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Department of Irrigation  
Khar Lands Circle  
Maharashtra

ami   
Government of the Netherlands  
Directorate General of  
Development Cooperation

**KHAR LANDS DEVELOPMENT PROJECT  
PHASE II**

**MANAGEMENT DEVELOPMENT PROGRAMME  
FOR THE GOVERNMENT SERVICES**

A general outline

June 1992

**EUROCONSULT  
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# MANAGEMENT DEVELOPMENT PROGRAMME

## FOR THE GOVERNMENT SERVICES,

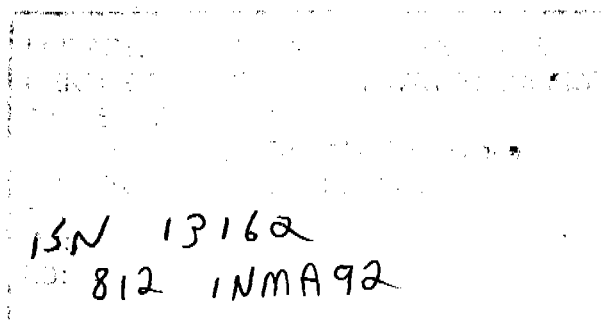
### A general outline

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## Summary

The Khar Land Development Circle (KLDC), as the main counterpart organization of the Dutch TA in the Kharland Development Project, requested a management training programme for their middle management. An identification mission was carried out to draft a programme.

The Khar Land Development Project is attempting to influence traditional attitudes and practices of both beneficiaries as well as various levels of Government staff. A more comprehensive approach and a target group orientation is to be stimulated. To arrive at this improved situation, organization and management of the relevant Government services will need to work towards these objectives as well. Training in management skills without facilitating the accompanying organizational support (e.g. commitment from higher levels, sufficient resource allocation) would be less effective. This report favours a management development programme that is culturally specific and incorporated in regular Government practices. This programme might go along with a possible next phase of the Khar Land Development Project. A first training course, as an immediate action, could take place during the current project phase. Selection of trainers will need utmost care.

## Introduction

This report is the result of a visit to the Project by one of the consultant's institutional development specialists from 28 May - 11 June 1992. The visit included:

- a short field visit
- the reading of relevant documentation
- interviews with donor paid staff
- interviews with counterpart staff of Irrigation Department (including KLDC), KKV and SNTD.
- acquiring information on relevant management development institutions
- report writing

The basic assumptions in writing this report are:

- management is about how to get things done and managers have to do this in present day reality. The training of managers cannot be seen separate from environmental and organizational realities, i.e. culture, structure, objectives, mandate and resources.
- the Khar Lands Development Project tries to find ways on how to integrate infrastructural, agricultural and socio-economic aspects of development
- the Indian Government is slowly changing towards a more service oriented approach.
- donor funded management development is geared towards integration of project activities in the regular government institutions; preferable linked with the more technical training programmes.

The report first describes the background for management development in KLDC and carries on to provide practical recommendations on how to continue. It concludes with some suggestions for immediate actions, during the current project phase.

## I. BACKGROUND FOR MANAGEMENT DEVELOPMENT IN KLDC

### 1. Objectives of KLDC

Already for more than a century the farmers of the coastal areas were reclaiming land by building bunds and sluises. After the Bombay Kharland Act in 1948, the Kharland Board was established (1949) which had the task to further develop the Kharlands. The Government covered 50% of construction and maintenance costs, the beneficiaries the other 50%. The introduction of the 'Abolition Act' in 1957 abolishing large landownerships had the effect that the landlords lost interest in organizing maintenance work. After a Government Committee studied the developments in the Khar Lands (Patil Cee.) in the seventies a new Khar Lands Act was formulated in 1979 covering 100% of the development costs. The Khar Land Board became the Khar Land Development Circle after gaining responsibility for 6 divisions (1982).

Experiences in the Kharlands Development Project have shown that the technical quality of the works need improvement as well as a revision of the role of KLDC in the day to day use of the structures. The Khar Lands are underused, with large fluctuations among the schemes.

In operational terms the present objectives of KLDC can be formulated as:

- to improve the technical works
- stimulate effective O&M

## 2. Organization of KLDC within the Irrigation Department

Apart from additional donor budgets, the regular KLDC budget is covering roughly 1% of the total Irrigation Department budget. The total number of engineers in the irrigation department is close to 17,000. The number of posts within KLDC is about 800, of which 200 are engineers and the rest supporting staff. Some of these posts are currently vacant.

The head of the KLDC, the superintending engineer, has three assistants. The middle management consists of 6 executive engineers each assigned to a geographical division in the Khar Lands and about 30 engineers at sub-division level. At scheme level 170 junior engineers are assigned, each responsible for 3-5 schemes.

An organization chart of the Government structure of state and district level is shown in annex I.

## 3. Institutional arrangements for the Kharlands Development Project

Institutionally the KLDC is the only Government agency that has a specific mandate for Khar Land development. Although the local Government structure is working in the whole area, they lack resources and experience for the Khar Lands. From the side of the Government, the intended Khar Land development is mainly taking shape towards technical achievements. Two problem areas can be identified:

- the KLDC has no mandate and/or expertise to work on agricultural and social-economic issues.
- other Government organizations are not actively stimulated to cooperate/coordinate in Kharland development.

This report was written during a period in which it was not yet decided how the responsible Government agencies will try to solve these constraints in the future, coinciding with a possible extension of the Khar Lands Development Project. Whatever the outcome will be, e.g. a change of KLDC's mandate in the Kharlands or more commitment to cooperation between departments, the KLDC's middle-management still faces constraints in scheme development.

For a more elaborate report on the institutional possibilities for Kharland development, we refer to Quarterly progress Report nr. 18, January-March 1991, Annex II, P-A Matrix: Design, Coordination and Planning of the Khar Lands Development Project. The main conclusion of this report, relevant for management development of KLDC, is that KLDC would like to be involved in a broader scope of activities, but for which they are not equipped.

#### 4. A Government in transition

Major tendencies within the Government of India are privatization, decentralization and deregulation for the sake of a gradual transformation towards a more market oriented economy. Another, more continuous, effort is the increased involvement of the beneficiaries in the planning of their own development, also formulated in the 8th national plan.

These directions will have their impact on the Government services. Nevertheless, policy guidelines need time, before actual implementation. The resulting transition phase needs careful attention. Especially in developing and experimenting with new arrangements which are practical for field level application (planning, budgeting, horizontal structures, bottom up communication, etc.). The KLDC would play its role in this change with the Khar Land Development Project providing useful experiences, translated in guidelines and manuals, for use on a wider scale.

#### 5. Cultural issues.

Cultural differences are, among others, reflected in the value systems that are deemed important by a nation's population. These values have their effect on individual and organizational behaviour. The way people manage their organizations has its roots in culture. Therefore, it is not recommended to easily transfer theories of organization and management developed in the US or Japan, to for instance India. The Indian expert in the field of Human Resources Management, Prof. Kudchedkar, states<sup>1</sup> :

*"Some of the concepts of man-management and practices of HRM are not realistic enough to be transplanted into an Indian setting. It is therefore natural that any attempt at introducing the new HRM philosophy in the twenty-first century will have to be cautiously judicious"*

India is a vast country with many different languages and traditions. At the same time India has a strong national cultural identity. For development interventions it is crucial to recognize this cultural identity and its effect on managerial practices.

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<sup>1</sup> Kudchedkar, L.S., Emerging Trends in Personnel Management, Tata Institute of Social Sciences, Bombay, 1990.

In an elaborate study on the cultural influences on management and organizational practices, a large number of countries were compared according to four different dimensions.<sup>2</sup> The position of India in this study was (for definitions of the dimensions, see annex II):

- relatively high on 'Power-distance'
- a middle position on 'Individualism-Collectivism'
- a middle position on the 'Feminine-Masculine' index, slightly towards masculinity
- a relatively low position on 'Uncertainty-avoidance'.

Figure 1 shows a correlation between the two dimensions important for our thinking of organizations: power-distance (who has the power to decide what?) and uncertainty avoidance (what rules or procedures will be followed to reach the desired ends?). The other two dimensions reflect how we think about the people *within* the organizations.

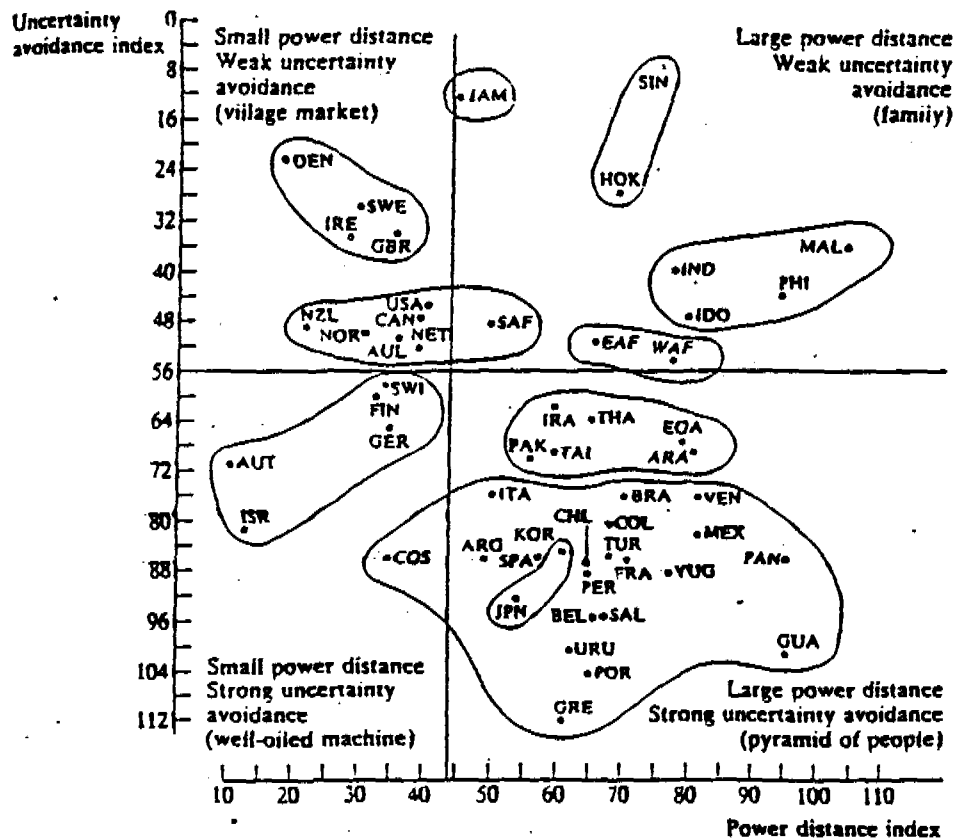


Figure 1: The positions of 50 countries and 3 regions on the power distance and uncertainty avoidance dimensions (Source: Hofstede, 1991, pp. 141).

Hofstede argues that a country's position in this matrix is related with implicit models of organization in the minds of the people belonging to that culture, which will also affect the way problems are solved.

<sup>2</sup>Hofstede, G., *Cultures and Organizations, Software of the mind*, McGraw-Hill, London, 1991



India is shown in the right upper quadrant of the matrix. The organizations in this quadrant can, in general, be called 'family' type organizations with the following characteristics:

- concentration of power at the top
- coordination at higher levels is difficult
- more referrals to the boss
- less structuring of activities
- boss is main motivator; superiors supervise directly
- superiors act as (benevolent) fathers

Consequences for management development practices, in general, are:

- try to avoid putting different levels in the same training or workshop
- trainers should first establish their credibility
- group discussions at the same level will more easily succeed
- exchange of experience to promote continuity of work will ask much efforts
- team building would need leadership
- participatory approaches should go along lines of representation

It should be taken into account that this project is dealing with the Indian bureaucratic culture, which might, like in most countries, show differences from the national culture at large. For instance, bureaucracies usually put heavy emphasis on the establishment of rules and regulations that need to be followed strictly. This could be in contrast with the low score on 'uncertainty avoidance'.

#### 6. Present constraints in KLDC management

Constraints that impair effective and efficient implementation of KLDC's mandates can be divided between outside and inside the own organization. Outside the organization, KLDC is confronted with a number of problems:

- incompatibility between plans and budgets
- political pressures to implement unplanned work
- decrease of funds for flood damage repairs
- Government has limited reward system

Constraints within KLDC (based on interviews and a limited number of questionnaires):

- middle management and supervisors lack specific training in human resource development (e.g. staff motivation, job appraisal, meeting management etc.)
- little knowledge on rural development issues
- sometimes the information from the field upwards needs more coordination.
- during the monsoon period (6 months) there is little field activity

- too vast an area for adequate communication between middle managers, supervisors and field staff.
- difficulties in making realistic scheme plans without sufficient resources; part of the constraint is that middle- and supervisory management needs training in project management skills.

#### 7. Previous activities to improve KLDC management

The Irrigation Department presently makes use of two training institutes:

- engineering Staff College in Nasik. They provide roughly 70 courses per year, both on technical and managerial topics.
- maharashtra Institute for Development Administration (MIDA) in Pune. Few of the KLDC staff have followed courses there, partly because they provide courses during the dry season in which the KLDC has its busiest period.

The motivation to improve one's management capabilities among the target group is generally low. The background of all managers is engineering and they perceive engineering as their main area in which they want to improve. Solving technical problems is more interesting to them than managing people. Management improvement actions stem from the social sciences, which is not a familiar subject for Irrigation Department engineers.

Also because higher level management within the Irrigation Department have not given management development high priority (for reasons of funding and traditional practices), little stimulation to improve come from above.

## II. RECOMMENDED ACTIVITIES

### 1. Phases in management development

The following steps can be identified in creating sustainable change in KLDC's management to cope better with their assignments.

- a. Ensure top-level support/create awareness of the necessity for professional management development; arrive at an agreement, in principle, on the institutional arrangements for future Khar Land development. If the Irrigation Department decides to strengthen Khar Land development through a CADA structure, it would be required to ascertain commitment by other departments. Management development starts there.
- b. In the case of KLDC, integrate policy guidelines for management development in the Irrigation Department's policies, if necessary accompanied with the necessary resources.

- c. Workshop at operational level; each organization would delegate operational authority to one of its management staff (e.g. for KLDC the superintending engineer) to formulate objectives, strategies and operational guidelines, as well as drafting a training programme for middle management (for KLDC, the executive engineers)
- d. Planning meetings within each responsible organization. For KLDC, two meetings would be needed:
  - meeting with the superintending engineer and the 6 executive engineers to elaborate on the general programme outline: logistics, financial arrangements, activity plans, comment on their own training programme and draft training programme for supervisory management (sub-divisional engineers).
  - meeting with all sub-division engineers to discuss feasibility of plans and prepare more detailed action plans.
- e. Investigate training opportunities, draft programme, arrange training, including how to apply new skills on the job. For specific topics, see next paragraph.
- f. Draft programme for on the job support by direct supervisors. A supervision schedule, including guidelines, would be the output of this phase.
- g. Organize semi-annual evaluation and planning workshops at management level (same as in c). This gathering would have the possibility, on the basis of information from the field, to adjust general programme outlines and discuss policy implications. Regular field level workshops/meetings are needed to feed the state level group with the necessary information. Field level meetings are also needed to create a platform to discuss and solve problems. In this phase, additional training needs can be identified and dealt with.
- h. Evaluate whether new management practices have resulted in increased organizational effectiveness, as planned under c and adjusted in the workshops under g.

The Khar Land Development Project would have a facilitating role in this process. More specifically:

- provide technical expertise, when needed
- facilitate workshops
- provide trainers
- assist in the formulation and coordinate training programmes
- involve relevant Government training institutions

## 2. Management training for KLDC.

KLDC middle- and supervisory management are engineering professionals being put in their positions without targeted training for their specific management tasks.

Below are given some examples of topics that seem appropriate for this group of managers. An important condition for implementation is organizational support from higher level, especially in providing guidelines and resources to be able to fulfill their managerial tasks properly.

a. Awareness for management development.

Creating awareness for the improvement of management practices in everyday functioning of the target group. For this objective guided group discussions with the targeted managers would be most effective, using participants' own experiences as the basis and introducing KLDC's managerial responsibilities. Those managers that are in favour of management development can facilitate effectiveness.

b. Rural Development Management

KLDC managers, having an engineering background, do not have explicit tasks in other areas of rural development, like credit, development of farmers' organizations, agriculture, water management, etc. Although it is evident that the Irrigation Department is not an agency for integrated rural development, their staff would benefit from having more knowledge on the other aspects of rural development to effectively cooperate with other organizations and beneficiaries; it is important to understand and respect each other's language. For instance, the size and construction of bunds and sluices would have an effect on the maintenance required. Maintenance by beneficiaries will depend on availability of credit, labour, land use and cost/benefit considerations. These training activities would help to better define KLDC's own position in the area of rural development.

c. Human Resource Development.

One of the main tasks of these managers is to make their subordinates do a good job. Providing the employees with clear assignments is an important condition, but it will not be sufficient to keep the staff continuously motivated. The question is: to what extent to use a 'carrot', to what extent to use a 'stick'? Human Resource topics that need additional training are:

- *leadership*. On the one hand the manager is supposed to provide direction for his/her employees, on the other hand, for reasons of sustainable development, the employee needs autonomy to find own ways of doing the job. Training in supportive supervision/ coaching and leadership skills is needed.
- *performance appraisal*. Whether per group or per individual, the manager needs information on the actual job performance of his/her subordinates. This information is needed for career purposes (training, promotion, other rewards). Training is needed in the principles of adult education and in development/use of a suitable appraisal system.

The present Government appraisal system can be a starting point.

- *meeting management*. A powerful tool for the manager is the effective use of meetings. How to prepare, guide and follow up meetings is an important topic for training.

d. *Networking/coordination*.

Much of the actual work in the field is based on (informal) networking. Making use of and maintaining good relationships with others in the same and related fields will improve results. Training efforts can provide ways to more systematically influence these processes.

e. *Cost/benefit analysis*.

Building/rehabilitating schemes costs money. It is not certain whether, in the long run, these costs can be recovered. Managers need to be aware of the underlying financial principles.

f. *Project management skills*.

The construction c.q. rehabilitation of each separate scheme can be seen as a single project that needs management from beginning to end. Training in the principles of project cycle and the distinct steps to be taken can help KLDC management to improve their work.

g. *Management Information System (MIS)*.

KLDC recently started to set up a MIS. Essential for MIS development is:

- system should be feasible for KLDC
- understanding by all levels of the benefits of MIS
- a feedback loop bottom-up-bottom, to ensure continuity and reliability
- adequate hard- and soft-ware

Several training activities at all levels would be needed.

### 3. *Training approach*

Whether training activities will be effective or not will, to a large extent, depend on the approach that is used during implementation of the programme. The training approach will need the following characteristics:

- trainers need to be aware of the relative use of training in the organization development process. The lack of knowledge and skills or the non-application of available skills and knowledge can only partially be remedied through training.

There might be other constraints within the organization which need other measures than training, e.g. lack of job-descriptions, too little or too much delegation of responsibilities/authority, inappropriate incentive system, lack of material resources, etc.

- training activities aim at facilitating learning, both on-and off-the-job. Training should follow the principles of experiential learning, i.e. learning by doing, reflecting and discussing.
- there must be a strong link between classroom training and on-the job support.
- training should aim at making the training agencies more professional within the Government services, i.e. working towards training system development.

#### 4. Trainers

Training should be linked to the KLDC's needs and be practical for the participants. For reasons of cultural adaptation, and because in India sufficient expertise is available, this programme is to be implemented and coordinated by those who are knowledgeable and experienced in working with the Indian bureaucracy. Trainers and workshop facilitators would be from local institutions and consultancy firms which have extensive experience in working with engineers and working with the Government. A list of possible institutions is provided in annex III. In some cases it might be suggested also to have complementary short term expatriate input (e.g. to provide a more neutral outsider's look or for monitoring purposes). In that case, besides professional expertise, a strong emphasis on cultural sensitivity would be needed.

#### 5. Immediate actions for the current project phase

This report is written to serve as a framework and would cover a longer term, e.g. the coming four years. Actual training would not start immediately. At the same time, KLDC management faces immediate management problems. Since the project, in the current phase, still has training funds available, it might be possible to start with some topics, deemed urgent by KLDC top management and can be implemented without much organizational consequences. Possible topics are:

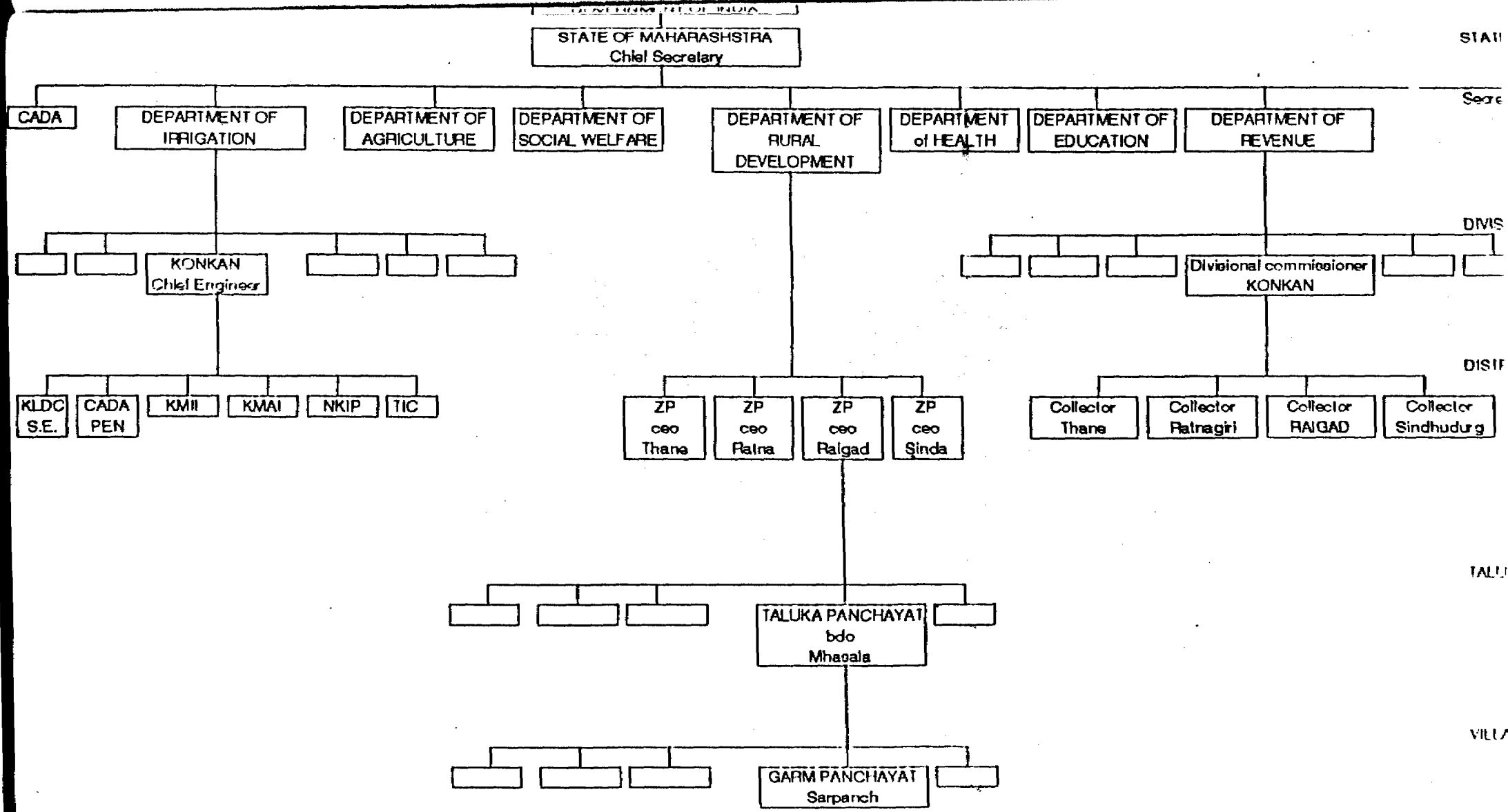
- creating awareness and motivating staff for management development
- project management skills
- introduction of a Management Information System at all levels of the organization to create understanding and motivation.

A practical way of working would be:

- a. The Irrigation Department's Staff Engineering College in Nasik would send one of their staff to KLDC and, on the basis of this report, draft a training proposal dealing with one or more of the three topics described above.

- b. Selection of suitable trainers.
- c. Project management approves on the Budget.
- d. Implementation of training.
- e. Implications for the future are formulated and discussed with KLDC superintending engineer.

These activities could be carried out from July - September 1992.



STATE

SECRETARY

DMS

DISIP

TALUKA

VILLAGE

Annex I



## HOFSTEDE'S CULTURAL DIMENSIONS DEFINED

## 1. Power distance:

The extent to which the less powerful members of institutions and organizations within a country expect and accept that power is distributed unequally.

## 2. Individualism - Collectivism

Individualism pertains to societies in which the ties between individuals are loose: everyone is expected to look after himself or herself and his or her immediate family.

Collectivism as its opposite pertains to societies in which people from birth onwards are integrated into strong, cohesive ingroups, which throughout people's lifetime continue to protect them in exchange for unquestioning loyalty.

## 3. Masculinity - Femininity

Masculinity pertains to societies in which social gender roles are clearly distinct (i.e. men are supposed to be assertive, tough, and focused on material success whereas women are supposed to be more modest, tender, and concerned with the quality of life).

Femininity pertains to societies in which social gender roles overlap (i.e. both men and women are supposed to be modest, tender, and concerned with the quality of life).

## 4. Uncertainty avoidance

The extent to which the members of a culture feel threatened by uncertain or unknown situations. This feeling is, among other things, expressed through nervous stress and in a need for predictability: a need for written and unwritten rules.

Source: Hofstede, G., Cultures and Organizations, software of the mind, McGraw-Hill, London, 1991

## SELECTION OF INDIAN INSTITUTES FOR MANAGEMENT DEVELOPMENT

## Visited by the mission:

1. National Institute for Training in Industrial Engineering (NITIE), Bombay
2. Tata Institute for Social Sciences (TISS), Bombay  
Relevant faculties:  
- Urban and Rural Community Development  
- Personnel Management and Industrial Relations
3. National Safety Council, Central Labour Institute, Bombay  
Mainly for management of safety and health issues.

Both NITIE and TISS seem to have suitable programmes for management development. They offer consultancy services and are experienced in designing tailor made programmes. The brochures of these institutes have been submitted to the KLDC.

## Not visited:

4. Maharashtra Engineering and Research Institute (MERI), Nashik
5. National Productivity Council, Region Bombay
6. National Bank for Rural Development (NABAR), Bombay.  
For training in credit facilities.
7. Jammalal Bajaj Institute of Management Studies, Bombay
8. Narsimonji Institute of Management Studies (NMIMS), Bombay
9. Engineering Staff College, Nasik
10. Maharashtra Institute for Development Administration

## Outside Bombay, Maharashtra:

11. National Institute for Rural Development, Extension and Transfer of Technology Department, Hyderabad
12. Indian Agricultural Research Institute, Division of Agricultural Extension, New Dehli
13. Indian Institute for Training and Development, New Dehli
14. ACORD, New Dehli
15. Institute for Rural Management, Anand, Gujarat