the absorption of new ideas, which can then be pushed downwards.

It was observed that it was often not possible to successfully transfer experience or ideas directly. It was suggested that the experience to be transferred must be selective; it must be adapted to suit the local situation; and, where possible, it should be carefully phased. There must be monitoring of the process and of people's attitude to the change at various stages during the transfer, and time should be given for people to become receptive to the new ideas. Modifications should be made where necessary.

It was felt that the process was as important as the content of the transfer. Respondents stressed that there was need to prepare a programme of change and to "prepare the ground" before introduction of change.

Respondents emphasised that senior managers need to agree on the likely impact of the change on performance and on related training needs. For successful transfer, appraisal and follow-up measures are needed.

It was recognised by several of the respondents that top management in the Ugandan Civil Service tend to be more receptive to new ideas if these originate from overseas agencies than they are when new ideas come from Ugandans. It was thus suggested that it was useful as a change strategy to have the backing of an international organisation. This, it was said, was particularly useful if the proposals for change required funding. These organisations are said to have been

supportive and influential in the past in persuading top management to introduce change.

Figure 31 below shows the impelling and impeding forces as regards transfer of experience.

13.4 **Conclusion**

This chapter concludes that cultural differences between societies do exist and need to be taken account of when considering any possibility of transfer of experience from one country to another. In addition, other practical differences exist, all of which make direct transfer of experience difficult. Nevertheless, there are key principles and techniques which are important, application of which justifies sharing of experience gained elsewhere. The sharing has to be selective, and adopted to the local circumstances. Some of the change will always be unpopular and arguments that these are contrary to what is culturally acceptable will always be advanced especially by the 'losers'. The research findings show that there is a lot of room for change. An important facilitating factor is the common perception of middle, senior and top managers and trainers of what an ideal management training programme should be, which is not different from that of their U.K. counterparts.

Figure 31

Facilitating and impeding factors for transfer of
experience from the U.K. to Uganda

Impeding Factors	Facilitating Factors
Different cultural context	Similar thinking with respect to good management principles
Socio-political and economic instability	
Differences in the organisation of training: centralisation vs. decentralisation	Similar thinking with respect to good management approaches and their definition
	Relative political stability for large areas since 1986
	Expressed Government interest

RECOMMENDATIONS FOR UGANDA AND THE U.K.

14.1 Recommendation for the U.K. Civil Service

It was recognised during the U.K. fieldwork that significant work was being done within the civil service itself, with a view to improving management development. Each of the U.K. Departments studied had commissioned internal and external reviews of training which were ongoing at the time of the fieldwork.

As an outsider who looked at the process of change and the associated development of structured management training in the U.K. Service in general and in the three Departments in particular, however, three important aspects stand out for me as an observer, namely:

1. the need to improve the information gathering and information sharing system in the Service as a whole and within the Departments;

2. the need to rationalise new centre-led, civil service-wide training initiatives with other Departmental training activities;

3. the urgent need for the development of a new corporate philosophy in the Department of Trade and Industry that can enable the Department to interpret the triggers for change in a way that enhances the development of structured management training.

14.1.1 *Improvement of the information system*

This is considered important with respect to this research because one of the key features identified in the new model is that the development of structured management training has to be backed by an effective information system.

14.1.1.1 *Sharing information related to programmes run Department-wide*

There is need for more sharing of information as regards the different programmes in Departments (for example the Senior Management Development Programme and other specific programmes). The purpose would be to give training managers in the various Departmental training centres a better picture of the management training that takes place in their Department as a whole.

14.1.1.2 *Sharing information from the TDD*

Also, currently, the information from the Training Development Division (TDD), which is the central civil service training function, situated in the Office of the Minister for the Civil Service (OMCS), is directed to specific officers or units which deal with OMCS matters. Fieldwork findings showed that this information is not sufficiently shared by the training managers in all the key training units at the grassroots level in the Departments. Consequently, the impact of the TDD's guidance and communication is not felt throughout the Departments. This observation confirms the National Audit Office's observation in their 1990 report on the training of non-industrial civil servants. It is recommended that the Departments, together with the TDD, consider ways in which information could be more effectively disseminated.

14.1.1.3 *The need for feedback from the TDD*

It was also revealed in the fieldwork that, probably due to the desire by the TDD not to interfere with or to be too directive, with respect to the activities of the Departments, there is no proper mechanism for feedback by the TDD to the individual Departments. There is need for more formal feedback to the Departments, especially where the TDD feel that the training function in a Department is not performing as effectively as it could. Similarly, channels of information need to be created to provide the TDD with more non-statistical information from the Departments. Fieldwork findings showed that there was no formal requirement or mechanism to enable this feedback to occur.

14.1.2 *Rationalisation of new Service-wide training initiatives with other Departmental Training activities*

Fieldwork findings in the U.K. revealed that the need for Departments to implement centre-led decisions related to the commencement of certain civil service-wide programmes within strict time scales has, in some cases, led to the new programmes being instituted without sufficient attention being paid to the implications for other Departmental training activity.

This tension was clearly observed in the case of Inland Revenue where currently some duplication appears to exist between the work of the Training Development Unit at Hinchley Wood (specifically set up to manage certain centre-initiated programmes) and that of the new M4 Management Training Unit in Leeds. In this case the two centres are managing different training schemes which sometimes involve provision of training to common groups of trainees. There is no sufficient rationalisation of the training to avoid duplication, from the point of view of the trainees.

At the time of the fieldwork in the Inland Revenue Department, the need for rationalisation of the work of the two units was recognised. It is, nevertheless, important to point out the kind of tension that can arise out of making rapid responses to external triggers, and the need for the U.K. central training function to consider, together with the Departments, how such tensions can be minimised.

14.1.3 *The need for a new corporate philosophy in which to interpret the triggers for change in the DTI*

With respect to the DTI, we said in the conclusion that, due to the Thatcher Government's non-interventionist philosophy, any pressure from the government has, in the past, probably not been interpreted by the DTI leadership as requiring a strong commitment to change, even where the same pressure would have led to the institution of radical change elsewhere.

In the face of the continued non-interventionist policy of the government and in the DTI itself, there is still need for top management in the Department to consider change as a strategic need and the related training as a vehicle for efficiency. Such an approach is likely to enhance the development of management training. It is thus recommended here that an even greater focus on quality should itself be considered as a legitimate goal towards which the Department should move, and which should form the philosophical basis for change and for training .

The appointment in 1992 of Michael Heseltine, who has interventionist tendencies, as Secretary for Trade and Industry, is likely to give impetus to the type of radical change which, in the context of this research, may subsequently be reflected in the institution of more radical change programmes and in the development of features of structured management training some years from now.

14.2 Recommendations for Uganda in the Light of Lessons Learned from the U.K., and in the light of Discussion on Transferability

Compared to the three Case Studies from the U.K., the three Case Studies carried out in Uganda show that the structuring of management training in Uganda has hardly started, except to a very narrow and limited extent in the Ministry of Education and in the department of Customs, where the ministries were being overhauled in terms of organisational structure, processes, recruitment and staffing, budget allocation etc.

The conspicuous absence of features of structured management training in Uganda raised the question whether there was lack of dynamism in the Ugandan Civil Service as far as bringing about change is concerned.

It was concluded that structured management training has, on the whole, not been achieved in Uganda because the national change/development strategies themselves have never 'taken off'. It can be argued, in the context of this research, that, if sufficient change programmes had been implemented, these

would have themselves been sufficient triggers for change in the ministries, and the need for the development of features of structured management training would have been accelerated. In other words, the feeble attempts to improve management training have reflected the lack of success in the attempts to improve management in the civil service as a whole.

This interpretation of the findings is supported by the evidence of failure to implement the national change strategies and recommendations, even those related specifically to civil service management training. Examples include failure to implement recommendations by the 1979 Commonwealth Team, and even training-specific recommendations by the United States Agency for International Development and other overseas and Ugandan agencies.

That the Ugandan Civil Service is so far behind that of the U.K. with respect to bringing about change, using structured management training as an indicator that a change process is underway, may be explicable, not necessarily in the absence of a trigger for change, but in the absence of the type of trigger that will leave top management no option but to make a significant management response; and in the absence of a situation in which top management in different ministries have the ability and the means to respond to the trigger(s) by committing the organisation to appropriate change processes in terms of direction/vision, change policies, strategies and resources. To achieve this calls for sufficient autonomy.

In the context of the conjecture and findings in this research, for the development of structured management training in Uganda to occur there are seven key requirements:

1. a trigger strong enough to provoke a significant management response;
2. the presence of a proactive top management, committed to implementing this change and to planning future change by incorporating training in the change strategy;

3. sufficient autonomy to enable top management to make this response in the form of a radical change programme;

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4. the establishment of institutions and mechanisms to
   facilitate continuous evaluation of the changing tasks and
   the management development needs. The institutions and
   exact mechanisms to be established should be dependent on
   the outcome of the recent public sector review and on the
   major training specific review proposed in this thesis

5. the development of a positive cultural environment

6. a conducive micro and macro environment to facilitate
   implementation and provision of resources;

7. a proactive stance on the part of civil service managers
   and civil service trainers.

14.2.1 *The need to implement responses to the existing triggers(s)*

The findings from the fieldwork in Uganda, however, showed
that there is already what appears to be a principal trigger
in the form of declarations by the country's President about
the need for better public sector management and for
management training to play an important role in bringing
about change. The setting up of the 1988 Public Service Review
and Reorganisation Commission (PSRRC) to review and
restructure the public service demonstrates the commitment by
the government to the process of change.

However, this trigger alone has not been sufficient to bring
about change in the ministries, particularly as the
Commission's recommendations have not yet been implemented,
due to the lengthy Parliamentary process. It was clear from
the findings that what is needed most is the implementation of
the findings, which is expected to provide the necessary
autonomy to facilitate implementation of change programmes in
the ministries. There is also need for a proactive and
effective top management in these ministries to implement the
changes.

It is recommended that the government and central government
organisations and political institutions such as Parliament

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should play an even stronger role in enhancing change and training in the Ugandan Civil Service, through reinforcing the implementation of the change efforts. This can also be done by fostering a continuation of triggers to accelerate the cumulative effect of change and to give impetus to the continuous development of features of structured management training. The government must spearhead change by planning initiatives to act as triggers for change.

14.2.2 *The need for clarification of government strategies, policies and vision, and for top management expression of commitment to change*

This creates the need for the Uganda Government to clarify its own strategies and objectives and to provide a vision based on which the training objectives and management training philosophy can be developed at central level.

We have seen from the U.K. experience how former Prime Minister Margaret Thatcher's very clear vision for the public sector was characterised by her declared intention to "roll back the frontiers of the state" and to bring about a 'fitter' and 'leaner' civil service through a drive for efficiency. She then used her personal authority, as the Minister for the Civil Service, to insist on the provision of appropriate training for top and senior managers in the Service, and appointed a special Deputy Secretary to take charge of this training, which led to the establishment of the Top Management Unit in the OMCS.

Also, however disputed, Prime Minister Major's Citizen's Charter is an embodiment of his declared vision for the public sector, characterised by his insistence on striving for better service and setting standards of care etc. Like the Efficiency Strategy, the Citizen's Charter also provides clear suggestions of how that strategy is to be achieved. What we do not know is whether sufficient resources will be provided for implementation. Nevertheless, recent Conservative Prime Ministers have underlined the relationship between what they perceive as their own 'good government' and public service performance, and this has some lessons to offer to the Ugandan Governments.

We have also seen how U.K. institutions such as Parliament and the Cabinet Office have played a central role as the main propounders of measures which led to change. We have seen how Parliamentary as well as government criticism had an effect on change in U.K. Customs, and how top-down pressure from initiatives such as the reduction in numbers, the Financial Management Initiative, Next Steps etc. acted as triggers for change in U.K. Departments, and directly or indirectly contributed to the development of features of structured management training. Departments found it necessary to review how best to take account of the centre-led changes. This, in turn, led to adopting change strategies which, it became clear, had to be supported by training. Subsequent training reviews then led to the on-going development of features of structured management training in some of the Departments.

The above point to the current level of commitment to training in the U.K. Service.

Ugandan Political leaders and top civil servants need to re-affirm and to show real commitment to improving performance and developing an effective civil service by providing resources and by accounting for the resources that are provided for purposes of improving management in the civil service, and by ensuring the establishment of appropriate management development systems to facilitate change. Where necessary, the government should continue to intervene directly, with a view to facilitating the development of management training.

14.2.3 *The need for more effective civil service institutions*

Also, the Ugandan Civil Service should learn lessons from the way the U.K. inspectorial bodies and other institutions now play an enhanced and changing role. The U.K. Audit Commission's well known 'three E's', namely Economy, Efficiency, Effectiveness, symbolise a move away from the traditional purely control role towards a new and more proactive role seen in their commitment to improving efficiency and effectiveness of public organisations. It is

this principle which the Ugandan civil service institutions
need to adopt or adapt.

Currently the Uganda Office of the Inspector General of
Government has focused on the reduction of corruption. There
is need also for other institutions to become more proactive
in spearheading change and in pointing out areas of management
and management development that need to be improved.

14.2.4 *The need for a proactive top management response to the triggers by instituting significant change programmes*

It was reported that top management in different Ugandan
ministries have often not seen themselves as managers, with a
vision for the ministry, with the authority to set objectives
and targets, and to monitor their achievement within a given
period. Rather, many have seen themselves as administrators,
whose main job is to carry out routine requirements for the
organisation to survive.

In addition, except for junior staff and for a very small
number of senior staff, the employees in the ministries have
been recruited by the Public Service Commission and allocated
centrally either by President's Office or by the Ministry of
Public Service and Cabinet Affairs. This has meant that the
Permanent Secretaries in whose ministry the managers are
temporarily posted can only allocate work to them but do not
manage their development and training. The answer to the
question as to why the features of structured management
training are not apparent may partly be found in this over-
centralised nature of the Service. There is need for a
proactive top management with a vision for the Departments and
a commitment to change. This can partly be achieved through
careful recruitment and training as well as through provision
of autonomy.

14.2.5 *The need to see the proposed devolution of management to ministries as an opportunity for better management development*

One of the means by which autonomy might be attained is likely
to be the process of decentralisation and devolution of power,

proposed by the recent PSRRC. It was hoped that the responsibilities to be devolved to line ministries would include recruitment and staff development, including promotion. It was not very clear whether there would be a single appraisal system for the whole Service and, if so, what form this would take. Nevertheless, if this change succeeds, top management in line ministries would be required to take greater responsibility for the management of the ministry, for the development of managers, and for the management of the training budget. This would facilitate any future development of individual development plans based on an appropriate appraisal system.

In the context of this research, it is recommended that the government strengthens the move towards the restructuring of the civil service and the implementation of the related changes. This would be a first step towards changing the role of the top managers in the ministry from that of 'administrator' to that of 'manager'.

14.2.6 *The need to establish related policies, institutions and mechanisms*

Fieldwork findings in the U.K. revealed that triggers alone were not sufficient to move Departments towards fully structured management training. According to the findings, where features of structured management training have been developed in the civil service organisations studied, the strategy had involved creating pressure for change and then instituting policy and establishing empowering, enabling, and monitoring mechanisms to ensure that the change takes place. Where possible, the need for training has been specifically stipulated.

In the context of these findings, it is recommended that one of the main roles of the government of the day will not just be to generate triggers for change but also to develop policies, create the necessary mechanisms and establish the institutions needed for the implementation of the policies to occur.

14.2.6.1 *Establishment of policies and institutions*

The establishment of policies should include the definition of policy related to training for various cadres and the creation of management training programmes for various cadres. Schemes of service/career plans should be developed and group career schemes should be developed for all the managers. For career schemes to be effectively developed, it is recommended that up to date job descriptions be drawn for all the grades in the Service.

In addition, given that a significant amount of management training is sponsored by international agencies, the development of structured management training in the Ugandan Civil Service requires a coherent policy on scholarships and the streamlining of the responsibility for the management of scholarships. Currently, this responsibility is uncoordinated and fragmented, being shared between the ministries of Planning, Education, Foreign Affairs, and Public Service. Although the Commissioner for Personnel Development is represented on the Committees, this is in a subordinate role.

Furthermore, with respect to policies, an examination should be made of the role of the government university and that of the Uganda Institute of Public Administration (UIPA). Currently the two institutions jointly run the postgraduate diplomas that are based at the UIPA. It may be necessary to consider the establishment of an intermediary institution to act as a staff college where larger numbers of civil servants can be trained in management at an earlier stage than is currently the case. Such an institution would function as a staff college, and would deal with short-term training similar to that carried out by the U.K. Civil Service College.

Currently, with the exception of the Diploma in Public Administration with 30 to 40 students per year, many UIPA diploma courses have as few as fifteen or fewer students every year. With the very small number of short programmes being run at the UIPA, the number of civil servants trained every year is too small to make an impact on management development in the civil service.

Policy questions should also focus on the possibility of:

1. establishing training units within individual ministries;

2. establishing an institution for training more junior grades;

3. strengthening reorganising and changing the role of the central management development and training function, which currently is the Personnel Development Department (PDD), located in the Ministry of Public Service and Cabinet Affairs.

It is recommended that, while there should still be management training programmes at central level, training units should be established and the post of Training Officer created in each ministry to replace that of the Training Liaison Officer. If the proposed decentralisation occurred as a result of the Public Service Review, initial focus should be on strengthening these units.

Ugandan respondents were not agreed as to what type of managers the training units in line ministries would focus on. Some suggested that the units would be responsible for the training of supervisor grades downwards, leaving more senior cadres to be trained centrally.

While mindful of the financial constraints, I recommend the contrary view: that these training units should have a very high profile, be manned by senior training managers, and play a developmental role for all staff including, and especially, senior managers. Apart from carrying out training needs assessment and planning for the development of staff in conjunction with the top managers and the personnel units, they would also organise training events for managers within and outside the ministries.

Especially in the absence of training units in line ministries, a long-term solution is to establish a training institution to train junior grades who form the bulk of the civil service.

The training of these groups was, in the past, carried out at the Uganda Institute of Public Administration, but as the Institute increasingly focused on senior/manager grades and on post-graduate training, the training of supervisor/office manager and of clerical cadres has been largely abandoned or down-graded. To train middle managers without appropriate training for supporting staff is not likely to improve the effectiveness of the Service.

In its efforts to develop an effective structured management training system, the Ugandan Civil Service could gain from the experience of the U.K. central training function, the Training Development Division (TDD), which provides stimulus for civil service management training.

In the U.K., line ministries draw up their own management training strategies and the implementation of such strategies is monitored and, where possible, facilitated by the TDD. The latter tries to ensure that ministry policy is in line with government objectives and strategies. It encourages Departments to send the right people for training at the right time by monitoring statistics and holding any necessary discussions.

If the Uganda PDD learned from the U.K. experience, its responsibilities would include interpreting and co-ordinating government policy, developing Service-wide training policy and giving training guidelines and advice to ministries. This would necessitate the empowerment of the PDD to interpret the government vision and to develop a centre-led vision and training policy to be disseminated to the line ministries. It would require PDD personnel to play an advisory, consultative, monitoring and evaluative, as well as a supervisory role, a more enhanced role in terms of policy, and a reduced role with respect to training. The latter would be left to the training units within the ministries, to designated training institutions, and to specialised parts of the same unit. Currently, the policy function has been overshadowed by the teaching actually carried out by individual members of this unit.

To play this role effectively, there is need to increase the number of personnel in the PDD and consider the calibre of staff posted to the department. The PDD needs to have qualified, senior, experienced and very outgoing individuals to facilitate policy development and to help credibility. The deployment policy in the PDD should enable staff to deal with aspects such as policy development, advisory/consultancy services, monitoring, evaluation, etc.

The PDD would perhaps need to be organised in units or teams, for example monitoring, top management development, policy teams etc. Alternatively, it could be organised so that officers have responsibility for specific ministries. This would be somewhat similar to the way the Development Officers (formerly training advisers) are deployed in the U.K. TDD, whereby each Development Officer is designated one or a small number of Departments (Ministries) for which they are responsible, with respect to issues related to policy, monitoring, evaluation, collection of statistical data, etc.

Taking charge of themes which run through all the Departments gives the U.K. Development Officers the advantage of broadly knowing what goes on in all the Departments. On the other hand, having full responsibility for one or a small number of ministries ensures that, theoretically, they know in some detail the state of training in the individual Departments to which they are assigned.

The above are only suggestions. Whether this sort of organisation is necessary will depend partly on the outcome of the recent Public Service Review and Reorganisation Commission report, published as a White Paper at the time of the Ugandan fieldwork, and the arrangement for management development arrived at by that Commission.

All the above should also be preceded by a major review of training within the Service as a whole, and in individual ministries, to clarify the vision for management training and to identify priorities and facilitating structures.

In this research organisational and training specific reviews
were identified as indicators of dynamic organisations and
management training functions, and are key features of a good
structured training programme.

14.2.6.2 *Establishment of mechanisms*

The mechanisms that need to be established or improved in the
Uganda service include procedures, systems and practices that
ensure that management development actually takes place and
that the training is part of a package, within a management
development policy. The most important is a more developmental
appraisal system that focuses on organisational and individual
development through the identification and provision of the
skills, knowledge and experience necessary for the attainment
of individual targets and performance requirements, rather
than on control and punishment, as is sometimes the case with
the current Annual Confidential Form.

To achieve good appraisal, training must be given to
appraisers.

There is also need for mechanisms for integrating, monitoring,
and evaluating training. It must be understood, however, that
some of the mechanisms (for example the individual development
plan or even the concept of providing a minimum number of
training days for each manager) which are now fairly well
established in the U.K., cannot easily be copied, attractive
as this may seem. This is not just because of money
constraints and absence of facilities, but mainly because of
lack of related policies. For mechanisms to be established for
the development of management development, the right
conditions must first be created. For example, there must be
proper promotion procedures whereby resourcefulness and
excellent performance are rewarded, while taking into account
seniority and ability, as opposed to political allegiance.
Incentives must be given to managers who go for training.
These can be opportunities for them to apply and to share the
knowledge, skills and attitudes acquired during training.

It should be possible to consider the extent to which the Department of Personnel Development and that of Personnel Management can facilitate the structuring of management training. The advantage of merging with Personnel could ensure, for example, that the outcomes from the appraisal are passed down to the training division, yet this could create additional bureaucracy, especially if the current centralised system continues.

Other recommendations related to procedures and processes include:

1. The immediate introduction of task and training needs analysis to ensure that management training programmes take into account the changing training needs of the various grades throughout their career. In this regard, the civil service should consider the introduction of the Systems Approach to Training, as it encompasses some basic principles which would involve task and training needs analysis. This could be a starting point for the introduction of features of structured management training in phases. In Uganda, the gradual introduction of change is preferable, as it minimises the strain put on the limited resources. However there can be long-term benefits only if there is total commitment to the entire process and if there is a clear vision for management training. The phasing in of change was significant in all the three case studies in the U.K. but in Customs and Inland Revenue this was seen to be part of double-loop learning whereby there was a fundamental rethinking of the philosophy, and the introduction of new clear strategies (Argyris 1977).

2. Consideration of the possibility of a skills audit in the Service as a whole, to facilitate planning by providing information on the needed and available skills.

3. Better records management to facilitate the provision of information on who has received what training and who needs what. This necessitates the streamlining of the management information system at Ministry as well as national levels. An information bank at different levels is necessary,

especially since the scholarships come in at national level.

4. A review of the recruitment procedure and training policy for civil service trainers. This should take account of the need for practical experience, and the need for trainers to work towards the clarification of the organisation's strategic goals and objectives, the clarification of the training objectives and the training philosophy at their respective levels. There is great need in Uganda for training to move away from the training-provider model to a more proactive model. The trainers need to work hand-in-hand with the trainees' managers and with other sponsors of training, to ensure that the training is not provided in a vacuum but as part of the organisational and individual development, to which the trainers contribute by developing and providing additional learning through distance learning packages (as used to be the case for certain categories in Uganda at one time) or through relevant courses.

There is need to provide appropriate development to training managers, and to provide experience through placements in ministries or industry. The U.K. experience, where trainers, for example in Customs, are practitioners in the field is useful.

14.2.7 *Need to change/develop civil service culture and a positive micro and macro environment*

The Ugandan civil service needs to develop a culture in which individual managers are clear about their relationship with others; about the use of resources; and clear about how their actions affect the economy, affect other managers, and other sections.

The proposed major reorganisation of the Ugandan Service is likely to become a facilitating factor for radical change in Civil Service culture in Uganda. This is because, while organisational culture is very difficult to change, experience elsewhere (e.g. Hofstede 1991) has showed that a change in culture is facilitated by radical changes in the structure, and organisation, processes, product etc., supported by a

deliberate drive to change to a corresponding supportive organisational culture, which must be clearly identified. The visibility of a desired culture must be very high. In U.K. Customs this is identifiable by a well known phrase "people culture". In the Ugandan Service this could be identification around the current need for more professionalism. Top management in the Ugandan Civil Service need to declare a philosophical stand-point as regards the organisational culture, and to disseminate this information, as well as 'laying the ground' for the development of the desired culture.

There is also need, through the fostering of peace and economic stability in the country as a whole, to maintain an environment in which organisations, including the civil service, can change and develop. It was observed during this research that the development of structured management training is dependent on the implementation of change, which is itself dependent on a conducive micro and macro environment. This indicates the important link between the development of structured management training and good government, which we referred to in chapter Twelve.

14.2.8 *The need for a more proactive stance on the part of Ugandan managers and trainers*

Because of the current recovery and rehabilitation programme in the country, Uganda is a potential ground for proactive and practical trainers and managers. There are calls for better management of the Service and, especially, of projects. This and the economic state of the country alone present the dynamic and proactive training organisations and individuals with a rich ground for carrying out practical, problem oriented training, for fostering debate and setting up remedial experimental developmental projects, etc.

We would expect proactive training institutions to run frequent seminars focusing on change for Ugandan civil servants; and to encourage more professionalism among civil servants. This can be done, among others, by fostering professional organisations and professional publications.

In Uganda, there is an abundance of data and ideas generated from conferences and workshops (for example, the Under Secretaries' Programmes; Export Promotion council meetings; Women's conferences; international conferences on Uganda, etc.). Features underlying management in the civil service have usually been demonstrated in these gatherings, which have almost always also directly or indirectly outlined remedial steps, including training, that could be taken. It is up to imaginative training institutions to translate these potential major aims and objectives into programmes. For this dynamism to take place, the institutions need to constantly review and update their original mission and objectives.

With respect to proactive top management in ministries, this thesis argues that these are employed and have a duty to move organisations forward, and that it is their duty to continuously analyse the internal and external environment of their organisations, with a view to continuously modifying objectives, strategies, processes and product to suit the rapidly changing environment.

Besides being creative and experimenting with original Ugandan solutions, it is also recommended that due consideration be given to the concepts that are being developed elsewhere to see if there are positive aspects that could be adapted for Uganda. At the time of the fieldwork, the Management Charter Initiative was already being discussed with a view to applying the basic concept of setting of management development standards. Unlike in the U.K. where the initiative is private company-led, in Uganda the initiative was being fostered by a group set up after the President's insistence that a management institute be set up for training managers.

14.2.9 *The need to facilitate research*

One of the ways of maintaining dynamism is carrying out focused research on issues affecting management, management development and training in the Ugandan Civil Service. In fact, the need for carrying out research on a continuous basis was seen by Ugandan respondents as a basis of a dynamic organisation. As one Principal Finance Officer put it,

"... one must be able to discover the divergencies and to look for answers for them. The whole thing is a living thing. It must continue. It is like a project. A project will always be looked at because of variances and the need to correct them continuously until we reach the target".

CONTRIBUTION MADE BY THE THESIS AND RECOMMENDATIONS FOR FURTHER WORK

15.1 Contribution Made by the Thesis

This thesis has made a contribution in four areas:

1. The first area of contribution has been the bringing together of characteristic definitions of what an ideal management development and training programme should be and, from these, developing a definition of structured management training, as well as developing a framework that enables judgements to be made about the state of management training in an organisation.

   Structured management training is seen as that which forms part of the total management development strategy, and should be linked with other formal and established personnel policy and personnel development mechanisms such as performance appraisal, and related aspects such as transfers, promotion etc. There must be top management commitment and an underlying training philosophy and culture that enables continuous development to occur before and after the training. The latter must be planned with specific reference to organisational and individual performance needs. Resources and opportunities must be provided for the training and other forms of management development to actually occur.

2. The second area of contribution has been, through case studies in six civil service organisations in the U.K. and Uganda, in developing an understanding of the process of development of structured management training in a civil service organisation in the face of rapid change and in light of the government-led change initiatives with respect to the civil service.

   In this respect, the important new element is the underlying finding that the existence of a structured and coherent management training programme in a civil service organisation is evidence of the fact that there has been a

trigger for change, to which top management have responded by instituting a radical programme of change, and that the existence of such a programme is indicative of the fact that there has been a change in attitude, on the part of top management, about the role of training in enhancing change.

3. Through the six Case Studies in the U.K. and Uganda, the third area of contribution has been in identifying the facilitating and hindering factors to the development of structured management training in the civil service. In this respect, the main contribution has been the development of a model to help the understanding of the development of structured management training in the civil service.

4. Through a critique of civil service management development and training in the six civil service organisations, the fourth area of contribution has been to bring about an understanding of the main aspects of Ugandan management training that need to be improved, given the definition of structured management training, and in the light of the conjecture.

However limited, discussions during the fieldwork involved sharing some of the experiences gained from other organisations studied, which may have contributed to raising some awareness of the fact that perhaps, in some aspects, management training was not developing as fast as it should be, or in the direction that it should be going, even within the context of the resources available.

From this point of view alone this is a significant contribution to the field of knowledge.

The research, which focuses on civil service management training, thus adds to the information available on a specific subject - civil service management training. That the research has been carried out by a Ugandan who has endeavoured to observe the developmental process of structured management training in civil service organisations in a developed and

developing country, using the same 'yard stick', provides information which can be replicated by researchers in developed as well as developing countries.

15.2 Recommendation for Further Research

15.2.1 *The need to replicate the research for reliability*

Gummesson (1991,p.80) observes that

> "theoretical development is an on-going process in which the creators of a theory keep working to test their creation in order to destroy it and replace it with something better".

The same author refers to Popper (1979) who argues that what is important is not the verification, but the formulation of theories in a way that they can be tried for falsification.

Both the above statements are valid because it is important that assertions made by researchers are continuously put to test and improved upon. This should be to ensure that any remedial action arising out of shortcomings observed in the research, or any recommendations taken up as an outcome are based on reliable theories.

Reliability means that

> "two or more researchers studying the same phenomenon with similar purposes should reach approximately the same results. A study with high reliability thus can be replicated by others" (Gummesson 1991, p.80).

It is admitted (e.g. Gummesson 1991) that the research conditions in business administration, for example, are such that conceptualization and the operational definitions used for measurement and observation are rarely subject to the same control as those in the natural sciences. Nevertheless, where the basic observations and theories have been based on fact, provided the situation does not change drastically, further research in the same, or in other organisations with similar characteristics should result in some degree of reliability.

While I am confident that even with the limited access which I had, the observations made in this research were correct, a replication of this study would be helpful: for example, to the management in the DTI, or in the Uganda Ministry of

Industry, who may need to rethink their training philosophy, strategies and training policies in light of the findings, with a view to enhancing the good work that is already being done by the training managers in these Departments.

This research looked at a limited number of civil service organisations and concluded that while, in some (for example U.K. Customs and Inland Revenue) management training was being structured for some categories of staff, in others, hindering factors still impede the development of structured management training.

There is need to carry out similar research in other U.K. and in Ugandan civil service organisations to establish the extent to which management training is structured, using the theoretical criteria applied in this thesis.

15.2.2 *The need for evaluative studies in the six organisations studied*

15.2.2.1 *Evaluative studies of U.K. Customs, DTI and Inland Revenue*

Similar studies at a later stage in all the organisations studies in this research will be needed, for example, to evaluate the degree of success of the management training for the executive cadres which was being structured in Customs and Inland Revenue at the time of the research.

An evaluation study could be carried out to consider the extent to which these programmes have succeeded in developing the various characteristics that structured programmes should have, for example organisational culture and training philosophy, stronger guidance to line managers etc. Observation will need to be made of whether these programmes are appropriately linked to others to ensure that officers being promoted to more senior cadres do not experience a developmental gap.

Also, the overlap and duplication that was observed in the case of Inland Revenue had implications for management development in the Department. At the time of the research, it

was hoped that some measures might be taken to reduce the duplication. A later study could determine whether indeed something has been done to streamline management development and training in relation to the different management development functions in the Department. If not, specific recommendations will still be needed with respect to further modifications to the management development structure, with a view to reducing duplication of work by the different training centres in Inland Revenue.

Further work in the DTI is also needed to evaluate progress with respect to the competence-based programmes that were being developed at the time of the research.

15.2.2.2 *Follow on research in Uganda*

With respect to Uganda, research at a later date will be useful to consider progress made particularly in the new Tax Authority and the Ministry of Education.

There will also be need to see if the research reported here can be replicated with respect to a variety of other Ugandan civil service institutions, in the face of the triggers for change resulting from the economic reforms designed to support civil service reforms, and from the recommendations by the recent Public Service Reorganisation and Restructuring Review Commission.

These triggers would be expected to have implications for the development and training of managers in the same way as civil service reform in the U.K. had some impact on training. This is more especially because of the proposed devolution of responsibility for developing staff to line ministries. There is need for a comprehensive study to establish the processes by which these changes are being introduced in the Ugandan Civil Service and the management development and training arrangements that may emerge from these changes at central, line ministry and at other institutional levels such as the universities and the UIPA.

In view of the overwhelming evidence about the lack of national training policy and the expressed concern by respondents in Uganda, the conclusion was made that further research in this area will need to focus, not so much on testing reliability as it will on finding viable solutions and on implementation processes.

Research in Uganda needs to focus on, among other things, the extent and nature of efforts being made to develop structured management training for different categories of staff in the civil service. This type of study could also test the main conjecture in this research to see first, if the conclusions are reliable and if the emerging model is generalizable.

The Case Studies in the new Uganda Tax Authority and the Ministry of Education revealed that these two Ugandan organisations were taking firm steps to develop aspects of structured management training. Because full implementation of the proposed change was dependent on the expected outcome of the Public Service and Reorganisation review, it was not possible at the time of the research to obtain full information of the processes. It is will be appropriate to further investigate these processes and to evaluate the extent to which these organisations will have developed specific characteristics of structured management training at the time of a later study.

15.2.3 *The need for research on the responsiveness of the UIPA*

During the research, it was established that the Uganda Institute of Public Administration (UIPA), which is the main training centre for senior civil servants, was likely to get semi-autonomous status. There is urgent need for a study to assess the contribution being made by this institute towards management development in the Ugandan civil service. Focus should be on its role in the development of structured management training systems and mechanisms in different organisations.

This type of research would make an important contribution to research on the responsiveness of management training

institutions. Work has been published on management training institutions in Europe (e.g. Kubr 1982), and on educational institutions (particularly universities) in the U.K. and how these have had to undergo radical changes in management in the face of scarce resources (e.g. Lockwood and Davies 1985). While general articles usually critical of management education and training in the African region have been published in World Bank reports and in some journals related to human resource/management development, there have been hardly any publications focusing on individual African management training institutions or individual universities.

The type of focused research proposed here is crucial if the African institutions have to be assessed vis-a-vis their contribution, given the resources currently being spent on them. African academics are generally trained at great expense and such research would establish whether they are given the opportunity to work in an environment that encourages creativity, and if their contribution through research and consultancy is fostered by the institution.

The work of the UIPA is going to be fundamental and will have to play a central role in any future improvement in the effectiveness and efficiency of the Service through appropriate management development in the country and particularly in the civil service. But this will not be possible unless the mission, goals, strategies and organisation of the client organisations and of the UIPA itself are clarified. Research would highlight any shortcomings, and how the effect of these can be minimized.

15.2.4 *Research into the role of consultancy in enhancing management development and training in Uganda*

Fieldwork in Uganda revealed an unprecedented increase in consultancy activity in Ugandan private and public sector organisations. Many of the consultants in the private and parastatal organisations were said to be Ugandan. The majority of consultants in the civil service, however, were from overseas, mainly attached to structural reform and other developmental projects. At the time of the research, questions

were being asked about the organisation of consultancy in
Ugandan management training institutions such as the Uganda
Management Training and Advisory Centre, the UIPA, and
Makerere University. Issues related to the involvement of more
Ugandan consultants in civil service, and the ensuring of
quality of consultancy work in the country.
There is need for research in Uganda to establish the nature
and processes of consultancy in a number of organisations,
with a view to establishing its impact on management and
management development, particularly in the civil service.
This study would focus on issues that facilitate or hinder the
efficiency and effectiveness in Ugandan organisations.

15.2.5 *Research to establish the work and impact of new Ugandan change agencies*

Research findings in Uganda revealed that after two decades of
turmoil which had resulted in the decadence of civil service
institutions, efforts were being made to revive and, where
necessary, establish institutions to facilitate the re-
establishment of order and to improve some aspects of the
Service.

Further studies are necessary to assess the impact of these
new change agencies, especially the Office of the Inspector
General of Government (IGG); the newly revived Parliamentary
committees, particularly the Public Accounts Committee (PAC)
which, after many years, are asking questions and are likely
to affect efficiency and effectiveness in the country. Focus
should be on implications for management training.

15.2.6 *The need for research into the processes and impact of the World Bank Capacity Building Initiatives in Uganda*

In fact, in Uganda, there is currently a wealth of potential
areas of research, resulting from the current efforts to
rehabilitate the country and to restructure the civil service.
Findings in my research revealed, for example, that overseas
aid has been getting to the country at a rate that exposed
weaknesses in the management capacity in the Uganda public and
private organisations. This raises important questions about

the nature of training being given to prepare Ugandan managers to cope with the influx of projects and of extra resources.

As a result of the apparent weaknesses, a number of World Bank Capacity Building initiatives have been started in the country, with implications for management development and training. Focused research to identify processes, problems and their impact is needed to ensure that future development is planned in light of the facilitating and hindering factors identified.

Further research should also focus on specific aspects related to this thesis, for example on organisational culture, top management commitment, appraisal, etc. in individual civil service organisations in Uganda to provide recommendations on ways in which improvements can be carried out in these areas.

15.2.7 Need for research to establish theoretical models for better understanding of change in the Uganda and African private and public sector organisations

In Europe and, especially in the USA, there is abundant literature on the subject of change and institutional responsiveness.

The outstanding work by Peters and Waterman (1982) outlining the characteristics of responsive companies now needs to be revised to take into account reasons for failure of some of the companies which had been said to serve as good practice.

Research using criteria developed by Peters and Waterman has been carried out in companies in Europe. No significant work using the same or similar theoretical frameworks seem to have been carried out with respect to civil service organisations in general, and not much has been done with respect to companies in developing countries. The same extent of focused research on responsiveness has yet to be carried out in individual civil service organisations in the U.K.

Literature (e.g. Hennessy 1989) exists on the macro management of the civil service, but much less field research by scholars has been done on individual civil service ministries, although

Departments have often commissioned their own studies by
private consultants to look at specific areas of the Service
or of the Department. Studies have been carried out on parts
and aspects of the U.K. Civil Service by internal mechanisms
such as the Efficiency Unit and the National Audit Office
(NAO), who have even carried out specific studies on training
for the non-industrial civil service. The NAO (1990) study
involved only four line Departments, and it was not the kind
of study involving the construction of models for better
understanding of processes with regard to training. At the end
of the study, the NAO themselves state the need for further
research.

While acknowledging that there is some literature on
developing countries in general, that literature does not
always focus on problems in the civil service in individual
countries and their impact on management development. There is
need to develop frameworks for analysing problems in the civil
service in individual countries.

The problem in a country like Uganda is not just the scarcity
of literature but scarcity of actual academic research by
indigenous individuals and institutions in the area of
education and training. There is also the lack of attention
being paid to that research by universities, ministries, and
management training establishments, who have not invested
enough in the research itself.
In Uganda the problem is compounded by the cumbersome
bureaucratic requirements for individuals who want to carry
out research. The Uganda National Research Council, which
should have ideally played a facilitating role, is in practice
seen by potential researchers as a controlling institution.
There is need for a study to establish the role of research
with respect to management development, and to consider if the
research council has not itself become a hindering factor,
especially with respect to research in the civil service.

In Uganda, most of the very limited literature on the civil
service and public sector in the main university library and
management departments, and at the institutes of management,
is British or American in origin. This does not specifically

give insights on Africa. Even where the literature is on Africa, it is mostly written by overseas authors who may not be very conversant with the problems and the context.

Indeed, looking through the British Humanities Index (1989) (year chosen at random), under the heading "civil service", there is hardly any literature cited on African countries except for three references on Nigeria. African countries get no mention at all in the 1988 index under the heading "civil service". However, there is mention of work by Clive Gray (1988) related to fiscal resources in Africa published in World Development. This paucity of material on the civil service in individual African countries is reflected when a scan is done of other indexes related to the civil service, e.g. the London Bibliography of the Social Sciences.

Specialist libraries such as the Royal Institute of Public Administration Library in London give more references on the civil service in individual countries. We also know that conferences such as the 1989 Manchester conference on human resource development in the civil service in developing countries usually generate literature on management training. Indeed, in the area of training, African academics have been making an increasing contribution in the form of journal articles at international level. The authors are usually themselves management trainers at management institutions e.g. Mawuena Dotse, a lecturer at the Ghana Institute of Public Administration, whose article in the Public Administration and Development Journal (1991) discusses the state of training in public policy management in Ghana.

Nevertheless, the relative scarcity of references on individual African countries in popular indexes indicates the importance of any thesis which covers, even in part, some aspects of civil service, in this case management or management training, because it contributes towards closing the information gap especially with respect to Africa.

Many of the journals in which these articles are published are edited by organisations in the U.K. which have special ties with the international body of managers, in this case, in

Public Administration and Development Journal, a publication of the Royal Institute of Public Administration (RIPA). In the same volume of Public Administration and Development was an article "Leadership resistance to the implementation of new ideas acquired through training in the Nigeria Civil Service" by Maduabum (1991), this time a Nigerian academic.

This illustrates another point I wish to make: many of the articles on the civil service are by West Africans and by academics from the Southern African region. Hardly any are by East Africans and, especially, not by Ugandans.

In light of the above, my own work gains significance not only as a piece of academic work for PhD, but as work that can be of practical use in the area, since most aspects of civil service work in Uganda have not been tackled.

There is also a need for literature which draws on fresh data/information and which makes a specific analysis of the current situation, and need for manuals and Case Studies based on local material for teaching students.

15.2.8 *The Need for further research on quality and the effect of management development and training*

As an outcome of the assembly of change initiatives in the U.K. Civil Service, literature is now emerging on quality in the public sector, e.g. Walsh (1991); Carley (1989); Pollitt (1988); Normann (1984). This literature discusses the monitoring of quality in the public services; the relationship between provider and consumer; involving consumers in performance measurement; characteristics of services that make it difficult to develop effective quality control and quality assurance
methods; and the difficulty of assessing quality in the public sector.

Walsh (1991), who sees the question of quality in the public service not as one of meeting service specifications, "but of dealing with shifting value structure", points out the need to

develop a more sophisticated approach to quality specification.

The validity of Walsh's perception relating to shifting values is demonstrated by fieldwork findings in the U.K. Inland Revenue, where shifting values on the part of top management are reflected in the recent introduction of Total Quality Management. Training managers have been involved in this initiative from the start. Research at a later date in Inland Revenue will enable evaluation of the success and impact of the total quality management on management and management training in the Department.

In addition, with the advent of Prime Minister Major's Citizen's Charter which advocates good quality service, there is need for research to see not just how the quality and the management training is being affected in the Service, but also how the values of top managers are being influenced.

15.2.9 *The need for research on specific aspects influencing management development in the civil service in the U.K. and in Uganda*

The U.K. Civil Service Department (1975) has looked at specific aspects of management such as "staff inspection as an instrument of manpower control and an aid to efficiency". Work has also been done specifically on management development in the U.K. Civil Service in the 1980s, mainly by the Management and Personnel Office (1982).

Coster (1987), for example, focuses on the civil service senior management development programme (SMDP). He gives an account of the origins and implementation of the SMDP and outlines how the required knowledge and skills for civil servants in the relevant grades was assessed; how the personal development plan is developed; and describes how the scheme is working now. Coster himself points to the need for further study in this area, and this was confirmed during the research in an interview by a consultant from Peat Marwick Mclintock who have already done some research for the civil service in the area of training.

Continuous evaluation of the SMDP and other U.K. civil service-wide management development programmes (such as the Top Management Programme; the Management Development Programme) is necessary. This should aim at improvements in the content, organisation and methodology. It should also identify problems and ways of improving the programmes, where possible. Recommendations should be made to scrap individual programmes if appropriate. The Senior Management Development Programme in Uganda also needs to be evaluated by an independent study.

15.2.10 *The role of government in enhancing management development in the civil service*

Fieldwork findings in the Ugandan Civil Service showed that the incumbent President had often stressed the importance of management training in the recovery programme. He had also taken personal initiative to demand the establishment of the new Ugandan Management Institute in an effort to improve management development in the country. In fact, findings in this research pointed to the important role of government and political leadership in improving effectiveness in the civil service both in Uganda and in the U.K.

We even observed the impact of individual politicians, such as Michael Heseltine and his Ministers' Information System. Research is necessary to provide a model that clarifies the relationship between the nature of government/political leadership and the effectiveness of the civil service. A model is needed to reflect the nature of the impact on management development.

Some work in this area has been done, e.g. Rose (1988); Kavanagh and Seldon (eds) (1989), who published a collection of 25 essays from different contributors, who outline policy changes 1979-1989 and discuss whether these would have occurred without Margaret Thatcher. The very fact that some argue that the changes will gradually disappear with her departure from office, while others maintain that they will be long-lasting, itself calls for research at a future date to ascertain her influence in different respects, including the

impact on civil service management and related topics such as management training.

Most of the work done in this area has tended to focus on the impact of Margaret Thatcher. It is felt, however, that this area still needs to be fully examined as a general topic, with respect to change processes and the effectiveness of change in any civil service. This would outline the implications for good government, and the impact of civil wars and political instability on change processes in the civil service in countries like Uganda.

Also, fieldwork findings in this research show that the Thatcher Government had considerable impact on management training, either directly, or indirectly, through change initiatives; the British press did not acknowledge this at the time of her departure from office. Neither has sufficient work been devoted to this. Further work is needed in this area to establish the impact of Mrs Thatcher's government on management training in the U.K. Civil Service.

15.2.11 *Follow-on research to evaluate U.K. change initiatives such as the FMI and Next Steps*

Work has been done on the 1982 Financial Management Initiative (FMI), for example by Robinson and Sandford (1987), who outline reasons for the introduction of the initiative and its advantages. They describe the process by which it was introduced and how it works, and argue that while top management have accepted it, many middle and lower managers are still unenthusiastic. Robinson and Sandford point out that attaining consistent attitudes, policies and procedures, requires the achievement of a culture change at all levels in the Service.

There is, thus, need for further work to evaluate such initiatives as the FMI, as a follow-up on Robinson and Sandford's work, to determine how far there has been a culture change in the service since 1987. Further evaluation is especially needed of the more recent government initiatives such as "Next Steps", whose impact on management development

has been predicted but has not been fully evaluated. Focus should be on establishing what further steps should be taken in terms of management training.

15.2.12 *Research to provide detailed accounts of individual ministries especially in Uganda*

Currently, very little is known about the role, objectives, strategies and functioning of ministries in Uganda. In the U.K., some detailed articles have been published on specific Departments (for example, Ridley (1990)'s detailed article on U.K. Customs and Excise, in which he outlines the function and organisation of the Department and focuses on its efforts to eliminate waste, including processes used to embrace the FMI). There is need for similar articles to provide knowledge about different parts of the civil service in Uganda.

15.2.13 *The need for research on competence-based training*

Fieldwork findings in the U.K. revealed that competence based training is being increasingly introduced into U.K. Civil Service Departments. With this trend, there is now a steadily growing supply of literature on the subjects.

Jacobs (1989), for example, analyses competence-based assessment as a method of measuring managerial performance proposed by the Management Charter Group. He is sceptical about its validity, observing that it focuses on skills and qualities that are easily measured while ignoring personal qualities such as assertiveness, political skills and others that are important but not so easily measurable.

Skapinker (1988) also discusses the competence-based theories proposed by others, including the Management Charter Initiative, and raises the issue of attainability. He warns against taking lists of competences inflexibly.

Cockkeril (1989) and Skapinker (1988) describe National Westminster's approach in identifying the necessary managerial behaviour for effective performance and in defining 'high performance competencies'. Cockkeril strongly defends the competence-based approach to management development. He

defines and discusses eleven competencies which form the basis
of the approach in the National Westminster Bank.

With regard to Uganda, where training is still given in
isolation, both the central training function as well as the
UIPA and the ministry training functions need to consider
critically the extent to which the experience of competency-
based training elsewhere might contribute to making their
training more performance-linked.

15.2.14 *Other areas that need further research*

From the findings in this research, other areas that need
further research in Uganda include:

1. An assessment of the impact of inspectoral agencies such as
   NAO, Efficiency Unit on management, management development
   and training in the U.K.

2. The impact of current Ugandan Government's initiatives
   since 1986. This is especially because this is the longest
   period that Uganda has had one government since the
   overthrow of Adi Amin in 1978/79. Notable among initiatives
   introduced is the introduction of the Inspector of
   Government to counter corruption in the civil service, and
   revival of Parliamentary Committees.

3. Research into the problem of 'brain drain' in the Ugandan
   civil service and training institutions.

4. Exploration of the potential role of the university with
   regard to public sector management development.

There is need for research in many areas that are related to
this research, for example, the cost-effectiveness of
training. We can only know that training is effective if it
has helped to make change. Follow-up studies of students at
the UIPA, for example, should be done to explore the cost-
effectiveness of management training.

General Conclusion

The main conclusions made in the study is that management development in organisations faced by radical change cannot be left at the periphery. Ideally, training is intertwined with and cannot be separated from other management functions and activities.

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ORGANISATION OF CIVIL SERVICE MANAGEMENT TRAINING IN THE U.K. AND UGANDA

Organisation of Civil Service management training in the U.K.

Management training in the U.K. Civil Service is organised at central and Departmental levels.

The central level comprises three institutions:
- (a) the Training Development Division (TDD),
- (b) the Civil Service College, and
- (c) the Top Management Unit,

all of which fall under the Office of the Minister for the Civil Service.

The Civil Service College, which now has Agency Status, carries out central training for the Departments. As a result of the various change initiatives, the Departments are no longer obliged to purchase training from the Civil Service College. The Top Management Unit is responsible for running the Top Management Programme. The TDD has overall responsibility for overseeing training in the Service. Hierarchically, these three central institutions run in co-ordination with, but in parallel to each other.

The Departmental level comprises the Management Training Divisions in each Department. Each of these controls the Departmental training policy and manages several training centres/units situated around the regions, while running some programmes centrally. In the aftermath of the 'Next Steps' Initiative and the devolution of the budget, these local Units will now manage their training budgets and only purchase training from the Departmental Training Division only if they wish to. They can now send their staff to institutions outside the civil service, such as Universities, polytechnics or management training colleges if these offer better value for money.

Organisation of Civil Service
Management Training in Uganda

Management training in the Ugandan Civil Service is organised differently from that in the U.K. Service. The overall responsibility for training is taken by the Personnel Development Department (PDD) which is a department in the Ministry of Public Service and Cabinet Affairs.

The PDD controls the Uganda Institute of Public Administration (UIPA) which carries out training for the Ministries.

Unlike in the U.K. Service, there are no Training Units in individual Ministries, although in each Ministry there is a Training Liaison Officer, who handles training matters as part of their work schedule. Their role is a very limited one, mainly a co-ordinating role with the PDD. The PDD runs some management courses and programmes, mainly for top managers in the civil service.

CIVIL SERVICE GRADES IN THE U.K. AND IN UGANDA

British Civil Service Grades

Grade 1:   Permanent Secretary/Chief Medical Officer/Chief
             Scientists, etc.
Grade 1A: Second Permanent Secretary
Grade 2:   Deputy Secretary/Deputy Medical Officer, etc.
Grade 3:   Under Secretary/Chief Executive of Civil
             Service College, etc.
Grade 4:   (Specialists): Directors of Technical
             Establishments
Grade 5:   Assistant Secretary
Grade 6:   Senior Principal
Grade 7:   Principal/Senior Lecturers/Principal Scientific
             Officers, etc.
SEO: Senior Executive Officer/Lecturer
HEO: Higher Executive Officer
EO: Executive Officer
AO: Administrative Officer
AA: Administrative Assistant

Note:

1. The Top Management Programme, organised by the Top
   Management Unit in the OMCS, is for Grades 1, 2, and 3.
2. The Senior Management Development Programme is for Grades
   4, 5, 6
3. The Management Development Programme is for EO to SEO
   Grades.
4. The above outline does not reflect the progression of the
   fast stream graduates who enter the service as
   Administrative Trainees and progress very rapidly to
   Grade 5.

The Ugandan Civil Service Grades

In the Ugandan Civil Service, 'fresh' graduates enter the
Service as Assistant Secretaries and progress through the
grades to the rank of Permanent Secretary. There are no exact
equivalents between the two civil services. While by 1991 half
the Executive Officers in the U.K. Service were graduates,
Executive Officers in the Uganda Service are non-graduates.
The U.K. study focused on the Executive Officers, Higher and

Senior Executive Officers. The Uganda study focused on the Assistant Secretary to Principal Assistant Secretary grades. This would be roughly the equivalent to the U.K. EO to Grade 7.

The Ugandan Civil Service Grades comprise:

Permanent Secretary
Under Secretary
Principal Assistant Secretary
Senior Assistant Secretary
Assistant Secretary (graduates)
Executive cadres (None Graduates)

This simplified grading system includes the equivalent grades to the above, for example Finance Officers, Senior Finance Officers, Personnel Officers, etc.

FRAMEWORK USED IN THE FIELDWORK FOR ESTABLISHING THE STATE OF MANAGEMENT TRAINING IN AN ORGANISATION

In this research, an examination of the extent to which the management training in an organisation was structured necessitated developing a framework which consisted of the following core questions.

The purpose was to establish the nature of relationship between the trigger(s) for change and the development of features of structured management training and the extent to which the existence of structured management training in an organisation was evidence of there having been a trigger for change in the organisation, and whether there had been a change in attitude on the part of top management, with respect to the role of management training.

A. The State of Management Training

1. Is the mission of the organisation clear to both top managers and to the rest of the organisational members?
2. Is there a clear vision? Has it been communicated?
3. Is there an identifiable corporate culture/philosophy?
4. Are the operational objectives and short and long-term strategies clear?
5. Is there an organisational business plan?
6. Is there a management development policy?
7. Is there a management training policy?
8. Is the management training structured?
   - Is the training policy incorporated in the management development policy?
   - Is the training policy clearly linked to organisational objectives and organisational development?
   - To what extent does training actually occur as a planned activity centred around individual development plans?
   - Is the plan long-term?

- Does it provide for continuous learning and personal development?
- Does the training take into account the formal and the informal?
- Are there concrete arrangements to ensure that the training is practice linked?
- Have there been job analyses?
- What kind of appraisal system does the organisation have and how does it feed into training?
- What mechanisms ensure that training needs assessment is carried out?
- What mechanisms ensure that the training is practice-linked?
- What mechanisms ensure that the appropriate training actually takes place?
- What kind of roles and responsibilities do the different levels of managers have with regard to management training?
- What level of staff have final responsibility for training?
- What is the nature and level of resourcing?
- Are there mechanisms for monitoring that training meets current and, where necessary, future needs?
- What sort of evaluation takes place after training?
- Are there re-entry arrangement? How are re-entry problems minimised?
- How is redeployment organised?
- What is the nature of remuneration to prevent 'poaching' after training?
- Are the training objectives validated?
- How many training reviews have occurred in the last ten years (is the training dynamic)?

9. What other characteristics of a well developed and
   - well managed management development and training policy does it have ?
   - Are the organisational members satisfied with it?
   - What are its weaknesses and strengths?
   - Any problems?
   - Future plans?

B. The relationship between the development of features of structured management training and the trigger(s) for change

1. What internal and external triggers for change have had an impact on the organisation during the last ten years?
2. What subsequent changes have occurred in the organisation ?
3. Have there been any organisational reviews in the last ten years ?
4. What practical changes have taken or are taking place?
5. Has there been any training review as a consequence of change?
6. What related changes have taken place in the management development function ?
7. What changes have occurred in the training function in the last ten years
8. Are the organisational members satisfied with the level of top management concern and commitment to the training function in the face of rapid change?
9. What improvements would they wish to see?

This framework was expanded to accommodate suggestions made during the fieldwork itself about what respondents thought an ideal management development and management training policy should be like.

While the main objective was to give the individuals an opportunity to contribute answers to the above questions, the interviews were very flexible and the questions only worked as a framework. Questions to individuals varied in accordance to the person's type of experience, job etc. and to the information being provided by the individual at the time. Even the detailed questions, were not necessarily the same for everyone. Nevertheless, the objective was to provide answers to specific questions stated above to enable the construction of a picture about the state of management development and management training in a particular organisation and the way in which this was being affected by organisational changes.

THE STRUCTURE OF THE NEW CUSTOMS AND EXCISE CORE MANAGEMENT TRAINING PROGRAMME FOR EXECUTIVE GRADES

1. The programme

1.1 *The Executive Officer Entry Scheme (EOES)*

In this programme, EO's who enter the Department go through an Executive Officer Entry Scheme (EOES). This consists of a two week residential foundation course in which the new managers are given basic communication and interpersonal skills. This is followed by a familiarisation period, during which each EO is assigned to a particular job in the Department. The officer could then become, for example, a Value Added Tax (VAT) officer, in which case s/he would receive technical training in VAT, which takes place over two years.

It is considered unlikely that at that stage the officer would have any management responsibility. But it is expected that, having been in the grade for one or two years, as a VAT administration officer, s/he might be assigned responsibility for up to eight members of staff.

1.2 *"Introduction to management for EOs"*

At that stage, the EO attends the "Introduction to Management for EOs". This is a basic management skills course.

1.3 *"Introduction to management for HEOs" and the "Advanced Management Course for HEOs"*

Once promoted to HEO grade, the HEO undertakes the "Introduction to management for HEOs", a management training course which combines with HEO induction.

It is considered that, as an HEO, s/he is most likely to have substantially more management responsibilities than s/he had at EO grade. In that case, there is the "Advanced Course for HEOs", which s/he is likely to get sometime after the "Introduction to Management for HEOs".

These management courses in Customs are mandatory, although it is recognised that the officer may not necessarily need a particular course. In this case the line manager will be expected to identify his manager's needs and to suggest that the officer goes either for a the next stage or for a more relevant optional course.

After attending the Introduction to Management for HEOs, the officer becomes a "fully fledged" HEO., and gets significant management responsibility. The next ladder of promotion is the Senior Executive Officer (SEO) Grade.

1.4 *"Introduction to Management for SEOs" and*
"Advanced Management Skills for SEOs"

At this stage, there is the "Introduction to Management for SEO". and also the "Advanced Management Skills for SEO". Once again, it is appreciated that, depending on the person and their ability as a manager, and on the nature of the management task, an officer may require only one, or none of these courses.

The courses in the core management programme are designed in modular form. Despite the mandatory nature of the courses, the onus for actually taking the courses is still on the individuals and their line manager.

Although there are grades above SEO, the TSD is concerned with the Executive Grades up to SEO level. Officers above the EO grades e.g. the Principal and other levels, join a different management training scheme. The current management training strategy for EO grades is to build up what is referred to in the Department of Customs as the 'management literacy by SEO level' so that by the time anyone developing through the Department gets to SEO grade, they have an intimate knowledge of all the skills necessary to manage staff and other resources effectively.

2. Additional courses to the core programme

In addition to the core programme outlined above, courses are organised around the management of information technology; managing change; coaching skills; building teams; staff reporting and appraisal; resource management for SEOs; risk analysis; equal opportunities courses; Career Development Courses; and the management of change. These are all optional, and managers choose options depending on their own job needs after discussion with and nomination by line managers.

APPENDIX 5

CHRISTMAS LETTER FROM THE U.K. CUSTOMS CHAIRMAN

There follows on the next two pages a copy of a letter sent to members of the Customs and Excise Department by the Chairman, Sir Brian Unwin, at Christmas 1990.

Board Room
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Telephone: 071-865 5001

Sir Brian Unwin KCB
Chairman

To All members of the Department   From the Chairman

14 December 1990

Dear Colleague,

CUSTOMS AND EXCISE PEOPLE

I hope that you will all have had a chance to read, and discuss
with your line manager, the "People" booklet that we sent out to
you in September. In the introduction I wrote to it I set out a
number of "ideals" we want to achieve and said that we <u>all</u> needed
to work together to make them a reality.

2.   In visits to Collections and in Headquarters since the launch
I have been greatly encouraged by the impact the initiative has
made and the interest you have shown in it. But I am very
conscious - and this goes for all my Board colleagues too - that
words alone will not make it a reality. If the initiative is to
command, and retain credibility, you need to see <u>action</u>. We
cannot do everything at once - but we need to be seen to make an
early start.

3.   I want, therefore, in this letter - as a starter - to let you
know of some of the positive and new actions we have already taken
or are planning in the spirit of the People initiative.

4.   You will already be aware of our move to fully open reporting
and the use of a relocation company for Crown transfer moves of
home; also our active promotion of the Look After Your Heart
campaign. Over the next year Personnel Directorate will, among
other things, also be introducing:-

-       self-certification of travel and subsistence claims;

-       a further 800 places on our Developing Professional
        Managers programme, which is three times the number
        originally planned;

-    the start of a phased introduction of personal
     development plans;

-    a further £1 million (which we agreed in the Board last
     week) for a package of measures largely concerned with
     other forms of additional training.

5.   Personnel Directorate will also be developing new strategies
on accommodation - a subject which I know is of very great
importance to you - and communications. Accommodation is our
second biggest budget after salaries. We must therefore be
economical in its use. But we shall also try to ensure that we do
whatever we can to improve the quality of the working environment.
Under the People initiative the equivalent of £60 a head has
already been provided to improve the working environment in the
Outfield and a similar initiative will be taken for staff in
Headquarters.

6.   Communications are also central to the People initiative. We
have therefore brought in a firm of professional communications
consultants, People in Business, to review Departmental
communications. I shall be receiving their report very shortly
and we shall make whatever changes are necessary over the next
twelve months.

7.   I set these initial measures out for you to show that the
People initiative is not just about words, but about practical
action also, and to demonstrate to you my personal commitment to
it and that of all my fellow Board members. But there is much more
still to be done and the overall success of the initiative will
depend on us all returning time and again to the ideas in the
People booklet and showing that we mean what we say.

8.   With my very best wishes to all of you for a Happy Christmas
and prosperous New Year.

Yours Sincerely,

Brian Unwin

BRIAN UNWIN

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APPENDIX 6

THE EXTENT OF THE FIELD RESEARCH
AND RESPONDENTS IN THE RESEARCH

Although the study involved carrying out Case Studies in six
Departments, both in the U.K. and in Uganda, the field
research in these Departments was preceded by very extensive
interviews with independent training consultants, senior
trainers in training institutions whose work is related to the
training of civil servants; and top managers in change
agencies that influence civil service management and
management training. The main purpose of these interviews was
to discover the aim and role of these institutions; their aims
and role in enhancing management and/or management development
and training in the civil service and the strategies used by
these organisations to achieve change. Individuals were also
interviewed in an effort to shed more light on management
training in the civil service as a whole, and for their
personal views on the conjecture in light of their knowledge
of the working of the civil service.

The interviews provided information which was instrumental in
the choice of sample organisations for the Case Studies. The
U.K. organisations/institutions studied included the
Efficiency Unit in Cabinet Office; the Civil Service College;
the 'Next Steps' Office and the Training Development Division
in the Office of the Minister for the civil service (OMCS).
Consultants from the Royal Institute of Public Administration,
international Services RIPA), Peat Marwick Mclintock; and from
the British Council were also interviewed.

In Uganda, outsides the organisations earmarked for the Case
Studies, several specialists and practitioners were
interviewed from the Uganda Institute of Public
Administration, Makerere University, the Uganda Public Service
Commission and from a variety of ministries.

Altogether 49 respondents were interviewed in Uganda and 26 in
the U.K., making a total of 75 respondents. Five of the

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respondents (whose official position is marked with an asterisk) were given two interviews each. The following are details of individuals interviewed in the research from the U.K. and Uganda:

Respondents From Uganda

	Official Position	Organisation
1	Permanent Secretary (Admin)	President's Office
2	The World Bank Adviser	Ministry of Public Service and Cabinet Affairs
3	The Chairman, Public Service Commission	Ministry of Public Service and Cabinet Affairs
4	The Commissioner (Records)	Ministry of Public Service and Cabinet Affairs
5	The Asst Commissioner (Personnel)	Ministry of Public Service and Cabinet Affairs
6	The Commissioner, Pensions, formerly Commissioner, Personnel Development	Ministry of Public Service and Cabinet Affairs
7	The Personnel Officer (Dept of Personnel Development)	Ministry of Public Service and Cabinet Affairs
8	The Senior Personnel Officer	Ministry of Public Service and Cabinet Affairs
9	The Inspector General of Government	Prime Minister's Office
10	The Principal Finance Officer	Ministry of Finance
11	The Principal Assistant Secretary	Ministry of Finance
12	Economist, formerly in the Manpower Planning Unit	Ministry of Planning
13	Assistant Secretary, Examinations Administration	Uganda National Examination Board
14	Test Developer	Uganda National Examination Board
15	Computer Programmer	Uganda National Examination Board
16	Radio Producer and Training Liaison Officer	Ministry of Information

17	The Academic Registrar	Makerere University
18	The Dean, Faculty of Commerce	Makerere University
19	Former Dean, Faculty of Commerce	Makerere University
20	Senior Lecturer, Faculty of Commerce	Makerere University
21	Managing Director	Uganda National Insurance
22	Sales Manager, Directorate of Export Services (formerly Head, Human Resources, British Tobacco)	Uganda Co-operative Alliance
23	Principal Co-operative Officer	Ministry of Co-operatives
24	The Director	Uganda Institute of Public Administration
25	Deputy Director	Uganda Institute of Public Administration
26	Documentation Officer	Uganda Institute of Public Administration
27	one senior lecturer five lecturers two assistant lecturers	Uganda Institute of Public Administration

Interviews in the Ugandan organisations studied

Ministry of Industry

1. Ag Under secretary, formerly Training Liaison Officer
2. Commissioner, Technology
3. Senior Industrial Officer & Secretary Industrial Licensing Board
4. Principal Industrial Officer, responsible for UNIDO affairs
5. Senior Assistant Secretary & Training Liaison Officer

Ministry of Education

1. Minister for Education (Primary), formerly Minister for Women & Deputy Chairman, Public Service Commission
2. Deputy Chairman, Unified Teaching Service Commission
3. Head, Planning Unit
4. Senior Education Officer (Higher Education)
5. Two secondary school teachers on the Makerere University Masters Degree in Education

Customs Department

1. * Deputy Director General
2. * Principal Collector, Customs and Excise & Training
   Manager
3. * Director, Customs

Respondents in the U.K.

	Official Position	Organisation
1	Two Training Development Officers (TDD)	OCMS
2	Member, 'Next Steps' team	OMCS
3	Head, Efficiency Unit	Cabinet Office
4	Director of Studies (Management of Training course)	Royal Institute of Public Administration
5	* Two senior consultants	Royal Institute of Public Administration
6	Former Director, Institute of Personnel Management; and former Director-General British Institute of Management	
7	Consultant, Public Sector	Peat Marwick Mclintock
8	Adviser, Management, Admin. and Social Sciences Dept	The British Council
9	Principal/Chief Executive	Civil Service College
10	Former Principal	Civil Service College
11	Course Director, Parliament and Structure of Government	Civil Service College
12	Course Director, European Reciprocal Training	Civil Service College
13	Assistant Course Director	Civil Service College

Interviews in the U.K. Departments under Study

Department of Customs

Six Senior Training Managers were interviewed at the Training
Services Division, Southend Headquarters, including the
Principal, Central Planning Unit, responsible for
Administration, Planning, Finance, Personnel & Information
Technology.

Department of Trade and Industry

Two Senior Training Managers were interviewed at the DTI

Inland Revenue

1. Head, Training Development Unit, Hinchley Wood
2. Head, Management Training Operational Division (M4), Leeds
3. Senior Trainer, M4 Training, Leeds