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A.I.D. AND WORLD BANK WORKSHOP ON TRAINING NEEDS AND STRATEGIES FOR IRRIGATED AGRICULTURE

Washington, D.C.

June 1-3, 1988

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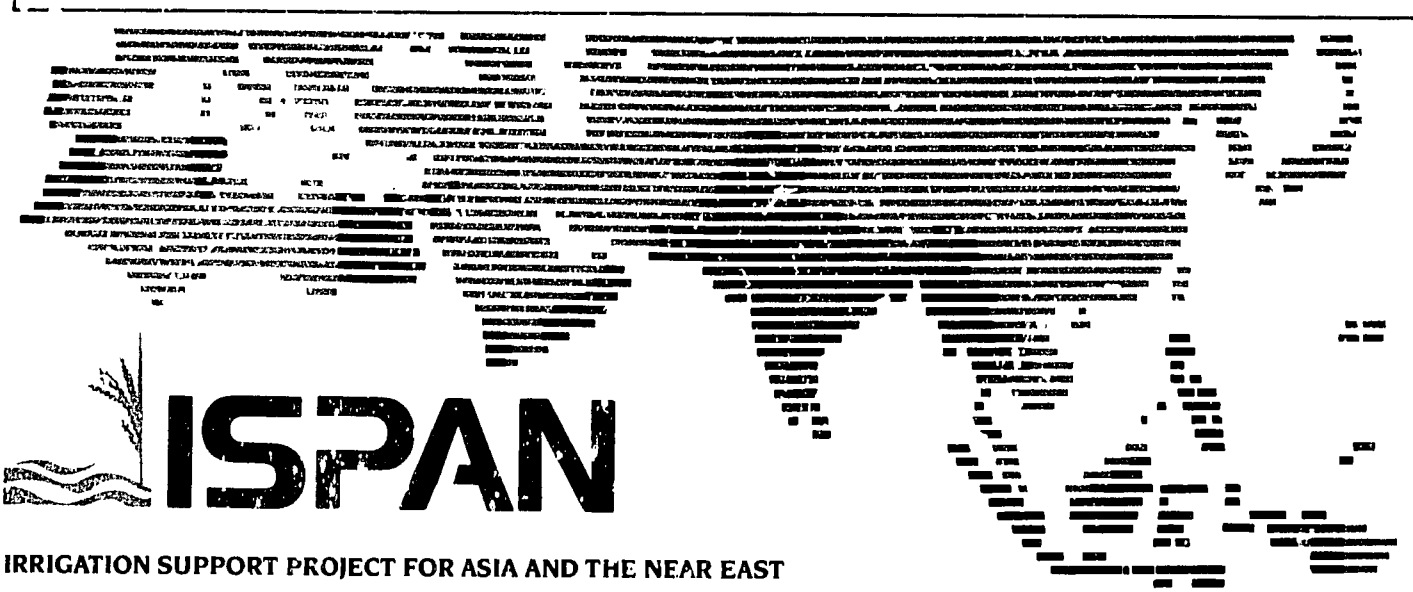

ISPAN

IRRIGATION SUPPORT PROJECT FOR ASIA AND THE NEAR EAST

Sponsored by the U.S. Agency for International Development

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A.I.D. AND WORLD BANK
WORKSHOP ON TRAINING NEEDS AND STRATEGIES FOR IRRIGATED AGRICULTURE

Washington, D.C., June 1-3, 1988

Prepared for Asia and Near East Bureau,
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by

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and
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Chapter 1

INTRODUCTION

During the International Commission on Irrigation and Drainage Congress at Casablanca, Morocco in September of 1987 Worth Fitzgerald of A.I.D. and Peter Sun of the Economic Development Institute (World Bank) invited a number of people to discuss the prospect of holding a "Workshop on Training Needs and Strategies for Irrigated Agriculture Development". This exploratory meeting was called because of a long-shared view of A.I.D. and the Bank that training must be an integral part of any effort to improve irrigation performance and the realization that results have in many cases been unsatisfactory. Despite significant investments in training in many projects, most countries and external financing agencies do not have a systematic way of assessing staff development needs or of developing effective training strategies.

Because of their common perception of the problem, A.I.D. and the World Bank proposed to develop a guidance document that would assist national and international organizations to assess institutional training needs, and formulate effective training strategies. As a first step, they decided to conduct a workshop with people from international organizations and irrigation agencies to discuss the critical choices and issues associated with the problem and identify what should be included in such a document.

In November 1987, the Asia and Near East Bureau of A.I.D. asked the ISPAN project to assist in preparing and coordinating this international workshop on training needs and strategies for irrigated agriculture. The overall planning for the workshop was directed by the Joint Planning Committee composed of A.I.D. and World Bank staff.

This report summarizes the activities undertaken in planning the workshop and its results.

Chapter 2

PLANNING

The workshop planning was done in three phases (see Figure 1). The first phase, primarily a development of a draft discussion document and a workshop design, took from November 1987 to February 1988. The next phase, from March to mid-May, concentrated on the development of a new document with a different focus, redesigning the workshop, and making logistical arrangements. The third phase consisted of final preparations in Washington just prior to the workshop.

2.1 Phase One: November to February

Given the enthusiastic response from the exploratory meeting in Casablanca, A.I.D. and the Bank formed a joint planning committee (see Appendix A) early in the fall. The committee made preliminary decisions to hold a workshop February 21-23, and for planning purposes to get the input of key World Bank and A.I.D. staff. It was also at this time that ISPAN was asked to assist the committee in planning and conducting the workshop. In November Tony Garvey and John Pettit began working closely with the committee.

During that month, Pettit conducted a series of needs assessment interviews with key World Bank and A.I.D. staff. The focus of the interviews was to get their opinion about the purpose and usefulness of a guidance document on training needs and strategies for irrigated agriculture. Another intent was to gather comments and ideas about what was needed from such a workshop (see Appendix B for a list of the people interviewed and the questions asked).

As a result of those interviews it was decided that the overall workshop process would benefit if a draft discussion document was prepared that would stimulate people's interests and provoke discussion. Terms of reference were drawn up for the authors and the Joint Planning Committee selected several people to begin work.

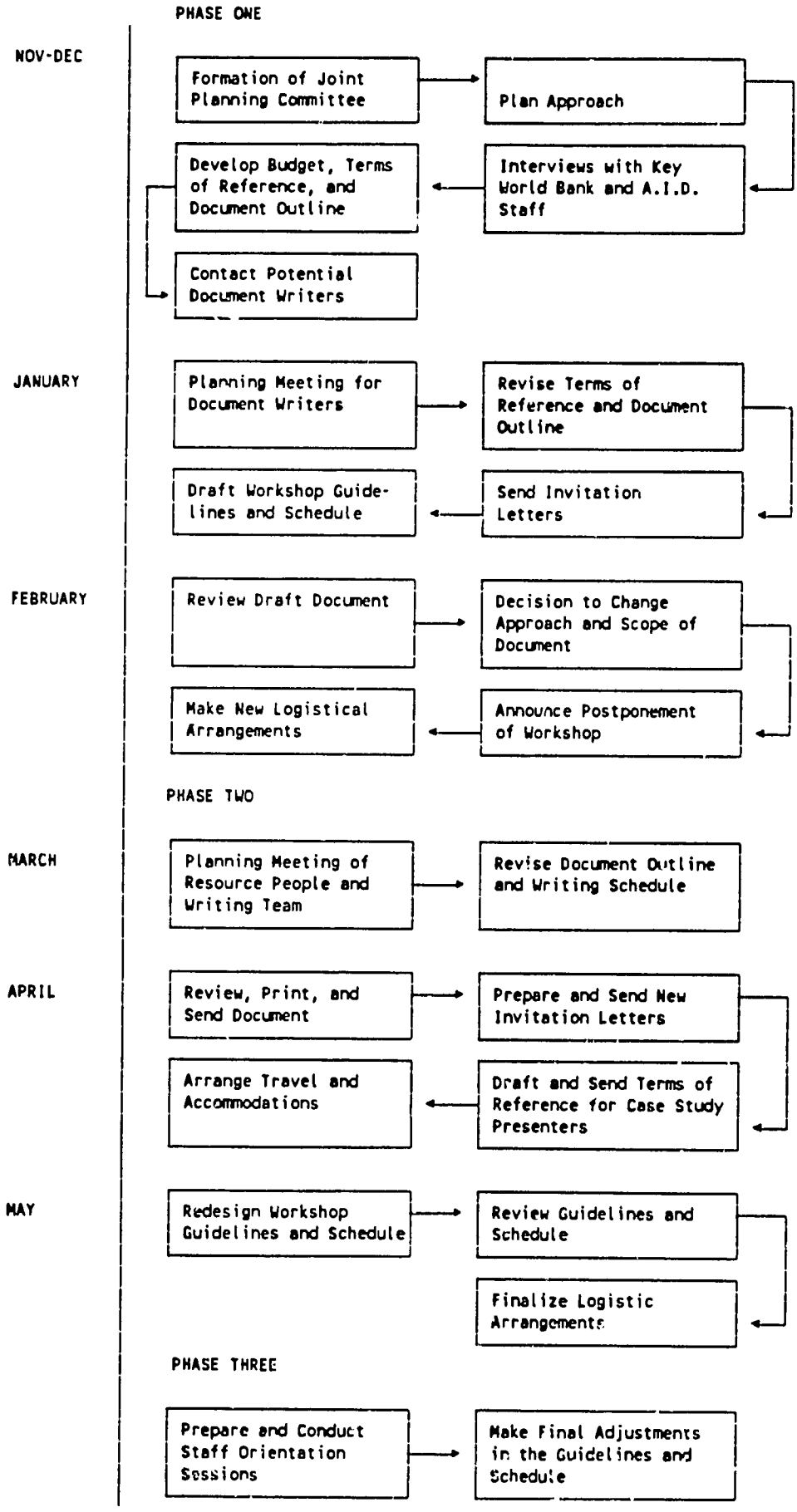
On January 7 - 8, ISPAN assembled a writing team in Washington made up of Gilbert Levine, David Yohalem, and Syed Kirmani. They discussed the terms of reference, decided on an approach for working together and developed a draft outline for the workshop discussion document.

While the team wrote the workshop discussion document further preparations were made for the workshop. Invitation letters were prepared and sent to each of the participants. Of consideration here was the fact that the committee wished to invite a diverse and experienced group of experts that reflected the constituencies of both A.I.D. and the World Bank. Other preparations included drawing up an overall workshop design and having it approved by the committee.

In mid-January John Pettit and Steve Joyce met to develop objectives for the workshop, determine what could be covered in the time available, write outlines

figure 1

TIME LINE



for each session of the workshop, and draft terms of reference for the participants doing case study presentations.

In early February the committee reviewed the first draft of the discussion document and decided that it's approach and scope needed to be changed. The consensus of the committee was that a workshop of this type required a more extensive document. To allow the writing team time to prepare the new materials and to give the participants thirty days to review it, the workshop was postponed until June 1 - 3.

2.2 Phase Two: March to Mid-May

With the Committee's decision to postpone the workshop, the planning entered phase two. To insure a broad base of support for the development of a guidance document, the committee convened a one-day planning meeting on March 1 that included the writing team and key resource people from the Bank and A.I.D. Among the results of this meeting were a new document outline and the inclusion of a new member to the team--Claude Salem of the Banks' Economic Development Institute (EDI).

New letters of invitation describing the changes in the workshop were prepared and sent to each of the participants. In addition, terms of reference were prepared for three people asked to prepare brief "case study" presentations, about how certain key questions, associated with the major chapter themes of the discussion document, were addressed by their own organizations.

After the writing team completed the document it was printed and mailed on April 15 to all the participants.

In early May, John Pettit and Edward Salt met to redesign the workshop. Their work was presented in draft form to the Joint Planning Committee for review and comment. Once the Committee approved the session outlines in mid May, they were typed in final form, and a welcome note and information packet were prepared for each participant. Throughout the second phase, logistical arrangements were set up and carried out by the ISPAN technical support center and EDI. John Pettit and Peter Sun contacted the participants and made sure all administrative arrangements were taken care of.

2.3 Phase Three: Late May

The third phase of the planning process occurred the week before the conference. Another meeting with the Committee, visits with EDI conference planners, and last minute changes in travel arrangements completed the fine tuning. The workshop staff had a one-day meeting on May 31 to make final adjustments in the sessions, clarify roles and responsibilities of the planning team, and provide an opportunity for the authors and case study presenters to coordinate or integrate their presentations.

Chapter 3

IMPLEMENTATION OF THE WORKSHOP

3.1 Workshop Objectives

As pointed out earlier, the primary purpose of the workshop was to contribute to the development of a guidance document to assist government irrigation organizations in the formulation and implementation of training policy/strategies. In addition the following workshop objectives were established:

1. Bring together key resource people in the field of irrigation to review and modify a guidance document on training needs and strategies for irrigated agriculture.

2. Provide case examples that illustrate how training strategies can make a significant contribution to the performance of irrigation organizations.

3. Formulate appropriate follow up actions to be taken after the workshop.

3.2 Participants

Key to the approach taken in this workshop was the involvement of a diverse and highly expert range of resource people. It was the intent of the Committee to create during the workshop, a synergy among experts that the authors of the final guideline document would be able to tap in to as a source of ideas.

There were 34 participants of varying background and responsibilities. They included nine people from USAID and the Bank, five from other technical assistance or donor organizations, eight with university positions, nine senior officials from government run irrigation organizations, and three consultants (see Appendix C).

3.3 Workshop Design

There were several requirements which members of the joint planning committee wished to have considered. They wanted to be sure that participants had ample opportunity to air their views. The committee also wished to have a systematic way to gather everyone's ideas on a particular topic, and then for these ideas to serve as the background to a larger discussion, about what should be included in a guidance document on training. Finally the Committee wanted people familiar with training problems to have an opportunity to talk about how their organizations addressed these problems.

In addition to the above considerations, members of the Committee felt strongly that one of the greatest resources available to the workshop and the authors would be the participants themselves. Thus the workshop sessions were planned so that all participants would have an opportunity to make significant contributions to the guidelines.

3.4 Schedule

As shown in the schedule (see Figure 2) the workshop was divided into nine sessions of about two to four hours each. Participants serving as chairpersons introduced and moderated each session. (See Appendix D for a more detailed schedule.)

The format for the sessions focusing on the major chapters of the document began with an introduction by the chairperson. Next one of workshop document authors provided some background on the chapter. Then an individual with experience in the aspect of irrigation training addressed in that chapter, presented his own organization as a "case study". After the presentation participants joined one of three small working groups, where they discussed and answered key questions associated with the chapter (see Appendix E for the questions and recommendations from each group). Finally the results of these group discussions were reviewed in a plenary meeting and the chairperson summarized the results.

3.5 Workshop Roles and Responsibilities

A key feature of the workshop was the involvement of two professional trainers as facilitators. They planned and conducted an orientation day for those with staff roles and responsibilities during the workshop. They coordinated and assisted the workshop staff, introduced and facilitated certain activities, kept track of time and helped the sessions move along. (See Appendix F, for the names of the 22 people with workshop roles.)

Among the leading contributors were the four authors of the workshop paper. The paper served as the central discussion document of the workshop and as a basis for the guidance document the workshop was to help develop. During the workshop they appeared on the initial panel in Session 2, made a 10-minute background presentation for each chapter, participated in the small group discussions, and reacted to the recommendations that came out of the discussions in Session 4, 5, 6 and 7.

In addition, three case study presenters presented case studies from their own personal experience. Their primary purpose was to stimulate the discussion groups. They did this by illustrating how the problems and principles cited in the discussion paper apply to actual situations. They also provided practical insights into the constraints facing efforts to utilize training.

Figure 2

WORKSHOP CALENDAR

	Wednesday June 1	Thursday June 2	Friday June 3
AM 8:30	Session 1: Opening Session 2: Background of the Guidance Document Session 3: Issues in Irrigation Training	Session 5: Inter-Institutional Performance Improvement	Session 7: Improvement of Individual Performance Session 8: Reaction to Summary Issues and Recommendations
PM 12:30	LUNCH	LUNCH	LUNCH
2:00	Session 4: Training Strategies, Selection, and Implementation	Session 6: Improvement of Agency Performance	Session 9: Identification of Next Steps
5:30	END Reception	END	CLOSING COMMENTS

To insure a more participatory workshop it was decided to have different chairpersons for each of the key sessions. Because of their extensive experience in this area seven people were asked to provide an overview and background to sessions, introduce key people, lead discussions and make summary statements. One of the ways to be sure that the small working groups, that met after the case study presentations, were productive was to select three people to serve as small group discussion leaders. They introduced the questions which the group was to answer, involved everyone in the discussion, and made the group's report during the plenary.

Three rapporteurs worked closely with the discussion leaders so that the results of the discussion were recorded, typed and distributed to the participants during the workshop (see Appendix E). Those written group conclusions were also prepared as a major source of input to the authors.

3.6 Logistics and Support

The workshop was held at the EDI conference center in Washington, D.C. Out-of-town participants stayed at a World Bank-managed facility, the Concordia Apartments, which is within walking distance of the EDI center. The workshop facilities were excellent.

The support provided by the EDI and ISPAN staff was superb. Of invaluable help on administrative matters was Annie Ronco and Lyla Kourie of EDI plus Nancy Black and Mary Gordon of ISPAN. They took care of all per diem, transportation and hotel arrangements.

Chapter 4

OUTCOMES, RECOMMENDATIONS, AND FUTURE APPLICATIONS

4.1 Overall Outcomes

Throughout the workshop, leading irrigation specialists worked hard to spell out the critical link between training policy, strategy, and the effectiveness of training. They observed that significant investments in human resources development for irrigation improvement have been made by national governments, international agencies and private donors. Yet these efforts have not had the anticipated positive impact on the sector or the irrigation agencies. The major reason for this discouraging result are the following:

1. these efforts are ad hoc rather than part of a systematic program, reducing the potential for cumulative impact;

2. these ad hoc project efforts do not adequately consider the agency context within which the developed manpower is to be utilized;

3. emphasis of most of these efforts is training for specific skills to meet current needs, without sufficient attention to the needs for agency and institutional changes;

4. human resource development projects are perceived in training terms, failing to utilize a wider range of educational and experiential opportunities.

From the standpoint of the irrigated agriculture sector, the efforts at improvement through training also fail to recognize the importance of prerequisite commitment to changes in relationships among the major irrigation-related agencies and between those agencies and the farmers, and also fail to appreciate the fundamental need for appropriate agricultural policies.

Human resource development can be an efficient, cost-effective and employee-satisfying approach to the improvement of the irrigated agriculture sector only if the foregoing weaknesses are explicitly addressed. Techniques and skills exist to identify sector and agency needs, to evaluate implications of different agency contexts for different approaches to meet those needs, and to develop the systematic programs and plans that will be successful. Continued reliance on the ad hoc project-related approach is likely to result in continued ineffectiveness and dissatisfaction.

4.2 Workshop Findings

The focus of deliberation was the workshop paper which examined the issues concerned with effectiveness of training strategies and programs in these key areas:

- improvement of inter-institutional performance;
- improvement of agency performance; and
- training strategies, selection, and implementation.

Issues were discussed in small groups and in plenary sessions where small group findings were presented and discussed. Detailed findings of the small group discussions are presented in Appendix E. The general findings of the workshop are summarized below.

Improvement of Inter-Institutional Performance. Coordination between organizations or institutions to improve performance is critical. The most effective way to achieve inter-institutional coordination is the establishment of common objectives for the concerned organizations. This may require that planning and budgeting exercises be undertaken jointly.

The approach used to develop this coordination process will have to be based on the particular institutional set-up that exists in the sector. In this respect the mandate, objectives, portfolio and program, and the particular personnel and administrative rules and policies of each institution will also have to be considered.

A critical step in developing the required degree of coordination is to establish a performance-based management approach in each of the concerned agencies. When a broad concept of management function that includes personnel development is adopted, the role of HRD and training in promoting needed change and creating required capability becomes clearer.

The need for coordination is greatest at the scheme or system level, but generally will not occur without clear policy directives from above. Significant changes in laws, ordinances, and policies may be required, including service rules and policies, and administrative and financial authority. No amount of training or management development can overcome archaic, rigid administration-oriented rules which result in incentives that mitigate efforts to establish performance-based management and effective coordination.

Objectives flow downward initially from high policy levels to the field organization responsible for operating and maintaining a particular scheme. At <u>each level</u> these objectives are refined, expanded, programs formulated, and priorities established. New elements that need to become a part of this process include:

- detailed implementation (management) plans
- commonality of priority, purpose
- accountability

When new projects are formulated by donors and government, institutions should be more seriously examined, including their relation to other agencies and their present status and problems. This process should end with an agreement on needs that are incorporated into the project in the form of actions and activities to promote sustained improvements in performance.

Improvement of Agency Performance. Long-term commitment on the part of managers and policy-makers to HRD and training is critical to establishing performance-based management. As a consequence they should be made aware of the role of training in improving and maintaining the performance of irrigation schemes and irrigation organizations.

The primary role of training is to improve and maintain performance. The appropriate standards of performance, and hence the role of training, have a particular context in time and place. Training strategy must be based on an assessment of the specific local (country) institutional, cultural, resource and climatic setting. Training can or should improve performance.

The role or aim of training programs should not be limited to improvement of specific technical skills in the sense of, for example, competence at technical tasks. Other purposes of training must be defined by assessing the broad range of problems and issues that limit performance of organizations and personnel, and determine those aspects which are amenable to improvement by training.

Creating the capability within organizations and people to do the right things the right way is a proper purpose for training. For example, within irrigation departments, internal coordination in terms of communication, sharing common objectives, and agreement on approach, criteria, etc., is important (not unlike the inter-institutional issues discussed above). A classic example is the need for coordination among the design, operations, and maintenance departments. Developing the skills, attitudes, and institutional arrangements to achieve this coordination is a proper training goal. In this example one aim of the training would be to change attitudes and approach. Inducing people to change depends not only on their technical competence, but also on their confidence in their ability to carry out their assigned responsibility and handle new problems as they arise. Training may play an important role in increasing the confidence as well as the competence of an agency's staff, and thereby induce significant change in an agency that leads to improved performance.

Training strategies, selection, and implementation. Training strategies should be based on contemporary concepts of human resources development (HRD) that include skill training as well as communications, information and management processes, organization, leadership, motivation, etc. Training (or HRD) is an element of a broader management process.

Greater emphasis must be put on training needs assessment, or perhaps planning for training, in the development of training strategies and programs.

- A systematic process needs to be adopted and followed.
- The scope of investigation should extend from the policy level to the farmers or water users.
- Information about problems, training resources, and constraints and opportunities to improve performance at each level needs to be incorporated into the analysis.
- The policy/strategy focus of the process should be emphasized. This does not limit the scope to actions at only the highest level, rather policy/strategy issues at all levels, including the tertiary level of the system, should be examined and dealt with.

Training programs aim to change the condition (or performance) of an agency from the present reality to some future ideal. This is an <u>evolutionary process</u>, and the training strategy that is developed should be capable of influencing this process over a sufficient period of time.

4.3 Recommendations for the Guideline Document

The objective of training programs should be to improve irrigation agency performance and thereby contribute to improved irrigation sector performance. The purpose of the guidelines is to assist the irrigation agency in developing systematic human resource development strategies, plans, and programs.

The workshop underscored the importance of improving the effectiveness of traditional training programs through the development of systematic and comprehensive training strategies that consider the broader institutional and inter-institutional issues involved in agency and sector performance. Hence the broader framework of human resource development (HRD), rather than "training," may be a better framework for the guidance document since it includes approaches and methods that deal with institutional issues. However, the document should be specific and clear about what is meant by HRD, and the importance of training should not be lost.

The target group for the guidance document is senior management of irrigation agencies and their respective ministries. The document should summarize;

- problems in the irrigation sector,
- ways in which training may be important in solving these problems, and
- reasons why current training strategies and programs are ineffective or inadequate.

The document should describe the types of training strategies and policies that are needed to overcome these limitations. However, since these are specific to each institutional and cultural context, the guidelines should provide an approach and outline the process for planning and formulating training strategies and policies.

A new document should be drafted based on a synthesis of the views expressed during the workshop, the workshop paper, and subsequent research and thinking. A suggested outline for the new guidance document, discussed during the final session of the workshop, is presented in Appendix G. This outline is meant to provide a general framework for the preparation of the final document. The language of the document should be direct, non-academic, and factual. The document should be aggressive in highlighting problems and issues and in showing how effective human resource development programs can contribute to their solution. The suggested form of the document is as follows:

- a 3-5 page executive summary,
- a 30-40 page main report, and
- annexes including (i) an irrigation training resources network and (ii) non-technical summaries of training needs assessment methodologies and training methods and approaches.

Every effort should be made to include specific examples from completed and ongoing projects and programs to illustrate main ideas in the text.

4.4 Follow-up Actions

The participants agreed that the present planning committee should undertake the preparation of the new guidance documents, and A.I.D. and the World Bank agreed to facilitate and support this process.

Workshop participants emphasized that the process of developing improved training strategies and programs had to explicitly consider the specific institutional and cultural context of the agency. In addition, it was felt essential to elicit the commitment and support of senior administrative and policy officers to improve human resource development strategies. It was suggested that this could be accomplished by organizing a specific country

workshop for senior officials based on a country paper prepared as a companion to the guidance document. Donor agencies present indicated a willingness to work closely with those countries that wished to follow-up with such a workshop and to provide appropriate support.

4.5 Conclusion

An important step was made with this workshop in providing support and increased attention to the development of human resources in the irrigation sector of the developing world. The workshop was highly productive and positively received. Through the organization of the workshop paper and the workshop itself, information was presented on a range of concerns about training, and participants had the opportunity to discuss the broader institutional and inter-institutional issues associated with agency and sector performance. This workshop should be viewed as only one step in the process of improving the overall quality of training policy in irrigation organizations. Future efforts should continue to build on the foundation of the developing guidance documents.

Appendix A

A.I.D. AND WORLD BANK JOINT PLANNING COMMITTEE

Appendix A

A.I.D. AND WORLD BANK JOINT PLANNING COMMITTEE

1.	Worth Fitzgerald	A.I.D.
2.	Tony Garvey	ISPAN
3.	Walter Ochs	World Bank
4.	Stan Peabody	A.I.D.
5.	John J. Pettit	ISPAN
6.	Claude Salem	World Bank
7.	Peter Sun	World Bank
8.	J.A. Nicholas Wallis	World Bank

Appendix B

NEEDS ASSESSMENT INTERVIEWS

Appendix B

NEEDS ASSESSMENT INTERVIEWS

List of Key Resource People Who Were Interviewed

1.	Brian Albinson	World Bank, AST
2.	Russ Backus	A.I.D., AFR/TR/ARD/FS
3.	John Cunningham	World Bank, AST
4.	Worth Fitzgerald	A.I.D., S&T/AGR
5.	Jack Keller	Utah State University, IIC
6.	Guy LeMoigne	World Bank, AGRPS
7.	Walter Ochs	World Bank, AGRPS
8.	Stan Peabody	A.I.D., ANE/TR/ARD
9.	Herve Plusquellec	World Bank, AGRPS
10.	Robert Rangeley	Consultant
11.	Peter Sun	World Bank, EDI

Interview Questions

Introduction: Explain the purpose of the interview and then let the person read a one page summary on the background of the workshop, its purpose and draft objectives.

1. Given the purpose and objectives of the workshop what are some key problems or issues we should address?

2. What do you perceive as the main training needs in irrigated agriculture?

3. Which of these are not being met and why?

4. How can we do a better job of assessing training needs in this area?

5. The organizers of this workshop see this event as the beginning of a process for looking at ways to improve the quality of training in irrigation. What would you like to see as one of the results of the workshop?

6. Who are some of the resource people who could contribute to the development of a guideline document for effective training?

7. Who do you think should attend this workshop?

8. Is there anything else you would like to add?

Appendix C

LIST OF PARTICIPANTS

Appendix C

LIST OF PARTICIPANTS

	Name	Organization	Address/phone/telex/facsimile
1.	**Abdullah** Shahrizailla	Department of Irrigation and Drainage	DID Headquarters Jalan Mahameru 50626 Kuala Lumpur Malaysia Tel. (o) 03-2982681 (h) 03-2551621 Tlx. 78433045
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3.	**Chindasanguan** Chamroon	Royal Irrigation Department	Planning Department Royal Irrigation Department, Samsen Road, Bangkok Thailand Tel. (o) 241-0952 (h) 588-3941 Tlx. 72307
4.	**Clyma** Wayne	Colorado State Univ.	Agricultural Engineering Dept. Colorado State Univ. Fort Collins, CO 80523 Tel. (303) 491-6991
5.	**Constable** David J.	IITR/Univ. Melbourne,	Univ. of Melbourne Melbourne Australia Tel. 3-560-6588 Tlx. 79034261 AA34261 Fax. (03) 419-8597
6.	**Deokule** Shrikant	Secretary, Irrigation Dept. Gov. of Maharashtra	Mantramanpralya, 2nd floor Bombay 40032, India Tel. (o) 202-3109 (h) 202-9120
7.	**Fitzgerald** Worth	USAID	S&T/AGR Rm 406 SA-18 Washington, DC 20523 Tel. (703) 857-4231

8.	**Frederickson** Harold	World Bank, AST	1818 H St., N.W. Washington, DC 20433 Tel. (202) 474-8114
9.	**Garvey** Tony	ISPAN	1611 N. Kent St. Arlington, VA 22209 Tel. (703) 243-7911 Tlx. 276532 Fax. 525-9137
10.	**Hidaytalla** Abbas	Ministry of Irrigation	Technical Advisors Office Ministry of Irrigation A.E.E., Post Office 878 Kharthoum, Sudan Tel. (o) 77533 or 75667 or 77177 (h) 221-585 Tlx. 22224
11.	**Huerta** Joaquin	c/o Director General Water and Power SARH, SIH, IMTA	Instituto Mexicano Technologia de Agua Segunda Cerrqada de Chapultepec, Numero 8, Colonia Chapultepec Cuernavaca, Morelos, Mexico Tel. 7315-7933 Tlx. 4900008966
12.	**Kadi** Mohamed Ait	Centre Int'l De L'Irrigation ISAV Hassan II	Institute Agronomique ISAV Hassan II Institute Rabat Morocco Tel. 77796 Tlx. 31873, 32089
13.	**Kay** Melvin	Silsoe College (note: Tlx. ref. put with name EUM 304)	Silsoe College Silsoe Bedford MK45 4DT, England Tel. (o) (0525)60428 (h) 740676 Tlx. 265451 or 265871
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15.	**Kirmani** Syed	Consultant	1818 H Street, NW Washington, DC 20433 Tel. (202) 473-3784

16.	Laudermilk Max	Colorado Institute for Irrigation Management (CIIM)	Agricultural Engineering Dept. Colorado State Univ. Fort Collins, CO 80523 Tel. (303) 491-2868
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18.	Levine Gilbert	Cornell University	Dept. of Agricultural Engineering Cornell University Ithaca, NY 14853 Tel. (607) 277-3409 Tlx. 671-3054 Fax. (607) 255-1836
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20.	Mounier Jean Paul	C.E.F.I.G.R.E	B.P.13 - Sophia Antipolis, 06561 Valbonne, Cedex 1 France Tlx. 461311F
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24.	Plusquellec Herve	World Bank, AGRPS	1818 H St. N.W. Washington, DC 20433 Tel. (202) 473-8409

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Appendix D

SCHEDULE OF WORKSHOP

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June 1-3, 1988

Wednesday, June 1

9:00 **Session No. 1: Opening**

A. Official Welcome

Guy de Lusignan - World Bank
Worth Fitzgerald - A.I.D.

B. Introduction of the Participants

C. Overview of Workshop Objectives and Schedule

10:20 Coffee Break

10:35 **Session No. 2: Background of the Guidance Document**

Chairperson: Nick Wallis - World Bank

A. Background Information

B. Authors Describe Each Chapter

Session No. 3: Issues in Irrigated Agriculture Training

11:50 A. Chairperson: David J. Constable
University of Melbourne (Australia)

B. Discussion of Key Issues

12:30 **Lunch**

2:00 **Session No. 3:** (Continued)

C. Discussion of Key Issues

D. Summary

2:45 **Session No. 4: Training Strategies, Selection, and Implementation**

Chairperson: Robert Rangeley
Consultant (United Kingdom)

A. Introduction

B. Overview of Chapter

3:05 Coffee Break

C. Small Groups Address Key Questions

D. Group Reports and Discussion

E. Summary Statement

5:35 End of Day

Thursday, June 2

8:30 **Session No. 5: Inter-Institutional Performance Improvement**

Chairperson: Abbas Hidiyatallah
Department of Irrigation and Drainage (Sudan)

A. Introduction

B. Overview of Chapter: Syed Kirmani
Consultant, Pakistan

C. Case Study Presentation: Simon Pazvakavamba
AGRITEX (Zimbabwe)

D. Small Groups Address Key Questions about Chapter

10:35 Coffee Break (15 minutes)

10:50 E. Group Reports and Discussion

F. Summary Statement

12:30 Lunch

2:00 **Session No. 6: Improvement of Agency Performance**

Chairperson: Mohamed Ait Kadi
ISAV Haddan II (Morocco)

A. Introduction

B. Overview of Chapter

C. Case Study Presentation: Joaquin Huerta
SARH, SIH, IMTA (Mexico)

D. Small Groups Address Key Questions about Chapter

3:15 Coffee Break (15 Minutes)

E. Group Reports and Discussion

5:30 End of Day

Friday, June 3

8:30 Session No. 6: (Continued)

F. Summary Statement

8:45 **Session No. 7: Improvement of Individual Performance**

Chairperson: Chamroon Chindasanguan
Royal Irrigation Department (Thailand)

A. Introduction

B. Overview of Chapter: Robert Rangeley
Consultant (United Kingdom)

C. Case Study Presentation: Melvyn Kay
Silsoe College (United Kingdom)

D. Large Group Discussion of Key Questions about Chapter

E. Summary Statement (15 Minutes)

11:10 **Session No. 8: Reaction to Summary Issues and Recommendations**

Chairperson: David J. Constable
IITR, University of Melbourne (Australia)

A. Review Issues Raised the First Day

B. Authors React to Recommendations

C. Large Group Discussion

D. Summary Statement

12:30 **Lunch**

2:00 **Session No. 9: Identification of Next Steps**

Chairperson: N.S. Peabody III - A.I.D.

A. Changes To Be Implemented in the Document

B. What Should Be the Next Step?

3:15 Coffee Break

3:30 C. Conclusions Concerning Next Steps

D. Small Groups Continue To Address Key Questions

4:00 Closing Comments

Guy LeMoigne - World Bank

Appendix E

THE WORKING GROUPS' QUESTIONS AND RECOMMENDATIONS

TRAINING STRATEGIES, SELECTION, AND IMPLEMENTATION

In Session No. 4, the following questions were addressed by each of the three working groups:

1. The document defines training as that "combination of activities which are deliberately planned and implemented to induce changes in the ability and willingness of individuals to alter specific behaviors."

   Bearing this definition in mind consider whether Chapter V provides an adequate range of approaches for implementing a training strategy. What's missing? What needs to be changed?

2. Does Chapter V provide an adequate structure to guide users to select the most appropriate approach for their situation? What is missing? What needs to be changed?

3. Does the chapter guide the user to develop a cohesive implementation program? What should be included concerning implementation?

The following recommendations were developed by each of the groups in response to the above questions.

Group 1

1. We need a definition of training that can extend vertically (Agency to Farmer) and horizontally across the sector - perhaps one based on contemporary concepts of human resources development (HRD) that includes skill training as well as communications, information, management processes, organization, leadership, motivation, etc.

2. This document must be clearer about its scope; we feel the present document deals with the needs of the government irrigation agency. Perhaps other documents are needed to provide guidance for other agencies and groups.

3. We assume the present document deals with the government agency and considers its external or environmental factors.

   Training in this context must also focus on such areas as communication and information (within an agency, with the various clients of the agency, and with related agencies).

4. The discussion of training needs assessment (or perhaps planning for training) needs to be expanded.

   - The process needs to be clarified.
   - The scope should extend from the policy levels to the farmers.
   - Information about problems, resources, constraints, and opportunities at each level needs to be incorporated into analysis and decision-making at all other levels (e.g., farmer constraints or problems need to be seen clearly and considered in high-level policymaking).
   - The process should consist of concrete steps--ones which clearly offer the potential for payoff.
   - The policy/strategy focus of the process should be emphasized. This does not limit the scope to actions at only the highest level, rather we should be able to look at policy/strategy issues at the tertiary level of the system.

5. Governments are withdrawing and handing over responsibility for tertiary systems; as a consequence this document must offer a process to develop and implement training strategies which facilitate and enhance the success of this process.

6. We are aiming to change the condition (or performance) of an agency from the present reality to some future ideal. The document must be based on the view that this is an <u>evolutionary process</u>, indicate how training moves or influences this process, and provide a process for formulating and implementing an appropriate training strategy.

7. The text needs:

   - more graphics
   - case studies
   - practical, concrete examples
   - information on selection and training of trainers
   - ideas about timing aspects between training and application
   - evaluation, monitoring, planning, and budget sections.

8. Training (or HRD) should be presented or discussed as an element of a broader management process.

Group 2

1. The definition of training as used in this document should be changed to read as follows:

   "Training is that combination of activities which are deliberately planned and implemented to induce changes in the ability and willingness of individuals <u>and institutions</u> to adopt behaviors which <u>lead to beneficial and improved performance</u>."

2. Chapter V, although titled "strategy," is not suitably structured to select appropriate strategy. We recommend most of the material in this chapter to page 65 be placed in a methodology annex.

3. It is a usable chapter to sensitize individuals, organizations, and financial institutions to the need for a systematic approach to training.

4. The chapter should have examples of successful strategy development and implementation.

<u>Additional Comments Brought Out During Large Group Discussions</u>

5. The chapter should present <u>how</u> to develop a strategy, not <u>what</u> strategy should be used.

6. We should link policy to strategy guidance and have an expanded chapter to discuss the institutional setting and overall management or institutional plan. This new chapter should examine how the training plans for an organization fit into overall organizational improvement.

Group 3

Q 1. The first definition is not a definition of training but rather of the purpose of training. Members of the group felt that it should include maintenance of the capacity of the institution to perform, assuming that existing performance is satisfactory.

Chapter V does not provide a satisfactory range of approaches for implementing training strategy. Other approaches were suggested, for example, by Clyma to the entire group. The chapter requires further discussion of the approaches to be used.

Q 2. Chapter V does not provide structure to guide users to select the most appropriate training approach. The approach used is a classical one and a more challenging/new approach is needed to attract the necessary attention.

What is missing is a holistic approach to assessing financing needs. It does not address the needs of Chapter II and III.

It should present a holistic approach to training needs assessment not only for individual performance but also to improve agency and inter-agency performance. It needs to present a strategy for dealing with training possibilities for altering perceptions of present managers, so that they have the incentive to promote the actions that will improve performance and so become better managers.

There must be two levels of incentives: (1) management must have the incentive to seek training for staff and (2) staff members must have the incentive to learn. The chapter does not address this paradigm. The question is what role can training play in generating these incentives, and how can an organization go about it.

Q 3. The chapter does not deal sufficiently with the implementation question in the view of most of the panel members. They felt that the guidelines should contain some definitive statements and processes for implementation of training programs. However, some of the members felt that this was impractical.

INTER-INSTITUTIONAL PERFORMANCE IMPROVEMENT

In Session No. 5, the following questions were addressed by each of the three working groups:

1. In what time frame (short, medium, long-term) will benefits of training best/most effectively improve individual performance? Who (what category of staff) must have priority in benefiting from training?

2. What are the main constraints (in respective contexts) to implementing strategies of:

   a. Short-term training: task/team (project) adjustment

   b. Short/medium-term training: routine staff development

   c. Long-term training: the improvement/changes in the career development programs at professional, middle, and vocational level in the universities, colleges and vocational centers.

3. What are resources/opportunities to be used in implementing the above strategies? What available resources are underutilized?

The following recommendations were developed by each of the groups in response to the above questions.

Group 1

Coordination between organizations or institutions to improve performance is critical. Following are a number of general approaches that are being used:

1) Coordinating Committee

   a) National
   b) Regional
   c) Project

2) Lead Agency - One agency has responsibility to plan training and delegates its implementation to other groups and agencies.

3) Area Authority

   a) National
   b) Regional
   c) Project

4) Political Sub-Unit

5) Water User District

Political commitment at the highest level is necessary to have an approach or combination of approaches which provide a successful environment for effective training.

Study tours and seminars can be one approach to focus on coordination between or among organizations.

Irrigation training must be delivered in a way that supports the needs of the farmers. Training must be sensitized to providing cooperation and coordination leading to proper farm operations.

Staff secondment is another approach to increase inter-disciplinary coordination.

To be successful, targets and goals must be set at the highest possible level for organizations to cooperate. The organizations must then target quantifiable areas each will work on in a coordinated effort that leads to the production targets and goals of the high-level organization. High levels should focus on specific areas to improve. Define these levels with the organizations that will have to carry them out.

Financing organizations should consider promoting more task force training to foster coordination among agencies.

Financing organizations should help to build in better planning capacities for formulating of projects, monitoring and evaluation, and areas that lead to coordination. Recognize and use national capacities for planning and include institutional analysis in sector surveys.

Group 2

1. The group felt that the most effective way to achieve inter-institutional coordination is the establishment of common objectives for the concerned organizations. This requires that planning and budgeting exercises be done jointly and improvement in coordination of activities.

2. The question of how to establish common objectives can be approached in several ways depending on the institutional arrangements that are prevailing in a given country. For instance in countries with a strong planning ministry, it can play an important role in the establishment of common objectives, but in other places this may not be possible. There are also approaches to this problem that have been tested in several countries and have proven their viability (reference to Mr. Clyma's methodology). In any case, the group felt that the institutional set-up must be carefully studied before defining the process of establishing common objectives.

3. The role of training in improving inter-institutional coordination was questioned by the group. Only when a broad concept of management is applied can the role of training in this activity becomes clearer.

4. The group felt that international lending agencies as well as national ones should spend considerable more resources in analysis and studies of how to improve the inter-institutional performance.

Group 3

1. What should be added to Chapter 2, or what is lacking?

   - recognition that lack of inter-agency coordination or cooperation does not exist everywhere. (some have an integrated approach).
   - This is most effective at the level of the scheme or system.
   - Examples of successful integration should be included
   - The variety of approaches and successes (and partial successes) should be described.

2. The document must emphasize that the process for developing a training strategy must be based on an assessment of the specific local (country) institutional, cultural, resource and climatic setting.

   Identify the possibilities and pitfalls of alternative approaches in a way in which these can be seen and evaluated in a specific country or local context.

3. One of the most important areas in which there is a need for coordination is at the scheme or system level. At this level there is a need for a single strong, responsible management-oriented agency. Such an agency must, from the start, establish

   - mission
   - purpose, objectives
   - procedures
   - incentives, motivation, personnel
   - coordination
   - responsibilities
   - sound planning and budgeting process.

   Its performance is typically dependent on successful linkage with other concerned agencies. in turn, successful coordination and cooperation

depend upon agreements (including common understanding and shared commitment) concerning:

- clear definition of common objectives
- clear definition of responsibilities and accountability
- agreement on the system (physical aspects), targets, needs, technologies, etc.
- clear plans, schedules, allocation of resources, and commitments.

The present document doesn't focus adequately on how training can or should be used to help establish these conditions and overcome related deficiencies. The focus of such training should be on technical skills, communication skills and methods, creating understanding and appreciation of others' problems, and developing management capability and attitudes.

4. Objectives flow downward initially. At <u>each level</u> being refined and expanded at each level) the following elements are needed:

   - detailed implementation (management) plans
   - commonality of priority, purpose
   - accountability

5. Donors must seriously examine institutions, their relation to other agencies, and their setting (ending with an agreement on needs) and in this context suggest alternative actions and activities that may improve performance (arrays of possibilities with prerequisites, pitfalls, etc.). the document must be aggressive and <u>hit hard</u> at this, forcing the donors, policymakers, managers to move in this direction. This would imply a much more comprehensive approach by the donors. In this approach there must be <u>a much harder look at how organizations are constituted and managed</u> (administered), accountability, etc. rather than an ad hoc approach.

6. Action-oriented training may have to be housed outside the lead agency or ministry particularly where problems of coordination are involved.

IMPROVEMENT OF AGENCY PERFORMANCE

In Session No. 6: The following questions were addressed by each of the three working groups:

1. To whom should the document be aimed? (leadership, training staff)

2. What should be the focus of the document? (Should it stress a systematic approach, implications, or the process of agency change?)

3. What should be the primary role of training (as perceived by the agency) to foster change or to improve skills (competence)?

The following recommendations were developed by each of the groups in response to the above questions.

Group 1

1. To have the highest impact, the document should be drafted to emphasize training to foster change in institutions.

2. The document should include some details on conventional training.

3. A systematic training approach should be used in irrigation organizations. Sound training policies should be developed. (Ad hoc training procedures should not be used.)

4. The process of agency change should also be discussed in the document to be effective.

5. The document should be addressed to leadership of irrigation organizations but linked to financial and planning ministries (senior staff people in particular).

6. An executive summary will be needed. This is necessary if we expect the high-level individuals in irrigation and related organizations to study the document.

Group 2

1. The group felt that the document should be addressed to those in leadership positions and training staff, although concerns were expressed about the meaning of these words. in order to address both categories the document could have an executive summary followed by the more explanatory text.

2. The group felt that the document should have a systematic approach; the implications and processes of agency change should be adequately

covered. Several group members felt that the approach should have a managerial focus.

3. The group discarded the hypothesis of improving skills but felt that by improving the competence of the agency and its staff, change toward a better agency is fostered.

Group 3

1. The primary role of training is to improve and maintain performance. The appropriate standards of performance, and hence the role of training, have a particular context in time and place. Training can or should improve performance.

   - training role should not be limited to skills in the sense of for example competence at technical tasks. Other purposes of training must be defined by assessing the broad range of problems and issues that limit performance and determine those aspects which are amenable to improvement by training.

2. Doing the right things the right way is a proper purpose for training.

   Within irrigation departments, international coordination in terms of communication, common objectives, and agreement of approach, criteria etc., is important (not unlike the inter-agency issues discussed in the previous session). A classic example is the need for coordination among the design, operations, and maintenance departments. They each have different and sometimes competing objectives. Some aspects of this problem might be overcome by training, but there are usually other factors as well that are mainly procedural and administrative. For example, training might be used to help the design staff to better understand operation, maintenance, and how to design with multiple objectives.

   In the above example we are trying to change attitudes and approach. Inducing people to change depends not only on their technical competence, but also on their confidence in their ability to carry out their assigned responsibility and handle new problems as they arise. Training may play an important role in increasing the confidence as well as competence of an agencies staff and thereby induce significant change in an agency to improve performance.

3. The document should be addressed to managers and policy-makers to help them understand the role of training in improving and maintaining the performance of the sector and organizations within the sector and to elicit their commitment to training.

4. Managers need to get the following information from the document:

   - possibilities (options)

- implications, effects, benefits
- cost-effectiveness of various options
- direction
  - next steps
  - process of developing definite proposals
- a basis for an agreement between an organization and the financing agency.

5. Typically the experience of an organization is not formalized or internalized. The classic example is the lack of a direct/effective feedback from implementation to planning. One implication of this is that the agency's rationale and resources for training do not keep pace with training needs. As evidence mounts on the declining effectiveness of training, the credibility and commitment to training fades.

Appendix F

WORKSHOP STAFF ROLES

Appendix F

WORKSHOP STAFF ROLES

WORKSHOP FACILITATORS:

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Ed Salt

AUTHORS:

Gil Levine

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SESSION CHAIR PERSON:

Nick Wallis	Session No. 2	Background Of The Guidance Document
D. J. Constable	Session No. 3	Issues In Irrigated Agriculture Training
Robert Rangley	Session No. 4	Training Strategies, Selection and Implementation
Abbas Hidaytalla	Session No. 5	Inter-Institutional Performance Improvement
Mohamed Ait Kadi	Session No. 6	Improvement of Agency Performance
Chamroon Chindasanguan	Session No. 7	Improvement of Individual Performance
D. J. Constable	Session No. 8	Reaction to Summary Issues and Recommendations
Stan Peabody	Session No. 9	Identification of Next Steps

CASE STUDY PRESENTERS:

Simon Pazvakavambwa (Chap. 2)	Improvement of Inter-Institutional Performance
Joaquin Huerta (Chap. 3)	Improvement of Agency Performance
Melvyn Kay (Chap. 4)	Improvement of Individual Performance

Appendix G

SUGGESTED OUTLINE OF THE GUIDELINE DOCUMENT

Appendix G

SUGGESTED OUTLINE OF THE GUIDELINE DOCUMENT

Executive Summary

I. Introduction

Layout the basic assertions and principles on which the guidance document is based - especially the objective of improving and maintaining agency (and sector) performance. Define the terminology to be used (use plain language, avoiding jargon). Explain the institutional concept of training.

II. The role and impact of effective training on improving performance

1. Identify the problems in the irrigation sector, and with the performance of the irrigation agencies.

   a. Set a positive tone in spite of limitations and problems

2. Explain the role and potential impact of training in improving performance and helping the Agency overcome its limitations.

   a. Need to highlight success stories

   b. Provide evidence through case studies

3. Discuss the current shortcomings and ineffectiveness of training programs. Explain how use of this document will overcome these shortcomings.

   a. Use specific examples to highlight problems, especially the shortfall in results and the opportunities for improvments

III. Planning effective training policies and strategies. Outline a rational, systematic approach to planning training strategies and programs

1. Assess the setting and resource base.

   a. Analyse the performance of the irrigation sector, and identify the main problems related to the performance of the concerned agencies

   b. Develop a vision of these organizations for the future including mission, objectives, functions, and organizational structure

c. Delineate specific training needs

(1) use examples which focus on broad problem areas such as intoduction of new management approaches and methods (an MIS), devolution of responsibility or authority, improvments in maintenance (hence, for example, stores or workshops), or reorganization and reorientation of technical groups

2. Assess alternative training approaches and methods

a. Summarize training methodologies and their relation to the problems and needs discussed in Part II

(1) a lengthy discussion of training approaches and methods is not needed here (a technical annex on this subject will be provided later), rather we only need enough to show how this analysis relates to the previously identified needs, and to establish a good basis for the subsequent discusion of policies and strategies

3. Formulate the required training policies and strategies.

a. Discuss the essential factors that must be considered in formulating training strategy and policy

b. Explain the features and characteristics of effective training strategy and policy and show how they are developed

(1) use examples to illustrate the ideas, try to continue with the case studies and topics used in the earlier discussions

4. Develop detailed training programs.

a. How does one go from the broad, systematic, and comprehensive training strategy to detailed training programs

(1) this discussion should focus on next steps since a technical annex will be provided later on this subject

<u>Annexes</u>

A. Inventory of Training Resources
B. Summary guide to Training Needs Assessment and Training Methods and Approaches