Training for Real:

Advancing capacity building strategy and practice in the Uganda water and sanitation sector

Inception Report

December 2003

Produced for the Joint Sector Partnership Management Committee, Directorate of Water Development, Government of Uganda and Department for International Development (DFID) Uganda

WEDC

Water, Engineering and Development Centre
Loughborough University, UK

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Acknowledgements

Glossary

BTVET	Business, Technical and Vocational Education and Training
DIT	Directorate of Industrial Training
DWD	Directorate of Water Development
GTZ	German Technical Cooperation
HRD	Human Resource Development
HRM	Human Resource Management
ITN	International Training Network for Water and Waste Management
JICA	Japan International Cooperation Agency
MGLSD	Ministry of Gender, Labour and Social Development
MLG	Ministry of Local Government
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance, Planning and Economic Development
MoH	Ministry of Health
MoWLE	Ministry of Water, Lands and Environment
NCDC	National Curriculum Development Centre
NGO	Non- governmental organization
NWSC	National Water and Sewerage Corporation
SNV	Dutch Development Organisation
UNEB	Uganda National Examinations Board
WEDC	The Water, Engineering and Development Centre, Loughborough University, UK

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Background information

Throughout this document, background information is provided in a series of boxes. These allow the reader to read more about an area they may not be familiar with, or pass over information they are already aware of.

Executive Summary

Purpose of this document

The Training for Real (TFR) project[1] is being carried out in a series of stages to ensure that it matches current demands and priorities in the Ugandan Water and Sanitation Sector. The stages are:

- Phase 0: Inception (late 2003)

- Phase 1: Start up (2004)

- Phase 2: Institutionalisation (late 2004)

This inception report's purpose is to review options and make recommendations for the implementation of Phase 1 Training for Real. These recommendations are based on an analysis of the findings of the initial mapping and detailed stakeholder consultations carries out during the inception phase.

The design and implementation of the stages is approached in a practical and flexible manner. Decision-making about project milestones, priorities and outputs is made in conjunction with stakeholders. Ownership within the sector is key to the successful development of the concepts and practical applicability of TFR. This report contains a revised technical and financial proposal for phase 1 to be submitted to the PMC.

The document is set out as follows.

- Section 1 introduces the project and concepts
- Section 2 sets out how the consultation was managed
- Section 3 summarizes the information gathered and analyses that information
- Section 4 presents options and
- Section 5 sets out recommendations for the subsequent stages of work.

The appendices contain records of interviews and other activities that contributed to the consultation.

Approach

The Training for Real project is based on international research looking into improving the development of professionals in the water and sanitation sector by improving the dialogue between employers and training providers. The inception phase was designed to:

"Undertake initial institutional mapping, secure buy-in and agree institutional, reporting and review mechanisms are in place"

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[1] See TFR WEDC Proposal document May 2003 presented to the PMC

with a view to implementing Phase 1 which will *initiate and facilitate TFR activities, including direct stakeholder training and the laying of foundations that will allow for strategic HRD decision making in the water and sanitation sector. This will lead to demand for a formalised TFR network of water and sanitation service providers and training suppliers that can continue to develop and implement meaningful HRD strategies for the sector.*

The inception phase was carried out using a variety of methods to gather information and engage with stakeholders (e.g. interviews, meetings, documentation, literature reviews, job analysis, discussions and field visits) as well as using other sources of information including direct observation and inspection of outputs.

Findings

A broad consultation with many diverse stakeholders identified the following findings.

Measure performance

It is estimated that about 17% of the budget for FY '03/'04 is earmarked for capacity building (more than the amount on water for production and water resources information combined) yet goals for this sub-sector have not been set. The value of any investment in professional development is currently difficult to quantify and therefore justify. Just as with investments in physical infrastructure, money spent on staff training should be planned, designed, implemented and evaluated. This should be standard practice and not subject to one-off initiatives.

Co-ordination and direction required

There is also a clear lack of planning and strategic direction, with predominance of "fire-fighting" and supply led, short-term interventions. It takes over 10 years to develop some sector professionals and, in a changing institutional environment, continued availability of qualified, experienced staff is likely to be more of a barrier to success than financial or other material constraints. Educational organisations will not be able to provide support to the sector unless there is a clear direction.

There are examples of good practice and innovative professional development. This needs to be shared and expanded.

Capacity building is needed

There is a clear need for staff development. Specific issues include:

- Contract management skills across the whole sector (client, consultants and contractors)
- Awareness and understanding of socio-economic issues by technical staff (and vice versa)
- Management and team leadership skills
- Structured professional development to ensure a mix of theory and practical experience

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- Strategic thinking and planning (for managers in all sectors)
- The need to develop generic skills across the sector (report writing and analytical skills as examples) which underpin other activities
- Customer awareness (particularly in the rural and peri-urban context)
- General capacity building for contractors.
- Human resource management skills

Options

The following three options for phase 1 of TFR are feasible

Option A
Continue the Training for Real project as planned, meeting immediate demands to link supply and demand sides of capacity building, but not necessarily meeting longer-term objectives

Option B
Concentrate on developing a longer-term HRD strategy, but not producing any immediate, tangible outputs

Option C
Adapt the existing proposed Phase 1 to reinforce the strategic component, combining a longer-term view with some immediate visible outputs and improvements.

Recommendations

It is recommended that Option C (phase 1), presented in detail in this document is given the go ahead to proceed based on revised work plans and financial projection. This balances longer-term strategy development with shorter-term activities and outputs, by working with key sector HRD staff, to build up their skills and capacity so that they can, in turn, develop strategies and plans based on international good practice. This has resulted in some changes to the original proposal and an amended proposal for phase 1 is being submitted to the PMC.

1. Introduction

Summary

This section sets out the background to capacity building and the rationale for the Training for Real project

Human resources are essential in the delivery of water and sanitation services, but, like other resources, require skilled management, investment and maintenance.

Financial resources have been allocated (up to 17% of the DWD budget for FY '03/'04) but there are no indicators to measure performance

The water and sanitation sector in Uganda is changing to become more demand responsive, through decentralising activities to districts, adopting targets and indicators of success, and involving stakeholders from across the whole sector.

Training suppliers can meet the demands of employers only if they understand what they and their staff require and have the skills and knowledge to produce relevant learning products and activities. Training however is often influenced by a range of personal and institutional factors that can limit its effectiveness.

Developing the capacity of people to deliver the sector's objectives involves more than attending workshops.

The Training for Real project is based on international research looking into improving the development of professionals in the water and sanitation sector by improving the dialogue between employers and training providers.

1.1 Background

Water and sanitation service delivery requires the management of resources, such as:

- Financial resources (capital and recurrent);
- Natural resources (water, basic building materials);
- Physical resources (drill rigs, transport);
- Social (communities willing to pay for water and awareness of good hygiene behaviour); and
- Human resources (skilled, motivated workforce and other stakeholders)

Managers at all levels will need to forecast, allocate and control these resources. Investments are required to develop their full potential. Limited human resources (in number, attitude, focus, skill, knowledge or experience) can lead to poor productivity, resulting in higher unit costs in water and sanitation services. From the level of local operators deciding on the daily tasks to senior civil servants tackling national goals, human resources need to be strategically managed. Meeting the sector goals

will involve not only increasing the number of schemes constructed but also ensuring the efficient and effective operation of existing services.

Human resources are therefore a vital component in the provision of services. However, they are much less easy to quantify than, say, financial investments or availability of drilling rigs. There is also a long lead-time in the provision of staff, with managerial level employees being the product of several years of professional development. Training for Real is about improving efficiency and effectiveness in the development of the human resource.

1.1.1 Context

The Training for Real project has been commissioned under the auspices of the Ugandan Programme Management Committee (PMC), a sector-wide body that includes representatives of Government (Ministry and Directorate of Water Development (DWD)), Donor Partners and observers such as NGO institutions. The project builds on international research into producing professional staff and technical development products and processes to meet the needs of the water and sanitation sector in low and middle-income countries.

Institutional change in the Ugandan Water and Sanitation Sector

The long-term objective of the water and sanitation sector in Uganda is to

'ensure that the services are provided and managed with increased performance and cost effectiveness, and to decrease the governments burden while maintaining the government's commitment to sustainability and equitable development in the sector' .

In Uganda 'business as usual' working practices for the provision of water supply services and sanitation are being challenged by sector reform. Government's sector reform principles of sustainability, demand driven approaches, involvement of users and enhancement of a sense of ownership now guide preferred integrated approaches to the programming of peri-urban and rural sanitation, hygiene and water supply. The current environment is fast changing and this requires new institutional frameworks that can facilitate planning, implementation and monitoring through decentralised sector wide approaches (SWAp) and the management of demand relevant service delivery. To this end government emphasises the strengthening of roles, capacity, co-ordination and collaboration for improved performance and results orientated management. For the various stakeholders (MWLE, DWD, NWSC, MFPED, MLG, MoH, donors, NGOs, private sector and civil society) this means the formation of meaningful partnerships and collaboration at national and sub-national levels. Householders, including the poor and un-served will engage with service providers as paying and involved consumers rather than beneficiaries of a supply driven public sector.

1.1.2 Sector wide approach

The water and sanitation sector in Uganda has recognised that a single institution does not have all the means to deliver its goals, but has to work with partners in government, the donor community, NGOs and the private sector if duplication or even contradictions are to be avoided. Each partner makes a different contribution to the sector's goals and each is essential – from the *fundi* repairing a protected spring to the Minister making policy decisions.

The sector-wide approach (SWAp) has been successful in some situations (such as allocating investments and determining annual focus areas) but has not yet been applied to getting the most from capacity development budgets and activities that underpin effective human resource management (HRM) in the sector. Currently SWAp is not used to agree sector human resource development principles or strategic direction. However, it has been recognised[2] that the quality of the sector's staff needs to improve if targets are to be met. It is therefore clear that any improvements in the skills and knowledge of staff need to be targeted towards the sector's goals. This requires all individuals and organisations involved in the development of staff to work in a co-ordinated and focused fashion.

Some partners are focused solely on the sector (such as DWD and some NGOs) whilst others have a more incidental or support role (e.g. Ministry of Public Service or contractors that have a wide portfolio of work), but nevertheless make an important contribution. How these different stakeholders relate from the perspective of training and capacity development is key to improving the chances of reaching the sector's goals. The need for strategic direction in HRD is central to this issue.

1.1.3 Costs and benefits

The value of capacity building has been recognised; around 17% of the DWD budget for FY '03/'04 is earmarked for capacity building activities. This is more than the budget for Water for Production and Water Resources Management combined. Whereas these two technical sub-sectors have strategic plans, indicators of progress and a management structure staffed by qualified personnel designed to deliver the sub-sector goals, the state of capacity building sub-sector (based on activity rather than technical discipline) is found wanting.

1.2 Human Resource Development

To focus on the contribution people make at work, human resource management (HRM) has superseded the traditionally administrative activities undertaken by personnel departments. A similar change in emphasis has seen "training" evolve into Human Resource Development (HRD). In the context of an organisation HRD is a function (or department) that concentrates on developing people to perform better at work to achieve the organisation's goals. Recognising the importance of people's contributions to an organisation's success introduces the concept of the human resource (HR) and human resource development (HRD) as an integral part of institutional management.

Human resource development is a long-term activity, taking place throughout an individual's career. Skills and knowledge need to adapt to meet both developments in the sector (new techniques and technologies) and changes in individual's roles and responsibilities (e.g. taking on a management task).

Identifying human resource needs is a core management responsibility as it provides one of the main building blocks to meet an institution's goal. Identification can take place either sporadically (in occasional Training Needs Assessments) or more frequently through regular staff appraisals and task function alignment. The cost of

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[2] 2002 Joint Sector Review

any assessment exercise needs to be balanced with the frequency of the exercise. Infrequent but thorough training needs assessments may mean staff's professional development needs are not recognised at a sufficiently early stage or may not take account of new sector priorities.

Training Needs Assessments

A Training Needs Assessment (TNA) is a periodic review of the roles and responsibilities of each member of staff (set out in a job description and aligned with a function task analysis) against their current level of skills, knowledge and attitudes. The gap between an individual's current level of skill and that required to do their job indicates the capacity development required to perform satisfactorily.

1.2.1 Building the capacity of the sector

In the water and sanitation sector donors, government and NGOs have increasingly used the term 'capacity building'. In this context capacity building involves more than any one organisation and has three fundamental components.
1. *Group factors* (the working environment, institutional arrangements, organisational structures: sometimes called the 'enabling environment');
2. *Individual factors*, such as attitudes, skills, knowledge and experience; and
3. *How the individual relates to the group* (social environment, motivation, views of the rewards and incentives and leadership the organisation offers).

Perhaps one of the biggest problems with the term capacity building is that it is used variously, is often 'project' driven and can be unconnected to the sector's overall direction and strategy.

Developing people's capacity

Despite the common use of the term "capacity building" a common level of understanding is needed if activity is to result in a sustained, cost-effective improvement in the sector's workforce and the capability of its different stakeholders (communities, support agencies, contractors, NGOs, local government representatives etc.)

Whilst training (often a one-off event or a 'workshop') is the usual activity accepted as increasing people's skills and knowledge; capacity building is about more than this. It involves a strategic view of the development of the human resource and their institutions.

The terms capacity strengthening or capacity development is also sometimes referred to. These terms recognise that developing people is an ongoing process for all stakeholders if the sector and its institutions are not to stand still.

1.2.2 Management development and the pursuit of qualification

Managers perform a central role in any sector or institution. In the water and sanitation sector it seems accepted that aspiring managers seek support for post-graduate study related to their profession, for example engineering. Too often the relevance of these qualifications (content, approach, learning transferability) is secondary to actually being in possession of one.

1.2.3 *The position of training officer*

In many public sectors, including water and sanitation, training or capacity building has often been seen as something of an administrative function. Training officers mainly come from other non-training related disciplines for example engineering or administration. Involvement in training and capacity building is generally not seen as a valid profession in its own right and people who hold managerial positions in this field rarely have any function-specific formal education or training. This means that the skills needed to address the complex demands of ensuring a consistently competence workforce or group of stakeholders are not given adequate recognition as a managerial function or position in the institutional hierarchy.

In the case of the water and sanitation sector this situation fails to make sound business sense given the sheer amount of money that is being poured in to capacity building and training.

1.3   The *Training for Real* Project

History

For over 30 years, the Water, Engineering and Development Centre (WEDC), based in the UK, has been looking at the training needs of engineers working in the water and sanitation sector in low and middle-income countries. From the start of WEDC it has been recognised that there is often a mismatch between what is taught at universities and what is needed by people working in the sector. Many initiatives have been started to try and provide a qualified workforce for the sector, for example the International Training Network for Water and Waste Management originally established under a UNDP-World Bank water and sanitation program in the mid eighties (ITN). However many such initiatives have not been sustainable and have been aimed at mitigating gaps in professional development rather than tackling the cause of the problem.

As part of a DFID funded research programme, a team at WEDC have been looking at ways of putting development of water and sanitation professionals on a sustainable basis that still is flexible and responsive to the sector's developing needs. One of the information gaps identified was the lack of a dialogue between employers (demand) and training providers (supply), making it difficult to adjust training to meet sector needs. University researchers have access to dynamic networks of conferences and journals to keep them up to date with developments, but teaching staff often lack access to up to date teaching materials and methods. The research project looked at methods to overcome these information gaps. The project was notable for the level of support and enthusiasm from partner organisations around the world.

One of the case study countries for this research was Uganda. The timing and focus of the research fitted with current concerns within the Ugandan water and sanitations sector so a country-specific project was designed and presented to the PMC for consideration.

1.3.1 *Purpose*

The purpose of the *Training for Real* project is

"to motivate HRD and training providers to be responsive to the demands of employers so that development of water and sanitation sector staff is relevant. This will greatly contribute to the development of a meaningful sector specific HRD strategy."

This provides the beginnings of a sector-wide approach to human resource development and capacity building and fits with the trend of relating sector activities more closely with outcomes.

1.3.2 Rationale

A number of issues threaten to undermine the aspirations of government with respect to achieving its objectives. These include: project rather than programme based thinking; low technical and functional capacities at all levels; isolated planning and budgeting; weak gender mainstreaming and consumer mobilisation; limited private sector involvement; under developed tendering, contract management, financial management and reporting and the under utilization of funds; weak structures for operation and maintenance and poor on-going support.

Addressing this situation relies heavily on the innovation, skills, knowledge and competence of sector staff including engineers, planners, managers, social scientists, health inspectors and technicians. These professionals must acquire expertise in appropriate technologies, integrated team working, holistic approaches to development and importantly strategic and operational management skills. They must recognise that the poor, rural or urban can be valued customers.

The onus for creating a flexible and responsive sector workforce is placed upon its managers in conjunction with HRD and training officers, and with the support of donors. The current approach to addressing capacity shortfalls is either through academic achievement that is largely gained overseas, and attendance at numerous 'loosely' targeted workshops or one-off training sessions. Given the speed of reform and pace of change the resulting approach to capacity building is, perhaps inevitably *reactive*. This situation may go some way to addressing immediate performance needs (surviving today) but will do little to ensure a sustainable results-based and dynamic service industry (building tomorrow).

In Ugandan water and sanitation sector significant funds exist for capacity strengthening. However four things are immediately apparent:

1. there is an absence of a comprehensive sector wide approach (or menu of agreed approaches) for identifying the competencies that are now required of different cadres and stakeholders;

2. there is a lack of sector wide principles and strategy for short and long term human resource development planning and forecasting;

3. there is minimal networking between the teaching institutions and the water sector employing institutions in as far as continuous professional development and education and training curricula development are concerned; and

4. lessons from the past are not necessarily heeded.

Supply and demand in the context of HRD

There are a variety of stakeholders in capacity building, but they can broadly be broken down into the "supply-side" and the "demand".

"Suppliers" are the universities and institutions (external and in-house) that provide training, learning materials and support for professional development.

"Demand" comes from the employer, employee and stakeholder looking for professional staff development or enhanced capability or competence.

2. Inception activities

Summary

This section relates the methods used in the inception stage.

A steering committee to oversee the inception stage was drawn from key individuals from the water sector, representing a broad range of stakeholders.

Interviews were used to gather facts and perceptions about HRD from a wide range of individuals and institutions. These were backed up the study of **documentation** and **reports**.

Management policy and practice provided information about how HRD is viewed and currently implemented. The Joint Sector Review provided a good overview of the sector and identified priorities by which HRD can be aligned.

2.1 Starting points

This study builds on work undertaken as part of a DFID funded Knowledge and Research Project looking at networks of training organizations and their links with employer organizations and stakeholders. Uganda was one of the countries that provided case studies, along with South Africa, India and international networks such as the International Training Network for Water and Waste Management (ITN).

This particular study was approached by firstly identifying the following starting points.

2.1.1 A focus on developing the human resource

Whilst there are many factors that contribute to meeting goals, this project is concentrating on developing the human resource to support the achievement of those goals. It recognises that there may be various barriers to sector progress and this is only a contribution to overcoming some of those barriers.

In this context HRD and capacity building is not just seen as "training"; access to information, job appraisals and motivation of staff are all included under the remit of making the development people receive "real" and value added. HRD is about people and it should be remembered that the ultimate "client", leading the demand for good professional development are individuals – either customers of institutions who demand good service, or employees looking for career opportunities.

2.1.2 A sector-wide approach

Many training initiatives are limited by institution, which limit their impact in a sector that relies on a complex web of training organisations, government departments, private and public sector, NGOs and donors. The Sector Wide Approach (SWAp) has been adopted to co-ordinate activities, but, to date, has not been applied to capacity building. The breadth of consultation will ensure that a wide range of disci-

plines and a variety of institutions and individuals (from grass –roots to policy level) are informed and involved.

2.1.3   Managing resources

The role of the manager is key to the delivery of results. At every level staff are managers and managed by others. The central role of the manager in developing staff means that it is not an activity to be sidelined, but a core responsibility. However if managers are expected to work with their staff to meet goals, they need the skills and knowledge required of a good "people" manager. They need to understand that human resource development is directly linked to performance.

2.1.4   Gathering information

Measuring indicators is an important way of validating and comparing information. It is recognised that this area of study does not readily lend itself to simple, concrete measurement (where even qualifications are at best crude indicators of an individual's ability to do a job), but if the value of capacity building is to be recognised and its effectiveness monitored, then some level of performance assessment is required.

The study should "triangulate" – that is information from one source (especially based on perceptions and viewpoints) should be confirmed by other sources. If there is a difference in perceptions, then the reasons for the different viewpoints are an important factor and need to be investigated further.

The consultation stage was intended to be broad and inclusive, rather than in depth with a limited number of stakeholders and institutions. The inception stage is the first round of investigation, and should set the foundation for each partner to begin to explore and understand their drivers and constraints and the perceptions of others in the sector.

2.1.5   Developing options

In developing options for phase 1 and the approaches used in the training for real process, the project intends to use local skills, building on what exists. Taking a sector-wide approach implies that gaps may be filled by looking elsewhere in the sector and setting up links between partners, rather than expecting each and every institution to be able to do everything. Making use of existing specialists and expertise is more efficient than reinventing the wheel. However a central part of the project is to bring new approaches and strategic thinking to the sector.

2.1.6   HRD and training is a profession that requires specific skills and knowledge

Just as engineers, sociologists and accountants are specifically trained, HRD and training practitioners equally require a professional set of skills and knowledge. These attributes do not simply evolve but are the result of targeted staff development, education and training. In order for the profession, whatever the origin of its staff, to adequately service the needs of its employer's business objectives, its cadre must be exposed to best practice and learning in HRD. The HRD function needs not

only adequate funding but also the opportunity to develop strategic responses so that it can make a recognised contribution to their sector.

2.1.7 Sanitation

The institutional home of sanitation is divided between three ministries. Whilst this report includes both water and sanitation it centres on MWLE rather than opening up the study even wider to include MoH and MoES staff to any great extent. However these are recognised as key stakeholders who have been informed and are aware of the project, and will need to be fully integrated into phase 1 of the project.

This stance also takes in to account that, at the time of the inception phase, the sanitation sector was itself getting to grips with new and timely technical assistance. It is anticipated that by the beginning of phase 1 the direction and objectives of the sanitation sector will be better defined.

2.2 Round table meetings

Although the consultation was planned to be broad, there are a number of important individuals who have a key role in capacity building from both the employers and provider institutions. Not only do they have HRD as a substantial remit in their own work (e.g. as training officers) they have a broad view of the sector and can speak for a wider group of stakeholders. It is envisaged that a *project consultation group* based on this group of people will emerge to provide oversight of phase 1. Minutes of the meetings so far are included in the Appendices. Whilst the PMC has the main management role for this project, the advice and contributions from a more focused discussion amongst informed parties provides a good sounding board to test both the findings and the recommendations of the project team.

2.3 Stakeholder mapping

2.3.1 Purpose

The initial mapping of stakeholder interest, activity and institutional arrangements informed the recommendations for Phase 1 of the Training for Real project. Specifically it gave a detailed overview of HRD, training and capacity building in the sector, rural, small town and urban. It assisted in making decisions in to the degree to which longer-term institutional arrangements (post Phase 2) could be identified at the inception stage. Therefore, while it was not expected to have all the answers it was expected to be as comprehensive as it is reasonably able to be. This was especially in respect to how to triangulate the information obtained and the breadth of stakeholders to be included.

The aim was to establish an efficient method of collecting information and at the same time inform stakeholders of the overall purpose of the project. Ensuring continued interest in the work should help in ensuring demand for any subsequent activities.

2.3.2 The focus

The Inception Phase looked at all activity, including HRD across the sector: rural, growth areas, small town and urban. This was from the demand-side (employers) and the supply-side (the trainers and academics). Specifically this looked at water supply and sanitation, (excreta disposal) rather than water resource management or Water for Production unless this provided useful information.

Demand-side focus

The interest was in the HRD and training of engineers and other staff. The research did not extend to the community. Basically it looked at those people who are responsible for ensuring service delivery to consumers. For example: technical staff with diplomas, operators, environmental health inspectors, supervisors, district managers, customer service personnel and all levels of management.

Supply-side

The interest was in the main faculty, and department(s) (as well as employer in-house training e.g. NWSC training centre) that deal with the education of engineers and technical staff, including environmental health inspectors. This looked at what is taught, to whom, at what level and who teaches it. The focus was on graduate, post graduate and professional development (short courses for the water supply and sanitation sector industry), but the whole project cycle was also included, to include construction staff and technicians.

2.3.3 Approach

The stakeholder mapping for demand and supply sides was conducted through a series of interviews with people representative of each stakeholder group supported by relevant documentation. As far as time allows the aim was to see more than one person in each stakeholder institution. This approach built a picture of HRD policies, strategy, activity, budgets and physical and human resources.

The interviews were semi structured and for the major stakeholders lasted between 2-3 hours (with follow up visits). Time for preparations, document sourcing, cross-checking, writing-up and liaison with WEDC staff was in addition to this.

Each interview was recorded in the form of retained interview notes and a comprehensive write up, but not an analysis of the information although judgements were made as to whether the interviewer regarded the information as reliable.

Institutional timeframes

As a marker, the information looked at the last 3 years, what is presently happening and any plans for the next 5 years (this later period especially needed documented backup).

The interviewer looked for facts, preferred HRD /training/ capacity building practices and norms, actual activities and the perceptions of those involved.

In order to triangulate data, and in preparation for Phase 1 the interview was supported by as much written documentation as possible. It was important early on to try and establish fact from opinion. The interviewer attempted to find out what evidence existed for the effectiveness, or otherwise of the various activities, and looked for any evidence of measurable indicators, what these were, whether they were used and who set them.

2.3.4 Document reviews

The collected documentation was then collated and reviewed to see what is being written down (or not) concerning HRD. These documents were not restricted to HRD/ training issues, but general operational and policy activities. [The documents reviewed are listed in Appendix].

2.3.5 Other initiatives

HRM is a core management activity, and as such, was covered by "mainstream" management meetings and documentation. A key example is the Joint Sector Review, which, although not focusing on HRM and HRD, made reference to staffing issues. These need to be recognised and recorded as they often have more importance within the sector than specific capacity development or training activities.

Other activities that fall outside a limited view of capacity building but still provide staff with the skills and knowledge required for their work, such as resource centres, professional institutions and guidance documents, will also be included as indicators of the state of professional development in the sector.

2.4 Risks and assumptions

In planning the consultation exercise it was recognised that not all the interviews would be possible within the timeframe and not all interviewees will be able to provide all the information requested. Indeed, not being able to provide information can reveal something about the status and knowledge of HRD within an organization.

It is assumed that stakeholders buy in to the TFR and associated ideas at concept stage and also remain committed to participation in its development Stakeholders must be willing (and able) to share HRD information in an objective manner.

3. Consultation[3] and analysis

Summary
This section provides a summary of the information gathered and assessed during the inception period.

The need for capacity development is obvious across the whole sector, to greater or lesser extents.

A sector-wide strategy and approach to HRD is lacking; good practice is not shared and resources are inequitably distributed. Barriers to performance exist at various stages of the project cycle, but these gaps are not being prioritised. Not all the stakeholders have a voice in decision making regarding HRD direction (especially the large number of smaller institutions that probably constitute the majority of people working in the sector).

Employers vary in their HRD performance, with some excellent practice contrasting with an obvious lack of capacity in others.

Suppliers have the potential to deliver but need to know more about the demands of the sector and who constitutes the 'customer'.

There is a general **willingness** to work as partners, but duplication and repetition are common issues, perhaps due to lack of communication and knowledge sharing, rather than explicit competition.

Funding does not appear to be a limiting factor at the moment, but allocation of the funds does not reflect sector wide needs or goals. Presently any information about HRD investment does not feed back to reflect future resource allocations or the development of operational frameworks. Indeed the question has been raised is money allocated inefficiently to capacity building?

Indicators of performance and therefore impact in HRD are generally lacking.

Career paths and opportunities need to be more explicit to individuals.

3.1 Round table meetings

3.1.1 Inception meeting

The initial round table meeting allowed key partners to confirm the basic approach of the inception phases, such as the main stakeholders in capacity building in the water and sanitation sector, the drivers for change and identify a variety of initiatives. As such this exercise set the process for the inception stage and provided a common level of understanding about the project and the status of capacity building in the sector.

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[3] The records of the consultation process are included in the appendices. This chapter only summarizes and comments on the findings of the inception stage.

The first round table meeting was also a consultation exercise in itself. It provided an opportunity for a sector-wide sharing of capacity-building activities and meeting professionals working in the same field.

3.1.2 *Reporting on the second round table meeting and consultation*

The second round table meeting was facilitated at the end of the inception period. The participants commented on the main inception findings and the process adopted to gather the information. A number of options regarding the way forward were presented and a discussion that included affirmation about:

- The need for direction in HRD and capacity building in the sector

- The lack of professional recognition afforded to management of the HRD function

- The need for skills to take HRD forward in a manner that adds tangible value to the sector and raises the profile of this critical function

- The continued need for strategic partnership development between the demand-side and the supply-side in HRD

- The fact that presently the demand-side has problems in articulating what it requires from suppliers of HRD an d training.

The participants reaffirmed their commitment to the continuation of Training for Real, the timeliness of the initiative and relevance to their work. From the options before them it was agreed that the project team should find innovative ways to assist the sector to establish more effective training programmes, account for that investment meaningfully and develop sector wide strategic HRD direction.

3.2 Stakeholder groups

Sector-Wide Approaches

The sector-wide approach accepts that a single institution cannot deliver sector goals by itself. The same is true with the specific issue of capacity building. Training district-level staff in contract management is not going to be effective if the private companies and NGOs that are being contracted to do work do not understand the contract process. Training must include all groups to ensure they have a common understanding - in both level and scope. A similar pattern is apparent vertically - a district-level contracting course needs to be determined by national expertise - especially if guidelines and regulations are being developed nationally. Contract management expertise needs to be developed therefore at a national level so that it can inform, direct and support local capacity building. The inclusion of grass-roots organisations, where appropriate, is also required - and determining what is reasonable for them to know, understand and be responsible for also requires a broad understanding and knowledge.

Co-ordination is therefore essential between sub-sectors (national and local government, private and NGO / CBO sectors), between funders (donors, international NGOs and multilateral agencies) and between levels (grassroots, district, national and international). The large District level programme supported by the World Bank

does need to relate to sector needs and priorities if it is to have any strategic impacts and lasting effects.

3.2.1 Government

DWD

As the prime stakeholder in the water sector, DWD has an important role to play in coordination and provides a hub for SWAp. This concentration of expertise and institutional focus can have a large impact on the rest of the sector. DWD is currently going through a process of institutional change, to reflect the changes in the sector, such as decentralisation. These internal adjustments however should not distract the organisation from its central role in the sector. Short-term alteration in its roles and responsibilities should not overshadow a longer-term perspective. Recent developments in training personnel appear to provide a clearer structure on which to base both internal and external human resource development.

NWSC

As a government organisation with a fair degree of management autonomy, NWSC have undergone an institutional renaissance over recent years. Whilst some areas still require attention, the performance of managers, including the HRD function is a good illustration of the importance of investing in staff and the difference it can make to an organisation's achievements.

Positive actions are the existence and use of staff job descriptions and frequent, meaningful appraisals.

MWLE

Ministry and Directorate HRD staff work closely together, with Ministry staff liasing with DWD. These links allow the special sectoral focus of DWD to be communicated easily to the Ministry structure.

MoH

The MoH has involvement in the water sector, especially with respect to environmental health, rural sanitation, hygiene promotion and district health inspectors.

Sanitation

This report appears to focus more on water than sanitation. This reflects the current focus of the sector, which is still dominated by water supply. However, a current programme of the Environmental Health Division of the Ministry of Health/ Water and Sanitation Program is looking at providing support for capacity building to this sub-sector. This programme has only recently completed its inception phase and has not made any concrete proposals to date, but the programme for the year ahead fits with the proposed TFR project. Consultation on sanitation within TFR was deliberately limited (e.g. key institutions like Mbale School of Hygiene, but not local health inspectors) as this would duplicate or repeat the more in-depth work being carried out by EHD/WSP. The focus of the TFR project has also shifted from specific training needs (e.g. management skills) to a more generic approach, developing HRM and HRD expertise so the sector can develop its own strategies and plan for the future.

MPS

The Ministry of Public Service is introducing a more strategic approach (based on the PEAP objectives) for civil service HRD (Capacity and Performance Enhancement Programme – CAPEP). This follows good HRD practice, with clear plans to be developed and any investments in training monitored for effectiveness. The rationale for the CAPEP scheme sets out a clear justification for changing the way professionals are developed within the Uganda civil service.

CAPEP

This project has been focusing on a particular sector. Other capacity building initiatives are also in various stages of development. A significant programme, to start in 2004, is the World Bank funded Capacity and Performance Enhancement Program (CAPEP) . This wide-ranging project is targeted on developing the performance of the civil service in Uganda.

"CAPEP will support capacity building in Ministries, Departments and Agencies (MDA) within a results-based performance improvement framework in three important ways.

Firstly, by fostering coordination of the ongoing and planned disparate initiatives so that they dovetail into a coherent framework for improved service delivery. Hence, CAPEP will support capacity building and performance improvement only in those organizations demonstrating commitment to achieving the objectives of their sector plans, Medium Term Expenditure Framework, Output-Orientated Budgeting and Results-Orientated Management through clear implementation plans.

Secondly, CAPEP will make funds available to build the capacity needed for effective and sustained implementation of the programs, including supporting required systems and processes.

Thirdly, the program would fund capacity building activities for multi-MDAs needs that could arise from the implementation of broad public service improvements."

How this programme will be introduced into the water sector will be explored in phase 1, to ensure coordination and prevent duplication or repetition.

Ministry of Gender, Labour and Social Development have taken the lead in producing a range of good printed guidance material, but the distribution mechanisms are not clear.

Costs and benefits of training.

Identifying the total expenditure on capacity building throughout the whole sector has not been possible within the time period of this stage but has been identified as an important indictor for subsequent stages. Capacity building expenditure may come under MWLE, MoH, MGLSD, MLG, MOES districts, NWSC self-generated funds, directly from donor partners or NGOs, private companies and from individuals investing in their own careers. From the interviews, it was found that budgets were not always available. Also, the definition of "capacity building" is sometimes used loosely, with "soft" community development programmes sometimes being considered capacity building rather than project implementation whilst changes to administrative structures not considered, although that is an important strand of HRM.

However, in order to get an indication of the scale of funding, MoFPED figures show the following trend in expenditure.

Water and Sanitation Investment Trends
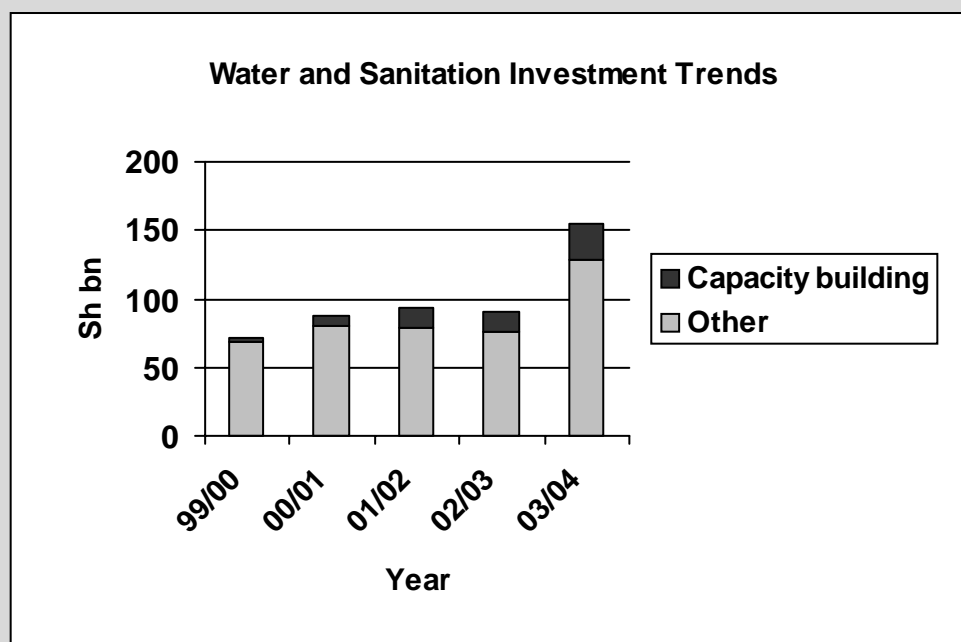
The budgeted figure for FY '03/'04 of 17% of USh 155.83 billion for capacity building (USh 26.5/= bn) does not include ad hoc training as part of other more specific programmes. This figure is more than the budgets for Water for Production and Water Resource Management combined.

The NWSC training budget is USh 150,000,000/= (US$ 7,800) annually

A discussion in the 2003 Joint Sector Review (paper 2) looks at the cost effectiveness

of capacity building. The cost of "sector specific district capacity building and consolidation of institutional ands sector reforms" is US$ 27.7 million over 5 years whilst the funding for actual water supply investments over the same period is US$ 74 million i.e. capacity building is 30% of the total investment in the rural water sector. The paper states that previous experience indicates that this may be wasted due to poor staff retention. However the counter argument is presented that physical investments will also be a waste of resources if they are not managed and maintained. Having 30% of rural water facilities not functioning due to poor maintenance is a significant factor in reaching sector goals. If capacity building can reduce this by only 1.2%, then the money would be a worthwhile investment.

"On the other hand capacity building has to be effective and well coordinated. US$ 27 million can easily be wasted in training programmes, workshops and seminars of little use and where the bulk of the cost is spent on allowances, food and conference facilities. This is the real challenge; i.e. to provide relevant cost-effective training, eventually resulting in the assumed sustainability improvements. A certain amount spent on a training programme requires a lot more personnel resources than the same amount being spent on hardware."

The issue therefore is to recognise that a significant amount of money is being spent on capacity building without a clear strategy, indictors of performance or senior management responsibility within the sector-wide context.

Other government departments and agencies, such as the National Environmental Management Agency, the Ministry of Agriculture, Animal Industry and Fisheries and the Ministry of Education and Sport have an interest in the capacity of the water sector to deliver.

3.2.2 Private sector and NGOs

The expertise provided by both the private sector and NGOs is centred on implementation (both types of organization provide both hard ware and community services). Despite the institutional differences between the two types of organization, they share many of the same characteristics, strengths and weaknesses. In the field it would be difficult to differentiate between work being carried out by the many organisations.

Clear capacity gaps are evident and this is coupled by low levels of training, lack of clarity in roles and a limited voice in the sector-wide process, despite their essential contribution in actually delivering sector goals. Some of the gaps are clear, such as management and organisational skills. However, barriers to adequate performance include institutional arrangements (especially in procurement processes). Some of the barriers are external to the private sector and NGOs, such as the perception of these organisations by others.

These particular groups form the biggest challenge, due to their critical contribution to the sector goals being spread amongst a wide variety of organisations (in terms of size, motivation, expertise, location, structure and institutional age).

3.2.3 Educational and training

Academic institutions including Makerere University, Kyambogo University and the Mbale School of Hygiene mainly focus on diploma, graduate courses and limited commissioned research. There is limited emphasis on capitalising on the growing professional development market although latterly the Uganda Management Institute has become engaged in continuing professional development for water and sanitation and health sector staff. NGOs and the private sector also feature, for example the DWD's Technical Support Units (TSUs) whose primary function is to provide capacity building support to districts are facilitated either by SNV or private consultants. WaterAid, NETWAS-Uganda and UWASNET are also key actors in strengthening sector capacity especially at sub-national levels. Service providers also conduct in-house workshops and one-off training sessions and there are organisation based training centres (NWSC). The tradition of obtaining post-graduate qualifications overseas remains high especially for recent graduates in the sector. The curriculum and thrust of course delivery depends on the provider; academic institutions remain heavily biased toward theoretical engineering and technical courses while in-house training is reacting to emerging market-led management and commercial skill areas (e.g. procurement, financial management). The quality and impact of such training investment is largely unknown.

A critical aspect of education and training development and delivery especially at university level is low motivation. Morale in these institutions is patchy, a result in part of low salaries and little incentive to take initiative. Staffing levels are also poor and most staff, unless engaged in private consultancy work have little if any contact with field realities. Graduates at all levels quote lack of practical experience at university causing problems when starting work.

In addition to the above constraints many institutions have poor institutional memories and a lack of recent, sector-relevant learning resources and reference material. Knowledge management is an unexplored concept as are client-driven approaches to business development and income generation although there is a stated willingness to learn. However the current situation has resulted in a scenario where there is little or no recognition of potential new markets and a subsequent lack of strategic positioning by education and training suppliers to respond to changing environments and sector demands. This means that partnerships between training institutions (supply) and sector employers (demand) are few or where they exist poorly sustained.

Private students

An emerging area of demand is the increased enrolment of privately sponsored students, who unlike their counterparts provided for by government based on requirements in government departments, have to be competitive in the job market. Training institutions need to respond to this by proving that their products are highly competitive, providing courses whose content is based on prevailing needs and best practice and in a format attractive to private students (e.g. part-time, evening or distance-learning).

3.3   Other initiatives

3.3.1   *Joint sector review*

2002 Review

The review had three objectives:

1. To assess progress and performance in relation to policies, resources and previous undertakings;
2. To seek policy guidance in strategic areas and agree on key strategic undertakings for the forth-coming twelve-month period; and
3. To contribute to overall capacity development and awareness-creation among sector operators and stakeholders.

This provided ample evidence that building the capacity of stakeholders is a recognised issue, for example:

- In the rural water and sanitation paper, of the 12 log frame outputs, four directly address capacity building and it is implicit in four more outputs.
- The paper on small towns focuses on the changing institutional environment to develop the sector's use of resources rather than specific training (e.g. using private operators, setting up an Asset Holding Authority, recognising the importance of gender).
- NWSC shows the importance of Human Resource Management (HRM) in large towns, with the "Stretch Out" programme to motivate staff and increase organisational performance.
- Water for production is still in a state of flux, with debate over the next steps, but the need for assessing the sector's human resource has been identified.
- Water resource management recognised human resource development in 1994, so now 70% of technical staff are postgraduate level, with continuing professional development.

2003 review

The 2003 review continued the discussion of capacity development, especially in water resources. The Review however concentrated only on a few key themes. Two specific areas of debate were:

- Value of capacity building versus capital investments in infrastructure.
- Staffing of District Water offices – based on costs rather than available staff and an accurate picture of human resource requirements.

These demonstrate the need more information on the value of the human resource in the sector.

The Memorandum of Understanding at the end of the review covered:
- Sector funding, co-ordination and management
- Sanitation
- Performance measurement
- Operation and maintenance/ sustainability

All of these issues have both specific and generic staffing requirements.

3.3.2　Performance Measurement Framework

"As the pressure on public expenditure increases in the medium term, each sector's capacity to demonstrate credible performance will be the ultimate determinant of resource allocation [4]"

Performance measurement was one particular issue that was discussed at the 2003 JSR. The current development of indicators is aimed at assessing the impact that allocation of resources has on sector targets. A performance audit allows managers to see how effectively and efficiently they are working. Some indicators are relatively straight forward, such as capital investment per person or available water storage capacity, but others are less clear, such as the quality of staff. Monitoring performance of staff and assessing the value for money of investments in people in the sector are just as important as assessing the performance and value for money of vehicles or computers. The performance measurement framework document recognised staff as one of the major inputs into the sector, alongside financial resources.

This impinges on HRD in three ways:

1. There will be a requirement for staff to be trained in collecting and analysing the performance indicators.
2. There will be a need to develop 'level three' indicators for HRD activities (to assess the impact of training)
3. The use of indicators should begin to show areas of poor performance in the sector, allowing HRD activities and investment to be targeted.

3.3.3　HRD specific indicators

Knowledge and understanding of the need and role for capacity building and HRD specific indicators is in its infancy in the Uganda water and sanitation sector context. Presently the evaluation of a training intervention goes no further than an end of course questionnaire. In some cases evaluation is contracted out rather than integrated as a routine component of good practice.

Looking back some work in the area of indicators of institutional capacity was started to assist the district to perform successfully in its partnership arrangements[5]. Headings included autonomy, leadership, management and administration, commercial and customer orientation, technical capability, developing and maintaining staff and organisational culture. This work would benefit from further investigation by stakeholders during phase 1.

3.3.4　Resource centres

Capacity development is not just centred on training. Access to information and other resources is essential to ensure best practice and continuing professional de-

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[4] Issues paper no 1; General Sector Issues and Reform 3rd Joint GoU/ Donor Review of the Water and Sanitation Sector, September 2003. MWLE, DWD

[5] See a series of reports by Neil Carefoot (HRD-ID Advisor) RUWASA Phase IIA, 1998

velopment and support. The proliferation of resource centres demonstrates the lack of co-ordination and strategic action in this area. Resource centres and libraries exist in:

- MWLE, Kampala
- DWD Luzira
- NWSC training centre Bugolobi
- UWASNET offices, Bugolobi
- Training institutions (e.g. the "Book Bank" at Makerere, NETWAS offices, Kyambogo)

A series of satellite resource centres is also planned, with the assistance of IRC's resource centre development programme (RCD). Duplication and scattering of investments decreases the quality of these initiatives. Reports on information and documentation centres have been repeatedly produced, without identifying the issues that would make the resource centres more sustainable. Supply seems to dominate and not interact with demand in any meaningful manner. Duplication and repetition indicate a lack of coordination and strategic planning rather than a healthy competitive market.

3.4 Capacity gaps

Although this study did not set out to identify specific capacity development requirements, some pattern has emerged of gaps in capacity in the sector.

3.4.1 Management v technical skills

As an individual progresses through his/her career, a common pattern is the shift from technical issues to management responsibilities. The proportion may vary from\ institution to institution, for example some technical experts (e.g. in water resources) may concentrate on scientific issues for the majority of their career and will need a high level of expertise at an international level. On the other hand, some individuals are assigned managerial responsibility at an early stage (before "they have got their hands dirty" with practical field experience), without the technical knowledge that they require to make effective decisions. This applies to some government officers and also consultants in the private sector.

Human resource development needs to reflect this need for changing responsibilities, but not all the skills and knowledge can or need to be provided at the start of a person's career.

These management skills are not just restricted to people at the top of an organisation. *Fundis* working with a few labourers, local government officers, directors of small NGOs, managers of medium contracting firms and leaders of teams within government need to manage staff, money and resources and need the skills to do so effectively.

Shift from technical skills to management
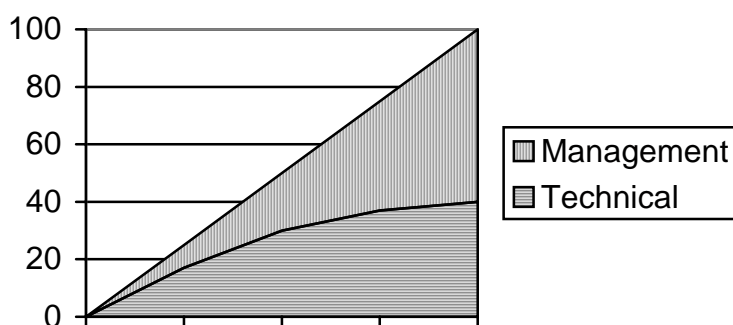
Changes in job responsibilities over a career

3.4.2 "Appropriate" technology and processes

The range of technologies used by the sector is extreme, from complex computer modelling of isotopes in hydrology to simple protected springs. Whilst the technical areas are mostly understood, the supporting activities still need developing, such as appropriate models for community engagement in IWRM or the development of contracts to suit very small-scale contractors (hardware or community services). Capacity to develop these areas needs support. Specific areas include:

- General contracting and procurement skills
- Gender and other socio-economic aspects, as they relate to technical issues
- A customer focus (more easily appreciated by technical staff than the abstract concept of "demand").

3.4.3 Generic skills

Whilst individuals identified particular skill or knowledge gaps, there was also a repeated demand for more generic skills, such as report writing and reading, analytical ability and team working. These were independent of institution, career level or discipline and were seen as important capacity gaps by both employees and employers.

3.4.4 Institutional home for a potential HRD network

One of the objectives of the consultation was to identify an institutional home for a potential HRD and capacity building 'network' of demand- and supply-side stakeholders. This developed in various ways. The emergence of the urgent need for guiding principles and strategic direction in HRD and training, more effective strategic HRD planning and support to HRD managers altered the purpose of the network. None of the institutions interviewed had the correct mix of existing capacity, independence, strategic position and HRD skills within the sector to fill the role at the present moment, a factor that has been taken into account when preparing options for the next phase.

3.5   HRD strategy, or lack of

The UWASNET capacity building framework sums up one issue relating to the direction of HRD in the sector. It concluded that until an NGO knew where is was going, what its role and remit was going to be and who within the organisation was going to carry out each task, specific training needs could not be identified. This scenario is repeated throughout the sector, with training often being supply-led (offered by donors or educational establishments rather than demanded by employers or employees), based on short-term needs and uncoordinated.

UWASNET Capacity building framework

In 2002, UWASNET commissioned WELL to develop a capacity building framework. This did not go own a conventional Training Needs Assessment pattern, but used a participative process for the NGOs to develop their own framework. A sequence of capacity building activities was identified, starting with assisting NGOs to carry out an appraisal of their own organisation, followed by identifying the capacity gaps that prevented them from reaching their goals. Only when they had a clear plan could they apply for funds for training or other activities such as study visits or consultancy services.

In the majority of the institutions consulted HRD strategy simply does not exist. Nominations for training and support for continued professional development is at best 'ad-hoc'. The exception is NWSC. This situation is symptomatic of

- The need to be seen to be producing training plans and so spending training budgets, regardless of objective assessment of need

- The high demand for mainly steer less workshops as a means of motivation, access to allowances and benefits

- Poor, or no impact analysis of training and capacity building both in direct investment terms or the enhanced capability and productivity of people trained

- An absence of HRD and training professionals with relevant experience, access to best practice and the incentive to do change current 'fire-fighting' practices

- Recognition of the stresses and strains associated with uncoordinated HRD programming, a lack of systems, managerial authority and poor internal customer relations

- Little conceptual understanding or practical experience of the impact an effective and highly tuned HRD function can have upon an organisation and achievement of sector objectives.

The sectors financial plans are made for several years in advance, yet funding can be altered within a relatively short time frame. Human resources take much longer to develop, for example 15 years for a senior hydro-geologist. Plans need to be made to ensure that the supply of suitable staff is available to complete the tasks required in the future. This will relate to institutions and the sector as a whole, with some roles filled through staff development and others through external appointments.

At an individual level, people need to be able to see a career path and plan accordingly, based on job opportunities and the skills required.

3.5.1 The workshop culture

In Kampala alone the sheer volume of sector related workshop activity is astounding and cause for concern. People talk of trying to balance the boredom of workshop formats with the need to attend and obtain allowances. Productivity, although as yet unproven has to be seriously impeded by regular, unmonitored attendance at sector workshops. This 'workshop' culture is doing little to promote the strategic importance of an effective and efficient HRD function and sector wide capacity building approach. There is an urgent need to question the motifs of all concerned with the rolling out of development programmes via so-called capacity building workshops.

3.5.2 Suppliers meeting demand

One of the original assumptions behind the research that led to this project was the inertia between "suppliers" reacting to the changing demands of employers. Whilst this may still be the case, the inability of employers to describe and forecast their human resource needs is a larger barrier to efficient capacity building than the development of appropriate courses.

3.5.3 What is capacity building

A general finding was the lack of a common understanding of capacity building, training and professional development. In some cases, capacity building was any "soft" activity such as community mobilisation and promotional activities. Work based workshops were also viewed as training when in fact they were part of a project (e.g. a meeting in workshop format is capacity building, but a normal meeting was not regarded as such).

3.5.4 Management of HRD and capacity building

Currently capacity building focus and expenditure is largely planned and managed in the absence of specific technical HRD expertise, with the exception of NWSC. This situation is recognised by post holders, employees, external agencies and management alike. Individual post holders have attended a reasonable spread of training and planning related courses and workshops but their work remains frustratingly one of coordination and logistics rather than integrated thinking and strategic management. HRD professional bodies
The Human Resource Management Association of Uganda was established in 1999 and interestingly the water sector provided an early president[6]. Yet the sector in general is not represented and therefore is not taking advantage of the support it could potentially obtain from participation in this professional body. The association has public and private sector participation bringing contemporary approaches to HR issues. Links and collaboration with the association should be relatively easy to develop. In this vein NWSC member is already raising awareness of the TFR project with the associations current president.

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[6] MR Lapenga, NWSC

3.5.5 Value for money

Lack of strategic direction, lack of developed, accepted and used indicators, missing training needs assessments based on realistic job descriptions, the lack of a systematic approach and no impact assessments mean that in many cases, expenditure on capacity development cannot be justified. That is not to say that training is not needed – in fact the evidence is the reverse, that better staff development would be money well invested, but that current HRD practice in many parts of the sector is probably inefficient and ineffective. There are some cases that do seem to have mastered HRD and the performance of their staff demonstrates the value of the investment made in them, for example NWSC.

4. Options for way forward

Summary
This section relates to the options presented to the second roundtable meeting.

The original proposal (**option A**) would fill some of the gaps identified, but would still not produce any strategic change.

Option B would solely address the development of a strategy, but this would limit more visible and concrete activities

Option C was accepted at the roundtable meeting, and this was based on using professional development activities (focusing on HRD professionals across the sector) to increase skills, knowledge and motivation that would in turn facilitate sector professionals in developing a sector-wide HRD plan that meets national needs. Equipping HRD professionals with the required capacity would enable them to both own and deliver the strategy, as well as altering it to meet the changing needs of the sector.

4.1 Options

In light of the findings the following Phase 1 options are presented for consideration.

Option A

Continue the Training for Real project as planned, meeting immediate demands, but not necessarily meeting longer-term objectives

Option B

Concentrate on developing a longer-term HRD strategy, but not producing any immediate outputs

Option C

Adapt the existing proposed Phase 1 to reinforce the strategic component, combining a longer-term view with some immediate visible outputs and improvements

The project team and the stakeholder round table group recommend option C.

4.1.1 Option A:

Continue the Training for Real project as planned, meeting immediate demands, but not necessarily meeting longer-term objectives

This option takes account of the fact that the findings indicate an overwhelming demand for effective HRD and training that is geared to joint sector aspirations and objectives. The original phase 1 proposal is written from this stance and still will go some way to fulfilling these needs. However, the original proposal assumes that the demand-side (employer(s)) is ready and able to articulate its HRD and training

needs (at an institutional and sector level) to the relevant trainers. The findings point to the fact that this is clearly, and for quite legitimate reasons not the case. The recent Joint Sector Review (September 2003) demonstrated that while the sector does have clear direction, with priorities and focus areas to implement its overall strategy this is not backed up with an equally clear vision of how people can deliver what is asked of them. Proceeding with Option A would go some way to supporting the efforts of the sector (improved HRD and training co-ordination, more focused training content and targeted events) but it risks missing a key expressed opportunity - that is to support the development of a HRD and training strategy for the sector.

4.1.2 Option B:

Concentrate on developing a longer-term HRD strategy, but not producing any immediate outputs

The urgent need for a longer-term HRD strategy for the sector is clearly evident and the willingness and motivation to develop one is apparent amongst the national level stakeholders consulted during the inception phase, at least at an individual institution level. However the sector wide approach (SWAp) means that institutions away from the centre, district and local government, NGOs and the private sector should also approach the development of their people and institutions from a strategic perspective. Continued failure to do so will exacerbate the current situation of short-term training and development plans to fill immediate capacity gaps rather than shape a cohesive body of stakeholders and institutions that are responsive to a dynamic sector in the longer-term.

A balance needs to be struck between putting in place the skills required for today (necessary fire fighting) with step-wise investment in the development of people and institutions to meet the demands of tomorrow (it takes fifteen years to develop a senior engineer!). Strategy for HRD in the sector will be systematic with a logical order of inter-connected activities (a training needs assessment of individuals is inefficient if the structure and post that each is expected to perform is in a state of flux). Activities should be able to accommodate immediate training needs within longer-term requirements. While contracting the development of such a HRD strategy is reasonably straightforward the risk remains that the exercise will result in a glossy report that does little to improve the sector's understanding of why strategic investment in people and institutions is preferable to repeated cycles of reactive training and workshops.

Even if a strategy were to be produced, it requires skilled staff to implement and adapt it to ensure it delivers what is required and can respond to the changing needs of the sector. Developing a strategy without developing the capacity for it to be delivered is not effective, efficient or sustainable.

Without a sector wide approach to establishing priorities and ensuring synergy in respect of HRD, the academic and training community cannot be expected to effectively respond to demand. For example, is their 'customer' the district, the contractors (NGOs and private sector) or the departments within national institutions? Should they be working with all or targeting their efforts? Should they be responsive or stand back and continue to be mainly reactive? This does not mean that

all sector institutions have to speak with one voice but it does require that each agree a common understanding of overall *strategic* direction in HRD for the sector.

4.1.3 Option C:

Adapt the existing proposed Phase 1 to reinforce the strategic component, combining a longer-term view with some immediate visible outputs and improvements

This option takes in to account the compromises that would be levelled if Option A or B were pursued and the following factors:

There is a pressing need to

- align all HRD, training and capacity development with SWAp priorities and planning

- strengthen the skills and strategic management capacity of those responsible for devising and implementing well targeted and effective HRD across the sector

- bring together the above people with those responsible for managing human resources (allocation, appraisal) to ensure improved interpretation of the sector's requirements for skills, how performance is measured and the continuing professional development of its people

- agree methods and systems to effectively forecast human resource requirements and to retain highly skilled people in the sector

- make sure that the sector can adequately articulate its HRD, training and capacity development needs to those who can provide it

- not repeat the efforts and mistakes of the past by recognising past weaknesses and improving collaboration and coordination across the HRD function, sector wide.

Option C recommends taking the best from the original phase 1 proposal and introducing a means of facilitating the joint sector review and development of HRD strategy that will allow for the particular needs of its institutions. The main features of this option are:

- A focus on assisting HRD staff to develop, deliver and adjust a sector-wide HRD strategy (rather than developing a strategy externally and not providing the capacity to implement it). This will be based in the widening context of the personal, institutional, sector, national and international environment.
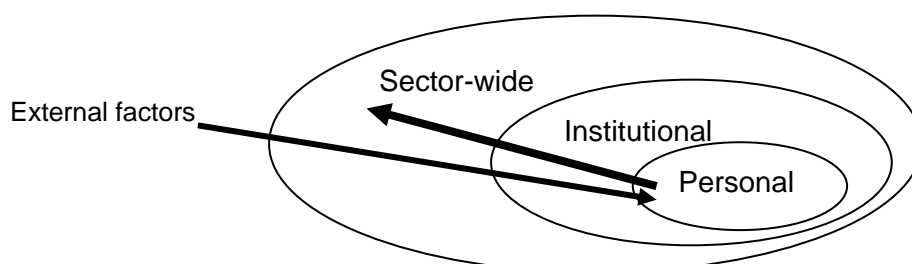
Figure: the capacity building environment

- Looking at the web of factors that all feed into effective capacity development (training course selection, development and delivery, training materials, sources of material) and identifying immediate areas for co-ordination, improvement and sharing of best-practice, based on measurement of performance.
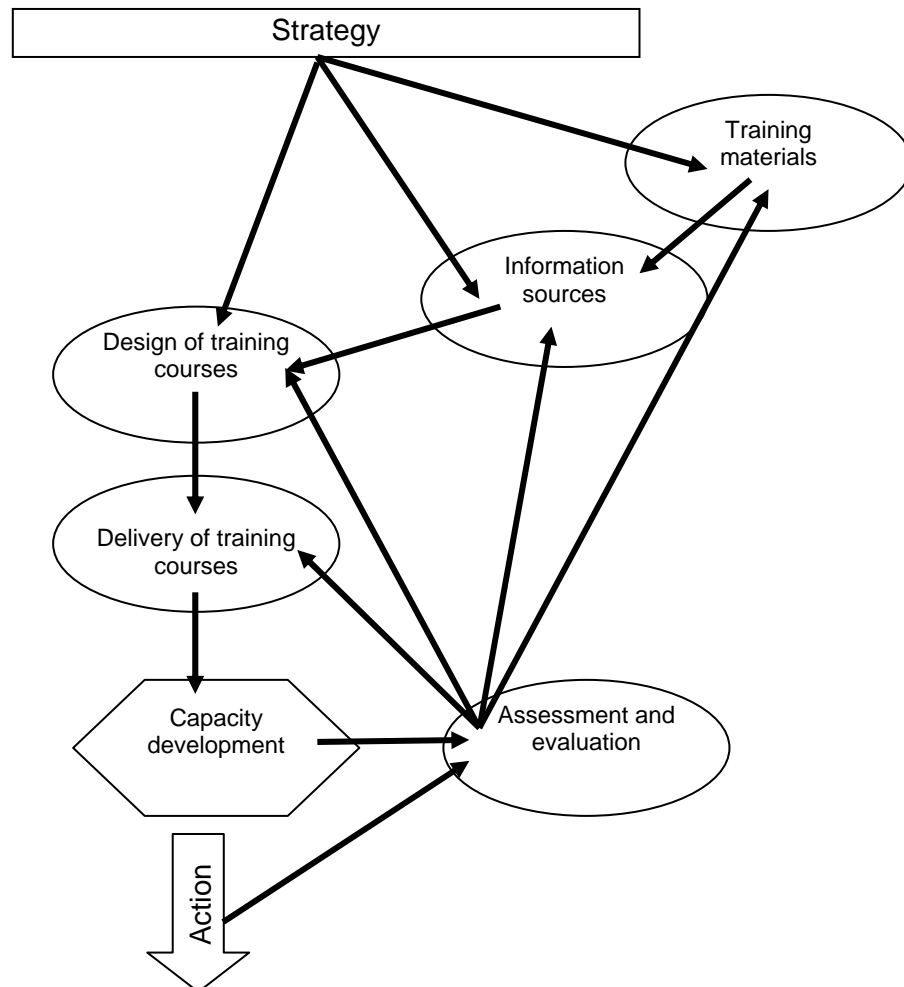
Figure: the web of factors leading to improved performance

Above all Option C will endeavour to coach the skills of national players to pave the way for the development of HRD strategy that is fit for purpose and internally developed. The focus will be on incremental achievement through systematic piloting and exposure to workable models and concepts. Option C allows those concerned to look locally, internalise what HRD good practice is about and the benefits it can provide so enabling them to guide and facilitate others more successfully, especially the district level.

5.   Inception phase: recommendations

Summary
This section details the recommendations for phase 1.

Option C is recommended. In the revised proposal for Phase 1 there are 7 interrelated outputs as follows:

Output 1: Key national level HRD staff in the sector orientated for participation in TFR Phase 1 activities (new output)

Output 2: Strengthened HRD capacity to develop improved sector wide HRD strategy (new output)

Output 3: HRD activity to impact mapping (mapping of recent HRD/training practice and delivery and stakeholder assessment of impact against sector objectives) (revised output)

Output 4: Piloted capacity development tools, approaches and delivery methods in agreed training areas to strengthen HRD practices in key national level HRD functions (retained but adapted output)

Output 5 :Sector HRD information and knowledge management support to suppliers (retained but adapted output)

Output 6: Post Phase 1 secretariat (identified and agreed) (retained output)

Output 7: Progress reports and Phase 1 final report presented to relevant body (new output)

5.1   Revised proposal for Phase 1

Option C is recommended. Phase 1 is designed around 7 interrelated outputs (see figure below). The logical framework is somewhat complicated because of necessary cross-referencing however the activity matrix provides clear indication of what will happen in practice.

Phase 1 will also have to balance both the development of long-term objectives within a series of shorter-term activities and outputs.

The following text explains the rationale for each of the outputs and the envisaged main activities.
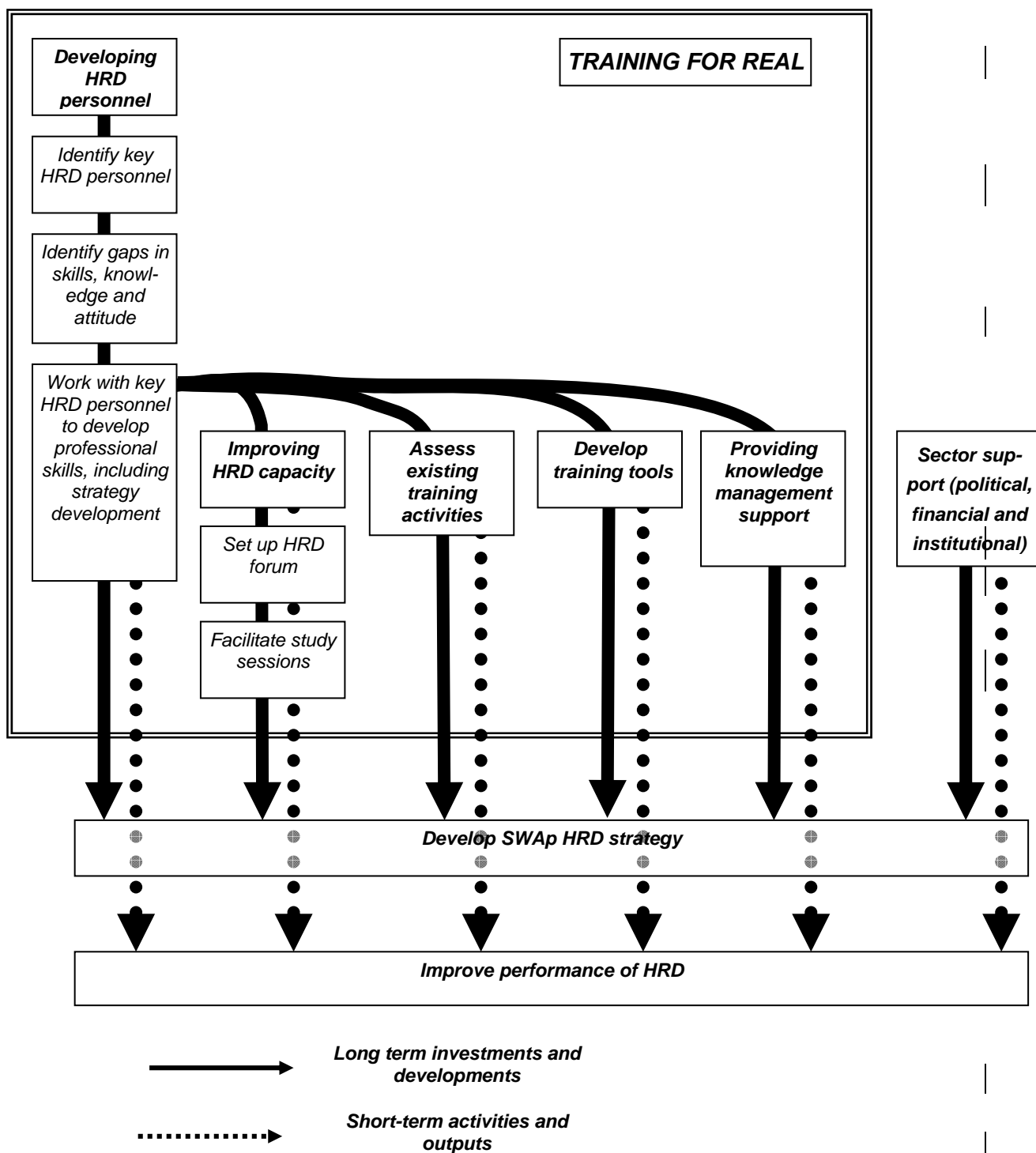
Figure: Long term strategic investments and short term outputs

Output 1: Key national level HRD staff in the sector orientated for participation in TFR Phase 1 activities (new output)

This is a strategic and operational output linked directly to Output 2 and 4. It is about readiness to take capacity building in the sector forward from the perspective of those involved rather than that of external consultants. Its success will be dependent on the cooperation and motivation of staff involved underpinned by sound human resource planning and management decisions at the higher level.

The WEDC technical team will work with key national HRD/training post holders to better understand their role, constraints and expectations and assess their continuing professional development needs. This will lead to clear action plans linked to other outputs (for example piloting of new training techniques). Coaching will be central to the relationship that is developed between WEDC staff and the post holders. Milestones will be agreed and tracked with an emphasis on doing the job better today and developing the skills to effect strategies for an improved longer term situation. A series of case studies of the experience will be collated for dissemination and learning purposes.

Output 2: Strengthened HRD capacity to develop improved sector wide HRD strategy (new output)

Output 2 complements the SWAp, is strategic and is essentially about 'learning on the job'. Learning from past initiatives and bringing best practice from the regional and global community[7] this output will be delivered through the launch of a HRD Forum. The forum will bring together those people responsible for HRD budgets, planning and the day-to-day management of capacity development in order to challenge current approaches and make demonstrated change to those approaches. The focus is on solutions through exposure to different ways of doing things and shared experience. The forum is not designed to be a 'talking shop' and for this reason is output based.

The purpose therefore is to accelerate the professional knowledge and competence of HRD managers to develop responsive *institutional* level HRD strategies to inform *sector wide* HRD learning and direction (demand-side and supply-side) and hence work towards a comprehensive strategy. The HRD Forum will involve sector wide HRD (or related) post holders along with HRD supply-side representatives in a series of national seminars that look at key sector themes and priorities from a human resource perspective. Each seminar will be practical (for example developing skills in the use of diagnostic tools for skills forecasting) and will be followed by agreed and mentor-supported actions in the member's respective institutions. Progress, innovation and learning will then be reported at the next seminar and/or through developing partnerships. Mentors will be drawn from WEDC and sector institutions as appropriate, allowing for in-country skill transfer and peer support as well as external technical inputs. The themes for the seminars would be informed by the priority areas identified by managers, the Joint Sector Review and also through ongoing close collaboration with the PMC.

The HRD Forum will also include a study visit to see effective HRD strategy development, planning and implementation in action (most likely South Africa). This visit would have clearly defined outputs for each participant and would complement the seminar series and practical application of learning.

All efforts will be made to utilise Ugandan expertise, for example private sector HR experience and knowledge.

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[7] The previous capacity development forum (Uganda mid 1990's) and the successful water and sanitation sector Change Management Forum, CMF-India (WEDC/GOI/DFID/Cranfield/ASCI) (ongoing)

Output 3: HRD activity to impact mapping (mapping of recent HRD/training practice and delivery and stakeholder assessment of impact against sector objectives) (revised output)

This output, as originally envisaged will build on the work started during the inception phase. The intention remains to reach an improved understanding of the degrees of perceived impact that exist as a result of current training and HRD. Establishing this will help to develop meaningful monitoring and evaluation methods and reopen the debate about indicators. Data from this output will feed immediately in to Output 1 and 2 and assist to inform Output 4 , 5 and 6.

Output 4: Piloted capacity development tools, approaches and delivery methods in agreed training areas to strengthen HRD practices in key national level HRD functions (retained but adapted output)

This output is focused on practical and visible institutional strengthening. It introduces new partnership opportunities between the demand- and supply-side and ways to transfer best practice in HRD to the water and sanitation sector. This output will place a specific emphasis on assisting key DWD (and other) HRD and training personnel to facilitate pilot interventions within the context of change in the organisation's and the sector's structure. It will take account of the emergence of new job descriptions and a continuing urgent need to deliver its objectives.

The outputs will be of immediate relevance to DWD and their partners and will be of later benefit to the wider sector, for example the development of a generic skill framework for all DWD staff, the delivery of core competency modules (for example report writing), incremental training needs assessment (in readiness for structural change and meeting shorter term needs) and impact monitoring.

The output will also enable links to be made with other relevant HRD initiatives (for example in the Ministry of Public Service)

Output 5:Sector HRD information and knowledge management support to suppliers (retained but adapted output)

As originally envisaged this output develops a knowledge management support for demand- and supply-side providers (including institutional resource centres and libraries) recognising that any change in training and HRD provision is only sustainable if the information and learning resources it depends upon are up to date and relevant. Building upon approaches to information and network management developed by WELL to respond to sector demand it will assist the sector to keep abreast of best practice and innovation. It is envisaged that a document service (access to key global and regional sector research outputs and learning material) will be piloted from WEDC and its viability tested in a local institution. This output will look for synergy, and work in partnership with the current initiative to develop a resource centre network for the sector (IRC/SNV).

Output 6: Post Phase 1 sectretariat (identified and agreed) (retained output)

This original phase 1 output is still relevant however the form and purpose has changed. It was envisaged that 2-3 options would be investigated as the potential 'home' for a longer term TFR network of demand- and supply-side stakeholders. It is clearly too early to speak of a network. It is now apparent that the PMC is probably best place to 'oversee' Phase 1 through DWD (as done during the inception phase).

Output 7: Progress reports and Phase 1 final report presented to relevant body (new output)

This critical output will ensure that the project remains demand driven. Stakeholder round table meetings will continue, a contribution will be made to the joint sector review and phase 1 will be reported to the PMC.

5.2 Summary of Phase 0 activities.

In responding to the information and demands presented during the consultation phase, the outputs have been adjusted to suit the situation. The following text highlights the main adjustments between what Phase) set out to achieve and the final outputs, based on the consultation.

Draft operational guidelines identified for Phase 1 TFR demand stimulation and network development activities

As the network development has to be proceeded by professional development of HRD personnel, this activity has been replaced by a more focused activity concentrating on the needs of a smaller group of people.

Findings and recommendations of initial stakeholder/ institutional

Detailed findings are presented in the appendices and summaries of the findings and the recommendations are in this inception report.

2-3 institutional secretariat options identified to support future TFR stakeholder network (for further investigation and testing during Phase 1: start-up)

The findings show that:
- At present it is too early to set up a network as envisaged in the original proposal for TFR and therefore a secretariat is not appropriate at the stage.
- Possible institutions (with the required independence and status within the sector) do not have the capacity to manage a network.
- The strategic focus of the revised inception phase requires an institutional home with a remit to develop sector-wide policy.

TFR Steering Committee in place: chair identified, TOR/MOU, programme milestones and meeting schedule agreed

The roundtable meetings have provided a suitable steering committee for phase 0. As the planned network will not be established immediately, the current roundtable

meetings will continue. Discussions are underway to institutionalise the groups – for example as a sub-sector working group under the JSR, similar to the proposed sanitation sub-sector group. However this level of institutionalisation will have to be addressed through the JSR process in agreement with the PMC, rather than as an initiative of the TFR project.

Local TFR facilitation (national consultants) identified and orientated in conjunction with WEDC, UK based TFR facilitation team in time for Phase 1

The locally based consultants and partners and the WEDC team were identified and produced their outputs according to the internal project TORs.

Commissioning fund for local stakeholder facilitation of TFR activities and associated allocation norms agreed

As sector HRD professionals do not have the skills and knowledge to identify worthwhile training activities at the moment, the development of the commissioning fund will be explored with the HRD professionals, facilitating them to draw up their own guidelines. These will also be influenced by the detailed CAPEP proposals due to be published in mid- 2004.