

Framework Concept for the Personnel Development in the Urban Water and Sanitation Sector in Yemen

Volume 1

Manual for Implementing the Strategic Guiding Principles



Learning as a lifelong process: The one who has learned to learn will be able to learn even more

April 2009

Manual
for
the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ)

Yemen

Manual for Implementing the Strategic Guiding Principles

April 2009

Authors:

Husni Olama
Alan Sutton
Khaled Zaid
Peter Herrmann (editing)

Table of Contents

Introduction.....	1
PART A - Challenges and Objectives of Human Resources Development in the Water Sector	6
A 1 The Challenges of the Yemeni Context	6
A 1.1 The Problems of the Water Sector.....	6
A 1.2 Particular Characteristics of Water and Sanitation Utilities	6
A 1.3 The Challenge for the Development of Human Resources	9
A 1.4 Weaknesses and Threats of the Human Resources.....	10
A 1.5 Legal Framework for Human Resources in the Urban Water and Sanitation Sector	10
A 2 Perception of HRD	19
A 3 Purpose and Objectives of the Human Resources Development Strategy and Manual.....	21
A 3.1 The Strategy.....	21
A 3.2 Target Group and Stakeholders of the HRD Strategy Manual.....	23
A 3.3 From Framework Concept to Strategy Manual	24
A 4 Objective, Values, Vision and Mission	26
PART B - Guiding Principles of the HRD Strategy (elaborated)	27
1. Guiding Principle No. 1: Clear Responsibilities.....	27
B 1.1 General Aspects of Institutionalizing HRD.....	27
B 1.2 The Role of the HR Department	29
B 1.3 The Role of the HRD Officer(s).....	30
B 1.4 The Importance of Job Descriptions.....	30

2.	Guiding Principle No. 2: Sufficient Budgets	32
	B 2.1 Human Resources Need Investment	32
	B 2.2 Reliance on Skills Development Fund	33
3.	Guiding Principle No. 3: Demand-related Roles, Functions and Mandate and based on Staff Appraisals	34
	B 3.1 Demand Orientation.....	34
	B 3.2 Mandate, Roles and Functions as Determining Factors for Demand.....	34
	B 3.3 Typical Prototype Structures	36
	B 3.4 Staffing Structure	37
	B 3.5 Review and Adjustment of Staff Structure	41
	B 3.6 Staff Appraisals for Determining Demand for Qualification	42
	B 3.7 Schemes for Staff Appraisal	43
4.	Guiding Principle No. 4: Annual Training Plans	45
	B 4.1 Planning Training Activities.....	45
	B 4.2 Prioritizing Subjects.....	45
5.	Guiding Principle No. 5: Forecasts for Human Resources Requirements	46
	B 5.1 Changing Demands for Human Resources	46
	B 5.2 Restructuring as Opportunity for Re-staffing	46
B 6	Guiding Principle No. 6: Career Development.....	48
	B 6.1 What is Career Development?	48
	B 6.2 Importance of Career Development	48
	B 6.3 Promotion Opportunities.....	49
B 7	Guiding Principle No. 7: Modes of Knowledge and Skills Transfer	51
	B 7.1 Knowledge Transfer.....	51
	B 7.2 Skills Transfer	53
	B 7.3 National Opportunities for Knowledge and Skills Transfer	54
	B 7.4 Regional and International Opportunities for Knowledge and Skills Transfer	54
	B 7.5 Options for Enhancing Attitude and Behaviour	55
B 8	Guiding Principle No. 8: Staff Incentive Schemes	56

B 9 Guiding Principle No. 9: Transparent Recruitment Procedures.....	56
B 9.1 Essential Aspects for Recruitment.....	56
B 9.2 Reliance on Job Profiles and Descriptions	57
B 9.3 Recruitment Procedures	57
B 9.4 Recruitment & Selection.....	58
B 10 Guiding Principle No. 10: Sector-specific Terms of Employment	61
PART C - Stakeholders, Priorities and Priority Actions of HRD	62
C 1 Stakeholders and Priority Actions of HRD.....	62
C 2 Priorities for Action.....	64
C 2.1 Institutionalising HRD: Creating Clear Responsibility for Human Resources (GP 1).....	65
C 2.2 Establishing Systems for Planning the Demand Oriented Development of Human Resources (GP 3)	65
C 2.3 Provision of Financial Resources for Implementing Training/HRD Plan (GP 2, GP 4).....	66
C 2.4 Improving Forecast and Recruitment System (GP 5, GP 9).....	67
C 2.5 Enhancing Motivation through Incentive Systems (GP 8)	68
C 2.6 Concentration on Priority Topics in Training (GP 7)	69
C 2.7 Development of Sector Specific Terms of Employment (GP10).....	71
C 2.8 Development of National pre- and in-service Qualification Capacities (GP 7).....	72
C 2.9 Enhancing Career Development (GP 6).....	74
C 2.10 Integration of Health and Safety Aspects	75

PART D - Annexes

Annex 1:	Template of Sample Job Description
Annex 2:	Sample Job Description for Human Resources Officer/Manager
Annex 3:	Sample Training Plan
Annex 4:	Literature
Annex 5:	Glossary
Annex 6:	Abbreviations

Foreword

This Manual has been developed over a period of more than one year in close cooperation with the stakeholders of the water and sanitation sector in Yemen in response to the objective of designing a framework concept for Personnel Development. It will provide guidance to the management of water and sanitation utilities, policy makers and technical as well as financial cooperation agencies for adopting a holistic understanding of personnel development.

Supplementary documents shall be developed in due course to give further guidance on particular areas like staff appraisals, incentives schemes, terms of service etc.

Apart from the authors involved in drafting the text of this manual special gratitude is also given to the colleagues at GOPA Headquarters in Bad Homburg, Mr. Martin Eiling, Director Infrastructure Development, Mr. Guenter Rudolf and Ms. Sylvia Konheiser for their assistance in finalizing the document in a coherent and presentable form.

Furthermore, most valuable comments and suggestions on the zero draft were made by Mr. Gerhard Arnold of GOPA, Mr. Mohammad Al Saleem, HRD Adviser seconded by Engicon, and Mr. Jochen Renger, the Programme Coordinator of the Yemeni-German Water Program, who has been a staunch supporter of a holistic approach to Human Resources Development in the Yemeni water sector.

Dr. Peter Herrmann
Team Leader
Personnel Development Component
Yemeni German Water Sector Programme

Introduction

This strategy manual has been compiled to provide guidance and direction for managers and human resources personnel in the urban water sector. This sector comprises the local corporations, autonomous utilities and branches, NWSA, training providers, the Personnel Development Unit of MWE, the MWE in general as well as institutions that provide funding for human resources development, in particular training in the water sector. The main purpose of the manual is to make a contribution to improving the human resources in the water sector. Ultimately it aims at enhancing the performance of water supply and sanitation corporations.

This Manual for Implementing the Strategic Guiding Principles comprises four main sections:

- A. Challenges and objectives of human resources development in the water sector, describing the background;
- B. Guiding principles (ten) reflecting the core elements of the HRD strategy; these Guiding Principles are elaborated in detail in order to provide guidance on their implementation;
- C. Stakeholders and priority actions of HRD as a kind of action plan; and
- D. Annexes (essential).

The backbone of this manual is the ten guiding principles indicating the path to overcoming the existing shortage of qualified human resources as stated in the National Water Sector Strategy and Investment Programme (NWSSIP).

This manual is the result of a yearlong process and dialogue with relevant stakeholders for designing a *framework concept for the development of the Human Resources* in the urban water sector. Early foundations were laid by the external consultant, Mr. Teddi Sander, who provided clarification about the approach and terminology, the legal framework, the variety of stakeholders, relevant instruments and the importance of a coordinating unit. He also drafted a first outline for a *framework concept* with a roadmap determining the subsequent steps.

In order to define qualitative core elements of a tailor-made strategy for the particular conditions of Yemen's urban water sector, ten guiding principles were developed and discussed with relevant stakeholders on 13th November 2007. In the ensuing process, these guiding principles were amended and adopted in the workshop on 22nd April 2008. They form the basis of the strategy.

The main steps so far were as follows:

Step 1: March/April 2007
Consultancy of Mr. T. Sander: Jump starting the process of developing framework concept for an HRD strategy

Step 2: April 15 2007:
1. Stakeholder Workshop to discuss jump starting process

Step 3: June 2007
Consultancy of Mr. T. Sander: Outlining components for framework concept, describing legal framework, mission and vision, roadmap

Step 4: June 10 2007
SWOT Workshop with stakeholders to reflect situation

Step 5: October 2007:
Drafting guiding principles of HRD Strategy as qualitative elements

Step 6: November 13 2007;
Stakeholder workshop to discuss guiding principles to form backbone of HRD strategy

Step 7; December 2007:
Revising guiding principles

Step 8: January-April 2008:
Drafting Manual to explain guiding principles and propose priority action, external advice by Mr. Alan Sutton on international good practice

Step 9: April 22 2008:
Stakeholder Workshop to discuss priority action

Step 10: May 2008
Presentation of Zero draft of Strategy Manual

Step 11: December 2008 until April 2009
Revision of Zero draft and finalising Strategy Manual

For practical reasons and for providing detailed and practical guidance to the water corporations, the team of the Personnel Development Component of the GTZ-supported Water Programme opted for developing a manual complementing the Strategic Guiding Principles. The result can be considered as a synthesis of international experience and good practice, with first-hand information on the ground.

The ultimate objective of the HRD strategy as reflected in the guiding principles is:

Overcoming the existing shortage of qualified human resources in the water and sanitation sector in order to improve the water and sanitation services in line with an increasing demand and the management of scarce water resources.

The guiding principles for HRD form the backbone of this manual and are as follows:

1. **Clear responsibilities** for the development of human resources are established in all Local Corporations and utilities. The responsibilities will be reflected in clear job profiles/descriptions for HRD officers.
2. **Sufficient budgets** will be allocated by all Local Corporations and utilities for the development of their human resources.
3. The **demand** for the development of human resources will be **related to the roles, functions and mandate of the Local Corporations/utilities** and their departments/sections. It will also be adjusted to any institutional development in line with the still ongoing decentralisation process. The demand for training will be **based on regular staff appraisals**. The existing staff ap-

praisal systems will be enhanced to the benefit of the utilities and the career development of the staff.

4. **Annual training plans** will be compiled by every Local Corporation and utility indicating demand based training activities.
5. **Forecasts for human resources requirements** (professional entry qualifications and further qualification) and long-term plans will be prepared by Local Corporations and utilities, e.g. to include new lines of services like sewerage collection and wastewater treatment. The forecasts will take into consideration new challenges and functions of utilities as a result of the decentralisation process.
6. Emphasis will be given to **career development** of the individual human resources to enhance motivation and for retaining qualified staff.
7. For **knowledge and skills transfer**, all available options and systems will be exploited. Available national long- and short-term training opportunities (programmes and courses) will be utilised to a maximum. Their further development and expansion will be supported in order to create sustainable growth of national capacities. External (foreign) training opportunities will be utilised to overcome gaps and shortages of national opportunities and in particular for training intermediaries and multipliers.
8. **Staff incentive schemes** will be based on actual performance (see also Rada'a principle No. 5).
9. **For recruitment of staff, the transparency of procedures will be increased;** the appointment of new staff will be ensured on the basis of qualifications and merits in accordance with the particular requirements laid down in job profiles/descriptions for positions to be filled.
10. **Sector-specific terms of employment** will be gradually developed in order to attract and retain qualified staff and to increase their motivation.



The “Holistic Cake” shows how the 10 Strategic Principles cover the most relevant areas of intervention. But it also indicates that there are other elements and areas like “Occupational Safety and Health and “Gender/Equal Opportunities” that need to be considered.

PART A - Challenges and Objectives of Human Resources Development in the Water Sector

"From water we made every living thing"
(Holy Quran, Al-Anbia Chapter, Verse 30)

This part describes the challenges of the Yemeni water sector and the human resources employed by Urban Water and Sanitation Utilities in particular.

A 1 The Challenges of the Yemeni Context

A 1.1 The Problems of the Water Sector

"Yemen is facing one of the most complex development problems and its most serious challenge, namely the problem of water resources scarcity and over-exploited aquifers. As a result, the water shortage is worsening one year after another, aggravated by the continued imbalance between annual recharge and the growing water demand. This has led to the alarming depletion of groundwater in a number of basins (Sana'a, Amran, Sa'adah, Rada'a, Rasyan, Tihama, Abyan and Tuban as stated in the NWSSIP 2005-2009).

It is estimated that 32% of the population has access to public drinking water systems and 21% has access to public sanitation networks" (NWSSIP 2005 – 2009).

The average water consumption per head per day was 58.5 litres in 2006 according to the PIIS (Performance Indicator Information System) Report 2006.

Further, it is important to note that about 90% of the entire water resources are used for irrigation purposes while only 10% are reserved for supply of drinking water. The water and sanitation utilities are in charge of drinking water and not involved in irrigation.

In spite of water being a scarce commodity, prices for water are still kept on a very low level. According to the PIIS Annual Report 2006, published by the Ministry of Water and Environment in October 2007, "the overall percentage of water supply and sanitation expenses (1.5%) per poor household income stays therewith still far below the threshold value of 5%".

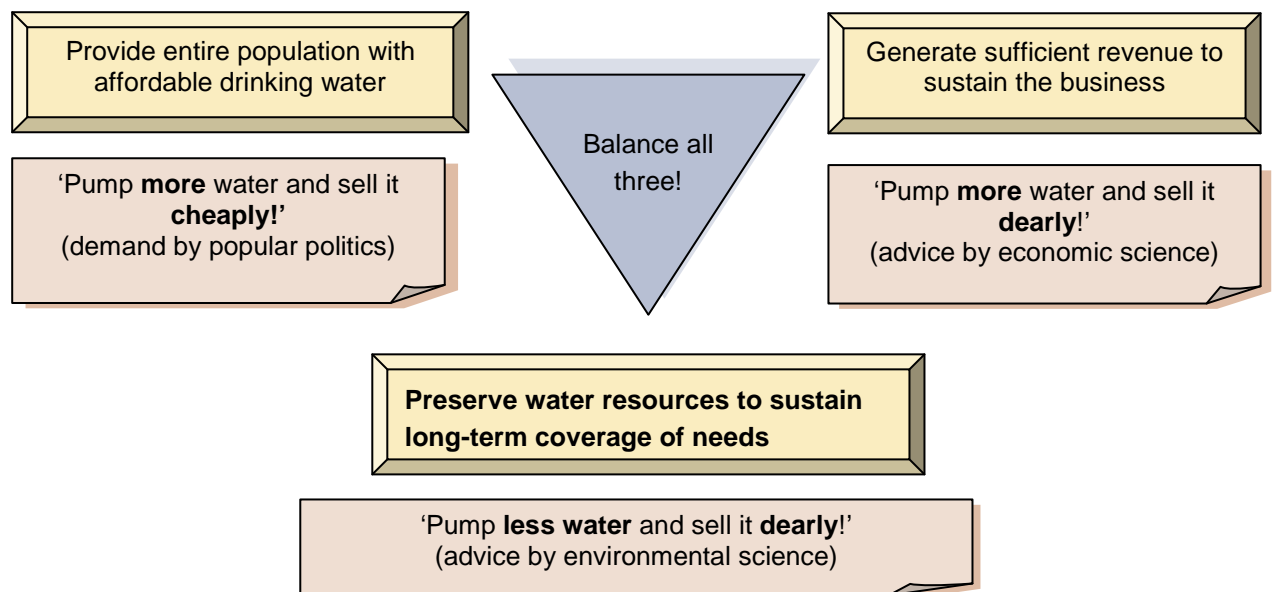
A 1.2 Particular Characteristics of Water and Sanitation Utilities

The fifteen Local Water Supply and Sanitation Corporations have been created as a result of a continuing decentralisation process. This process has the clear intention to bring essential services

closer to the clientele, particularly in the cities and towns. These corporations were established only within the last six years. Many of them have not yet been able to fully adjust their structure, staffing and business portfolio to the new situation.

The notion of being essentially a service provider, with an emphasis on satisfying clients, has not yet become deeply rooted. Senior staff are still civil servants, more conditioned to following instructions than taking the initiative; the working attitudes of civil servants are still well entrenched.

As a consequence of the scarce water resources in Yemen, the potential of LCs and utilities for increasing the water supply as a business line is not unlimited. Local Corporations and utilities cannot content themselves with just being providers of water. They have to become custodians of the scarce water resources vis-à-vis their customers at the same time. They already face objectives that are not easy to reconcile: on the one hand having to supply the entire population with affordable water and, on the other hand, having to generate sufficient revenue to sustain their business. In addition, setting the water tariffs is largely beyond their decision-making capacity. This problematic position of LCs and utilities can be shown as a triangle. It is standing on its head to underline the risk of loosing balance:



A look at this triangle exposes the obvious risk of loosing balance and tipping the triangle to the side from where the strongest force is pulling. The side that easily prevails, when consumers are not informed and educated, is the popular demand for more cheap water. It suits the short-sighted interest of most people as well as political popularity.

When too much water has been sold too cheaply for too long, supply tends to break down. Then the urgent need to rebuild it pushes up tariffs - for some time. If users are not educated about the serious long-term risk of destruction of water resources, the pressure for cheap tariffs will get the upper hand again. This in turn will speed up resource destruction until a catastrophic situation hits everybody.

This shows the need for an educational role that the Local Corporations and utilities would have to fulfil, beyond service delivery. But if they engage in such activities, their credibility is not helped by their market position. Water supply tends to be dominated by urban or district based monopolies, which are not subject to real market competition. They are usually the only providers of water supply and sanitation services through pipe-networks within a given geographic area. This makes them 'natural monopolies' as breaking up their infrastructure is impractical and experiments with this have yielded mixed results, even in rich countries.

Therefore, public or political demand to break up water monopolies is rare. But this does not mean that 'natural monopolies' are in a powerful position. Commercial monopolies (or 'oligopolies' of several companies) abuse a strong market position to keep down competitors and to make extra profits. Only when this gets out of hand, governments step in with regulatory measures. By contrast, natural monopolies in supplying basic public goods are usually under government control anyway.

The temptation for political decision-makers is great to gain popularity through cheap water tariffs. But this can tip the triangle off balance, with bad consequences. These may be uncomfortable facts, which may also appear unchangeable, but holders of leading positions in LCs and utilities should at least be well aware of the forces, tensions and risks in the background of their work. Better still, they should not just give up hope about politicians and the public. Campaigns to protect water resources, when carefully planned and energetically conducted have been successful in countries that are culturally and economically very diverse.

The monopoly status has also adverse effects on maintaining and improving water quality standards, which need to be regulated and controlled by an independent body. Private suppliers of drinking water through tank lorries and commercial producers of bottled or containerised drinking water can only be seen as a limited threat to control the water supply market as they have no access to the networks. But they as well need to be subjected to independent quality control measures. The update of the NWSSIP 2009-2015 has recognised the importance of regulating private water supply and decentralised sanitation.

Once performance data will be gathered, collated and publicised, a comparison between utilities will be possible. Staff/customer ratios would be an example of such data. Other comparative or benchmarking indicators can be developed to cover, *inter alia*:

- percentage of population connected to the network (with a target of 100%);
- hours of supply per day (target: 24 hours);
- water quality (target: compliance with WHO standards);
- non-revenue water (comparison figures, target: 25% or less);
- tariff (who offers the cheapest tariff or the best value);
- burst mains per km of network (comparison figure, also used for renewal planning); and
- renewals or rehabilitation (km/year or percentage of total length per year).

As the LCs grow, other, less critical indicators can be developed, both for planning purposes, but also in order to compare one utility with the others, thus introducing a competitive element into the water and wastewater sector.

In order for any water utility to be effective, it requires:

- sufficient water resources to supply its customers together with the infrastructure to deliver the treated water;
- sufficient income and/or funding to pay for all operational costs, salaries, maintenance, extensions and improvements; and
- well-qualified, rewarded and motivated staff.

A 1.3 The Challenge for the Development of Human Resources

The extreme scarcity of water resources and their continuous depletion calls for the most effective, efficient and stringent management. However, this can only be achieved with suitably qualified and committed Human Resources.

This is the actual challenge that this strategy manual is concentrating on, namely the lack of qualified human resources for managing the scarce resources.

According to the National Water Sector Strategy and Investment Programme (NWSSIP), "The shortage of qualified human resources constitutes the biggest constraint to building the capacity necessary for sound water management".

At a closer look, it is evident that water utilities are not understaffed in terms of quantity, but lack well-qualified, competent and committed human resources. The newly created urban utilities inherited the majority of their staff from their preceding structures and are not able to easily recruit qualified new personnel from the labour market due to procedural constraints and also due to a general shortage of qualified professionals. Here lies the real challenge for Human Resources Development, namely improving the qualification of existing staff and adjusting the overall numbers according to the actual requirements and needs.

In view of the continuing decentralisation process, the shortage of qualified human resources is also affecting the performance of newly created Local Corporations or autonomous utilities.

A 1.4 Weaknesses and Threats of the Human Resources

According to a SWOT analysis carried out with participation of most LCs on 10th June 2007, the main weaknesses and threats identified were:

- random recruitment process and interferences;
- insufficient financial resources;
- salary scale not attractive, lacking incentives;
- deficiencies in performance appraisal system;
- high proportion of un-trained staff (overstaffing);
- insufficient job descriptions;
- training opportunities not matching demand;
- lacking skills concerning modern technology/slow adaptation;
- lacking career opportunities;
- high turn over/loss of staff due to low remuneration;
- poor basic qualifications; and
- lacking trainability of staff.

In summary, these weaknesses and threats could be generalised through the two terms of *over-staffing and under-qualification*.

A 1.5. Legal Framework for Human Resources in the Urban Water and Sanitation Sector

Overcoming the existing shortages of qualified Human Resources in the Urban Water and Sanitation Sector without a sound and detailed strategy is impossible. Therefore such a strategy is a must. However it is necessary to relate and align the strategy with the wider legal framework.

Hence the harmonization between such a strategy and the legal framework is vital. Therefore it is mandatory to view the environment of legislation governing the management of human resources in the urban water and sanitation sector. This perspective will provide an answer to the question what is actually possible and where one may face infringements of the legal framework or in other words: is the proposed strategy with ten guiding principles compliant with the legal framework?

The legal framework of relevance to the Human Resources employed in the Urban Water and Sanitation Sector consists of two components.

First, a general framework of the so called "Civil Service Legal Framework"; this legal framework includes a number of laws, bylaws, systems, and decrees which have been issued on national level.

It applies to all government entities, including all Local Corporations and Branches in the water and sanitation sector.

Second, there is a specific legal framework that only applies to the Local Corporations and Autonomous Branches in the water and sanitation sector.

An overview of the development of this legislation, main elements, mandate and roles of both components is presented in the following sections. Within this overview, two national policies of relevance to the Human Resources employed in the Urban Water and Sanitation Sector are highlighted as well: the National Reform Agenda (NRA) 2006-2010, and the National Water Sector Strategy and Investment Programme (NWSSIP).

A 1.5.1. The General Framework

After the Yemeni Unification 1990, great efforts were made to unify the legislations of the preceding parts of the country, North and South Yemen, in various fields. Regarding the civil service, an important law was approved by the Parliament and issued in 1991 under the title " **Law No. 19 of 1991 concerning Civil Service**". To elaborate details of this law, a bylaw was issued by Republican Decree No. 122 in 1992. This law abolished all the previous laws regulating issues of personnel in the government sector. Moreover, it has been the main reference for all related legislations issued afterwards. The main topics covered by this law and its bylaw are summarized in Table 1-1.

Table 1-1 : Main Elements of the Civil Service Framework			
Legal Framework	Issue Date	Main Topics	Remarks
Law No. 19 of 1991 concerning Civil Service & its Bylaw	1991/1992	General Duties for Civil Service Employees Responsibilities of the Cabinet , Ministry of Civil Service, and the Supreme Council of Civil Service, Manpower Planning, Training and Qualifying Staff Appraisals Leaves Employment status: transfer, secondment, etc Joining work Unions Work disputes settlement	The law includes other topics which have been subject of separate legislation

Other laws of relevance have been issued. The list includes the following:

- **Law No. 25 of 1991 concerning Insurance and Pension:** It regulates some of the personnel issues like medical care, compensations, end of service reward, and pension. This law applies to the civil service employees (as indicated by Article

109 of Law No. 19 of 1991 concerning Civil Service). In 2000 this law was reviewed and adjusted.

- **Law No. 5 of 1995 concerning Labour:** This law was issued mainly to regulate the relation between the employer and the employee in the private sector. However, for the part that deals with the occupational safety and health issues, it applies for the employees in the public sector as well (as indicated by Article 108 of law No. 19 of 1991 concerning Civil Service). Meanwhile a number of amendments have been integrated into this law.
- **Law No. 19 of 2003 concerning Study Legation and Scholarship:** This law applies to students who finished secondary schools and also for government permanent employees wishing to study abroad. This law stipulates the criteria, rules, and procedures for nominating, selecting, sending, and financially supporting candidates for studies outside Yemen.
- **Law No. 43 of 2005 concerning the System of Jobs, Wages and Salaries:** This law applies to employees in the government sector. It presents a national unified structure for civil service jobs (this structure is built on two main dimensions; job level and job group), prescribes wage schemes based on the job structures including salaries, allowances, incentives, and rewards. In addition, it provides instructions on promotion criteria and conditions. It also gives instructions on formation and management of databases of employees.

Since 2006, the second generation of a national reform process has been initiated, the so called **National Reform Agenda (NRA)**. One of the agenda's objectives is to "*improve the efficiency and effectiveness of governmental administrative body, enhance the transparency and accountability at the central and local authorities*". Therefore the modernization of the Civil Service has been a focal area in order to "*upgrade the efficiency of the governmental agencies in managing their human resources*".

During the first phase of this agenda (2006-2007) a number of targets have been achieved. Thus, Law No. 25 concerning Insurance and Pension Law was reviewed and adjusted, Law No. 43 concerning the system of Jobs, Wages and Salaries and its bylaw were completed, Standardized Systems on Appointment and on Work Nature Allowances for Special Jobs were developed (for more information on these legislations, see Table 1-2). In addition, biometric systems were introduced and databases of employees developed. For the second phase of this agenda (2008 – 2010), a number of reforms are proposed including:

- ✓ Issue standard manual for job descriptions
- ✓ Developing and applying performance appraisal systems.

Table 1-2 : Main Elements of the Civil Service Legal Framework			
Legal Framework	Issue Date	Main Topics	Remarks
System of Medical Care	2000	Vocational diseases Medical tests Employers responsibilities Test Rates	This system has been approved by the Cabinet and issued by the Prime Minister's Decree No.257 of 2000
Law No. 19 of 2003 concerning Study legation and Scholarship & its Bylaw	2003	Criteria, rules, and procedures for nominating, selecting, sending, and supporting candidates to study outside Yemen	
Law No. 1 of 2004 concerning Civil Service Fund & its Bylaw	2004	Purpose and objectives Resources and expenditures Transfer of redundant staff Management of the Fund	
Law No. 43 of 2003 concerning the System of Jobs, Wages and Salaries & its Bylaw	2005/ 2006	National structure of jobs Wages, allowances, incentives, Rewards Overtime, and night work Promotions Employees databases	
System of Working Time	2006	Terms and procedures regulating Working time	This system has been approved by the Cabinet and issued by the Prime Minister's Decree No.130 of year 2006
Standardized System of Work Nature Allowances	2006	Vocational hazards and risks allowances Rare jobs allowances	This system has been approved by the Cabinet and issued by the Prime Minister's Decree No.137of year 2006
System of Appointment in Public Service	2007	Criteria and conditions for appointment in Civil Service positions	This manual has been approved by the Cabinet and issued by the Prime Minister's Decree No.149 of year 2007
Civil Service Minister's decree No. 98 of 2007 concerning on Rating Points for Recruitment	2007	Criteria and procedures for nominating and selecting candidates	
Manual on Application of the Job Card System	2008	Types and features of Job Cards Entitlement conditions Card Uses Procedures on applying the manual	This system has been approved by the Cabinet and issued by the Prime Minister's Decree No.18 of year 2008
Source : The Legislations of Civil Service Book, Ministry of Legal Affairs,4th Edition, April 2008			

A 1.5.2. The Specific Framework

Since 2000 the urban water sector has undergone a number of strategic reform measures. They include the decentralization of a number of NWSA branches to become independent Local Corporations (meanwhile 16) and developing an entire sector strategy, the so-called **National Water Sector Strategy and Investment Plan (NWSSIP)** which sets the agenda for the institutional reform of the water sector.

The decentralization process has been based on specific Republican Decrees issued for each and every Local Corporation, named "Establishment Decrees", in order to :

- declare the autonomy of the local corporations
- identify the mandate and responsibilities of the local corporations
- distribute the roles between the board and the General Manager as head of the corporation's management
- form the reference for developing the organizational structure and internal bylaws that identify the functions for the departments of the corporations.

According to the establishment decrees the management of the Local Corporations is responsible for developing work plans, budgets and necessary financial and administrative systems (e.g. incentives systems) which need to be subsequently approved by the Board and thereafter by the Minister of Water and Environment. Nevertheless, financial budgets and the 'administrative systems of employees should be in line with the rules of the Ministry of Finance and Ministry of Civil Service respectively.

A 1.5.3. The Concept of HRD in the Legal Framework

The concept of Human Resources Development has not been directly defined within the relevant legislation (pointed out in Sections A 1.5.1. and A 1.5.2.). However, some of the included articles, when extracted and put together may give an understanding of Human Resources Development as a total of two linked dimensions; the **Result** (at both the employee's and the employer's levels), and the **Process**.

HRD as a **Result** "at the **individual employee's level**" could mean the fulfilment of the human resources' needs that lead to their empowerment and satisfaction. This idea is illustrated in the following articles:

- One of the Cabinet's overall responsibilities is "the approval of any projects or services that provide the financial, social, and psychological security and stability for the employees" (Article 4-F of Law No. 19 of 1991 concerning Civil Service).

- An essential result of the training process is "the adaption of the employees' knowledge and skills with the required responsibilities" (Article 88 of law No. 19 of 1991 concerning Civil Service).
- Among the objectives of sending employees for study outside Yemen is "the acquisition of knowledge, skills, attitudes, and behaviors needed for increasing their competence, or required for their transfer to other jobs, or for their promotion to higher jobs" (Article 4-5 of Law No. 19 of 2003 concerning Study legation and scholarship).

HRD as a **Result** "on the **employer's level**" ensures the improvement of the overall performance of the government entities. This idea is illustrated in the following articles:

- It is one of the duties of the Ministry of Civil Service to "develop systems for planning, organizing, managing personnel issues to improve the competence, efficiency, and effectiveness of the government body in serving people" (Article 5-D of Law No.19 of 1991 concerning Civil Service).
- It is one of the objectives of Law No. 43 on Jobs, Wages, and Salaries Systems "to make the government body more competent and effective in providing high quality services" (Article 3-C of Law No. 43 of 2005 concerning the System of Jobs, Wages, and Salaries).

HRD as a **Process** "on the individual employee's level" emphasizes on the full utilization of the human abilities and capacities based on modern practices. This aspect is illustrated in the following articles:

- One of the Cabinet's overall responsibilities is the "study and approval of administrative development policies that ensure the competence and effectiveness of the state (governmental) administrative body in utilization of the human capacities (Article 4-K of Law No. 19 of 1991 concerning Civil Service).
- On the basis of Law No.19 on Civil Service " the management of the personnel should be based on scientific methods and modern administrative practices. (Article 12-D of law No.19 of 1991 concerning Civil Service).

A 1.5.4. Compliance of the Ten Guiding Principles with the Legal Framework

In principle, the concept of HRD expressed in the vision and mission of the HRD in the Urban Water and Sanitation Sector (See Section A 4) is in line with the concept implied in the legal framework as explained in Section A 1.5.3. Moreover, after reviewing the legal framework it can be concluded that the HRD Strategy built around the ten Guiding Principles is compliant and in line with the legal framework. This can be illustrated as follows:

Principle One: Clear responsibilities for the development of human resources are established in all Local Corporations and utilities. The responsibilities will be reflected in clear job profiles/descriptions for HRD officers.

The institutionalization of HRD responsibilities is applicable within the local corporations, considering the following:

- the establishment decrees for the local corporations point out the development of the employee's capacities as a major task under the overall responsibility of the general manager
- the Local Corporations are obliged to form their own organizational and job structure according to Article 9 of Law No. 19 of 1991 concerning Civil Service.
- the Local Corporations are entitled to develop their own job descriptions in compliance with the standardized system of job descriptions developed by the Ministry of Civil Service, according to Article 13-2 of Bylaw of Law No. 43 of 2005 concerning the System of Jobs, Wages, and Salaries, and System of Appointment in Public Service of 2007.

Principle Two: Sufficient budgets will be allocated by all Local Corporations and utilities for the development of their human resources.

- According to the establishment decrees, the local corporations are entitled to form their own plans and budgets in compliance with the instructions of the Ministry of Finance.
- According to Article 90 of Law No.19 of 1991 concerning Civil Service, each government entity has to identify its training needs and to set out its plans and budgets needed for implementing the training.

Principle Three: The demand for the development of human resources will be related to the roles, functions and mandate of the Local Corporations/utilities and their departments/sections. It will also be adjusted to any institutional development in line with the still ongoing decentralization process. The demand for training will be based on regular staff appraisals. The existing staff appraisal systems will be enhanced to the benefit of the utilities and the career development of the staff.

- According to Article 100 of Law No. 19 of 1991 concerning Civil Service, performance appraisal is a diagnostic process that aims at identifying strengths and weaknesses of the employees in order to improve their abilities through guidance and training.
- According to Article 21 of Bylaw of Law No. 43 of 2005 concerning the System of Jobs, Wages, and Salaries, the promotions within the public service units should be based on results of annual performance appraisals.
- According to Article 3 of the Prime Minister's Decree No. 137 of 2007 concerning the System of Appointment in Public Service, the appointment in public jobs should be based on results of annual performance appraisals.

Principle Four: Annual training plans will be compiled by every Local Corporation and utility indicating demand based training activities.

- According to Article 90 of Law No. 19 of 1991 concerning Civil Service, each government entity has to identify its training needs and to set out its plans and budgets needed for implementing the training.

Principle Five: Forecasts for human resources requirements (professional entry qualifications and further qualification) and long term plans will be prepared by Local Corporations and utilities, e.g. to include new lines of services like sewerage collection and waste water treatment. The forecasts will take into consideration new challenges and functions of utilities as a result of the decentralization process.

- According to Articles 84 and 85 of Law No. 19 of 1991 concerning Civil Service manpower planning is an activity that should be practiced by each government entity. It means the identification of current and future needs (in terms of human resources) required for competent implementation of development plans.

Principle Six: Emphasis will be given to career development of the individual human resources to enhance motivation and for retaining qualified staff.

Although the term "career development" is not explicitly used in the legal framework, it is implied within it. This can be illustrated as follows:

- One of the objectives of Law No. 43 of 2005 concerning the System of Jobs, Wages, and Salaries is "enabling the government body to attract qualified staff " (Article 3-B, of Law No. 43 of 2005 concerning the System of Jobs, Wages, and Salaries.
- According to Article 21 of Bylaw of Law No. 43 of 2005 concerning the System of Jobs, Wages, and Salaries, and System of Appointment in Public Service of 2007, the employees should be appointed and promoted based on their performance levels.

Principle Seven: For knowledge and skills transfer all available options and systems will be exploited. Available national long and short term training opportunities (programmes and courses) will be utilized to a maximum. Their further development and expansion will be supported in order to create sustainable growth of national capacities. External (foreign) training opportunities will be utilized to overcome gaps and shortages of national opportunities and in particular for training intermediaries and multipliers.

- According to Article 89 of Law No. 19 of 1991 concerning Civil Service training, is a mandatory service that should cope with changes in the employee's work and responsibilities.
- According to Article 91 of Law No. 19 of 1991 concerning Civil Service, training and qualifying the employees could be carried out in Yemen or outside, including the following types: theoretical and practical short courses, post graduate study, forums and conferences, courses related to union work.

Principle Eight: Staff incentive schemes will be based on actual performance

- According to Article 32-2 of the Bylaw of Law No. 43 of 2005 concerning the System of Jobs, Wages, and Salaries, incentives (monetary and non-monetary) should be given according to performance standards defined in advance.
- According to Article 36-1 of the Bylaw of Law No. 43 of 2005 concerning the System of Jobs, Wages, and Salaries, public service entities are responsible for preparing incentives scheme proposals in accordance to the general instructions for incentives.
- According to the establishment decrees, the local corporations are entitled to develop their incentive schemes.

Principle Nine: For recruitment of staff the transparency of procedures will be increased; the appointment of new staff will be ensured on the basis of qualifications and merits in accordance to the particular requirements laid down in job profiles/descriptions for positions to be filled.

- According to Article 9-B of Law No. 19 of 1991 concerning Civil Service, recruitment of staff should be based on jobs structure.
- According to Article 27 of Law No. 19 of 1991 concerning Civil Service, vacant jobs should be announced. The announcement should include the job description.

Principle Ten: Sector specific terms of employment will be gradually developed in order to attract and retain qualified staff and to increase their motivation.

- According to Article 3-B of Law No. 43 of 2005 concerning the System of Jobs, Wages, and Salaries, "enabling the government body to attract qualified staff" is one of the law's objectives.
- According to Article 4-M of Law No. 19 of 1991 concerning Civil Service, one of the Cabinet's overall responsibilities related to civil service employees is the " study and approval of proposals of the Ministry of Civil Service on special terms of service for specific types of work, business, industry according to its nature and requirements".
- According to Article 30 of Law No. 43 of 2005 concerning the System of Jobs, Wages, and Salaries, along with the unified wages scale, the Ministry of Civil Service stipulates allowances called 'Work Nature Allowances' which encompass the teachers at Yemeni universities, jobs of health, education, media, and press, jobs of academic and technical research centres, or any other jobs whose nature requires this type of allowances. These allowances have to be given to those who really hold the jobs, and it should be approved by the Cabinet.

A 2 Perception of HRD

Human Resources Development (HRD) or Personnel Development (PD) aims at equipping an organisation with the necessary competencies at all levels.

Human Resources Development can be understood as the systematic creation, improvement and adjustment of the labour force intended to provide an organisation, enterprise, economic sector or even entire country with the knowledge, skills, abilities, behaviours and attitudes required to meet the current and future qualitative and quantitative demands. The development of the human resources can be planned through a strategy for a particular organisation or for a group of organisations like urban water and sanitation corporations.

In the following, the terms Human Resources, Personnel, Labour Force, Employees and Staff will be used frequently and almost synonymously in spite of reflecting different perspectives and slightly different meanings. This requires a brief definition:

Human Resources: Is the totality of people working in an enterprise, institution or organisation. This term can be used in the widest sense and even on a national scale, talking about the entire Human Resources of a country in disregard of their actual employment status, thus even including unemployed persons.

Human Resources are the most important factor of production besides capital (including equipment) and natural resources (e.g. water). They should be available in the right number and kind (qualification) of persons at the right time and place.

According to the Republican Decree No. 99 of 2006 (Bylaw of Law 43) Human resources are all the personnel employed within the public service units and included in its budget.

Personnel are the persons actually working for an enterprise, institution or organisation. This term reflects in particular the administrative aspects of dealing with the Human Resources in an enterprise or institution.

Labour force is a general term for the people being actually employed or available for employment in an organisation, corporation, economic sector or a country.

Employees are the persons contracted and paid for by an employer. This term underlines the perspective that they are not owners of the enterprise, but hired to work there.

Staff is the group of workers employed in an enterprise, institution or organisation or its departments and sections. This term is most preferentially used for describing teams and groups within sections of an organisation, e.g. the finance staff. The term 'staff' is often used to differentiate between office and professional employees as opposed to operatives and manual workers.

In addition to these brief explanations, there are a number of other important terms frequently used in the context of Human Resources or Personnel Development.

What is knowledge ?	Confident understanding of a subject, systemized storage of information (example: Knowing how a submersible pump is designed and being able to describe its construction and function).
What are skills ?	A skill is the ability to perform actions with a desired outcome (example: being able to dismantle a submersible pump, checking its components, carrying out repairs and re-assembling it).
What is ability ?	Being in a position to perform a certain task. Example: being able to write a report on a meeting capturing the important subjects discussed).
What is behaviour ?	Human behaviour is the way of dealing with other persons, objects or the environment. It can be conscious or unconscious (example: readiness to listen to someone and respond to his/her concerns in a polite manner).
What are attitudes ?	The way of thinking and feeling about persons or things (example: interacting with any kind of person without prejudice, taking care of equipment and ensuring its functioning).

The interrelation between knowledge, skills, ability, behaviour and attitude matters a lot; example: a water connector who knows where to make the best connection to a customer's house, how to carry out the pipe connection and installing the water meter, having informed the customer about his coming in advance and leaving the site, after completing his work, absolutely clean.

What is competence ?	A standardised requirement for an individual to properly perform a certain job or a set of tasks. It includes requirements of knowledge, skills and behaviour as well as attitudes.
-----------------------------	---

This holistic understanding of HRD is much wider than the traditional understanding, which focuses almost exclusively on training. Instead, it:

- addresses not only the knowledge and skills needs of the client organisations but also the employees' abilities, behaviour and attitude;
- comprises not only technical and administrative training but also a multitude of other measures suitable to improve staff's potential and willingness to perform; and
- emanates explicitly from a lifelong learning concept as it also addresses future demands.

A 3 Purpose and Objectives of the Human Resources Development Strategy and Manual

A 3.1 The Strategy

In general, a STRATEGY.¹ can be understood as a pro-active plan of chosen actions to achieve a particular long-term goal or outcome, here the mentioned ultimate objective:

Overcoming the existing shortage of qualified human resources in the water and sanitation sector in order to improve the water and sanitation services in line with an increasing demand and the management of scarce water resources.

The core elements of a strategy can be very short and concise. However, implementing a strategy by different stakeholders requires clear instructions and guidance. For this reason, this document defines not only a strategy through guiding principles, but also elaborates all of them in detail. As a result, this document not only aims to provide an HRD Strategy as a perspective, but also to provide general guidance and general outlines of a plan, which needs to be complemented by each and every stakeholder (e.g. Local Corporations, Training providers etc.) individually.

Like any other strategy, this HRD strategy for the urban water sector is a plan intended to achieve a particular purpose: it is a plan to show ways and means to overcome the severe shortages of qualified personnel in the urban water sector and to solve the problems of over-staffing and under-qualification in urban water and sanitation corporations or utilities.

In particular, this strategy should enhance harmonised and uniform solutions in all water institutions and, at the same time, lead to a holistic understanding and intervention of Human Resources Development far beyond the boundaries of previous training measures.

In contrast to a classical training approach addressing the further qualification of individuals, this strategy intends to look at the entire system of developing the Human Resources:

- to link training and further qualification to identified needs and demand;
- to include systems for monitoring and appraising the performance of staff; and

¹ The term strategy has its ancient roots around the times of the Sabaeen Empire. In the military realm of Greece, the term "stratos" referred to the army and the word "agein" to leading. The combination of the two words to "strategies" stood for a military commander.

Centuries later it was adopted in military science to describe "the employment of battles to gain the end of war." (the Prussian author von Clausewitz). Only in recent times, the term strategy was introduced into other sciences and in particular management theories and methods.

- to propose appropriate structures (anchoring HRD in institutional structures) and mechanisms (e.g. budget allocations) to enhance the development of present and future personnel.

This approach implicates a departure from reactive trouble-shooting to proactive avoidance and solving of personnel related problems or shortcomings.

The main objectives of this manual are:

- Guiding the urban water institutions in adjusting their Human Resources in response to their needs and requirements in order to improve their performance as essential service providers and to cope with scarce water resources;
- proposing remedies and solutions to deal with particular constraints of their Human Resources;
- creating awareness about the complexity of Human Resources Development;
- indicating measures to introduce forward looking HRD Planning; and
- proposing structural, procedural and managerial adjustments to enhance HRD.

The overall aim of this strategy manual is to provide guidance through ten guiding principles elaborated and illustrated with examples in part B.

Particular purposes to be covered are:

- providing a holistic understanding of HRD/PD;
- introducing systems for employment/selection of appropriately qualified persons;
- introducing methods for the upgrading of knowledge and skills;
- institutionalising regular assessment of staff performance;
- enhancing career development of individual staff members;
- promoting capacity development;
- emphasis on key qualifications;
- creating responsibilities for HRD/PD;
- securing financial resources; and
- demonstrating a systematic approach for identifying requirements for qualification.

It is essential that personnel are employed with relevant solid qualifications in accordance with the requirements of the job descriptions. This refers to all types of positions. The proposed transformation of Local Corporations into Public Corporations with an improved business-like approach raises hopes that the employment of Human Resources will be based on business plans and the actual requirements of much more commercially driven corporations.

A 3.2 Target Group and Stakeholders of the HRD Strategy Manual

This HRD Strategy Manual is addressing the urban water supply and sanitation sector in Yemen. According to statistics compiled and presented by the KfW (KfW: "UWSS Staff Distribution and Qualification", Sana'a 27.2.2007) the largest number by far of all water sector staff (about 85%) is working in the urban water and sanitation sector. Thus this strategy manual is directly addressing

- Local Water Supply and Sanitation Corporations (LCs), autonomous utilities and their branches; branches of NWSA to be decentralised;
- national institutions with policy and regulatory functions (the Ministry of Water and Environment and the future Regulator);
- HRD coordinating institutions (Personnel Development Coordination Unit of MWE/HRD Centre under the MWE);
- institutions coordinating and/or providing training (NWSA Department for Organisation and Training, NIAS, AHIEAS, WEC);
- technical and financial assistance organisations (World Bank, Royal Netherlands Embassy, GTZ, KfW); and
- private sector institutions providing water supply and sanitation related services.

In addition, it addresses the Skills Development Fund (SDF). Due to the diversity of the stakeholders, the Strategy Manual can only provide a kind of uniform *HRD framework concept*, which needs to be complemented according to the particular situation and requirements of each corporation or institution.

Local Corporations as the primary group of stakeholders considerably differ in size (e.g. number of supply connections, services rendered, number of staff).

Size and Staffing of Local Corporations

Local corporation	Water connections	Sewer connections	Number of staff	Staff per 1000 W&S connections	Costs of personnel in total operational costs
Aden	98,222	85,137	1,780	10.0	51.1%
Dhamar	15,373	8,700	217	9.0	69.1%
Hajjah	5,328	2,953	120	14.5	48.3%
Hodeidah	55,334	31,724	416	6.5	55.5%
Ibb	17,103	13,662	190	6.2	44.7%
Mukallah	34,122	24,296	617	10.7	52.9%
Sana'a	82,344	70,245	943	7.1	40.1%
Seiyun	29,148	383	369	13.7	56.6%
Taiz	44,719	32,022	554	7.2	47.6%

Source: Performance Indicator Information System

Within the urban water and sanitation sector and its total labour force of around 7,000 persons, about 70% of the personnel hold clerical positions; roughly about 15% hold technical positions and professionals make up only around 10% (KfW: "UWSS Staff Distribution and Qualification", Sana'a 27.2.2007).

However, this strategy manual is not just addressing the afore-mentioned institutions in the water sector as recipients of a prescriptive paper. It also aims at involving them as key stakeholders, actors and owners of this strategy, which was compiled in a process of consultation, sharing of experience, participation and eventually ownership. This involvement is also reflected in the Plan of Action (Part C).

A 3.3 From Framework Concept to Strategy Manual

Indicator 1 of the present Personnel Development Component is defined as follows:

"A framework concept for the personnel development in the water and sanitation sector is approved by the MWE".

What does this mean and which core questions are to be addressed?

- ▶ WHAT has to be done?
- ▶ WHY has it to be done?
- ▶ HOW should it be done?
- ▶ WHO should do it?
- ▶ WHEN should it be done?

This requires:

First, the identification (WHO) of all major stakeholders (MWE, PDU, Local Corporations and utilities, NWSA as training coordinator, providers of training and other PD services as well as supporting institutions/donors); they have been identified and are included in the discussion of the matrix of the action plan.

Second, defining the problems faced (WHY) - e.g. *overstaffing and under-qualification*. This has been accomplished through interaction and dialogue with the stakeholders.

Third, proposing solutions (WHAT) - e.g. motivating staff, demand-oriented training, and allocation of funds, through outlining general qualitative elements of personnel development relevant to all stakeholders. This has been achieved through establishing guiding principles in close dialogue

with the stakeholders. The guiding principles form the backbone of the Personnel Development strategy. However, particular details of action have to be defined by each stakeholder/institution on this common base.

Fourth, describing, interpreting and illustrating the guiding principles within the wider context of the given scenario (HOW). This is subject of this Strategy Manual, which defines the terminology, provides direction and clear guidance for the stakeholders on how to act and move forward.

Fifth, indicating priority action (WHEN) - certain actions should come first - for different stakeholders in order to provide a plan for overcoming the existing constraints. A preliminary action plan, based on the guiding principles and spelling out WHAT, WHY, HOW, WHO and WHEN, was drafted with the stakeholders on 22nd of April 2008 but needs to be adjusted continuously to a realistic time frame..

A 4 Objective, Values, Vision and Mission

Objective:

Overcoming the existing shortage of qualified human resources in the water and sanitation sector in order to improve the water and sanitation services in line with an increasing demand and the management of scarce water resources.

Values (Reflecting the organisation's culture, priorities)

"Our staff is our most valuable asset; we aim to make best use of all of our employees through the development of high quality Human Resource Management and Development throughout the organisation.

We will ensure that effective recruitment, selection, retention, training and development procedures are implemented in order that appropriate staff are recruited and developed to provide the best possible service and are rewarded as fully as possible within the current financial constraints."

Vision of UWSS (Vision defines where the organisation wants to be in future, taking an optimistic view)

"The Urban Water and Sanitation Sector is managed and operated by appropriate numbers of fully skilled and up-to-date qualified personnel in order to efficiently and effectively deal with the increasing demand for water supply and sanitation services, as well as scarcity of water resources. Equal opportunities will be provided to men and women."

Mission Statement (Mission defines where the organisation is headed, describing purpose and reason for existence)

"Committed to develop the capacity of the human resources in the urban water sector in order to secure the immediate and future needs of the urban areas for the domestic, public, utility, commercial and industrial supply of quality water as well as sanitation services."

PART B - Guiding Principles of the HRD Strategy (elaborated)

PRINCIPLES OF THE HUMAN RESOURCES DEVELOPMENT STRATEGY FOR THE URBAN WATER AND SANITATION SECTOR IN YEMEN

"Individuals are never perfect; a team can be"
(Dr R. M. Belbin, British Management Theorist)

This part explains the ten Guiding Principles of the Human Resources Development Strategy for the Urban Water and Sanitation Sector in detail and provides instructions on how to implement them.

1. Guiding Principle No. 1: Clear Responsibilities

Clear responsibilities for the development of human resources are established in all Local Corporations and utilities.

The responsibilities will be reflected in clear job profiles/descriptions for HRD officers

B 1.1 General Aspects of Institutionalizing HRD

At present, not all Local Corporations and utilities have established sections for Human Resources Development or appointed a single officer in charge.

It is essential to assign handling of all PD or HRD matters to a focused position of a specialised section or at least into the hands of a qualified staff member taking full charge and responsibility. This has absolute priority.

Common practice at a number of water institutions is still to either handle HRD aspects in the administration department or in the office of the General Manager. This arrangement can be considered as tolerable and as a temporary arrangement for nominating staff members to attend certain training offers. But it is not optimal, because

- it does not match the importance of personnel development (staff as the most valuable asset);
- it does not ensure the necessary and consistent attention to PD;
- it does not ensure the most professional handling of this matter; and
- it does not ensure the holistic perception of PD.

In smaller organisations, all above mentioned tasks may be accomplished by a single officer, either full time or even part time in the case of very small institutions.

When it comes to institutionalising HRD, either through the establishment of a special department, section or unit or by appointing an HRD officer, it is important to consider the most effective institutional set-up.

In principle, there are different options for institutionalising HRD:

- Appendix solution (temporary)

A Personnel Development Officer or a small team of PD officers are posted in an existing unit (within the Administration Department) in charge of administrating personnel matters.

The advantage of this option is easy realisation by just appointing one or more persons to deal with HRD issues. However, its disadvantage is its weak position in the overall organisational structure. As a sub-unit of another unit, itself only a section of a department, it is in a position similar to the smallest 'babushka', i.e. the innermost doll inside hollow wooden dolls of diminishing size.

This position drastically reduces its influence on key decision makers. This appendix-type option removes HRD far away from top decision makers and as a result lacks the necessary link to the decision-making level. Keeping in mind the importance of HRD, this option is not the most desirable. It does not match the fact that the most important and valuable asset of an organisation is its people.

- Impetus solution (temporary)

In view of the crucial importance of HRD and its relevance to all sections of an institution, it is much more preferable to position the concerned unit as high as possible in the structure. For this reason, it is proposed to establish the HRD section or unit in a staff position with predominantly advisory functions close to the office of the General Manager. This will ensure that HRD receives the required attention throughout the entire institution and across all departments and sections. This solution can make sense where major PD issues need to be tackled with great urgency and in a minimum of time and where the existing administration unit for personnel is weak and too remotely positioned. But the disadvantage of this option is the separation of PD from the management of Human Resources. Therefore it should be only considered as a temporary solution during a restructuring or reorganisation phase.

- Integrated and elevated option (permanent and most favourable)

On a long-term perspective, the most favoured option would be the integration of Personnel or Human Resources Development in, and amalgamated with, the section of administering personnel and its subsequent upgrading to a Department (on the second-tier level) that reports directly to the General Manager. The clear advantage is the combination of all aspects of Human Resources management and development in a single department. This would also reflect the importance of HR and confirm that Human Resources are the "most valuable asset". A slight disadvantage may be seen in the need to restructure the organisation (utility) accordingly and getting the necessary support from the decision makers.

B 1.2 The Role of the HR Department

The HR department is the focal point for all matters related to forecasting staffing requirements, developing job profiles, advertising vacant positions, overseeing recruitment procedures, regular staff appraisals, identifying gaps and shortages in the qualification of staff, specifying training needs, coordinating and assessing training measures and for administering the human resources.

This would include the following:

- Making legal arrangements (employment law, contracting etc.);
- Developing employment terms and conditions (company rules);
- Managing the development and recording of job descriptions, job profiles, vacancy announcements;
- Making payroll calculations and records (e.g. bonus and incentive schemes, hourly-paid staff, overtime, etc.);
- Keeping staff records - personal data, employment history, qualifications, etc. (ideally stored on an electronic database);
- Leave administration and recording;
- Relating the company organisation to staffing requirements (organogram compliance and updating, staffing levels, roles and responsibilities);
- Developing recruitment procedures and process monitoring;
- Creating equal opportunities for men and women;
- Administering disciplinary procedures and monitoring;
- Dealing with employee grievances in a fair and objective manner;
- Succession planning (career development);
- Handling promotions and demotions (if applicable);
- Creating equal opportunities for male and female employees
- Manpower planning including recruitment, redundancies, re-assignments and retirements;
- Enhancing occupational health and safety (this may be handled by a separate person or department, but all accident and sickness records should be maintained by the HR Department);

- Management, administration, monitoring and control of training and personnel development, including:
 - identification of training needs;
 - training records and outstanding training needs;
 - administration, organisation and management of training & development programmes;
 - administration and organisation of appraisal schemes;
 - implementation of national training requirements and standards including health and safety training;
- Assessing and evaluating outcomes of training.

ACTIVE STEP: Choose appropriate solution for institutionalising HRD in your utility/organisation.

B 1.3 The Role of the HRD Officer(s)

The main role of the HRD officer is to take care of all aspects of the development of the existing and future human resources. He/she takes charge of the following portfolio of tasks:

- constantly monitoring existing labour force with regard to actual and future staffing needs;
- assist in appraising staff performance and identifying needs for further qualification;
- assist in assessing motivation of staff and proposing measures to improve their motivation through incentives, corrections, praise, etc.;
- carrying out or commissioning training needs analysis;
- compiling annual training plans;
- organising, administering, monitoring and assessing training events and programmes;
- reviewing/updating job descriptions;
- developing profiles for filling staffing gaps;
- Enhancing the creation of equal opportunities; and
- Carrying out gender audits.

B 1.4 The Importance of Job Descriptions

Job descriptions document the important characteristics of any position in an organization or institution.

They are based on a job profile, which is derived from the particular functions of the department or section/subsection of an organization. Although there are different formats for job descriptions, the main elements to be included are:

- **job title;**
- **department;**
- **based** at (location);
- **work relations** (reports to, supervises, cooperates with);
- **job purpose summary** (ideally one sentence);
- **key responsibilities** and accountabilities, ('tasks' or 'duties'; ideally 8-12, maximum 15 numbered points). This should include 'dimension' indicators (the areas to which responsibilities extend and scale of responsibilities - staff, customers, area, services, equipment, premises, etc.);
- **date** and other relevant internal references; and
- **grade** of the post.

In addition, any responsibilities for other staff, if applicable, could be mentioned, typically:

- **recruitment** (of direct-reporting staff);
- **assessment** (direct-reporting staff);
- **training** (direct-reporting staff); and
- **managing** (direct-reporting staff).

Senior positions will include more executive aspects such as:

- developing **policy**; and
- duty of care and **corporate responsibility**.

A general template for job descriptions is given in Annex 1 and an example of Human Resources Development Officer's job description is given in Annex 2.

According to modern trends, job descriptions should be output-oriented and may be brief. Job descriptions will not only assist in finding suitable candidates to fill vacant posts, but also serve as a yardstick for appraising the performance of the employee. Does he/she fulfil the prescribed tasks? Are there tasks, which the employee does not or cannot perform?

Furthermore, job descriptions serve as guidelines for delegating and subdividing tasks within a given institutional structure. This creates the basis for specifying responsibilities and drawing borderlines between different positions, thus avoiding overlapping of responsibilities or mutual interference in each other's work.

It is essential that each individual understands his/her position within the organisation (water utility), knows his/her contribution to fulfilling the functions of the organisation and reports only to **one** person (line manager or supervisor).

ACTIVE STEP: Assign HRD officer on basis of job description!

2. Guiding Principle No. 2: Sufficient Budgets

Sufficient budgets will be allocated by all Local Corporations and utilities for the development of their human resources.

B 2.1 Human Resources Need Investment

Sometimes one may wonder why there are budget allocations for investment in machinery, networks and buildings, but not for the prime production factor, the human labour. In view of the continuing decentralisation process and the expected increased autonomy resulting from the creation of Public Corporations, whose assets are owned by the Local Council, but with an independent management, the allocation of financial resources for personnel development should become a concern of priority. In addition one has to keep in mind, that due to various factors urban water and sanitation utilities face difficulties to recruit readily qualified professionals and therefore need to emphasise on upgrading the qualifications of their existing staff. This in particular requires the introduction of a general learning culture and underlining the necessity of lifelong learning.

Therefore, it is obvious that the Development of Human Resources requires substantial financial resources. Probably in recognition of the importance of investing in Human Resources, this created the background for establishing the Investors in People Standard in Britain, which is used by a number of reputable companies including Thames Water.

Furthermore, the introduction of vocational training standards not only ensures improved workmanship (and consequently fewer subsequent failures), but also promotes a 'learning culture' at all levels.

Undoubtedly, the existing shortcomings with the Human Resources cannot be overcome without the necessary investments in improving qualifications. Therefore it is mandatory to allocate a special budget line for HR development. In line with good practice, 3-5% of the total amount for salaries can be regarded as an acceptable allocation, although even 1 or 2% can be considered as better than nothing. According to the study "Training Needs Assessment of Key Staff of LCs" (World Bank, October 2007), training expenses of LCs on average amount to less than 0.2% of the total salaries, and even Sana'a LC with 0.7% remains still below 1%.

Although the annual PIIS report of November 2007 mentions a slightly higher percentage of 0.8 % for Sana'a, it does not make a real difference. And the PIIS report clearly describes the extremely poor allocation of funds: "Only few utilities consider strengthening of knowledge and performance as an important issue. According to recommendations that were given during a sector workshop, values (of training expenses per personnel costs) should be in the range from 2 - 5 %."

In Europe, many companies spend up to 5% of their total salaries on the development of their Human Resources.

It is always worth investing time and money in training and development. In time, and with constructive reorganisations, training and development of the staff and the introduction of new technologies, the service levels should improve. Satisfactory service levels should then lead to increased revenues, which will enable salaries to rise and be favourably comparable with those in other service providers such as electricity, telephones, etc.

All successful companies, whether they be in the water sector or not, ensure that their staff are well trained and, wherever possible, well rewarded.

In order to enhance the employment and career of female employees a particular share of the training budget can be allocated to training female staff (affirmative action).

B 2.2 Reliance on Skills Development Fund

Instead of LCs and utilities' establishing their own HRD or training budgets, great expectations have been raised towards the Skills Development Fund (SDF), which is fed by contributions from employers. But the amount contributed to the SDF through a kind of levy is only 1% of the total salaries. And according to experience, by far not all LCs and utilities have been able to claim and retrieve training expenditures from the SDF, in other words, utilising the meagre allocation of 1%. While large LCs, like Sana'a, Aden and Mukalla have been able to comply rather easily with the prescribed formalities and possess sufficient liquidity to pre-finance training, smaller LCs and utilities have found it too difficult to actually benefit from this system.

Therefore it is obvious that relying solely on the SDF is insufficient and not conducive to meeting the much larger needs of HRD in the water sector.

Nevertheless, efforts are being made to establish a closer dialogue with the SDF in order to ease the procedures. Furthermore, it is still expected that the SDF will undergo a major reform process and as a result become a more service oriented institution.

3. Guiding Principle No. 3: Demand-related Roles, Functions and Mandate and based on Staff Appraisals

The demand for the development of human resources will be related to the roles, functions and mandate of the Local Corporations/utilities and their departments/sections. It will also be adjusted to any institutional development in line with the still ongoing decentralisation process.

The demand for training will be based on regular staff appraisals. The existing staff appraisal systems will be enhanced to the benefit of the utilities and the career development of the staff.

B 3.1 Demand Orientation

The Human Resources of a water and sanitation utility should be based on the actual and future demand for fulfilling the mandate, roles and functions. This will allow adjusting the quantity and quality of the Human Resources to the needs of a utility. When it comes to investments in equipment, machinery or buildings, it is common to base decisions on careful financial calculations (and business plans) before deciding to purchase, hire or rent equipment, machinery or buildings.

However, in the case of Human Resources many water utilities inherited a labour force that may no longer be in line with the actual demand. As a result, for certain tasks there are more staff members than actually required or certain tasks have to be accomplished without sufficient numbers or sufficient qualifications of staff.

B 3.2 Mandate, Roles and Functions as Determining Factors for Demand

According to the Republican Decrees for the creation of each Local Corporation, they are mandated "to secure immediate and future water supply needs of the area, for the purposes of domestic, public, utility, commercial and industrial consumption, as well as sanitation services".

Taking into account also aspects of economic sustainability and social responsibility, the ultimate objective of any water utility could be understood as the provision of socially affordable and yet economical and reliable water supply and sewerage services to nationally agreed standards.

In order to get a more detailed picture, the question has to be raised: what kind of roles and functions can be derived from this mandate and ultimate objective? In principle, one can draw a distinguishing line between core roles or core functions and supplementary ones.

In short, the most eminent and core functions of a water supply and sanitation utility can be summarised as follows:

- (A) Dependable Provision of Potable Water meeting acceptable Standards of Health:
- water production (boreholes, treatment to meet current and future demand and quality);
 - water distribution (storage, network and consumer connections) to meet current and future demands;
 - essential maintenance and refurbishment of equipment and installations;
 - testing of water quality to ensure health standards;
 - metering production and consumption; and
 - charging socially affordable and yet cost covering water tariffs.
- (B) Provision of Sewage Collection and Treatment:
- operating and extending sewage collection (network, pumping stations);
 - operating and expanding treatment plant(s) and system;
 - discharging environment-friendly effluence; and
 - charging cost-covering sewer tariffs.
- Both functions A and B (line of "products") are targeted towards the households, institutional and commercial customers. However, the provision of these customer-oriented services is not possible without the support of administrative and financial services.
- (C) Customer Relations:
- subscription;
 - metering of consumptions;
 - invoicing and billing;
 - collection of charges;
 - complaints and queries from customers; and
 - customer information.
- (D) Management and Development of Human Resources:
- administration of personnel;
 - training & development; and
 - recruitment and contracting.
- (E) Administration and Finance:
- administration of equipment incl. procurement and inventory;
 - management of finance;
 - procurement; and
 - legal/regulatory matters.

In addition to these core functions, there are a number of supplementary functions. Depending on size, assets and liquidity, these can be taken on by a utility or outsourced, particularly by smaller utilities.

- (F) Supplementary services
- laboratory and testing as part of quality assurance;
 - maintenance of water and sewerage equipment;
 - maintenance and repair of networks;
 - maintenance of motor vehicles;
 - stores;
 - design, building and construction; and
 - training of staff.

Not all of these units for supplementary services will exist in small utilities, but where these services are outsourced, they should still be directly supervised by the related Heads of Departments (e.g. supervision of outsourced laboratory testing by Head of Water Production/Supply).

B 3.3 Typical Prototype Structures

Looking at the roles and functions of a water and sanitation utility, a variety of organisational structures can be imagined, depending on the size and range of services. But in principle, the architectural slogan "*form follows function*", should be applied. This means that organisational structures should be designed in response to the functions to be fulfilled. Within this context there is a close link to the Organisational Development (OD) in general, which aims at creating the necessary structures to fulfil the prescribed roles and functions.

In accordance with the above functions and the main line of products of any water utility, the main determining pillars are generally considered to be only three, namely:

- **water supply** (including abstraction, treatment, distribution and maintenance);
- **wastewater** (including collection, treatment, discharge and maintenance); and
- **commercial** (including subscription, billing and collection).

These three functions are the ones that impact directly on the customer. However, all modern and successful utilities also include two other supporting departments in their high-level structure; they are:

- **finance** (all financial matters of the utility, including accounts, expenditure control, loans, taxation, payments, etc); and
- **human resources**.

But the importance of Human Resources as the most valuable asset and prime production factor is not yet reflected in many of the existing structures.

B 3.4 Staffing Structure

The staffing structure should be designed to facilitate the optimum service to the customers at the least cost. It should never be forgotten why the utility exists: *it is to provide acceptable water and wastewater services to its customers at an affordable cost.*

The organogram should reflect this. However, it must never be considered as inscribed in stone, it should constantly be reviewed and adjusted. Periodically, a basic **Business Process Review** should be conducted which will ultimately enable each utility to:

- highlight redundant processes (including ineffective form-filling, duplication, etc);
- stream-line paper and information trails;
- highlight duplicated effort;
- reveal unnecessary or out-dated activities;
- re-align reporting and responsibility lines; and
- improve the speed of response to customer's queries and requests.

The Business Process Review should cover 'end-to-end' processes, usually starting and finishing with the customer, who can be either external or internal. This will also contribute to address quality issues and ultimately to moving towards Total Quality Management (TQM).

For historical reasons, institutional structures have been established not only to cater for core functions but often as well for a number of supplementary services which may not be essential to maintain and not always economical in relation to the size of the utility.

In addition, it has been observed that several of the utilities indicate too many persons and/or departments reporting directly to the General Director. The General Director (GD) should **NOT** be concerned with routine day-to-day operations; his/her role should be to provide the strategic direction of the utility, to monitor the financial situation of the organisation and to ensure that action to be taken is based upon daily high-level exception-reports describing problems and critical issues. These reports should indicate cases or areas of sub-standard service, excessive costs or breach of legal or regulatory stipulations. In addition to providing the leadership and direction

required, the General Director should also be the main link between the utility, its Board of Directors, the regulator and political stakeholders.

For example, in a large organisation the GD will monitor the staff level; if it exceeds a pre-set limit, he will receive an automated report; he will also receive exception reports on financial matters, the collection rate, major supply failures or repetitive failures, etc.

However, because of nepotism and political influence resulting in unsuitable staff being recruited at managerial level, the General Director all too often takes on the role of technicians or supervisors and becomes almost fully immersed in fire-fighting and day-to-day operations.

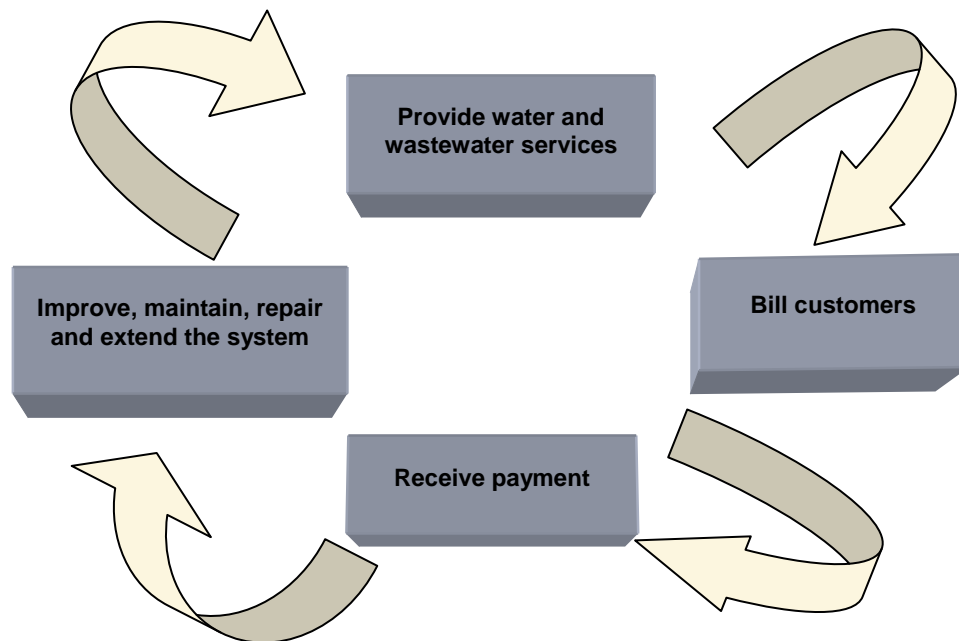
If a 'Deputy' is employed, he/she should have a positive line-management role, not simply be an "off-line occasional stand-in" for the General Director. In fact, a Customer Service Director, totally responsible for all front-line performance levels is a recognised post in some utilities. However, the number of sub-departments and staff under such a Director is usually disproportionate when compared with other second tier posts.

The General Director should empower all staff to take responsibility in line with management by objectives; in particular day-to-day management should be delegated to fully trained middle and junior managers whilst senior managers should be left free to ensure that service standards and budgetary requirements are met.

Such empowerment, with the associated responsibilities and accountabilities of managers, requires more than simply management training and development. To ensure that the organisation works effectively and efficiently, each utility should review its organogram, relating the departments to the main functions of the utilities, from time to time.

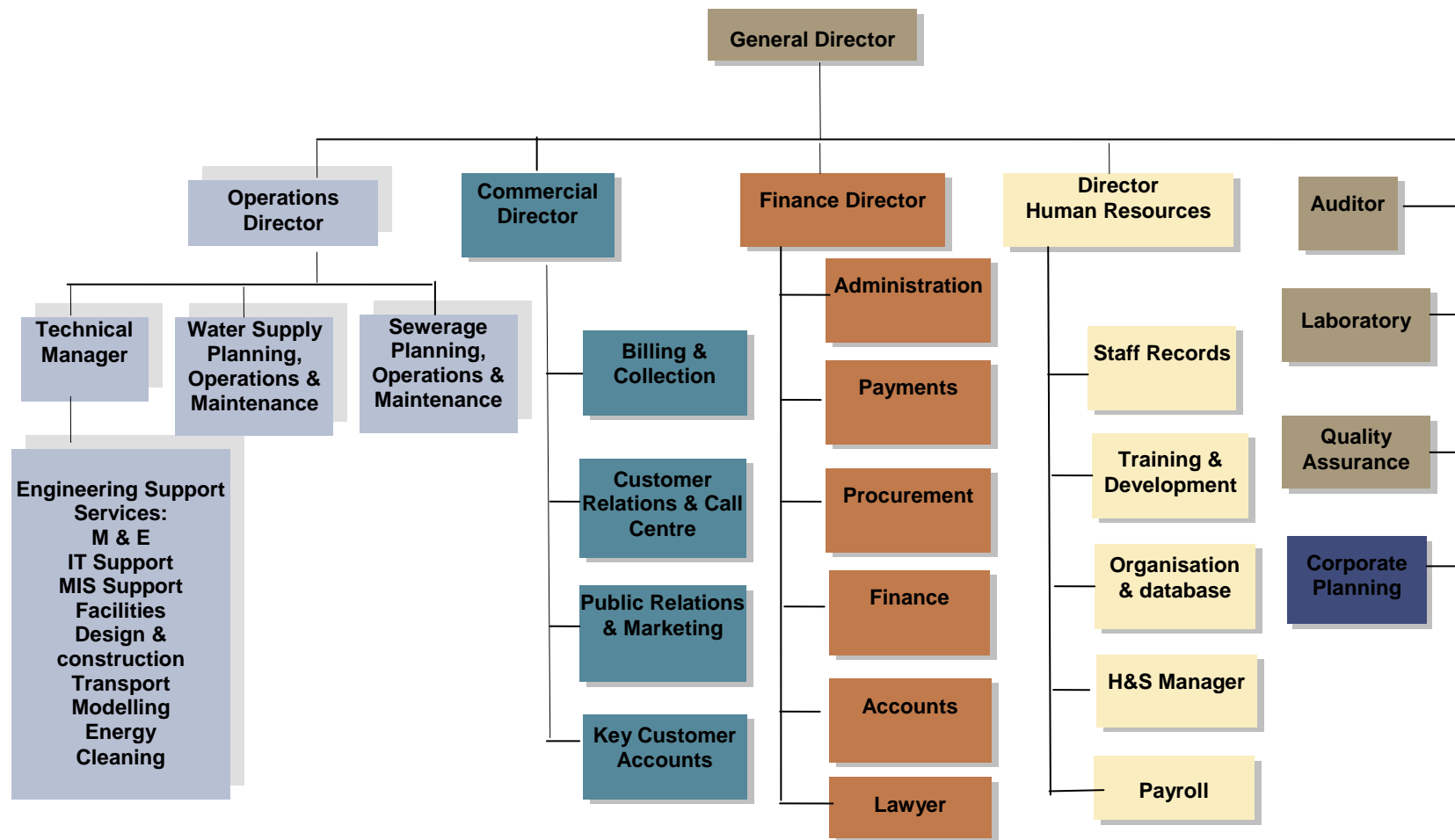
It must be noted at this stage that there is no single perfect staff structure for a water utility. If there were, then all utilities would be using it. In fact, most developed utilities tend to go through almost constant change processes.

It is worth reiterating the basic service provision (this is also seen as the "Improvement Cycle"):



An alternative structure actually combines water and wastewater operations with Billing and Collection under a Customer Service Director; this department could also incorporate Engineering, Technical Support and Customer Relations. In other words all functions directly affecting the services to the customer would be under one (Deputy) Director. The reason for this is simple; it puts ONE person in charge of service provision (it avoids the usual blaming of other departments when things go wrong; in addition it encourages across-the-board teamwork). However, the main problem with such a structure is that it creates a huge department and reduces the direct 'power' of the General Director. It also requires several sub-departments and a corresponding number of middle managers to manage the individual functions.

The resulting proposed model structure is based on the above 'improvement cycle' and is represented below. Not all departments/functions will exist in all utilities:



As stated earlier, there is no perfect model and there are an almost infinite number of variations on the above. A reasonable alternative would be to delete the Operations Director post and to have the Technical 'Manager' at Director level along with a Water Supply Director and a Sewerage Director. However, this would increase the number of persons reporting directly to the General Director from 8 to 10. In such a case, the Corporate Planner could report to the Technical Director (or even to the Finance Director).

The ideal number of persons reporting directly to the General Director (GD) is 7 to 9 and these, along with the GD, would form the Senior Management Team (SMT) whose major responsibilities would include performance monitoring as well as business and strategic planning. Day-to-day operations would be delegated to middle and junior managers, but the second-tier SMT members would be held accountable for the performance of their respective departments. The formation of the Senior Management Team would enhance the flow of information and the communication between senior managers.

The General Director would only have contact with non-SMT staff in exceptional circumstances.

**ACTIVE STEP: Clarify/adjust your organizational structure
according to mandate, roles and functions!**

B 3.5 Review and Adjustment of Staff Structure

One way for each utility to have a say in their own structure would be to undertake the following exercise, maybe as a brainstorming session as part of a re-structuring workshop led by the HR Director:

1. What services must we provide according to our mandate?
2. What services do we actually provide?
3. Do we supply more or less services than we are required to supply?
4. Do we provide any service which is not essential or relevant?
5. Do our structure and reporting lines enable us to provide the essential services to the customers at a satisfactory level and at a reasonable price?
6. What structure do we have now?
7. In providing the services, who can make decisions relating to:
 - expenditure;
 - responding to customer requests and complaints;
 - repairing/maintaining the network and ancillary works;
 - overtime working;
 - procurement of tools and equipment;

- recruitment;
 - disciplinary cases;
 - dismissals;
 - attendance on training courses; and
 - working methods.
8. Do we have the right number or too many/too few people (check department by department)?
 9. Is the (structural) organogram ideal?
 10. If "yes": let's look at the staff and their skills, qualifications, attitude and knowledge
 11. If "no": who or what gives us the idea that it is not ideal?
 12. What pressures, influences are promoting the need for change?
 13. What are all the factors to be considered?
 14. What are the priorities?
 15. What is actually wrong with the structure?
 16. Can we modify the structure to keep the advantages and reduce the disadvantages?
 17. What structure would we consider satisfactory?
 18. Consider and describe the new structure!
 19. What are the benefits and disadvantages of this new structure?
 20. Do the disadvantages cause problems in providing a satisfactory service at a reasonable price?
 21. If "No": confirm the organogram!
 22. If "Yes: return to 18!

This kind of brainstorming session using the above checklist should help the HR department in carrying out the review, which should be undertaken periodically to ensure that the organisation is still capable of providing the best possible service. Such an exercise should include all senior managers, several middle and junior managers and representatives from operations as well as billing and collection. In other words, all key functions should be represented, and not just second-tier managers. This representation will provide "ownership" by the staff of any revisions to the structure.

This exercise will be in addition to a full Business Process Review, which will primarily focus on paper trails and internal communications and their effect on customer service.

B 3.6 Staff Appraisals for Determining Demand for Qualification

In the past, it has been observed that qualification measures, in particular training activities, were largely determined by supply of training offers, as incentives or as benefits.

However, in order to put any **qualification measures** to full use and ensure that they contribute to improved performance of the corporation, they **should be based on identified gaps and shortages of knowledge and skills through regular appraisals of staff**. The purpose of staff appraisals is to check the performance of every member of staff and to identify strengths and weaknesses. On the

basis of staff appraisals, propositions for salary increments, incentives, promotion or further qualification measures can be made.

In conversation with the management of LCs and utilities, it has become evident that staff appraisals are not carried out regularly and not among the entire staff, although they are stipulated under the Civil Service Law. Most utilities exclude permanent staff and instead appraise only staff with temporary contracts in order to determine any extension of their employment. This has also been documented in the Training Needs Assessment of Key Staff of LCs carried out by the World Bank Project in October 2007.

Therefore it is necessary to assist LCs and utilities in establishing regular (once per year) appraisals of all staff members. Staff appraisals are based on the respective job descriptions and compare actual performance with prescribed tasks and duties. For carrying out staff appraisals, the concerned supervisor should fill in a standardised appraisal form identifying strength and weaknesses of the reviewed staff member. Through pointing out weaknesses in the performance, gaps and shortages in knowledge and skills can be identified that may be overcome through appropriate qualification measures.

In addition, staff appraisals may also help to discover hidden or dormant talents, interests and abilities of individual staff members. Discovering these assets will reveal potentials particularly useful for transferring or promoting a staff member to another position within the corporation and in line with career development.

B 3.7 Schemes for Staff Appraisal

All organisations can benefit from staff appraisal schemes, provided they are prepared to invest the necessary time and money to conduct them properly. Staff appraisal schemes need not be complex; indeed the most effective systems are often the simplest. All schemes involve an interview between each line manager and his/her subordinates, usually called Appraisal, Appraisal Interview, Staff Review, Performance Development Review or Annual Review.

The main objectives of a staff appraisal scheme are to clarify and review existing roles, responsibilities and performance and to establish new objectives, and to identify training and career planning needs. They provide the perfect vehicle to ensure that each member of staff has objectives, which reflect the overall objectives of the organisation. In addition, the staff appraisal scheme *may* be used to determine whether employees should receive an element of financial reward (incentive) for their performance.

The scheme provides managers and employees with opportunities to discuss how they are progressing and to see what sort of improvements can be made or help given to build on their strengths

and enable them to perform more effectively. It also gives the employee a forum, in which to air constructive ideas and concerns in a relaxed atmosphere. It should be used to predict the level and type of work that employees will be capable of doing in the future, how their capacities can be best developed for the sake of their own career as well as to maximise their contribution to the organisation.

A fully detailed proposal of a staff appraisal scheme (including forms and guiding procedures) are contained in a special manual of the framework concept.

**ACTIVE STEP: Introduce system for appraising performance
of all staff members!**

4. Guiding Principle No. 4: Annual Training Plans

Annual training plans will be compiled by every Local Corporation and utility indicating demand based training activities.

B 4.1 Planning Training Activities

Annual training plans are already compiled in some LCs and utilities. However, they are not yet common practice. On the basis of identified training needs through regular staff appraisals or through an ad hoc Training Needs Analysis (TNA), the overall training needs of a LC or utility can be established and inserted in an accumulated plan for all the sections and departments. This will help to ensure the inclusion of all levels of operation and of gender related training needs, allow the grouping of training demands and provide the key to estimating the costs of training measures. Furthermore, it will facilitate the planning of training measures well in advance in order to avoid a coincidence with peak workloads. In addition, it will also help in seeking external financial resources in case the training budget is insufficient.

In the process of identifying training needs it is important not only to consider needs arising from present skills and knowledge gaps but also from forthcoming demands related to the corporate visions, strategies and plans of expansion (e.g. providing sanitation services). Furthermore the training plan should be based on an equal opportunity approach and female employees be encouraged to participate in training activities. An example of a summary training plan is shown in Annex 3. Details about compiling a training plan are reflected in a separate manual.

B 4.2 Prioritizing Subjects

In case of limited financial resources or other constraints it is advisable to indicate the level of priority for each training activity in the annual plan. A simple approach is differentiating between at least two categories:

- Category A: High priority, a must to be implemented because it is essential for improving the performance of the corporation;
- Category B: Desirable, important and useful.

When considering training needs, the potential added value to the business must be the overriding priority. There should be tangible improvements in service levels, quality, efficiency, customer relations, safety, etc. as a result of training programmes.

ACTIVE STEP: Introduce system for compiling training plans!

5. Guiding Principle No. 5: Forecasts for Human Resources Requirements

Forecasts for human resources requirements (professional entry qualifications and further qualification) and long-term plans will be prepared by Local Corporations and utilities, e.g. to include new lines of services like sewerage collection and wastewater treatment. The forecasts will take into consideration new challenges and functions of utilities as a result of the decentralisation process.

B 5.1 Changing Demands for Human Resources

The requirements for Human Resources of an LC or utility do not remain constant. The extension of the networks to reach more households, the improvement of reliability of services and water quality are quite challenging. In addition, utilities, which have so far concentrated exclusively on the supply of water, are preparing to take on wastewater services as an additional function (product line of service) from the municipalities. Abyan and Al-Sheher are good examples for this expansion.

Therefore, it is obvious that the expansion, improvement or inclusion of new lines of services have substantial influence on the requirements for Human Resources. These requirements have to be reflected in a mid- and long-term planning process, which leads to a clear determination of the quantitative and qualitative requirements in new staff.

At the same time, technological change and institutional re-arrangements have implications on staff requirements and adjusting their qualifications to changing natures of jobs. This again calls for a process of lifelong learning.

On the other hand, the demand for certain technical qualifications may decrease or cease to exist, for example, if an LC may opt for outsourcing supplementary functions, like maintenance of motor vehicles, it will no longer require car mechanics.

B 5.2 Restructuring as Opportunity for Re-staffing

Taking on new lines of service or extending services to new areas and branches provide good opportunities for re-assessing the existing organisational structure and subsequent re-structuring exercises as part of Organisational Development. These will also result in new staff requirements, creating new positions that may be filled either by transferring employees from other existing positions or by recruiting new staff. In any case, the new positions in a newly created department or section need to be clearly defined in line with the functions or tasks assigned to it. This has to be done through job profiles, job descriptions and vacancy announcements.

Thereafter, one has to establish if any staff member(s) has matching qualifications. Here again, the results of regular staff appraisals may provide relevant information.

For filling new positions, there are the following options:

- existing staff member(s) fully match the requirements of the new positions and are willing to take on a new position;
- the qualification of existing staff member(s) are only partly in line with the requirements; therefore they need to adjust/upgrade their qualification through training measures; and
- no existing staff members have relevant qualifications; therefore new staff has to be appointed.

In the case of transferring employees to new positions, there will be a need to adjust and upgrade their qualifications. In the case of recruiting new staff, there will always be the need to prepare them for the new position through e.g. group training, team building and corporate identity exercises. A well-documented Induction Process for new employees helps to minimise the initial "settling-in" period, which is usually unproductive. Even for promotions within the organisation, it is good practice to provide a 'mini'-induction so that the promoted employee quickly understands his/her new duties and responsibilities and what resources (other staff, equipment, facilities, etc.) are available. This again is another example for underlining the importance of lifelong learning.

However, restructuring does not always mean expansion. It can just as well mean the opposite, namely concentration or amalgamating existing departments in order to focus on core functions of the corporation.

According to information of the PIIS system, most Local Corporations employ more staff per 1000 water and sanitation connections than benchmarked. As a result, their high shares of salaries hamper the commercial operations without benefiting the performance and customer service.

In the cases where restructuring leads to a reduction in the number of required employees or to different job profiles, socially acceptable solutions have to be found and taken in order to care for redundant staff.

They may include the following options:

- no filling of redundant positions after retirement of incumbent officer;
- offering early retirement packages;
- combining outsourcing with business development for technical staff; and
- comprehensive severance packages ('Golden Handshake') for employees leaving voluntarily (MWE should apply for inclusion in redundancy fund).

It is always good practice to implement a procedure whereby departmental heads have to provide written justification to the General Director for the replacement of departing employees. This focuses minds on the job function and its relevance to the services provided. The process should allow for the consideration of alternative solutions such as job-sharing, introduction of new methods/technology or outsourcing.

The forecast of Human Resources Requirements opens also great potentials for increasing the number of female employees on an equal opportunities basis not only in traditional female resorts but also in new, e.g. technical, fields.

ACTIVE STEP: Identify staffing requirements according to mandate and structure!

B 6 Guiding Principle No. 6: Career Development

Emphasis will be given to career development of the individual human resources to enhance motivation and for retaining qualified staff.

B 6.1 What is Career Development?

The term "career" usually describes the sequence of jobs or positions held by an individual in his/her working live. It is anticipated that with acquiring professional experience and competence an individual moves upwards from lower to higher positions with greater decision-making functions. In the ideal case, the decreasing capability of a person to perform heavy manual work with growing age and the acquired wealth of working experience, particularly analytic, coordinating, planning and supervisory skills, of the same person should lead to a change in his/her position.

Example: a technician in charge of electrical installation assumes the position of a foreman and later becomes the head of an electrical workshop.

B 6.2 Importance of Career Development

Career development describes the upward movement of an individual from a lower to a higher-ranking position with a better and more attractive remuneration. Creating opportunities for individuals to climb upwards on the career ladder is an important instrument to enhance staff motivation, job satisfaction and loyalty to the employer because remaining in the same position for a long time can negatively affect motivation, interest in work and commitment of a staff member.

Therefore it is important for any employer to provide equal opportunities for staff to climb, provided they are committed and ready to take on more responsibility, utilise their acquired work experience and competence.

The uniform public service system, as laid down in Cabinet Resolution No. 276 of 1992, stipulates the period of an officer to hold a certain position before becoming eligible to promotion to the next job class. However, this system does not relate to performance, achievement and commitment as promotional factors for career development but instead on the period of holding a certain position.

In general, the aspect of career development seems still fairly alien to many water utilities. Employees hold the same positions for extended period of times without a perspective of climbing higher and earning better salaries.

For the reasons mentioned above, water utilities should consider the upward movement of their employees as a strategic aspect and actively enhance the acquisition of work-related further qualifications as well as offering opportunities to rise within the given professional field.

This can be achieved by enhancing internal recruitment procedures whenever vacancies occur and need to be filled. But it can also be achieved when employing new staff, which may start on a lower rank initially and climb up in the further years of employment.

In conclusion, the active support to career development of employees will increase their motivation, commitment and reduce staff fluctuation.

It is generally accepted that salaries increase approximately in proportion to the level of managerial responsibility; in other words, the more staff a manager is responsible for, the higher his/her salary. Unfortunately, this impacts negatively on highly proficient and experienced technical and financial staff that must abandon their skill-areas and take on managerial roles if they are to earn higher salaries. One way to maintain the skill level within the organisation (especially in highly specialized areas) is to recognise the importance of highly trained professional staff by introducing a special salary grade, which reflects the value of the person's technical contribution to the business, rather than the responsibility level.

B 6.3 Promotion Opportunities

Similarly to recruitment and selection, promotions must be fair, transparent and based on the aims and objectives of the utility. In other words, the persons who are promoted (into supervisory or management positions) must be capable of moving the organisation forward in the direction as described in the Mission and Vision Statements. These should reflect customer service levels, finan-

cial performance, and achievements in implementing local, national and international standards as well as care and duty towards the staff.

Staff with management potential should be selected for long-term development as part of the succession plan. The selection should be based on past performance, qualifications and potential and should not be based on family ties with e.g. the General Director or local mayor.

The Staff Assessment (or Appraisal) Scheme should be used to identify potential managers, along with recommendations by Line Managers and Heads of Departments.

Programmes of Middle and Senior Management Development should be established and all potential managers given the opportunity to participate. The purpose of such programmes is identifying potentials for the development of individual staff members. Such a programme should be a combination of:

- classroom lectures and discussions;
- self-study and development;
- mentoring and coaching by senior staff;
- study tours (seeking best practice) and
- external development and study - either residential or by distance learning.

Topics will include:

- business processes and commerce;
- customer relations;
- dealing with the media;
- education;
- finance & accounting;
- information technology;
- leadership;
- legal aspects of water and wastewater services;
- management of people;
- management information systems;
- obtaining funding for improvements;
- planning;
- presentation skills;
- process management;
- public awareness and public relations;
- quality assurance and quality management;
- regulation;
- service levels;
- stakeholders;

- teamwork;
- technical developments; and
- work organisation.

Of course, not all employees will be successful in climbing up the ladder as there are only a limited number of management positions in any organisation. However, the less successful employees will have benefited from the programme and will be in a good position to seek employment elsewhere; this should be accepted and understood by the utility. Those unsuccessful participants who stay with the utility will have developed new skills and knowledge as part of the programme and therefore have the potential to make improved contributions to the utility.

Although water utilities are dominated by male employees partly due to the predominantly technical character of the water and sanitation services, even the opportunities in administrative, financial and in particular customer related services for employing females are not yet fully utilised.

In case of any vacancies, existing staff members should be given the first opportunity to apply. The procedures of recruiting a staff member to a new or higher position should follow the recruitment procedures described in section B 9.

ACTIVE STEP: Consider career opportunities for existing and new staff!

B 7 Guiding Principle No. 7: Modes of Knowledge and Skills Transfer

For knowledge and skills transfer, all available options and systems will be exploited. Available national long- and short-term training opportunities (programmes and courses) will be utilised to a maximum. Their further development and expansion will be supported in order to create sustainable growth of national capacities.

External (foreign) training opportunities will be utilised to overcome gaps and shortages of national opportunities and in particular for training intermediaries and multipliers.

B 7.1 Knowledge Transfer

For the transfer and acquisition of knowledge (confident understanding of a subject, systemised storage of information), there is a range of opportunities; typical ones are:

- **Interpersonal transfer of work-related information** (formal or informal) can be achieved through working interaction and instructions, through e.g. a supervisor with a higher level of knowledge. Example: an electrician rewinding electric transformers gets theoretical knowledge on calculating formulae for determining the voltage output.
- **Lectures and presentations** in a classroom scenario as part of short or long-term training. They are the classical forms of transferring information and knowledge.
- **Reading of topical literature** has been one of the most conventional modes of transferring information and knowledge from the author to the reader. Meanwhile information through Internet and electronic data (**e-learning**) is in process to overtake the relevance of printed books. Reading and use of electronic data can be used in both informal and formal ways of learning.

The **circulation of specific articles** to professional staff can provide an excellent means of keeping staff in touch with new developments and ideas. It also promotes a sense of teamwork within the organisation, in that staff feel valued by being part of the 'knowledge-circuit'. However it requires the existence of a reading culture.
- **Exposure and study visits** are also popular opportunities for exchange or transfer of information along the lines of "seeing is believing".
- The **formal primary and secondary education** creates the basis for the transfer of knowledge and for methods to acquire knowledge.

B 7.2 Skills Transfer

For the acquisition and transfer of skills (ability to perform actions with a desired outcome), there are just as well various opportunities:

- **Learning by doing** is the most conventional method of acquiring skills through a formal (structured practical training) or informal (unstructured imitation) mode.
- Skills transfer can be arranged at the workplace (**workplace-based training/on the job training**). This is particularly common in larger enterprises that have their own training infrastructure and in-house trainers. In order to optimise the transfer of available in-house experience, it is most useful to establish a data base on experienced staff members in certain skills and if necessary to strengthen their ability to transfer their wealth of experience through training of trainer courses.
In view of the existing expertise and experience in water utilities workplace-based training should be strengthened in order to fully utilize the available expertise for hands on skills upgrading of junior staff.
- Skills transfer can be arranged as well through organised training in a specialised training institution (**institution-based training**). Technical education and vocational training institutions are typical providers of such training.
Institutions in the technical education and vocational training (TEVT) sector provide classical **formal skills training** in various trades, comprising practical, hands-on exercises in combination with theoretical lessons. These programmes are usually addressing young school leavers and impart essential competence before entering the working sphere (pre-employment training). With a duration of two or three years these programmes lead to a Diploma which is widely recognised by employers.
Public and private TEVT institutions as well as specialised training providers offer a variety of **courses for upgrading skills**, usually in form of short courses for persons in employment (in-service) who take a short break. These type of courses in particular are contributing to life-long learning.
- **Pre-employment/service training: basic qualifications**
Basic professional qualifications depending on the type of position required should be acquired prior to the employment in institutions of technical education and vocational training, other institutions of higher learning or tertiary education like universities or colleges. The Water Craftsman Training Programme (three years) offered at Dabhan Technical Industrial Institute is a typical example for a specialised programme preparing school leavers for employment in the water sector.

The inventory study (Human Resources Development Inventory Study in the Water Sector by GTZ/GOPA 2007) provides an overview of existing pre-employment training/education facilities in Yemen.

However, it is obvious that the currently offered pre-employment training programmes are very limited and not sufficiently diversified in order to create the technical cadres required. Therefore, in particular technical education and vocational training institutions and other institutions of higher learning should become more responsive to these needs.

The Water Supply Technician Course, implemented on a pilot basis at the Dhahban Industrial Technical Institute in Sana'a and Al-Houban Institute in Taiz for young employees of LCs, was an example for **upgrading skills during employment**. However, due to its two-year duration it was somewhat atypical. More common examples are the short courses offered through NWSA and carried out predominantly by NIAS, AHIEAS or WEC. These courses offered are listed in the National Training Catalogue (Short Term and Key Qualification Courses for Personnel of Urban Water and Sanitation Corporations). The direct costs (excluding travel, accommodation and meals) per participant and per day are in the range of about 9,500 YER.

- In addition arrangements for **coaching and mentoring**, especially as follow up to preceding training programmes ensure the application of acquired skills in the working environment and enhance the life-long learning process.

B 7.3 National Opportunities for Knowledge and Skills Transfer

Yemen has a number of tertiary educational facilities (e.g. universities) offering academic courses for the water sector and training providers offering professional courses. According to the Human Resources Development Inventory Study in the Water Sector compiled by GTZ/GOPA in August 2007, major national providers are: WEC and the Faculty of Engineering of the Sana'a University, Dhahban Institute, Al-Houban Institute and NITI.

B 7.4 Regional and International Opportunities for Knowledge and Skills Transfer

Besides training facilities in Yemen, there are a number of institutions catering for the water sector in neighbouring countries and worldwide. The "Training Plan for LC Managers" compiled by the World Bank provides an overview of relevant institutions in its relevant chapters. However, sending participants abroad is more costly in general. Therefore emphasis and priority should be given to training facilities within Yemen, their capacities should be developed and trainers and multipliers who can pass on the acquired knowledge and skills to others need to be supported.

B 7.5 Options for Enhancing Attitude and Behaviour

Human behaviour is the way of dealing with other persons, objects or the environment. It is not only based on knowledge and skills but also on the attitude, The attitude of employees is their way of thinking and feelings about persons and things. Enhancing human behaviour is more difficult to achieve, as there are few ready-made remedies on offer. Improving the behaviour of employees cannot be simply achieved by training, but requires other additional interventions like motivation, incentives, team-building exercises and developing a corporate culture. Within this context, the flow of information and the culture of communication play an important role. It is also a subjective topic which needs sensitive responses by management when the behaviour of employees is seen as being 'unreasonable'.

Team-building (group) training:

Staff of water companies do not operate in isolation, but in teams of different sizes. Therefore it is vital that the teams work in smooth cooperation to meet joint targets of their teams, groups, sections or departments. The attitude of staff is usually enhanced if they feel 'part of the team' and the sharing of information and knowledge is an excellent way to build strong teams. The outmoded management style incorporating the ethos that 'knowledge is power' results in fragmented teams, de-motivated staff and generally poor performance. Within this context, the flow of information and the mode of communication play an important role.

Secondment/attachment

Sending a staff member for a period of time to a more advanced department or institution/company/utility is another instrument to enhance not only knowledge and skills but also attitude and behaviour.

ACTIVE STEP: HRD officer to collect comprehensive information on training offers, establish contacts with training providers and coordinators; identify priorities for training and make best use of available opportunities! Identify experienced staff members who can act as part-time instructors:

B 8 Guiding Principle No. 8: Staff Incentive Schemes

Staff incentive schemes will be based on actual performance (see also Rada'a principle No. 5).

Monetary incentive schemes have been introduced and are decided upon by the Board of LCs. In some cases, these monetary incentives can reach the same level as the basic salaries. However, within the given financial constraints non-monetary incentives also need to be put into consideration to increase job satisfaction and motivation.

Unfortunately the existing incentive schemes have taken on more the character of general topping ups as they are not related to the performance or achievements as intended by “Raada’a principle No. 5”.

Concrete proposals for performance based incentive schemes were developed for the Abyan LC and the Al-Sheher Autonomous Branch with the assistance of an external consultant. They are currently undergoing tests before they can be introduced on a wider scale.

ACTIVE STEP: Introduce incentive scheme on a pilot basis and share experience!

B 9 Guiding Principle No. 9: Transparent Recruitment Procedures

For recruitment of staff, the transparency of procedures will be increased.

B 9.1 Essential Aspects for Recruitment

According to the "Training Needs Assessment of Key Staff of LCs" by the World Bank, the recruitment practice is still suffering from "interference from Boards, authorities and influential people to recruit (often unqualified) staff in excess of the LC's needs". Similar observations were made earlier during a SWOT workshop organised by the PD component in June 2007.

Instead, the internal and external appointment of staff should be made on the basis of qualifications and merits in accordance with the particular requirements laid down in job profiles/descriptions for the positions to be filled.

Although it may be not realistic to rule out this kind of interference in the near future, it is absolutely vital to establish clear and transparent recruitment procedures. They should comprise of open

advertisement, pre-selection of applicants, short-listing and interviewing of candidates by a competent panel of senior staff of the utility concerned. This refers to internal as well as external recruitment. Furthermore, it would be desirable to introduce an equal opportunities policy, offering female candidates employment based on qualification and merits besides males. Such procedures will strengthen the position of the LC and enhance its chance for reasoning.

B 9.2 Reliance on Job Profiles and Descriptions

Besides improving the procedures, cornerstones for improving the recruitment process are the existence of job profiles and job descriptions based on the roles and functions of the utility concerned and its respective department or section. Job descriptions clearly indicate the required qualification of a candidate and will therefore provide evidence for an LC opting for a particular candidate and rejecting a candidate recommended or pushed by external interests.

B 9.3 Recruitment Procedures

The water industry, more than most industries, relies for its success at achieving satisfactory levels of customer service on the local knowledge of its staff. This is in addition to their technical and communication skills. The careful recruitment, selection, retention and training of staff are therefore absolutely essential in maintaining and improving performance and the monitoring of these activities should be within the remit of the proposed HR Department.

The recruitment of any employee should follow clear-cut and transparent procedures on an equal opportunity basis. Hereby it is also important to clearly define who is in charge of decision-making for the appointment of new staff at different levels.

As long as the Civil Service Law governs the employment of staff, pertinent procedures have to be followed.

Ideally, the General Manager and his/her deputy should be appointed by the Management-Board. In case the Board is not yet functional, it may be appropriate for an interim period (until the Board is fully functional) that the appointment will be made by the Minister.

Appointments for the next level (tier) of Heads of Departments should be made by the General Manager with the concurrence of the Board.

Appointments for all other levels should be made by the General Manager upon recommendation of the concerned Head of Department.

For all positions to be filled, a job description should be compiled and, based thereon; a vacancy announcement published either internally (within the corporation) or externally (e.g. through public announcement in the press).

Applications from interested candidates (internal or external) should be screened by a small selection committee including the General Manager or his deputy, a representative of the HRD unit, the department concerned and the Head of Personnel or Administration.

After screening the applications, suitable candidates should be short-listed and thereafter interviewed. The relevant information on the short-listed candidates should be compiled in a table, which allows an easy comparison.

Interviews should be carried out by the selection committee. The outcome of the interviews should be minuted to record the decision-making process.

Unspecified applications (not in response to a vacancy announcement) from individuals or recommendations from third parties should be kept on file until such time that a suitable opening may come up. In that case, the candidate on file would be requested to officially apply to an advertised position.

However, it is highly recommended that the management refrain from appointing anybody without following a clear-cut recruitment procedure and in the absence of a vacancy announcement.

These ideal procedures may need adjustments according to the further decentralisation process and the creation of Public Corporations, whose assets are owned by the Local Council, but whose professional management is fully in charge of operations.

B 9.4 Recruitment & Selection

Selection of sub-standard staff will result in sub-standard service to customers; the better staff will become disillusioned and de-motivated and will eventually leave the company. This results not only in loss of skills and knowledge, but will require a whole new cycle of recruitment, which is disruptive, time-consuming and expensive.

The recruitment process must be fair and transparent; there must be checks to ensure that only the best available staff are selected at every level. Nepotism and political appointments should be discouraged in favour of a selection process that addresses the skill needs of the utility.

It is therefore strongly recommended that an impartial representative from the HR Department plays an active role in the process; i.e. the interview panel comprises a combination of the following:

- Head of Department;
- Head of Sub-department (i.e. future line manager of the successful candidate); and
- Human Resource Department Representative.

For senior posts, (i.e. second tier), the panel would probably involve the supervisory board and/or the following:

- General Director
- Human Resource Department Representative, preferably the Head of HR
- One or two second-tier managers.

If someone dies or leaves the utility, recruitment of a replacement should not be automatic. Before any recruitment takes place, the Head of the Department proposing the recruitment should prepare a report assessing the need for the post; it should include a review of whether or not the work can be re-distributed elsewhere or cease completely. The HR Department can be included in this task. The General Director should approve all recruitment in writing to the Head of HR.

The HR Department's role in the recruitment and selection process is to follow the following steps (for full details see Annex 10).

STEP 1: Liaise with the Line Manager;

STEP 2: Define the job;

STEP 3: Define the person (prioritised into desirable and essential);

STEP 4: Clarify advertisement;

STEP 5: Preparing for interview;

STEP 6: Carrying out interview;

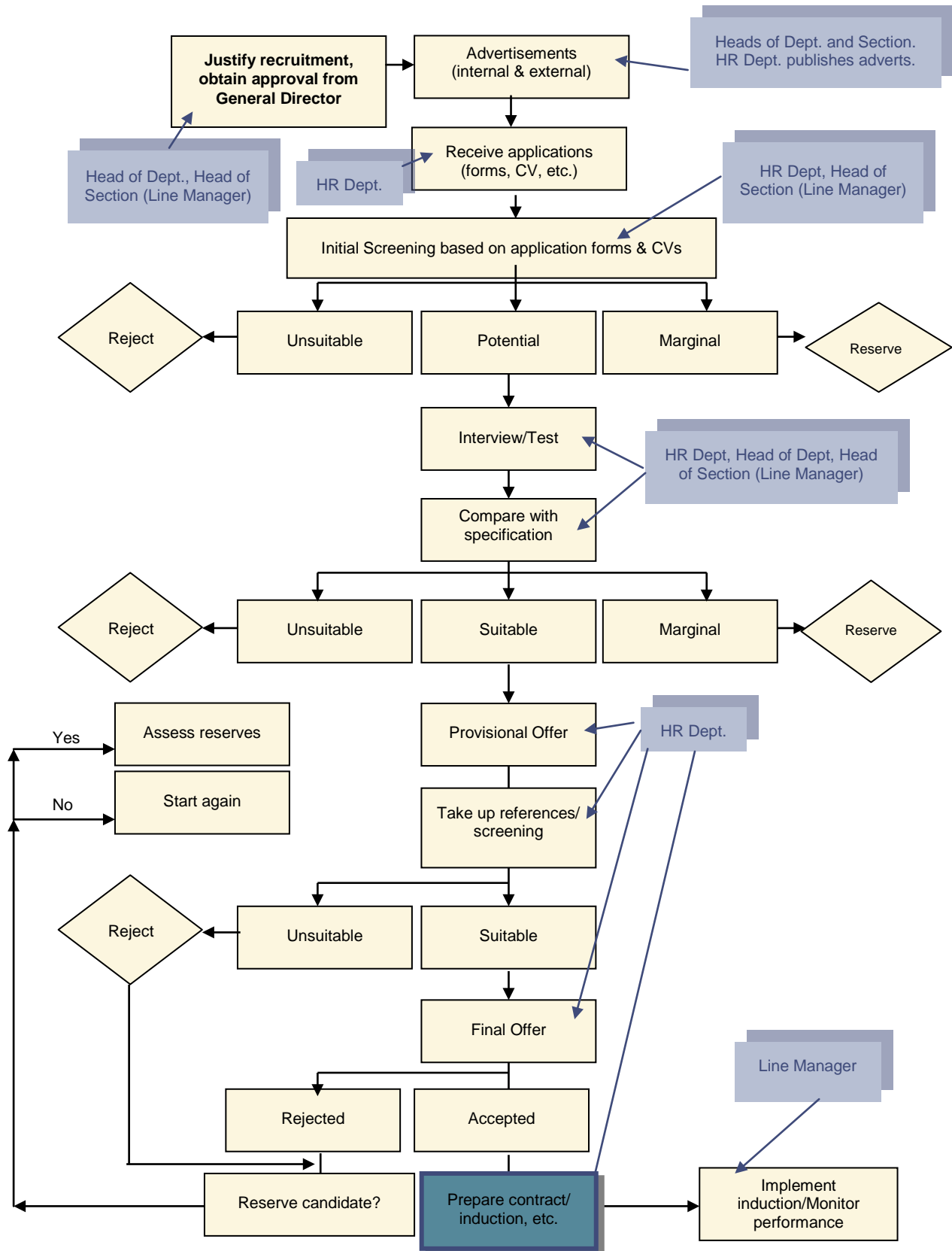
STEP 7: After the interview;

STEP 8: After the appointment;

STEP 9: End of appointment, upon departure from the utility.

ACTIVE STEP: Use proposed steps for recruitment and make process transparent!

Recruitment and Selection Flow Chart



B 10 Guiding Principle No. 10: Sector-specific Terms of Employment

Sector-specific terms of employment will be gradually developed in order to attract and retain qualified staff and to increase their motivation

At present, there are three types of employment to be found in Local Corporations:

- civil servants;
- contracted staff; and
- casual (daily) workers.

The civil servants are recruited in line with prescribed procedures for the civil service and in accordance to the remuneration of the civil service. This group is affected by two factors not conducive to the requirements of water corporations: first, that the recruitment reduces the influence of the Local Corporation in the selection of candidates and second, that the remuneration is not attractive enough to obtain and retain qualified staff.

Contracted staff is employed at the LC's own scheme of remuneration, but without long-term perspectives and career opportunities. Casual workers are also employed directly by the LC, but without any long-term perspective.

In order to create a competent, motivated and committed labour force, it is suggested to gradually develop special terms of service for Local Corporations/utilities without the continued influence of the central government and offering not only a motivating remuneration, but also opportunities for upward career movements.

The recent proposal of consultants to convert Local Corporations into Public Corporations and autonomous branches into Public Companies recommends a separation of ownership and management, which is in line with international good practice. However, regarding the employment of personnel, Civil Service Law will still apply, which hampers the introduction of new terms of employment. It seems that the only solution remaining is following the examples of the national airline, Yemenia, the judiciary and the public universities that applied successfully for sector-specific terms under the Civil Service Law.

Initiatives to explore potentials for developing special terms of service in the water sector have been made by some LCs and the Union of Water Sector Employees. But it seems that it may be most useful to involve as well the services of a specialised consultant.

ACTIVE STEP: Define cornerstones for improved terms and appoint consultant to investigate options and develop details!

PART C - Stakeholders, Priorities and Priority Actions of HRD

Words without action remain empty:
"We must walk the walk, not talk the talk"

This part mentions the relevant actors/stakeholders and describes priority actions for implementing the strategy by indicating what, why, by whom and when.

C 1 Stakeholders and Priority Actions of HRD

With reference to chapter A 3.2, the stakeholders of this Human Resources Development Strategy are:

- the Boards of Directors of the existing 15 Local Corporations;
- the senior management of the existing 15 Local Corporations;
- the senior management of autonomous utilities and their branches;
- the NWSA management concerning branches to be decentralised;
- the Ministry of Water and Environment (MWE);
- the Personnel Development Coordination Unit/HRD Centre under MWE;
- the coordinator and team leaders of the GTZ Water Sector Programme;
- the representative of KfW;
- the water sector coordinator of DED;
- the representatives of other donor agencies;
- the team leader of the World Bank HRD project;
- training providers; and
- the Skills Development Fund.

In addition to these organisations and institutions, the future association of local authorities will also play a major role once it will have been established and assumed operations.

Considering the wide range of stakeholders and the large number of LCs and utilities the role of coordination and driving forces become extremely essential.

According to past experience, the networking between different stakeholders has been sub-optimal. Therefore the success in implementing the strategy will largely depend on the efficiency and effectiveness of coordination and networking.

This role should be taken on by the new **HRD Centre** under the MWE which will gradually assume the functions of the temporary **Personnel Development Coordination Unit (PDU)** with the following tasks:

- stimulate the development of innovative PD/HRD concepts and tools in cooperation with suitable providers;
- support the development and implementation of quality management procedures;
- publication of 'best practices' and experience elsewhere;
- provide information on national and regional training opportunities in line with demand;
- act as broker for qualification/training activities, coordinate PD/HRD measures;
- cluster training demand and negotiate suitable conditions with prospective providers;
- ensure and monitor quality of training;
- advise and motivate LCs to increase their cost contribution to training;
- identify possible sources of financing for HRD measures;
- coordinate activities of all donor supported programmes (e.g. World Bank/Royal Netherlands Embassy, GTZ etc.) and
- report to Deputy Minister or other appointed senior officer.

The HRD Centre with a specialised HRD Department is expected to take on the following characteristics:

- strong service orientation and private sector attitude;
- culture of a "learning" organisation (for transfer of knowledge);
- expertise in technical, administrative and management capacity development with a good market overview;
- up-to-date knowledge of OD (organisational development) tools like change management and other process- and result-oriented management techniques;
- capacity to provide advisory services and to facilitate further services of training providers, PD consultants, etc.; and
- acceptance/recognition by LCs and other clients.

An additional aspect needing attention is the provision of qualification measures, which should meet standards of uniformity and quality. Here again, a strong driving force, efficient coordination and effective quality control are required.

C 2 Priorities for Action

Before going into any details about priority actions and activities, it is obvious that there must be a change of attitude concerning the development of personnel or human resources. They need to be regarded as the most valuable assets of any utility and receive due attention, respect and support. This is a prerequisite particular for the entire management of the utilities.

Strategies and Guiding Principles that are not implemented remain toothless plans. They remain architectural blueprints without commencing subsequent construction work. Therefore it is essential to strategise the implementation of the guiding principles by pointing out where to start and where to continue. For this purpose, it is necessary to identify areas of priority and to propose a plan of action as well as the role of different stakeholders.

Looking at the given scenario of the urban water sector, its structural weaknesses and lack of systems for personnel development, it is obvious that absolute priority should be given to the following areas:

- institutionalising human resources development (GP 1);
- establishing systems for demand-oriented HRD (e.g. staff appraisals, TNAs; GP 3);
- provision of financial resources for implementing training plans (GP 2, GP 4);
- improving forecast and recruitment systems (GP 5, GP 9);
- enhancing motivation through incentives (GP 8);
- optimal utilisation of available in-service and pre-service training (qualification) opportunities/concentration on priority topics in training (GP 7); and
- strengthening capacities of LCs/utilities for on the job training (GP 7).

These areas need immediate and fast attention in order to create a tangible impact on the personnel of LCs and utilities.

Although not less important, though less urgent at the moment, is the implementation of other measures that provide long-term solutions:

- development of sector-specific terms of employment (GP 10);
- development of national pre- and in-service training capacities (GP 7); and
- supporting career development (GP 6).

C 2.1 Institutionalising HRD: Creating Clear Responsibility for Human Resources (GP 1)

Considering the fact that Human Resources are the most valuable assets of any water utility, it is mandatory to reflect their importance in the institutional set-up. Therefore, it is of utmost priority to assign the development of human resources to persons and departments in charge. Temporary arrangements and the desired permanent option for institutionalising HRD in an HR Department were outlined in Section B 1.1. According to recently (December 2008) carried out interviews with selected LCs, it was noted that some LCs (Abyan, Aden, Dhamar, Sana'a and Taiz) have made structural adjustments to accommodate HRD. However, in order to fully incorporate responsible and effective HRD structures more efforts have to be made by all LCs and utilities. It also seems absolutely necessary to underline the crucial importance of institutionalising HRD.

WHAT has to be done?	HRD has to be institutionalized.
WHY has it to be done?	Clear responsibility and competence has to be assigned.
HOW should it be done?	First assigning responsible officer(s) and HRD department to be created
WHO should do it?	All LCs/ utilities
WHEN should it be done?	Urgently and as soon as possible

C 2.2 Establishing Systems for Planning the Demand Oriented Development of Human Resources (GP 3)

The development of Human Resources must no longer be left to a supply-driven approach, but has to be based on clearly defined needs and systematic training plans developed by each LC and water utility. It has been emphasised that training and HRD in general should follow a well-planned approach in accordance with institutional demands. One important instrument for this is the development of annual training/HRD plans. They should be compiled in reflection of qualification needs under the aspect of providing equal opportunities.

If the internal capacities are insufficient for this exercise, external advisory assistance should be sought and provided.

The HRD Centre under MWE, currently under establishment with assistance from GTZ, should develop accumulated national training plans and facilitate networking between the LCs/utilities in meeting their training demands (e.g. staff of smaller LCs to benefit from facilities of larger LCs).

So far a systematic analysis of training needs/demands is rather the exception than rule among LCs and utilities. And if a training Needs Analysis (TNA) is carried out it is largely based on ad hoc assessments of supervisors and excluding strategic objectives of the utility and future plans for extension.

The LCs in Aden, Hodeidah, Ibb and Sana'a have already carried out TNAs and the LC in Abyan as well as the Al-Sheher Autonomous Branch were assisted by the Personnel Development Component in the procedure of an TNA.

Nevertheless there is still a need to strengthen the capacity of LCs/utilities to determine their training needs/demand, most preferably in close connection with staff appraisals.

As the performance of all staff needs to be regularly assessed as a basis for identifying gaps and shortfalls in skills, knowledge and competence and for creating a transparent yardstick for incentives, staff appraisal systems have been developed but still need to be introduced. This will also include training of appraisers.

Systems for carrying out staff performance appraisals have been designed and tested on a pilot basis and should be introduced during the current calendar year of 2009.

Similarly, annual training plans have been compiled by larger LCs (Aden, Ibb, Taiz, Sana'a) and the LC Abyan as well as the Al-Sheher Autonomous Branch were assisted by the Personnel Development Component in this exercise.

WHAT has to be done?	HRD to be properly planned on the basis of staff appraisals, TNAs and reflected in training plans.
WHY has it to be done?	HRD has to become demand oriented and no longer be supply driven.
HOW should it be done ?	Establishing appraisal and planning systems.
WHO should do it?	LCs/utilities, with support from PDU/HRD Centre and PD component of GTZ and other donors like KfW, WB HRD.
WHEN should it be done?	Activities to start now and systems should be in place by end of 2009

C 2.3 Provision of Financial Resources for Implementing Training/HRD Plan (GP 2, GP 4)

Two lines of activities need to be pursued:

- all LCs and utilities should make financial provisions for HRD in their annual budgets with effect from 2009; the particular needs of female employees should be incorporated in these budgets; and

- the dialogue with the SDF management has to be intensified. Based on the past experience with the SDF procedures should be worked out to facilitate the use of this fund.

In general, budget lines for training only are common among most LCs/utilities. However these budget allocations often do not include branches, are not based on really identified needs (TNA, training plans), not sufficiently communicated to the persons in charge of HRD and in most cases too small.

WHAT has to be done?	Allocations for HRD (incl. training) have to be made in annual budgets in response to the defined needs. The entire planning and budgeting process to be improved through capacity building. Funding of training through SDF should be made less bureaucratic.
WHY has it to be done?	In order to secure sufficient funding for upgrading qualification of staff.
HOW should it be done?	Budget allocations on the basis of training plans and negotiations with SDF.
WHO should do it?	LCs/utilities, approval by LC-Boards
WHEN should it be done?	To be started/continued as soon as possible.

C 2.4 Improving Forecast and Recruitment System (GP 5, GP 9)

In view of the fact that many LCs and utilities are still fairly young and in process of expanding, forecasts for personnel requirements covering at least a mid-term perspective should be made.

This is of particular importance for LCs and utilities that expand and/or diversify their services through e.g. including sewage collection and treatment (e.g. Abyan, Al-Sheher).

The planning of permanent staff who are employed under the Civil Service Law has to take lengthy recruitment procedures into consideration.

The appointment of contracted staff, who may be able to fill immediate gaps, is restricted by limited periods of employment according to the Civil Service Law.

In general, forecasts and recruitment procedures need to adopt an equal opportunity approach for men and women.

Wherever internal capacities are insufficient, external capacities should be sought and utilised for establishing forecasts.

WHAT has to be done?	Demands for short-, mid-, and long term future Human Resources have to be worked out.
WHY has it to be done?	To respond to the future needs of the LCs/utilities and prepare, qualify and allocate personnel in time; especially critical is the lengthy tertiary education of senior personnel.
HOW should it be done ?	Through business plans covering a five year period and subsequent HRD plans.
WHO should do it?	LCs/utilities with the assistance of the PDU/HRD Centre, external consultants, GTZ PD component, other donors like KfW, WB.
WHEN should it be done?	To be started as soon as possible at least on a pilot basis to develop and test suitable systems.

C 2.5 Enhancing Motivation through Incentive Systems (GP 8)

Besides professional qualification the motivation of every employee is a major factor for determining the quality and quantity of work. Employees with lacking motivation will tend to avoid fulfilling their tasks, supply shoddy workmanship and minimize output.

Satisfactory remuneration is the core element (besides other factors like working climate, career opportunities, fringe benefits) in motivating employees (male and female) to fulfil their duties and tasks in full accordance to their individual capabilities. Existing informal barriers excluding female employees from incentives should be overcome (Ibrahim-Huber, April 2009).

Unfortunately the remuneration under the Civil Service pay structure is below expectations and as such not very motivating. Therefore alternative monetary benefits are necessary.

In view of the limitations created by civil service regulations, general guidelines and procedures concerning the payment of performance based incentives or bonuses should be developed for the urban water sector. These guidelines and procedures should be uniform while leaving sufficient room for each utility to apply affordable monetary rewards. The PDU/PD component has provided advice with the assistance of a consultant and developed prototype systems for Abyan LC and Al-Sheher AB. These prototypes should be tested without delay and the experience shared with all interested LCs/utilities (TARGET: December 2009). However, it has to be taken into account that the performance based incentive system has to be endorsed by the ministries concerned.

WHAT has to be done?	Prototypes of performance based incentive systems should be developed and tested .
WHY has it to be done?	To increase motivation and commitment of personnel.
HOW should it be done ?	Appraisal systems will form the basis for incentive schemes.
WHO should do it?	Selected LCs/utilities to test prototypes. PDU/HRD Centre/ PD component of GTZ to revise and amend
WHEN should it be done?	Process should be started as soon as possible with pilot cases.

C 2.6 Concentration on Priority Topics in Training (GP 7)

TNAs carried out by the World Bank Project and by the GTZ Component for Personnel Development have identified a range of topics within the categories of technical, managerial, administrative and general subjects (like computer literacy, English).

In order to align the desired training needs with available internal and external financial resources it is most useful to identify the topics of absolute priority and to mark them accordingly. Utmost efforts should be made by the HRD officer to ensure that at least the priority topics are covered. Some larger LCs (Aden, Ibb, Taiz, Sana'a) have already embarked on this approach in order to concentrate successfully limited resources on areas of priority.

The category of non-priority or optional topics should be left for implementation in case sufficient funding can be secured.

Readily available short courses coordinated by NWSA should be utilised to a maximum. Additional courses should be designed and offered, covering technical subjects of O&M of submersible pumps and sewer systems as well as financial topics like tariff structures in order to meet conflicting objectives.

In addition, all LCs and utilities should be encouraged to carry out team-building exercises to promote corporate identity and a defined belonging of each staff member (male and female) to a team, section or department. Furthermore, managerial staff should be trained in strategic planning to enhance a long-term vision and outlook.

Special training opportunities should be created in response to the needs of female staff, who often missed out on earlier educational opportunities.

Members of Boards should participate in awareness-creating training measures.

Available sources for funding/subsidising should be fully utilised (e.g. GTZ, World Bank, KfW; TARGET: immediate).

WHAT has to be done?	Priorities for training needs have to be identified in response to the demand of LCs/utilities.
WHY has it to be done?	To urgently improve qualification and competence of personnel.
HOW should it be done?	Through training plans based on TNAs and/or staff appraisals.
WHO should do it?	LCs/utilities, if necessary with advice from PDU/HRD Centre, PD component of GTZ, consultants.
WHEN should it be done?	To be started immediately, if not yet ongoing.

C 2.7 Development of Sector Specific Terms of Employment (GP 10)

According to recent information, an initiative by some utilities was already started to look into possibilities of developing specific terms of employment for the water and sanitation sector.

It is proposed to establish a working group with participation from the Water Sector Employee's Union. This working group may be coordinated by the PDU/HRD Centre or a volunteering LC (TARGET: May 2010).

WHAT has to be done?	Rewarding and motivating terms of employment need to be developed.
WHY has it to be done?	Existing terms of Civil Service Law are not satisfactory, not rewarding and not motivating; this hampers motivation and commitment and negatively affects behaviour and attitude.
HOW should it be done ?	This is a complex and sensitive task which should be started through a working group comprising relevant stakeholders.
WHO should do it?	Working group comprising representatives of LCs/utilities, MWE, MCS, PDU/HRD Centre and consultants, WB-HRD.
WHEN should it be done?	Work should be started in the course of the current calendar year.

C 2.8 Development of National pre- and in-service Qualification Capacities (GP 7)

Considering the fact, that most LCs/utilities face difficulties to recruit new professionals, technicians and other readily qualified staff, the importance of improving the qualification of already employed staff through in-service training remains very high.

Therefore short courses aiming at improving particular work related areas of knowledge and skills remain essential.

The demand for the existing short courses continues to exist. But the range of short courses coordinated by NWSA needs to be expanded to cover further topics and subjects. Recently three new courses covering additional topics were developed and shall be test run in 2009.

In order to ensure that the transferred knowledge and skills are put into practice, it was agreed to give more emphasis to follow up measures. One approach already practised is the clustering of several courses which provides the opportunity for follow-up on the previous course. In addition brief follow-up workshops will be run on a trial basis. Furthermore, potentials for sending trainers to coach groups of course participants will be investigated.

A tracer study carried out during 2008 has provided some insights concerning the quality of these courses. Almost all participants (93%) considered the attended courses as important for their work, 59% stated that they fully utilise the acquired skills and additional 31% that they utilise the acquired skills at least in parts. In order to improve the feedback from the participants concerning the relevance of the courses for their work, the system to evaluate the courses at the end has been revised. A new evaluation form was introduced in 2008 which provides now essential information on the relation of the courses to the daily work and expected improvement of performance.

It is obvious, that the selection process of participants still has to be improved. Employees should be selected for training on the basis of clearly defined gaps in knowledge and skills and on an equal opportunity basis. One method for identifying gaps and shortages in knowledge and skills are appraisal schemes. Unfortunately they are not yet practised very widely. However, the staff appraisal system developed for pilot cases in 2008 has undergone first tests and allows a full scale implementation after incorporating the experience from the testing sample.

Alternatively, Training Needs Analysis (TNA) on the basis of staff interviews will provide relevant information on knowledge or skills gaps and shortfalls.

The concept of organised on the job training (in-house) has not yet been appreciated.

Positive exemptions are the LCs in Aden, Ibb, Taiz and Sana'a, that have carried out hands-on training in their own workshops. In order to fully utilise the working experience of staff in

the LCs/utilities, suitable staff members for on the job training should be identified and be trained in essential skills to transfer their wealth of knowledge and skills.

In the field of pre-service training the three years Craftsman Programme will continue. According to assessments by independent consultants it was confirmed that this Diploma Programme creates the basis for developing a new technical labour force.

However, the two years Water Supply Technician Programme, initially designed for employees of LCs/utilities proved not very effective and loosing demands from LCs and utilities. As a result it was discontinued. Due to this experience the implementation of the planned similar Programme for Sanitation Technicians was stopped.

But it is obvious, that there is a substantial need for improving the qualification of employees in the sanitation subsector through a course of about 3 months duration which does not cause an excessive absence from work. Although discussions between LCs/utilities and training institutions were supported, a satisfactory solution has not yet been reached.

It would be desirable for public and private training providers to adopt a more pro-active approach in response to the known training needs/demand, as supply of and demand for technical training do not yet match.

On the level of university education for professionals various programmes are offered by Yemeni institutions related to the technical subjects. But it seems that the particular issues of managing utilities are still overlooked.

WHAT has to be done?	Portfolio of available short and long term courses needs to be updated and expanded to cover topics of priority; capacities of training providers need to be increased and improved, coordination has to become efficient.
WHY has it to be done?	Supply and Demand do not yet match.
HOW should it be done ?	Assessment and evaluation of available courses and programmes, development of new demand oriented courses, capacity development of providers and coordinators.
WHO should do it?	LCs/utilities, training providers, PDU/HRD Centre, PD component of GTZ, consultants, NWSA
WHEN should it be done?	Immediately.

C 2.9 Enhancing Career Development (GP 6)

The concept of career development still seems to be very alien to the water and sanitation sector.

According to the Civil Service System, upwards movement is less based on achievements than on holding positions for a certain period.

A Gender Consultant has already underlined the urgent need to implement an equal opportunity approach for men and women.

The involvement of a specialised HR consultant with particular experience in the water sector is proposed for 2009.

WHAT has to be done?	Career patterns need to be explored, awareness about importance has to be created.
WHY has it to be done?	In order to enhance motivation, job satisfaction and re-training qualified staff.
HOW should it be done ?	Approach still has to be defined.
WHO should do it?	Proposals should be developed by external consultant, activities to be coordinated with MWE, LC Management, PDU/HRD Centre, PD component of GTZ, NWSA and MTEVT.
WHEN should it be done?	Work should commence in 2009

C 2.10 Integration of Health and Safety Aspects

Although this topic is not included in the ten guiding principles, it is in line with international experience of good practice. The topic is also of great general importance to the operations of any company, even more so to companies or institutions dealing with water, one of the most essential and crucial commodities for life. Assessments of the current situation in a sample of utilities (Abyan, Al-Sheher, Hajjah, Hodeidah, Mukalla, Sana'a) have been carried out. The results will be presented in a workshop.

A sample job description for a Health and Safety officer in the HR Department is available from the PD component upon request.

WHAT has to be done?	Health and Safety Aspects have to become integral parts of operations.
WHY has it to be done?	To avoid and reduce health risks and accidents of staff and customers.
HOW should it be done ?	Assigning one staff member with H&S tasks.
WHO should do it?	Boards, LCs/utilities with assistance from PDU/HRD Centre/PD component of GTZ
WHEN should it be done?	Active steps to be taken in the course of 2009.

Proposed priority actions were first presented and discussed during a stakeholder workshop on 22nd April 2008. The workshop with 42 participants was attended by representatives from all LCs (except Aden LC), Al-Sheher autonomous utility, the CIM Adviser at SDF, the sector coordinator of DED and officially opened by the Deputy Minister, Dr. Al-Hamdi.

In view of the revision of the manual and the collection of data on the status of Human Resources Development it became obvious that the targets set in April 2008 were too ambitious and unrealistic to implement.

Therefore, the entire section C was revised and amended by introducing somewhat less ambitious but yet more realistic timeframes.

It is proposed to discuss revised targets and timelines for priority actions among all stakeholders during the second quarter of 2009.

Part D Annexes

- Annex 1: Template for Job Description
- Annex 2: Sample Job Description for HR Officer
- Annex 3: Sample Training Plan
- Annex 4: Literature
- Annex 5: Glossary
- Annex 6: Abbreviations

Annex 1: Template of sample Job Description by Husni Olama

	رقمها 2 Job Number		اسم الوظيفة: Job Title	1
	عدد شاغليها 4 Staff #		الإدارة/ القسم/ الوحدة التابعة Department/Division/Unit	3
			المدير المباشر Line Manager (Reporting	5
			المهام والمسئوليات Tasks & Responsibilities	6
				1-6
				2-6
				3-6
				4-6
				5-6
				6-6
				7-6
				8-6
			متطلبات الوظيفة Job Requirements	7
			المستوى التعليمي Education	1-7
			سنوات الخبرة Years of	2-7
		1-3-7	المهارات Skills	3-7
		2-3-7		
		3-3-7		
		4-3-7		
		5-3-7		
			متطلبات خاصة Special	4-7

Annex 2: Sample Job Description for Human Resources Officer/Manager by H. Olama

نموذج توصيف وظيفي
Job Description Form

1	اسم الوظيفة: Job Title	موظف/ مدير الموارد البشرية HR Officer/Manager	2. رقمها Job Number
3	الإدارة/ القسم/ الوحدة التابعة Department/Division/Unit	الموارد البشرية/ الشؤون الإدارية HR/ Administration	4. عدد شاغليها No. of Staff filling
5	المدير المباشر Line Manager (Reporting to)	المدير العام/ مدير إدارة الموارد البشرية/ مدير إدارة الشؤون الإدارية General Director/HR Director/Admin. Director	
6	المهام والمسئوليات Tasks & Responsibilities		
1-6	الإشراف العام على القسم / الإدارة: (تخطيط، تنظيم، تنفيذ، رقابة)	Supervision of the Dept.	
2-6	تنسيق العمل بين عناصر الموارد البشرية (الموظفين، الاستحقاقات، التدريب، تقييم الأداء، الحوافز، ... الخ)	Coordn. HR	
3-6	إدارة شؤون الموظفين وحفظ ملفاتهم (تحديد شواغر، تعيين، مراقبة الدوام، إجازات، عمل إضافي، ... الخ)	Personnel	
4-6	حساب جداول الاستحقاقات الموظفين وتحويلها إلى المالية (رواتب، عمل إضافي، مكافآت، بدلات، ... الخ)	Payroll	
5-6	إدارة التدريب (تحديد الاحتياجات، خطة التدريب، تنسيق التنفيذ، تقييم التدريب، وضع التقارير الدورية)	Training Mgt.	
6-6	وضع نظام التقييم وتطويره، الإشراف على عملية التقييم، وضع التقارير، حفظ نسخ نماذج التقييم	Staff Appraisal	
7-6	وضع أنظمة الحوافز وإدارتها	Prepare & manage incentive systems	
8-6	تحديد المسار المهني للوظائف الرئيسية	Develop career path to major jobs	
7	متطلبات الوظيفة Job Requirements		
1-7	المستوى التعليمي Education	الدرجة الجامعية الأولى First University Degree	
2-7	سنوات الخبرة Years of Experience	ثلاث / خمس سنوات خبرة في مجال الموارد البشرية 3/5 years of experience in HR job	
3-7	المهارات Skills	Supervision skills (المهارات الإشرافية (اتصال، تخطيط، إدارة الوقت، القيادة)	1-3-7
		Human relations (العلاقات الإنسانية)	2-3-7
		Computer literacy (استخدام الكمبيوتر)	3-3-7
			4-3-7
			5-3-7
4-7	متطلبات خاصة Special Requirements		

Explanations to Annex 3

- NIAS: National Institute for Administrative Sciences المعهد الوطني للعلوم الإدارية
- Intro.: Introductory level. تدريب على المبادئ الأساسية: مقدمة
- PTP: Private Training Provider مركز تدريب خاص
- CPT: Contracted Private Trainer تعاقد مباشر مع مدرب خاص
- OJT: On the job training at Aden LC تدريب على رأس العمل لدي المؤسسة المحلية في عدن
- NWSA: Programs coordinated by the National Water & Sanitation Authority, and financed by GTZ
- COCA Central Office for Control & Auditing الجهاز المركزي للرقابة والتدقيق

Annex 4: Literature

- GTZ/GOPA, Heinz-Friedel Landwehr, Matthias Leibbrand, Malik A. Abu Lohoum "Human Resources Development Inventory Study in the Water Sector" , Sana'a, August 2007;
- GTZ/GOPA/RODECO, Alan Sutton "Developing a Concept for a National HRD Centre for the Urban Water and Sanitation Sector", Sana'a, January 2009;
- Ministry of Water and Environment "National Water Sector Strategy and Investment Program, 2005 - 2009 (NWSSIP), Sana'a 2005;
- Ministry of Water and Environment "National Water Sector Strategy and Investment Program, Update of the Urban Water Supply and Sanitation Programme, Sana'a, October 2008;
- MWE/NWSA/GTZ/GOPA "Short Term and Key Qualification Courses for Personnel of Urban Water and Sanitation Corporations", Sana'a, October 2007;
- MWE/World Bank "Training Plan for LC Managers", Sana'a, October 2007;
- MWE/World Bank "Training Needs Assessment of Key Staff of LCs", Sana'a, October 2007;
- MWE/GTZ/GOPA, Abdul Gabbar Al-Kirshi, Saeed Hamimi "Tracer Study on Training Programmes supported by the GTZ Water Sector Programme Component 2", Sana'a, October 2007;
- MWE/GTZ/GOPA, Abdul Gabbar Al-Kirshi, Saeed Hamimi "Assessment and Evaluation of Water Craftsman and Water Supply Technician Programmes", Sana'a, February 2008;
- MWE/GTZ/GOPA, Teddi Sander "Draft Framework Concept - Human Resources Development for the Urban Water Supply and Sanitation Sector, Yemen", Sana'a, June 2007.
- MWE/GTZ/GOPA, Ahmed Nahbal, Peter Herrmann "The Experience of Local Water and Sanitation Corporations with the Skills Development Fund", Sana'a, May 2008.
- MWE/GTZ/GOPA, Omar Al-Sakaf, "Analysis of Training Costs and Proposing Cost Reducing and Cost Sharing Measures", Sana'a, September 2008.
- Ministry of Planning and International Cooperation, "National Reform Agenda phase Two 2008-2010", Sana'a 2008
- MWE/GTZ/GOPA/RODECO, Soumaya Ibrahim-Huber, "Creating a Gender Responsive Culture in the Urban Water and Sanitation Sector, Sana'a 2009

Annex 5: Glossary

Ability: Being in a position to perform a certain task. Example: being able to write a report on a meeting capturing the important subjects discussed)

Attitudes: The way of thinking and feeling about persons or things (example: Interacting with any kind of person without prejudice, taking care of equipment and ensuring its functioning)

Behaviour: Human behaviour is the way of dealing with other persons, objects or the environment. It can be conscious or unconscious.(example: Readiness to listen to someone and respond to his/her concerns in a polite manner)

Career: The term "Career" usually describes the sequence of jobs or positions held by an individual in his/her working live. It is anticipated that with acquiring professional experience and competence an individual moves upwards from lower ranking positions to higher positions with greater decision making functions.

Competence: A standardised requirement for an individual to properly perform a specific job

Dexterity: Skill in using hands

Employee: A person who is contracted and paid for work

Human Resources: they are the totality of people working in an enterprise, institution or organisation. This term can even be used in the widest sense and even on a national scale talking about the entire Human Resources of a country in disregard of their actual employment status, thus even including unemployed persons.

Human Resources are the most important factor of production besides capital (incl. equipment) and natural resources (e.g. water). They should be available in the right number and kind (qualification) of persons at the right time and place.

Human Resources Development (HRD) or Personnel Development (PD) aim at equipping an organisation with the necessary competencies at all levels.

Human Resources Development can be understood as the systematic creation, improvement and adjustment of the labour force intended to provide an organization, enterprise, economic sector or even entire country with the knowledge, skills, abilities, behaviours and attitudes required to meet the current and future qualitative and quantitative demands. The development of the human resources can be planned through a strategy for a particular organization or for a group of organizations like urban water and sanitation corporations.

Human Resources Management: Day to day and strategic management of personnel employed in a company/institution in order to fulfil its objectives and targets.

Knowledge: Confident understanding of a subject, systemized storage of information (example: Knowing how a submersible pump is designed and being able to describe its construction and function)

Labour force: this is a general term for the people being actually employed or available for employment in an organisation, corporation, economic sector or a country.

Personnel: they are the persons actually working for an enterprise, institution or organisation. This terms reflects in particular the administrative aspects of dealing with the Human Resources in an enterprise or institution.

Personnel Development: Human Resources Development (HRD) or Personnel Development (PD) aim at equipping an organisation with the necessary competencies at all levels.

Human Resources Development can be understood as the systematic creation, improvement and adjustment of the labour force intended to provide an organization,

enterprise, economic sector or even entire country with the knowledge, skills, abilities, behaviours and attitudes required to meet the current and future qualitative and quantitative demands. The development of the human resources can be planned through a strategy for a particular organization or for a group of organizations like urban water and sanitation corporations.

Qualification: Acquired skills and knowledge to perform certain tasks, often related to examination and tests.

Skills: A skill is the ability to perform actions with a desired outcome (example: Being able to dismantle a submersible pump, checking its components, carrying out repairs and re-assembling it)

Staff: the group of workers employed in an enterprise, institution or organisation or its departments and sections. This term is most preferentially used for describing teams and groups within sections of an organisation, e.g. the finance staff. The term 'staff' is often used to differentiate between office and professional employees as opposed to operatives and manual workers.

Staff Development: see Human Resources Development

Training: Process of acquiring knowledge, skills and competencies through practical and/or theoretical teaching and instructions with the aim to perform a job or accomplish certain tasks.

Annex 6: Abbreviations

AB	Autonomous Branch
APU	Autonomous Public Utility
AHIEAS	Al-Saeed High Institute for Engineering and Administrative Sciences
AUWSSU	Autonomous Urban Water and Sanitation Utility
CIM	Centrum fuer Internationale Migration (Centre for Internat. Migration)
DED	Deutscher Entwicklungsdienst (German Development Service)
DG	Director General
GD	General Director
GM	General Manager
GP	Guiding Principle
DTO	Department for Training and Organisation of NWSA
FA	Financial assistance
FYP	Five Year Plan
GOY	Government of Yemen
GTZ	Gesellschaft für Technische Zusammenarbeit
HR	Human Resources
HRD	Human Resources Development
HRM	Human Resources Management
IWRM	Integrated Water Resources Management
JAR	Joint Annual Review
KfW	KfW Development Bank
LC	Local Corporation
MCS	Ministry of Civil Service
MDG	Millennium Development Goals
MoPIC	Ministry of Planning and International Cooperation
MTEVT	Ministry of Technical Education and Vocational Training
MWE	Ministry of Water and Environment
NIAS	National Institute of Administrative Sciences

NITI	National Institute for Technicians and Instructors
NWRA	National Water Resources Authority
NWSA	National Water and Sanitation Authority
NWSSIP	National Water Sector Strategy and Investment Programme
OD	Organisational Development
O&M	Operations and Maintenance
OTJ	On-the-job (training)
PD	Personnel Development
PIIS	Performance Indicator Information System
PIU	Project Implementation Unit
PD	Personnel Development
PDU	Personnel Development Coordination Unit (MWE)
PIIS	Performance Indicator Information System
PMIS	Personnel management information system
PMU	Project Management Unit
SDF	Skills Development Fund
SWOT	Strengths, Weaknesses, Opportunities and Threats
TA	Technical Assistance
TATC	Technical and Administrative Training Centre
TEVT	Technical Education and Vocational Training
TNA	Training Needs Assessment
TS	Technical Secretariat
TS-WSSSR	Technical Secretariat for Water Supply and Sanitation Sector Reform
UWS	Urban Water Supply
UWSS	Urban Water Supply and Sanitation
UWSSP	Urban Water Supply and Sanitation Project
WB	World Bank
WEC	Water and Environment Centre of Sana'a University
WSS	Water Supply and Sanitation