

# Evaluation of the InWEnt programme: “Water Sector Reform in the MENA Region”

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## *Final report*

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## Executive Summary

**Introduction.** Implementing high-quality training is a demanding task. Providing successful capacity building is even harder. Ensuring that the learning experience of the individual participant contributes to organisational performance improvements requires not only high-quality training but, in addition, careful analysis of specific capacity building needs and a broader approach to capacity building that embeds training measures into the context of development processes and supplements training by other technical or financial assistance.

Over the last two decades, capacity building experts have shown increasing agreement on capacity building best practice. However, recent reviews of how capacity building is applied in international development have revealed a sizable gap between theory and practice<sup>1</sup>.

Current capacity building programmes still tend to focus on the delivery of high quality training measures rather than on ensuring impact. Most interventions do not cater specific recipient needs but rather provide generic trainings on broad topics, disconnected from the actual capacity and performance of specific organisations. In addition, most interventions do not address individual, organisational and institutional capacity gaps in a well-sequenced and holistic manner and do not integrate individual measures into the context of organisational and institutional development. Similarly, many interventions are not sufficiently “owned” by the recipient countries and do not sufficiently take into account systemic attributes such as governance, the policy environment, incentives and political and social aspects of capacity building. While many capacity building providers implement excellent trainings, much impact is lost since individual learning is not effectively and efficiently translated into organisational performance improvements.

The programme “Water Sector Reform in the MENA Region”, the capacity building programme evaluated in this report, is no exception to this general trend.

**The MENA Water Programme.** Over the past four years, from 2005 to mid-2009, InWEnt – Capacity Building International, on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ), has implemented an 11 million Euro capacity building programme in the Middle East and North Africa (MENA) region.

The programme provided a large number of individual training, workshop and dialogue measures with the principal aim of improving the efficiency of the main water sector institutions in a number of MENA countries.

About 40% of the overall programme budget was devoted to International Leadership Trainings, long-term trainings in Germany for middle management employees of MENA water sector institutions. More than 10% of the budget was used to implement Water Fora, regional knowledge exchanges targeted mainly at senior managers of the same institutions. The remaining programme budget was divided between a large number of individual capacity building interventions; more than 20 if similar activities are grouped together.

**Programme goals.** The main aim of the MENA Water Programme is to build capacity of personnel in the MENA water sector institutions in order to improve the efficiency of these organisations. This, in turn, is expected to lead to advancing sustainable use of water as a resource while reducing poverty and safeguarding the environment. In addition to these general programme goals, six programme components are defined, each with a specific objective that can be described as follows:

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<sup>1</sup> Please refer to section 5.2 of this report for more detail and references.

- Component 1: Provision of professional knowledge;
- Component 2: Provision of methodical competence;
- Component 3: Fostering of regional cooperation;
- Component 4: Assessment of capacity building-related needs;
- Component 5: Raising awareness on water management-related topics; and
- Component 6: Dissemination of best practices.

This goals and objectives framework reflects the origins of the programme. Prior to this programme, a large number of small and medium scale capacity building activities were implemented largely independent of each other. Under the umbrella of the MENA Water Programme and upon request by the BMZ, these activities were bundled for the very first time. In the eyes of the programme management, this constituted an important step forward in InWEnt’s institutional development.

Partly due to this somewhat administrative origin, but also because InWEnt’s “Programme-integrated Monitoring and Evaluation System” (PriME) was only developed after the programme had begun and therefore had only limited influence on programme goals, objectives and indicators, there is room for improvement:

- The programme goals and the objectives of programme components describe “contributions to” rather than setting qualitative or quantitative targets, for example in terms of organisational changes to be achieved. In this way, mainly activities are required by the goals framework. Formally, even the tiniest contribution to increasing institutional efficiency would formally satisfy the programme goals and objectives;
- The programme goal mainly reflects the first two component objectives. All other component objectives lie either outside of the programme goal, or represent some underlying programme activity;
- The progress indicators introduced to measure the programme’s progress along individual components are not specific and measurable and/or do not reflect all relevant aspects of the corresponding programme component objective.

In addition, the programme focuses strongly on providing capacity building on a regional level, which is largely unstated in the programme goals and objectives (apart from the third programme component) and some programme activities do not fit into any programme component in the sense that their primary objective does not match the objective of any programme component, for example the local Water Dialogues held in Jordan and Morocco that primarily aimed at stakeholder consensus building.

**Programme relevance.** The MENA Water Programme responds to the most urgent development needs in the MENA region and is, therefore, highly relevant on a general level. On a more specific level, relevance is less clear, since the programme’s objectives leave some room for interpretation.

Quite visibly, the MENA countries experience a number of water-related challenges: the MENA countries are among the most water-scarce countries in the world. Exploitation of available water resources often exceeds sustainable levels considerably. In addition, precipitation volumes are highly variable, further exacerbating water-related challenges. In the past, the MENA region has not managed to effectively compensate the drop in renewable water resources per capita by a

corresponding increase in the efficiency of water allocation and usage. Therefore, the gap between water need and supply has continued to widen.

In the past, the region has seen heavy investments into water-related infrastructure. MENA countries' rivers are among the most heavily dammed in the world, water supply and sanitation systems are relatively widespread and irrigation networks are extensive. Yet, water sector institutions often do not function effectively and efficiently. The main challenges consist of unclear, cumbersome or obstructive policies and institutional frameworks, sector-by-sector instead of integrated approaches to water resource management, and a lack of regional cooperation for addressing transboundary water issues.

Thus, increasing the efficiency of water sector institutions, as stated in the programme goal, is a highly relevant objective. Similarly, the overarching goal of advancing sustainable use of water as a resource is highly relevant. This relevance is equally evident from the “donor perspective” as well as from the “beneficiary perspective”, as illustrated, for example, by numerous country assessments and participatory development strategy papers of German and international development cooperation.

Regarding the objectives of the programme's six components, relevance is somewhat more difficult to assess.

Regarding the first two programme components, primarily referring to technical and methodical capacity building, specific needs emerge during development and change processes in the water sector. General training, that is not responding to specific organisational capacity gaps and is not embedded into integrated organisational and institutional reform processes, is considered less and less useful by capacity building experts and donors.

Therefore, the relevance of the first two component objectives depends on their interpretation: if the aim is to satisfy specific needs by integrated measures, they can be considered highly relevant. If, instead, trainings are mostly unspecific and not integrated, these components have only reduced relevance.

The third programme component aims at increasing regional cooperation. This goal is highly relevant if issues requiring regional cooperation, such as transboundary water management, are addressed. A general need for increasing the level of regional cooperation also for other issues could not be clearly identified but is considered generally useful by most MENA water sector professionals that were interviewed.

Component four, i.e. the ongoing identification of capacity building needs and subsequent adaptation of the programme is a prerequisite for successful capacity building. As such it is a relevant objective but should be included as a vital element into the first three components of the programme instead of being treated as a separate objective.

The objective of the fifth programme component, aiming at sensitizing a broad public to issues in the water sector, is highly relevant. In the past, donors have initiated activities along these lines and, from a MENA country perspective, increased sensitivity and more responsible usage, for example in the agricultural sector, holds great development potential. This objective, however, refers to direct contributions to information campaigns. The MENA Water Programme, however, has focused on training communication officials instead. According to programme management, this decision was taken after deliberation with other development agencies.

The aim of component six, i.e. making programme lessons learned available to other relevant actors, is considered important and relevant by most individuals interviewed for this evaluation. It has however remained somewhat unclear what these insights, apart from the findings of this evaluation, actually are. It might be sufficient to adopt the publication and dissemination of key lessons learned as general good development practice rather than as a separate programme component.

Finally, the relevance of the mostly implicit regional approach to capacity building in the MENA Water Programme seems most relevant for capacity building instruments aiming at knowledge exchange. For traditional training instruments, targeting local or national audiences may result in a better cost-benefit ratio. In addition, from the perspective of InWEnt, a focus on regional capacity building measures creates a useful separation from most capacity building provided by other German implementing agencies, e.g. KfW and GTZ. From the perspective of these agencies, regional dialogues and knowledge exchanges are considered a useful strategic niche for InWEnt, since complementing their own activities.

**Programme effectiveness.** Most of the programme’s activities (more than 80% of the overall budget) consisted in providing trainings, workshops and dialogues in order to increase technical and methodical capacities of participants as part of the first two programme components. This paragraph explains the observations made regarding this portion of the programme. The third component, largely represented by three Partner Fora meetings, was assessed separately. Performance along the remaining three programme components is summarised at the end of this paragraph.

Overall, the assessment of effectiveness, much as the subsequent assessment of efficiency and sustainability is limited by the scope of this evaluation. Within the limited overall evaluation budget of about 0.4% of the programme budget, no rigorous impact evaluation of capacity building results were planned or conducted. Instead, conclusions were derived from a triangulation of several subjective feedback sources, i.e. from survey results, results of interviews with several groups, e.g. with InWEnt staff, capacity building participants, programme partners, and several capacity building and development experts, and from the analysis of earlier reports, interview notes and assessments.

Along the first two programme components, capacity building measures were generally implemented with high quality. The feedback regarding quality of delivery and content, interest of participants, relevance of content and training preparation and follow up was generally positive and strikingly similar, if not slightly superior, to the average feedback received during a recent evaluation of World Bank training which was used as a comparator for the assessment of effectiveness. In some cases, language issues and the fact that courses were too fully packed in terms of content were mentioned.

In contrast to the high effectiveness on the output-level, effectiveness on the outcome-level was comparably low. Quite generally, participants in capacity building measures of the MENA Water Programme felt that they lacked the necessary resources to apply their acquired knowledge and skills in their home organisations. This is especially bothersome since participants indicated that most prerequisites for translating individual learning into positive organisational change had been successfully provided: individual learning experiences were significant, acquired knowledge and skills were mostly relevant for their work and they knew how to apply what they had learned on the job. Especially in terms of the relevance of learning content, the MENA Water Programme exceeds the World Bank comparator largely.

Nevertheless, the perceived lack of resources for application of what participants had learned resulted in less than 40% of participants indicating that substantial positive changes in primary work functions had resulted from the programme’s capacity building, largely below the World Bank comparator of 63%. Keeping in mind that the capacity building measures slightly exceeded the World Bank comparator in quality, this depicts the somewhat tragic picture of considerable potential outcome and subsequent impact being lost due to institutional conditions outside of the direct influence of the programme. While for the comparator survey the drop in approval was less pronounced, in both cases the feedback on the training itself was clearly more positive than the feedback on changes induced by the training, which is an interesting observation in itself. Several interviewees felt that the risk of “losing impact” in this way was generally higher for institutions entirely focused on capacity building, such as InWEnt or the World Bank Institute compared to institutions that offered capacity building in order to complement their technical or financial assistance.

The underlying reasons for the low observed effectiveness on the outcome level can be analysed further by comparing the MENA Water Programme’s procedures to capacity building best practice, focusing on a number of critical “standard” issues that had surfaced in numerous reviews of capacity building programmes. While doing this, two particularities of the MENA Water Programme need to be kept in mind. On the one hand, InWEnt’s mandate is restricted to capacity building in the sense of training, coaching and knowledge exchange. InWEnt cannot, for example, provide accompanying measures such as policy advice, institutional reform, or financial support. On the other hand, the MENA Water Programme caters only a relatively small fraction of all capacity building activities if seen from the perspective of participating MENA water sector institutions. Keeping these particularities in mind, the key weaknesses of the MENA Water Programme can be identified as:

- A lack of specificity and concreteness in the identification of capacity building needs;
- A lack of integration with ongoing local, national or regional development efforts;
- A strong focus on outputs instead of on outcomes.

Consequently, it is recommended that future activities in the first two programme components observe the following criteria:

- All trainings should respond to concretely defined needs that comprise of specific thematic or methodical needs for specific target groups in specific organisations. While regional trainings might not satisfy the needs of all participants’ institutions simultaneously, they should satisfy the specific requirements of a majority of these institutions. Top-down approaches (that respond to general but not to specific needs) in which institutions are invited to select some of their staff to attend standard courses should be generally avoided;
- The programme’s selectivity of planned measures should be increased. Only those measures in the planning pipeline that show favourable conditions for translating individual learning into organisational performance improvements should be implemented;
- All planned measures should be tightly integrated – and responsive of – concrete ongoing or planned development processes outside of the MENA Water Programme. Since information on these processes is not always available before the programme planning cycle starts, the programme needs to be organised in a way that allows for flexible adaptation of single measures on an ongoing basis.

Regarding the programme components four through six, the following observations can be made.

The fourth programme component objective, the assessment of capacity building needs and the subsequent adaptation of the programme to cater these needs is not fulfilled. As elaborated earlier in this report, a key weakness of the entire programme is the lack of specific identification of capacity building needs. It has also remained unclear how the two general needs assessment studies that were commissioned as part of the programme were used to guide future programme activities.

The fifth programme component with the objective to reach and inform “a general public” about water related issues (and the work of German development cooperation) is not reached. In fact, only limited activities have taken place in this programme component at all. Programme staff has participated in several relevant international conferences and meetings and leaflets and brochures about InWEnt, the MENA Water Programme and some of its instruments, e.g. the Partner Fora and the ILTs, have been produced and disseminated, to some degree, in the region and internationally.

Initially, programme staff suggested that the series of public relation trainings that were held as part of the programme would primarily contribute to reaching the fifth programme objective. These regional courses are, however, principally method trainings and were therefore assessed as part of the first two programme components. The original idea to somehow directly support awareness raising campaigns was adapted as described previously.

The objective of the sixth programme component regards the synthesis of the programme’s key results and lessons learned and their subsequent dissemination in order to allow other organisations to build their work on these insights. This objective has not yet been addressed by the programme. According to the programme manager, lessons learned will be synthesised after the official end of the programme and incorporate the findings of this evaluation report.

**Programme efficiency and sustainability.** Due to generally low data availability and consistency, efficiency could only be assessed on the basis of rough estimates. It nevertheless became obvious that large variations between different capacity building instruments exist regarding allocation efficiency, i.e. how efficiently the programme converts its resources into outcome-level results. There seems to be little correlation between the costs per participant of capacity building instruments and the degree of positive change participants perceived regarding their work. Quite dramatically, the most expensive instrument, the International Leadership Training, resulted in the lowest perceived positive organisational changes.

Due to the lack of reliable data as well as to the limited scope of this evaluation, no deeper assessments were made. It is however recommended to conduct a thorough assessment of the allocation efficiency of the programme’s principal capacity building instruments and to optimise the programme portfolio based on the results of this assessment.

The programme’s sustainability has remained limited, mainly since the programme has lacked effectiveness in translating individual learning into organisational change. For short term measures, it can be assumed that capacities acquired on the level of individual participants will fade if not applied on the job. In contrast, intense long-term measures most probably led to lasting changes on the personal level but application of individual learning was often blocked by lack of support. In both cases, the intended effects on the participants’ home institutions are limited and lead to low sustainability.

**International Leadership Training in the MENA Water Programme.** Since the ILT instrument, in budgetary terms, is the most important instrument of the MENA Water Programme, it is assessed

separately (but was also included in the general assessment presented above). The assessment of ILT performance was partly based on past review activities initiated by InWEnt outside of this evaluation. Regarding effectiveness, the general strengths and weaknesses of the programme are magnified in the case of the three ILTs that were implemented as part of the MENA Water Programme.

Implementation quality was generally judged to be very high. On the level of individual participants, these year-long trainings in Germany resulted in tremendous technical, methodical and cultural learning experiences. One caveat, however, seemed to be connected to the fact that the training was held in German. Three in four participants felt that they were less than fluent in German at the time the technical courses were held.

On the level of organisational performance improvements, the ILT has shown little effectiveness and very low efficiency. While possible being tainted by subjective expectations, it is nevertheless surprising that only one in four participants, compared to 38% for the entire programme and 63% for the World Bank comparator, indicated that the training had "led to substantial positive changes in the way they performed primary work functions", which is used as one proxy indicating organizational change in this evaluation. Almost 80% of participants (53% for the entire programme) felt that this low outcome effectiveness was mainly caused by lack of resources for application of what they had learned. A number of MENA water sector professionals that were surveyed regarded the ILT as the most inefficient instrument in the programme's portfolio of capacity building instruments. The 4 to 5 month long period of language courses and the long absence and potential disconnection from the participants' home organisations were identified as principal reasons.

In the light of this low performance, it is recommended to stop using the ILT as an instrument in the MENA Water Programme until its concept is drastically overhauled, including revision of training language and the training duration. Before implementing this recommendation, the results of the currently ongoing InWEnt-wide evaluation of the ILT instrument that is expected in December of 2009 should be considered.

As an alternative, the objective of the ILT could be adapted to reflect the current reality of a training focusing on professional and cultural development for individuals rather than on organisational performance improvements.

**Water Fora in the MENA Water Programme.** Three regional Partner Forum meetings have been implemented as part of the programme, reflecting almost 15% of overall programme budget and largely representing the programme's component three, aiming at fostering regional cooperation.

Partner Fora have generally been implemented with high quality, repeating the positive assessment of the programme as professional implementer of capacity building measures. Most participants felt, however, that too many topics were tackled and some, mostly French-speaking participants, felt linguistically disadvantaged.

Partner Forum participants almost unanimously perceived the fora as a good platform for regional cooperation and felt that an important contribution to such cooperation had been made. If the rather vague term "regional cooperation" is further concretised, i.e. asking for examples of regional initiatives or adoption of reform approaches presented during the Partner Fora, agreement drops (but nevertheless remains generally positive), indicating, in the opinion of the author, that the Partner Fora do make a contribution to regional cooperation but do not trigger it.



Interestingly, a number of participants felt that the most important result of the Partner Fora had been to establish contacts between them and their colleagues from other water sector institutions within the same country.

While successive Partner Fora tackled different water sector-related issues in a logical sequence, only few individuals from the MENA region actually attended two or all three fora: 88% of the participants from the region have only attended a single Partner Forum. In addition, the Partner Forum participants do not fully match the intended target group (influential individuals in the MENA water sector). Partner Forum participants are only slightly more senior than the participants of capacity building measures in the first two programme components and only 14% indicate that they actually have decision-making authority.

Therefore, it is recommended to further improve effectiveness, efficiency and sustainability of the Partner Fora by specifying the objectives of the fora further, and to address the target group better.

**General programme strategy.** Currently, the MENA Water Programme is guided by a goals framework that, however, does not represent an effective programme strategy. Several observations lead to this assessment:

- The programme goals and the individual component objectives are not entirely consistent with respect to each other;
- The programme’s activities are focused on the first three components. The remaining components may be redundant;
- The programme’s goals and objectives motivate a focus on activities rather than on outcomes;
- The programme approach does not reflect that, from the perspective of participating organisations, programme activities are relatively minor.

Therefore, a programme strategy needs to be developed that addresses these issues and incorporates current capacity building best practice. This includes:

- Establishing a consistent goals framework, reflecting all of the programme’s intended outcomes and impacts;
- Reducing the set of programme components to reflect the main programme objectives and activities;
- Developing a coherent and realistic results chain, linking the programme’s intended impact to the programme’s activities through a series of well-defined steps of cause and effect;
- Defining, along this results chain, programme components, intermediate objectives, and SMART indicators on the activity, output and outcome level;
- Integrating training activities into ongoing development processes outside of the programme and increasing planning and selectivity in order to ensure that the right organisational environment exists for translating individual learning into organisational performance improvements.

**Programme management.** The MENA Water Programme is managed by a team of dedicated senior capacity building professionals as evidenced by the generally high quality with which the programme’s measures were implemented. The successful implementation of an improved strategic framework is supported by two recommendations that tackle key weaknesses in the programme’s

current management arrangement and aim at generating the needed organizational conditions for the earlier recommendations of this report.

On the one hand, the programme’s management structure should be simplified. The identification of needs, planning and selection of measures, and monitoring of results should be in the hands of only one or two people, who should be freed of most operational implementation duties in order to allow for enough time and focus on these important responsibilities. The same individuals should also actively liaise with other development agencies in order to better integrate and adapt the programme’s training measures to their respective development programmes.

On the other hand, the organisational conditions for a stronger focus on programme outcomes need to be created or reinforced. This includes allocating sufficient time and resources to needs identification and planning, explicitly allowing for cancellation of non-promising measures even in the light of institutional spending pressures, ensuring, either by training or by delegation, that the necessary ex-ante evaluation skills are present on the management team and creating a platform for liaising and coordinating with other key development agencies in order to fully integrate the programmes training measures, i.e. the first two programme components, into their respective programmes.

## List of recommendations

**Recommendation 1:** For activities that fall into the first two programme components (mostly technical and methodical training) it is recommended to ensure that the following three selection criteria are observed for future trainings without compromising the currently excellent training quality:

- a. All trainings should respond to concretely defined needs that comprise of specific thematic or methodical needs for specific target groups in specific organisations. Top-down approaches (that respond to general but not to specific needs) in which the involvement of target institutions is limited to selecting some of their staff to attend standard courses should be generally avoided. While regional trainings might not satisfy the needs of all participants’ institutions simultaneously, they should satisfy the specific requirements of a majority of these institutions;
- b. The programme’s selectivity of planned measures should be increased. Only those measures in the planning pipeline that show favourable conditions for translating individual learning into organisational performance improvements should be implemented;
- c. All planned measures should be tightly integrated – and responsive to – concrete ongoing or planned development processes.

**Recommendation 2:** It is recommended that the allocation efficiency of the programme’s principal capacity building instrument is thoroughly assessed and that future programmes build on the results of this assessment in order to ensure best value for money in the MENA Water Programme.

**Recommendation 3:** It is recommended that, pending confirmation by the ongoing evaluation of the ILT, no new ILTs should be implemented within the MENA Water Programme until the concept has been entirely overhauled. Recommended improvements include, but are not limited to, switching to a language the participants are already fluent in, reducing the duration of the training phase away from home, ensuring ongoing professional contacts with the participants’ home organisations and increasing integration with and accountability of these organisations. The possibility of abandoning the ILT instrument altogether within the MENA Water Programme should not be excluded.

As an alternative to this recommendation, the objectives for future ILTs can be changed and adapted to the observed reality, i.e. that of a study and training programme that focuses on professional and cultural development of individuals rather than on organisational development and change. This option would most probably require running future ILTs outside of the MENA Water Programme.

**Recommendation 4:** In order to further improve effectiveness, efficiency and sustainability of the Partner Fora, it is recommended to focus the Partner Fora more sharply. This includes detailing the objectives of the Fora further, and addressing the target group more specifically. If the intention is to address a regional core group of high importance for the water sectors in the MENA region, large participant fluctuations should be avoided and the average level of seniority of participants should be raised.

**Recommendation 5:** It is recommended that the programme’s strategic framework is overhauled and detailed. This includes the following actions:

- The programme’s goals framework should be rendered consistent and reflect all of the programme’s intended outcomes and impacts. The set of programme components should be reduced to reflect the main programme activities;
- A coherent and realistic results chain should be developed, linking the programme’s intended impact to the programme’s activities through a series of well-defined steps of cause and effect;
- Along this results chain, programme components, intermediate objectives, SMART indicators and meaningful milestones should be defined on the activity, output and outcome level;
- This approach should firmly incorporate current best practice in capacity building and specifically prescribe that, with focus on the first two programme components, the programme needs to tightly integrate with – and be responsive to – ongoing development processes on an institutional level. Since it is the responsibility of the programme to select those measures that have maximum promise of impact, the responsibility for these liaison activities lies primarily with the programme as well and should be reflected in the programme’s strategy and budget.

**Recommendation 6:** It is recommended to simplify the programme’s management structure by reducing the number of responsible managers and by better separating planning and oversight from implementation. Ideally, only one or two individuals should be in charge of identifying specific needs, planning and selecting measures and following up on outcomes for the entire programme. These people should have decision making authority and serve as proactive liaison to other development agencies. In order to be able to deliver this important work, these people should be largely freed of operational implementation duties.

**Recommendation 7:** It is recommended to establish the organizational conditions for an increased managerial focus on outcomes. This includes the following aspects:

- Ensuring that sufficient time and resources are available for identifying specific needs and planning for future outcomes of individual measures;
- Ensuring that budget spending pressure or other institutional constraints do not impede cancellation of such measures that seem not to respond to specific needs or are likely to trigger only little outcomes due to unfavourable local conditions. As one option, this could be achieved by introducing a standardised assessment of likely future outcomes just before the implementation of measures;
- Ensuring that the necessary ex-ante evaluation and planning skills are present on the programme management team, either through training or by assigning a professional with these skills to the team, e.g. from InWEnt’s quality and evaluation unit;
- Ensuring that measures that fall under the current programme categories 1 and 2 are effectively integrated into local development processes, e.g. by organizing annual meetings for specification of local, national and regional capacity building needs with key representatives of German development cooperation and other key stakeholders.

**Recommendation 8:** It is recommended to fully apply and manage the MENA Water Programme according to the PriME system developed by InWEnt during the programme’s lifetime.

**Recommendation 9:** It is recommended that the programme keeps a full record of relevant monitoring data and ensures its completeness and quality. This should, however, not result in a data-collection exercise without purpose. Instead, the selection of data to be collected should reflect the programme’s results chains and its progress indicators and therefore provide the basis for meaningful monitoring of activities, outputs and outcomes.

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Finally, the author wishes to thank all interviewees who, during phone and face-to-face interviews, as well when filling out rather lengthy online survey forms, have devoted a considerable portion of their work time to providing important feedback and insights regarding the MENA Water Programme.

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<sup>2</sup> Mr. Mark Sundberg, Manager, IEGCG, IEG – Independent Evaluation Group.

<sup>3</sup> Ms. Aliza Belman Inbal, Director, International Development Programme, School of Government and Policy, Tel Aviv University.

<sup>4</sup> “Using Training to Build Capacity for Development: An Evaluation of World Bank project-financed and WBI Training”, Washington, World Bank IEG, 2008

## Table of contents

Executive Summary .....	2
List of recommendations.....	11
Acknowledgments .....	14
Table of contents.....	15
Abbreviations .....	17
1. Introduction.....	18
2. Evaluation approach.....	19
2.1. Key evaluation questions .....	19
2.2. Methodological approach .....	20
2.2. Evaluation activities.....	22
2.3. Independence.....	23
3. The MENA Water Programme: goals and setup .....	24
3.1. The programme setup.....	24
3.2. The programme’s goals and objectives.....	25
3.2.1. Goals and objectives on the programme level.....	25
3.2.2. Objectives and progress indicators for programme components .....	26
3.2.3. Logical coherence of the programme goals .....	27
3.2.4. Logical coherence of the component objectives.....	29
4. Relevance .....	31
4.1. Water-related challenges in the MENA region .....	31
4.2. Relevance of programme goals and objectives.....	34
5. Programme achievements .....	39
5.1. Overview over programme activities .....	39
5.2. Literature snapshot: best practice in capacity building .....	41
5.3. Effectiveness of the principal programme components .....	44
5.2.1. Effectiveness on the output level.....	44
5.3.2. Effectiveness on the outcome level .....	46
5.4. Efficiency of the principal programme components.....	53
5.5. Sustainability of the principal programme components.....	57
5.6. The International Leadership Trainings in the MENA Water Programme .....	58
5.5.1. Overview.....	58
5.6.2. Previous ILT reviews undertaken by InWEnt.....	59
5.6.3. Effectiveness, efficiency and sustainability of ILTs in the MENA Water Programme .....	63

5.7. The Partner Fora in the MENA Water Programme ..... 65

5.8. Programme performance against programme goals ..... 71

6. Quality of programme planning, preparation and implementation ..... 75

6.1. Assessment of programme strategy and programme design ..... 75

6.2. Programme management ..... 78

6.3. Planning, monitoring and evaluation and InWEnt’s PriME system..... 80

Appendix A: Terms of Reference..... 83

Appendix B: List of interviews conducted ..... 89

Appendix C: Survey statistics and remarks on data cleaning ..... 93

Appendix D: Evolution of objectives and indicators ..... 95

Appendix E: Detailed overview over programme activities ..... 101

Appendix F: ILT design..... 103



## Abbreviations

ACWUA	Arab Countries Water Utilities Association
AWC	Arab Water Council
BGR	Bundesanstalt für Geowissenschaften und Rohstoffe
BMZ	(German) Federal Ministry for Economic Cooperation and Development
ECDPM	European Centre for Development Policy Management
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit GmbH
IEG	World Bank Independent Evaluation Group
ILT	International Leadership Training
InWEnt	Internationale Weiterbildung und Entwicklung gGmbH (InWEnt - Capacity Building International)
INWRDAM	The Inter-Islamic Network on Water Resources Development and Management
IUCN	International Union for Conservation of Nature
JICA	Japan International Cooperation Agency
KfW	KfW (Kreditanstalt für Wiederaufbau) Entwicklungsbank
MEDWET	Mediterranean Wetlands Initiative
MENA	Middle East and North Africa
MENA Water Programme	The InWEnt programme: “Water Sector Reform in the MENA Region”
NAMTA	North Africa Management Training in Agriculture Programme
NEMTA	Near East Management Training in Agriculture Programme
OECD	Organisation for Economic Co-operation and Development
OECD-DAC	OECD Development Assistance Committee
ONEP	Office National de l'Eau Potable
RSCN	The Royal Society for the Conservation of Nature
SMART	Specific, measurable, attainable, relevant and time-bound
UNDP	United Nations Development Programme
World Bank	The World Bank Group

## 1. Introduction

Over the last four years, InWEnt has implemented a regional capacity building and dialogue programme with the goal of improving the efficiency of the water sector institutions in the MENA region, including the following countries: Algeria, Egypt, Jordan, Lebanon, Morocco, Palestine, Syria, Tunisia and Yemen<sup>5</sup>.

This 11 million Euro programme began in 2004 and was scheduled to end in 2008 but has obtained a no-cost extension<sup>6</sup> until summer of 2009.

This evaluation assesses the past relevance and performance of the MENA Water Programme in order to generate insights and recommendations that will inform the extension of the programme for another four years. The scope and content of the evaluation are defined by the terms of reference, which can be found in appendix A.

Additional information regarding the programme’s activities, InWEnt itself and the evaluation methods applied will be given in subsequent chapters.

This evaluation report is structured as follows. After this introduction, the evaluation methods used will be summarised. In chapter three, the programme’s goals and objectives are summarised and their logical coherence is analysed. In chapter four, the relevance of these goals and objectives is assessed in the context of the MENA water sector situation and from the perspective of the international donor community. Chapter five then analyses the performance of the programme in terms of its effectiveness, efficiency and sustainability. This chapter first assesses the programme’s performance along the first two components that represent about 80% of overall budget and then homes in on the two most important instruments (in budgetary terms), the International Leadership Training and the Partner Fora (that mostly reflect the programme’s third component). The chapter is concluded by the assessment of the programme’s success in reaching its six components’ objectives. The report is concluded by an assessment of the programme’s strategic and management performance. Several appendices provide additional information and are referenced in the main report.

Recommendations are made throughout the report after all necessary analysis has been presented. Recommendations are numbered and marked by ***bold italic*** characters. Some important findings and syntheses are highlighted in **bold**.

For comprehensibility, an executive summary and the list of all recommendations made precede this report.

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<sup>5</sup> In the programme proposal of 2004, Lebanon and Turkey, but not Algeria were included as target countries. The set of target countries was adapted to the above list of countries in 2005.

<sup>6</sup> The no-cost extension also covers InWEnt staff time and overhead, i.e. total expenses connected with the programme will remain within the original budget.

## 2. Evaluation approach

The evaluation of capacity building programmes as diverse and complex as the MENA Water Programme is a challenge in itself. Actual activities are linked to outcomes and impacts through a series of steps that are either not entirely clear or show sizable attribution gaps, i.e. depend on external factors and assumptions. In addition, there is a long history of capacity building focusing on the implementation activities rather than on ensuring that results are achieved after the capacity building intervention is over<sup>7</sup>.

A suitable evaluation approach is needed to effectively meet these evaluation challenges.

### 2.1. Key evaluation questions

This scope and the focus of this evaluation are determined by the Terms of Reference that are appended to this report as appendix A.

The Terms of Reference describe the purpose of the evaluation as to:

- evaluate the quality of planning, preparation and implementation of the programme, as well as the results achieved;
- estimate and describe the impact and sustainability of the programme in relation to the programme objectives and within the evolution of the MENA region water sector context; and
- make recommendations for further planning and design of such programmes by InWEnt.

The evaluation is further requested to address the following points that partly overlap and partly specify the three points listed above:

- Relevance of the programme within the context of reform processes in the water sector of the MENA region;
- Relevance of the programme within the context of the evolution of InWEnt's capacity building approach in the aftermath of merger process of InWEnt;
- Relevance of the programme design and of its administrative performance;
- Effectiveness of the programme with regard to its objectives; and
- Assessment of the programme efficiency and sustainability.

Based on subsequent communications<sup>8</sup> with InWEnt's quality and evaluation unit, the main focus of the evaluation should be:

- Relevance and effectiveness. The other evaluation criteria should be estimated or addressed by plausible arguments;
- The key factors of success and reasons that caused issues;
- The methodical approach of the MENA Water Programme.

It was stressed that the last point was considered especially important by the quality and evaluation unit in the light of a cross-section analysis planned for 2010 for which input regarding InWEnt's capacity building *ansatz* and the viability of individual instruments would be useful.

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<sup>7</sup> See, for example, section 5.2 of this report.

<sup>8</sup> Email from Ms. Nelles, head of quality and evaluation, InWEnt, 17.02.2009.

## 2.2. Methodological approach

The evaluation methods used are presented along the following steps.

**Clarification of programme and project objectives.** As a basis for much of the subsequent work, the goals and objectives of the programme, as well as those of the programme’s components and the corresponding individual interventions were recorded. For this, the goals and objectives statements from various sources were collected and chronologically ordered. Then, these statements were translated, the translation confirmed by programme management and analysed for their legitimacy, i.e. whether or not they have been issued by a source with the mandate to define or change programme direction. Legitimate goals and objectives statements are ordered according to their logical hierarchy (impact, outcome, output, input levels) and analysed for evolution of content and their logical coherence. This provides the basis for the assessment of relevance and effectiveness. In addition to this, potential implicit objectives are identified through interaction with programme and project management.

**Evaluation of programme relevance.** The evaluation of programme relevance is fundamental. While evaluation of effectiveness and efficiency assesses to what degree and how cost-efficient the programme has been in reaching its goals (without questioning the usefulness of these goals), the evaluation of programme relevance assesses whether the programme goals themselves are relevant, e.g. as illustrated by the two catch phrases: “do we do things right?” versus “do we do the right things?”.

The assessment itself is largely based on the desk study of donor publications and of country and regional assessments. This passive information sourcing is complemented by interview and online survey feedback.

Special attention is paid to not limit the identification of general regional water-related challenges to the obvious needs emerging from water scarcity and variability of precipitation, but to aim at identifying capacity-building needs that result as a consequence.

**Evaluation of programme effectiveness.** The evaluation of programme effectiveness usually focuses on the degree to which programme objectives have been reached. Since, in the case of the MENA Water Programme, goals and objectives are largely formulated as “contributions to” rather than as real targets, this assessment only holds limited informational value. While still providing the “usual” assessment, the focus of assessing effectiveness is therefore on listing and – to the extent possible – quantifying programme results on the output and outcome level without providing the author’s judgement on whether the observed results are satisfactory or not. Instead, effectiveness is rated by interviewees and by participants in an online survey.

Special care is taken to not limit the assessment of effectiveness (and that of efficiency) to the immediate outputs of the programme’s activities such as e.g. measured by participant feedback at the end of a course, but to include some measure of likely changes the transmitted learning content is likely to trigger in the participants’ home institutions.

Effectiveness, and the same is true for the efficiency and sustainability, are assessed for the programme as a whole, as well as separately for the two most important instruments (in budgetary terms) employed in the programme: the International Leadership Training and the Partner Fora.

In addition to these self-contained assessments, the feedback received regarding the programme’s effectiveness is compared with the results of a large-scale survey conducted by the World Bank as

part of an evaluation of its capacity building activities over the last decade. In order to render the two data sets comparable, identical questions have been used in a survey conducted for this evaluation and the World Bank data has been cleaned in order to only reflect face-to-face trainings. However, while training durations are comparable, most of the World Bank trainings have been conducted in countries other than the countries covered by the MENA Water Programme and, while the survey in the course of this evaluation was conducted online, the World Bank feedback was based on face-to-face and telephone interviews. Because of these limitations, and the natural subjectivity of all survey responses, all comparisons should be considered as an indication rather than proof and are substantiated by interview and other feedback.

Overall, the assessment of effectiveness, much as the subsequent assessment of efficiency and sustainability is limited by the scope of this evaluation. Within the limited overall evaluation budget of about 0.4% of the programme budget, no rigorous impact evaluation of capacity building results was planned or conducted. Instead, conclusions were derived from a triangulation of several subjective feedback sources, i.e. from survey results, results of interviews with several groups, e.g. with InWEnt staff, capacity building participants, programme partners, and several capacity building and development experts, and from the analysis of earlier reports, interview notes and assessments.

Building on this assessment of effectiveness, underlying reasons that may explain strong or weak performance were identified and discussed with programme management and recommendations were derived to improve programme performance.

**Evaluation of programme efficiency.** The assessment of efficiency – or cost effectiveness – is kept on a qualitative and semi-quantitative level. Programme costs, and costs for individual instruments, are analysed to some detail. This includes listing approximate costs, costs per participant, and costs per participant per day for several instruments used in the programme. It should be noted, however, that no conclusions regarding the costs of instruments relative to each other are drawn since any direct comparison of input costs would lead to misleading results: different instruments may well create largely differing impacts that, in turn, justify entirely different associated costs.

Costs per participant for different instruments are however compared to the feedback received regarding the effectiveness of individual instruments. This, of course, does not measure up to a rigorous assessment of efficiency, as for example by establishing a relation between programme costs and programme impact, as measured by a rigorous impact evaluation. Moreover, due to the limited quality of data available, quantitative efficiency analysis most likely contains large error margins that cannot be estimated properly by the author of this evaluation. For example, no cost data including institutional overheads were available on the level of individual measures and full costs have been, crudely, estimated using the programme’s average overhead cost rate.

Findings regarding efficiency are presented in spite of these limitations since, in the opinion of the author, indicating some key weaknesses of the programme that have been confirmed by a series of interviews.

**Evaluation of programme sustainability.** The evaluation of the programme’s sustainability builds on the observations made when evaluating programme effectiveness and on interview feedback and reflections made regarding prolonged impact of the programme after its activities have ended. Compared to the analysis of effectiveness and efficiency, the assessment of sustainability remains somewhat hypothetical since it largely builds on the projection of likely impact of individual measures into the future.

**Evaluation of programme strategy and management.** The assessment of the programme's strategic framework builds on the analysis of goals and objectives conducted initially. Together with the assessment of the programme's management arrangement, this analysis concludes the explanations for the observed programme performance. Insights are mostly based on the author's own observations, and on the feedback received from programme managers and individuals in professional contact with the MENA Water Programme.

## 2.2. Evaluation activities

The evaluation was conducted from October 2008 to July 2009 and was divided into three phases.

### Preparation and inception phase

Based on meetings with the programme manager, the evaluation was prepared and required data was listed. Based on the documentation received, an intense desk study was conducted, including the analysis of programme goals and objectives. In addition, a number of international publications were reviewed and the cooperation with the World Bank Independent Evaluation Group regarding the comparative benchmarking of capacity building measures was organised.

Due to decentralised and non-standardised data storage, the data gathering on the level of individual programme measures was slow and labour intense and led to a long inception phase.

The findings of the inception phase were summarised in an inception report.

### Assessment phase

During this phase, feedback regarding the programme was actively collected from a number of groups. All managers involved in the programme have been interviewed, as well as a number of consultants that were charged with the operational implementation of capacity building measures. In addition, a number of relevant contacts within InWEnt, as well as in BMZ, GTZ and KfW have been interviewed in person or by telephone. A number of international experts have been interviewed as well, in some cases extensively.

During two field visits to Jordan and Morocco, a number of local partners, including programme partners, participants and implementers for several capacity building measures were interviewed face-to-face. Outside perspectives were included by meeting with representatives of German and of multilateral development cooperation.

Two online surveys have been conducted targeting participants of the three Partner Fora and those of all other capacity building measures in the MENA Water Programme.

### Synthesis phase

The synthesis phase served to aggregate individual feedback and to identify trends and main observations. To this end, survey data and interview feedback was assessed and programme performance was summarised. Early hypotheses on underlying reasons and potential solutions were formulated and discussed with a number of programme stakeholders, resulting in an understanding of the institutional solution space and of potential political, administrative, and organisational constraints to suggested recommendations. This feedback has been taken into account when this report was written.

### **2.3. Independence**

This evaluation was organised by the MENA Water Programme manager in cooperation with InWEnt’s quality and evaluation unit. While providing feedback throughout the evaluation, no attempts were made to influence the content of the report in any undue manner.

Regarding data gathering, some difficulties persisted in obtaining all needed evaluation information. However, in the opinion of the author of this report, this was a consequence of a rather desolate information storage system and did not indicate a lack of openness. On the contrary, InWEnt personnel showed strong commitment when searching for required information.

As a consequence, this report entirely reflects the independent professional assessment of the author.

### 3. The MENA Water Programme: goals and setup

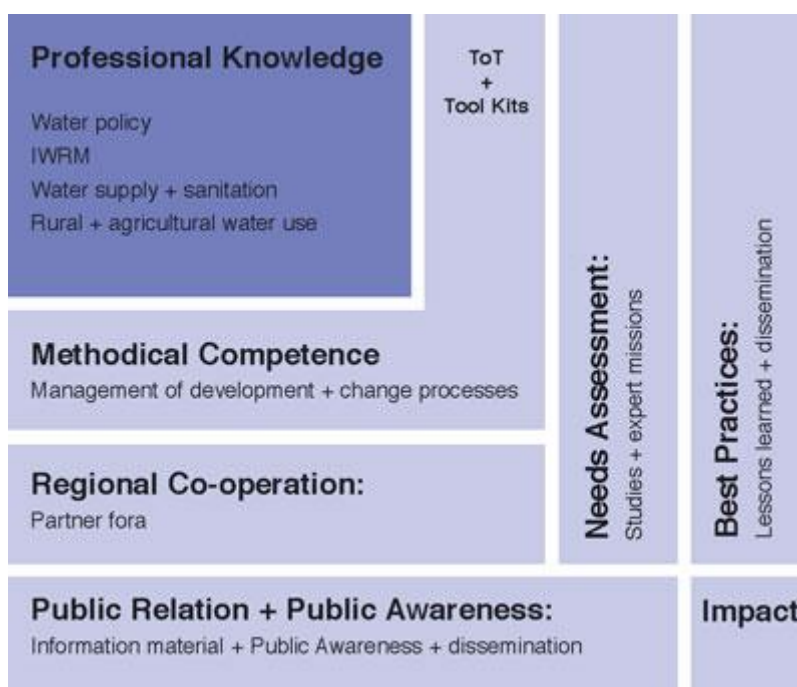
#### 3.1. The programme setup

The programme “Water Sector Reform in the MENA Region” was designed in 2004 with the intention of bundling various InWEnt activities into one single programme which was, as programme management indicated, requested by the Federal Ministry for Economic Cooperation and Development (BMZ).

The programme began in 2005 and ran through 2009, implementing the last programme activities during a no-cost extension at the time this report was written.

Programme activities and objectives are organised according to the framework depicted in figure 3a below.

Figure 3a. Programme framework.



This framework subdivides the programmes activities into six thematic “buckets”. As described in the next section, objectives and progress indicators have been developed for each of the six components.

The six programme components are:

- Provision of **professional knowledge**;
- Provision of **methodical competence**;
- Fostering of **regional cooperation**;
- Assessment of **capacity building-related needs**;
- **Raising awareness** on water management-related topics; and
- **Dissemination of best practices**.



The approved total budget for the MENA Water Programme, including InWEnt overheads, amounts to Euro 10,931,126<sup>9</sup>. According to InWEnt accounting standards during that time, this total budget is divided into a *programme budget* of Euro 6,318,000 that covers consultancy and logistics for programme implementation and a remainder of Euro 4,619,126 that represents InWEnt staff time allocated to the programme and institutional overheads. Most financial statements regarding individual programme activities only report on the level of the programme budget.

## 3.2. The programme's goals and objectives

Several goals, objectives and progress indicators have been defined on the level of the overall programme and on the level of individual programme components. As a basis for the analysis of relevance and effectiveness, the corresponding statements are collected and assessed in terms of their logical coherence.

Some goals, objectives and progress indicators have changed over time. For example, most progress indicators have been introduced in the 2005 progress report only, i.e. more than a year after the programme start.

The assessment of this goals evolution is summarised in appendix D in order to not overcharge this section. However, it should be kept in mind throughout this evaluation report that early programme activities have been set up under a different strategic paradigm.

### 3.2.1. Goals and objectives on the programme level

The following **programme goal** has been defined:

*The programme contributes to increasing the efficiency of the main actors in the water sectors through building competence to act and, in particular, managerial skills of personnel.*

*This enables the personnel:*

- *to develop and implement coherent approaches for sustainable water resource management;*
- *to apply adapted technologies in supply and disposal of potable water as well as treatment and disposal of sewage; and*
- *to establish stable institutional conditions as a prerequisite for a dynamic regional development process in the MENA region<sup>10</sup>.*

Because this goal statement exists in German only, it has been translated into English by the author of this report. This translation has then been verified by the programme manager. The same holds for all other goal statements in this section of the report.

No progress indicators are provided for the programme goal.

In addition to this goal, the programme proposal<sup>11</sup> defines an **overarching goal**<sup>12</sup> for the programme:

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<sup>9</sup> Budget numbers taken from the programme's 2007 progress report.

<sup>10</sup> In German: „Das Programm trägt zur Effizienzsteigerung der Hauptakteure in den Wassersektoren bei, indem es die Handlungs- und insbesondere Managementkompetenz des Personals stärkt und dieses in der Lage versetzt, kohärente Ansätze zur nachhaltigen Bewirtschaftung der Wasserressource zu entwickeln und umzusetzen, sowie angepasste Technologien der Trinkwasserver- und -entsorgung wie auch Abwasserbehandlung und -entsorgung einzusetzen und stabile institutionelle Rahmenbedingungen als Voraussetzung für einen dynamischen regionalen Entwicklungsprozess in der MENA-Region zu etablieren“.

*In the MENA region, sustainable usage of water as a resource is advanced with a focus on poverty reduction and safeguarding the environment<sup>13</sup>.*

This overarching goal is underpinned by a series of general objectives:

- *Decision-makers are enabled to develop sector strategies and to implement integrated approaches [regarding water sector reform]<sup>14</sup>;*
- *The population benefits from a tangible improvement of water management<sup>15</sup>;*
- *The awareness for water as a resource is increased and results in a more efficient usage and decreasing pollution of the resource<sup>16</sup>.*

No progress indicators are provided for the overarching goal or the general objectives.

### 3.2.2. Objectives and progress indicators for programme components

Along the six programme components described in section 3.1, objectives and progress indicators have been defined, as listed in figure 3a.

Figure 3a. Objectives and progress indicators of programme components.

Programme component	Objective	Progress indicator(s)
Component 1: <b>Professional Knowledge</b>	<i>Application-oriented knowledge on water policy, IWRM, urban water management and rural water usage is conveyed and contributes, through application in everyday's work routine, to an integrated view of the resource as well as to an improvement of management processes<sup>17</sup>.</i>	<i>1a. Volume and quality of consideration of adapted technologies in new management concepts; 1b. Existence or design of the internal cross-sector dialogue.</i>
Component 2: <b>Methodical Knowledge</b>	<i>Participants are enabled to act as change agents and to drive development and change processes. Selected participants serve as methodical multipliers and spread technical and methodical knowledge in the region<sup>18</sup>.</i>	<i>2a. Number of capacity-building measures conducted by the multipliers (minimum of 12); 2b. Quality of these measures<sup>19</sup>.</i>

<sup>11</sup> „Antrag zu Titel 685 01, Reform des Wassersektors in der MENA Region“, Version 1.0.6.29, InWEnt, July 1, 2003.

<sup>12</sup> In German: *Oberziel*.

<sup>13</sup> In German: "Eine auf Armutsminderung und ökologische Sicherung ausgerichtete Nutzung der Wasserressource in der MENA-Region ist im Sinne der Nachhaltigkeit gefördert."

<sup>14</sup> In German: "Entscheidungsträger sind in der Lage, Sektorstrategien zu entwickeln und integrierte Ansätze in der Praxis umzusetzen".

<sup>15</sup> In German: "Die Bevölkerung profitiert von einer spürbaren Verbesserung der Wasserbewirtschaftung".

<sup>16</sup> In German: "Das Bewusstsein für die Ressource Wasser ist geschärft und findet ihren Niederschlag in einer bewussten Nutzung sowie einer abnehmenden Verschmutzung der Ressource".

<sup>17</sup> In German: "Praxisorientiertes Wissen in den Themenbereichen Wasserpolitik, IWRM, Siedlungswasserwirtschaft, ländliche/landwirtschaftliche Wassernutzung ist vermittelt und trägt durch entsprechende Anwendung im Berufsalltag zu einer integrierten Betrachtung der Ressource sowie eine Verbesserung von Managementprozessen bei".

<sup>18</sup> In German: "TeilnehmerInnen werden in die Lage versetzt, in ihrer Funktion als change agent zu agieren und Entwicklungs- und Veränderungsprozesse entsprechend voranzutreiben. Ausgewählte TeilnehmerInnen fungieren als methodische Multiplikatoren und verbreiten Fach- wie Methodenwissen in der Region".

<sup>19</sup> In German: "Anzahl und Qualität der von den Multiplikator/innen durchgeführten Capacity Building Maßnahmen (mindestens zwölf)".

<p>Component 3:  <b>Regional Cooperation</b></p>	<p><i>The intensified regional cooperation contributes to disseminating regional reform approaches<sup>20</sup>.</i></p>	<p><i>3a. Number of regional fora (target of not more than 4 for the programme lifetime);</i>  <i>3b. Number of initiated activities that foster regional exchange of experience (minimum target of four for the programme lifetime)<sup>21</sup>.</i></p>
<p>Component 4:  <b>Needs Assessment</b></p>	<p><i>The programme design is continuously adjusted to meet the needs of the partner countries and incorporates ongoing reform progresses and new sector development tendencies<sup>22</sup>.</i></p>	<p><i>4a. Number of needs assessment studies (target of not more than 3 for the programme lifetime);</i>  <i>4b. Corresponding adaptation of planning of measures in subsequent years<sup>23</sup>.</i></p>
<p>Component 5:  <b>Public Relation and Public Awareness</b></p>	<p><i>A general public, domestic and international, is sensitised for issues in the water sector and is informed about corresponding measures of the German development cooperation in the capacity building field<sup>24</sup>.</i></p>	<p><i>5a. Production of one programme brochure;</i>  <i>5b. Number of conferences programme staff participated in (minimum target of 8 for the programme lifetime);</i>  <i>5c. Number of public awareness capacity building measures (minimum target of 2 for the programme lifetime)<sup>25</sup>.</i></p>
<p>Component 6:  <b>Best Practice</b></p>	<p><i>Programme results and lessons learned are available to international, bilateral and regional actors and are used by them to reflect on their capacity building programmes and approaches<sup>26</sup>.</i></p>	<p><i>6a. Production of a manual;</i>  <i>6b. Production of an article;</i>  <i>6c. Consideration of results and lessons learned in the capacity-building approaches of the actors<sup>27</sup>.</i></p>

### 3.2.3. Logical coherence of the programme goals

The programme goal defines the programme's target group (the personnel of the main actors in the water sector) and describes the intended principal programme outputs and outcomes (increased

<sup>20</sup> In German: "Die Intensivierung der regionalen Kooperation trägt zur Verbreitung regionaler Reformansätze bei".

<sup>21</sup> In German: „Anzahl der regionalen Foren (maximal vier) und initiierte Aktivitäten, die einen regionalen Erfahrungsaustausch fördern (minimal vier)".

<sup>22</sup> In German: "Die Ausgestaltung des Programms richtet sich kontinuierlich an dem aktuellen Bedarf in den Partnerländern aus und berücksichtigt voranschreitende Reformprozesse sowie neue Tendenzen der Entwicklung der einzelnen Sektoren."

<sup>23</sup> In German: "Anzahl der Studien zur Bedarfserfassung und entsprechende Anpassung der Maßnahmenplanung in Folgejahren (maximal drei Studien)".

<sup>24</sup> In German: "Eine breite Öffentlichkeit im In- und Ausland ist für Problemfelder im Wassersektor sensibilisiert und über entsprechende Maßnahmen der deutsche EZ im Capacity Building Bereich informiert".

<sup>25</sup> In German: "Erstellung Programmbroschüre (eine Broschüre), Anzahl Teilnahme Konferenzen (mindestens acht Konferenzen), Anzahl Public Awareness Capacity Building Maßnahmen (mindestens zwei)".

<sup>26</sup> In German: "Ergebnisse und lessons learned des Programms stehen internationalen, bilateralen und regionalen Akteuren zur Verfügung und dienen diesen zur Reflektion ihrer Capacity Building Programme und Ansätze".

<sup>27</sup> In German: "Berücksichtigung der Ergebnisse und lessons learned in den Capacity-Building-Ansätzen der Akteure, Erstellung eines Manuals und eines Artikels"

competence to act and, in particular, managerial skills of that target group in order to increase institutional efficiency). Four observations regarding the programme goal seem of importance for later analysis and are presented here. It should be noted that the process of how the programme goals have been generated has not been part of this evaluation and that the need for action ensuing from the points below may be most relevant to InWEnt leadership or to programme management.

**First, the programme goal remains vague and non-committal.** It states that the programme should make *a contribution* to increasing efficiency of the main actors by way of the intended programme outputs described above. In absence of progress indicators on the programme level that would somehow measure the size and or the quality of that contribution, the programme goal does not specify any concrete qualitative or quantitative targets and would, therefore, be theoretically fulfilled by the tiniest contribution to increased institutional efficiency.

In addition, the programme goal states three hypotheses regarding potential outcomes of an increased managerial skills and competence to act: enabling the personnel to develop and implement coherent approaches for sustainable water resource management, to apply adapted technologies in supply and disposal of potable water as well as treatment and disposal of sewage and to establish stable institutional conditions as a prerequisite for a dynamic regional development process in the MENA region. It remains unclear whether these hypotheses are part of the target-setting for the programme or rather an explanation of why the intended programme outputs are considered useful.

**Second, the programme goal does not reflect all programme components.** The programme goal appears to be limited to the following results chain elements:

- Output or early outcomes: increased managerial skills and competence to act of main actors in the MENA water sector;
- Outcome: increased efficiency of those actors.

This clearly reflects the first two programme components that aim at building technical and methodical competence and usually consist of trainings.

It remains unclear how the third component (regional cooperation) leads to the improvement of individual actors. A general efficiency improvement might ensue from improved regional cooperation, or it might be argued that regional knowledge exchange can infuse new ideas that, in turn, enable senior management in water sector institution to improve the efficiency of their institutions. It seems, however, more straightforward to simply include this programme objective into the programme goal.

Regarding programme components four and five, the connection to the programme goal is unclear as well: assessing capacity building needs and informing a general public does not obviously contribute to increasing institutional efficiency.

**Third, the programme goal and the component objectives do not reflect long-term impacts considered to be important by several InWEnt managers.** Repeatedly, during interviews, programme management would point to potential long-term effects of, for example, instruments such as the International Leadership Training. While acknowledging that institutional performance improvement effects might be limited, these interviewees claimed that important effects could result from such trainings on a longer time scale, e.g. by former participants raising into key positions in their home country's public or private sector.

**Fourth, the programme goals do not explicitly state the regional *ansatz* of the programme.** Almost unanimously, InWEnt personnel interviewed stressed that the programme was committed to provide capacity building measures to participants from the entire MENA region or at least from several countries at the same time. The programme goals (and all but one component objectives) would however also allow for a programme that targeted all MENA countries by separate capacity building measures.

Finally, regarding the overarching programme goal, the following observation can be made: it sets a clear strategic direction for the entire programme: advancement of sustainable usage of water in the MENA region with focus on poverty reduction and the environment. Such visionary statements are a useful reminder of what the programme impacts should be. The three underlying general programme objectives describe results on rather different stages of the programme’s results chain. For example, while “benefits to the population from a tangible improvement of water management” clearly describes an intended impact, the two other general objectives lie on the output or outcome levels.

#### 3.2.4. Logical coherence of the component objectives

The most detailed objective statements exist on the level of the six programme components. For each component, an objective and one or more progress indicators are defined. On this level, two observations can be made. Since the process of how these objectives and indicators have been generated has not been investigated as part of this evaluation, the need for action ensuing from the points below may be most relevant to InWEnt leadership or to programme management.

**First, similar to the remark made regarding the programme goal, the component objectives describe the type of intended outputs and outcomes but do not quantify these in any way.** This leads to the situation that virtually no target setting regarding the programme’s effectiveness or efficiency exists. As long as the programme’s activities fall into one of the thematic “buckets” that are defined by the six objectives, the size of the outcome these activities induce does not matter, at least not based on the definition of the programme’s objectives. As with the programme goal, even the tiniest contribution would formally satisfy the programme’s components objectives.

**Second, the progress indicators are not specific and measurable and/or do not reflect all relevant aspects of the corresponding programme objective.** Some indicators are not measurable. For example, the *volume and quality of consideration of adapted technologies in new management concepts* or the *existence or design of the internal cross-sector dialogue* do not define measurable indicators but rather describe the corresponding objective in another way. It remains unclear, how the volume and quality of the consideration, or the design, of something can be assessed. Correspondingly, no quantitative targets are set for these indicators.

More importantly, the attribution of these effects to the programme’s activities is problematic. Often, the programme’s activities represent only a minor share of the development and reform efforts in an organisation. Under these circumstances, only a fraction of the described outcomes would be caused by the programme’s activities. Certainly, not all adapted technologies considered in an organisation can be counted as programme effects.

Other indicators are measurable, but do not fully reflect the related objective. On the one hand, some indicators are entirely restricted to the level of activities and therefore do not measure the outcomes described in the corresponding objective. For example, the *production of one programme brochure* or the *number of conferences programme staff participated in* does not say much about

whether or not *a general public, domestic and international, is sensitised for issues in the water sector*. This said, activity-level indicators can be useful but should be complemented by outcome-level indicators in order to fully reflect the programme’s objectives.

On the other hand, some indicators only measure a single aspect of the related objective. For example, the *number of capacity-building measures conducted by the multipliers* and the *quality of these measures*<sup>28</sup> does inform about the level of some activities of methodical multipliers but does not reflect the work of change agents that will be implemented largely through changes made on the job.

The observations presented in this section will provide the basis for later recommendations and should be observed when working on an improved strategic framework as recommended in the last chapter of this report.

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<sup>28</sup> In German: „Anzahl und Qualität der von den Multiplikator/innen durchgeführten Capacity Building Maßnahmen (mindestens zwölf)“.

## 4. Relevance

### 4.1. Water-related challenges in the MENA region

The assessment of the relevance of the programme's goals needs to be placed into the specific, water-related context of the MENA region. The following summary of the main challenges the region faces with respect to the physical resource water is illustrative but most certainly not exhaustive. Data is taken from a 2007 report by the World Bank<sup>29</sup> unless marked otherwise.

The MENA region is marked by the overlap of three challenges directly linked to the physical resource water.

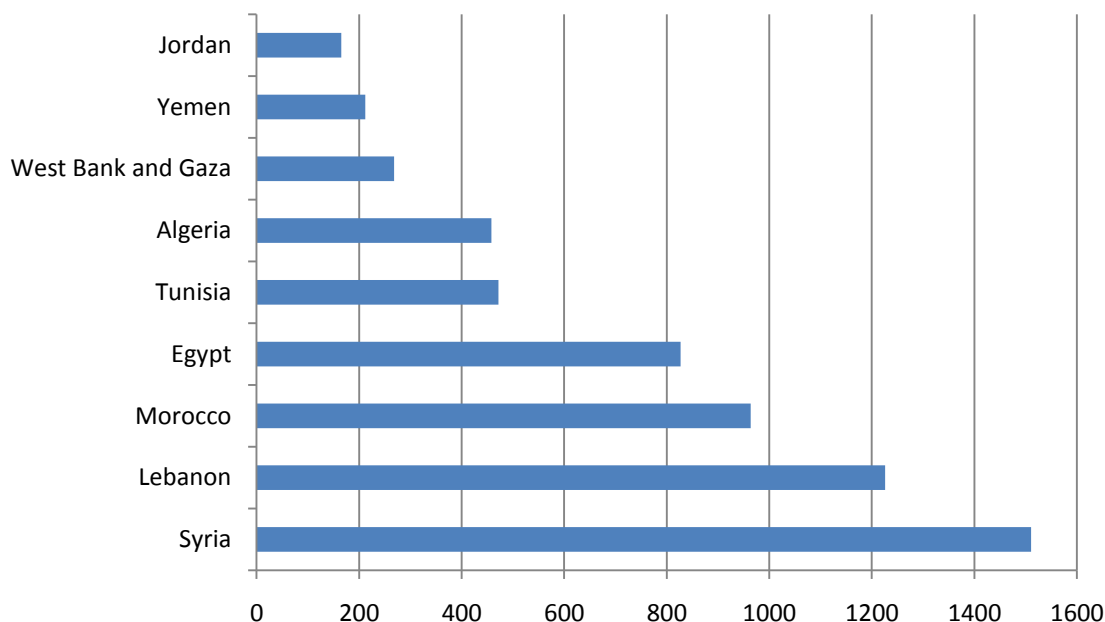
**Water scarcity.** As a 2007 World Bank report on water management in the MENA region puts it:

*Even the most casual observer of the Middle East and North Africa (MENA) region knows that the countries are short of water.*

Based on 1998-2002 data, the MENA region disposes on average of around 1,100 cubic meters of renewable water resources per capita (m<sup>3</sup>/capita), putting the region at the very end of the global list of regions. Other regions range from 2,700 m<sup>3</sup>/capita (South Asia) to 35,000 m<sup>3</sup>/capita (Australia and New Zealand).

Within the MENA region, renewable water resources vary largely. For those countries that are addressed by the InWEnt MENA water programme, the values are shown in figure 4a below.

Figure 4a. Total renewable water resources per capita for selected MENA countries<sup>30</sup>.



Water scarcity itself depends, in addition to water availability, on water requirements. While general estimates for per capita water requirements strongly depend on underlying assumptions (e.g. on

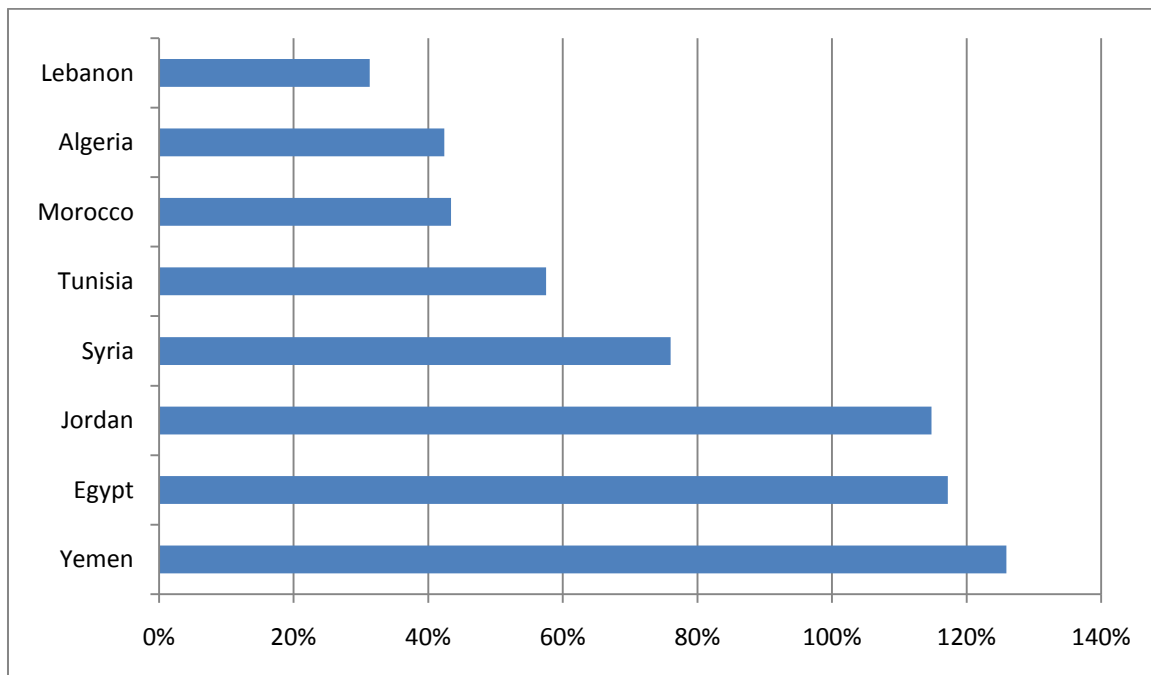
<sup>29</sup> "MENA development report: Making the Most of Scarcity. Accountability for Better Water Management in the Middle East and North Africa", The World Bank, 2007.

<sup>30</sup> FAO AQUASTAT data for 1998-2002, data taken from the MENA development report by the World Bank.

agricultural, industrial and personal water use), all of the above-listed countries would be classified as being below the water security threshold by some water security indices. Lebanon and Syria would be considered to experience *water stress*, while Egypt and Morocco would be said to experience *water scarcity* and Jordan, Yemen, West Bank/Gaza, Algeria and Tunisia *absolute water scarcity*.

On a country-by-country basis, figure 4b depicts the amount of withdrawn water as a percentage of the total renewable water resources for selected countries in the MENA region.

Figure 4b. Total water withdrawal as a percentage of total renewable water resources per capita for selected MENA countries<sup>31</sup>.



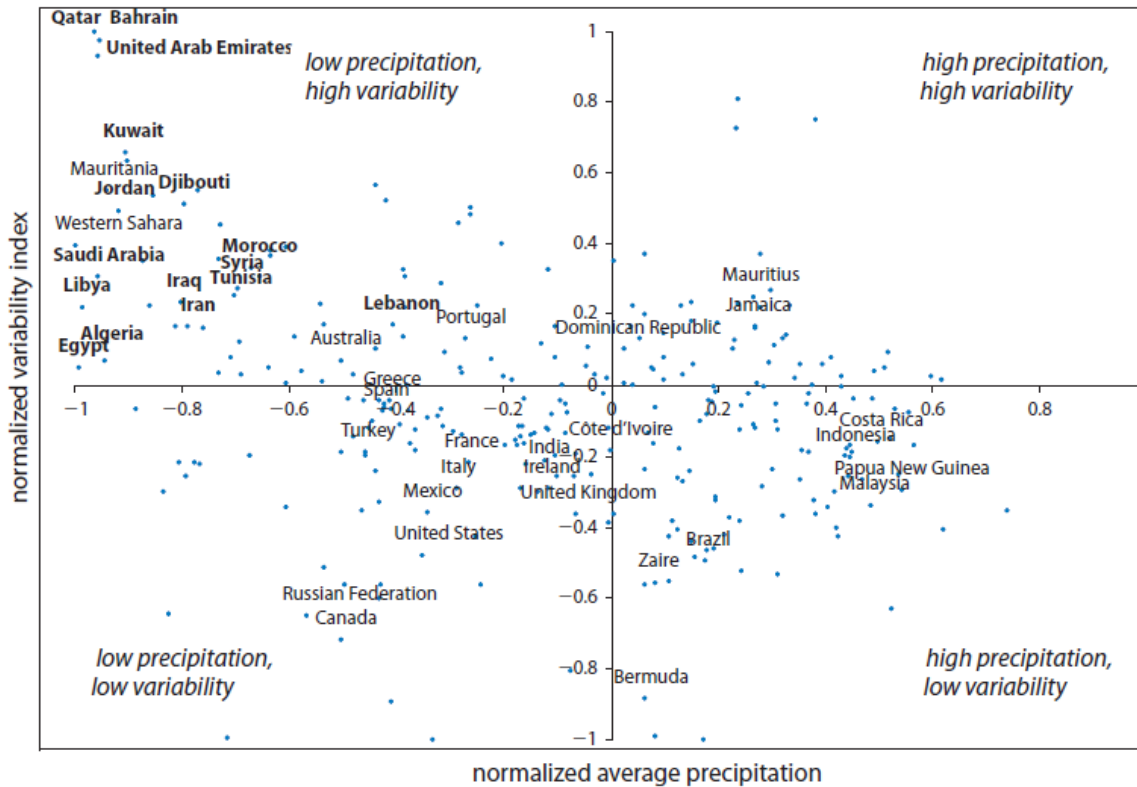
Some countries, such as Jordan, Egypt and Yemen, use more than their renewable amount of water resources, i.e. they overexploit existing resources (e.g. groundwater) or use alternative sources of supply (e.g. desalination). In addition, it should be kept in mind that only a share of the renewable water resources can actually be exploited and that strong variations occur within countries. This means that all of the above countries experience challenges related to the scarcity of the physical resource water.

**High variability of precipitation.** In addition to low availability of renewable water resources, precipitation in most MENA countries shows a high year-to-year variability, either through direct rainfall or rainfall-related water inflow across borders, exacerbating water scarcity in periods with lower than average rainfall. Figure 4c shows normalised data for average precipitation and for the precipitation’s variability.

<sup>31</sup> FAO AQUASTAT data for 1998-2002, data taken from the MENA development report by the World Bank, no data for West Bank and Gaza.



Figure 4c. Precipitation versus variability for 289 countries (some MENA countries in **bold**)



All MENA countries lie in the quadrant marked by high variability and low precipitation. Additional variability may occur through dependence on cross-border inflows that, in turn, may show high variability.

It should be noted, however, that the data in the chart covers the period from 1961 through 1990 and may not reflect recent trends. In addition, there is some degree of correlation between both variables which may be due to the fact that countries with low precipitation experience only few precipitation "events" over one year which, mathematically, leads to high variability.

**Insufficient water usage efficiency.** A drop in the per capita water availability itself does not automatically translate into a lack of supply. With growing populations, a number of countries have successfully compensated declines in the per capita amount of water resources by improved efficiency in the allocation and use of water.

However, based in the feedback from water sector experts, the MENA region has not managed to effectively compensate the drop in renewable water resources per capita by a corresponding increase in the efficiency of water allocation and usage. Therefore, the gap between water need and supply has continued to widen.

Many reasons have hampered a more efficient use and allocation of water. Of special importance to this evaluation are the following:

**Organisational capacity.** In most MENA countries, during the 20<sup>th</sup> century, the public sector has taken the lead in managing large scale investment programmes in the water sector in order to provide for growing populations and economies. MENA countries' rivers are among the most heavily dammed in the world, water supply and sanitation systems are relatively widespread and irrigation networks are extensive.

Yet, the water sector institutions do not function effectively. Typical institutional issues entail overlapping or unclear mandates, difficulties in coordinating and integrating different sources and uses of water and the same institution working as planner, implementer and regulator. As a World Bank report puts it: [...] *the framework of institutional rules under which most of them work are often not set up for these organisations to function effectively.*

In spite of the existing water-related institutions, the region today overexploits its renewable water resources, a problem that was exacerbated with the availability of cheap drilling technology to individuals in the 1960s which overwhelmed regulators.

**Integrated approach to water resource management.** While the buzzwords “Integrated Water Resource Management” and, more recently, “Water Governance” spearheaded a number of development interventions in the MENA region, the key challenge of allocating water resources to the highest value use, explicitly including environmental and social aspects, has remained largely unanswered. True cross-sector solutions, effectively and efficiently linking those organisations that manage or regulate the most water resource-intensive applications require fundamental changes that may conflict with interests of several stakeholder groups.

**Managing transboundary water.** An ongoing challenge in the MENA region is due to the fact that more than half of the region’s surface water is shared across national boundaries. While some regional initiatives exist, there still is a lack of regional cooperation that is exacerbated by political conflicts in the region.

## 4.2. Relevance of programme goals and objectives

**Relevance of programme goals.** In the context of the above, increasing the efficiency of water sector institutions, as stated in the programme goal, is a highly relevant objective. Similarly, the overarching goal of advancing sustainable use of water as a resource is highly relevant.

This relevance is equally evident from the “donor perspective” and from the “beneficiary perspective”. For example, all country reports compiled by the Federal Ministry for Economic Cooperation and Development (BMZ) before or during the programme’s inception list water as one of the principal issues in these countries<sup>32</sup>. Country development strategy papers, such as the World Bank Groups’ Poverty Reduction Strategy Papers (PRSPs) and Country Assistance Strategies (CAS), usually provide some, albeit limited, insights into needs as perceived from the beneficiary perspective, and unanimously place water-related issues high on the development agenda<sup>33</sup>. This general high priority for addressing water challenges in the MENA countries is generally confirmed by the past efforts in the water sector in these countries, as well as by feedback received from water sector managers from those countries that were visited during this evaluation.

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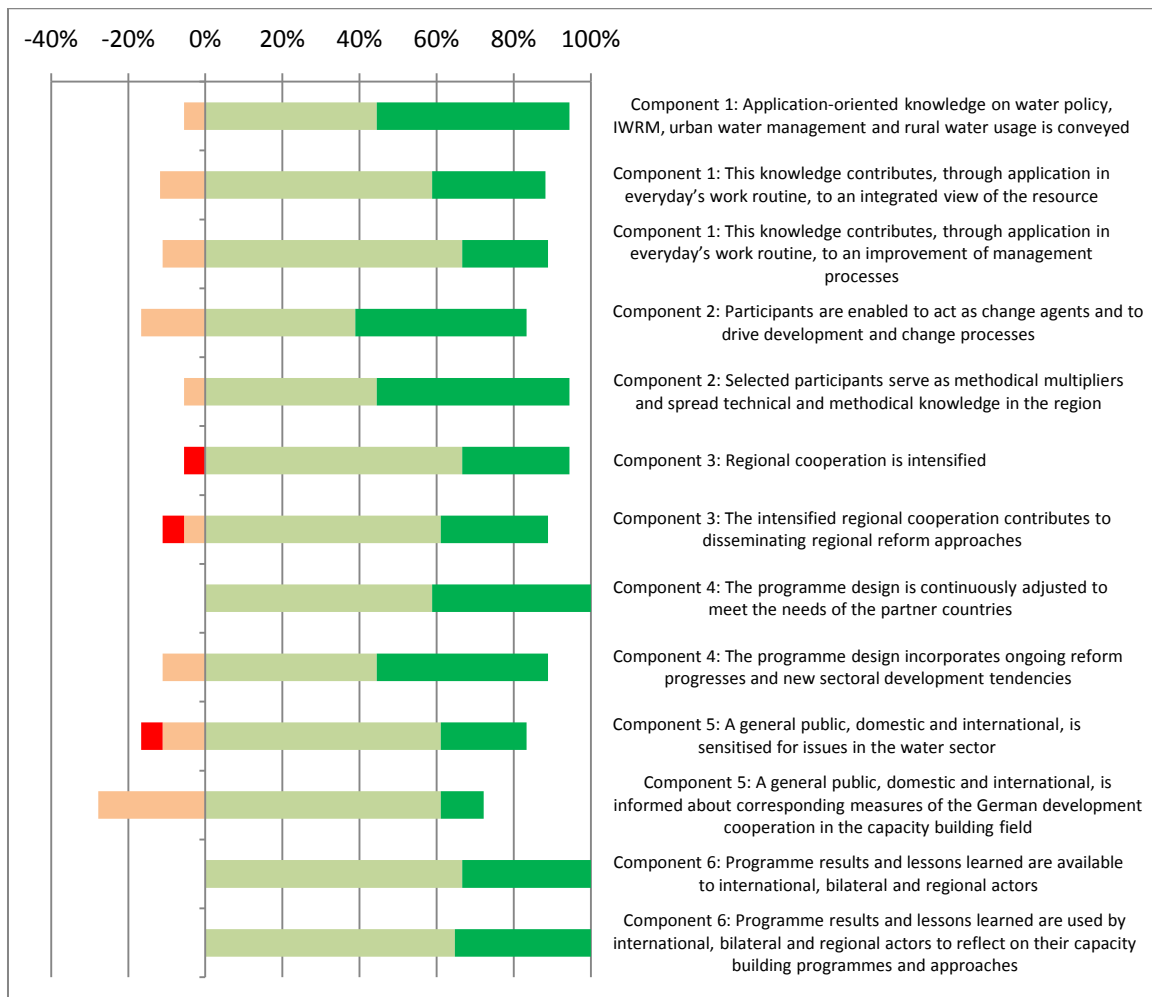
<sup>32</sup> Länderbericht Ägypten (2003), Länderbericht Algerien (2003), Länderbericht Arabische Republik Syrien (2005), Länderbericht Haschemitisches Königreich Jordanien (2002), Länderbericht der Republik Jemen (2003), Länderbericht Marokko (2002), Länderbericht Palästinensische Gebiete (2004), Länderbericht Tunesien (2003), BMZ.

<sup>33</sup> Available PRSPs and CAS for the MENA region are: Republic of Yemen, PRSP 2003 – 2005, 2002; IBRD and IFC: CAS for the Arab Republic of Egypt FY06-FY09, 2005; IBRD and IFC: CAS for the Hashemite Kingdom of Jordan FY2006-FY2010, 2006; IDA: CAS for the Republic of Yemen for the Period FY2006-FY2009, 2006; IBRD: CAS for the Republic of Tunisia, 2004; IBRD and IFC: CAS for the Kingdom of Morocco, 2005; IBRD and IFC: CAS for Algeria, 2003; IBRD: CAS for the Republic of Lebanon, 2005.

This strong general relevance is somewhat reduced when going into more detail. It generally depends on how the goals are interpreted during implementation of concrete programme measures. If, for example, target setting is limited to providing “some contribution” to improving organisational and institutional efficiency” without further specification, relevance is largely reduced. If, on the other hand, the programme’s contributions are interpreted to satisfy specific organisational and institutional needs, relevance is high. As discussed below, this is especially true for the relevance of the programme’s components.

**Relevance of programme component objectives.** Generally, programme participants perceived all programme component objectives to be relevant, as indicated by the feedback received from Partner Forum participants summarised in figure 4d below. For specificity, component objectives have been broken down into single statements. These results should reflect, to some extent, the need as perceived by the MENA countries.

Figure 4d. Assessment of relevance of programme goals by Partner Forum participants (Percent of respondents; colour code: red = “not relevant at all”, orange = “not so relevant”, light green = “relevant” and dark green = “very relevant”; N=17 or 18 respondents depending on question).



Generally, all component objectives, including their individual statements, are considered relevant by the survey respondents. The objectives of component six (“Best Practice”) is considered relevant or very relevant by all respondents. The same is true for adjusting the programme the programme to

the needs of the partner countries (part of component four). Some doubts seem to exist regarding the relevance of informing the general public about measures of German development cooperation.

The same group of people was asked to rate the perceived urgency for the thematic elements in the first three programme components, as well as InWEnt’s suitability to provide these capacity building measures (figure 4f).

*Figure 4f. Assistance needs and suitability of InWEnt to satisfy these needs, N=15 to 18 depending on the question)*

	Training and assistance in this topic is ...			
	... urgently needed and InWEnt is among the best providers for this	... is urgently needed but should be provided by others (not through InWEnt)	... needed, but only as a second priority	... not needed
<b>Component 1: Water policy and water governance</b>	<b>88%</b>	12%	0%	0%
<b>Component 1: Integrated Water Resources Management (IWRM)</b>	<b>65%</b>	24%	12%	0%
<b>Component 1: Water supply and sanitation</b>	<b>50%</b>	38%	13%	0%
<b>Component 1: Rural and agricultural water use</b>	<b>47%</b>	<b>47%</b>	7%	0%
<b>Component 2: Management of development and change processes</b>	<b>76%</b>	24%	0%	0%
<b>Component 2: Facilitation and negotiation skills</b>	<b>65%</b>	24%	6%	6%
<b>Component 2: Monitoring and evaluation</b>	<b>67%</b>	22%	6%	6%
<b>Component 3: Regional cooperation</b>	<b>71%</b>	12%	18%	0%

All of the first three programme components’ themes are rated “urgently needed” by more than 80% of respondents in all cases. While being considered the best provided for these themes in almost all cases, some doubts seem to exist whether some themes of the first component (“water supply and sanitation” and “rural and agricultural water use”) shouldn’t be provided by other institutions rather than by InWEnt. High general need combined with InWEnt’s suitability as provider is found for

“water policy and water governance” (component one), followed by “management of development and change processes” (component two) and “regional cooperation” (component three).

This rather optimistic survey assessment of the relevance on the level of individual programme components is not entirely reflected by the interviews conducted with water sector professionals in the countries visited, nor by interviews conducted or documents screened reflecting the relevance from the perspective of donors.

In what follows, the relevance of the component objectives is discussed in more detail.

**Components one and two.** Regarding the first two programme components, primarily referring to technical and methodical capacity building, specific needs emerge during development and change processes in the water sector. General training, that is not responding to specific organisational capacity gaps and is not embedded into integrated organisational and institutional reform processes, is considered less and less useful by capacity building experts and donors (see, for example, section 5.2 of this report). On the beneficiary side, trainings are mostly welcomed, even if unspecific. This may, however, also be caused by the fact that most trainings are free of charge. The most common answer received by the author of this report when discussing the programme’s relevance with water sector professionals in the two countries that were visited during this evaluation (Jordan and Morocco) can be summarised as follows: “we are very grateful to be offered any training at all. However, it would be even more useful to adapt the capacity building instruments and content to our own capacity building priorities”.

Thus, if the first two component objectives are interpreted to fulfil these quality criteria, they can be considered highly relevant. If, instead, trainings are mostly unspecific and not integrated, these components have reduced relevance.

**Component three.** The third programme component aims at increasing regional cooperation. Certainly, regional cooperation is needed between selected MENA countries to solve issues relating to transboundary water. This is, however, not explicitly mentioned in the third component target setting and has not been the focus of the regional Partner Forum meetings held as principal part of the third component’s activities.

Apart from the highly relevant issue of transboundary water management, only limited evidence has been found by the author that more “general regional cooperation” is urgently needed from the perspective of the MENA countries, or that increasing regional cooperation is high on the agenda of donor organisations. This said, no contrary indications were found either, so that relevance is difficult to assess. Generally, increasing regional cooperation was considered useful by most MENA water sector professionals that were interviewed.

**Component four.** The ongoing identification of capacity building needs and subsequent adaptation of the programme a prerequisite for successful capacity building. As elaborated in more detail in section 5.2, needs have to be identified with sufficient specificity. As such, this objective represents a vital and relevant part of the first three components of the programme, and should be incorporated into those objectives.

**Component five.** The objective of the fifth programme component, aiming at sensitizing a broad public to issues in the water sector, is highly relevant. In the past, donors have initiated activities

along these lines<sup>34</sup> and, from a MENA country perspective, increased sensitivity and more responsible usage, for example in the agricultural sector, holds great development potential.

The MENA Water Programme’s main contributions regarding water-related communication campaigns has however not been organisation or support of campaigns, but instead consisted of a number of campaign management methods trainings for public relations and communications officers in water sector institutions. The relevance of this implicit objective, which falls into the second programme component rather than into the fifth, is largely unknown since not explicitly referred to in reports screened or interviews conducted by the author. According to the programme manager, the original idea behind the fifth programme component was indeed to directly support or organise informational or educational campaigns but was abandoned.

**Component six.** The aim of making available programme lessons learned to other relevant actors is considered important and relevant by most individuals interviewed for this evaluation. It has however remained somewhat unclear what these insights, apart from the findings of this evaluation, actually are. As suggested earlier, it might be sufficient to adopt the publication and dissemination of key lessons learned as general good development practice rather than creating a separate programme component.

**Relevance of the “regional ansatz”.** The relevance of the largely implicit objective of providing capacity building measures to a regional rather than to a local or national audience apparently depends on the capacity instruments employed and on the target audience.

Based on a number of interviews with German and international development professionals in the region, the following differentiation can be made:

- For technical or methodical training courses that target participants from several countries at the same time, additional difficulties, for example in terms of travel costs, language issues, uneven knowledge levels and different learning cultures were felt to be more important than additional benefits such as exchange of peer experiences and being pulled out of the home country context.
- In contrast, regional exchange of knowledge and experiences, especially for senior participants, was generally considered useful and to fill a niche in the otherwise country-focused international development landscape.

In addition, from the perspective of InWEnt, a focus on regional capacity building measures creates a useful separation from most capacity building provided by other German implementing agencies, e.g. by KfW and GTZ. From the perspective of these agencies, regional dialogues and knowledge exchanges are considered a useful strategic niche for InWEnt.

**In summary, the MENA Water Programme responds to the most urgent development needs in the MENA region and is, therefore, highly relevant on a general level. On a more specific level, relevance is less clear, since the programme’s objectives leave room for interpretation.**

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<sup>34</sup> For example, in Yemen, a national water conservation awareness building campaign was launched in 2008 that was co-sponsored by BMZ and co-implemented by GTZ.

## 5. Programme achievements

The evaluation of the achievements of a programme with a portfolio as large and diverse as the one of the MENA Water Programme poses a natural challenge. Within a limited budget, an evaluation cannot attempt to measure the effectiveness, efficiency and sustainability of every single measure. On the other hand, some degree of detail is needed in order to provide an empirical basis for meaningful recommendations.

In the present evaluation, most programme activities are assessed in a general way without going into much detail. Based on the feedback received through interviews, surveys and earlier assessments, a series of general observations regarding the programme's effectiveness, efficiency and sustainability are made that give rise to several general recommendations. Especially on the level of outcomes, no solid scientific evidence of what managerial, process-related or institutional changes were induced as a consequence of a capacity building event has been produced. Most observations presented in this chapter regarding such change rely on the subjective estimates of training participants, organisers, or outside observers and experts and should, therefore, be considered with a certain care.

In addition to the general assessment presented in sections 5.3 through 5.5, two programme elements that are of high programmatic and budgetary importance, a more in-depth analysis is presented and specific recommendations are deducted.

This chapter is organised as follows. In section 5.1, an overview over programme activities is given and in section 5.2, a literature snapshot on current best practice in capacity building is provided. Sections 5.3 through 5.5 assess effectiveness, efficiency and sustainability of the programme components one and two that can be considered the programme's main activities, since representing more than 80% of total programme expenditures. In section 5.6, the International Leadership Trainings are discussed in more detail and in section 5.7 the Partner Fora are analysed that largely represent the third programme component and close to 15% of programme expenditures. Finally, in section 5.8, the performance of all programme components in reaching their individual objectives is summarised.

### 5.1. Overview over programme activities

A large number of diverse activities have been implemented under the umbrella of the MENA Water Programme. InWEnt's project database lists a total of 73 entries within this programme that are connected to expenditures<sup>35</sup>. Some of these entries are connected to single, some to several measures, and still others are administrative accounts, e.g. for general public relations related travel expenditures.

Based on interviews with the programme manager and the 9 leaders of individual measures<sup>36</sup>, individual activities have been grouped by the evaluator (see appendix E). This sorting of measures into different groups does not reflect established categories in the programme and serves overview purposes only.

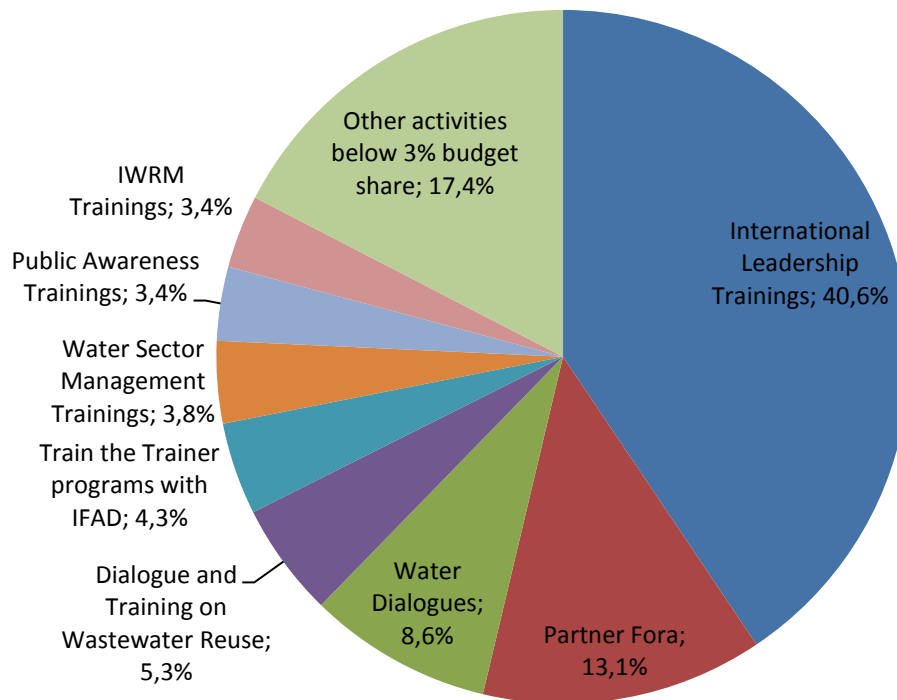
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<sup>35</sup> InWEnt's ASTRA database also contains a series of entries without budget for this programme which represent canceled activities or are purely administrative in nature.

<sup>36</sup> Not counting the programme manager, who led several measures by herself.

In order to give an impression of the budgetary importance of the different groups of measures, their share in programme-related expenditures has been calculated. It should be noted, however, that these numbers are based on data handed to the evaluator before finalization of finance data for the entire programme lifecycle and reflects only about 80% of the total programme grant. Figure 5a provides an overview over the most important activities in budgetary terms.

*Figure 5a. Groups of capacity building measures in the MENA Water Programme ordered according to their budget share.*



It is obvious from figure 5a that the programme puts a budgetary focus on a limited number of measures. Together, the two largest groups of measures, the International Leadership Trainings (ILTs) and the Partner Fora (PFs) represent more than half of the programme budget. “Other activities” consists of about 20 further small-scale measures.

A comprehensive overview over all programme measures, including their respective budget share and a short description can be found in appendix E.

With the assistance of the programme manager, all programme activities were mapped to the five component objectives discussed in the previous chapters.

The result is shown in figure 5b below.



Figure 5b. Distribution of expenditures over programme components (actual expenditures as recorded on February 3, 2009).

Programme component	Budget share
Component 1: <b>Professional Knowledge</b>	37%
Component 2: <b>Methodical Knowledge</b>	44%
Component 3: <b>Regional Cooperation</b>	14%
Component 4: <b>Needs Assessment</b>	2%
Component 5: <b>Public Relation and Public Awareness</b> <sup>37</sup>	3%
Component 6: <b>Best Practice</b>	0%

Quite visibly, expenditures – and activities – were focused on the thematic and methodical capacity building components (components one and two) and on the regional cooperation component (component three). The remaining programme components were not in the (budgetary) focus of the programme.

## 5.2. Literature snapshot: best practice in capacity building

Interviews conducted by the author with a number of capacity building and evaluation experts suggest that a gap exists – and has existed for some time now – between theory of capacity building and its implementation.

On the theoretical level, experts seem to progressively agree on the necessity of dynamic and integrated approaches that address complex issues on several levels, using diverse tools in a holistic manner. These insights are mostly driven by observations and lessons learned from assessing the development outcomes of diverse capacity building interventions. One-off measures, approaches that are restricted to training activities alone or interventions that neglect addressing institutional and organisational boundary conditions usually shown reduced performance.

A capacity building evaluation expert<sup>38</sup> summarises the evolution in capacity-building best practice over the last two decades as follows:

*This reflects an emerging consensus in support of a dynamic “systems perspective” to the issue of capacity building. Earlier “activity-based” perspectives portrayed capacity building as an exogenously-driven process resulting from activities whose goal was knowledge transfer from North to South. The activity-based perspective took as its point of departure the means, of capacity building, rather than the ends. Capacity building in this approach was defined by the nature of the input or activity. Thus, for example, according to this definition, training or technical assistance is capacity building, whereas budgetary support is not, even though it might enhance an organisation’s “capacity to...”.*

*Conversely, systems perspectives take as their point of departure the goal. They argue that enhancing “capacity to...” is first and foremost an endogenous process within target*

<sup>37</sup> The corresponding budget share does not include the series of methodical trainings on campaign management that have been included in the second programme component.

<sup>38</sup> Unpublished draft, Aliza Belman Inbal, Director, International Development Programme, School of Government and Policy, Tel Aviv University.

*individuals, and/or institutions requiring not only, or even always, knowledge transfer, but also changes in organisational structures, incentives, and/or resources to succeed. In this conception, for example, organisational capacity development may involve not only training and technical assistance but also budgetary support, purchase of equipment and policy advice – all of which may enhance an organisation’s capacity to achieve a given development goal.*

*Donor, professional and academic literature on capacity building today tends to look at capacity building from this “dynamic systems” perspective rather than the “instrumental” perspective, recognizing that capacity building generally requires a multifaceted approach, addressing the capacities, resources and incentives relevant to the achievement of any given goal at multiple levels, including the individual, organisation, institution and system.*

While some agreement on best practice elements of capacity building seems to exist, practice seems to generally fall short of theory. A researcher<sup>39</sup> in the same field describes this as:

*There is an emerging consensus among donors about the do’s and don’ts of capacity building. In fact, the review of the literature rather depressingly suggests that the success factors for capacity building have been known for at least a decade and are reiterated or recast by later reviewers rather than being newly discovered insights.*

And the capacity building evaluation expert continues:

*In practice, there is considerable evidence to suggest that despite rhetoric about the necessity for more dynamic, systemic approaches to capacity, the reality as manifested in development capacity-building initiatives still remains firmly ensconced in the ‘activity-based’ paradigm. The development cooperation landscape is populated with far more training institutes and technical assistants than capacity building practitioners who are able to advise on and support dynamic, integrated processes of endogenous change.*

A capacity building expert in the water sector<sup>40</sup> puts this as follows:

*Most institutions in my view are operating under the wrong paradigm. We all believe that change can happen by training people. The DAC Report of February 2006 already mentioned that. WBI’s report on Capacity Building in Africa also indicated that. Change within organisations can only happen under certain circumstances and through a process of well-defined steps, backed up by coaching and mentoring, knowledge infusions, leadership, etc. So, yes we teach that, but we don’t apply that in shaping our policies as development agencies.*

A recent review of 8 development capacity building studies<sup>41</sup> from the European Centre for Development Policy management (ECDPM), the Japan International Cooperation Agency (JICA), the

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<sup>39</sup> “Landscape Analysis of Donor Trends in International Development”, Anne Whyte, in: Human and Institutional Capacity Building: A Rockefeller Foundation Series, Issue number 2, 2004.

<sup>40</sup> Atem S. Ramsundersingh, CEO, STB Technologies Pte Ltd, former acting programme leader of the World Bank Institute’s Water Unit, email exchange and interview with the author, February and March 2009.

<sup>41</sup> “The Concept of Capacity: Draft Version. Study on Capacity, Change and Development”, ECDPM, 2006; “Summary of the Report: Towards Capacity Development (CD) of Developing Countries Based on their Ownership: Concept of CD, its Definition and its Application in JICA Projects”, JICA, 2006; “The Challenge of Capacity Development: Working Towards Good Practice”, OECD-DAC, 2006; “Ownership, Leadership and Transformation: Can We do Better for Capacity Development?”, UNDP, 2003; “Building Effective States, Forging Engaged Societies: Report of the World Bank Task Force on Capacity Development in Africa” The World Bank,

OECD Development Assistance Committee (OECD-DAC), the United Nations Development Programme (UNDP), the World Bank and the World Bank Independent Evaluation Group summarised some of the primary ways in which these studies suggested that practice falls short of capacity development theory:

1. *All of the studies listed in the table refer to the need for capacity building interventions that better address specific country or organisational needs. This suggests that donor-funded interventions are not sufficiently purpose-driven. In other words, planning of these interventions is not based on adequate understanding of what "capacities to..." need to be enhanced for the achievement of specific development goals. As stated in an OECD-DAC publication on good practice in capacity building: "Capacity needs assessments should begin with the question "capacity for what?" and avoid the trap of providing generic training on broad topics, disconnected from the capacity and performance of specific organisations.*
2. *All of the studies listed refer to the need for more integrated capacity building support that addresses individual, organisational and institutional capacity gaps in a well-sequenced, holistic manner. The traditional "capacity building" tools of technical cooperation and training have often proved ineffective in helping to improve performance because they have not been linked to the necessary organisational and institutional developments. This implies approaching capacity development in an integrated way, so that individual skills and the organisational settings in which they can be put effectively to work are created simultaneously.*
3. *Most of the studies [...] refer to a need for greater country ownership of capacity building (i.e., a more endogenously-led process) and greater attention to systemic attributes such as governance, the policy environment, incentives and political and social aspects of capacity building.*

These insights hold for national, regional and global capacity building approaches. Regional or global approaches, however, face a number of additional challenges in terms of identifying shared needs among institutions from different countries: for some participating countries, capacity building in specific themes or methods might be less of a priority than for others, resulting in a "least-common-denominator" type of approach. This is especially true for groups of countries with large knowledge gradients, i.e. between "knowledge providers" and "knowledge receivers".

On the other hand, regional and global approaches hold considerable potential compared to national programmes. As a capacity building expert in the water field puts it:

*I am very much pro regional approaches. Actually even global approaches. Two reasons for that, and with my experience in having worked in more than 60 countries: whether you are a president of a country, a CEO or a manager or Head of a Department or a Union Leader, you all deal with the same complexity at each scale and same type of mechanisms. We live in a world driven by the same systems pressures: technology changes, financial flows crossing borders with the speed of light, climate pressures, population pressures and human-minds. [...] Connecting people from different parts of a region or the world has one extra benefit*

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2005; "Using Training to Build Capacity for Development: An Evaluation of World Bank project-financed and WBI Training", Washington, World Bank IEG, 2008; "Capacity Building in Africa", World Bank IEG, 2005; synthesis text cited from: Unpublished draft, Aliza Belman Inbal, Director, International Development Programme, School of Government and Policy, Tel Aviv University.

*versus other approaches: diversity increases the chance for creativity, and THAT is badly needed to make quantum leaps. Business-as-usual talks will not take us to sustainable societies, especially not in the next five years or so.*

### 5.3. Effectiveness of the principal programme components

The assessment of effectiveness, and of efficiency and sustainability in the next two sections, focuses on the first two programme components that, together, account for more than 80% of programme expenditures. The regional cooperation component (programme component three) is treated separately in section 5.6 and the remaining programme components are addressed in section 5.8.

Based on the input and feedback received during this evaluation, the effectiveness of the MENA Water Programme along its principal components can be summarised as follows.

**On the activity and output level**, the programme's activities have generally been organised and implemented with high professionalism and have resulted in high-quality training events. Training participants' feedback on training quality is excellent and similar to the World Bank comparator data.

This good performance also relies on InWEnt's dedicated and experienced staff and the importance that is attributed to the high quality of activities.

**On the outcome and, as far as can be judged, on the impact level**, the programme's effectiveness has remained far from reaching its full potential. The key weakness of the programme is its failure to ensure that participants' learning is translated into organisational change or other tangible outcomes. This is illustrated by the fact that only a minority of participants feels that substantial changes in key work areas have resulted from the programme. Participants of a large number of World Bank capacity building measures that have been surveyed indicated stronger change effects.

This observation is somewhat bothersome since, on the level of programme outputs, the MENA Water Programme showed equal or slightly superior performance compared to World Bank comparator data. Training quality and the individual learning experience of participants were, on average, excellent. The MENA Water Programme apparently has not been able to translate this good training quality effectively into positive organizational change.

The reasons for this can be found in the planning of individual programme measures that often lack both a thorough identification of capacity building needs and sufficient integration with national or regional development activities. Underlying reasons for these planning deficiencies are both programme-related and institutional and will be explored in more detail in chapter six of this report.

#### 5.2.1. Effectiveness on the output level

Considerably more than 500 individuals have participated in the programme's capacity building measures over the past four years<sup>42</sup>. 42 individuals took part in ILT trainings and about 100 participated in one or more of the Partner Fora<sup>43</sup>.

A subset of 95 individuals that had participated in capacity building events of the first two programme components has participated in an online survey<sup>44</sup>. The general feedback of these participants regarding training quality was very positive.

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<sup>42</sup> The exact number of participants is not easy to assess. InWEnt's ASTRA database lists 546 different participants but, according to project managers interviewed, does not always cover all participants or, for some measures, does not contain participant information at all.

<sup>43</sup> 99 individuals if InWEnt staff and resource persons are not counted.

As a comparator, the corresponding percentages from a similar survey of World Bank training measures are included in brackets. Please refer to appendix C for information on survey statistics, data cleaning and comparability.

On the level of outputs, effectiveness of the programme has generally been high and very similar to the results of the comparator survey.

For most of the quality-related questions asked, the programme participants gave high absolute scores that lie slightly above the scores in the comparator survey:

- 96% of survey participants considered the programme's capacity building events to be of good quality. This compares to 91% of participants in the World Bank comparator;
- 98% (compared to 94%) found the course interesting;
- 69% (69%) said that the course organisers had asked them to share their needs or objectives in the course, either before the course or at its start;
- 93% (80%) felt that the course content addressed issues important to their work;
- 92% (87%) felt that the level of the course was appropriate for a person with his/her experience and knowledge;
- 92% (78%) agreed that they were given the opportunity to provide feedback on their satisfaction with the event

The high absolute scores indicate high quality in delivery of capacity building events within the MENA Water Programme. The fact that the scores are similar (or slightly higher) than the comparator survey should be, however, considered with some degree of caution. As pointed out in more detail in appendix C, the different survey methods used might, for example, have had some level of influence on the absolute results.

A large number of survey participants praised the professionalism and quality of the organisation, the right mix between practical and theoretical content (e.g. inclusion of case studies and field trips), and InWEnt's participatory approach to capacity building (e.g. learning from each other and course participant interactions). Although the programme has a strong regional focus, only few survey respondents explicitly mentioned the regional programme approach (e.g. learning from other countries' experiences).

Some other quality-related questions asked led to results slightly below the comparator:

- 83% (92%) felt that the course was in a language they were fluent in;
- 62% (48%) felt that the course covered too many topics for the amount of time allotted;
- 65% (67%) said they were given course materials (schedule and/or learning materials) before the course start date.

Regarding the first point, i.e. the adequacy of the course language, it is important to differentiate further since for this criterion on capacity building instrument shows a strong discrepancy from all others. While only 23% of the survey respondents that had participated in an International Leadership Training (a year-long intense training in Germany) felt that they were fluent in the language the course was given in, 93% of respondents of other capacity building events indicated

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<sup>44</sup> Of these, between 88 and 91 have answered the questions presented in this section.

fluency. While the International Leadership Training seems to suffer an important language issue, other programme measures are at par with the comparator.

This generally positive feedback on training quality is generally supported by the observations made in a series of interviews with InWEnt partner organisations, training participants and InWEnt project managers and other staff.

### 5.3.2. Effectiveness on the outcome level

The programme’s outcomes, i.e. the intermediate effects of the programme’s activities are approximated by the feedback received from participants of the programme’s capacity building measures. While this does not measure up to an independent verification of the programme’s outcomes, it provides a number of important insights.

In an online survey, participants were asked to what degree the way they perform primary or secondary functions of their work was influenced by the capacity building event. The results are summarised in table 5d. As with the statistics presented in the last chapter, a comparator is provided. For later discussion (see section 5.6), the 12 responses received from participants in the International Leadership Training (ILT) are given in a separate column, but are also included in the first column.

*Table 5d. Survey results: feedback on programme outcomes from participants in capacity building measures in the programme components one and two.*

	Programme components one and two (N=86)	Only ILT (N=12)	World Bank comparator (N=351)
The course resulted in <b>substantial</b> positive changes to the way I perform <b>key or primary functions</b> of my work	<b>38%</b>	25%	<b>63%</b>
The course resulted in <b>small</b> positive changes to the way I perform <b>key or primary functions</b> of my work	28%	<b>33%</b>	22%
The course resulted in positive changes to the way I perform <b>non-key or secondary functions</b> of my work	19%	<b>33%</b>	8%
The course resulted in <b>little or no</b> change to my work	15%	8%	8%
The course resulted in <b>negative</b> changes to the way I do my work	0%	0%	0%

Slightly less than 2 out of 5 participants indicated that they have changed the way they performed key or important functions of their work. This compares to more than 3 out of 5 in the case of the World Bank’s capacity building measures included as a comparator.

**Keeping in mind that the quality of the programme’s capacity building measures was mostly judged equal or slightly superior to that of the comparator trainings, this result may indicate that considerable development potential is lost when translating learning content into action. Even if possible effects of the different country focus of the comparator survey is taken into account, this result nevertheless indicates considerable improvement potential for the MENA Water Programme.**

With regard to the International Leadership Training, only one in four training participants indicated substantial changes in the way he or she performs important work functions. This observation is rather striking since the ILT is an intense long-term training and the World Bank trainings that are used as a comparison lasted only a few days or one or two weeks, similar to most other capacity building events in the MENA Water Programme. While potentially somewhat tainted by the differing expectations of participants, a perception of superior change effects would have been expected for the more intense training instrument. This is a first sign that the ILT instrument has a number of serious issues as discussed in more detail in section 5.6 below.

In contrast, InWEnt project managers involved in the programme mostly estimated the programme’s measures they were responsible for to have resulted in substantial changes to the way the participants’ perform key or primary work functions<sup>45</sup>.

However, the general feedback of survey participants regarding strong trainings with considerably weak outcomes was substantiated by interviews with several consultants that have implemented some of the programme’s capacity building measures on behalf of InWEnt. In some of these cases, impact was estimated to be small or unlikely to happen at all. In other cases, considerable impact potential was described, the realization of which was however said to depend on the good-will and the resources of local institutions on which some scepticism existed. Overall, impact was hoped for rather than being taken for granted by these consultants.

In some cases, however, impact was considered likely to happen, indicating that the average statements made in this chapter do not hold for each and every single measure InWEnt has implemented in the course of the programme.

**In the professional opinion of the author, these observations, together with the analysis of the potential underlying reasons presented below, strongly suggest that indeed there is considerable improvement potential for increasing the programme’s effectiveness on the outcome level.**

A methodological note is useful here. As mentioned earlier, the direct comparison of (absolute) results of the surveys conducted for this evaluation and the one conducted for an earlier World Bank evaluation has to be considered with care, due to the limited comparability of the respective data sets.

However, since feedback regarding the outcome-level effectiveness (e.g. quality of training) has been rather similar in both surveys, the fact that apparently effectiveness on the outcome level (as approximated by the survey questions used) is rather different remains striking. Several effects that would distort a comparison of absolute results are reduced or eliminated by this relative comparison. It seems, for example, unlikely that the different survey methods used would lead to a different bias for one survey question compared to another, while some overall bias seems probable.

While not being the focus of this evaluation, it is nevertheless interesting to note that there seems to be a general “degradation of the people’s favourable opinion of the training course itself to progressively lower opinions of its impact on work operations” for both surveys, as a reviewer from the World Bank Independent Evaluation Group correctly remarked. *A priori*, also the inverse situation seemed possible: trainings with moderate quality nevertheless leading to changed work behaviour. This, however, seems not to be the general case in the capacity building measures observed.

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<sup>45</sup> All 10 project managers within the programme (including the programme manager) were interviewed but only 7 were directly asked this multiple choice question of which 4 indicated “substantial changes”, 1 indicated “changes in non-key functions”, 2 felt they could not provide a solid estimate.

The reasons for the comparatively low outcome-level effectiveness are not easy to analyse and most probably multiple in nature. However, as shown in table 5e, it seems that the main bottlenecks for applying learning content on the job occurs at distinctly different stages for the InWEnt programme and the World Bank comparator trainings.

*Table 5e. Survey results: reasons for less than substantial changes (nota bene: only those respondents that did not choose the first option in table 5d have been asked this question).*

	Entire programme (N=49)	Only ILT (N=9)	World Bank comparator (N=119)
I didn't gain significant new knowledge or skills in the course	6%	0%	9%
I did gain significant new knowledge and skills, but they were not very relevant to important aspects of my work	29%	22%	<b>60%</b>
The course content was relevant to my work, but I did not know how to apply what I had learned to my job	12%	0%	13%
I knew how to apply what I had learned, but I did not have the necessary resources or support to do so	<b>53%</b>	<b>78%</b>	18%

For this analysis, all survey respondents that had **not** indicated that the capacity building had led to substantial changes in the way they perform key or primary functions of their work (option 1 in table 5d) were asked to choose among the explanations offered in table 5e, i.e. at which step between output (i.e. the course was delivered) and outcome (i.e. changes happened) issues occurred.

For the MENA Water Programme, the critical step is the last one: while most respondents gained significant new knowledge and skills that were mostly relevant to important aspects of their work and they knew how to apply what they had learned to their job, more than half of the respondents (and 78% of the ILT respondents) indicated that they were lacking resources or support for application of their new knowledge and skills.

In contrast, the World Bank respondents point to a lack of relevance of the acquired new knowledge and skills, a point of some but not dominant importance for the MENA Water Programme.

**This depicts the somewhat tragic picture of a programme that “almost got it right”: it transmits learning content that is mostly relevant to the participants in a professional and high quality manner and provides participants with the ideas on how to apply what is learned to their job. It seems, however, that a large portion of course participants lack the support or resources for implementing that newly gained knowledge. At this point, potential programme outcome is lost.**

It is instructive to highlight the findings of a recent evaluation of the World Bank’s training programmes<sup>46</sup>. A key finding of the evaluation was:

*Training is one of the primary means by which the Bank helps to build the capacity of countries to reduce poverty. However, while most participants learned from training, only about half the time did learning lead to substantial changes to workplace performance or enhanced development capacity of target institutions.*

<sup>46</sup> “Using Training to Build Capacity for Development: An Evaluation of World Bank project-financed and WBI Training”, Washington, World Bank IEG, 2008.



*Training success is predicated on adequate design but much of the Bank-financed training reviewed was found to have design flaws that affected results.*

The second sentence of this assessment is similar to the finding in this evaluation, albeit more pronounced in the case of the MENA Water Programme. One important insight that can be drawn from the World Bank Evaluation and from the literature review presented in section 5.2 is that the step from the individual's learning to workplace performance seems a typical weak point in a great number of capacity building measures.

The World Bank evaluation identifies the following reasons for the observed performance of the World Bank trainings:

- *Targeting of training content was found to be the most important training design factor driving training success;*
- *The organisational context for implementing knowledge and skills learned was a second important determinant of successful capacity building through training;*
- *The WBI's [World Bank Institute's] training procedures and practices do not sufficiently anchor training within comprehensive capacity-building strategies and are, therefore, not generally conducive to building sustainable capacity;*
- *The quality of project-financed training is uneven due to a lack of explicit design standards for all Bank training activities, and lack of expert support for training activities embedded in projects;*
- *The Bank does not adequately monitor or evaluate training results.*

Several of these findings are directly applicable to the MENA Water Programme. Before comparing the observed programme's practices to the best practice discussed in the section 5.2, two important differences between the capacity building delivered by the World Bank and that delivered by InWEnt in the MENA Water Programme are important to note:

- **On the one hand, InWEnt's mandate is restricted to capacity building in the sense of training, coaching and knowledge exchange.** Within the rather complex landscape of Germany's development agencies, InWEnt is somewhat of a training specialist. Its mandate and the core competences of its staff are not as broad as that of, e.g. GTZ and KfW that are charged with implementing Germany's bilateral technical and financial development assistance. Therefore, InWEnt cannot complement training or dialogue measures with other development instruments such as policy advice, institutional reorganisation projects, or financial support. To that end, InWEnt is somewhat comparable to the World Bank Institute.
- **On the other hand, from the perspective of individual MENA countries, the MENA Water Programme is small compared to other ongoing development programmes and reform efforts.** The MENA Water Programme targets all water-related institutions (and, to some extent, the population) in the vast MENA region with a broad range of topics. Taking into account the limited programme budget, the broad regional and thematic scope and the considerable size of the target groups does not allow the programme to focus the attention too much on any topic or organisation. From the perspective of participating institutions in the MENA countries, the activities of the MENA Water

Programme often represent a marginal rather than an essential or central part of ongoing development or reform efforts.

Keeping these particularities for the MENA Water Programme in mind, the following explanations for the observed programme performance can be found:

**First, the identification of capacity building needs lacks specificity and concreteness.** Most capacity building measures respond to general, but not to concrete and specific needs. This is mostly a consequence of the paradigm the programme is organised under, as elaborated in more detail in the discussion of the programme's strategy in chapter 6 of this report. Rather than flexibly responding to specific and concrete needs, many capacity building measures of the programme are delivered in a top-down manner based on general needs and on the programme's objectives only.

It has remained unclear what processes or mechanisms are used to translate, for example, the objective "to convey knowledge on IWRM" into a concrete course offer, i.e. determining the exact content, delivery form and target group that will optimally fill existing capacity gaps on the individual, organizational and institutional levels.

This is, for example, illustrated by a series of training courses for communication and public relations managers of institutions in the water and other sectors in the MENA region. In these regional courses, communication campaign planning and management was taught. Based on the feedback received from the implementing agency<sup>47</sup>, course participants and involved InWEnt staff, it seems that these courses were mostly motivated by the perceived need to better inform the public in the MENA region about water-related issues. This general need was both identified during the programme's Partner Fora and is reflected in the fifth programme component's objective. This rather indirect and general motivation seems to have never been substantiated by more concrete needs assessments, e.g. a perceived public relations underperformance of specific water-related institutions.

In two cases, needs assessment studies were commissioned as part of the programme. One study<sup>48</sup> summarised a 2005 training needs assessment report of the Egyptian water sector that had been commissioned by the Egyptian Ministry of Water Resources and Irrigation. This summary was complemented by an overview<sup>49</sup> of the institutional structures, the performance and the challenges of the Egyptian water sector. The original report proposed a new training concept and a large number of training programmes and topics with a total volume of more than 5 million Euro<sup>50</sup> targeted at the Ministry and some associated institutions and stakeholders. Another needs assessment<sup>51</sup> was prepared for Tunisia. Although somewhat cryptic, this report provides an overview over ongoing projects of German development cooperation in Tunisia and proposes a number of general measures.

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<sup>47</sup> IUCN – The International Union for the Conservation of Nature.

<sup>48</sup> Summary of the Draft Final Report „Training Requirements within the Context of Institutional Reform“ for the Ministry of Water Resources and Irrigation (MWRI), Egypt, dated May 2005, Dieter Rothenberger, Magued Youssef, on behalf of InWEnt, Berlin, Germany.

<sup>49</sup> Water Sector Report Egypt (as part of the Training Needs Assessment in the Egyptian Water Sector), Dieter Rothenberger, Magued Youssef, on behalf of InWEnt, Berlin, Germany.

<sup>50</sup> 40 million Egypt Pounds, excluding costs of training facilities, transportation and food during the trainings.

<sup>51</sup> Bedarfsanalyse in Tunesien innerhalb des InWEnt Capacity Building Programms „Reform des Wassersektors in der MENA- Region (2005-2008)“.

Both needs assessment reports share the feature that, while providing a useful general overview, they do not give a concrete indication of what capacity building instrument with what content should be implemented for what target group within the MENA Water Programme.

Exceptions to the described practice are those capacity building interventions of the MENA Water Programme that were delivered on direct request from some partner organisation, often filling in a perceived, particular capacity gap or complementing an ongoing development of change process, as described below.

In most other cases, programme staff was somewhat left alone in designing and fine-tuning programme interventions. This results in capacity building measures that, while satisfying general needs, often do not respond to the concrete needs of the participating institutions.

**Second, the programme’s capacity building measures are not sufficiently integrated with ongoing local, national or regional efforts.** Many of the programme’s capacity building activities are of a stand-alone nature in the sense that they are not tightly integrated with ongoing development or change processes on the local, national or regional level.

This was often a direct consequence of the fact that only general needs were identified and that the specific design and targeting of measures was done by programme staff alone. This “disconnection” from ongoing development or change processes is illustrated by the fact that, during interviews, partner organisations or other development agencies said that they had heard of concrete courses for the first time when they were asked to suggest participants. In several cases, interviewees from ministries in partner countries and from local GTZ and KfW staff also mentioned that the capacity building offered by the programme did not match their priority needs and that opportunities would have existed for better aligning the programme’s activities with these priorities.

This observation, as such, is not problematic. Large development agencies can successfully implement development programmes without too much division of labour. In the specific case of the MENA Water Programme, however, a tighter integration with larger ongoing efforts is crucial. As described above, the MENA Water Programme has neither the mandate nor the budget to provide an integrated, or “systemic” capacity building approach all by itself.

One example is a Water Dialogue that was held from 2005 to 2007 in the Azraq Oasis in Jordan. Originally suggested by MEDWET<sup>52</sup>, this dialogue provided a discussion platform for local stakeholder groups with the three involved Jordanian ministries<sup>53</sup> and aimed at reanimating work on a solution to the non-sustainable use of Azraq’s water resources. While working with all involved parties, InWEnt ended up being the main driving force in the entire process. The dialogue project itself successfully produced the intended output, a comprehensive and shared strategy for water management in Azraq, in 2007. However, the implementation of this strategy seems unlikely because of limited local ownership and the overwhelming strength of external factors such as the water demand of the big cities and the political influence of agricultural investors. While support for the process exists, even at the level of the Royal Court, it remains to be seen whether the dialogue can be integrated in a larger development process. Such a development process must find a solution for the water crisis in Jordan

Interestingly, a very similar dialogue project in Mnasra in Morocco is more likely to produce tangible results. While sharing many features with the Azraq dialogue, the one important difference between

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<sup>52</sup> Mediterranean Wetlands Initiative.

<sup>53</sup> Ministry of Agriculture, Ministry of Environment and Ministry of Water and Irrigation.

the dialogues is that in the case of Mnasra, the dialogue was explicitly requested by the local basin agency. The agency saw the dialogue as a means to advance its own work. In the words of the implementing consultant: "Having worked for six years in Jordan, I was sceptical about attempting to solve the Azraq problem by attempting to change the behaviour of water users without addressing the external factors and the institutional setting. Mnasra, in contrast, worked well since the involved institutions had some flexibility and the conflict on water was less severe".

The comparison of these very similar dialogue projects highlights the importance of identifying those settings in which the programme's activities can indeed be tightly integrated with local needs and efforts. One interviewee described this as "being part of a solution rather than creating a solution".

**Third, the programme focuses almost exclusively on activities rather than on outcomes.** The programme's strategy is almost entirely focused on delivery of capacity-building events and does not ensure a sufficient degree of planning for and verification of impact. One interviewee summarised this with the punchy phrase: *InWEnt, is a training machine, not a "change activist"*.

Two aspects are of relevance here:

- First, as described before, the programme goals and component objectives define fields of activities rather than setting targets on the outcome level. The indicators provided are mostly on the level of activities or do not sufficiently map and quantify the general objectives;
- Second, the project design and planning phase is focused on guaranteeing the successful delivery of the capacity building measure itself. Little analysis or planning is done to ensure that, after the training is completed, individual learning is actually translated into institutional performance improvements. Apart from an activity-oriented management culture and institutional spending pressures, the main reason for this may lie in the fact that the programme does not allocate staff time and resources to this specific task, as discussed in more detail in chapter six of this report.

Obviously, the programme's abilities to influencing the enabling conditions for successful organisational change after training is completed are very limited: the programme cannot offer additional technical assistance, nor can it provide financial assistance or policy advice. In the case of the Azraq Water dialogue, this is illustrated by the perceived need and request for continued technical assistance by the implementing agency<sup>54</sup>; a request the programme had to decline.

The only practicable way, for the MENA Water Programme, to guarantee high effectiveness on the outcome level seems to increase selectivity by implementing only those measures in the planning pipeline that are likely to satisfy minimum criteria in terms of institutional boundary conditions, implementation support and policy environment. One interviewee metaphorically described this increased selectivity as "only picking the low-hanging fruits".

Integrating capacity building measures into larger development or reform processes certainly favours tangible positive change but cannot guarantee it. Similarly, there may be conditions in which change is likely to happen even through isolated measures. Therefore, increased attention to and a solid assessment of the probability with which programme outputs can lead to programme outcomes is needed.

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<sup>54</sup> IUCN – The International Union for the Conservation of Nature.

Based on these considerations, a number of selection criteria are recommended that are likely to increase the effectiveness of the programme’s capacity building measures in translating individual learning into organisational performance improvements.

**Recommendation 1: For activities that fall into the first two programme components (mostly technical and methodical training) it is recommended to ensure that the following three selection criteria are observed for future trainings without compromising the currently excellent training quality:**

- a. All trainings should respond to concretely defined needs that comprise of specific thematic or methodical needs for specific target groups in specific organisations. Top-down approaches (that respond to general but not to specific needs) in which the involvement of target institutions is limited to selecting some of their staff to attend standard courses should be generally avoided. While regional trainings might not satisfy the needs of all participants’ institutions simultaneously, they should satisfy the specific requirements of a majority of these institutions;**
- b. The programme’s selectivity of planned measures should be increased. Only those measures in the planning pipeline that show favourable conditions for translating individual learning into organisational performance improvements should be implemented;**
- c. All planned measures should be tightly integrated – and responsive to – concrete ongoing or planned development processes.**

Since information on concrete needs and outside development processes is not always available before the programme planning cycle starts, the programme needs to be organised in a way that allows for flexible adaptation of single measures on an ongoing basis.

This general recommendation will be complemented by recommendations on the strategic and managerial level in the last chapter of this report.

## 5.4. Efficiency of the principal programme components

Regarding the programme’s efficiency along its principal components, only limited analysis has been conducted. This is partly due to the scope of the evaluation, but also to fact that no solid database on programme measures exists<sup>55</sup>.

Figure 5f gives a – very tentative<sup>56</sup> – overview over different unit costs in some of the programme’s major areas of activity that were depicted in figure 5a at the beginning of this chapter.

For the water dialogues, which are included for later reference in figure 5f, participant numbers are somewhat ambiguous since including core dialogue members attending a large number of meetings

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<sup>55</sup> E.g. participant numbers differ largely between a project-level and a participant-level database and for a number of projects, no participant data is provided. Financial data reflects only direct programme spending but no institutional overheads.

<sup>56</sup> The data provided in figures 5f and 5g can only be considered rough estimates, mostly due to limited data consistency, as discussed earlier in this report. In addition, full costs have been estimated based on reported programme cost and the ratio of 10.9 million Euro (full programme cost including overheads) to 6.3 million Euro (programme cost without overheads). Participant numbers and the number of active days (all days corrected for weekend days) have been taken from InWEnt’s ASTRA database with the exception of the ILTs (participant numbers taken from participant lists) and the public awareness trainings (estimates for two trainings have been provided by the project managers in charge and one training was discarded due to incomplete data).

as well as stakeholders that might just have attended a single event. Therefore, no participant-related unit costs have been estimated.

A word of caution: the reader should keep in mind that, due to the data quality, these unit costs cannot represent more than a rough approximation to the real unit costs incurred and are based on a number of assumptions made by the InWEnt programme manager and the author of this evaluation.

*Figure 5f. Tentative calculation of unit costs of some capacity building measures.*

Instrument	Cost per event in Euro	Cost per participant in Euro	Cost per participant per day in Euro
ILTs	0.9 – 1.3 million	72 – 81 thousand	280 – 290
Partner Fora	250 – 380 thousand	4,200 – 5,100	850 – 1,000
Dialogue and Training on Wastewater Reuse	70 – 125 thousand	3,500 – 4,100	450 – 500
Water Dialogues	300 – 310 thousand	N.A.	N.A.
Public Awareness Trainings	95 – 115 thousand	2,900 – 4,300	650 – 850
Moderation and Mediation Trainings	25 – 65 thousand	1,350 – 3,450	250 – 650

These unit costs are provided here for information and further analysis only. Direct comparisons of unit costs across different capacity-building instruments are not meaningful and will not be attempted here. Depending on the training setup, largely varying unit costs may be justified. InWEnt is, however, encouraged to verify the above indicative unit costs and to compare them with unit costs of comparable capacity building instruments outside of the programme. Such comparisons may provide useful insights regarding the optimization of the programme’s production efficiency.

Similarly, the large variations of unit costs of implementing the same capacity building instrument in different cases has not been assessed in this report but should be followed up by subsequent analysis.

Any direct comparison of the efficiency of the programme’s instruments with each other needs to compare the costs for reaching results on the outcome or impact level, i.e. compare the **allocation efficiency** of different instruments. Within this evaluation, no scientifically solid assessment of allocation efficiency is performed. As a rough and subjective proxy, total costs per participant for some instruments are put into relation with the feedback given by participants of the respective courses regarding the degree of changes induced by these courses. Figure 5g shows this comparison for those capacity building instruments for which both financial data and survey data were available<sup>57</sup>.

While producing interesting results, another word of caution is in place. The feedback received from the survey respondents is with some probability influenced by the expectations course participants had. In addition, the criterion “changes to the way work functions are performed” certainly does not represent a sufficient measure to the various ways in which outcomes and impacts can be achieved.

<sup>57</sup> Instruments with only very few survey answers are not shown.

Keeping these and other limitations (e.g. the consistency of the financial data as discussed above) in mind, the following analysis should be considered as an indication only.

Figure 5g. Tentative cost-benefit comparison based on survey feedback.

Instrument	Cost per participant in Euro	Benefit					N=
		The course resulted in <b>substantial</b> positive changes to the way I perform <b>key or primary functions</b> of my work	The course resulted in <b>small</b> positive changes to the way I perform <b>key or primary functions</b> of my work	The course resulted in positive changes to the way I perform <b>non-key or secondary functions</b> of my work	The course resulted in <b>little or no</b> change to my work	The course resulted in <b>negative</b> changes to the way I do my work	
ILTs	72 – 81 thousand	25%	<b>33%</b>	<b>33%</b>	8%	0%	12
Dialogue and Training on Wastewater Reuse	3,500 – 4,100	<b>32%</b>	21%	26%	21%	0%	19
Public Awareness Trainings	2,900 – 4,300	33%	<b>50%</b>	17%	0%	0%	12
Moderation and mediation training	1,350 – 3,350	<b>55%</b>	27%	9%	9%	0%	11

From figure 5f it seems that little correlation exists between the cost per participant for a specific training and the degree to which participants perform their work functions differently as a result of the training.

**Keeping the remarks regarding data consistency and comparability in mind, it is nevertheless striking that the ILTs which exceed all other trainings by roughly a factor of twenty in terms of cost per participant show the weakest results regarding perceived outcomes. The ILT instrument is assessed in more detail in section 5.6 of this report.**

The training on moderation and mediation is perceived to have induced considerable change: 6 of 11 respondents feel that they perform key work functions substantially different after the training and further 3 see small changes. While showing slightly higher costs per participant, both the public awareness and the wastewater reuse trainings show less effect. Only one in three respondents perceived substantial changes after the training. In the case of the wastewater reuse courses and dialogues, close to 50% perceive no change or changes in secondary work functions, which may indicate a mismatch between the course content and the trainees' home organisations' needs. The public awareness trainings that were, among other, focused on teaching and exchanging methodical skills for campaign planning and management mostly induced small changes, possibly indicating that skills were fine-tuned rather than being build.

In order to provide a further, independent indication on the programme's efficiency, all participants in the three Partner Forum meetings were asked whether they felt knowledgeable enough to provide a comparative estimate of the efficiency of the programme's main instruments. This was motivated by the fact that participants of these fora tend to be senior professionals in the water sector, sometimes with relevant experience regarding capacity building in this sector, both as organisers and as participants. 13 Partner Forum participants indicated that they felt comfortable with making this assessment. The results are shown in figure 5h below.

*Figure 5h. Efficiency-assessment of the programme's principal instruments by selected Partner Forum participants.*

	Very efficient (a lot of value for money)	Somewhat efficient (other instruments are more efficient)	Not efficient (although there may be good results, total costs are probably too high)	N=
<b>Partner forum (regional high level meeting several days)</b>	<b>54%</b>	38%	8%	13
<b>ILT training (International Leadership Training, long-term training to gain knowledge in Germany - one year)</b>	27%	<b>73%</b>	0%	11
<b>Short-term training (training course to gain knowledge - up to two weeks)</b>	<b>54%</b>	38%	8%	13
<b>Dialogue workshop (workshop to exchange experience - up to 5 days)</b>	<b>77%</b>	23%	0%	13
<b>Dialogue seminar (seminar to exchange experience - up to two weeks)</b>	<b>69%</b>	31%	0%	13
<b>Training of Trainers (training course to be a future trainer - from one week up to three months)</b>	<b>62%</b>	38%	0%	13
<b>International Conference or symposium (conferences or sessions - up to 5 days)</b>	46%	<b>54%</b>	0%	13
<b>Information event (exposure, exhibition with input - few hours up to one day)</b>	31%	<b>54%</b>	15%	13

In agreement with the observations made above, the ILT is considered the least efficient instrument. In addition, information events and conferences are felt to provide less than optimal value for money; other instruments are perceived to be more efficient.

On the other hand, dialogue workshops and seminars are considered to be the most efficient instruments in the programme's portfolio, followed by training of trainers (ToT) courses.

The Partner Forum itself, as well as "standard" short-term trainings are considered very efficient by most respondents. However, some room for increasing efficiency seems to exist since more than one in three respondent felt that other instruments would be more efficient than these.



**In summary, it can be concluded that, most probably, the programme's instruments vary considerably regarding their allocation efficiency, i.e. in their performance in translating programme resources into positive organizational change.**

On the one hand, these variations can result from general strengths or weaknesses of one type of instrument as will be shown in more detail for the ILT in section 5.6 of this report. Little is known at this stage about the true allocation efficiency of the programme's capacity building instruments; the observations made in this chapter can only serve as an indication that considerable differences between the programme's instruments exist and that an optimization of the portfolio of programme instruments has the potential to increase the overall value for money of the programme considerably. Therefore, a in-depth study of the allocation efficiency of the programme's principal capacity building instruments is recommended.

On the other hand, building on the observations made in the analysis of the programme's effectiveness, large variations in allocation efficiency may also be due to the fact that, for the same instrument, effectiveness can vary considerably depending on a number of external conditions (e.g. the specificity of needs and the integration with ongoing efforts) that determine the likeliness with which capacity building results are transformed into tangible organisational or behavioural changes. Therefore, increase selectivity was recommended in the last section.

If, after careful planning, serious doubts regarding implementation of future training results pertain, the project idea should be abandoned or drastically changed. For example, in the case of the Azraq Water dialogue, the implementing consultant had serious doubts on whether a light presence of InWEnt would suffice to trigger real change after the dialogue project. If, in future, such projects are abandoned for the benefit of projects with a higher probability of inducing lasting change, overall programme efficiency will be increased.

***Recommendation 2: It is recommended that the allocation efficiency of the programme's principal capacity building instrument is thoroughly assessed and that future programmes build on the results of this assessment in order to ensure best value for money in the MENA Water Programme.***

## 5.5. Sustainability of the principal programme components

The observations made in the assessment of the programme's effectiveness (section 5.2) can directly be translated into observations regarding the sustainability of the programme's results. This assessment, however, remains theoretical, at least when all activities in the first two programme components are addressed in general. Sustainability of specific instruments will be discussed in more detail for the ILTs and the Water Fora in sections 5.6 and 5.7 below.

On the general level, the assessment of sustainability can only project the programme's strengths and weaknesses that were identified when assessing the capacity building effectiveness into the future. This naturally does not replace a thorough assessment of sustainability (and effectiveness) that would be based on the evaluation of the effectiveness of all of the programmes measures.

If, as a general point, individual learning is not translated into organisational performance improvements, the sustainability of individual learning and that of organizational performance improvements can be expected to be low.

Individual learning fades over time if not reinforced by application. This is especially valid for short-term trainings that provide new impulses and ideas for new approaches rather than generating a

lasting layer of knowledge or skills in the course participants. This results both in low sustainability on the level of individuals (the learning experience fades) and on the organizational level (the individual's ability to drive or to participate in change processes, i.e. the support of change processes, fades).

In contrast, intense long-term trainings most probably lead to lasting changes on the personal level, as apparent with ILT participants. In these cases, changes exceeded the acquisition of new knowledge and skills, but also touched on the participants' work styles and the way they perceived their work colleagues and their work environment. With their new capabilities, participants were generally eager to implement what they have learned on the job and felt that their value as employee had increased. If this personal development is blocked by institutional barriers, participants react with frustration, as illustrated by a large number of ILT participants. This frustration can lead to loss of work motivation or to brain drain, if participants aim at applying their improved skills in a more favourable and financially more interesting work environment. In some cases, former participants of long-term trainings actively searched work outside their home institutions (and their home countries) or were primarily involved within the German development cooperation instead of with their home institution. In both cases, the intended effects on the participants' home institutions are lost.

**In summary, it seems likely that the current programme sustainability along its first two components is low. For short-term trainings, this is probably the consequence of fading learning experiences due to lack of application. For long-term trainings, changes on the level of individuals are likely to go deeper, but may lead to frustrations when the organizational settings do not allow the necessary space for individual development. This, in turn, may lead to the target organization effectively losing the training's benefits since participants lose their motivation or simply leave the organization.**

## 5.6. The International Leadership Trainings in the MENA Water Programme

Due to their substantial share of about 40% of the overall programme expenditures, but also do to their less than satisfactory outcomes, the three International Leadership Trainings (ILTs) conducted as part of the MENA Water Programme deserve special attention.

### 5.5.1. Overview

Three International Leadership Trainings have been held as part of the programme<sup>58</sup>:

- The first ILT focused on the management of development and change processes in the MENA region<sup>59</sup> and had 17 participants (9 from Syria and 8 from Yemen). This ILT was held for 12 months from June 2005 through May 2006 in Germany;
- The second ILT focused on change management through human resources development in the MENA region water sector<sup>60</sup> and had 12 participants (3 from Egypt, 3 from Morocco, 1 from Syria, 1 from Tunisia, and 4 from Yemen). This ILT was held for 13 months from September 2006 through September 2007 in Germany.

<sup>58</sup> All data taken from the InWEnt's ASTRA database.

<sup>59</sup> Translated from the German title "Management v. Entwicklungs- u. Veränderungsprozessen MENA".

<sup>60</sup> Translated from the German title "Veränderungsmanagement durch Personalentwicklung im Wassersektor der MENA-Region".

- The third ILT focused on Integrated Water Resources Management and had 13 participants (2 from Egypt, 1 from Morocco, 1 from Tunisia, 4 from Syria and 5 from Yemen). This ILT was held for 12 months from January through December 2008 in Germany.

ILTs are intense, long term trainings at the heart of which stand a one-year long training phase in Germany. The course language of ILTs is German. All ILTs were preceded by a half-year preparation phase and were followed up during a half-year transfer phase. The transfer phase of the last ILT was ongoing during the writing of this report. New ILTs are designed and conducted according to specific standards and implementation guidelines InWEnt has developed. Since the guidelines themselves were still in development when the first of the above ILTs was implemented, it does not follow these instructions entirely. A detailed description of the modules, setup and content of ILTs is summarised in appendix F.

### 5.6.2. Previous ILT reviews undertaken by InWEnt

InWEnt has undertaken considerable efforts in obtaining feedback from former ILT participants.

**Tracer Study.** In 2008, a large number of former ILT participants from 51 countries were tracked by means of an online survey, targeting participants of ILTs since July 2005 and some of their supervisors. The results of this survey were summarised in a *Tracer Study*<sup>61</sup>. From the total number of ca. 900 participants<sup>62</sup>, 270 full responses were obtained, 41 (15%) of which came from the region "Mediterranean, Near and Middle East", which largely overlaps with the target regions of the programme under evaluation. In addition, 65 responses from current supervisors of former ILT participants were received.

The goals of the study were:

- To track the participants' job evolution after the training;
- To identify changes induced by the training on the personal, organisational and systemic levels;
- To assess networking and gender mainstreaming effects;
- To assess improvement potential.

Study goals were further broken down across the home regions of the participants and the thematic focus of the training.

On the global scale, i.e. averaging over the feedback received from all 51 countries covered, results of the Tracer Study were positive<sup>63</sup>.

- **Job evolution.** For most participants, the training had had positive influences on the participants' careers;
- **Changes induced by the training on the personal level.** Participants had acquired professional and German language skills and had strengthened specific qualifications as well as important areas of their personality. Participants could apply their competences

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<sup>61</sup> "Tracer Study zum International Leadership Training von InWEnt – Internationale Weiterbildung und Entwicklung GmbH", ZEM – Zentrum für Evaluation und Methoden der Universität Bonn, August 2008.

<sup>62</sup> Valid email addresses of 492 former participants were available, yielding a full response rate of 55% based on this target group.

<sup>63</sup> The following remarks are translated and condensed from the summaries provided in the results-chapter.

at work well and colleagues profited from the participants' experiences and usually show a constructive attitude. The fact that the training took place in Germany was considered important;

- **Changes induced by the training on the organisational and systemic level.** About 3 out of 4 participants implemented their transfer projects and two thirds of the participants also initiated other changes processes in their organisations. The programme also enabled the participants' organisations to build their in-country network and to establish new contacts to German partners and investors.
- **Networking and gender mainstreaming effects.** Although used by many participants, a large number of participants were unaware of the ILT alumni programme. However, contacts and communication were maintained in many cases. Based on the interest seen in the alumni group, large potential seems to exist for future cooperation with InWEnt. Apart from a trend towards higher salary reductions by their home organisations during the training phase in Germany, no significant differences between male and female ILT participants existed.
- **Improvement potential.** For almost half of the ILT participants, expectations with regard to the ILT were only partially met. About half of the participants' organisations only felt "sufficiently informed" which should be improved by providing more in-country information.

The Tracer Study also produced results for participants from specific regions<sup>64</sup>. Where statistically significant, ILT participants from the region "Mediterranean, Near and Middle East" which largely overlaps with the target regions of the MENA Water Programme, differed from the average in several ways. For example,

- **Job evolution.** After the training phase in Germany, participants from the "Mediterranean, Near and Middle East" returned more often to the organisation they worked for before the training than the average (93% of participants from that region compared to 79% overall) but saw no change regarding their tasks more often (59% compared to 46%);
- **Changes induced by the training.** Participants from this region seem to encounter more hurdles when trying to induce change. Supervisors seem less supportive (58% compared to 75%) and transfer projects were only fully implemented in 17% of cases (compared to 39%) and could not be implemented at all in 27% of cases (20%).

It can however not be excluded that some of the above differences are caused by different composition of the regional participant groups rather than directly by the regional origin itself. Some regions show a stronger focus on certain thematic ILT topics than others which might contribute to the observed regional differences.

**Follow-up interviews with participants from the first ILT in the MENA Water Programme.** In December 2007, about 1.5 years after the end of the training phase in Germany of the first ILT in the MENA Water Programme, all former ILT participants were interviewed in Syria and Yemen by a

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<sup>64</sup> Anhang A – Tabellenband zur Befragung der ILT Teilnehmer, Tracer Study, ZEM – Zentrum für Evaluation und Methoden der Universität Bonn, August 2008.

consultant<sup>65</sup>. In 8 cases, the participants' supervisors were interviewed as well. The transcripts of these interviews have been made available to the author of this evaluation. The main results can be summarised as follows:

- Most participants reported strong changes on the personal level, i.e. their attitude and approach towards others, their sensitivity for a good work atmosphere;
- About half of the participants reported that they have been received with a positive attitude from their colleagues and superiors. Others, mostly from Syria, reported being greeted with some degree of scepticism. In some cases participants perceived their colleagues to fear their competition on the job;
- Most participants returned into organisations that were undergoing reorganisation. In many cases, the direct supervisor had changed during the participants' absence. Regarding the importance of the participant's job position about 1.5 years after the end of the training phase in Germany, about one in three responded to have a more important position, either in terms of hierarchy or in terms of supervised staff. An equal number was in a less important position. The remainder reported to have a similar, or the same, position as before the training. Several training participants were directly involved with projects of German development cooperation after their return;
- About half of the participants explicitly expressed their frustration about not being able to apply what they had learned during the training. In some of these cases, lack of support of the direct supervisors or general lack of interest and support were given as underlying reasons. Only in three of 17 cases, participants explicitly expressed their fondness with their situation at the time of the interview. In many cases, no or little information exceeding some information about the training itself was spread;
- Feedback on the participants' transfer projects varied. In about half of the cases, transfer projects had been adapted, sometimes considerably, in order to increase relevance or because the original transfer project had already been implemented. Only in few cases, transfer projects had been completed. For projects that had not seen any implementation, or that were in the process of being implemented at the time of the interview, lack of interest and/or support were mentioned as causes. It seems that in some cases the visit of the interviewer himself triggered new interest and new activity regarding the transfer project;
- Work conditions of some of the participants were described as rather chaotic (crowded and busy offices, in one case no own work desk). In about half of the cases, an internet connection was either not available at all, or could only be accessed privately or in the supervisor's office;
- In several cases, the participants' supervisors seemed to thoroughly assess the training's and the transfer project's usefulness for the first time after the participants had returned. For a part this was due to massive organisational changes, including changes of participants' supervisors, during the training phase in Germany.

**Follow-up interviews with participants from the second ILT in the MENA Water Programme.** From October 2008 to January 2009, more than one year after the end of the training phase in Germany,

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<sup>65</sup> Dr. Wolfgang Kunze, TeamConsult, interview notes.

most former participants of the second ILT conducted in the MENA Water Programme were interviewed by two consultants<sup>66</sup>. In several cases, the participants' supervisors were interviewed as well. The transcripts of these interviews, as well as a comprehensive summary report of the key findings, have been made available to the author of this evaluation. In addition, both consultants were interviewed. The summary report finds:

- 90% of the participants that were interviewed felt that the training in Germany had increased personal skills such as a more professional behaviour, self-confidence and a more open work approach. More than half of the participants felt that having increased their cooperative abilities represented their main learning achievement;
- All but one former ILT participant reported that their job has changed regarding work intensity and additional, new responsibilities due to ongoing reorganisation processes, including changes in management and staff;
- However, at the time of the interviews, most direct and indirect supervisors failed to perceive any concrete benefits of the training for their departments, the team or the organisation. The application of new methods or instruments or the development of new perspectives in the trainees' work life had not been visible. Nevertheless, the supervisors felt that participation in such a programme was necessary and meaningful;
- Most participants were almost immediately assigned routine duties upon their return which made it difficult to begin their transfer projects in due time. Information exchange about organisational changes and the training content were mostly restricted to the first two working days after the participants' return;
- Implementation of transfer projects depended to a large extent on the personal motivation and stamina of training participants who lacked time allocation and a clear mandate regarding the transfer project from their supervisors. However, those participants that were able to implement their transfer project considered this an important success;
- Participants considered interaction with InWEnt to be useful and positive. In view of difficulties in implementation of transfer projects and in application of acquired skills and knowledge, participants and their supervisors expressed the wish for a more intense coaching of the participants after their return from Germany;
- The supervisors of most participants did not know InWEnt prior to the interviews and felt that contact, but also their involvement in the definition of the transfer project before the training could be improved.

**Ongoing evaluation of the ILT instrument.** At the time this report was written, InWEnt's ILT instrument was undergoing a comprehensive external evaluation commissioned by the Federal Ministry for Economic Cooperation and Development (BMZ) in late 2008. The Terms of Reference<sup>67</sup> for that evaluation, as well as a draft inception report<sup>68</sup>, have been made available to the author of this evaluation and some discussion has taken place with one of the implementing consultants. The

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<sup>66</sup> Thomas Lutz and Insa Alea Böhme, COMO Consulting, interview notes and summary report.

<sup>67</sup> Terms of Reference: Evaluierung des „International Leadership Training“ (ILT) von InWEnt, BMZ Referat Evaluierung der EZ; Außenrevision, 29.09.2008.

<sup>68</sup> BMZ-Evaluierung des "International Leadership Training" (ILT) von InWEnt, Inception Report, Rambøll Management, March 2009.

evaluation covers all ILT's implemented or ongoing since 2005 and aims at providing an independent and external assessment of the ILT instrument regarding its planning, implementation and impact in order to deduct recommendations for its future direction. This goal should be attained on two levels:

- To what extent have the objectives of ILTs been reached? What impact has resulted? How sustainable is that impact? How do costs and benefits relate?
- What is the added value of the ILT as a capacity building instrument in the context of German development assistance? Does it complement it in a meaningful manner?

The final evaluation report is expected in December 2009.

### **5.6.3. Effectiveness, efficiency and sustainability of ILTs in the MENA Water Programme**

The assessment of the performance of the three ILTs that were implemented as part of the programme under evaluation is somewhat of a challenge since effects can be long term in nature and manifest themselves in several different ways.

Based on the observations gathered until now (as described in the previous section) as well as on the feedback received during this evaluation, the ILT trainings have resulted in tremendous learning experiences, both professionally and culturally, on the participants' personal level. However, the suitability of the ILT as an instrument for reaching the programme goals and objectives of the MENA Water Programme must be seriously questioned. Based on the observations so far, the ILT seems considerably less efficient than other capacity building instruments applied in the MENA Water Programme.

**Effectiveness.** As illustrated by table 5d in section 5.3, only 25% of ILT respondents in an online survey felt that "the course resulted in substantial positive changes to the way I perform key or primary functions of my work". This compares to 39% for the average of the MENA Water Programme and to 63% for training courses held by the World Bank.

Most ILT respondents felt that the course either resulted in small positive changes to primary functions of their work or in positive changes in non-key or secondary functions of their work (33% each).

These relatively limited effects of the ILT are rather surprising considering that the ILT is a year-long training and that, in contrast, most capacity building events in the MENA Water Programme (and in the World Bank comparator data set) range from a couple of days to few weeks in duration.

As a word of caution it should however be kept in mind that the participants' expectations regarding long- or short-term training almost certainly differed, which may have influenced the subjective rating of training outcomes.

Regarding underlying reasons, ILT survey respondents strongly felt that they knew how to apply what they had learned, but that they did not have the necessary resources or support to do so: of those respondents that indicated that the ILT had led to less than substantial changes, 78% indicated that lack of resources or support were the main reasons. This compares to 53% for the entire programme and 18% for the World Bank comparator.

This observation is substantiated by the interviews that were conducted with ILT participants outside of this evaluation, as summarised previously.

**Efficiency.** ILTs, mostly because of their long duration, require considerable resources. It can be estimated that the ILTs that were implemented as part of the MENA Water Programme caused total costs of between 70 and 80 thousand Euro per participant<sup>69</sup>. Costs per participant for ILTs were at least an order of magnitude higher than costs per participant for other InWEnt instruments<sup>70</sup>.

Whereas ILT costs per participant are high, ILT effectiveness appears to remain relatively limited, as discussed above, resulting in overall low allocation efficiency of the observed ILTs with respect to the programme’s goals and objectives.

Independently, outside observers from the region perceived the ILTs as the least efficient instrument in InWEnt’s portfolio of instruments used in the MENA Water Programme (see figure 5h in section 5.4).

In addition to the reasons for limited effectiveness listed above, another reason for this perceived low efficiency may be the fact that ILT participants are required to learn German for the ILT:

- On the one hand this extends the preparation phase and prolongs the stay in Germany by about 4 months;
- On the other hand, in spite of that training, participants feel that they are not fluent in German: 77% of ILT respondents<sup>71</sup> agreed that the course was in a language they were not fluent in. This, in turn, is likely to reduce the learning experience of participants relative to a course in their mother tongue.

**Sustainability.** While strong and lasting effects on the personal level of participants are clearly visible, sustainability on the organisational level seems less obvious. Until about a year after the end of the training phase in Germany (when most of the follow-up interviews were held), the overall expectations regarding future application of acquired knowledge and skills were positive only in some cases but rather gloomy in most others.

Moreover, interviewees from GTZ and KfW mentioned cross-border brain drain as one danger to sustained organisational effects. Some ILT interviewees had indeed mentioned that they were looking for other job opportunities. It should be noted, however, that no rigorous analysis has been performed as to whether this was actually triggered by having participated in an ILT.

**In synthesis, based on the observed effectiveness, efficiency and sustainability of the ILTs within the MENA Water Programme, the ILT does not seem a suitable capacity building instrument, at least not within the programme’s current goals and objectives. Other instruments employed in the MENA Water Programme seem considerably more efficient in achieving the objectives and goals of the MENA Water Programme.**

This said, the ILT instrument does yield pronounced effects on the level of individual participants, both in terms of changed professional mindsets, additional knowledge and skills, and of increased affinity towards Germany as a country. Some InWEnt managers interviewed for this evaluation mentioned that such effects, while not mentioned in the programme’s goals framework, could be

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<sup>69</sup> See figure 5f and related explanations.

<sup>70</sup> See figure 5f.

<sup>71</sup> 10 of a total of 13 respondents for that question.



considered welcome programme results. The InWEnt quality and evaluation unit commented that, in addition to contributing the goals and objectives of InWEnt’s programmes, ILTs intend to foster networking and to build cultural and economical ties to Germany. The latter observations lead to the alternative contained in the second paragraph of the following recommendation.

***Recommendation 3: It is recommended that, pending confirmation by the ongoing evaluation of the ILT, no new ILTs should be implemented within the MENA Water Programme until the concept has been entirely overhauled. Recommended improvements include, but are not limited to, switching to a language the participants are already fluent in, reducing the duration of the training phase away from home, ensuring ongoing professional contacts with the participants’ home organisations and increasing integration with and accountability of these organisations. The possibility of abandoning the ILT instrument altogether within the MENA Water Programme should not be excluded.***

***As an alternative to this recommendation, the objectives for future ILTs can be changed and adapted to the observed reality, i.e. that of a study and training programme that focuses on professional and cultural development of individuals rather than on organisational development and change. This option would most probable require running future ILTs outside of the MENA Water Programme.***

## 5.7. The Partner Fora in the MENA Water Programme

In terms of their objectives, the Partner Fora represent the main activity towards intensifying regional cooperation that should lead to the dissemination of regional reform approaches, as stated in objective of the third programme component. Some interviewees also referred to the Partner Fora as an important platform for identifying regional capacity building needs (component four).

Three Partner Fora have been held in the MENA Water Programme:

- The first Partner Forum, “Water Governance in the MENA Region: The Current Situation” was held in Sana’a in Yemen from July 16 - 20, 2006. It had 61 participants<sup>72</sup>;
- The second Forum, “Water Governance in the MENA Region: Critical Issues and the Way Forward”, was held in Cairo, Egypt, from June 23 - 27, 2007 with 60 participants;
- The third Forum, “Water Governance in the MENA Region: From Analysis to Action” took place in Marrakech, Morocco, from June 9 - 13, 2008. 74 individuals participated in this regional conference.

In 2005, an earlier Partner Forum was planned and prepared, but cancelled due to security issues.

Partner Fora are international meetings that bring together officials from water-related institutions and programmes in the MENA regions and international experts, including other development agencies’ professionals, and InWEnt staff. Typical Partner Fora last about 5 days and include lecture elements, dialogue and workgroups, and a field trip.

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<sup>72</sup> All Partner Forum participant data is taken directly from the final participant lists compiled by InWEnt during the Fora. InWEnt’s ASTRA database seems rather unreliable in terms of identifying participants (e.g. only 29 participants are reported for the second forum).

A Partner Forum Steering Committee has been established that assists InWEnt in planning the Partner Fora. Six people are part of the Steering Committee<sup>73</sup>: three are international experts, one represents the Arab Water Council (a regional organisation) and two represent InWEnt (including the programme manager). For concrete meeting preparations, further local and regional representatives are included.

**Effectiveness.** The effectiveness of the Partner Fora is not easy to assess. The event takes place once per year and has mostly different participants every year. Partner Forum results are likely to be of the form of *contributions* to regional cooperation rather than triggering regional cooperation. In addition, based on the feedback received from participants, some additional positive effects seem to be triggered by the fora that are not part of the stated objectives.

Two Partner Forum Steering Committee members added that an initial aim of the Partner Fora was to collect and disseminate good practice in the region which was apparently abandoned due to the lack of high-quality case studies.

In terms of the delivery of the fora, the feedback received from participants reflects the generally high implementation quality observed throughout the MENA Water Programme:

- 96% felt that the lectures and discussions were of good quality (at par with the feedback for the other programme components, and slightly above the World Bank comparator of 91%);
- 96% found the forum interesting (compared to 98% and 94%, respectively);
- 85% felt that the course content addressed issues important to their work (93%, 80%);
- 85% felt that the level of the course was appropriate for a person with his/her experience and knowledge (92%, 87%).

In terms of improvement potential, 64% of survey participants indicated that too many topics were covered during the Fora. Some, mostly French-speaking, participants also felt linguistically disadvantaged.

In order to obtain feedback on the perceived outcomes of the fora, participants were asked to rate their agreement or disagreement with several statements regarding the third component's objectives.

The results are shown in tables 5i and 5j below.

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<sup>73</sup> Biswas, Asit (Third World Centre); Pres, Alexandra (InWEnt); Safwat, Abdel Dayem (Arab Water Council); Tortajada, Cecilia (Third World Centre); Varis, Olli (Helsinki University of Technology).

Table 5i. Degree of agreement with a series of positive statements regarding the outcomes of the programme's Partner Fora (number of respondents N=16 ... 22 depending on question).

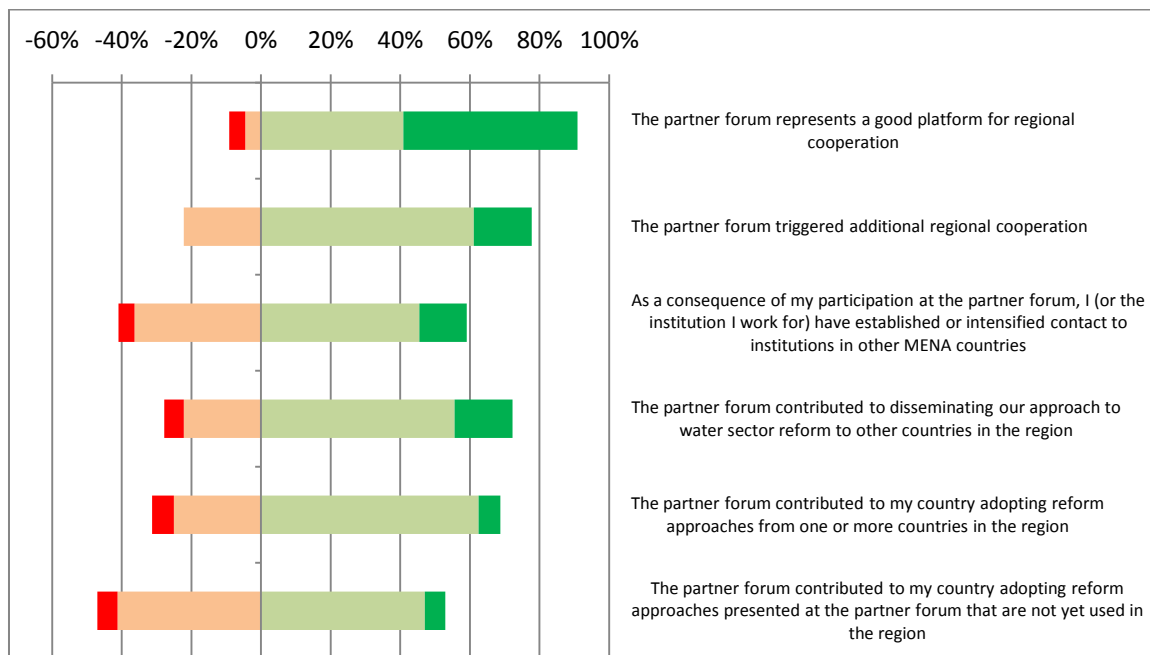
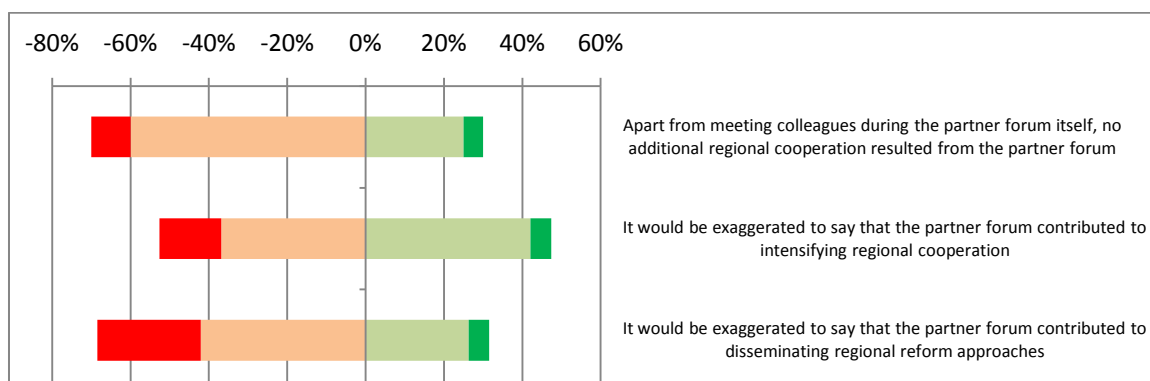


Table 5j. Degree of agreement with a series of negative statements regarding the outcomes of the programme's Partner Fora (number of respondents N=19 ... 20 depending on question).



Clearly, participants perceived the Partner Fora as a good platform for regional cooperation: 91% of the participants agreed to this. It is also felt by a large majority of participants (78%) that the fora triggered additional regional cooperation. The corresponding control questions (first question in table 5j) confirms this: 70% of the participants disagreed with the statement that, apart from meeting colleagues, no additional regional cooperation was triggered.

If the rather vague term "regional cooperation" is concretised, a drop in agreement becomes visible while remaining generally positive. For example, less than 60% agreed with the statement that institutional contacts had been established or intensified as a consequence of the fora and 53% agreed that their country had adopted new reform approaches presented at the fora.

When asked to substantiate their general assessment with examples, a large number of respondents felt that it was too early to see concrete results, others explained that the fora rather facilitated or "provided a space" for discussion and consideration of different approaches. Many respondents

estimated that, although lacking concrete examples, the potential for contributing to additional regional cooperation was high. Often, the Partner Fora were also considered useful vehicles to generally promote new approaches, such as that of water governance. Some participants cited concrete activities that they felt had been triggered by the fora. These activities were mostly follow-up trainings or dialogues, but a few respondents also felt, possibly somewhat optimistically, that large-scale activities such as the inception of the Arab Water Academy, was a consequence of the Partner Fora.

Several research and consulting organisations active in international development felt that the fora had helped them identifying new project opportunities.

Interestingly, a large number of Partner Forum participants felt that the most important outcome for them was the establishment of contacts with colleagues from other water-related institutions from within their own home country.

Partner Forum effectiveness is however somewhat reduced since participants mostly participate in one forum only instead of attending several meetings successively as originally intended: only 12% of the regional participants participated in more than one forum of the MENA Water Programme. In this way, the learning experience is not solidified and expanded in the course of several meetings. Two Partner Forum Steering Committee members that were interviewed regarding Partner Forum attendance patterns mentioned that many participants from the country hosting the forum would only attend the opening ceremony or the first day of the forum. Programme management added that this could be considered typical for this kind of event. The Partner Forum attendance is assessed in more detail in the assessment of sustainability of the Partner Fora below.

In addition, several interviewees felt that the fora lacked a clear focus. To them, it was not clear whether the main objective was to bring together high-level decision makers or rather middle management. Until now, the fora were "neither fish nor fowl" as one Steering Committee member put it. At the same time, it was felt that the design of the fora should be quite different depending on the objective. Partner Fora specifically targeting high-level decision-makers would need to be shorter in duration, include some world-class experts, and might target a smaller group whereas Partner Fora targeted at middle management would require more technical content and should present well-researched case studies and focus on different, specific issues at each forum.

In this context, interviewees reiterated the focus on implementation of activities rather than on results that was also a programme-wide observation of this evaluation.

**Efficiency.** Partner Fora are organised as regional events, targeting participants from all countries addressed by the MENA Water Programme, plus a considerable number of international experts. This naturally leads to substantial travel costs for the participants themselves (in case of self-paying participants) or for the programme (in case of invited participants). Total cost estimates for Partner Fora varied between 250,000 and 380,000 Euro (including InWEnt overheads) which results in costs per participant between 4,200 and 5,100 Euro.

These costs are provided as information only. No assessment is made here regarding how these costs relate to other, comparable, international meetings. It is also recommended to not benchmark the Partner Forum costs against costs of other instruments in the MENA Water Programme since largely

diverging daily or total costs may – or may not be – justified by the respective outcomes which have not been assessed to the necessary degree of detail in this evaluation.

However, when asked to rate the instruments of the MENA Water Programme, Partner Forum participants rated the fora as relatively efficient (see table 5h): 54% of respondents felt that the fora were highly efficient, 38% perceived them as somewhat efficient and only 8% felt that the Partner Fora were inefficient, putting the Partner Fora at par with short term training programmes in terms of efficiency. Dialogue workshops and seminars and Training of Trainers courses were considered more efficient, international conferences, information events and the International Leadership Training (ILT) were considered less efficient than the Partner Fora.

**Sustainability.** Partner Fora aim at addressing a regional key group of influential individuals and decision makers in water-related institutions in the MENA region. While not explicitly stated in the related documentation, this emerges from interviews with the organisers and participants. The fact that, ideally, the same individuals should attend several fora in succession is also suggested by the fact that the content of successive Partner Fora follows a logical sequence from stock-taking towards action.

In what follows, several analyses are presented that will give rise to the recommendation (at the end of this section) to improve the targeting of the Partner Fora.

First, Partner Forum participants seem only slightly more senior than participants in the programme’s other capacity building measures as shown in figure 5k.

*Figure 5k. Professional influence level of Partner Forum participants versus other training participants.*

Professional influence level	Partner Forum participants (N=28)	For comparison: participants in other capacity building events in the programme (N=85)
I have decision-making authority	14%	11%
I have strong influence on decisions being made	39%	34%
I have some influence on decisions being made	43%	46%
I have practically no influence on decisions being made	4%	9%

Only 14% of Partner Forum participants feel they have decision making authority. Almost half of the participants (47%) indicated that they have little or no influence on decisions being made. This is in disagreement with the original intention. As one InWEnt project manager put it: “the Partner Forum target group consists of the supervisors of those people that will participate in the programme’s training activities. In this way, we can ensure that needs are met.”

Second, regional representation is limited and unstable over time. Figure 5l shows a breakdown of all Partner Forum participants according to their affiliation.

Figure 5I. Partner Forum participants according to origin.

	1st Partner Forum (Sana'a, Yemen)	2nd Partner Forum (Kairo, Egypt)	3rd Partner Forum (Marrakesh, Morocco)
Egypt	4	12	6
Jordan	3	4	4
Morocco	4	4	26
Palestine	2	3	2
Syria	1	4	4
Tunisia	1	2	2
Yemen	22	3	2
International	17	22	16
InWEnt and local staff	7	6	12
<b>Total</b>	<b>61</b>	<b>60</b>	<b>74</b>

From this figure it seems that, usually, only a few representatives attend Partner Forum meetings from each MENA country with the marked exception of the country hosting the forum. In 2006 and 2008 the host countries provided more participants than all other MENA countries added together. In addition, as discussed earlier, a part of the latter participants would only attend the opening ceremony or the first day of the forum.

A rather large numbers of international experts and staff attend the fora. In 2007, for example, only every second participant was actually representing the region<sup>74</sup>.

Third, most Partner Forum participants are one-time participants only. Counting individual names, a total of 97 regional representatives have attended the fora. Of these, 12 have attended at least two fora and 6 have attended all three. This translates into the fact that 85 of 97 regional participants, or 88%, have only participated in a single Partner Forum.

**In summary, while concrete improvement potential can be identified, the Partner Fora seem to have been a generally appreciated platform for regional cooperation. From the feedback received it seems probable that the fora have made a contribution to fostering in-country and cross-country cooperation, have triggered several limited follow-up activities and have contributed somewhat to larger regional activities, for example in promoting new concepts as in the case of water governance.**

**At the same time, it seems that the Partner Fora could gain much by defining their objective more sharply; and then adapting their design towards that objective.**

<sup>74</sup> 61% in 2006, 53% in 2007 and 62% in 2008.

**Recommendation 4: In order to further improve effectiveness, efficiency and sustainability of the Partner Fora, it is recommended to focus the Partner Fora more sharply. This includes detailing the objectives of the Fora further, and addressing the target group more specifically. If the intention is to address a regional core group of high importance for the water sectors in the MENA region, large participant fluctuations should be avoided and the average level of seniority of participants should be raised.**

## 5.8. Programme performance against programme goals

Since the goals and objective statements of the programme are mostly limited to a specification of the type of planned activities, outputs and outcomes rather than quantifying the extent of results to be achieved on these levels, it can only be stated that activities have taken place in all but the sixth component of the programme and that the programme goal (and the overarching programme goal) are fulfilled in the sense that *some* contribution to the outputs and impacts described in these statements is likely to have been made.

This statement, however, is of little practical value since these goals are, strictly speaking, if an infinitesimal contribution to “increasing the efficiency of the main actors in the water sectors through building competence to act and, in particular, managerial skills of personnel” or to advancing the “sustainable usage of water as a resource [...] with a focus on poverty reduction and safeguarding the environment” would have been made by the programme.

Regarding the individual component objectives and the related progress indicators, the following remarks can be made.

### Component 1: Professional Knowledge

The objective of the first component has been formally reached since courses have been held on all four thematic areas prescribed by the objective statement<sup>75</sup> and it is likely that some contribution to improving management processes and to an integrated view of water as a resource has been made.

Regarding the progress indicators, no solid assessment can be made, largely because of the lack of measurability and specificity of the indicators themselves, as discussed in chapter 3 of this report.

Interviewees were out of their depths when asked to estimate the “volume and quality of consideration of adapted approaches in new management concepts” or to comment on the “existence and design of the internal cross-sector dialogue”. The feedback received equally covered the general nature of these indicators and the fact that the programme would only be able to make some contribution to reaching these rather than being the principal trigger.

### Component 2: Methodical Knowledge

The objective of the second programme component is partly or fully reached, depending on how the objective statement<sup>76</sup> is interpreted. Certainly, some participants have acted as change agents after – and largely because – having attended one of the programme’s capacity building measures. For example, a few ILT participants reported being successful not only in implementing their transfer projects but also in implementing a new management style. If, on the other hand, the statement is

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<sup>75</sup> “Application-oriented knowledge on water policy, IWRM, urban water management and rural water usage is conveyed and contributes, through application in everyday’s work routine, to an integrated view of the resource as well as to an improvement of management processes.”

<sup>76</sup> “Participants are enabled to act as change agents and to drive development and change processes. Selected participants serve as methodical multipliers and spread technical and methodical knowledge in the region.”

interpreted as leading to substantial changes on the organizational level in most cases, it is not fulfilled since only a fraction of participants (38% overall and 25% for the ILTs) felt that the programme's measures resulted in such changes (substantial changes to the way they perform important work functions).

Regarding the two progress indicators for this component, the number of capacity building measures conducted by participants (acting as methodical multipliers), as well as the quality of these measures, it can be said that, based on the ILT participants' feedback, a number of such measures have been held. Without having determined the exact number of such measures which, in absence of specifications regarding these measures remains somewhat ambiguous<sup>77</sup>, it seems probably that the target of 12 has been reached.

The quality of these measures has, however, not been assessed as part of this evaluation, since no quantitative or qualitative quality targets were set.

### **Component 3: Regional Cooperation**

The main contribution to reaching this objective<sup>78</sup> is delivered by the Partner Fora that have been discussed in detail in section 5.7 of this report. Courses held within the programme components one and two have, however, also made a contribution.

Overall, it seems clear that the Partner Fora, and some regionally staffed courses, have provided a good platform for regional cooperation. For example, 91% of the Partner Forum survey respondents agreed to such a statement. Tangible examples for regional cooperation are scarce, but most interviewees and survey respondents felt that the programme had at least contributed to this objective. Close to 70% of Partner Forum respondents felt that the programme had contributed to disseminating regional reform approaches.

Regarding the related progress indicators, the target of four regional fora is not met, since the first Partner Forum had to be cancelled due to security issues. Overall, three Partner Fora were held as part of the MENA Water Programme. As a second target, four initiatives that foster regional exchange are required that were initiated by the programme. To this end, Partner Forum participants were asked to provide concrete examples. The feedback received listed: the Arab Water Academy, several unspecified activities initiated by Partner Forum participants and some Water Forum related publications. In discussion with Partner Forum participants it became quite obvious that the attribution of such events or activities to the Partner Forum alone, or the entire MENA Water Programme, was hardly possible. For example, while some support for the creation of the Arab Water Academy may have resulted from the MENA Water Programme, interviewees generally felt that the programme had not been the principal trigger for the creation of that academy. On the other hand, the programme has certainly led to some minor additional activities in the region, e.g. specific training courses. Depending on the interpretation of the term "initiated activities", the target for this programme component can be considered either reached or not reached.

### **Component 4: Needs Assessment**

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<sup>77</sup> It is, for example, not clear what measures should be counted. Many ILT participants organized an information event about their stay in Germany, ranging from touristic information to conveying key learning content from their course. In addition, in many cases, the causal connection between some capacity building event held by a former participant to the course the participant took part in is unclear.

<sup>78</sup> "The intensified regional cooperation contributes to disseminating regional reform approaches."



The fourth programme component's objective<sup>79</sup>, the assessment of capacity building needs and the subsequent adaptation of the programme to cater these needs, is not fulfilled. As elaborated earlier in this report, a key weakness of the entire programme is the lack of the specific identification of capacity building needs. It has also remained unclear, how the two general needs assessment studies were used to guide future programme activities.

The progress indicators for this programme component require three needs assessment studies. Formally, two studies have been conducted within the programme: one for Tunisia and one for Egypt. The second indicator aims at quantifying the subsequent adaptation of planning of measures in subsequent years but is hardly measurable. In the opinion of the author of this evaluation, the two needs assessment studies, while providing useful overall background information, were not suitable in defining concrete opportunities for the programme to cater specific needs, nor to identify opportunities in which individual learning is likely to be translated into organisational performance improvements.

#### **Component 5: Public Relation and Public Awareness**

The fifth programme component with the objective<sup>80</sup> to reach and inform "a general public" about water related issues (and the work of German development cooperation) is not reached. In fact, only limited activity has taken place in this programme component at all. Programme staff has participated in several relevant international conferences and meetings and leaflets and brochures about InWEnt, the MENA Water Programme and some of its instruments, e.g. the Partner Fora and the ILTs, have been produced and disseminated, to some degree, in the region and internationally.

Initially, programme staff suggested that the series of public relation trainings that were held as part of the programme would primarily contribute to reaching the fifth programme objective. These regional courses were, however, primarily method trainings and should therefore be grouped with the activities of the second programme component. While it is true that, theoretically, improved methodological skills of those individuals in water related institutions that are charged with communications, public relations and campaign management may result in improved information of the population in the MENA region, this chain of cause and effect seems long and indirect compared to the original idea of directly contributing to awareness raising.

All progress indicators, i.e. the production of a programme brochure, participation in international conferences and more the implementation of at least two public-relations capacity building measure are fulfilled.

#### **Component 6: Best Practice**

The objective<sup>81</sup> of the sixth programme component regards the synthesis of the programme's key results and lessons learned and subsequent dissemination in order to allow other organisations to build their work on these insights. This objective has not yet been addressed by the programme. According to the programme manager, these activities will be implemented in the coming months.

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<sup>79</sup> "The programme design is continuously adjusted to meet the needs of the partner countries and incorporates ongoing reform progresses and new sector development tendencies."

<sup>80</sup> "A general public, domestic and international, is sensitised for issues in the water sector and is informed about corresponding measures of the German development cooperation in the capacity building field."

<sup>81</sup> "Programme results and lessons learned are available to international, bilateral and regional actors and are used by them to reflect on their capacity building programmes and approaches."

Regarding the related indicators, a manual and an article are yet to be produced and it remains unclear whether, as a consequence of the dissemination of these publications, other organisations will adapt their capacity building approaches.

## 6. Quality of programme planning, preparation and implementation

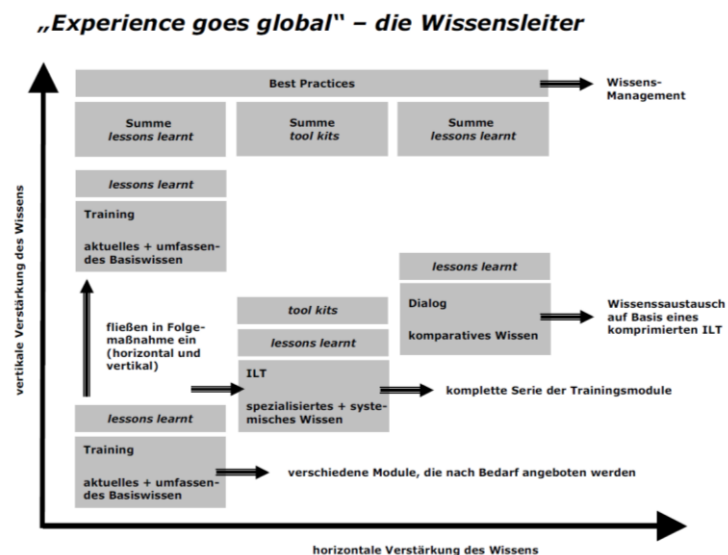
The previous chapters have focused on the relevance, effectiveness, efficiency and sustainability of the MENA Water Programme. Several observations have been made, some of which may be explained by analyzing the programme strategy and its implementation.

Therefore, this chapter focuses on the analysis of the programme strategy, its management and on the monitoring and evaluation processes in place. In all cases, both the general adequacy as well as improvement potential is assessed.

### 6.1. Assessment of programme strategy and programme design

The MENA Water Programme is currently guided by a goals and objectives framework. The individual programme components are considered to build on and to mutually complement each other, as illustrated by the goals framework discussed in the third chapter of this report and the scheme depicted in figure 6a that was copied from the original programme proposal.

Figure 6a. Overview over programme modules and their aggregation.



While this framework introduces an “ordering principle” it however does not represent a viable programme strategy. A number of observations reveal improvement potential on several levels.

First, during the discussion of the programmes goals framework in section 3.2 of this report, a number of observations regarding the logical coherence of the programme’s goals and objectives were made:

- **The programme’s goals and objectives motivate a focus on activities rather than on outcomes.** The programme’s goals and objectives share the feature that they mostly require to “making a contribution” to some achievement on the outcome level, instead of reaching measurable targets on that level. This leads to the inherent risk that the programme focuses on activities rather than on outcomes and impacts.
- **The programme goal and the individual component objectives are not entirely consistent with respect to each other.** The programme goal largely reflects the first two component objectives while it remains unclear how the remaining component objectives link into the results chain suggested by the programme goal.

- **The progress indicators are not specific and measurable and/or do not reflect all relevant aspects of the corresponding programme objective.** Some indicators are not measurable. With others, attribution of effects to the programme's activities is problematic. Quite generally, the sum of indicators for one component does not fully match the corresponding component objective;
- **The regional *ansatz* is not reflected in the programme's goals.** Although an obvious underlying strategy of the entire programme, the current programme goals and objectives (with the exception of programme component three) do not explicitly state that a regional audience should be catered by the programme's capacity building measures but would also allow addressing the MENA countries separately;
- **Finally, the programme goals and the component objectives do not reflect long-term impacts considered important by InWEnt.** Repeatedly, during interviews, programme management would point to potential long-term effects of, for example, instruments such as the International Leadership Training. These potential long-term effects are not included into the programme's goals framework.

Second, during further analysis, the following additional observations were made throughout the report. These observations compare the programmes goals and objectives with the reality of implemented capacity building measures:

- **The programme's activities are focused on the first three components. The remaining components may be redundant.** Assessing specific capacity building needs (component four) is a prerequisite for achieving organisational performance improvements. As such, it should be generally addressed when the programme is designed, and on a measure-by-measure level afterwards. No separate objective is needed for that, rather a consequent application of best practice in capacity building. The sensitization of a general public for water sector issues (first part of component five) is a clear objective. It has however never been backed up with activity apart from several conference visits. The information of a general public about activities of German Development Cooperation (second part of component five) represents, much as the conference visits, usual activities that lie in the institutional interest of InWEnt as a development agency and may not merit being included as separate programme components. Finally, it has remained somewhat unclear what the key messages of the best practice publications (component six) will comprise of. No activity had taken place in this component at the time this report was written.
- **Some of the capacity building measures implemented do not match any programme goal or component.** For example, as part of the MENA Water Programme, two water dialogues have been implemented that, together, account for about 9% of programme expenditures. These activities can best be described as multi-stakeholder study and consensus building processes and do not easily fit into any of the programme's components. Nevertheless, this instrument seems to have considerable potential.

**Finally, and most importantly, a mismatch between the programme's natural restrictions and the applied programme approach was observed that partly explains the observed deviation of the programmes procedures from capacity building best practice.**

**From the perspective of participating organisations, programme activities remain minor but the present programme strategy does not reflect this reality. Instead, the programme framework suggests that the programme alone can cater much of the perceived needs in terms of technical and methodical trainings and in terms of intensifying regional cooperation.**

This creates the faulty impression that different capacity building measures (or series of measures) within the programme actually reinforce each other and that a comprehensive and consistent capacity building approach is delivered to the water sector related institutions in the MENA region by the programme alone. However, such a strategic approach would only be valid if the programme's budget would be several orders of magnitude larger, or its geographic and thematic focus several orders of magnitude sharper. Only for a considerably larger or more focused programme a critical mass of individuals would be reached within the target institutions to allow for a holistic and comprehensive capacity building approach.

Instead, as observed earlier in this report, most of the programme's measures, represent only a small share of the overall capacity-building related efforts if seen from the perspective of participating institutions. The limited resources of the MENA Water Programme in combination with the large thematic and geographic stretch, lead to a thin distribution of the programme's activities: for regional trainings, usually, only very few individuals of relevant water sector institutions have participated in the programme. Since, in addition, most of the programme's measures were not sufficiently integrated with ongoing larger development processes, no mutual reinforcement between different types of measures or between this and other programmes are expected. In this sense, the MENA Water Programme can be considered a collection of independent (series of) capacity building measures the total of which does not exceed the sum of its parts.

**The programme strategy therefore needs to be adapted. It needs to take explicitly into account that the programme – from most perspectives – is a minor player from the perspective of its principal target, the water sector institutions in the MENA region, even if homing in on the capacity building aspects only.**

For example, KfW currently invests around 22 million Euro for capacity-building related activities in Egypt. This includes major training programmes in much of the water sector institutions and exceeds the entire MENA Water Programme budget largely. Since the programme cannot offer a comprehensive institutional performance improvement programme all by itself, it needs to increase its flexibility and its ability to cater specific capacity building needs and identify those opportunities, where individual learning can visibly and tangibly contribute to institutional performance improvements.

**In addition, the observations made regarding improvement potential regarding the programme's effectiveness need to be incorporated into the programme strategy.**

These observations motivate the following recommendation.

***Recommendation 5: It is recommended that the programme's strategic framework is overhauled and detailed. This includes the following actions:***

- ***The programme's goals framework should be rendered consistent and reflect all of the programme's intended outcomes and impacts. The set of programme components should be reduced to reflect the main programme activities;***

- ***A coherent and realistic results chain should be developed, linking the programme's intended impact to the programme's activities through a series of well-defined steps of cause and effect;***
- ***Along this results chain, programme components, intermediate objectives, SMART indicators and meaningful milestones should be defined on the activity, output and outcome level;***
- ***This approach should firmly incorporate current best practice in capacity building and specifically prescribe that, with focus on the first two programme components, the programme needs to tightly integrate with – and be responsive to – ongoing development processes on an institutional level. Since it is the responsibility of the programme to select those measures that have maximum promise of impact, the responsibility for these liaison activities lies primarily with the programme as well and should be reflected in the programme's strategy and budget.***

The last part of this recommendation was also reiterated on numerous occasions by interviewees at the Federal Ministry for Economic Cooperation and Development (BMZ), as well as from the German implementing agencies GTZ and KfW. Comments from the relevant divisions at BMZ focused mostly on repeated requests in reaction to the programme's annual progress reports to better coordinate and adapt the programme's activities with those of GTZ and KfW, i.e. firmly embedding and linking the MENA Water Programme's activities with the priorities and activities of German development cooperation. The comments received from the German implementing agencies ranged from strong disappointment about lack of coordination and harmonization of the programme's activities with larger development activities within specific countries to marginalization of the programme and, in one case, to satisfaction with recent coordination activities.

InWEnt staff, in contrast, pointed to a number of fruitless attempts to obtain feedback from those agencies, as well as to the fact that the German embassies in the MENA countries are regularly updated about all capacity building measures in the programme's pipeline in advance.

With some interviewees, this coordination issue appeared somewhat emotionally charged. This may also reflect the situation that, to some extent, GTZ and InWEnt are institutional competitors for the BMZ's funds for capacity building activities. Nevertheless, in the opinion of the author of this report, the coordination and integration of the programmes activities with those of other, German and international development agencies and local, national or regional, organizations or institutions is a responsibility of InWEnt, and not of other, larger, development players. InWEnt needs to integrate its training activities in order to have impact.

## 6.2. Programme management

The MENA Water Programme is managed by a programme manager, who carries the principal oversight and implementation responsibility for the entire programme. Individual measures (or series of measures) are implemented by project managers<sup>82</sup>. In addition, the programme manager implemented a large number of measures herself. Programme and project managers are assisted by administrative staff. The actual delivery of capacity building measures is usually outsourced to consultants or development firms.

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<sup>82</sup> InWEnt differentiates between the term "project manager", referring to staff seniority, and the functional title "Massnahmenverantwortlicher", indicating a person in charge of a measure of the programme.

During the evaluation, interviews were conducted with all project managers, several implementing consultants and administrative employees and, rather intensively, with the programme manager.

Overall, the impression was that of a dedicated team of senior professional capacity building experts with a high degree of commitment to delivering high quality capacity building measures. This most probably explains the high implementation quality of the programmes’ measures observed earlier.

However, a number of areas with improvement potential could also be identified.

**First, management capacity and skills are almost entirely dedicated to implementation of activities and do not focus enough on ensuring impact.** This seems to be caused by a combination of two factors.

On the one hand, as discussed earlier, the programme’s goals and objectives motivate a focus on activities rather than on devoting time and resources for ensuring outcome and impact. This is exacerbated by the fact that, as many other development agencies, InWEnt is managed on the basis of annual budgets. From an administrative point of view, deviations from planned budgets, for example through increased selectivity in the selection of measures, may be unwelcome.

On the other hand, programme staff seems to lack sufficient ex-ante evaluation skills that are critical for planning and organizing capacity building events with the recommended increased focus on outcome-level results.

**Second, the complexity of the programme’s management structure leads to reduced performance.**

The MENA Water Programme is a complex programme. Most capacity building measures are designed at the level of the programme manager and then handed over to a project manager who is charged with detailed planning and implementation with varying degrees of autonomy, ranging from strategic planning to strict execution of existing plans. The MENA Water Programme was implemented by a total of 9 project managers, and the programme manager, who implemented a considerable number of measures herself.

In the opinion of the author of this evaluation, this separation of duties, combined with a lack of time for strategic thinking for the programme manager, leads to a lack of critical examination of the planned measure both in terms of strategic adaptations and in terms of selectivity (i.e. whether likely outcomes justify the measure at all).

The rather large number of individuals with implementation responsibility also renders the interaction with other development agencies and local institutions difficult. The majority of interviewees from GTZ and KfW mentioned that they felt too many people represented the programme or that, for one country, principal contact people seemed to be in constant change. One reason for this is the fact that the programme – being regional in nature – is not organised in a country-by-country fashion as most programmes of other development agencies.

Interviewees from local water sector institutions mostly weren’t aware of the MENA Water Programme as a whole, but rather of single measures and the respective persons in charge, and of InWEnt as an institution. Interviewees from the World Bank gave similar feedback.

These observations give rise to the following recommendations:

***Recommendation 6: It is recommended to simplify the programme’s management structure by reducing the number of responsible managers and by better separating planning and oversight from implementation. Ideally, only one or two individuals should be in charge of identifying specific needs, planning and selecting measures and following up on outcomes for the entire programme.***

***These people should have decision making authority and serve as proactive liaison to other development agencies. In order to be able to deliver this important work, these people should be largely freed of operational implementation duties.***

***Recommendation 7: It is recommended to establish the organizational conditions for an increased managerial focus on outcomes. This includes the following aspects:***

- ***Ensuring that sufficient time and resources are available for identifying specific needs and planning for future outcomes of individual measures;***
- ***Ensuring that budget spending pressure or other institutional constraints do not impede cancellation of such measures that seem not to respond to specific needs or are likely to trigger only little outcomes due to unfavourable local conditions. As one option, this could be achieved by introducing a standardised assessment of likely future outcomes just before the implementation of measures;***
- ***Ensuring that the necessary ex-ante evaluation and planning skills are present on the programme management team, either through training or by assigning a professional with these skills to the team, e.g. from InWEnt’s quality and evaluation unit;***
- ***Ensuring that measures that fall under the current programme categories 1 and 2 are effectively integrated into local development processes, e.g. by organizing annual meetings for specification of local, national and regional capacity building needs with key representatives of German development cooperation and other key stakeholders.***

Regarding the first of these two recommendations, the concentration of outcome-oriented planning and monitoring duties on a small number of individuals would ensure that the recommendations for improved needs identification and higher selectivity to ensure tangible outcomes could be met homogeneously across all programme measures. In addition, clear and efficient contacts would be established for liaison with other agencies, e.g. with the purpose of better integrating individual measures with ongoing development programmes.

### **6.3. Planning, monitoring and evaluation and InWEnt’s PriME system**

Before and during programme implementation, InWEnt has further developed its planning, monitoring and evaluation system PriME. The acronym “PriME” stands for “Programme-integrated Monitoring and Evaluation System”.

Based on interactions with programme management and with InWEnt’s quality and evaluation unit, it is evident that PriME has not been applied to the MENA Water Programme. One year after the programme’s start, a limited effort was made to improve the programme’s goals, objectives, and indicators, the result of which is the goals framework discussed in the third chapter of this report. In line with the findings in this report, the InWEnt evaluation unit considers the present programme goals framework unsatisfactory and not yet in line with PriME standards.

The PriME system itself reflects the needed focus on outcome-level results that is recommended in this evaluation report. For example, an information brochure describes the core elements of PriME as follows:

***Outcome orientation: this is the central starting point for programme development at InWEnt. To record and assess results, we use indicators and plausibility checks.***



*Project Management at InWEnt is based on a uniform planning, monitoring and evaluation cycle (PM+E) for planning, implementing and completing programmes.*

*Within the PM+E cycle, **standardised PriME instruments** are used.*

The same brochure continues:

*InWEnt wants to achieve significant outcomes and promote change competencies on three levels:*

- **Individual:** *to strengthen individual competency.*
- **Organisation:** *to improve the performance capability of businesses, organisations and administrative bodies.*
- **System:** *to improve decision-making capabilities and action at a political level.*

These statements are fully in line with the way forward suggested in this report. This is summarised by the following paragraph that was provided directly by the InWEnt quality and evaluation unit:

*InWEnt programmes are embedded in overarching longer-term objectives (e.g., policy strategies of partner countries, poverty reduction, implementing the Millennium Development Goals).*

*Since external conditions and change factors play a role on this level, it is not possible to set up an unequivocal correlation or causal chain for InWEnt activities (indirect impacts). Consequently, the effects on the impact level and the contribution of InWEnt activities can only be estimated or assessed through a plausibility model. This can either be done within an InWEnt impact analysis or as part of a joint German development evaluation. In InWEnt's terms, the programme objective is on the outcome level. This is where InWEnt has the opportunity to exercise the largest amount of direct influence, e.g., through the selection of partner institutions and participants. The aim is to create short and medium-term effects (intended positive changes) on this level that can be directly linked to InWEnt's services. Similarly, the objectives of the activities are also categorised as outcomes. They are on the level of use by those involved and the transfer of services. Two or three activity objectives lead to the programme objective.*

It seems, however, that much of the PriME-related guidance has remained abstract, at least concerning the programme under investigation. Several reasons may explain this.

First, the capacity or mandate of InWEnt's unit for quality and evaluation is such that no thorough training of – or ongoing assistance to – programme management is possible. The unit does, however, offer some on-demand training. As discussed earlier, programme and project managers possess only limited ex-ante evaluation skills. Therefore, any implementation of the PriME guidelines by the programme management team itself seems difficult. Thorough training of – or ongoing assistance to – programme management which exceed current levels considerably is needed. Due to the limited capacity of the evaluation unit, neither can be provided. During the MENA Water Programme's lifetime, assistance was only provided in form of short interactions on a needs-basis (e.g. when the programme's goals framework was revised in 2005), yielding unsatisfactory results.

Second, even within the PriME-framework or InWEnt's evaluation unit, there seems to exist no general solution to the general problem of how to ensure impact on the outcome level in a complex programme within InWEnt's natural institutional restrictions. While not in the focus of this evaluation, the strategic framework of the follow-up MENA Water Programme that will run from

2008 to 2011 did not seem to address the principal challenges identified in this evaluation or to translate the general PriME objectives into practicable mechanisms yet.

Third, monitoring data is incomplete and unreliable. Throughout this evaluation, coverage and quality of data received from InWEnt has been a serious problem. At an aggregated level, i.e. for the entire programme, fundamental data on the programme’s activities is incomplete or missing. Only through lengthy interviews with all 10 involved project and programme managers, an overview of what activities the programme actually implemented could be generated. Participant information, even at the level of name and institutional affiliation, is often missing or inconsistent across different databases and compared to attendance lists. No comprehensive listing or aggregation of the standardised feedback at the end of courses was available. Little to no monitoring data is available that would indicate results on the organisational or systemic level. Overall, the programme’s monitoring data does not allow reconstruction of the intended results on the personal or organisational levels.

This said, much data seems to exist in the personal folders of managers or consultants that implemented programme measures. Much of the analysis presented in this report is based on – or complemented by – such data. The usefulness of this rather distributed and hard to access information for monitoring purposes remains rather limited, since no reliable aggregation exists.

Based on these observations, the following recommendations are made that complete the set of recommendations made in this evaluation. The first recommendation largely applies previous recommendations in this chapter to InWEnt’s proprietary PriME system.

***Recommendation 8: It is recommended to fully apply and manage the MENA Water Programme according to the PriME system developed by InWEnt during the programme’s lifetime.***

***Recommendation 9: It is recommended that the programme keeps a full record of relevant monitoring data and ensures its completeness and quality. This should, however, not result in a data-collection exercise without purpose. Instead, the selection of data to be collected should reflect the programme’s results chains and its progress indicators and therefore provide the basis for meaningful monitoring of activities, outputs and outcomes.***

## Appendix A: Terms of Reference

InWEnt Quality and Evaluation

**InWEnt gGmbH**

Rural Development, Food and Consumer Protection

Feldafing, September 09, 2008

### **Terms of Reference (ToR) for programme evaluation**

**Water Governance in the MENA region (MENA water programme), ID No. 1204608600**

#### **A. Specification of Services**

##### **0. Preliminary remarks**

InWEnt – Internationale Weiterbildung und Entwicklung gGmbH – Capacity Building International, Germany – stands for the development of human resources and organisations within the framework of international cooperation. InWEnt's services cater to skilled and management staff as well as to decision makers from business, politics, administration and civil societies worldwide. InWEnt cooperates equally with partners from developing, transition and industrialized countries and gets through to approximately 55,000 persons yearly.

##### **1. Subject-matter of the evaluation**

The Division on Environment, Energy and Water has implemented the MENA Water programme between 2005 and 2008 with the following objectives:

###### **1.1. Programme Objectives**

The programme's aim is to support reform processes by improving the efficiency and performance of key actors in the water sector.

The programme objectives are:

- To impart practice-oriented knowledge in the area of water policy, IWRM, water supply and sanitation, rural/agricultural water use and to contribute to its application on site
- To strengthen future change agents and multipliers in the area of methodical competence enabling them to accompany reform processes
- To intensify the regional cooperation and the regional dissemination of good practices
- To continuously assess the existing capacity building within the region and to accordingly adapt the programme
- To enhance public awareness and to sensitise the population in general about water related challenges
- To disseminate lessons learned within the community of practice

###### **1.2. Specific objectives**

- Adapted technologies and approaches have been recognised in new management and planning concepts as well as in sector dialogues
- Multipliers have been implemented specific capacity building measures
- Regional fora have been conducted and have been promoting regional exchange; and in consequence have initiated further regional activities

- Capacity Building needs have been assessed and have been reflected in the annual programme planning
- A programme brochure has been published and the programme has been promoted in the context of national and international conferences
- public awareness activities have been realised
- Outputs and lessons learned have been reflected within Capacity Building approaches of parties involved, within an according article
- A manual on capacity building has been developed

The programme has been implemented in eight countries of the MENA region (Algeria, Egypt, Jordan, Morocco, Palestine, Syria, Tunisia, Yemen), involving about 65 water sector organisations, e.g.:

- Ministry of Water Resources and Irrigation - Egypt
- Regional Centre of Training and Water Studies - Egypt
- Ministry of Water and Irrigation - Jordan
- IUCN - The World Conservation Union - Jordan
- Office National de l'Eau Portable - Morocco
- UNESCO Chair "Water, Women and Decision Power" at the Al Akhawayn University - Morocco
- Wilaya Kenitra - Morocco
- Palestinian Water Authority - Palestine
- Ministry of Housing and Local Construction - Syria
- University Damascus - Syria
- Centre International de Technologies Environnementales Tunis - Tunisia
- Ministry of Water and Environment - Yemen

The regional partner of the programme is the Arab Water Council, based in Cairo - Egypt.

The target group of the programme has consisted of representatives of ministries, authorities, the private sector and NGOs.

The methodical approach of the project assumes that the methodology used in the capacity building measures must be coherent with InWEnt's Capacity Building Concept and didactical guidelines.

The programme consists of six components:

- Professional knowledge
- Methodical competence
- Regional cooperation
- Capacity Needs Assessment, Monitoring + Evaluation
- Public Awareness and Public Relation
- Community of Practices

All in all, 30 capacity building measures have been planned to be realised.

## 2. Reason for and goals of the evaluation

The purpose of the evaluation is to:

- a) evaluate the quality of planning, preparation and implementation of the programme, as well as the results achieved;
- b) estimate and describe the impact and sustainability of the programme in relation to the programme objectives and within the evolution of the MENA region water sector context; and
- c) make recommendations for further planning and design of such programmes by InWEnt.

### 3. Scope and focus of the evaluation

Further topics that should be addressed are:

- Relevance of the programme within the context of reform processes in the water sector of the MENA region
- Relevance of the programme within the context of the evolution of InWEnt's capacity building approach in the aftermath of merger process of InWEnt
- Relevance of the programme design and of its administrative performance
- Effectiveness of the Programme with regard to its objectives
- Assessment of the programme efficiency and sustainability

### 4. Expertise, responsibilities and division of tasks

The evaluation shall be implemented by an evaluation expert. The following skills are necessary to carry out this evaluation:

- practical experience in undertaking evaluations of regional programmes and the corresponding conceptual and methodical knowledge;
- international working experience in the field of evaluation as well as strategy development;
- knowledge of the goals, strategies and programmes of InWEnt, as well as of the policy as well as evaluation requirements of the Federal Ministry for Economic Cooperation and Development;
- specialist knowledge in the water/environment sector, capacity building as well as public sector performance in order to be able to evaluate the feasibility of the programme objectives as well as the quality of the programme results;
- experience in strategic research, change management and intercultural communication to be able to plan and implement suitable strategies for information collection and evaluation;
- knowledge of English; knowledge of French would be an asset.

#### 4.1 Tasks of the evaluator

- To formulate and coordinate specific evaluation questions;
- To develop a methodical approach designed to accommodate the different groups involved;
- To collect primary information using partly standardised questionnaires und guide-aided interviews (telephone interviews, interviews on site);
- In this context, to realise a field trip to selected MENA countries/partners;
- To conduct a desk study and to analyse existing secondary information;
- To evaluate and interpret the information collected as well as information already available;
- To draft an inception as well as a final report, including forward-looking, learning-orientated recommendations for InWEnt regarding the future design of regional programmes;
- To present the results and recommendations to InWEnt.
- To include according feedback in the final report.

A detailed working programme should be proposed by the evaluator and agreed on with InWEnt. Adaptations to the ToR, comments and suggestions are welcome and should be illustrated in detail in an according proposal.

#### 4.2 Participation of InWEnt

- Background knowledge on the field and feedback on the proposed survey design
- Provision of information (internal reports, address lists, etc.)
- Provision of contacts with participants, as well as with partner organisations and its representatives

In order to guarantee close contact between InWEnt and the evaluator, coordination discussions are planned to take place at key times (detailed coordination of the procedure, draft report, presentation of the results, etc.).

#### 5. Information basis

The evaluation shall be largely based on the following sources of information:

- Study of documents for planning, preparation and implementation of the programme
- Study of existing activity reports
- Study of existing InWEnt documents on Capacity Building
- Study of guiding documents of the German Development Cooperation
- Detailed interviews with selected partners and resource persons

Please see InWEnt Prime tool 6.2 (enclosed).

#### 6. Schedule and envisioned structure

Steps	Period	days
<i>Preparatory phase</i>		
1. Detailed coordination of objectives InWEnt 2. Formulation of specific evaluation questions 3. Development of the methodical approach and detailed action plan	October 10 - October 24	5
<i>Inception phase</i>		
1. Desk study 2. Interviews strategic partners and resource persons 3. Drafting of Inception Report 4. Planning regional phase	October 27 - December 19	20
<i>Regional phase</i>		
1. Telephone interviews with programme partners and alumni 2. Field trip (selected MENA countries)	December 4 - January 31, 2009	20
<i>Synthesis phase</i>		
1. Analysis of the information 2. formulation of results and recommendations 3. Preparation of draft report 4. Presentation of the results/recommendations 5. Finalising of the documentation	End of February 2009	10

## 7. Pricing

The performance shall to be offered at a gross fixed price (i.e. incl. any VAT and other payments or charges to be paid by the Contractor), including all costs incurred. Please state the VAT separately.

The Contractor's travel expenses associated with the commission shall not form part of the performance. They shall be refunded separately on request to InWEnt (form) in accordance with the Federal Travel Expenses Act (BRKG), to be submitted at the latest four weeks after the end of the journey.

## 8. Payment methods

All and any payments shall be effected on presentation of an invoice after the services have been rendered. Part payments may be effected as implementation progresses on presentation of an interim invoice. If the agreed performance is not rendered, the Contractor shall have no right to the remuneration. If parts of the performance are not rendered, InWEnt may reduce the remuneration accordingly. In derogation from section 616 of the Civil Code (BGB), no remuneration shall be paid in the event of temporary inability to render the service.

## 9. Scope of the offer

9.1 Offer on the offer form enclosed (Annex )

9.2 List of costs (Annex ) describing clearly the time and personnel needed for the evaluation as estimated by the Contractor to implement the commission, as well as the material costs incurred.

9.3 Profile of provider and references – in particular in relation to the personnel envisioned to render the service – detailing prior experience of evaluation.

## 10. Other agreements

InWEnt may terminate the Agreement with immediate effect if the services or parts thereof cannot be rendered for reasons not within the responsibility of InWEnt. The same shall apply if major elements of the services cannot be rendered for reasons for which the Contractor is responsible. In the event of termination, only the services rendered to date by the Contractor shall be remunerated.

InWEnt shall not assume liability for risks emerging directly or indirectly from implementing the commission.

The fee paid is not taxed. The Contractor shall be personally responsible for undertaking all and any fiscal and other statutory obligations resulting from this payment.

Amendments and additions to the present Agreement shall require to be in writing. In all other respects, the enclosed general InWEnt Terms of Contract shall apply.

## B. General Provisions

### 1. Subcontracting

The Contractor is required to obtain InWEnt's prior written consent before entering into a subcontract, i.e. before entrusting the performance of the contract or parts of it to third parties.

When entering into subcontracts, the Contractor is obliged to name InWEnt as the principal.

In cases of subcontracting, the Contractor may not impose less favourable conditions upon the subcontractor - especially in terms of payment modalities and securities - than those agreed between the Contractor and InWEnt.

With respect to the invitation to tender for subcontracts, the Contractor has to generally ensure an adequate involvement of small and medium-sized enterprises.

*(bei Großaufträgen: The Contractor will strive for an extensive involvement of small and medium-sized enterprises as far as this is compatible with the proper performance of the contract.)*

### 2. Audit, inspection of the use of the remuneration

InWEnt is entitled to request from the Contractor the presentation of the Contractor's accounts and supporting documents and to inspect them, or have them inspected by an agent, with regard to the use of the remuneration. The Contractor has to keep the relevant documents ready for such audits and give all necessary information.

### 3. Written Form

Amendments and supplements to this agreement are valid only if made in writing.

### 4. Offers not considered

If an offer has not been accepted before the period of acceptance expires, the offer has not been considered.

### 5. Severability Clause

Should any provision of this agreement prove to be invalid or incapable of fulfilment, this shall not affect the validity of the remaining provisions.

### 6. Contractual Elements

The General Terms of Contract of InWEnt gGmbH (Annex) form an integral part of the agreement. Moreover, the German Regulations Governing Services (VOL / B) are applicable. In case of contradictions of these contractual elements, they are deemed applicable in the sequence of priority as stated above.

Alexandra Pres  
InWEnt gGmbH  
Responsible Senior Project Manager



## Appendix B: List of interviews conducted

### Interviews by phone:

First Name	Last Name	Home organisation	When interviewed?	Where?
Aliza	Belman Inbal	Tel Aviv University	13.01.2009	Phone
Thomas	Himmelsbach	BGR	10.02.2009	Phone
Ulrike	Haupt	BMZ, division 320	11.02.2009	Phone
Birgit	Krekeler	InWEnt	11.02.2009	Phone
Mr.	Müller	BMZ, division 326	11.02.2009	Phone
Thomas	Petermann	InWEnt	11.02.2009	Phone
Jürgen	Welschhof	KfW	11.02.2009	Phone
Sonja	Nelles	InWEnt	12.02.2009	Phone
Bruno	Schuler	InWEnt	12.02.2009	Phone
Insa Alea	Böhme	Böhme Consulting	13.02.2009	Phone
Hartmut	Gast	InWEnt	13.02.2009	Phone
Klaus	Klennert	InWEnt	13.02.2009	Phone
Thomas	Lutz	Independent consultant	13.02.2009	Phone
Imail	Al-Baz	InWEnt	16.02.2009	Phone
Dieter	Anders	InWEnt	16.02.2009	Phone
Dirk	Effler	former InWEnt	16.02.2009	Phone
Kurt	Hildebrand	KfW	18.02.2009	Phone
Jürgen	Richter	InWEnt	20.02.2009	Phone
Atem	Ramsundersingh	former World Bank Institute, now STB Technologies Pte Ltd	03.03.2009	Phone
Jochen	Renger	GTZ	03.03.2009	Phone
Dr. Irene	Fellmann	German Embassy in Yemen	09.03.2009	Phone
Gisela	Wahlen	BMZ, division 326	09.03.2009	Phone
Hans	Wolter	Independent consultant	10.03.2009	Phone
Annette	Frick	BMZ, division 325	11.03.2009	Phone
Henner	Kirchner	InWEnt	11.03.2009	Phone
Jochen	Regner	GTZ	12.03.2009	Phone

**Face-to-face interviews in Jordan:**

First Name	Last Name	Home organisation	When interviewed?	Where?
Dr. Murad Jabay	Bino	INWRDAM	22.02.2009	Amman, Jordan
Shihab	Al-Beiruti	INWRDAM	22.02.2009	Amman, Jordan
Ziad	Darwish	Jordan Ministry of Water and Irrigation	22.02.2009	Amman, Jordan
Ma'en	Smadi	RSCN	22.02.2009	Amman, Jordan
Adrian	Al Atnom	Azraq Municipality	23.02.2009	Azraq, Jordan
Mony	Al Khateeb	Azraq Farmers' Association	23.02.2009	Azraq, Jordan
Nasir Mokadhi	Al Sanhan	Azraq Municipality	23.02.2009	Azraq, Jordan
Omar Mohammad	Al Shoshan	RSCN	23.02.2009	Azraq, Jordan
Mohammad	Al Shoshan	Tribal judge	23.02.2009	Azraq, Jordan
Barmkina	Asseed	Azraq Municipality Council	23.02.2009	Azraq, Jordan
Othman Dawlat-Mirza	Towbolat	Azraq Municipality	23.02.2009	Azraq, Jordan
Tarek Abul	Hawa	former IUCN	23.02.2009	Field trip to Azraq Oasis, Jordan
Firas	Abd Alhadi	Jordan Insurance Commission	24.02.2009	Amman, Jordan
Mohammad	Al Momani	Jordan Ministry of Water and Irrigation	24.02.2009	Amman, Jordan
Odeh	Al-Jayyousi	IUCN	24.02.2009	Amman, Jordan
Fidaa	Haddad	IUCN	24.02.2009	Amman, Jordan
Hani	Hijazi	Jordan Ministry of Water and Irrigation	24.02.2009	Amman, Jordan
Peter	Laban	IUCN	24.02.2009	Amman, Jordan
Fadi	Shraideh	IUCN	24.02.2009	Amman, Jordan
Ali	Subah	Jordan Ministry of Water and Irrigation	24.02.2009	Amman, Jordan
Abdulla	Naimat	Jordan Ministry of Agriculture	25.02.2009	Amman, Jordan
Ibrahim	Obadah	Jordan Ministry of Water and Irrigation	25.02.2009	Amman, Jordan
Bassam	Saleh	Water Authority of Jordan	25.02.2009	Amman, Jordan
Suhail	Wahsheh	Jordan Valley Authority	25.02.2009	Amman, Jordan
Odeh	Al Meshan	Jordan Badia Research and Development Centre	26.02.2009	Amman, Jordan

Guy	Honoré	GTZ	26.02.2009	Amman, Jordan
Hussein	Shahin	Jordan Ministry of Environment	26.02.2009	Amman, Jordan
Khalidon	Khashman	ACWUA	27.02.2009	Dead Sea, Jordan
Safwat	Abdel Dayem	Arab Water Council	27.02.2009	Dead Sea, Jordan
Asit	Biswas	Third World Centre	27.02.2009	Dead Sea, Jordan
Cecilia	Tortajada	Third World Centre	27.02.2009	Dead Sea, Jordan
Olli	Varis	Helsinki University of Technology	27.02.2009	Dead Sea, Jordan

**Face-to-face interviews in Morocco:**

First Name	Last Name	Home organisation	When interviewed?	Where?
Christoph	Krieger	KfW	09.03.2009	Rabat, Morocco
Najib	Akesbi	NAMTA	25.03.2009	Rabat, Morocco
Samira	Amrani	ONEP	25.03.2009	Rabat, Morocco
Abderrafii	Mardi	ONEP	25.03.2009	Rabat, Morocco
Abdelmajid	Ben Oumrhar	Moroccan Ministry of the Interior	26.03.2009	Rabat, Morocco
Samir	Bensaid	ONEP	26.03.2009	Rabat, Morocco
Christine	Werner	GTZ	26.03.2009	Rabat, Morocco
Omar	Aloui	Agro Concept	27.03.2009	Rabat, Morocco
Nazik	El Yaalaoui	State Secretariat for Water and Environment	27.03.2009	Rabat, Morocco
Hassan	Lamrani	World Bank	27.03.2009	Rabat, Morocco
Abdessalam	Ziyad	State Secretariat for Water and Environment	27.03.2009	Rabat, Morocco

**Face-to-face interviews in Germany:**

<b>First Name</b>	<b>Last Name</b>	<b>Home organisation</b>	<b>When interviewed?</b>	<b>Where?</b>
Andreas	Kuck	GTZ	27.11.2008	Eschborn, Germany
Dörte	Ziegler	GTZ	27.11.2008	Eschborn, Germany
Alexandra	Pres	InWEnt	several meetings	face-to-face and phone
Petra	Kade	InWEnt	several meetings	Phone and face-to-face
Detlef	Virchow	InWEnt	several meetings	Phone and face-to-face

## Appendix C: Survey statistics and remarks on data cleaning

### Partner Forum survey

- Survey invitations were sent out to all Partner Forum participants listed in InWEnt’s ASTRA database for which an email address was available.
- Until the final survey deadline, a total of 34 answers were received, of which 5 anonymous responses were deleted, resulting in the sample of 29 survey respondents for which data is presented in the main report.

### Training survey

- Survey invitations were sent out to all participants listed in InWEnt’s ASTRA database for which email addresses were available and *who did not participate in a Partner Forum*.
- A total of 105 answers were received after extension of the deadline, of which 6 anonymous and, additionally, 4 very incomplete responses were deleted, resulting in the sample of 95 respondents for which data is presented in the main report.
- For some analyses, this respondent group has been sorted according to the capacity building instruments the respondents had participated in. This was done by matching the participant name with the participant listings recorded in InWEnt’s ASTRA database.
- For comparing with the World Bank datasets (see below), the following observations are important:
  - o Regarding participants in long-term trainings, a total of 16 answers were contained in the sample, 13 of which were participants of ILTs held in the course of the MENA Water Program. The remaining 3 long-term training participants could not be unambiguously assigned to one ILT (2 cases) or belonged to a long term training that was not part of the programme. Analyses regarding the ILT instrument are based on the 13 clearly identified ILT participants only.
  - o The remaining 79 respondents all participated in capacity building events of durations in terms of active training days of less than one month.

### Comparison of the training survey conducted for this evaluation with World Bank survey results

In the evaluation report, the results of a survey conducted for this evaluation are compared to the results of a survey conducted by the World Bank Independent Evaluation Group in the course of the Evaluation of the World Bank’s training in the past decade<sup>83</sup>.

For this, a set of identical survey questions was used in the survey conducted for this evaluation. Nevertheless, some important differences exist regarding the survey method and the sample structure that limit the viability of a direct comparison which is only used as one among several indications when synthesizing observations.

The comparability of the data sets is discussed along several dimensions below.

- Survey method

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<sup>83</sup> “Using Training to Build Capacity for Development: An Evaluation of World Bank project-financed and WBI Training”, Washington, World Bank IEG, 2008.

- The World Bank survey data was generated through face-to-face or telephone interviews, while the training survey conducted for this evaluation was conducted online.
- In-person versus other forms of training
  - The author has received a database with a total of 546 raw answers, including in-person, internet and video trainings, and study tours. From these raw answers, only the 384 answers from participants in in-person training courses were considered further.
  - Since no answers were received from the entirely internet-based training courses in the MENA Water Programme, all respondents represent participants in in-person capacity building measures. Therefore, the two datasets are comparable along this dimension.
- Training duration
  - Information regarding the duration of the trainings is provided only for 69% of the 384 responses that are considered. Apart from one exception, all recorded training durations are below 1 month, and mostly around and below 2 weeks. A number of trainings are of short duration, for example just a day. Based on this it is assumed that the World Bank database mostly contains trainings with durations below one month.
  - Regarding the training within the MENA Water Programme, 83% of respondents participated in trainings below one month in duration (counting the active training days) and 17% participated in long-term trainings. This difference regarding the average training durations in the different data sets needs to be kept in mind during analysis.
- Target countries
  - The probably weakest point in comparing the two datasets is the quite different country focus of the two surveys.
  - The World Bank data set contains participants from six countries worldwide: Azerbaijan, Bangladesh, Burkina Faso, Mexico, Nigeria and Tunisia. The training data set for the MENA Water Programme focuses on the MENA region instead.
  - Therefore, the comparative benchmarking results presented are valid only under the assumption that no significant country-specific differences in capacity building performance and of the effects triggered exist. This limitation needs to be kept in mind when interpreting the comparison

## Appendix D: Evolution of objectives and indicators

In this appendix, the evolution of the programme goal, as well as of the six programme modules and their progress indicators is analysed. In order to avoid translation-related uncertainties, the comparison is done on the basis of the original definitions in German language.

The definitions for goals and indicators that are used as a basis for the evaluation are marked in **bold letters**. These correspond to the last available stable legitimate version. Spelling changes or the writing out of abbreviations are not considered relevant changes. The analysis of legitimacy of changes is based on the existence of documentation that states that the funding organisation (the BMZ) explicitly allowed for these changes.

The analysis is based on the comparison of the Goal and indicator descriptions as found in the programme proposal and the progress reports of 2005, 2006 and 2007. For illustration, the corresponding paragraphs from these documents are provided.

### Evolution of the programme goal

As shown below, the programme goals have been changed considerably from the programme proposal to the first progress report in 2005. From 2005 onwards, the programme goals have not changed.

Instead of measuring programme success directly by the development of reform approaches in the region, the new version is more restrictive and focuses on *contributing* to increasing the efficiency of the main actors in the water sector by strengthening the professional competencies of their personnel.

No progress indicators are defined for the programme as a whole.

Version	Goal text
Proposal	Die Entwicklung effizienter Reformansätze für den Wassersektor in der MENA-Region unter Berücksichtigung einer nachhaltigen Bewirtschaftung der Wasserressourcen und Stärkung der Akteure ist eingeleitet.
Progress report 2005	<b>Das Programm trägt zur Effizienzsteigerung der Hauptakteure in den Wassersektoren bei, indem es die Handlungs- und insbesondere Managementkompetenz des Personals stärkt und dieses in der Lage versetzt, kohärente Ansätze zur nachhaltigen Bewirtschaftung der Wasserressource zu entwickeln und umzusetzen, sowie angepasste Technologien der Trinkwasserver- und -entsorgung wie auch Abwasserbehandlung und -entsorgung einzusetzen und stabile institutionelle Rahmenbedingungen als Voraussetzung für einen dynamischen regionalen Entwicklungsprozess in der MENA-Region zu etablieren.</b>
Progress report 2006	<b>Das Programm trägt zur Effizienzsteigerung der Hauptakteure in den Wassersektoren bei, indem es die Handlungs- und insbesondere Managementkompetenz des Personals stärkt und dieses in die Lage versetzt, kohärente Ansätze zur nachhaltigen Bewirtschaftung der Wasserressourcen zu entwickeln und umzusetzen, sowie angepasste Technologien der Trinkwasserver- und -entsorgung wie auch Abwasserbehandlung und -entsorgung einzusetzen und stabile institutionelle Rahmenbedingungen als Voraussetzung für einen dynamischen regionalen Entwicklungsprozess in der MENA-Region zu etablieren.</b>
Progress report 2007	<b>Das Programm trägt zur Effizienzsteigerung der Hauptakteure in den Wassersektoren bei, indem es die Handlungs- und insbesondere Managementkompetenz des Personals stärkt und dieses in der Lage versetzt, kohärente Ansätze zur nachhaltigen Bewirtschaftung der Wasserressource zu entwickeln und umzusetzen, sowie angepasste Technologien der Trinkwasserver- und -entsorgung wie auch Abwasserbehandlung und -entsorgung einzusetzen und stabile institutionelle Rahmenbedingungen als Voraussetzung für einen dynamischen regionalen Entwicklungsprozess in der MENA-Region zu etablieren.</b>

### Evolution of the objectives of component 1 (professional knowledge) and the related indicators

The objectives of component 1 has remained similar over the whole programme lifetime, but have been reworded and further specified in 2005 by explicitly referring to the intended outcomes of making contributions towards an integrated view of the resource as well as to an improvement of management processes.

The programme proposal does not define progress indicators for this component. The following two qualitative outcome-level indicators are introduced from 2005 onwards:

- Volume and quality of consideration of adapted technologies in new management concepts;
- Existence or design of the internal cross-sector dialogue.

Version	Description of the component objective
Proposal	Die TN verfügen über ein praxisorientiertes Wissen in den Themenbereichen Politik- und Reformansätze, IWRM, Siedlungswasserwirtschaft, ländliche und landwirtschaftliche Wassernutzung.  Die TN wenden dieses Wissen in ihrem Berufsalltag an.
Progress report 2005	<b>Praxisorientiertes Wissen in den Themenbereichen Wasserpolitik, IWRM, Siedlungswasserwirtschaft, ländliche/landwirtschaftliche Wassernutzung ist vermittelt und trägt durch entsprechende Anwendung im Berufsalltag zu einer integrierten Betrachtung der Ressource sowie eine Verbesserung von Managementprozessen bei.</b>
Progress report 2006	<b>Praxisorientiertes Wissen in den Themenbereichen Wasserpolitik, Integriertes Wasserressourcen-Management (IWRM), Siedlungswasserwirtschaft, ländliche/landwirtschaftliche Wassernutzung ist vermittelt und trägt durch entsprechende Anwendung im Berufsalltag zu einer integrierten Betrachtung der Ressource sowie einer Verbesserung von Managementprozessen bei.</b>
Progress report 2007	<b>Praxisorientiertes Wissen in den Themenbereichen Wasserpolitik, Integriertes Wasserressourcen-management (IWRM), Siedlungswasserwirtschaft und ländliche/landwirtschaftliche Wassernutzung ist vermittelt und trägt durch entsprechende Anwendung im Berufsalltag zu einer integrierten Betrachtung der Ressource sowie einer Verbesserung von Managementprozessen bei.</b>

Version	Description of the component progress indicator
Proposal	-
Progress report 2005	<b>Umfang und Qualität der Berücksichtigung angepasster Technologien in neuen Managementkonzepten sowie Gestaltung des internen Sektordialogs</b>
Progress report 2006	<b>Umfang und Qualität der Berücksichtigung angepasster Technologien in neuen Managementkonzepten sowie Gestaltung des internen Sektordialogs</b>
Progress report 2007	<b>Umfang und Qualität der Berücksichtigung angepasster Technologien in neuen Managementkonzepten sowie Gestaltung des internen Sektordialogs</b>

### Evolution of the objectives of component 2 (methodical knowledge) and the related indicators

The objectives of component 2 have been adapted in 2005, slightly reducing the scope of the first objective: originally, the objective was that participants would fulfil a change function in their organisation. This has been adapted to *enabling* the participants to fulfil such a function. The second objective regarding selected participants acting as methodical multipliers has remained unchanged.



From 2005 onwards, two outcome-level indicators have been introduced, one being quantitative and one being qualitative in nature:

- Number of capacity-building measures conducted *by the multipliers*;
- Quality of these measures.

Version	Description of the component objective
Proposal	Die TN erfüllen die Funktion eines change agent in ihrer Organisation und treiben Entwicklungs- und Veränderungsprozesse voran Ausgewählte TN fungieren als methodische Multiplikatoren und verbreiten Fach- wie Methodenwissen in ihrem Heimatland
Progress report 2005	<b>TeilnehmerInnen werden in die Lage versetzt, in ihrer Funktion als change agent zu agieren und Entwicklungs- und Veränderungsprozesse entsprechend voranzutreiben. Ausgewählte TeilnehmerInnen fungieren als methodische Multiplikatoren und verbreiten Fach- wie Methodenwissen in der Region.</b>
Progress report 2006	<b>TeilnehmerInnen werden in die Lage versetzt, in ihrer Funktion als change agent zu agieren und Entwicklungs- und Veränderungsprozesse entsprechend voranzutreiben. Ausgewählte TeilnehmerInnen fungieren als methodische Multiplikatoren und verbreiten Fach- wie Methodenwissen in der Region.</b>
Progress report 2007	<b>Teilnehmer/innen werden in die Lage versetzt, in ihrer Funktion als change agent zu agieren und Entwicklungs- und Veränderungsprozesse entsprechend voranzutreiben. Ausgewählte Teilnehmer/innen fungieren als methodische Multiplikator/innen und verbreiten Fach- wie Methodenwissen in der Region.</b>

Version	Description of the component progress indicator
Proposal	-
Progress report 2005	<b>Anzahl und Qualität der von den Multiplikatoren durchgeführten Capacity Building Maßnahmen (mindestens zwölf)</b>
Progress report 2006	<b>Anzahl und Qualität der von den Multiplikatoren durchgeführten Capacity Building Maßnahmen (mindestens zwölf)</b>
Progress report 2007	<b>Anzahl und Qualität der von den Multiplikator/innen durchgeführten Capacity Building Maßnahmen (mindestens zwölf)</b>

### Evolution of the objective of component 3 (regional cooperation) and the related indicators

The objectives of component 3 have been adapted in 2005, intensifying the focus on outcomes: while the programme proposal defined regional cooperation and exchange of experience as objective, the progress report in 2005 (and the reports thereafter) goes one step further and sets the objective of *making a contribution to proliferating regional reform approaches* on the basis of an intensified regional cooperation.

From 2005 onwards, two quantitative output-level indicators are defined:

- Number of regional for a with a target of not more than four for the programme lifetime;
- Number of initiated activities that foster regional exchange of experience with a minimum target of four.

Version	Description of the component objective
Proposal	Die TN treiben die regionale Kooperation kontinuierlich voran und tauschen Erfahrungen zu aktuellen Wasserthemen und Reformprozessen aus.

Progress report 2005	<b>Die Intensivierung der regionalen Kooperation trägt zur Verbreitung regionaler Reformansätze bei.</b>
Progress report 2006	<b>Die Intensivierung der regionalen Kooperation trägt zur Verbreitung regionaler Reformansätze bei.</b>
Progress report 2007	<b>Die Intensivierung der regionalen Kooperation trägt zur Verbreitung regionaler Reformansätze bei.</b>

Version	Description of the component progress indicator
Proposal	-
Progress report 2005	<b>Anzahl der regionalen Foren (maximal vier) und initiierte Aktivitäten, die einen regionalen Erfahrungsaustausch fördern (minimal vier)</b>
Progress report 2006	<b>Anzahl der regionalen Foren (maximal vier) und initiierte Aktivitäten, die einen regionalen Erfahrungsaustausch fördern (minimal vier)</b>
Progress report 2007	<b>Anzahl der regionalen Foren (maximal vier) und initiierte Aktivitäten, die einen regionalen Erfahrungsaustausch fördern (minimal vier)</b>

#### Evolution of the objectives of component 4 (needs assessment) and related indicators

The objectives of component 4 have been adapted in 2007, resulting in a stronger outcome-focus and higher specificity. While the programme proposal defines as objective for this component to track training needs continuously and this need having effect in adapting training measures, the progress report in 2007 defines the objective as the *programme design being continuously adapted to current needs* and, additionally, asks for embedding the programme in ongoing reform processes and new sector development trends.

From 2007 onwards, a quantitative output-level and a qualitative input-level progress indicator have been defined for component 4:

- Number of needs assessment studies with a target of not more than 3 for the programme lifetime;
- Corresponding adaptation of planning of measures in subsequent years.

Version	Description of the component objective
Proposal	Der aktuelle Trainingsbedarf ist kontinuierlich erfasst und findet seinen Niederschlag in der Anpassung der Trainingsmaßnahmen.
Progress report 2005	(no reporting on this component)
Progress report 2006	(no reporting on this component)
Progress report 2007	<b>Die Ausgestaltung des Programms richtet sich kontinuierlich an dem aktuellen Bedarf in den Partnerländern aus und berücksichtigt voranschreitende Reformprozesse sowie neue Tendenzen der Entwicklung der einzelnen Sektoren.</b>

Version	Description of the component progress indicator
Proposal	-
Progress report 2005	(no reporting on this component)
Progress report	(no reporting on this component)

2006	
Progress report 2007	<b>Anzahl der Studien zur Bedarfserfassung und entsprechende Anpassung der Maßnahmenplanung in Folgejahren (maximal drei Studien)</b>

### Evolution of the objectives of component 5 (public relation and public awareness)

The objectives of component 5 have been adapted in 2005. While the programme proposal defined as objective for this component that a general public be sensitised and informed about water sector issues, the progress reports from 2005 onwards define the same target group and maintain the objective of sensitizing this group about water sector issues but restrict information content to the measures of German development cooperation in the capacity-building field.

Three quantitative output-level progress indicators have been introduced in 2005:

- Production of one programme brochure;
- Number of conferences programme staff participated in with a minimum target of 8 for the programme lifetime;
- Number of public awareness capacity building measures with a minimum target of 2 for the programme lifetime.

Version	Description of the component objective
Proposal	Eine breite Öffentlichkeit im In- und Ausland ist für Problemfelder im Wassersektor sensibilisiert und entsprechend informiert.
Progress report 2005	<b>Eine breite Öffentlichkeit im In- und Ausland ist für Problemfelder im Wassersektor sensibilisiert und über entsprechende Maßnahmen der deutsche EZ im Capacity Building Bereich informiert.</b>
Progress report 2006	<b>Eine breite Öffentlichkeit im In- und Ausland ist für Problemfelder im Wassersektor sensibilisiert und über entsprechende Maßnahmen der deutsche EZ im Capacity Building Bereich informiert.</b>
Progress report 2007	<b>Eine breite Öffentlichkeit im In- und Ausland ist für Problemfelder im Wassersektor sensibilisiert und über entsprechende Maßnahmen der deutsche EZ im Capacity Building Bereich informiert.</b>

Version	Description of the component progress indicator
Proposal	-
Progress report 2005	<b>Erstellung Programmbroschüre (eine Broschüre), Anzahl Teilnahme Konferenzen (mindestens acht Konferenzen), Anzahl Public Awareness Capacity Building Maßnahmen (mindestens zwei)</b>
Progress report 2006	<b>Erstellung Programmbroschüre (eine Broschüre), Anzahl Teilnahme Konferenzen (mindestens acht Konferenzen), Anzahl Public Awareness Capacity Building Maßnahmen (mindestens zwei)</b>
Progress report 2007	<b>Erstellung Programmbroschüre (eine Broschüre), Anzahl Teilnahme Konferenzen (mindestens acht Konferenzen), Anzahl Public Awareness Capacity Building Maßnahmen (mindestens zwei)</b>

### Evolution of the objectives of component 6 (best practice) and of related indicators

The objectives of component 6 have been adapted in 2005. While the programme proposal defined the objective of this component entirely by production of manuals that provide the basis for further

programme planning, the progress reports 2005 and 2007 define the objectives as results and lessons learned being available to and being used by international, bilateral and regional actors for informing their own capacity-building programmes and approaches.

Progress indicators for component 6 have changed several times.

The programme proposal defined a quantitative output-level indicator (publication of a professional article) as part of the definition of the component objective.

This indicator was replaced in 2005 by two different quantitative, output- and input-level indicators (production of a manual and of a dissemination strategy).

From 2005 onwards, three progress indicators were introduced: two quantitative output-level and one qualitative, outcome-level.

- Production of a manual;
- Production of an article;
- Consideration of results and lessons learned in the capacity-building approaches of the actors.

Version	Description of the component objective
Proposal	Je ein Manual Fachkompetenz, Methodenkompetenz und Regionale Kooperation + Öffentlichkeitsarbeit/Bewusstseinsbildung ist erstellt und bietet die Grundlage für die weitere Programmplanung.  Ein Fachartikel ist publiziert und fasst die Ergebnisse des Projektes zusammen.
Progress report 2005	<b>Ergebnisse und lessons learned des Programmes stehen internationalen, bilateralen und regionalen Akteuren zur Verfügung und dienen diesen zur Reflektion ihrer Capacity Building Programme und Ansätze.</b>
Progress report 2006	(no reporting on this component)
Progress report 2007	<b>Ergebnisse und lessons learned des Programms stehen internationalen, bilateralen und regionalen Akteuren zur Verfügung und dienen diesen zur Reflektion ihrer Capacity Building Programme und Ansätze.</b>

Version	Description of the component progress indicator
Proposal	-
Progress report 2005	Umfang und Qualität der Berücksichtigung der Ergebnisse und lessons learned in den Capacity-Building-Ansätzen der Akteure.
Progress report 2006	(no reporting on this component)
Progress report 2007	<b>Berücksichtigung der Ergebnisse und lessons learned in den Capacity-Building-Ansätzen der Akteure, Erstellung eines Manuals und eines Artikels.</b>

## Appendix E: Detailed overview over programme activities

Figure C1 lists the larger-scale activities, while figure C2 provides an overview over other activities within the program.

Figure C1. Programme activities with budget share above 3%.

Name of activity	Current share of programme expenditures	Programme component	Description	InWEnt programme coding (last 4 digits)
International Leadership Trainings (ILT)	40,6%	1,2	Total of three 2 year training programmes, each consisting of 1 year intense training in Germany and local preparation and post-processing	
Partner Fora	13,1%	3	Three regional high-level meetings of about 1 week each	
Water Dialogues	8,6%	1	Succession of stakeholder dialogue and coaching events in two specific locations in the MENA region	
Dialogue and Training on Wastewater Reuse	5,3%	1	Dialogue seminars in Egypt and Tunisia, regional training courses in Jordan and Morocco, national training course in Morocco	
Train the Trainer Programme with IFAD	4,3%	2	Several training events (some with component in Germany) in cooperation with (and as part of) the Near East and North Africa Management Training in Agriculture (NEMTA, NAMTA)	
Water Sector Management Trainings	3,8%	1	Series of two national trainings on water sector management for Yemenite participants: first training in Egypt (only for Yemenite participants), second training in Yemen (two locations), followed by a coaching event. A planned third training was cancelled	
Public Awareness Trainings	3,4%	2	Series of three trainings on public awareness methodology, plus begin of creation of a regional community	
IWRM Trainings	3,4%	1	Two regional trainings (Maghreb, Mashrek) on IWRM	

Figure C2. Programme activities with budget share below 3%.

Name of activity	Current share of programme expenditures	Programme component	Description	InWEnt programme coding (last 4 digits)
Reviews	2,8%	2,4	Two training needs assessments, co-financing of two more general studies, this evaluation	
Change Management Trainings	2,0%	2	Two regional change management trainings (Maghreb, Mashrek), one regional change management workshop	
Applied research and consulting methods	2,0%	2	Participants funding for one-year research course for Moroccans and Algerians in France/Netherlands (ICRA/Wageningen)	
MENA	1,6%	5	Development and maintenance of MENA Water	

Website			Portal	
Leadership Management Training Egypt	1,2%	2	Six national training courses on leadership management in Egypt	
Sanitation training	1,0%	1	Web-based training on sanitation	
Institution Building Morocco	1,0%	1	Technical assistance provided on request of EIB for a planned investment project in Morocco that was canceled later on	
Side event at World Water Forum	1,0%	3	Supporting side event on MENA at World Water Forum 2006 in Mexico – support of the newly founded Arab Water Council	
Moderation and Mediation Trainings	1,0%	2	Regional training on moderation and mediation to accompany and facilitate stakeholder processes in rural areas (Maghreb, Mashrek)	
Blended learning course on change management	0,5%	2		
Women and Water Management	0,4%	1	Workshop on women in water management, co-financed with WBI	
Conference, Syria	0,4%	1	Conference event in Syria, also including several ILT trainees	
Rural Water	0,4%	1	Web-based training course on IWRM in rural areas, cooperation with WBI	
Sector reform rural water management	0,3%	1	Web-based training course on decentralization and reform approaches, cooperation with WBI	
Quality Management	0,3%	1	Training course on quality management and work security for technicians in Palestine	
Study Trip	0,3%	1	Study trip for Syrian officials to Germany, focus on decentralised wastewater management	
Beyond 2020	0,2%	1	Contribution to workshop "Beyond 2020" in Zaragoza, Spain	
M&E	0,0%	2	Training course on impact-oriented Monitoring and Evaluation in Yemen (likely to no be fully booked)	
Other travel	1,1%	5	Travel expenses, e.g. conference visits etc.	

## Appendix F: ILT design

In its version of August 2006, the ILT guideline concept paper describes the training as an instrument that is useful if results chains can be constructed that lead to sustainable process changes. The ILT target group is to be selected according to its ability to reach concrete pre-defined objectives on the basis of a compact know-how-input.

**Planning phase.** According to this concept, ILTs are to be used when needed to create impact. During the planning stage, a careful analysis of the prospective partner organisations (that will provide the ILT participants) is to be conducted, comprising the relevance of their mandates, their continued strategic importance, experiences from past cooperation with German development cooperation, prospective organisational risk analysis, relevance of the target units within the partner organisations, specific needs in terms of competences, and abilities to sign a binding agreement regarding the ILT transfer projects.

It is mentioned that this assessment is rather difficult if there are no prior experiences with the partner organisation.

**Preparation phase.** During the six month preparation phase, potential participants are trained in order to attain the minimum level of proficiency in German<sup>84</sup> and to harmonise professional knowledge levels within the ILT group. During this phase, final participants are selected according to personal, linguistic and health. For each selected participant, a "transfer project" is agreed-upon. It is planned that these transfer projects are to be implemented after the return of the participant from the training in Germany. It is suggested to conclude written agreements with the partner organisations (and with potential other partners) regarding these projects.

It is mentioned that the obligatory linguistic preparation has posed a considerable challenge, since often internet-based courses have to be used to substitute in-person language courses. It is also warned that if the ILT group's knowledge of the German language is below the required level, that thematic modules and practical work needs to be reduced in order to accommodate additional language course modules.

**Training phase.** The training phase in Germany is the core element of the ILT. It consists of a series of standard and programme-specific modules as summarised in figure 5i.

*Figure 5i. Structure of the ILT training phase in Germany (according to the InWEnt ILT concept of August 2006).*

Timeline in months	Module name	Goal of module	Standard or programme-specific?	Duration
1	Introductory module	Administrative and organisational support of participants, introduction to Germany, introduction to foundations of the ILT	Standard	14 days
1-3	Language course:	Proficiency level B1	Standard	2.5

<sup>84</sup> Required level: German as foreign language A1.

	general German			months
4	Language course: technical language	Good technical language proficiency	Programme-specific	1 month
5	International Management Competence: module 1	Work techniques and communication at the work place	Standard	1 week
5-7	Thematic course	Depending on program	Programme-specific	Max. 3 months
8	International Management Competence: module 2	Management of change and improvements in modern businesses	Standard	1 week
8-11	Internship	Depending on program	Programme-specific	4 months
12	International Management Competence: module 3	Management of change projects in organisations	Standard	1 week
12	Closing module	Day of interaction with German politicians, Alumni networking, feedback on ILT	Standard	1 week

Overall, approximately 33% of the 12 month phase of presence in Germany is devoted to a programme-specific internship, about 30% to language courses, up to 25% to programme-specific thematic courses, about 6% to standardised International Management competence courses as well as another 6% to introductory and concluding events.

**Transfer phase.** After the training phase in Germany, the transfer project that was designed in the preparation phase and further detailed during the preparation and training phase into a concrete transfer project plan should be implemented.

It is mentioned that the continued agreement of the partner organisation to implement the transfer projects after the training participants return may pose a project risk. As concrete challenges that may hinder the successful implementation of a transfer project, the 2006 ILT concept paper cites the following issues:

- Change of job of the training participant;
- Change of supervisor of the participant;
- Unsuccessful attempts regarding co-financing;
- Opposition in the participant's organisation.