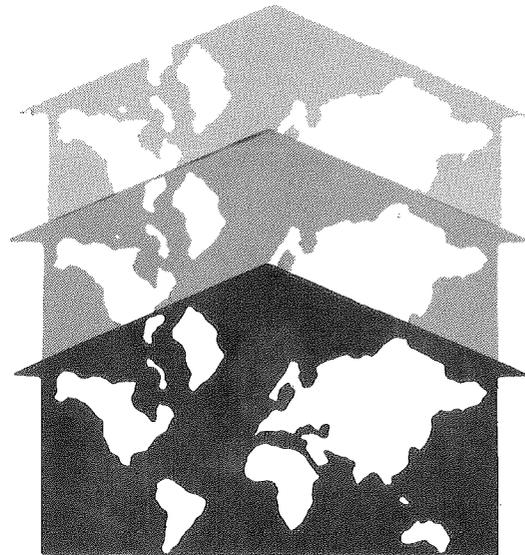


AN EVALUATION OF
EAST AND SOUTHERN AFRICA
RHUDO TRAINING

SEPTEMBER, 1986

**AGENCY
FOR
INTERNATIONAL
DEVELOPMENT**



**OFFICE OF HOUSING
AND
URBAN PROGRAMS**

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EAST AND SOUTHERN AFRICA
RHUDO TRAINING**

SEPTEMBER, 1986

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EXECUTIVE SUMMARY

Background and Context for Evaluation (p. 1). The Office of Housing and Urban Programs of the Agency for International Development has included training and technical assistance as an integral part of its programs since the 1960's. In recent years, several of the Regional Housing and Urban Development Offices (RHUDOs) have amplified their training efforts. Beginning in 1983 the RHUDO for East and Southern Africa (RHUDO E/SA) added a full time trainer to its staff, and has since added two additional part-time staff to develop and support its regional training program. This evaluation reviews the training efforts of the RHUDO E/SA in the context of its housing and urban development programs, and also in light of the evolving approaches and policies of the Office of Housing.

Purpose and Scope of Evaluation (p. 3). This section of the evaluation reviews the goal and objectives of the RHUDO's training program, and states the evaluation criteria and methodology. There are four basic program objectives of the RHUDO training effort:

- 1) To provide training support to RHUDO projects, particularly to main implementing institutions in the shelter and urban development field
- 2) To provide support for a regional program: policy reform; enhancement of private and public sector institutions in shelter and urban fields; technology transfer
- 3) Improve the capability of selected training institutions
- 4) Develop training materials & innovative training methodologies

The evaluation was based on several criteria: immediate results and impacts of training efforts; quality of training; efficiency and organization of the training program; sustainability of the program; and integration with the overall goals of the Office of Housing.

Two evaluators conducted a two-week field visit, followed by additional research and report preparation, and briefings with key A.I.D. personnel.

Overview of Training Program of RHUDO E/SA (p. 7). This section summarizes the four main training components of the RHUDO program: project related training activities; program related training activities; development of training institutions capacity; and development of training materials and methodologies. For its training the RHUDO relies on participant training, short-term skill development, on-the-job training, organizational development workshops, policy seminars, direct support of training institutions, and materials and curriculum development.

Between October 1983 and August 1986, the RHUDO has sponsored 44 training events. 71% have been in direct support of housing guaranty projects. The remainder have supported the over-all programmatic goals of the RHUDO.

Over 7,000 participant days of training have been provided. 61% of the training has taken place in Kenya, in support of three major projects: the Kenya Small Towns and Community Development Project; Umoja II, and the Kenya Private Sector Project.

Training topics have included policy issues such as planning and building standards, planning alternative systems of water and sanitation provision, and private enterprise development. Skills training focused on diverse areas, such as: financial management; training for trainers; capital improvement planning; savings and loan management; revenue generation; secondary mortgage markets; and cooperative housing. The narrative and a series of charts illustrate the training activities.

Assistance to training institutions has been concentrated on the Government Training Institute of Mombasa (Kenya), which plays a major role in the implementation of training activities in support of U.S.A.I.D. projects in Kenya. The RHUDO is also working with the Institute for Development Management in Botswana and the Institute of Public Administration in Uganda.

The trainers have developed several key methodologies and training manuals and curricula, such as the LPS training institution assessment, the *Action Research Training* method, and an integrated series of municipal financial management manuals.

Training Implementation System (p. 19). This chapter of the evaluation reviews the organization of the RHUDO's financial and human resources for the implementation of its training program. Including all RHUDO costs, the program has expended \$1.2 Million on training since late 1983, at a cost of \$169 per participant day. This amount includes overseas training, local training, the development of training materials and outreach work with institutions. Direct in-country training cost \$25 per participant day, excluding RHUDO staff time, which is a reasonable cost for local institutions to support in the future.

The RHUDO has hired two trainers and an assistant trainer, all highly qualified. The regional training advisor works full-time on training, while the regional financial management trainer spends approximately half of his time providing technical assistance. The assistant trainer is a part-time staff member. The program also draws on numerous consultants and firms, as well as the staff of GTI/Msa, to conduct much of the training.

The staff is organized in a support matrix, responding to the project needs as guided by the Project Officers. Responsibility for organizing individual training events varies, ranging from implementing agencies or training institutions for in-country training related to specific projects, to RHUDO staff and personal services contractors, as well as the U.S.A.I.D. Missions in the region.

Long-range planning is tied to the annual budget process, with training becoming a more clear cost center, and hence accompanied by a more thorough programmatic presentation as the program evolves. Monitoring and evaluation take place through staff meetings, periodic project reviews, and post course evaluations completed by the participants.

Analysis and Recommendations. The analysis concentrates on the overall training effort of the RHUDO and not on individual training events.¹ The chapter is divided into two main divisions: **Achievements** (outputs, impacts and balance) and **Efficiency and Sustainability**.

The **achievements** have been significant. The direct and indirect impacts indicate that most of the training inputs have been remarkably successful. The consistently high quality of training activities is one of the most notable accomplishments of the program. Nearly all of the training events were extremely favorably received by those involved.

Although impacts are difficult to measure, particularly this early in a program, the evaluation narrates and analyzes impacts of the training program at the following main levels:

Impact on Implementing Organizations (p. 27). Within certain constraints of lack of observational data, the evaluation team found the results of training efforts which focused on the organization of implementation institutions and on the delivery of their services to be very positive. Examples reviewed include: delivery process of sites and services projects of the Harare City Council and other Local Authorities in Zimbabwe; local authority training in Kenya, which, although in the context of a project, has been expanded to include all small towns; and financial management training for the City Council of Mogadishu. Key conclusions are: a) project-related training produces the most visible results; b) non-project specific training, although no less crucial, has less immediate and less obvious results, and requires follow-up workshops or working meetings over time to enhance the effectiveness of the policy level training; and c) training was particularly effective where a sequence or variety of inputs was provided, first at policy levels, followed by procedural and managerial and technical levels.

Impact on Training Policy and Practice (p. 29). One of the most dramatic overall impacts of the training program is the positive change it has brought about in attitudes of high and middle level officials towards the usefulness and potential of training as a tool to bring about desirable changes. The evaluators also found unanimous approval of the participatory and experiential training methods used by the trainers. The positive attitude toward training was also carried through to policy statements, training plans, and financial support for training.

¹Part Two provides a detailed review of individual training activities in context of the projects and program of the RHUDO.

Impacts on Training Institutions (p. 32). The assistance to training institutions has concentrated largely on GTI/Mombasa, although some initial efforts have been made in Uganda and Botswana. The work with GTI/Msa has been considerable, if somewhat unsystematic. Its impact has been noteworthy, with GTI making fundamental changes in its mandate, initiating a national outreach program to support local authorities. The changes are significant, but are also fragile and require continuing systematic support to assure their sustainability.

Balance within the Training Program. This section of Chapter Four weighs the question of balance in the areas of long and short term objectives, subject areas of training, types of training events and levels of participants. The evaluation recommends several areas needing additional support: working with the Kenyan Government to develop pre-employment training in public administration and management; small policy workshops at national or sub-regional levels to follow-up regional policy conferences; additional training for trainers and curriculum development; and increased focus on general managerial training.

Efficiency and Sustainability. In this section, the report analyzes the training program of the RHUDO in terms of costs, the internal organizational structure and the long term sustainability. The comprehensive figure of \$169 per participant day is very low, particularly in relation to the high quality outputs and wide impacts of the program previously described.

The RHUDO E/SA approach is characterized by: investing a large proportion of funds in highly qualified resident trainers and support staff; holding training locally in order to reduce costs, make training more relevant, and reach more people; and placing considerable emphasis on the development of training material and use of local qualified manpower. This approach is found to be very effective, and will support the long-term sustainability of training initiatives.

The internal organization of the training effort needs to be more structured, however, in order to capitalize on the successes to date, and to maximize integration of training with technical assistance. Development of a clearer training program identity will also facilitate the setting of clear training priorities in relation to overall program goals.

Recommendations. The conclusion of Part One summarizes recommendations in three key areas, as drawn from the previous analysis. These areas are: long term institution building; internal programming of RHUDO activities; and development of a more clear identity as a training program.

PART TWO (p. 40). For those interested in detail regarding the specific training activities of the RHUDO E/SA, Part Two provides an analysis of training activities in the four areas: project related training; regional training; training institutional development; and materials and methodologies.

I. BACKGROUND AND CONTEXT FOR EVALUATION

Training and technical assistance have been an integral component of the programs of the Office of Housing and Urban Programs since its beginnings in the 1960's. In recent years, however, staff of the Office and its regional housing and urban development offices (RHUDOs) have placed increasing emphasis on the support that training should provide to its shelter and urban programs in the developing countries. Centrally, this is seen in the creation in 1983 of a position of training coordinator in Washington, and the establishment of a central training unit in 1985.

In the field, several RHUDO Chiefs have defined a training agenda separate from technical assistance and capital investment. For example, in 1983 the Latin America Training Center was created to serve Central and South America, as well as the Caribbean. When a new RHUDO office was established in Honduras in 1984, new training efforts formed a significant part of its regional program. (See Evaluation of the LATC, August, 1985.)

The training efforts of the Regional Housing and Urban Development Office for East and Southern Africa (RHUDO E/SA) have followed a similar evolution.

Prior to 1983, the RHUDO E/SA included training in its support of the Housing Guaranty Programs in its region. For example, numerous training conferences were conducted on a regional basis for Sub-Saharan Africa, leading to the Tenth Annual Conference this past March in Zimbabwe. These conferences have focussed on policy issues, and also served as a forum for the exchange of ideas, and as a base for strengthening the network of people and organizations with similar development concerns. There were also a variety of training events focussed on specific projects within individual countries. This training, along with technical assistance, supplemented the financial assistance of the RHUDO.

In 1983, the RHUDO's training efforts intensified. To support the 6th Housing Guaranty program in Kenya (006), after some initial short term training assignments, the RHUDO hired a full time staff person who would be responsible exclusively for training both for this project and others in the region. The Kenya Small Towns Shelter and Community Development Project itself evolved and changed its character due to delays in disbursements of loan funds. The project shifted from a focus on capital improvements, to an increased emphasis on institutional development of the local authorities. The original project training element, which consisted of workshops and courses to foster understanding of the project activities and to enhance urban management skills, expanded in both importance and level of effort. Other changes included the adding of major work with the Government

Training Institute at Mombasa, and the providing of training to all (84) local authorities rather than merely the 15 towns receiving loan funds through the project.

Once a full time trainer was on staff, the training program began to grow rapidly, adding a second trainer and a staff assistant, building training components into new projects and other existing projects, and developing increased regional efforts as well. By 1986, the over-all training component of the RHUDO has increased to over one half of its operating budget. With training constituting a major portion of the RHUDO's support portfolio, this evaluation is timely and was requested jointly by the RHUDO for E/SA and the central training unit of the Office.

This brief introduction serves to set the context for the evaluation of the training efforts of the RHUDO E/SA. First, the program has been evolutionary and must be evaluated accordingly: there has been a gradual unfolding of awareness of the importance of training to promote AID policy objectives and to support loan projects; the RHUDO commitment in manpower and financial resources is growing to respond to the need; and, the program has been developing in an experimental, self-correcting way, rather than from the implementation of a master plan or theoretical construct.

This evaluation itself is part of the continuous development of the training effort, and should lead to the next stages of growth for the training program.

Also, the evaluation is part of an ongoing dialogue among the RHUDOs and the Central Office. With the creation of the central training unit, and the subsequent development of a global training strategy (May, 1986), attention may now be focussed on the development of the training components of the various regional offices.

Other recent developments of the Office of Housing in relation to training include: the preparation and approval of a project identification document for a central training project (February, 1986), the assessment of selected training institutions in Thailand to be designated as a regional training center, and the evaluations of the regional training efforts as well as U.S. based participant training (June, 1986).

Since one of the audiences for this report, therefore, is the other Regional Offices of the Office of Housing and Urban Programs, this report provides considerable detail on the operations of the training effort of the E/SA RHUDO. This detail is contained in Part Two which serves as a supplement to the evaluation.

II. PURPOSE AND SCOPE OF EVALUATION

The purpose of evaluating the training efforts of the RHUDO E/SA is to assess the appropriateness and effectiveness of the training to date, and to make recommendations for future directions. This report covers the period from the recruitment of a full-time trainer in 1983 to the present (August, 1986).

The basis for the evaluation is the goal statement of the training program itself. The specific objectives of the RHUDO training may be divided into two types, namely program, and process objectives. Program, or content objectives, relate to the content of the training (e.g. target groups, materials and subject area), while process objectives relate to the way in which the training is carried out (e.g. delivery system and methodology). The following are the program objectives of the training strategy of the RHUDO/E&SA:

- 1) To provide training support to RHUDO projects, with particular focus on enhancing the capacity of main implementing institutions in the shelter and urban development field e.g. Local Authorities, Housing Authorities;
- 2) To provide support to wider RHUDO program goals in the region, such as the stimulation of key policy reforms, the enhancement of the capacity of private and public sector institutions involved in the shelter and urban development field, the transfer of technology and improved use of human and other resources;
- 3) To increase the delivery capacity of selected training institutions in the region;
- 4) To develop training materials and innovative training methodologies in selected priority areas and where possible designed in such a way that they are easily adaptable to different countries in the region.

The ways in which these objectives are to be attained are guided by the following process objectives:

- 1) To maximize the resources available for training by pursuing economies of scale where possible and by optimizing the utility of training interventions through the attraction of different audiences and emphasizing training of trainers;
- 2) To attract public and private sources of funding for training in addition to RHUDO's input;

- 3) To pursue the sustainability and replicability of the training efforts beyond RHUDO's efforts and inputs, by integrating short-term direct training activities and long-term institution building efforts into the implementation process.

Evaluation Criteria. The evaluation criteria are based on the training objectives stated above. They include:

- 1) Immediate results in relation to RHUDO program goals and objectives. This part of the evaluation concentrates on the immediate results and achievements of the training, rather than on long term impacts. The program is relatively young and it is premature to formally evaluate the impacts of the training. For example, the disbursement of funds under the Small Towns Project is just getting underway at this time as a result of delays in approval by the Government of Kenya. Training organized by the RHUDO trainers began in earnest a little over a year ago, and some activities have begun even more recently. Also, formal impact analysis requires pre- and post-testing and the controlling of variables where possible; data is often not available. However, insofar as it is possible, this evaluation notes impacts.
- 2) Quality. This includes the quality of the training events, including the course design, materials development, conduct of the courses, caliber of the trainer(s), accommodations and the course evaluation process.
- 3) Efficiency and Organization. Under this criterion, the evaluation examines how the human and financial resources are organized and used, whether local resources are efficiently utilized, and whether target groups are reached.
- 4) Sustainability. In assessing sustainability, the evaluation looks at whether the training program is structured and delivered in such a way that, where appropriate, it can be perpetuated at the local level beyond A.I.D.'s involvement.
- 5) Integration with PRE/H. Under this criterion, the evaluation examines the extent to which the goals themselves are consistent with the overall goals of the Office of Housing and Urban Programs.

Evaluation Methodology. In order to conduct the evaluation, the team followed the following steps:

- 1) Development of preliminary workplan and conference with RHUDO Chief in Washington, D.C., and review of reference materials, during May, 1986.
- 2) Field work in Kenya and Zimbabwe, in June. The two evalua-

tors worked in Kenya for the first two weeks of June, and one evaluator then proceeded to Zimbabwe to assess the results of training in that country. In Kenya, the evaluators met with representatives of USAID, both the RHUDO and the Mission, the Ministry of Local Government (MLG), The National Housing Corporation and the the Housing Development Department of the Nairobi City Council, The Department of Personnel Management of the Office of the President, The Government Training Institute of Mombasa (GTI/Msa), The Kenya Institute of Administration, representatives of four local authorities (Eldoret, Kakamega, Nakuru and Mombasa), UN HABITAT and the National Association of Cooperative Housing Unions. See Appendix A for a list of contacts.

In Zimbabwe, inputs were received from representatives of the following institutions: the Ministry of Public Construction and National Housing, the Harare City Council, and the USAID Mission.

The team also gathered and reviewed a variety of materials. Numerous materials were read in the field, and the balance was copied for subsequent review upon returning to the U.S.

- 3) Briefing on preliminary observations. Prior to leaving Kenya, the evaluation team briefed the RHUDO Chief and project and training staff.
- 4) Report Preparation. The evaluators upon returning to the States completed the review of materials and the writing of this report, for submittal to the Central Training Unit and the RHUDO. After feedback, the report was then modified and distributed in final form to the RHUDOs, PRE/HUP and other interested parties.

The shortness of time in the field means that many of the interviews were less thorough than the evaluators would have liked. And if it had not been for the complete cooperation of the RHUDO staff, as well as participating organizations, the team could not have accomplished even what it did in this period.

In consultation with the RHUDO staff, it was decided that due primarily to time constraints, only one country in addition to Kenya would be visited. Although, therefore, most of the time was spent in Kenya, the team was able to assess some aspects of the training in other parts of the region since regional planning and preparation of materials are mostly done in the RHUDO, program and finance records are maintained there, and most importantly, the trainers were based in Kenya. Also, some of the training courses that were conducted in Kenya were also conducted or planned to be conducted in a slightly modified form in other countries in the region, such as in Somalia. Separate assessments were viewed as superfluous and overly time-consuming.

The limitations, then, of this evaluation include: 1) the inability to adequately measure impacts; 2) the time constraints in light of the extensiveness of the training efforts; and 3) the concentration of field time in Kenya. In spite of these limitations, the evaluation process allowed the evaluators to understand the training effort to date, and to make recommendations for future directions.

III. OVERVIEW OF TRAINING PROGRAM OF RHUDO E/SA

This section summarizes the training efforts of the RHUDO for East and Southern Africa from July 1983 to August 1986. In Part Two of this report, the RHUDO's training efforts are reviewed in detail as they relate to USAID projects in the region, and as they relate to the RHUDO's regional program.

To support its goals, the over-all program of the RHUDO has four main training components:

- project related training activities;
- program related training activities;
- development of training institutions capacity; and
- development of training materials and methodologies.

Within each of these areas of training activity, the RHUDO program relies on several types of efforts: third-country participant training; short term skill development; on-the-job training; organizational development workshops; policy level dialog on national and regional bases; institutional support activities. Of course, there is some over-lapping of these categories.

A. Direct Training:

Participant training in Agency terms, refers to the support of short term or long term academic or non-academic experiences in the United States or another country other than the country of the participants. The Agency, either through the Missions, the RHUDO or the Central Office provides for the cost of the tuition, living support, books and equipment, and in some cases, transportation. The RHUDO relies primarily on short term participant training (2-4 weeks), rather than longer academic training, which may require several years of study. Examples of third-country participant training supported by the RHUDO include mid-level management training through the Institute for Financial Education (Chicago, Illinois), for staff of savings and loans institutions in Kenya.

Short-term skill development takes place primarily in-country. This training relates to the skills needed for people to carry out their job descriptions effectively. Examples of skill training supported by the RHUDO include: financial management; action research in consulting skills; sanitation technology.

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On-the-job training has been a mainstay of the Office of Housing and its regional offices since its inception. Through the placement of personal services contractors, the RHUDO provides ongoing support to housing and urban development institutions such as ministries of housing and local government, as well as private institutions such as second level cooperative organizations. These contractors have designated counter-parts with whom they work on a day to day basis in skill development, technology transfer and institutional support. During this evaluation period, the RHUDO E/SA has such contractors working with various institutions, both public and private, in Kenya and Botswana. This important aspect of the training support provided by the RHUDO is beyond the scope of this evaluation.

Organizational development workshops focus on the functioning of a housing, urban development or training institution in its delivery of services. An example of such training would be management courses for senior and mid-level managers.

Policy seminars focus on such issues as standards, subsidies and cost recovery, and the balance of public and private roles in the delivery of shelter and urban services.

B. Institutional Support:

Direct support of training institutions is provided through through needs assessments, organizational evaluations, planning assistance, training-for-trainers, financial aid through logistical support, donation of equipment, or payment of fees and tuition.

C. Methodologies, Curricula and Materials:

To support its training and institutional support efforts, the RHUDO also develops training and assessment methodologies, course curricula and training manuals.

These activities, then, comprise the training program of the RHUDO. The remainder of this chapter outlines the activities of the RHUDO in each of these three areas: a) direct training events; b) institutional support; and c) development of methodologies and materials.

A. Training Events. In all, between October, 1983, and August, 1986, there have been 44 separate training events conducted under the sponsorship of the RHUDO for East and Southern Africa. These training events have either directly supported housing guaranty projects in the region (71%), or have been in support of over-all programmatic goals of the RHUDO (29%). And of the 31 training events that were in direct support of housing guaranty projects, 16 of these have been broadened

to a national audience in addition to supporting housing guaranty program activities. Briefly, there are ten such guaranty projects:

3.0 HOUSING GUARANTY PROJECTS

Country	Project	Amount
Kenya	Small Town and Community Dvpt	16 M
Kenya	Private Sector Housing Dvpt	20 M
Kenya	Umoja II Sites Services	17 M
Botswana	Gaborone West	15 M
Botswana	Housing Finance	14 M
Zimbabwe	Kuwadzana	25 M
Zimbabwe	Private Sector	
Mauritius	Shelter Developmt	6 M
Seychelles	Shelter Developmt	4.5 M
Total:		117.5 M

The major projects are described and analyzed in Part Two, which details the training strategy for each project.

To support over-all programmatic goals in the region, the RHUDO has developed 13 training events (29%) during this period. The themes and audiences go beyond specific projects and emphasize policy change and professional training. These activities also provide the RHUDO with opportunities to become familiar with countries in which it is not currently working but may be able to work in the future. Examples of this type of training include: joint training with the United Nations in urban management, policy seminars on issues such as water and sanitation, and the informal trading sector. The RHUDO has conducted training in countries such as Somalia and Uganda to build ties with institutions working in the urban field.

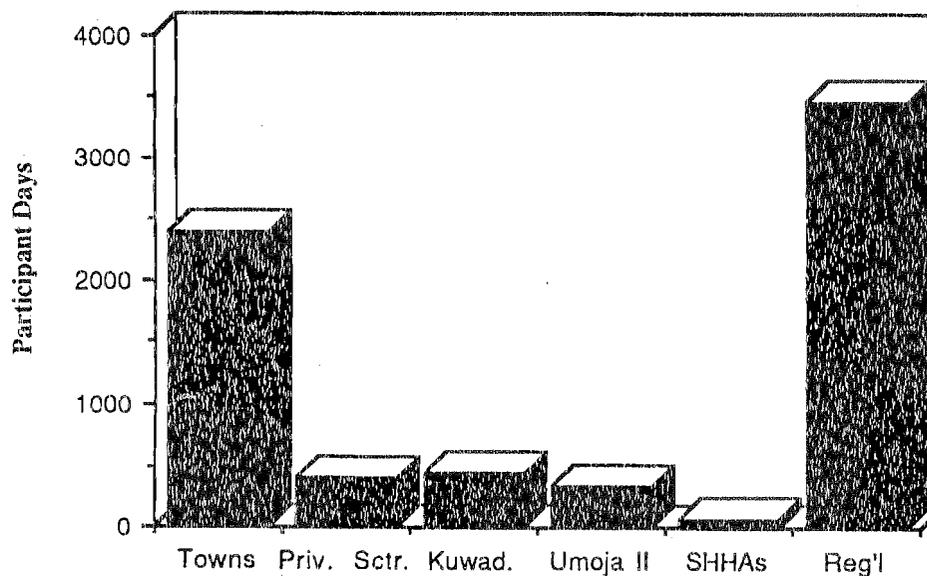
The following chart and graph summarize the training events as they relate to the different audiences, and show the number of participant training days.

61% of the training events have taken place in Kenya, in support of three major projects, and 39% have been elsewhere in the region, or regional in nature.

3.1 DISTRIBUTION OF TRAINING EVENTS BY CONTEXT

Training Context	# of events	%	Participant Days	%
Kenya Small Towns	15	34%	2390	34%
Kenya Private Sector	8	18%	389	5%
Zimbabwe Kuwadzana	2	5%	450	6%
Kenya Umoja II	4	9%	342	5%
Botswana SHHA	2	5%	62	1%
Country & Regional	13	29%	3461	49%
TOTALS:	44	100%	7094	100%

3.2 PROGRAM AND PROJECT SUPPORT



An average of 40 participants attended each training event although if the all-Africa conference is not included, this drops to 32 participants per event. This is a very reasonable size for one or two trainers to work with. Only three workshops exceeded 50 participants, one with 54, one with 60, and one with 180.

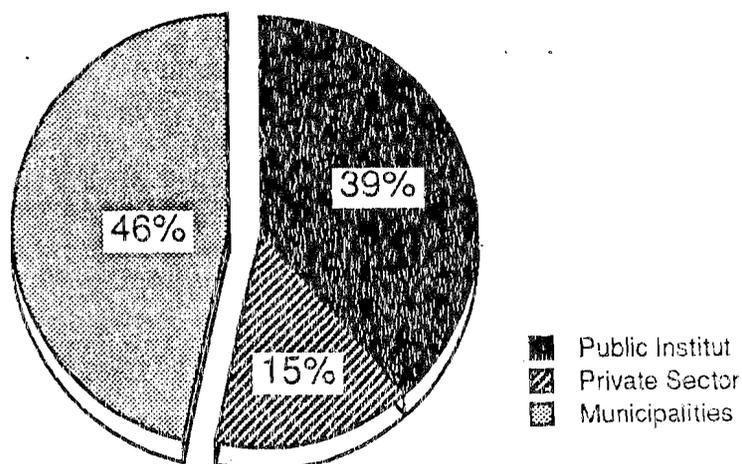
In all, this training amounts to 7,094 participant-days of training. The regional training advisor was trainer or co-trainer in 27 of the 44 events (61%), and accounted for 53% of the participant training days. The regional financial advisor was trainer or co-trainer for 7 events (16%), and accounted for approximately 1234 participant-days, or 17%. Other participant-days (32%) were accounted for by a variety of trainers, including other USAID staff and consultants, and by U.S. based training.

Regarding over-all topics of training sessions, 10 events concentrated on policy issues, such as Standards, Planning, Water and Sanitation, Private Enterprise Development and the like. These account for nearly half of the participant training days (42%). The remainder focus on skills training in such diverse areas as: financial management; training for trainers; capital improvements planning; savings and loan management; revenue generation; and cooperative housing.

Lists of participants, along with their positions and organizations, were not readily available for all workshops and seminars, making it impossible for the evaluation team to fully analyze the composition of the participant groups. However, the nature of the training itself identifies the audience, and hence we approximate the following; 12% of the training was for or about private sector institutions, such as savings and loans, co-operatives, building societies, local consulting groups, and small scale vendors; 57% focussed on urban management for municipalities; and 31% was geared toward shelter and related infrastructure policy issues and implementation skills, primarily for public sector institutions.

The following chart demonstrates the distribution of training events by subject area of the training.

3.3 DISTRIBUTION OF TRAINING EVENTS



INSTITUTIONAL TARGETS

The next table summarizes the training events from October of 1983 through July of 1986, the period covered by this evaluation. The table indicates the location of the training, the dates, the title of the course, the number of participants, the key trainers, and the costs. The second column of the chart classifies the training event as to whether it served a specific project, or whether it had a national or regional audience.

This list summarizes all training events about which the evaluators were able to receive information. In some cases the dates are approximate and are based on the memory of the trainers rather than written records or reports.

3.4 SUMMARY OF TRAINING ACTIVITIES OF RHUDO E/SA TRAINING--1983-1986

Location	Type	Dates	Title	Parti- cipants	Trainers	Cost
Harare Zimbabwe	Project	10/31/83 11/11/83	Project Development Workshop: Kuwadzana	28	Fisher	
Kenya	Project Umoja	02/01/84 02/03/84	Building & Infrac. Standards & Planning City of Nairobi	24	Fisher	
Nakuru Kenya	Project Towns	02/08/84 ¹ 02/10/84	Local Government Financial Management	18	Fisher	
Juba Sudan	Regional	07/17/84 07/20/84	Water and Sanitation Conference	24	Fisher	
Nairobi Kenya	Country	11/05/84 11/06/84	Low Income Housing Standards--NHC	36	Fisher	\$ 450
Harare Zimbabwe	Regional	11/12/84 11/16/84	Low Cost Housing	34	Fisher Knepper	
Mombasa Kenya	Project Towns	11/30/84 12/13/84	Management & Organizational	31	Fisher Callen Oster/Pritchard	9,800
Malindi Kenya	Project Towns	03/03/85 03/15/85	Management & Development Skills	31	as above	9,800
Mogadishu Somalia	Country	04/12/85 04/17/85	Financial Mangm't Workshop	40	Arth/Fisher	
Chicago Illinois	Country Private Sctr	05/04/85 06/13/85	S&L Mid Mangm't (Kenya)	10	IFE	46,560
Nyahururu Kenya	Country Towns	05/08/85 05/10/85	Local Authority Development Program	23	Oster	850
Duduville Kenya	Regional Towns	05/22/85 05/24/85	Sanitation	54	Fisher Odera	600

Location	Type	Dates	Title	Parti- cipants	Trainers	Cost
Botswana	Country SHHA	06/06/85	Cost Recovery	20	Fisher	
Kenya	Country Private Sector	06/20/85	Follow-up on U.S. S & L Courses/ IFE	21	Oster	
Eldoret Kenya	Project Towns	08/11/85 08/15/85	Revenue Generation	40	Arth	6,700
Mogadishu Somalia	Country	09/02/85 09/07/85	Financial Mang't Workshop	40	Arth	
Nairobi Kenya	Country Policy	09/11/85 09/13/85	Hawkers Workshop	60	Fisher Oster	2,500
Kakamega Kenya	Project Towns	09/17/85 09/19/85	Small Towns Inauguration	50	Benson	5,500
Malindi Kenya	Country Towns	09/24/85 09/28/85	Local Authority DP Feasibility Phase	28	Fisher	6,000
Botswana	Project SHHA	10/24/85 10/25/85	Debt Management	21	Fisher	
Kenya	Regional Policy	10/27/85 11/22/85	Urban Management (with UN HABITAT)	30	Fisher Oster	
Nairobi Kenya	Project Private Sector	11/08/85	Secondary Mortgage Market	25	Giddings Oster	250
Kakamega Kenya	Country Towns	11/10/85 11/14/85	Financial Managrnt Revenue Generation	27	Arth	5,000
Chicago Illinois	Country Private Sct'r	11/10/85 11/25/85	S&L Senior Executive	11	IFE	10,816
Kakamega Kenya	Country Towns	11/17/85 11/22/85	Financial Mang't Planning and Budgeting	29	Arth	5,000

Location	Type	Dates	Title	Parti- cipants	Trainers	Cost
Malindi Kenya	Project Towns	12/02/85 12/05/85	Local Authority Development Planning	29	Fisher	
Kenya	Country Private Sector	12/09/85	Follow-up on U.S. S & L Courses/ IFE	21	Oster	
Mombasa Kenya	Country Towns	02/09/86 02/14/86	Training for Trainers	20	PADCO Fisher/Oster	
Harare	Regional	02/24/86	African Union of Building Societies	18	Oster	
Harare Zimbabwe	Regional	02/25/86 02/28/86	All Africa Housing Conference	423	Benson	284,000
Limuru Kenya	Project Umoja	03/19/86 03/20/86	Umoja Staff	15	Fisher	500
Nairobi Kenya	Project PrSectr	03/27/86	Secndry Mtg Market	30	Giddings Gardner	250
Nyahururu Kenya	Project Private Sct'r	05/02/86 05/03/86	Cooperative Hsg	20	NACHU	600
Kericho Kenya	Country Towns	05/04/86 05/09/86	Budgeting & Planning	30	Arth	6,000
Somalia	Regional	05/15/86 05/21/86	Revenue Generation	34	Arth	1,670
Tigoni Kenya	Project Umoja	06/04/86 06/06/86	Umoja follow-up	20	Fisher	400
Tigoni Kenya	Project Towns	06/11/86 06/13/86	Peace Corps and Ministry Local Gvt (On Feasibility Studies)	17	Fisher	700
Mogadishu Somalia	Regional	06/15/86 06/25/86	Action Research & Consulting Skills	18	Fisher	
Nairobi Kenya	Project Umoja	07/08/86	Orientation/Interview Skills	180	Fisher	
Naivasha Kenya	Country Towns	07/20/86 07/22/86	Financial Regulations Review	26	Fisher	3,000

Location	Type	Dates	Title	Parti- cipants	Trainers	Cost
Nairobi Kenya	Regional Private Sctr	07/28/86	Private Enterprise Development	41	Fisher/VanHuyck Gov. Thornburg	
Mombasa Kenya	Country	08/04/86 08/08/86	Training of Trainers	27	Fisher DPM	8,000
Mombasa Kenya	Country	08/11/86 08/15/86	Training of Trainers	27	Fisher DPM	7,500
Mombasa Kenya	Country	08/18/86 08/22/86	Training of Trainers	27	Fisher DPM	8,000

Notes: 1. Some dates are approximate
2. All costs are in U.S. dollars and do not include RHUDO staff time

B. Training Institutional Support

The major work of the RHUDO to support training institutions has initially focused on the Government Training Institution of Mombasa, Kenya (GTI/Msa). Some preliminary work has also been done with the Institute for Development Management in Botswana, and the Institute of Public Administration in Uganda.

GTI/Msa started as Coast Secretarial College in 1963. After several changes, it became the Government Training Institute in 1978. The primary emphasis of GTI/Msa is in-service training: refresher and upgrading courses, with low and mid-level government employees, particularly in the fields of accounting and secretarial training.

Through an outreach program, established largely as the result of the RHUDO's work with GTI/Msa, the training center provides courses in management and finance to local authorities.

There are currently 34 lecturers of a total of 67 staff. The institution has authority for a total of 133 positions, and is in the process of recruiting new staff. As can be seen from the photos in this report, GTI is undergoing substantial expansion of its physical facilities, adding both classroom spaces and dormitories.

The RHUDO regional training advisor has worked closely with GTI/Msa in the field testing of an assessment methodology for training institutions. As a result of this process, GTI committed itself to expanding staff and beginning the outreach effort to local authorities.

Many of the RHUDO's training events in Kenya have taken place in conjunction with GTI/Msa, and as is noted more thoroughly in the following chapter, the financial management training for the 84 small towns will be provided largely by GTI/Msa.

In developing and field testing the LPS methodology with GTI, the RHUDO training program is now prepared to work with training institutions in other countries, and is beginning to do so.

C. Methodologies and Materials:

The RHUDO training program has developed a number of methodologies, training curricula and manuals. Three manuals and two methodologies are reviewed in detail in Part Two of this report. The manuals that have been developed are largely related to the Kenya Small Towns Project, but are being used by the RHUDO staff in other countries as well, with appropriate modification.

The manuals support the local authority development program and cover such topics as: *Preparing Development Programmes; Completing Feasibility Studies; Managing Projects; Preparing Annual Development Estimates*, and the like.

Mr. Arth has developed two training manuals on financial management, and is working on two additional ones. Topics include: *Revenue Generation; Budgeting and Planning; and Expenditure Management and Control*.

Methodologies reviewed in Part Two include: *Action Research Training*, and *LPS*, a self-assessment and strategic planning methodology for training institutions.

IV. TRAINING IMPLEMENTATION SYSTEM

Having provided an overview of the training activities of the RHUDO for East and Southern Africa, this report now reviews the organization of the RHUDO's financial and human resources for the implementation of its training program.

Financial Resources. There are several sources of funds that support the RHUDO's training program: project grants; central PRE/H training unit funds; the RHUDO operating budget; Mission participant training monies; matching funds from local governments; counterpart funds; and international agencies such as the United Nations.

The RHUDO accounts only for its own funds and expenditures, and since the training efforts are largely related to projects, the accounting for many training costs is not separated out from other project costs, making it difficult to assess the total resources involved in supporting training. Nevertheless, enough of the costs are clearly identifiable, that a close approximation can be made. The estimates that follow include all RHUDO costs, but do not include Mission participant training monies or matching funds.

The most significant cost is that of personnel: personal services contractors and RHUDO direct hire staff. The Personal Services Contracts are for the regional training and financial advisors, and the assistant trainer. A portion of one direct hire staff is also included as that person is responsible for oversight and supervision of the trainers. These personnel costs are approximately \$670,000 for the period covered by this evaluation.

\$23000
p.a

The next major cost is that of the All Africa Conference, which totalled nearly \$284,000. Finally, we include project funds expended in direct support of training related to those projects in Botswana, Zimbabwe and Kenya. Together, these total nearly \$265,000. Thus, a total of \$1,219,000 has been spent in support of training since late 1983.

\$406,300

Including all training events and all RHUDO costs (staff, invitational travel, support, participant expenses, etc.) the training cost average \$169 per participant day of training. As a point of comparison, the 1891 participants days of training accounted for in the first two years of operation of the Latin American Training Center (LATC Evaluation, August 1985), averaged \$167 per participant day, which is not appreciably lower. The LATC evaluation concluded that changes recommended to improve the training program would result in increasing the cost per participant day.

The costs for local in-country training, exclusive of the RHUDO personnel and contractors, is extremely modest. 2,004 participant days of in-country training through July, 1986, required \$50,970 in support costs. This averages to

\$25 per participant day. This is significant in view of the need for sustaining the training effort through local institutions such as the Government Training Institute. Interviews with local authorities also revealed a willingness of the town councils to pay for the training costs. Those interviewed also felt that the accommodations at GTI were more than adequate, obviating the need for and cost of hotels.

Hidden financial support for training includes contracting support provided by the Kenyan Mission as well as other Missions in the region, and the Government Training Institute of Mombassa, which provides classrooms for many of the training events. GTI also provides some equipment, although it is scarce. Other training events are held in conference centers, retreat facilities, and hotels.

Human Resources. The RHUDO chief is responsible for over-all direction and planning of the shelter and urban development programs in the region. The project officer for the Kenya Small Towns project also supervises the training efforts of the RHUDO, and provides programmatic support.

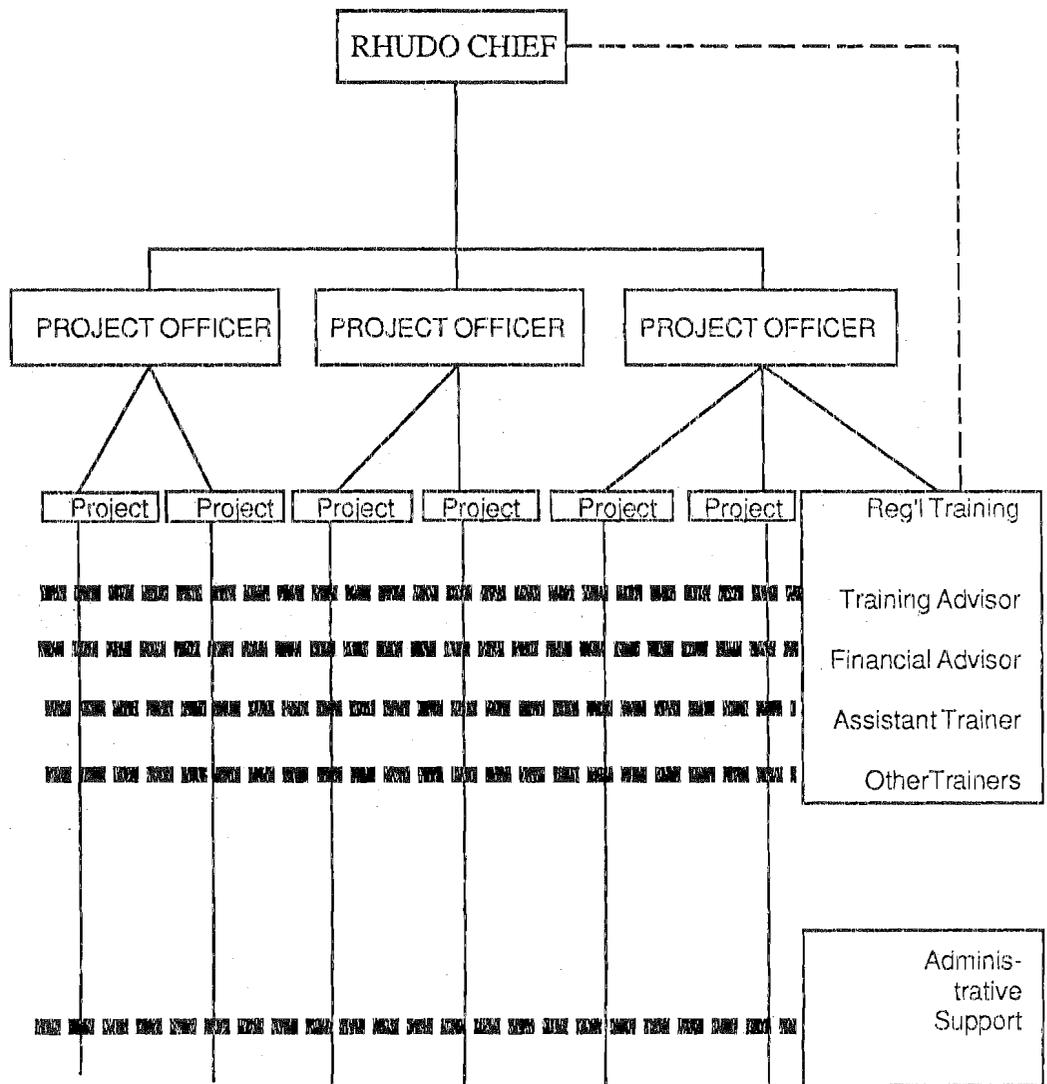
The trainers consist of Fred Fisher, the regional training advisor, and Maurice Arth, the regional financial advisor. They are assisted by Jeanne Oster. Mr. Fisher is assigned full-time to training and is the co-ordinator of training for the region. He has been assigned 1/2 time to the Kenya projects and 1/2 time to other training activities in the region. Mr. Fisher is an experienced trainer with a specialty in the development of local authorities. Mr. Arth is assigned half time to training, and with the remainder of his time he advises the Ministry of Local Government in Kenya. His assignment is also regional in nature, with responsibilities throughout the region. He has extensive overseas experience, and specializes in financial management. Both trainers have lifelong careers in their fields.

The RHUDO also draws on the expertise of consulting firms and individual experts for some of the training. Examples include PADCO, IFE and the Cooperative Housing Foundation. In Kenya, a cadre of staff from the GTI provide training for the local authorities, and will carry on these courses in the future independently of support from the RHUDO.

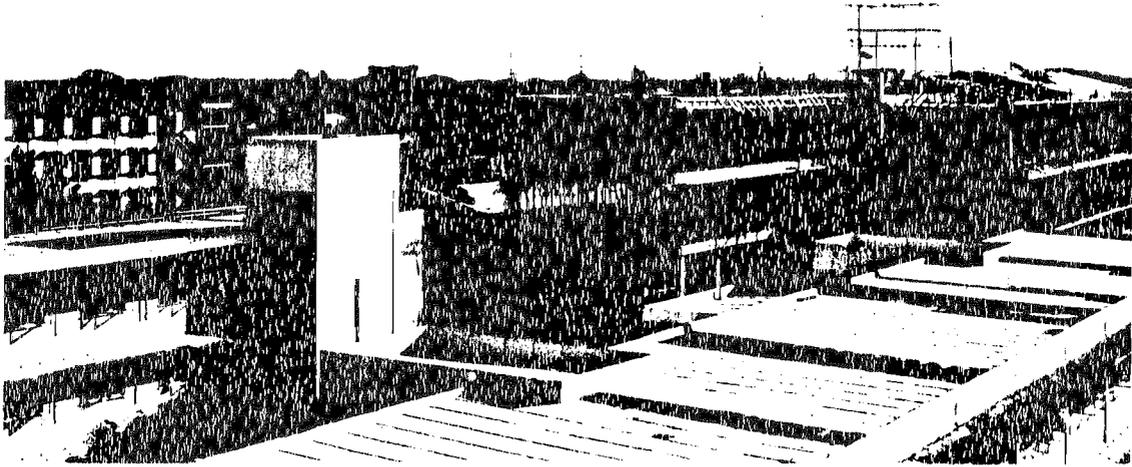
Organizational Structure. To date, the training effort of RHUDO E/SA is not formally organized as a distinct program. Rather, it is loosely structured, primarily as a functional support service in a matrix, as illustrated by the organizational chart on the following page. The RHUDO has undertaken several efforts to organize its training into a regional program, including the development of a project identification document for such a regional effort.

ORGANIZATION CHART

REGIONAL HOUSING AND URBAN DEVELOPMENT OFFICE FOR EAST AND SOUTHERN AFRICA



Training is a support function for the Shelter and Urban Development Projects, as well as a programmatic unit within the RHUDO itself for regional activities. As a support function, the management is a matrix system.



The Government Training Institute of Mombasa is expanding both its programs and its facilities. As a result of an institutional assessment facilitated by the RHUDO for East and Southern Africa, GTI/Msa has added an outreach program serving the management and financial training needs of the 84 small towns in Kenya.



The Project Officers for each project have direct responsibility for training related to their projects. They call on the RHUDO trainers or other training consultants or institutions, to organize or provide the training that the Project Officers see as needed for the development of their projects. Hence there are training activities in which none of the RHUDO training staff are involved, either in planning, implementing or monitoring and evaluation.

The regional training advisor, as the first and only full-time trainer, has the central coordinating responsibility for training. In areas such as regional training and co-ordination with other international agencies, the regional training advisor has greater over-all responsibility and flexibility than in regard to project-specific training.

Supervision of the training and financial advisors has been the responsibility of the Project Officer for the Small Towns Project (Kenya). The assistant trainer reports primarily to the regional training advisor. Both the regional training and financial advisors also work closely with the RHUDO Chief.

Responsibility for organizing individual training events varies. For in-country training related to specific projects, this is often done by the implementing agency with assistance from the RHUDO training staff and the involved training institution. An implementing agency, or training institution such as the Government Training Institute, would provide logistical support such as correspondence, transcribing of proceedings and accommodations, as well as training support.

In-country training not related to specific projects is organized by the RHUDO staff and personal services contractors in that country. Regional and U.S. based participant training funded by A.I.D. is arranged primarily through the Missions, following Handbook Ten procedures for Participant Training. In almost all of these cases, the RHUDO does not provide direct logistical support for training.

For regional training events such as the All-Africa conferences, the RHUDO takes major organizational responsibility. When the regional training is jointly sponsored by other international agencies, the division of responsibilities is worked out on a case-by-case basis.

Both the regional training advisor and the regional financial advisor support the institution building objective of the program, although in somewhat different ways. GTI, Mombassa, is a case in point. GTI is a government institution that has, as a result of RHUDO efforts, become the focus of local government training in Kenya. GTI has adopted RHUDO-developed methods and materials, and has begun an outreach effort to serve the 84 local authorities in Kenya in their financial and organizational management needs. The regional training advisor assists

with overall assessments, planning and organizational development. The financial advisor has concentrated on development of curricula and the instructing of staff in the use of these materials and methodologies.

The delivery of the financial management workshops is illustrative of this relationship with GTI. Mr. Arth develops the curriculum and materials in consultation with GTI trainers and the Ministry, as well as the local authorities. For the first two workshops (one week duration each) the RHUDO advisor conducts the majority of the training. He then prepares trainers from GTI, who have been assisting him in the first two rounds, to conduct the third round themselves, conferring each day in modifying and improving their presentations and the materials themselves. GTI trainers will conduct the remaining rounds unassisted. In the future, the RHUDO plans to train ten staff from GTI in the use of the materials for each course.

*Makes sense if
w/ht "contracts" to
do fr.
NB - w/ US fr -
contractors*

Most of the training materials and curricula used in the training courses have been developed specifically for those events by RHUDO trainers or consultants, and where possible, in collaboration with local trainers.

Long-Range Planning, Monitoring and Evaluation. As in the case of all the RHUDOs, the basic long-range planning cycle is related to the annual budget. With the expansion of the central training unit in Washington, D.C., training is becoming a clear cost center and hence the RHUDO budget submissions more fully identify training activities, their relationship to projects and country and regional strategies.

Since the RHUDO's training program flows from and supports its over-all development program, regional programming for training rests with the RHUDO Chief. The regional training and financial advisors also assist with regional programming in their respective areas of expertise.

Monitoring and evaluation take place in several ways: staff meetings with a focus on training; periodic project reviews; staff supervision; a variety of post-course evaluation methods, such as post course evaluation forms to be filled out by participants. Some of the training events conclude with a self-planning exercise for each participant, who then report back at the beginning of the next seminar they attend.

In isolated cases, there are more elaborate evaluations done at the end of seminars and workshops. Where this is done, it provides much useful information. Training events carried out by GTI are, as a rule, evaluated by GTI's trainers on the basis of information provided by participants. But GTI is inadequately staffed to keep up with their regular training load, let alone the evaluating of these added workshops.

The accounting and filing systems are not set up for monitoring purposes.

V. ANALYSIS AND RECOMMENDATIONS

This analysis concentrates on the overall training effort of the RHUDO/ESA and will not evaluate individual training events or outputs. In Part Two of this report a detailed account is given of most of the different training activities undertaken over the past three years and, where appropriate, evaluative assessments have been incorporated in each description. In this section we will discuss:

- the achievements of the training program in terms of outputs, impacts and the balance it provides in long term and short term objectives, different subject areas covered and different types of training events;
- the efficiency of the training program in terms of its cost, the planning, delivery and follow-up system and its long- term sustainability.

Except where this would make the analysis unnecessarily cumbersome, the four main areas of activity of the training program are discussed separately: project related training, program related training, the development of training institutional capacity and the development of training materials and methodologies. The analysis and recommendations will focus particularly on future needs and direction of the training program.

ACHIEVEMENTS: OUTPUTS, IMPACTS AND BALANCE

The achievements of the training program of the RHUDO have been significant over the three year period included in this evaluation. This is true for all four of the RHUDO's program objectives for training. Even if we only assess the volume of direct outputs produced or supervised by the training staff of the RHUDO in relation to these program objectives, the achievements are impressive. More significantly, the direct and indirect impacts of their activities indicate, even after this short period, that most training inputs have been remarkably successful.

Outputs

The training activities have been described in detail in the previous chapter and in Part Two of this report. The following summary list of direct outputs produced by the training program is indicative of the achievements of the program, particularly since the overall quality of these products has for the most part been excellent (see below):

- Training events: Altogether, forty four training events have been organized and 7,094 participant training days were delivered. Sixty one percent of these events were directly related to USAID Urban projects in Kenya, Zimbabwe and Botswana and thirty nine percent of these were national or regional training events which were program-oriented.

- Training material and methodologies:
 - Procedural and training manuals were prepared directly for the Small Town Project in Kenya for use by the Ministry of Local Government and the Local Authorities;
 - Detailed course curricula were developed for both national and regional use in areas of financial management for Local Authorities and supervisory management;
 - Three assessment methodologies were developed and tested. Two of these have been published, namely the **Action Research and Training** methodology, an experimental training method now widely used in the region, and the **Learning, Planning and Serving**, a self-assessment methodology for training institutions. The third method, a training needs assessment methodology, developed in collaboration with the World Bank and UNCHS, was found to be too cumbersome after testing and was dropped.

- Training institutional development: Several assessments of training institutions in Kenya, Uganda and Botswana were carried out. Furthermore, in Kenya substantial institutional development work was done with GTI/Mombasa.

The consistently high quality of training activities provided by the RHUDO is one of the most remarkable characteristics of the program. All training activities were extremely favorably received by those involved. There were only a few exceptions, and in most cases this involved training events which lacked a clear agenda and which were a follow-up on previous training activities that had been successfully conducted. With present shortages of qualified staff in nearly all implementing institutions, administrators are very demanding in regard to the benefits of training. Training which does not lead to needed policy change, organisational improvements or improved skills is harshly criticized. That so little criticism was heard is thus remarkable indeed.

This excellence in the level of training, of training materials and methods has been achieved because the RHUDO has attracted top-

level trainers, who are experienced specialists in the substantive areas in which they train. Fisher is a management specialist, with extensive work and training experience with Local Authorities, while Arth is an expert in financial management, with a broad and extended experience in participant training in various international settings. Apart from their professional qualifications, the trainers are extremely dedicated to their work. The impact of the high caliber of trainers on the achievements of RHUDO's training component and on the respect which it has gained cannot be overestimated.

Impacts

Results and impacts of training efforts are difficult to measure. Many governments and international agencies try to develop a system of tools and indicators which could assist in the assessment of impacts of training on developmental goals. Not many have been successful so far. Most studies rely on a combination of two types of information, namely: expert judgement by the evaluators on the basis of the analysis of secondary sources and interviews with participants and managers of implementing and training institutions; and some firm indicators of impact which can be measured directly, such as increased revenue collections, improved ways of accounting, improvement of training programs and curricula. This evaluation is also based on a combination of different methods.

As mentioned above, the RHUDO training staff has built an evaluative component in some of their training events and has conducted several follow-up evaluations to understand the impact of previous organizational development interventions. However, the latter have not been successful for a variety of reasons. Moreover, for certain training components the impacts will only become clear after a much longer period of time. The assessment of the impacts of the program which is presented here is therefore by necessity tentative.

To assess the long-term impacts of a training program of such diversity, it has to be viewed from different perspectives. The evaluation team has attempted to analyze the impact of the training program at three main levels:

- the impact on policies and the delivery capacity of implementing institutions in the shelter and urban development field;
- impacts on training policy and practice and on attitudes toward training;
- impacts of the training program on the wider program goals of the RHUDO and its regional and international image.

- Impacts on Policies, Skill levels and Delivery Capacity of implementing institutions in the field of shelter and urban development

Within the constraints of the lack of primary observational data, the evaluation team found the results of training efforts which focussed on the organization of implementing institutions and on the delivery of their services to be very positive. Several examples will illustrate this conclusion.

A good example is provided by the training workshops on the delivery process of sites and services projects of the Harare City Council and other Local Authorities in Zimbabwe. One of these workshops was sponsored by UNCHS, but the RHUDO training advisor provided considerable input; the other was co-sponsored by the City of Harare and the RHUDO. The workshops generated an opportunity to create clarity on unresolved policy issues, and they provided the framework in which procedures of implementation were spelled out. But, most important of all, because of the participatory training method which was used, the training process itself created a team spirit which according to the Zimbabwe project coordinator for the experimental Kuwadzana project "has held us together through rough times" throughout the implementation of the Kuwadzana project. The training was provided only to those officials involved in the project, and has therefore only impacted a small section of the council department which deals with this type of projects. However, the trainer of the Human Services and Community Development Division has been trained in dealing with this type of participatory training, which will have a spin-off effect on future training efforts.

The local authority training efforts in Kenya provide a good example of training which is conducted in the context of a project, but where the training inputs are not restricted to personnel or institutions which directly participate in the project. The training for local authorities has been looked at from a national perspective and has therefore not only influenced the implementation of the project but ultimately also the effective operation of all local authorities in Kenya as well as the continued training program for local authorities through the work with the GTI/Mombasa.

Particularly in the area of financial management the training efforts and technical assistance inputs are complimentary and reinforce each other. In this case the same consultant has a dual assignment to assist the Ministry of Local Government with the improvement of its financial managerial procedures and to train Local Authorities in financial management while at the same time establishing these training skills at the GTI/Msa. The groundwork for training in this area was laid by the RHUDO training advisor during his Action Research Training work with Local Authorities. Impacts of this type of concerted efforts are highly

significant. Even after a short period of training several clear impacts can be seen on the implementing institutions:

- As a result of both the problem identification and organizational development workshop and the skill development training in financial management, several Local Authorities have started to reorganize their revenue collection system and have increased their revenues from various sources;
- Several Local Authorities indicated that they had improved their system of both short term and long term financial planning;
- At a national policy level, financial management training for Local Authorities has been given a high priority and an official endorsement (*Sessional Paper No. 1, 1986*).

Related training efforts in the area of general development planning for Local Authorities in Kenya have not brought the expected results as yet, although the planning procedures which were developed by the RHUDO technical assistance staff have been endorsed at the national policy level. The reasons for the lack of results relate only partly to the quality of the training inputs, but lie primarily in the lack of a coordinated training approach in this area. (See section on Efficiency and Sustainability)

The groundwork for much of the training related to the Small Town Project was laid in a short series of general management workshops attended by a variety of high level officials from Local Authorities, the various ministries and institutions related to the project and staff from GTI/Mombasa. This series of workshops had a tremendous influence on ways in which participants looked at the organization of their institutions and the way in which problems can be understood, analyzed and solved. Many reported that they have changed their management style as a result of this workshop. Moreover, the Municipality of Mombasa (which is not included in the Small Town Project) has asked the GTI/Mombasa management training staff to conduct a management workshop for staff of the Municipality, because it felt this approach could increase the efficiency of their organization.

Many of the problems faced by Local Authorities can, however, not be solved by training and relate to their overall lack of financial resources and staff. Potential impacts of training have to be evaluated within that overall context.

Several participants in regional or national level training seminars or workshops were interviewed in order to understand the impact of non-project related training on implementing institutions. Since few of these training efforts were focussed directly on the needs of particular implementing institutions, impacts will be evident only indirectly. From

discussions it was clear that most participants gained an understanding of the particular problems which were addressed, which varied from hawkers problems to urban management issues. In the case of regional or U.S. participant training, insights and knowledge were acquired about different approaches and experiments undertaken in various countries, and lessons to be learned from those experiences. These impacts are not as clearly perceived in tangible policy or organizational changes but form the necessary first step in that direction. Several persons interviewed expressed a desire to participate in more cross cultural training events.

It will be of interest to monitor closely the results of non-project related training efforts which are directed at specific implementing institutions, such as the financial management training program for the City Council of Mogadishu. This is the only example of its kind in the region, and it will provide evidence of whether such training can work independently of housing guaranty or other project activity involving the implementing institution.

Based on these and other examples we can make the following general observations regarding the impact of RHUDO training efforts on implementing institutions.

The project-related training has produced the most visible results concerning organizational development, policy change and improvement of skill levels. In a project context other types of assistance reinforce the training effort and vice versa. There exists a regular and ongoing contact between the RHUDO and the implementing agency which facilitates the access trainers have to the staff, etcetera.

Impacts of non-project related training, although no less crucial to the development of the overall RHUDO program, are not as immediately obvious, since they often address larger policy issues which need a gradual process of interaction with different countries or with different agencies. Follow-up workshops or working meetings following policy level training events may enhance their effectiveness.

what follow up

Training was particularly successful where a sequence or a variety of training inputs was provided, first addressing the general policies, procedures and managerial aspects of implementing institutions and subsequently or simultaneously the technical or managerial skills. Where no prior agreement on policies or basic procedures was reached within the implementing institution or between different institutions, skill-oriented training efforts were unable to reach their potential and some of the time was unproductive, insofar as it focussed on topics which participants could not effectively address.

• Impacts on Training Policy and Practice

Impact on the attitudes towards training and the awareness of its potential:

One of the most dramatic overall impacts of the training program is the positive change it has brought about in attitudes of high and middle level officials towards the usefulness and potential of training as a tool or a process to bring about desirable changes. This change in attitude was found to be pervasive among all officials interviewed from those at the policy-making level to those in implementing and training institutions who had come into contact with the RHUDO training program and even for the RHUDO staff and technical assistance personnel. Even more interesting was the finding that there was a unanimous agreement among those interviewed, that the training methods used by RHUDO trainers, which included a variety of participatory, experimental methods of learning, are much more effective than the methods commonly used before. Moreover, training was viewed as an ongoing process in the development of stronger institutions, involving both skill enhancement and organizational development. This was even the case for top level officials of shelter institutions who were otherwise skeptical regarding the type and direction of change which the RHUDO shelter and urban program tries to stimulate, such as the National Housing Corporation of the Kenya Government.

There is clear evidence that this positive attitude expressed with regard to the training program was more than just paying lipservice to the evaluators. The change in attitude towards the effectiveness of training was evident in relevant policy statements of the Central Government of Kenya (see Kenya Small Town Project in Part Two of this report), in their acceptance of a new outreach training program for Local Authorities in Kenya, in the formulation of project documents, in the commitment of funds for training, not only by the RHUDO and Missions, but also by the implementing institutions themselves, and in the requests for training which are made to the RHUDO training staff or to the GTI/Mombasa local authority training program. Also, nearly all implementing institutions visited had a training agenda or a plan that indicated at which points in the implementation process of projects or programs a training input would be necessary.

There are, of course, factors other than the RHUDO training program that have influenced this positive attitude towards training. It was generally acknowledged, however, that the experience with RHUDO training efforts had been a critical factor in the appreciation of the potential of training.

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Impacts on Training Institutions

Although some training inputs have been provided to the Institute for Development Management in Botswana and the Institute of Public Administration in Kampala, Uganda, these were isolated assessments of the capacities of these institutions. Without follow-up actions there is no indication of any impacts. We will concentrate the discussion therefore on the impacts of the RHUDO training inputs on GTI/Mombasa.

As discussed elsewhere, the RHUDO training assistance to GTI/Msa has been unsystematic and mostly of an informal nature. However, the initial LPS assessment of the institution by Fisher and Sherwood and the successful series of workshops addressing the problems of Local Authorities, which were partly conducted at GTI/Msa, induced a fundamental reorientation of the mandate of this institution. This reorientation was endorsed at the National level: an outreach program was initiated for the training of Local Authorities; a combination of training, research, consulting and publications was to be pursued; and the participatory or experimental learning method was recommended as the basis of all training of Local Authorities and other outreach training, such as the training for the District Focus. The capacity of the GTI/Msa training staff involved in the outreach program was further enhanced by subsequent joint training efforts with RHUDO training staff and the joint development of new curricula in financial management and supervisory training. However, the development of research, consulting and publications can hardly be further pursued with the manpower and financial resources presently available. Another side effect of the RHUDO involvement is the recent approval by the international Union of Local Authorities to designate GTI/Mombasa as a regional training center for training of Local Authorities.

These tremendous impacts have been achieved with very limited resources and have demanded an incredible input from the staff and leadership of the institution. For this effort little compensation was offered other than the interest in developing one's own and the institution's capability. While this is a sign of a deep institutional commitment, it is at the same time a precarious situation since too much depends on the willingness of the individual staff members. The evaluation team endorses and encourages the RHUDO's present attempts to seek funding for further institutional development of the GTI/Msa. (See Efficiency)

• Other Impacts of the Training Program:

In the process of the evaluation it became evident that the training program had some impacts other than enhancing skills, knowledge, practices and policies. It functions effectively as an outreach program in

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countries in which no USAID shelter or urban projects are presently feasible, but where a strong interest exists in learning about new approaches in this field or learning new skills. Through training, many obstacles for the effective development or implementation of future projects may be cleared away.

The training program has also gained an international reputation and presently has considerable impact on international training activities in the region. Increasingly, the RHUDO training staff is asked to develop course curricula and training methodologies for training activities co-sponsored by UNCHS and the World Bank. This impact will deepen when the LPS assessment method for training institutions is used in a planned joint effort to develop a regional network of training institutions in the urban development field.

Balance within the Training Program

The question remains: does the training program achieve an adequate balance of long and short term objectives, subject areas of training, types of training events and levels of participants.

Training Objectives: The objectives of the RHUDO E/SA training program are consistent with the training objectives of the Central Training unit of the Office of Housing and Urban Programs in Washington. The RHUDO program incorporates training at three levels: policy level, training focused on implementing institutions, both for organizational development and technical training, and the development of local training institutions. Training events reflect this mixture of different objectives. There is also a careful balance between training for long-term needs, through policy seminars and the gradual development of institutions and training capacity, and the fulfillment of short-term needs in relation to the immediate implementation of projects. However, an area which is presently not incorporated is assistance with the **longer term** manpower needs in the urban management sector. For instance, in Kenya and in many other countries in the region, only short and medium term pre- and in-service training programs are available for training in public administration, all sponsored by the Government. With increasing manpower needs in this sector, the RHUDO may provide assistance to the Government to develop plans for a pre-employment type private or semi-private training program in public administration and management.

As mentioned above, the training events related to shelter and urban development policy could be strengthened by organizing smaller policy workshops at a national or regional level as a follow-up to regional policy conferences. A proposal indicating such interest has been drafted by the training advisor of the RHUDO. For most countries in the region the policy

level seminars are an important link with the RHUDO and often form the only contact with experience in other countries. These can form the springboard for further training inputs which the RHUDO has to offer. A further advantage of the development of this type of national policy seminars is that it enables French speaking countries in the region to become more incorporated into the training program.

Types of Training: Training support to implementing and training institutions has been concentrated in Kenya, and to a lesser degree in Zimbabwe. Present efforts to conduct the local authority financial management training in other countries and to provide institutional support to selected training institutions in the region will increase the regional balance of the training program. There is also a question concerning the overall balance in the training program of the different types of training undertaken by the RHUDO, such as training of trainers, self-guiding training methods, direct local training for policy makers, technical and administrative personnel, and participant training. One of the greatest achievements of the RHUDO training program is the use and development of local or regional training resources, wherever feasible. Third-country participant training is used particularly in those cases where an exposure to other countries or U.S. experiences can be considered fruitful or where no local expertise exists. Given this emphasis on the development of local training capacities, it would be advisable to focus more efforts on the training of trainers and on the development of curricula and other training materials, particularly in countries where a core pool of local trainers already exists. This would promote efforts to make the training locally supportable. In our view, too much time of the training advisor was spent on the direct delivery of training, even in areas where local expertise might be developed.

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Subject Areas: The balance in subject areas addressed by RHUDO training was generally found to be adequate. Increasingly, areas of training have included ways to incorporate the private sector in the provision and maintenance of shelter and urban services and to emphasize the role of urban economic development. This focus will be expanded in relation to the two private sector housing projects, in Kenya and Zimbabwe, presently planned or implemented.

Many of the implementing institutions in Kenya with which the RHUDO training staff works, expressed a need for more managerial and organizational development training inputs. For instance, training efforts to enhance financial management capacities in Local Authorities could, for a maximum impact, be combined with general management training. The Ministry of Local Government is interested in having its staff exposed to internal management training and so did the National Housing Corporation and the Housing Development Department of the City Council. However, all of these institutions are extremely understaffed; a training activity which would take away a large part of the staff, even for a few days, is presently quite difficult. Also, there is as yet not enough

training capacity internally or at GTI/Msa to address this need. Therefore, the development of training material in this area and the training of trainers, both at implementing institutions and at GTI/Msa, should be a high priority area for RHUDO's training program. Moreover, since Fred Fisher is a specialist in organizational development, it is all the more appropriate for the RHUDO to concentrate more of its efforts in that area. The RHUDO has already commissioned the development of a self-guiding supervisory management manual for Local Authorities, which has been drafted and revised by PADCO.

Other priority areas of training for Local Authorities which were mentioned to us by the Local Authorities we visited and by the Ministry of Local Government are: estate management and legal training in support of collections. It does not seem advisable for the RHUDO to attempt a new training initiative in these areas; however, there exists considerable experience in Zimbabwe in these areas and a combined field tour and workshop may be organized to accommodate this training need.

Level of Participants: Concerning the mixture of participants of different levels of seniority, technical skills and English language ability, some criticism was voiced that in training events the disparities were counter-productive to the overall purpose of the training. These criticisms related to two specific situations. For skill training some basic language and, in some instances, basic skills are required for the group to move along at a similar level and speed. For organizational development training a mixture of participants from different levels in the hierarchy is crucial to the success of the training; however, when disparities were too great, observers and participants noticed that for the lower escalons the training was no longer effective. In most cases, the RHUDO is not directly involved in inviting the specific participants for training events. Nevertheless, the RHUDO may be able to counsel the agencies who extend the invitations to be sensitive to the specific selection requirements for different courses.

EFFICIENCY AND SUSTAINABILITY

In this section, this report analyzes the training program of the RHUDO in terms of costs, the internal organizational structure and the long term sustainability.

Cost Effectiveness

The cost of a participant day of training is approximately \$170. This figure includes expensive overseas training as well as local training, it also includes the development of training materials by the RHUDO trainers and all the outreach work with institutions they carry out. It is not possible to make a more detailed cost breakdown according to the time

spent by each RHUDO trainer on different activities, hence the use of the costs per participant training day as a comprehensive, but approximate indicator of costs. This cost figure is very low in relation to the high quality outputs and wide impacts described above.

The approach taken by the RHUDO/ESA is characterized by the following features: investing a large proportion of funds in highly qualified resident trainers and support staff; holding training locally in order to reduce costs and reach more people; and placing considerable emphasis on the development of training material and use of local qualified manpower. Apart from the direct benefits this has for the quality of the training events, there are the evident additional benefits of being able to respond flexibly to a diversity of training needs in the different projects and contributing to the formulation of training policy and the building up of local training capacities.

The cost figure for local, in-country training is much lower at \$ 25.00 per participant day. This is partly because no salary costs of the trainers, whether local or RHUDO trainers, are incorporated, but also because part of the direct costs are often paid for by local institutions. Yet this figure is important, since it reflects the costs to be born by local institutions if and when A.I.D. funding for presently provided training is gradually withdrawn.

Internal Organizational Structure

Although in the course of this report we often referred to "the training program of the RHUDO/ESA", in fact it is not a program in the sense of a comprehensive training plan, with an implementation strategy and a discreet budget. Although an excellent strategy was developed in 1983 by the training advisor, this proved impossible to implement. (See Part Two, Small Town Project). The present loose operational structure of the training component of the RHUDO has been described above.

Essentially the training staff responds to individual requests for training made by the project officers for project related training that needs their input, and by the RHUDO Chief for non-project related training. The trainers are not regularly involved in the preparation of longer term training plans for particular projects and do not operate as a training unit.

*should not
be the case.*

This open structure has the obvious advantage that it made the training very flexible and responsive to immediate project needs. Moreover, the training advisors receive strong support, both from RHUDO Chief Hansen and from Housing Officer Benson who has been supervising the training program. Since the internal relations between project staff and trainers is open and constructive, this seemed on the surface not to be a drawback. In the analysis of various training efforts, however, we found this individual approach to training to invoke certain problems.

- In the absence of comprehensive programming it is possible for technical assistance personnel and trainers to work on related issues, even with the same implementing or training institutions without coordination. In at least one case the planning and training methods developed and used by a technical assistance consultant were found not to be useful by the training staff working with the same implementing institution. The lack of joint programming meetings has created a situation in which it is difficult to provide a unified type of assistance with mutually reinforcing approaches.
- Without the involvement of the training staff in the development of the training component of projects, certain opportunities where training might have made an impact in the implementation of projects were lost. The situation is conducive for ad hoc training and makes it difficult to program the project training in such a way that more long term objectives for training can be incorporated, such as the development of local training capacities or institutions. A similar result has been that the time of the training advisor has been used disproportionately in conducting training sessions, while a concentration on training for trainers or the development of training materials would have more long term effects.
- The development of a training agenda, separate but not necessarily unrelated to USAID projects, is difficult to achieve. A good example is the relationship with GTI/Msa. Funds for institutional development for GTI/Msa are no longer easily found in the Small Town Project, and without a broader based training program this type of activity is difficult to sustain.
- The systematic monitoring and evaluation of training efforts and of their impact is difficult if no coordinated system of record keeping is kept, nor a system for the gathering of feedback from training events.

On the basis of these considerations we feel that there is a need for a more focussed training program. This should have the role of the training advisor or coordinator clearly spelled out and preferably have a discreet budget which would incorporate at a minimum funds for the achievement of long term training objectives that are not easily supported by project funds.

Sustainability

For training to be effective, it needs to be a well planned effort sustained over several years. The Small Town Project was instrumental in showing the potential of a longer term training input both in implementing institutions and in training institutions. From the outset the training staff stimulated a training approach that would transfer training capacities through training of trainers, the development of training material and work with a local training institute, in this case GTI/Mombasa. In other settings where no relevant training

institute was available, trainers from within the implementing institutions would work closely with the RHUDO trainer in order to learn new training methods. Ultimately, local trainers and training institutions have to take over the training themselves. We have recommended above that this approach be given even more weight in future years.

However, both of the main long term training efforts of the RHUDO, the Local Authority training program and the development of GTI/Mombasa still need continued support.

GTI/Mombasa is of particular importance for Local Authority training; yet a consolidated institutional development agreement between GTI and the RHUDO was never made. Funding and other assistance to the new outreach program has always been piecemeal. Despite severe understaffing, lack of equipment and lack of financial incentives for the faculty to develop the outreach program, it has gained a solid reputation. At the present time, however, the staff is not yet sufficiently built up, both in number and in experience, to run and further develop the local authority training program independently. There is an obvious need for a more formal agreement to consolidate the relationship between GTI/Mombasa and the RHUDO and to work toward increased funding. If the funding is made through the Office of the President's Directorate of Personnel Management, continued future funding of this program may be more likely borne by the Kenya Government.

The Local Authority training program in financial management (in the future expandable to include general management issues) is hard to sustain without sufficient USAID funding, not only for GTI/Mombasa, but also for the Local Authorities who have to share part of the expenses. The costs of this training program are quite reasonable and several Local Authorities have shown a willingness and the ability to support their staff and councillors to attend. The less well-off Local Authorities will, however, be inclined to put a relatively low priority on training and will depend on outside support. Again, it is crucial for the RHUDO to find continued sources of funding, which could probably best be channeled through the Ministry of Local Government, in view of the potential for the Kenya Government to take over these responsibilities in the longer term.

RECOMMENDATIONS

On the basis of the above analysis we have formulated the following main recommendations:

1. The main area of concern is the sustainability of critical program activities, particularly those which focus on the long term process of institution building.

Government Training Institute Mombasa

The involvement of the RHUDO/ESA with the GTI/Mombasa started with the field testing of the newly developed Learn-Plan-Serve assessment method, which was done at GTI/Msa in April 1984. In that same period a new Principal was appointed, Mrs. Grace Wakhungu. She used the assessment process to reflect on the overall mandate and future of the Institute. Under her dynamic leadership, many fundamental changes were made over the following 18 months.

The overall mission of GTI changed from a main focus on long-term residential training programs in the areas of secretarial services and accounting, to include a high-level outreach program for Local Authorities, combined with field consultation and action research.

It is therefore recommended that:

- An agreement with GTI/Msa be formalized, specifying respective roles and responsibilities of the GTI/Msa and the RHUDO.
- More attention be devoted to the training of new trainers, particularly by the regional training advisor, Dr. Fisher, and to the development of new training materials.
- Assistance be provided to GTI/Msa to carry out professional research and to find ways for the staff to get involved in consulting.
- New ways be developed to improve the incentives for GTI/Msa staff to remain involved in the outreach program, e.g., by improving salary structures, by supplying materials or equipment and by enabling them to participate in regional or overseas training.
- For these and other institutional development activities, new sources of funding should be located, e.g., by acquiring approval from the Ministry of Finance for the use of counter-part funds for training.

Local Authority Training Program

Another training activity in which USAID has made a long term investment, is the highly successful Local Authority financial management training program. In the Kenya context, it is anticipated that many Local Authorities may be unable to take up the costs of training, particularly if the program is expanded. It is therefore recommended that:

- new sources of funding be explored to continue support to Local Authorities to participate in the training program even after the funding under the Small Town Project will be exhausted;
 - funding is provided in such a way to induce the Kenya Government to take over the responsibility for the program in the future;
 - funding is sought to expand the local authority financial management training program in various other countries in the region.
2. Although the impacts of the training program are extensive some ways may be suggested to increase the effectiveness of the training activities in several areas. It is recommended that:
- RHUDO training staff be more involved in the planning of training inputs for USAID projects, in order that both the fulfillment of short term training needs and longer term training objectives be more effectively achieved;
 - more emphasis be given to small scale national or regional policy level training events in areas of particular concern at a national level or for defined groups of countries;
 - the sequencing of training efforts be given more attention so that, where indicated, policy level issues are addressed before technical training will be provided.
3. Many of the above recommendations would be more readily accomplished if the training component would have a clearer identity in the RHUDO, with a well defined training program, preferably with a separate budget for non-project related training activities.

EVALUATION OF
TRAINING PROGRAM OF RHUDO E/SA

PART TWO:
PROJECT RELATED AND REGIONAL TRAINING
ACTIVITIES

Part Two provides a detailed review of the training activities of the Regional Housing and Urban Development Office for East and Southern Africa (RHUDO).

As seen in the preceding overview, since the consolidation of the training strategy in the middle of 1983, a variety of training activities has been initiated by the RHUDO training and technical assistance staff. These training efforts vary widely in the objectives at which they are directed, in the target groups they intended to reach and in their geographical perspective, and several training activities fulfill a variety of different purposes. Since it is difficult to categorize them by clear functional groupings, the training activities will be described according to the main RHUDO objectives for training: training efforts related specifically to RHUDO projects in different countries of the region e.g. Kenya, Zimbabwe, Botswana; training efforts related to the enhancement of RHUDO program goals in the region; and training efforts related to the enhancement of a regional training capacity in the housing and urban development field, including training institutional development and the development of training assessment methods and training material.

1. PROJECT RELATED TRAINING

Kenya Small Town Shelter and Community Development Project

Project Description: The goal of the Kenya Small Town Development Project (# 615-0212) is to improve the living conditions of low-income households in Kenya small towns. It is implemented in the context of the Government of Kenya's (GOK) attempt to promote a rural - urban balance through the stimulation of economic growth in small towns and secondary cities throughout the country and through the strengthening of linkages between the urban and rural sectors.

Several other international agencies provided funding for small town development projects in the early eighties, among others the World Bank and the Overseas Development Agency (ODA). The latter withdrew at a later stage and A.I.D incorporated several former ODA towns into its Small Town Improvement Project, bringing the total number of towns included in the project to fifteen.

The project includes the following components:

- Capital Investment Projects in fifteen small towns including: the provision of low-income housing options and related infrastructure; the improvement of infrastructure such as extension of trunk water or sewer lines, storm drains, walkways, roads, streetlighting and electricity; the provision of community facilities such as schools, health centers, social halls, markets, bus parks, stadia; the generation of employment opportunities through the provision of

serviced sites and/or loans suitable for small-scale commercial and industrial enterprises.

- Institutional Support to main implementing agencies: the Ministry of Works, Housing and Physical Planning (MWHPP) and the National Housing Corporation (NHC) are the main implementing agencies for the housing component of the project; the Ministry of Local Government (MLG) and Local Authorities (LAs) are responsible for the planning and implementation of the non-shelter components. Two long-term technical advisors were provided to work within the MWHPP/NHC and the MLG. Their responsibilities included the development of policies and procedures within the implementing agencies as well as the provision of on-the-job training for personnel of these institutions and of Local Authorities. Originally, the main planning and coordinating function for the project was intended to be with the MWHPP and the NHC and this was reflected in the allocation of technical assistance. However, in the course of the project, the MLG has taken on an increasingly significant role and the improvement of the financial and planning capacity of Local Authorities is presently the main area for which technical assistance is provided.
- Training support to key project staff and officials is crucial to the success of the project and to the long term delivery capacity of shelter and urban development related institutions. The Implementation Agreement indicates several kinds of training to be provided: orientation workshops for LA personnel (both staff and elected officials) and selected provincial and district staff; financial management workshops for LAs; and basic skill training for specific target groups. These training activities were to be conducted through on-the-job-training by resident technical assistance personnel and by short-term training consultants. Short-term technical assistance would also be provided for the development of a long-term training program for Local Government officials and councillors. In the actual implementation of the project, the training component gained in importance, particularly training related to the enhancement of the performance of Local Authorities (see below). A resident trainer, specialized in Local Government Management, was recruited in 1983 and approximately half of his time was to be devoted to training efforts within the context of the Small Towns Development Project. At a later stage, in January 1985, a financial management specialist was attracted, also with part-time responsibilities for LA training.

The project was approved in 1980 as a \$16 million Housing Guaranty Loan (HG), and a \$ 900,000 Technical Assistance Grant, which included a \$ 105,000 training component. Although technical assistance to the project began in 1981, the actual approval of disbursement of the HG component was not given by the GOK until the beginning of 1985. The implementation of the capital investment projects has therefore only recently begun and institution building and training efforts have received considerably more attention than originally planned. This

has been extremely beneficial for the potential impact of the program on LA development.¹

Training Strategy

The primary focus of training in the Small Towns Project has been on the strengthening of LAs in areas of decision-making, problem-solving, planning and financial management. On the basis of a training needs assessment of LAs, conducted by the Directorate of Personnel Management of the Office of the President, GOK, in 1981/82, a preliminary training plan was formulated by the RHUDO training specialist. It dealt mostly with ways to develop a process for the assessment of training needs and a process for the delivery of training. Many training activities have been carried out since the beginning of the project for different target groups. Since the initial training plan, no revised plan or systematic strategy or integrated plan for project related training has been developed. Training inputs have therefore taken a flexible, responsive form within the overall context of stimulating the enhancement of local training capacity for Local Government training. The main reasons for this lack of an overall plan have been:

1. the shifts in emphasis concerning the role of Local Authorities within the GOK and the subsequent unclarity of GOK training priorities for LAs;
2. the initial difference in perspective between the RHUDO technical advisors and the training staff, making infeasible the formulation of an integrated training plan.

One of the main thrusts of the Small Town Development Project is the strengthening of the Local Authorities, particularly their planning and financial management capacities. Several studies have shown the deteriorating condition of many LAs, in part concerning their overall administrative and managerial abilities, but particularly concerning the lack of a sound financial base. Local Authorities began to experience increasing financial difficulties at the end of the sixties, when the Graduated Personal Tax was abolished, which was an important source of income for LAs; at the same time, Central Government grants to LAs were gradually cut back. Increasingly Central Government Agencies took over the responsibilities for the provision of a wide range of services provision in the LA's and administrative responsibilities were increasingly handled by the MLG. These developments have gradually undermined the administrative and planning capacities of the LAs and the Small Towns Projects of USAID and the World Bank were initiated to assist the GOK in addressing the weakened position and related developmental potential of the small and secondary towns.

Since the Small Towns Project was started however, a major new policy has been adopted by the GOK, referred to as the "District Focus for Rural

¹Review of Kenya Small Towns Project and Recommendations for Future Action, PADCO/ESA. RHUDO, Washington, 1985.

Development." It was initiated in 1983 and officially proclaimed in a Cabinet paper in June 1984. The District Focus implies the shifting of responsibilities for planning and implementing rural development from the headquarters of ministries to the districts. The objective of this policy is to broaden the base of rural development and to encourage local initiatives. Each district has a District Development Committee (DDC) chaired by the District Commissioner. This body is responsible for rural development planning and coordination, project implementation, management and development resources. Local Authorities are represented on the DDC through their chairmen and clerks. Local Authorities have to vet their development projects through the DDC before forwarding them to the MLG for funding. A large-scale National Training Strategy for District Focus was developed in March 1985*, funded by the Office of the President. It concentrates on the training of the different members of the DDC.

The basic reason for the initiation of the District Focus was the decentralization of the rural development process. However, an additional consideration in shifting to this approach was the sense that LAs were too weak to implement development projects effectively. This implicit unclarity of the GOK's attitude towards the position of LAs, formed a dilemma in the LAs training efforts planned as part of the Small Town Project. National training priorities and funds were focussed on district, divisional and locational level training and the status of longer term sustained training efforts for LAs was not clear. The objectives of the GOK for LA development were clarified in Sessional Paper No. 1 of 1986 on Economic Management for Renewed Growth.

Government will undertake a major initiative to strengthen local authorities, focussed on two broad fronts: first, to upgrade management capabilities and ensure the competent administration of urban areas; and second, to consolidate local revenues, reducing dependence on Central Government and ensuring adequate financial resources for needed services. A program will be developed by the Ministry for Local Government, including training and technical assistance, to improve the financial and operating management of local authorities. (pp 51 and 108)

This direction in government policy is both an outcome of A.I.D.'s technical assistance and training efforts under the Small Towns Project, and an indication of future government commitments.

The second reason for the lack of a comprehensive training strategy for the project is the fact that the technical assistance personnel working within the MLG had begun to develop planning procedures for LAs, called Local Authority Development Program (LADP), to be followed by LAs in the project for the preparation of their development plans. Although the method has been approved and adopted by MLG for use in all LAs, there was never a unanimous support for the method among trainers and technical assistance staff of the RHUDO. The result has been that various training efforts were undertaken by individual trainers or technical assistance personnel in priority areas for various ministries, departments or institutions. For some of these efforts, such as the financial management training for LAs, detailed workplans have been developed. However, an overall training plan, integrating the various

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procedures, methods, subject areas and processes of training delivery was not feasible under the circumstances.

Training Activities

The training efforts under the Small Town Project were to address the most important training needs of LA's, and other implementing institutions, both in areas of skill training and where feasible, in organizational development. Since the beginning of the project a variety of training activities has taken place, conducted both by the resident technical advisors in the MLG and MWHDD/NHC and by the RHUDO training staff. Technical assistance was provided to work out improved procedures for the formulation of development plans, project formulation, planning and implementation and procedures for financial management for LA and these procedures and methods would form the basis of the training for LAs.

Three main areas of training can be distinguished:

1. Training related to the Local Authority Development Program

This program intends to improve the capabilities of LAs to identify, prioritize, design and implement development projects in their area of jurisdiction. A series of manuals detailing the procedures involved in each planning phase was introduced by the technical assistance consultant to the planning division of the MLG. Two manuals out of the ten which are planned, have been published to date; one describing the basic LADP method and one on the conducting of feasibility studies. Although initially intended for use by LAs included in the Small Towns Project only, the current idea is to introduce the methodology to all 84 LAs in Kenya. Several introductory and training activities with LAs and Ministry personnel have been implemented both by the technical assistance staff and by the training staff of the RHUDO. The manuals have been introduced to the training staff of the Government Training Institute at Mombasa (GTI/Msa, see below) and several LA training workshops have been given by GTI/Msa staff. Presently the methodology is under revision to make it more accessible to LAs and no further general training activities are planned until an agreement on the process and format will be reached. A separate manual has been developed for MLG planning officers on project formulation and this will be the basis for training of personnel of the planning division of the MLG.

2. Training related to financial management for LAs

Already in the early project formulation stage training in financial management was identified as a priority. This was later confirmed during the training needs assessment for LAs conducted by the DPM. In February 1984 the RHUDO training specialist organized a workshop for MLG and LA officials to consider ways in which the financial management structure and systems of LAs could be strengthened, both through the improvement of procedures and through training.

In January 1985, a resident consultant was hired with the specific task to strengthen the MLG and the financial management of Kenya LAs. An integrated work program was developed combining procedural and system development within the MLG, with a comprehensive training program for LAs and a program of training of trainers of the GTI/Msa and the MLG.

Five LA financial management training programs were developed in close collaboration with MLG staff and teaching staff of the GTI/Msa:

- Planning and Budgetting; including planning for the current budget and for the capital projects, long-range planning and annual planning
- Revenue Generation
- Expenditure Management and Control
- Organization, Administration and Related Support Issues
- Overall Program for Councillors

All five of these training programs are planned to be conducted for all 84 LAs, in groups of nine or ten. The first four programs are directed towards the town clerk, the treasurer and the (elected) chairman of the council finance committee of LAs. The first of each training program is taught by the RHUDO financial management specialist, while GTI/Msa training staff assists. The second round is co-taught by both RHUDO and GTI trainers and the subsequent programs are handled completely by GTI/Msa staff. Revisions of the material are made after the first and second iteration. So far the first program has been taught three times and the second one two times; the third program will begin at the end of July 1986.

Although the topic of the Planning and Budgetting module is closely related to the LADP method mentioned above, the two planning approaches are not similar and no use is made of the LADP manual nor are the two linked during the financial management training program.

3. Training in management and organizational development for implementing institutions

General management, including such topics as problem identification, conflict management, problem solving and decision-making, action planning and management of change, and leadership was considered another high priority for training. It was in this general urban management area that the RHUDO trainer-advisor was specialized.

In collaboration with several others, he had developed a training strategy, which emphasized participation of all trainees in the training process. It is referred to as Action Research and Training (ART). In December 1984 a two-week workshop was organized at GTI/Msa for high level LA, MLG, MWHPP and NHC officials and key trainers of GTI/Msa. This workshop introduced the experimental learning approach and it included a real-life planning intervention in the market system of Mombasa. A follow-up workshop was organized in the beginning of 1985. Although not a trainer of trainers program, it effectively functioned as the basis of many later training ventures and training requests and had a dramatic influence on participant's attitudes towards training and towards management. More importantly, the ART method was adopted by GTI/Msa as the basis of their training methodology for LA training.

Another training activity in the area of general management was the development of a supervisory training program for LAs. In collaboration with a U.S. consulting group (PADCO) and GTI/Msa, a supervisory training course has been developed. The method has been tested and the manual has been finalized. It is intended to be used by trainers of LAs to do supervisory management training, after some initial training by GTI/Msa staff. It has as yet not been applied.

With the heavy schedule of financial management training, not much emphasis has as yet been placed on general management within implementing institutions. However, there seems to be a wide demand for such programs within the MLG and several LAs. (The Mombasa Municipal Council requested GTI/Msa to conduct a general management workshop for council officials as a direct result of the first workshop.)

4. Other professional training activities for officials from implementing institutions

A series of workshops has been designed for the NHC, the implementing institution for the housing component of the project. Four areas of critical importance were identified by the technical advisor for the project to the NHC, in collaboration with NHC staff:

- General management for top officials of the NHC
- Standards for Low-Income Housing for midlevel professional staff
- Low-cost Sanitation Technology for midlevel professional staff
- Performance of Construction Supervising Personnel for clerks of the works and central supervisory staff

Although the RHUDO training and management advisor and the technical advisor were involved in the original design of the first workshop on general management, the actual organization and implementation of the workshop was done by a private consulting firm. The RHUDO technical advisors did not perceive the need for a comprehensive training plan for the NHC until later. The chosen approach was one of working on a one to one basis with NHC staff to bring about the necessary changes in policy and to assist in the implementation of the project. It was increasingly realized, however, that the training process can achieve policy and management objectives that cannot be achieved through on- the-job training, by getting a group of people together and interacting with each other and searching for solutions to common problems.

The two other workshops have been designed and organized by the RHUDO training and technical advisors and NHC staff. The NHC sent one staff person, a divisional architect, to the general management workshop organized by the RHUDO and GTI/Msa and to the UNCHS/USAID regional urban mangament workshop (see below). This official is considered within the NHC as the informal training specialist and he works closely together with the RHUDO advisors in the development of training events. He was leading the NHC workshops. (The workshop for clerks of work is still in the design stage.) None of the training efforts for the NHC have been organized by or in collaboration with the GTI/Msa. There is, however, a feeling of lost opportunity, since the basic organizational development work was not carried out, which would have provided a more solid base for technical training.

5. Training Activities related to the development of Local Training Capacities

The RHUDO urban management and training advisor began working with GTI/Msa in order to field test an institutional assessment method for training institutions, which was developed as a collaborative effort of the World Bank, the UNCHS and the RHUDO/E&SA. In the process of this field-test, a process of transformation of GTI/Msa was initiated and gradually the focus of training broadened from primarily residential accounting and

secretarial training programs to incorporate outreach programs for LAs. The RHUDO wanted to locate a Kenyan training institute which could assist in the implementation of the Small Towns Project. GTI/Msa showed a strong interest during the course of the institutional assessment. Although a structured institutional assistance plan was never developed, and assistance to the institution has always been **ad hoc**, the GTI/Msa has been involved in most of the RHUDO training efforts for LAs. It was designated by the Directorate of Personnel Management as the focal institution for LAs training. (For further details see Regional Training Efforts.)

Interviews with Local Authority Representatives. With nearly half of the RHUDO training efforts being directed toward the Small Towns Project in Kenya, one evaluation team member interviewed key staff of three local municipalities, namely, Kakamega, Eldoret and Nakuru. Both team members also interviewed representatives of: Ministry of Local Government; Nairobi City Council; and Mombasa Municipal Council.

Nakuru. Staff interviewed include: the Acting Town Clerk, Acting Deputy Town Clerk, the Personnel Officer, and the Deputy Town Engineer.

Development Needs. This town has a current population of nearly 200,000, having grown from 150,000 in 1983. The City has a staff of almost 2,000 employees. The major capital needs of the City include: development finance; increased water supply; roads; main water lines; maintenance of infrastructure; low cost housing; and being able to attract more industries.

Relation to RHUDO training. None of the persons interviewed attended any of the RHUDO sponsored training. Staff of the Nakuru Town Council did participate in the needs assessment process for supervisory training. Nor did any of their staff attend District Focus training, although they had seen the circular advertising it.

Attitude toward training. Training is viewed as important by the Town Council, but the major constraint to their development is money. "You can have excellent management, but without any money, you have nothing to manage." This sentence sums up their view. As noted elsewhere, formerly 37% of the Town's income derived from central government grant funds. This was gradually reduced over five years and was eliminated as a major source of funds in 1982. Collections on low income housing is also a problem. Cumulative arrears amounts to 11 M Shillings, with an annual gross rent roll of 1.25 M SH, or 880%. The other major source of income for this and the other small towns is the property tax, called the "rate." Staff view increases in the rate as problematic, since council members would lose popularity if they were to increase it.

Staff training and training needs. The Nakuru Town Council current rely on GTI, KIA, Kenya Politechnic, and the Federation of Kenya Employees (FKE) for staff training. GTI is used for the CPA, CPS and sometimes secretarial training. FKE provides personnel management training, a three week course. The KIA provides a five week senior management and management course, which was described as "very worthwhile." Methods were described as 60% lecture, 40% participatory which was a good mix in their judgement.

Additional and unmet training needs were described as:

- Technical training in the water and sewer area. It was noted that the Ministry of Water has a three year course with very reasonable costs.
- Management Skills for middle management of technical services. It was noted that this area needs great improvement, as they are responsible for 80% of the City's funds
- Computer training--a system was installed in 1984, and is running smoothly for: accounting; water billings; payroll
- Entry-level clerical
- Supervisors of lower grades, such as foremen, junior firemen
- Workshop (3 days) for decision-makers to orient them to the cost/benefit approach

Training support. The Council pays for training, although it is able to request a reimbursement from the Ministry of Labor, as the Council has paid to an Industrial Training Levy. The staff interviewed are willing to have staff training, and consider the costs of KIA, for example, as very reasonable at 3,000 KSH per year. For mid-level supervisory staff, as well as senior staff they see 2 weeks to a month as a reasonable time for staff to be in training, for two people at a time from finance, administration or other departments as well.

Housing. Their largest problem in the housing arena is meeting low cost housing needs. The City staff report that they currently provide minimum services to the shanty towns: water, electricity, trash removal, health and education, roads. 1400 units of sites and services have been built with external funds, largely from the World Bank and U.S.A.I.D. Staff indicated a need for additional funds for sites and services projects, although at the same time complained of collection problems. Although it was not a unanimous view, most felt that they had much more difficulty enforcing collections, as opposed to their rental housing, where evictions were not involved in the court system and occurred within 7 days.

Eldoret. Only one main interview was conducted, with the Acting Deputy Town Clerk, and a brief interview with the Municipal Engineer.

Development needs. This local authority has a 7% growth rate, and defines its principal development needs as: water supply; low income housing; and other improvements such as health centers, schools, street lighting, playgrounds, and road improvements. Regarding the water supply, the dam was built 20 years ago, and hence is undersized for the size of the town today. It is also heavily silted.

Relation to RHUDO training. The Municipal Engineer attended the Management and Organizational Development Program held in Malindi in March of 1985, conducted by Fisher, Oster, Callen and Pritchard. The Town Clerk, Treasurer (on leave at this time), and the Chairman of the Finance Commission (unavailable for interview) also attended RHUDO sponsored training. The Town Clerk has also attended the training on District Focus. The Engineer classified the training he attended as useful, but very short, and Malindi as too hot for training. The aspects of the training he found most useful were: conflict resolution; time management; action research; case studies; and housing issues. The Acting Town Clerk was not aware of the LADP and Feasibility Manuals.

Attitude toward training. The Acting Town Clerk characterized training and staff development as very important. The training at GTI, Mombasa was described as "beautiful". All accountants attend KIA or Mombasa for training.

Staff training and training needs. The Town has a total of 800 staff. Areas of need for training were described as: financial management (all levels); town planning; administrative and legal section (primarily remedies for collections problems); and architectural design. The Deputy Town Clerk indicated a need for two kinds of training: professional level, with interaction, group discussing and exchange of ideas; and councillors and mid-level training, which should be lecture oriented with questions and answers.

Training support. The Town has line items for training, called "votes", which are increasing annually. In 1985, the Clerk's Office alone had a training budget of 25,000 SHS, increasing to 28,000 SHS in 1986 and 29,000 in 1987. The Treasurer's Office has a similar training vote. The Councillors are willing to go to GTI for training, and the Town Council is willing to release staff for up to a year for training. Two weeks to a month is a very acceptable time for senior staff to be away.

Housing. The Town of Eldoret has a need for housing for low income, and for upgrading of the slums: water and sewer lines; supply roads. The Town would even welcome developers for rental or purchase housing. The town has built rental housing with funds from NHC, the Ministry of Local Governments. They have developed a few schemes for hire/purchase, and currently have 30 units under construction with funds through the NHC. Training for the legal staff was seen as a possible remedy to collection problems.

Kakamega. Interviews were conducted with: Acting Town Clerk, Accountant, and the Town Engineer.

Development needs. Kakamega was the smallest of the towns visited, with 51,000 people and a 7% growth rate. The Town has 209 staff positions. Major development problems include: need to acquire land;

housing; improved storage, pumping equipment and forward planning for water; sewerage; access roads outside the town; and increased industrialization to improve the money circulation. A major constraint to revenues is their lack of ability to collect sewer fees--they do not provide or collect for water service, and therefore cannot cut off water to force payment of sewer fees.

Relation to RHUDO training. The Acting Town Clerk has attended all of the RHUDO sponsored training. The Accountant had attended in the Budgetting and Planning seminar, and this local authority participated in a training needs assessment conducted by Dr. Fisher in 1984. The training in financial management was described as "very useful" and resulted in their implementing a number of changes. For example, income from the market increased from 35,000 SHS to 84,000 SHS, an increase of 140%. The morale of the market workers improved from better communication, a new collection method was designed, and better enforcement techniques were employed. These changes resulted from the Management and Organization course in Mombasa (December, 1984).

The training courses affirmed them in what they were doing well, and helped them realize where they were making mistakes. These sessions also facilitated their access to Ministry personnel. Prior to training, they did not set goals and objectives, and now they see them as important, and have begun planning, which they did not do before. They also see the advantage of planning with the people, as opposed to planning from Nairobi (which resulted in some "white elephant housing").

Other benefits of training reported include: understanding the differences between short term and long term planning; knowing the steps of budgetting. The Acting Town Clerk assisted in the writing of the LADP, and this Town was the first to complete that planning process.

Observations on the training include these comments:

Courses are too short, and the trainers sometimes hurry people through.

After much discussion on issues, they find themselves in suspense, without a "definitive" commentary from the trainer. They noted that Mr. Arth does this on occasion, but not enough.

The level of understanding of the participants varies greatly. This leaves some people out, and is a source of embarrassment for the others. Perhaps there should be separate tracks at different times and places to avoid any embarrassment.

The styles of Messr. Fisher and Arth were seen as nearly identical, with presentations first followed by practical exercises.

Having several trainers is better than one, as it provides variety and makes the presentation more clear. Also, the trainers should try to be as lively and provocative as possible. The Management Course at GTI, Mombasa was identified as one of the most alive courses (December, 1984).

Attitude toward training. All of the people interviewed expressed strong support for continued training.

Staff training and training needs. Intermediary and supervisory personnel were identified as important targets for training, as they are the "ones who do the work."

Training support. Kakamega currently has 6 senior level vacancies, and hence cannot afford to send more than 2 or 3 people at any one time for training, for two weeks to a month. The cost was not seen as a problem, nor was the issue of staff or councillors using the training facilities at Mombasa. The "food was very good" and "we enjoyed it more than the hotels. You spend a lot of money for nothing at hotels." Junior staff could also attend training at GTI Maseno.

Housing. The staff expressed concern regarding USAID's reluctance to fund rental schemes, citing a number of reasons: rental housing is easier for collections; many people want temporary housing since they already have homes in the country; it's uneconomical to own a home that you occupy; low income people are more mobile; people come to town just to work, earn money, and then return to their home. Kakamega had an unhappy experience with a sites and service project in the M'Gengo area, where people did not want to move out of their mud houses. They also noted the problem of people selling their houses in town and moving to a mud house on the perimeter, and buying a small farm. They suggested the need for an educational component and a social services department.

They have 60 rental scheme units, with no collection problems. The court system is very slow for the sites and services schemes. The univocal nature of the sites and services schemes was also criticized: some people want a plot only; other electricity; some want pit latrines; some want water borne sewage.

Kenya Private Sector Housing Project (615-HG-007)

Project Description: This project is a \$ 23.12 Million program of which the purpose is the development of the private sector capacity in Kenya to plan, finance, build and manage lower income housing. \$ 20 Million is being provided through the housing guaranty loan, and the balance is a combination of host government funds and USAID grant funds.

The project focusses on the private lending institutions, developers, builders and housing cooperatives. Technical assistance and training funds are available to assist both the housing finance institutions and the National Cooperative Housing Union, Ltd. (NACHU).

The project paper calls for the program to work with the Ministry of Works, Housing and Physical Planning to set the eligibility standards for mortgages and costs financed under the program. USAID will assist the Ministry in its work with the city councils and other governmental agencies to attain approval for reduced standards and to assist the private developers and housing cooperatives to obtain the necessary approvals for projects they are designing.

Since lending in the low income market would significantly impact the volume of loans, which requires changes in procedures within the finance institutions, the project will also support appropriate development of these institutions.

This private sector project was authorized in September of 1983 and represents the first of several recent major RHUDO efforts to increase the private sector's involvement in providing low cost shelter. Monies have not yet been disbursed; this is largely due to unresolved questions about who will assume the foreign exchange risk, as the Kenya Government has not been willing to assume that risk on behalf of private, for-profit entities. This stalemate may be resolved soon, as the new Minister of Finance has now requested that A.I.D. approve their establishment of a reserve fund to protect against this exchange risk.

Project Components. The two major components of this project are the support of the private housing finance institutions, and the further development of a second level cooperative housing technical services organization. Key housing finance institutions will serve as the implementers of the project. They include: the Housing Finance Company of Kenya; Savings and Loan Kenya Limited; Home Savings and Mortgages; East African Building Society; and the Pioneer Building Society (comparable to U.S. Savings and Loans institutions). These institutions have primarily loaned to borrowers at the upper end of the income spectrum, and have only recently begun to see low income households as a potential market. Reluctance is sparked by their belief that the default risks and transaction costs in this market are high, and the profit margin is low.

To date, proposals from 130 builders and land developers have been submitted through nine private housing finance institutions.

The second major component is the development of the cooperative housing sector, working primarily with NACHU. This organization is a technical services organization, serving housing cooperatives. The sub-project focusses on strengthening NACHU to support the development of housing cooperatives, especially for low income families. NACHU will serve as loan packager and consultant to the building societies. Approximately \$ 5 Million of the HG loan is designated for housing co-ops, with the potential for this being increased. NACHU will receive fees for its development role. And as a second level co-op organization, it will provide member and board orientation and training, as well as related services. In these ways, the project will strengthen the co-op housing sector, which is currently rather weak.

In October of 1984, the RHUDO provided the first of two technical advisors, under a three year grant agreement. Mr. David Hollister is serving as a Planning Advisor. And in January of 1985, a second advisor was hired, serving as a Property Management Advisor: Mr. Baldeep Rihal. Mr. Rihal had previously worked as the Deputy Permanent Secretary in the Ministry of Local Government.

Training Approach: The strategy for training support to this private sector project calls for two basic types of support: 1) participant training and in-country policy seminars; and 2) technical assistance. The participant training will be in the U.S. and the in-country policy seminars will be for the housing finance institutions. The technical support will include on-the-job training and short-term technical assistance for NACHU. NACHU has recently prepared a proposal to the RHUDO for a series of 6 seminars, along with some study tours to technical services organizations in the U.S., Latin America and Europe. Trainers for the 6 seminars will include Mr. Rihal and specialists from the Cooperative Housing Foundation. In all, nearly \$210,000 is budgetted for training related to this project. Training needs for the housing finance institutions are determined by the RHUDO Project Officer in coordination with those institutions. The RHUDO training staff have not been involved in planning, assessing needs or organizing training for this project, although they have assisted with some follow-up workshops.

Training Activities: To date, the RHUDO has organized several training activities in support of this private sector project:

savings and loans institutions. The second course was for eleven senior executives. Each of these two courses was followed up in-country with a one day seminar within one month of their return, facilitated by the RHUDO regional training advisor to reinforce the learning experiences and help make it more applicable to the Kenyan context.

- Two one-day policy seminars have also been sponsored by the RHUDO to advance the understanding of and planning for a secondary mortgage market. RHUDO staff and one consultant were the presenters. 25 people attended the first, and 30 attended the second of these policy seminars.

- For cooperative housing training, there has been one policy level seminar, held in May of 1986, and conducted by NACHU. This was preceded by two technical reviews of NACHU by the Cooperative Housing Foundation, the first being a legal review and the second a programmatic review.

To date, training for the Private Sector project in Kenya accounts for 8.6% of the training days.

Botswana: Gaborone West (633-HG-002) and Housing Finance (633-HG-003)

Project Description: Gaborone West is a \$ 15 Million housing guaranty program and the Botswana Housing Finance program is \$14 Million. The Gaborone West project is half way through implementation, and the RHUDO anticipates that the funds for the Housing Finance project will be borrowed late in this fiscal year. USAID's projects in Botswana work primarily with the Self Help Housing Agencies (SHHAs), which function as a housing delivery system. They are structured as a separate department of the Town Council, and operate under the jurisdiction of the Ministry of Local Government and Lands (MLGL). The SHHAs provide plots with secure tenure, technical assistance and building materials loans to qualified borrowers who wish to build their own shelter. The four major SHHAs, in Gaborone, Francistown, Selebi Phikwe and Lobatse, also operate as building materials stores, collect the service levies for the Town Councils and engage in outreach efforts to inform plotholders of their rights and obligations, and the corresponding codes and laws.

Since the SHHA concept was initiated in the mid 1970's, over 10,000 site and service plots have been provided, and over 7,000 plots in former squatter areas have been upgraded. SHHAs account for nearly half of the housing stock in these four towns, and it is anticipated that up to two-thirds of future housing needs in urban areas will be met by the SHHA sites and services program. The staff have grown from an initial three members to approximately 150.

Project Components: The housing guaranty programs provide a source of funds for development of infrastructure, and capital for the building materials which are loaned to the self-help builders. Grant funds provide for ongoing technical assistance to the SHHAs, a national policy and program development advisor, and a minor training component. The 1986 RHUDO budget includes \$10,000 for direct training in Botswana, and the 1987 budget projects \$45,000, exclusive of personal services contractors, who provide on-the-job training as part of their jobs.

The over-all USAID strategy in Botswana has three elements. First, USAID will continue to support and strengthen the local self-help housing agencies through a personal services contractor shared among the various towns. Through this assistance, it is hoped that major progress will be made to increase cost recovery and reduce arrearages. Second, USAID will continue to assist with national level policy and program development, with one advisor, who will concentrate on the issue of private housing finance. Third, the regional financial management advisor will provide intermittent technical assistance and training in municipal financial management and planning.

Training Approach: Considerable international donor funds are currently being provided to Botswana, with much of it geared toward technical

assistance and training for the local authorities. These funds include: \$ 8 Million from Sweden; a \$ 4 Million World Bank project directed toward local authorities. German and British donor agencies also provide public sector institutional support in Botswana.

The RHUDO training strategy for supporting the housing guaranty projects in Botswana is to provide planning and assessment assistance for training, and some direct training. Where possible, the RHUDO will work with the local training institutions, such as the Unified Local Government Service (ULGS) and the Institute for Development Management (IDM), to help them develop appropriate in-service training programs for the SHHA staff. Some tailor-made courses are also being developed jointly by the ULGS and the IDM. In light of limited project funds for training, and significant other resources available for training through other international donor agencies, the RHUDO has minimized its direct training assistance. Direct training activities are planned in the financial management and planning area.

The IDM has a training curriculum development specialist who is working with the ULGS to develop appropriate course content. IDM was established in 1974 to help meet the training needs of mid-career and senior managers and administrators in all sectors of the Botswana, Lesotho and Swaziland region. In addition to its training activities, the Institute also maintains a management resource center and undertakes management consultancies and related research to assist management improve the performance of their organizations. Typical courses include: Accounting and Finance; Financial Management; Communication for Managers; Public Relations; Management; Local Government Administration.

Other local training resources include: the Botswana Institute of Administration and Commerce; Botswana Polytechnic; University of Botswana; and the Botswana Brigades, which provide vocational training such as technical drawing.

Training Activities: To date, the training activities in support of the Botswana projects consist of planning and assessment assistance for training, and direct training events. The RHUDO regional training advisor prepared a preliminary training plan in June of 1984, and conducted an over-all assessment of training needs in September of the same year. And in March of 1985 a two-week assessment of the staff training needs of the SHHA was prepared by Deborah Horner, under contract with the RHUDO. The RHUDO regional trainer advisor later returned to Botswana to assist the Ministry of Local Government and Lands finalize a training plan for the SHHAs, using the remaining project grant funds.

Training needs for the SHHAs include: plan reading; communication skills; administration of site regulations; report writing; computer literacy; problem solving; cost estimating; inspection skills; unit design and drafting. Within the

institution itself, there exists substantial disagreement and confusion over many procedures and policies, which could be ameliorated by organizational development and training. The assessment determined that local resources for meeting these training needs are available in both public and private institutions.

The study on SHHA staff training (March, 1985) further concluded that a number of changes in approach were necessary to make the existing training more relevant, and some new areas of training should be developed. Both the Unified Local Government Service and the Institute of Development Management should develop short, specialized courses for in-service and institution-based training. Where possible the courses should be brought to the work place, and should be flexible in structure, allowing work to continue rather than taking people away from work for several weeks at a time. The study also recommended that new courses in housing related subjects, such as housing administration and housing finance, be developed to aid in giving housing staff a professional basis.

Interviews conducted by Ms. Horner indicated that the staff members had a very positive attitude toward the need for training. Training was seen as a means of promotion within the ULGS system.

There were two training events in Botswana during the period of this evaluation, and one regional event, held in Zimbabwe, which was also prepared for representatives of the SHHAs in Botswana. The regional event was a one-week study tour for Botswana Housing Officials, and was held in Harare to review the Kuwadzana low income housing project. It took place November 12- 16, 1984, with 21 delegates from Botswana attending (see Report on Study Tour). In June of 1985, the RHUDO regional training advisor conducted a one day seminar on cost recovery, following by a two day seminar on debt management in October of 1985. Twenty participants attended the first seminar, and 21 attended the second.

UMOJA II : Housing and Community Facilities Project for the Nairobi City Commission

Project Description:

Umoja II is a self-help housing project in Nairobi, Kenya, developed by the Nairobi City Commission and financed by a \$ 17 million USAID Housing Guarantee Loan. Its inovative feature is, that it incorporates a housing option which is based on a condominium form of land tenure, whereby several households will have shared ownership of the courtyard and common open areas, while individual households will have sole ownership of their homes and private open space. Other components of the project are the provision of community facilities and sites for small-scale enterprises.

Training Activities

On the invitation of the project officer for the project, the RHUDO training advisor formulated some basic objectives for the training of the Housing Development Department of the Nairobi City Commission, which is the main implementing institution. Particularly since the condominium concept on which the project is based is totally new for Kenya, and firm legal procedures were not yet developed, training of the staff of the HDD seemed critical for the successful implementation of the project.

Discussions with the HDD Director about training needs and participants were held, as well as interviews with senior staff about their vision of the potential problems and opportunities of the project. On the basis of this information, a first general workshop was designed for senior staff of the different divisions of the HDD. The main purpose of the first workshop was to identify the problems which were likely to arise and to indicate procedures and systems which would need to be developed for project implementation; systems of allocation of plots, publicity about the project and legal procedures.

The RHUDO training advisor is planning several other workshops for specific groups of staff members. However, with the serious understaffing of the HDD questions were raised as to how much training was feasible. A need for overal management training of the HDD was identified as a high priority by the senior staff and technical advisors. However, the problems of taking out all middle and senior staff members for some days of training were thought to be unsurmountable in the present situation.

The HDD does not have a special trainer connected to the department and the training staff of the Nairobi City Commission is more focussed on staff training, rather than on organisational development type training. No training of trainers has taken place and the GTI/Mombasa has not been involved in training activities with the HDD.

Zimbabwe Shelter Project

Project Description:

The goal of the Zimbabwe Shelter project (# 613-HG-001) is to increase the production of low-cost shelter in Harare and other cities in Zimbabwe, on a fully cost-recoverable basis. The project is jointly funded by the Government of Zimbabwe represented by the Ministry of Public Construction and National Housing (PCNH), the USAID, through a \$ 50 million HG loan and \$ 945,000 ESF and IIPUP grant, and the City of Harare (COH). It was not the first low-cost self help housing project in the country, but it was one of the first large scale projects that involved a great degree of technical, financial and advisory assistance to the beneficiaries. The project was approved in 1980 and technical assistance to the project began in 1981.

Project Components:

The project includes three main components; institutional development of the main shelter implementing agencies of the Government and the City of Harare and other towns, the provision of 14,000 shelter solutions and community facilities, and the development of a community based self-help housing potential, through improved project and site planning and design standards, the use of small-scale contractors and the assistance to individual builders through building materials loans and technical assistance.

Since this community based building process was new in the country, significant amounts were included for technical assistance, finance studies and training. Considerable participant training funds were made available through the African Manpower and Development Training Program. However, a training strategy was never developed or formalized.

Training Activities

Most of the training was done through the technical advisors as on-the-job training of the staff of the various implementing agencies, particularly in the MCNH and the Department of Housing and Community Services of the Harare city Council. According to all accounts, this involvement has been extremely successful and has contributed highly to the efficient implementation of the large scale Kuwadzana Project in Harare.

In July, 1983, the MCNH and the UNCHS-Habitat (which had a low income housing pilot project in two small towns in Zimbabwe, KweKwe and Gutu) organised a three week training course on Housing Project Implementation and Management and was attended by staff from the Ministry and from the two Local Authorities. USAID contributed to the

course, both financially and through the participation of the resident technical advisors and the RHUDO- based training advisor. The objectives of the course were twofold: to build a core team to assist the beneficiaries to participate fully in the housing process; and to inform and develop with participants different procedures, method and techniques for the implementation of the project. The course has been very successful even though at this stage many details of the overall self-help housing policies were not in place.

In October, 1983, the RHUDO training advisor Fred Fischer was asked to organise a training workshop for the Harare City Council staff, who were involved in the Kuwadzana low-income housing project. The primary goals of the workshop were to develop an understanding among the participants about the project and the individual roles and responsibilities, to review and improve project systems and procedures, to increase management and organization skills, to increase the participant's potential to train beneficiaries and to build an effective project team. The workshop was a great success and the impacts were felt long into project implementation. Procedures were worked out in a satisfactory way and the group worked immediately well together as a team. Orientation sessions were developed and successfully implemented on a regular basis. Post-course evaluations show the crucial achievements of the workshop.

There were several other benefits to the course. The Action Research and Training approach used by the trainers was considered very effective and has influenced future training by the trainer of the Housing and Community Services Department. Numerous courses have been developed and organised in the project training center, both for the staff, but particularly for the beneficiaries. Also the workshop facilitated the relationship and the division of tasks and responsibilities between the Ministry and the City Council since both institutions participated. This was critical since this project was different from previous government sponsored projects.

In March, 1985, the RHUDO training advisor scheduled a follow-up workshop with the same project group. The objectives were to critically analyse the most pressing problems which were experienced and come up with a plan of action to solve the problems. Partly, because the RHUDO training advisor had to leave before the end of the workshop and partly because the group had learned how to handle problems as a team and the participants were not clear from the outset what the real purpose of the course was and were not informed about the agenda, this workshop did not achieve much and was considered unsuccessful.

Presently, a second shelter project is developed for Zimbabwe, involving the private sector in the financing of low- income self-help housing. A World Bank project developed along similar lines has shown that procedures between the City, the building societies and the

beneficiaries are not well worked out and that many stumbleblocks occur, which might have been solved by an efficient training program. The interviewed staff from the Department of Community Services of Harare City anticipates a great need for training in order to successfully implement this project.

2. REGIONAL AND PROGRAM RELATED TRAINING ACTIVITIES

Workshop on Informal Hawking and Other Itinerant Traders September 1985.

This three day national policy level conference was initiated and organized jointly by the Ministry of Local Government, the Nairobi City Commission and the RHUDO-USAID. The design and planning of the workshop was undertaken by MLG, NCC, GTI/Mombasa, the Kenya Institute of Administration, the Directorate of Personnel Management and the RHUDO. Financing for the conference was provided by USAID and the UN provided the conference facilities.

The hawker situation is a major problem in Nairobi and other Local Authorities. The objectives of the conference were to explore the different aspects of the hawker situation, and to formulate recommended actions which can be undertaken to improve the hawker and small trader situation.

Sixty-eight participants were involved, representing a great variety of private sector associations, organizations, ministries and departments.

Several key issues of concern were identified and discussed: legal and administrative issues, planning and physical issues, health issues and the relationships between the hawkers and the Municipality and the formal sector traders. Clear recommendations were formulated by small groups of participants and agreed upon in plenary sessions. The conference was considered very successful and long overdue. Since all relevant parties participated in the conference, it was the general expectation that follow-up action would be taken. No positive action has however been initiated yet.

Urban Local Government Management Course
October/November 1985.

This four week professional training course was co-sponsored by USAID and UNCHS-Habitat. It was designed for mid-level officials from implementing institutions of countries in East and Southern Africa. The design of the course was done by the RHUDO training advisor in close cooperation with the Head of the General Management Department of GTI/Mombasa and input from other training staff of the RHUDO. Costs of the course were shared by the two agencies and recruitment of participants was also a joint responsibility.

The course focused on various urban management aspects; financial management, project management, urban policy issues, general management and the process of action planning. Apart from the two trainers from the RHUDO and GTI/Mombasa, specialists from the RHUDO (e.g. Maurice Arth for financial management) from the World Bank and UNHabitat were invited as guest lecturers.

The course was generally thought a success by the participants. A critical evaluation was carried out by the RHUDO training advisor, particularly in view of continued joint courses with international agencies.

A joint professional training workshop with the World Bank , UNCHS and GTI/Mombasa is planned for the end of this year. The focus will be on financial management for Local Authorities. RHUDO training staff, GTI/Mombasa teachers and EDI/World Bank staff will provide the main design and training inputs, and the UN will provide the logistics and financial inputs. Mauri Arth has been asked to prepare the background paper for the course.

Somalia

The RHUDO has no project activity in Somalia, but has developed a positive relationship with the City of Mogadishu, through an Urban Development Assessment (October, 1983) and recommendations on land policy and pricing issues. The Mayor has consistently requested the Mission to provide more assistance, but USAID/Somalia has not been forthcoming with financial assistance to the RHUDO.

Even without Mission financial support, the RHUDO has provided training on financial and general management for municipalities, as part of its regional training program, and plans to continue in the future.

In April, 1985, the RHUDO regional training and financial advisors provided a one week workshop on financial management for 40 participants. The finance advisor followed up with a second one-week module on financial management in September, 1985 which also had forty participants. These modules are modifications of the courses that were developed by for the Small Towns Project in Kenya. In May of 1986, the regional finance advisor conducted a regional financial management workshop on Revenue Generation, which was conducted in Somalia and attended by 34 people. And in June, the regional training advisor provided a two week course on Action Research and Consulting Skills, at which 18 people from the region attended.

All-Africa Conferences: The first All Africa conference on shelter sponsored by A.I.D. was held in October, 1973, and was hosted by the Societe de Gestion Financiere de l'Habitat, an Ivorian Housing Finance Administration organization. Twenty five participants attended from eight African countries. At this time, the A.I.D. housing investment guaranty program had eleven projects under way or completed in eight African countries. Also attending were representatives from U.S.A.I.D., the French *Caisse Centrale de Cooperation Economique*, and the United Nations Development Programme.

The following chart summarizes the African Conferences on Shelter and Urban Development since 1973.

Conference Number & Theme	Location of Conference	Dates	Partici-pants	Number of Countries
1: Housing Guaranty	Abidjan Ivory Coast	10/02/73 10/04/73	25	8
2: African Habitat	Kinshasa Zaire	01/26/75 01/20/75	64	16
3: Low-Income Housing	Nairobi Kenya	04/21/76 04/24/76	106	15
4: Planning & Land Policy	Tunis Tunisia	05/22/77 05/27/77	122	19
5: Finance & Upgrading	Monrovia Liberia	05/07/78 05/12/78	159	23
6: Afford-ability	Rabat Morocco	10/14/79 10/19/79	237	29
7: Programs & Techniques	La Pirogue Mauritius	03/30/81 04/03/81	125	20
8: Self-reliance	Gaborone Botswana	05/30/82 06/04/82	124	23
9: Urbani-zation	Dakar Senegal	04/09/84 04/13/84	230	35
10: Public/Pri- vate part- nerships	Harare Zimbabwe	02/25/86 02/28/86	423	32

The summary chart on the preceding page illustrates the evolution of this regional conference, which has taken place in different locations and with different RHUDOs taking responsibility. The conference has developed into an important tool for: policy dialog; interchange and cross-fertilization of ideas; promotion of A.I.D. approaches to shelter and urban development; development of case studies and training materials; communication with participating countries; outreach to other African countries; and dialog with other international agencies.

Two of these conferences were organized during the period of this evaluation. The Ninth Conference was held in Dakar, Senegal and was organized by the RHUDO for West Africa. The Tenth Conference took place in Harare, Zimbabwe and was co-hosted by the Ministry of National Construction and Public Housing of the Government of Zimbabwe, and the RHUDO for East and Southern Africa.

The theme was: "Private and Public Sector Partnership in Housing and Urban Development," and the conference encouraged dialog between the private and public sectors. The keynote speaker was Dr. Jack Carlson, Executive Vice President of the U.S. National Association of Realtors.

Senior professionals from the public and private sectors in approximately 20 countries in sub-Saharan Africa attended. In all, delegates from 32 countries attended. Public sector participants included: Ministers of Housing, Ministers of Urban Planning, Mayors, Town Clerks and many other senior administrators and private entrepreneurs, as well as experts in water issues, finance, and community development. Private sector delegates included: architects; town planners; engineers; building materials suppliers and manufacturers; the International Union of Building Societies and Housing Finance Institutions; the African Union of Building Societies and Housing Finance Institutions, and representatives from various academic institutions in Africa, Europe and the United States.

The structure of the conference called for the formation of two groups, with one addressing the question of private and public sector partnership in housing and the other addressing the same theme for urban development. Each group initially heard from a panel of experts, and then identified key issues for further discussion and broke into workshops to pursue the identified issues in greater depth. This format was a major departure from earlier conferences, and aimed at producing a comprehensive list of resolutions and recommendations about the potential for public-private partnerships in housing and urban development. Proceedings have not yet been published.

The conference was planned by a Steering Committee of ten people from Ivory Coast, Burundi, Senegal, Kenya, East and Southern Africa Management Institute and the RHUDO offices in Abidjan and Nairobi.

423 delegates attended the conference, from the following countries:

Botswana	Burkina Faso	Burundi
Djibouti	Egypt	England
France	Guinea	Holland
Ivory Coast	Kenya	Lesotho
Liberia	Madagascar	Malawi
Mali	Mauritania	Mauritius
Mozambique	Niger	Nigeria
Rwanda	Senegal	Somalia
Sudan	Swaziland	Tanzania
Uganda	USA	Zaire
Zambia	Zimbabwe	

The cost of the conference was \$ 284,000 and included invitational travel, preparation of case studies and materials, conference and hotel facilities, sponsorship of participants, preparation of the proceedings and other related costs.

3. TRAINING INSTITUTIONAL DEVELOPMENT

Government Training Institute in Mombasa

RHUDO/ESA's involvement with the Government Training Institute in Mombasa began in April 1984, when a new Principal was appointed. She invited the RHUDO training staff to test the newly developed training institution assessment method (LPS) at GTI/Msa. This process would provide her with further insights in her new organization and in potential new directions which it might take.

The Institute began as the Coast Secretarial Centre in 1964 and was upgraded to become a Government Training Institute in 1978, after extensive Swedish aid had assisted to improve the facilities and the secretarial training program. Its mission became to provide in-service, long-term residential training programs to prepare government secretaries, clerks and finance officers for certificate examinations. It catered to approximately 200 resident students and an additional 400 part-time non-resident students.

As a result of the institutional assessment, carried out by the RHUDO regional training advisor and a consultant in 1984, a momentum was created among the staff and the new leadership of the institution, to bring about some fundamental changes in its mandate. The RHUDO supported and stimulated these changes and GTI/Msa became the main training institution through which the Local Authority training program was subsequently implemented. The following changes have been carried out with very limited outside funding and technical assistance:

- The overall mission changed from a single focus on the provision of low-level residential courses in secretarial skills and accounting, to include high-level short-term outreach policy and skill training combined with field consultation and action research.
- GTI was given the mandate to carry out local government training and development by the Ministry of Local Government and the Directorate of Personnel Management, Office of the President.
- The staff is gradually being expanded to include more senior lecturers to support the new directions in the curriculum.
- GTI, with technical assistance from USAID/RHUDO, has developed and implemented a series of short courses for local authority chief officers, councillors and staff in financial management, general management and problem solving techniques, District Focus and the Local Authority Development Process. GTI has been increasingly involved in the organization of training seminars and conferences on specific local governmental concerns.

USAID/RHUDO provided frequent short-term assistance by the urban management and regional training advisor and the financial management trainer for program and staff development, and for the development and design of training materials. However, no comprehensive institutional development agreement between GTI and USAID was made.

Institute of Public Administration in Kampala, Uganda

At the request of the Uganda Institute of Public Administration (IPA) and the USAID Mission Director in Kampala, an institutional review and follow-up planning study were undertaken of the IPA. The review used the Learning, Planning and Serving assessment methodology for training institutions which had been developed by the Drs. Fisher and Sherwood.

The assessment was conducted by Fisher and a RHUDO housing officer in July 1984. Assessment questionnaires were distributed among the faculty and analyzed and in depth discussions were held with the Director of the IPA. Main issues and concerns were analyzed and an agenda for action was developed. From the outset it was made clear, that RHUDO assistance could only be of a limited and advisory nature.

Assistance to Other Training Institutions

At the time of this evaluation, plans are under way to extend the training institution building activities of the RHUDO in the region. Other international agencies are similarly interested in building up a strong network of selected regional training centers. The RHUDO/USAID would cooperate in joint ventures and would initially provide short-term assistance to undertake institutional assessment studies of training institutions.

4. TRAINING MATERIALS AND METHODOLOGIES

The evaluation team reviewed a random sampling of the course curricula, training plans, manuals and training materials, post-training reports, and assessments developed by the RHUDO, to assess their quality and applicability.

Manuals, Training Materials and Curricula:

Manual One: Preparing Development Programmes (LADP)
Manual Two: Completing Feasibility Studies (LADP)
Financial Management: Planning and Budgeting (January, 85)

Methodologies:

Parkridge-Fountainbleau: Action Research Training (Spring, 1986)
LPS: A Self-Assessment and Strategic Planning Methodology for Training Institutions

Monitoring and Evaluation Reports:

Low Income Housing Seminar
 Report on the Study Program For Botswana (November, 1984)
 First Report (of GTI) on Revenue Generation Workshop

Manuals, Training Materials and Curricula: The first two of these manuals were originally prepared by the personal services contractor assigned to the Ministry of Local Governments in Kenya. They were provided to give guidance to the local authorities in the development of capital improvement plans, and were not intended as training documents, although the local authorities need training in the use of these planning and assessment methods. These two manuals were envisioned as the first in a series of seven, with other manuals to cover: *Managing Projects; Preparing Annual Development Estimates; Upgrading of Unplanned Settlements; Municipal Water Systems; Markets;* and the like. The third manual reviewed is one of five that are being prepared to correspond to financial management training modules for the local authorities.

Manual One is a 39 page, professionally prepared, guidebook, intended for town council staff, and is accompanied by a workbook in English and Swahili for councillors to help them look at community needs and identify projects. Both are well written, and presented with graphs, diagrams, flow charts and examples. This manual has been adopted by the Ministry, which has asked all small towns to prepare a development program for consideration of funding of projects through the Small Towns and Community Development Project. Our interviews with town council

staff and Ministry personnel show positive acceptance of this methodology. As reported in the section on Interviews with Town Councils, officials of Kakamega found the methodology easy to apply, and very helpful; they were the first to complete the process. Smaller town councils, however, may find it more difficult to apply the methodology.

The manual is more controversial within the RHUDO itself. The primary internal criticism is the emphasis placed on the early involvement of the councillors in the planning process, rather than working first with staff and later involving the elected officials. Due to the adoption of this manual and methodology by the Ministry, the RHUDO is not in a position to withdraw it and revise it. Rather, some circulars clarifying the procedures may be introduced as a way around the problem.

The financial management courses developed by the regional finance advisor use the LADP as an example of a planning and budgeting approach, but also present other alternatives.

Manual Two, ***Completing Feasibility Studies***, is a three part, 37 page, manual that provides checklists, case studies in comic book format, and reference material such as a week-by-week account of one example, guidance on the commissioning of engineers and architects, and loan repayment recalculations. The style is light and simple, and therefore easy to read and follow. There are warnings and guideposts pointed out along the way. This manual is being revised and improved as a result of a workshop held recently (June, 1986) to obtain feedback on the process.

This manual is accompanied by a workbook which takes local authority staff through the steps of doing a feasibility analysis. It is presently being simplified.

Financial Management: Planning and Budgeting (January 1, 1985). For each of the five training modules on financial management, a detailed curriculum and instructors' guide is being developed. Two such manuals have been completed to date, with this being the first. Bound in a three-ring binder for the ease of the trainers, this is a large volume that contains: brief course outline; detailed outline; and handouts. These materials were prepared specifically for Kenyan Local Authorities, and their development involved several iterations, with inputs from GTI, Mombasa trainers, and the participants at the training courses.

The curriculum covers a five day period. The goals, listed below, speak to the four key areas of effective training: clarifying information that should be known; providing additional information; developing skills; and affecting attitudes. The goals are:

- 1) To clarify Kenyan Government processes and expectations regarding planning and budgeting by local authorities;
- 2) To impart new knowledge regarding the fundamental importance of excellent planning as both a step prior to, and incorporating, development of the budget and as absolutely essential to sound financial management by local authorities;
- 3) To impart skills regarding the proper steps and processes required to develop sound plans and budgets for local authorities and their departments; and
- 4) To develop attitudes and modify behavior so as to lead to more realistic and effective planning and budgeting by local authorities.

The materials are designed to lead the participants through a five day experience in developing model plans and budgets. The course runs from Monday through Friday, from 8 a.m. to 5:30 p.m., with a social event on Friday night to wrap up. There are evening reading assignments listed. The eleven page brief outline of the course lists the corresponding hand-outs and readings. For the trainers, Mr. Arth has developed a guide that breaks down the curriculum into short time blocks, as small as five minute segments. This guide is nearly 120 pages in length, and includes diagrams and charts. There are fifty handouts for information and exercises. The materials conclude with a five page written evaluation.

In short, this manual is a thorough workbook for the participants and guidebook for trainers of municipal financial management.

The materials are clearly written, the case studies are specific to the audience (as they were developed locally, with inputs from the local authorities), the course design is varied and well balanced between lecturettes, exercises, small group discussion, questions & answers and readings.

The RHUDO finance advisor also involves the GTI Mombasa trainers in a gradual way, and provides feedback to them on their performance. As noted elsewhere in our report, both the trainers and the participants have spoken with high praise for the course, the materials and the guidance from the RHUDO finance advisor.

METHODOLOGIES: The first of these two methodologies, known as *Action Research Training (ART)*, forms the basis for an action oriented training approach, and was developed by the RHUDO regional training advisor. The second methodology focusses on the assessment of training institutions.

Parkridge-Fountainbleau: Action Research Training (Spring, 1983)

This material was developed by Fred Fisher and Jim Pritchard. It can best be described as a training methodology, rather than a curriculum, although it forms the basis for many of the RHUDO's training courses.

In general, the methodology is one of organizational development, and includes such skills as: training for trainers; team building; problem identification and resolution; conflict resolution. Through the involvement of local co-trainers who are content specialists, this training becomes more practical for the specific institutions and participants involved.

The course book is divided into two basic parts: part one (17 pp) is an outline of the four week course and is specific to the audience attending; part two (95 pages, excluding the readings) contains a wide range of training exercises that have multiple applications and are slightly modified, as needed, for the specific audience. It also contains readings in the specific subject areas of the training.

The goals of the course are fourfold:

- 1) Increase knowledge: about the Parkridge Fontainbleau project; shelter approaches; management; organization and community issues.
- 2) Develop skills: management; interpersonal; community development; and some specific job areas.
- 3) Review and alter procedures, systems, requirements.
- 4) Build teams within the institutions involved.

The materials reflect a philosophy about training that can be summarized briefly. First, training is the shared responsibility of both the trainers and the participants. Second, people learn best by doing and experiencing, rather than merely listening. Third, training works best when it is focussed on specific problems and has immediate job relevance. Fourth, effective training calls for continual reassessment and redesign. And fifth, effective trainers work themselves out of a job by building self reliance.

Thus this training methodology is process oriented and does not merely work to resolve current problems. Rather, it provides the

participants experience with an approach to apply to future problems as well. In a word, it develops "self-reliance."

The training plan calls for a team approach for the trainers, involving local content specialists, who receive an intensive week of training for trainers before the primary participants are involved. In this way, the general methodology is made more specific to the project(s) and organization(s) involved.

The workbook is divided into subject area modules on such themes as leadership, community development and action research. Each of these subject area modules is divided into two parts, theory and practice. The theory section includes the objectives, the key concepts for that area, and readings. The practice section includes handouts and exercises that structure learning experiences.

The training provides for skill building--skills that relate to management, planning, interpersonal relations and the like. However, since they are not skills related to a particular job description, such as surveyor or accountant, it is more difficult for non-trainers or people who have not taken such a course, to understand what the action research training is. The feedback received from participants, however, clearly shows that the training was very useful, practical, appreciated, and resulted in significant impacts on the people and organizations involved.

The ***LPS Self-Assessment and Planning Methodology*** was developed and field tested by Fred Fisher and Frank Sherwood. The development of the methodology was funded by the Office of Housing, and the printing and distribution were funded by the United Nations Centre for Human Settlements. The manual was developed in response to a UNCHS planning meeting during which it was recognized that the quality of performance by development training institutions is not adequate to the task. After a pilot test with GTI/Msa, this series of data instruments and instructions was developed. This process and accompanying instruments includes three volumes and loose-leaf questionnaires. They are: Users' Guide; Assessment Materials; and Selected Readings. The presentation is attractive, typeset and well-illustrated. The materials are designed for self administration, rather than requiring a consultant or outside expert.

The primary purpose of the materials and methodology is to help development-oriented training institutions become more effective. There are 27 separate instruments which analyse:

- Management Indicators, such as the organization's staff characteristics, and staffing and budgeting patterns;

- Climate Indicators within the organization, such as autonomy, feeling of responsibility, teamwork, organizational loyalty, leadership, motivation and the like;
- Performance Indicators, which analyse courses being taught
- Environmental Indicators, which help the institution understand how it and its programs are perceived by its client groups

This methodology was printed in final form in June of 1986 as a joint effort by the UNCHS and USAID, and will provide a base for the RHUDO and other international agencies to work with training institutions in other countries in the region. It is intended to form one of the bases for the regional training program in East and Southern Africa focussing on enhancement of local training institutions in the region, and will provide a point of entrance into countries where A.I.D. does not currently have projects.

In the pilot study with GTI, Mombasa, the assessment was guided by Fisher and Sherwood, and was not self-administered. As reported elsewhere in this evaluation, this process was very important to the evolution of GTI, and was very well received as a result. It is not clear, however, that training institutions will take the time to self-administer these questionnaires and do the required analyses for the exercise to be useful. Some follow-up with involved training institutions will be in order to more fully assess the utility of this material as a self-administered assessment. Nevertheless, it appears to be a worthwhile effort to "institutionalize" the valuable work that was done with GTI Mombasa. The methodology will form the basis for assessment of training institutions by other agencies working in the region, and eventually it is hoped it will be applied in other regions of the world.

Monitoring and Evaluation Reports: Many of the training conferences and sessions have been followed by post-training reports, which either summarize the training, or provide an evaluation. The first report was prepared by the National Housing Corporation, the second was prepared by L.E. Ghanie, the Principal Housing Officer of the Botswana SHHA, and the third was prepared by the GTI Mombasa.

Low Income Housing Seminar. This is a 10 page, bound report on the two day low income housing seminar held in Nairobi on the 5th and 6th of November, 1984, conducted by Steve Reeves and Fred Fisher. The report identifies the goals of the training, reports a summary of findings, describes the training methods, the representation, and concludes with five pages of findings and an action plan. The goals are listed:

- 1) Identify problems associated with low income housing development
- 2) Propose alternative solutions for overcoming these problems
- 3) Develop a plan of action to meet low income housing needs

The findings recommend the implementation of a variety of changes by the NHC. For example:

Policy: Note should be taken that the needs of middle income groups are not adequately satisfied by present policy, which results in low income housing being appropriated by middle income groups; to meet the need of lower income groups who cannot afford owner-occupied housing solutions, more imaginative solutions to the provision of rental housing are required.

Site Selection of Planning: The NHC should aim to create reserves of housing for future low income housing needs; plot sizes may be reduced to 120 square meters; low income housing plots do not need vehicular access; more care should be taken to ensure that layouts are cost effective.

Cost Recovery: The NHC and Local Authority should open a joint account for receipt of payments by beneficiaries; Employers should be encourage to make payroll deductions; Beneficiaries who pay on time should be rewarded by bonus payments or similar incentives.

Other recommendations are made on: Administration; Housing Types in Site and Service Schemes; Appropriate Technology; Materials Loans; and, Communications.

Report on the Study Program for Botswana Housing Officials at Kuwadzana Low Income Housing Project in Harare (November 12- 16, 1984). This is an eight page report, which provides information on the background, who attended and whom they represented. It then provides highlights on what was learned about the Kuwadzana Housing Project and moves to conclusions and recommendations on: plot allocations; building materials loans; debt management; and standards. It concludes with an action plan for the Gaborone and Lobatse Town Councils, which we include as an appendix. The action plan identifies the action to be taken, the party with primary responsibility, other parties to be involved, the timeframe for action and any additional resources needed.

It is obvious from a reading of the recommendations and the action plan, that the study tour had an impact on the delegation from Botswana. Significant policy and procedural changes were among the recommendations. For example, increasing loan amounts and repayment periods for building materials loans; the introduction of identity cards to avoid the acquiring of multiple lots under different names; the turning over by the SHHA of the developed site and service areas to the other departments of the Town Council (Town Engineer for building control, Treasury for the accounts, etc.); the study of building regulations to see why they are not enforceable and to make appropriate corrections to procedures for enforcement.

The report ends with a note of appreciation to the Zimbabwe Low Cost Housing Project for hosting them, and to USAID for making it possible for the study tour to take place.

First Report on the Financial Management Workshop for Local Authorities in Kenya. This is a 97 page document, prepared by GTI Mombasa. It includes the program for the August, 1985 workshop, a review of the methodology, highlights of presentations, reports of work group committees (called syndicates), comments of representatives from the Ministries of Local Government, Treasury and the Office of the Auditor-General. Remarks of the Major of Eldoret, the Acting Principal of GTI, the Permanent Secretary of the Ministry of Local Government, USAID representative Steve Giddings are included in full. The report concludes with a list of participants.

GTI Mombasa plans to prepare such a report on each of these field training events, but is considerably behind in preparing them, with this one being done about 9 months after the conference. This is a result of GTI having too few staff and insufficient equipment. For example, there is only one duplicating machine for the GTI program. And more significantly, the staff have taken on these outreach courses on top of an already full load of teaching responsibilities.

The material contained in this report is well-written, informative, and worth the wait, and should be of use both to the participants and the trainers of GTI in preparing for future such workshops. It could also be distributed to people who did not have the opportunity to attend the workshop.

All parties concerned could benefit from timely release of such proceedings, and as this report notes in its recommendations, this is an area where more substantial support from USAID might be in order, with logistical and equipment assistance.

APPENDIX
LIST OF CONTACTS: E/SA TRAINING PROGRAM EVALUATION

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Fred Fisher
Maurice Arth
Jeannie Oster

Personal Services Contractors, RHUDO

Richard Martin
Steve Giddings
Peter Fieden
Baldip Rihal
Paul Smoke

USAID Mission, Nairobi, Kenya

Mr. Derek S. Singer, Chief of Human Resources Development
Mrs. T. Muraya, Training Officer

USAID Mission, Harare, Zimbabwe

Mr. Richard Beardmore, Housing Officer

National Housing Corporation, Nairobi, Kenya

Mrs. M. Povoden N'ginja, Chief of Technical Division
Mr. A. J. Odera, Divisional Architect

Ministry of Local Government, Nairobi, Kenya

Augustine M. R. Odipo, Principal Finance Officer
Mr. Z. P. Omwando, Senior Planning Officer
Mr. John Mbogua, former Permanent Secretary

Government Training Institute, Mombasa, Kenya

Mr. J. S. Omambia, Principal
Mr. E. J. Kihara, Deputy Principal
Moses J. W. Wesonga, Head of Management Development Dept.
Nelson M. Mong'om, Lecturer, Management Department
Beth N. Kathaku, Lecturer, Management Department
C.S. Nzioka, Senior Lecturer, Management Department
Samuel M. Githajja, Lecturer, Management Department
Mr. C. B. Nyamongo, Head, Finance and Accounting Department
Mr. J. M. Nabisswa, Lecturer, Finance and Accounting Dept.
Mrs. Grace Wahkungu, Former Principal of GTI

Nairobi City Council

Mr. J. N. Muraya, Deputy Director, Housing Development Dept.

Mombasa Municipal Council

Mr. A. Nasser, Former Town Clerk

Town Council, Nakuru, Kenya

J. N. Gikonyo, Deputy Town Engineer
 Mr. Z. G. Kiratu, Acting Town Clerk
 Mr. P. K. K. Sura, Treasurer
 Ms. Elizabeth Omwenyo, Acting Deputy Town Clerk
 Edward Odari, Personnel Officer

Town Council, Eldoret, Kenya

Mr. J. Limo, Acting Deputy Town Clerk

Town Council, Kakamega, Kenya

Mr. Peter Kongoti, Acting Town Clerk
 Mr. William Wawire, Accountant
 G. G. Gunadasa, Town Engineer

Kenya Institute of Administration

Mr. J. O. Kiyale, Head, City and Regional Studies Dept.
 Mr. F. Kubai, Under Secretary/Admin. Secretary

Ministry of Public Construction and National Housing, Zimbabwe

Mr. T.M. Zinyandu, Under Secretary
 Mr. Tara Chana, Project Officer (UNCHS)

Harare City Council, Zimbabwe

Mr. M. Beresford, Director Human Services and Community
 Development Division
 Mr. D. Tobainea, Head of Research Division
 Mr. D.C. Morrison, District Officer, Kuwadzana
 Mr. G.T. Mujeni, Deputy District Officer
 Mr. C.S. Kanyepi, Research Officer, Team Leader, Kuwadzana
 Project

Others:

Mr. Jim Upchurch, Cooperative Housing Foundation
 Mr. Al Van Huyck, PADCO