

GTZ-MRC Sustainable Watershed Management (WSM) in the Lower Mekong Basin

From structures to processes in WSM Laos

Consultancy Report

prepared by
Neil Hatton

Vientiane, June 2006



**MRC-GTZ Cooperation Programme
Agriculture, Irrigation and Forestry Programme
Watershed Management Project (WSMP)**

gtz

The opinions and interpretations expressed in this report are those of the author, and do not necessarily reflect the views of the Mekong River Commission and/or GTZ and/or the Watershed Management Project. The version presented is the unedited original as submitted by the author, which has not been screened for factual or other errors.

Table of Contents

0.	Introduction	1
I.	Notes and Hypothesis	3
II.	Change Architecture and the role of Breakthrough Projects	4
III.	Planning for Breakthrough Projects in WSM in Laos	10
IV.	The Process of WSM in Laos	13
V.	Introducing Watershed Management in Laos. Project Sketch for WSM	
	Process Development	15
	Annex: Background to Process Management	18

GTZ-MRC Sustainable Watershed Management (WSM) in the Lower Mekong Basin

from structures to processes in WSM Laos

consultancy mission report Neil Hatton – 12-23 June 2006

Sections:

0. Introduction
- I. Notes and Hypotheses
- II. Change Architecture and the role of Breakthrough Projects
- III. Planning for Breakthrough Projects in WSM in Laos
- IV. The Process of WSM in Laos
- V. Project Sketch for WSM Process Development

Annexe:

Background to Process Management

0 – Introduction

Contents:

1. Background & Methodology
2. Structure of the Report

0. Introduction (1) background and methodology

Background

- this report is the result of a consultancy mission to Vientiane, Laos between the 13 and 23 of June 2006
- objective of the mission was *“to establish the conceptual basis for better coordination and cooperation amongst organisations in Laos charged with WSM. This process must be capable of being a model for subsequent transfer (after adaptation) to other riparian countries”*

Methodology

- this mission was conducted in tandem with that of Peter Harrington, and reflects the results of joint discussions and inputs from him as well as Kees van Tuyl (Programme Director), Christoph Feldkoetter and Sengkham ...
- interviews and meetings were also held with prominent partners from national, provincial and local level

n-hatton@zpdee.net

0. Introduction (2) structure of the report

I. Notes & Hypotheses

a short, personal reflection on the situation as observed by the consultant, some of the salient historical events, as well as some hypotheses about potential organisational patterns.

II. Change Architecture and the role of Breakthrough Projects

after a theoretical introduction to Change Architecture and its role in change processes, Breakthrough Projects are introduced. Breakthrough Projects emerged as a promising tool for developing WSM structures and content in Laos.

III. Planning for Breakthrough Projects in Laos

introduces some of the alternatives, options and issues for planning and managing Breakthrough Projects in Laos including the principal phases, appropriate project organisational structures, as well as a detailed Architecture for three and twelve months.

IV. The Process of Watershed Management (WSM) in Laos

describes the current system of socio-economic planning into which a WSM process could dock, as well as the WSM basic system as well as its detailed components.

V. Introducing Watershed Management (WSM) in Laos

sketches the basic project structures for the introduction of the process described in the previous section. The goal, indicators, impact hypothesis, work breakdown structure, organisation plan, principal phases and milestones, schedule, as well as the immediate next steps are all described here.

These ideas should serve as the basis for discussion for the National Working Group and its subsequent work plan for the second half of 2006 in the Programme.

Annex:

I. An introduction to Process Management

a brief explanation of some of the key terms used in Process Management (PrM), its application and some of the organisational principles and roles involved.

n-hatton@zpdee.net

I – Notes and Hypotheses

Contents:

1. The Situation in June 2006
2. Personal Hypotheses

Notes & Hypotheses (1) the situation in June 2006

- The GTZ-MRC Programme has been working through the National Working Group (NWG) structures in the four countries to develop watershed management models for about three years
- A Project Progress Review (PPR) in 2005 focused the Programme in its second phase on three areas:
 - policy analysis and advice
 - information management
 - capacity building.
- The PPR noted the reputation of the programme with the partners as being “too philosophical and not practical enough”. Most discussions about WSM have been at a very high and abstract level.
- In 2005 a pilot watershed was identified at Nam Ton and a baseline profile was made.
- There is likely to be a new Water Resources Organisation in Laos at the national level soon.
- The ADB are also working on the issue of WSM in the Nam Gum watershed.
- The KfW look likely to put funds into WSM in Nam Ton in coordination with the gtz.
- The existing system of socio-economic planning in Lao is based (at least nominally) around the Committee of Planning and Investment (CPI) who coordinate the sectoral plans into District, Province and National 5 year Development Plans.
- According to Prime Ministerial decree, the unit of planning is the District.
- WSM cuts across the administrative boundaries of socio-economic planning, and has a slightly different focus (maintenance of water quality/quantity).

Notes & Hypotheses (2)

personal hypotheses

1. WSM as a tool for 'Empire Building'

WSM is not known or understood by the majority of people in the Lao civil service in terms of concrete activities – it is more often described in terms of principles or characteristics, which leads it to become all things to all people. Some see it as an opportunity to 'hijack' the rural development function from the CPI by abrogating for (MAF, Nat. Water Organisation) the right to plan and implement development activities in a watershed. Others see it as a kind of vague panacea for all sorts of problems. This creates considerable space for WSM to be used as a pawn in power plays and empire building in the institutional landscape.

2. WSM from above as a 'Big Fix'

WSM defined from above by experts and trickled down onto the local level. Long lead in time for policies and structures and officers, little content and nothing happening on the ground (see the details of 'Breakthrough Projects' for more details on this hypothesis).

3. WSM as 'One more plan to save the world', 'One more Ministry for Salvation'

The Lao political and administrative system expends considerably more energy on creating structures and plans than on implementing reforms. It is inward looking and concerned with itself rather than any 'clients' or 'consumers' of its services. Calls for 'change' lead to the creation of more organisational and planning structures and less to practical implementation work on the ground.

n-hatton@zpdee.net

II – Change Architecture and the role of Breakthrough Projects

Contents:

1. Change Architecture
2. The Role of Breakthrough Projects
3. How do Organisations go about Change?
4. What can be achieved through Breakthrough Projects?
5. What are appropriate goals for Breakthrough Projects?
6. How to organise Breakthrough Projects
7. Breakthrough Projects – a development example

Change Architecture and the role of Breakthrough Projects (1)

change architecture

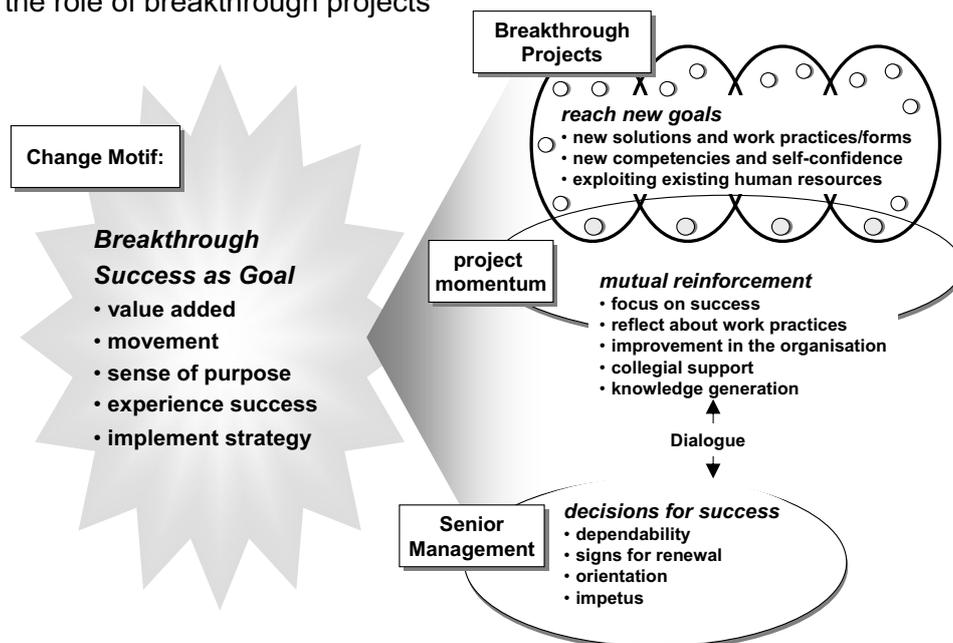
Design Variables available in change architecture

- **Who?**
who talks to whom with whom in attendance. Who shouldn't talk to whom (etc.)
- **What?**
what subjects should be discussed, presented injected, placed into the system (and the reverse)
- **When?**
at what point in time is it appropriate that these meetings take place? How spaced? Should the tempo be quickened or slowed?
- **What form?**
what form should the event take place? Comfortable fireside chats, adversarial debates, collaborative workshops, skills training, large groups, small groups, etc.?

n-hatton@zpdee.net

Change Architecture and the role of Breakthrough Projects (2)

the role of breakthrough projects



n-hatton@zpdee.net

Change Architecture and the role of Breakthrough Projects (3)

how do organisations go about change? the business as usual scenario

- **many organisations try to attempt 'Big Fix' change**
 - long preparation and lead-time due to extensive analysis as big problems become even bigger and more complex (hence the solutions as well)
 - as the problems become ever more complex, so the solutions (and even more expensive as well)
 - preparation time and energy goes up (training, development etc.). The solution of the problem recedes further away than ever. In the meantime, however, energy, time, money and resources are diverted away from doing the every day work of the organisation. This leads to a further deterioration in performance, which in turn makes the 'problem' and so the solution even more difficult, complex and expensive (begin again at the beginning ...)
- **this leads many organisations to a downward spiral of analysis, preparation, conceptual planning and declining operational performance**
- **change becomes a treadmill of frustration and missed opportunities, change projects get a bad name in the organisation, people don't want to be associated with them.**

n-hatton@zpedee.net

Change Architecture and the role of Breakthrough Projects (3)

how do organisations go about change? - the breakthrough scenario

- **an organisation changes unevenly**
 - first in small parts and niches where new things are tried
 - later in larger areas when the new habits have been tested for acceptability, comfort and practicability.
- **start with the solution, not the problem!**
 - start with small, bite-sized pieces of the main problem
 - identify crucial areas that can be handled quickly to give visible results
 - keep it simple and practical
 - do it in under 100 days!
- **small, bite-sized but strategically-relevant impulses help establish an upward spiral of success and learning that**
 - contributes to an atmosphere of success where an organisation can change on the basis of proven success
 - people are motivated to contribute and participate
 - people and organisation learn together on the basis of experience
 - strategy is made as the result of reflection on experience and not as a priori as an abstract exercise.

n-hatton@zpedee.net

Change Architecture and the role of Breakthrough Projects (4) what can be achieved through breakthrough projects?

real progress towards the development of a practical WSM concept in Laos

- ☑ more effective work practices to achieve WSM on the ground
- ☑ participants achieve and experience real success (not just on paper), their skills have improved and their self-confidence is improved
- ☑ the relationship between central (management, policy level) and the operational basis (district and village implementation) is better. Both sides benefit from the skills of the other
- ☑ senior management experiences real change and gains in their ability to conceive of and direct change projects in the future
- ☑ change projects become an attractive and challenging task in the organisation instead of a treadmill. They attract the best and brightest, thereby increasing success and strengthening the change ability of the organisation
- ☑ the strategy of the organisation is alive and vibrant
- ☑ the negative downward spiral of missed opportunities and declining performance is interrupted.

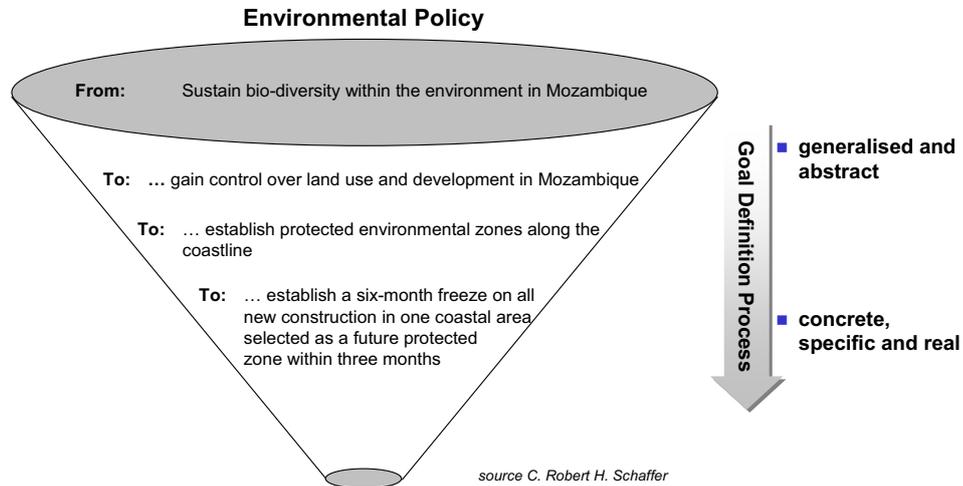
n-hatton@zpdee.net

Change Architecture and the role of Breakthrough Projects (5) what are appropriate goals for breakthrough projects?

- the goals of the individual breakthrough projects are important, strategic results. They should be directly relevant to the strategy of the organisation (i.e. not preparation, training, or peripheral activities). They should be practical, concrete and understandable, so that every participant can identify with them
- they must be specific, time-bound and achievable and oriented to the solution of a specific problem (that up to now has been insoluble). The result, however, must be achieved with an eye to replication, that is to say that it can be taken and applied to similar problems elsewhere.
Results that are achieved by 'throwing money at them' fail this test.
- Methodological description of the process and replication of it afterwards in other areas is an integral part of the goal
- the goals must be a challenge, but also achievable
- they must be capable of achievement in about three months (100 days)
- they must be capable of achievement with existing resources (albeit with considerably more energy and management attention than before). They should not interfere with the ability of the organisation to take care of its day to day business.

n-hatton@zpdee.net

Change Architecture and the role of Breakthrough Projects (5) goals in breakthrough projects – from general to particular



From a political statement of intention to a concrete project goal

n-hatton@zpdee.net

Change Architecture and the role of Breakthrough Projects (6) how to organise breakthrough projects

- the first step is that the senior management of the organisation decides that the breakthrough approach is relevant and appropriate, and that they are aware of their responsibilities if they undertake it
- secondly breakthrough goals are identified from the strategy – what would be appropriate and where?
- a project team conducts a feasibility study to see if these ideas are appropriate. A period of dialogue and recursive planning takes place (see figures on pages 22 and 24 for more details)
- the results are achieved (*and celebrated!*)
- after that the senior management team considers which practices and ideas can be transferred to other parts of the organisation, they also reflect on the implications for the strategy of the organisation
- the team identifies new breakthrough projects and the cycle starts again.

n-hatton@zpdee.net

Change Architecture and the role of Breakthrough Projects (7) a development example

Implementation of a National HIV/AIDS Strategy in Eritrea

The battle against HIV/AIDS is frustrating many governments around the world, despite the vast amounts of resources poured into this global fight. Breakthrough Projects helped the Ministry of Health of Eritrea demonstrate how the battle might be won.

The Challenge

Dr. Saleh Meky, Eritrean Minister of Health, was keen to begin implementing the national strategic plan to fight HIV/AIDS in his country. He had seen too many well-conceived strategic plans developed by well-intentioned experts gather dust on the shelves. He was not about to let this happen in this case—too much was at stake.

The Contribution of Breakthrough Projects

The Breakthrough approach helped Minister Meky and his team and other stakeholders quickly zero in on six areas of focus to attack right away. Rapid-Results teams were launched, each challenged with achieving a significant result within 100 days in one of these areas.

Consultants provided coaching to the leadership team at the Ministry and methodological support to the teams. They also trained local consultants on supporting Rapid-Results teams to ensure that the momentum would be sustained and to set the stage for scaling up the initial results.

n-hatton@zpedee.net

Change Architecture and the role of Breakthrough Projects (7) a development example

The Impact

- weekly number of clients visiting Voluntary Counseling and Testing (VCT) centers jumped 80 percent, from 220 in early March to 396 during the second week of June
- of the 100 commercial sex workers who participated in the 100-day peer support program, 72 became regular users of female condoms, and 34 started using VCT services
- a home-based care programme was developed—and 117 families began receiving care in the first 100 days.

Long Term

- eighteen months after the Rapid-Results Approach was introduced, the pilot region is in its third wave of Rapid-Results Initiatives—each wave expanding on the initial impact. For example, the effort targeting commercial sex workers expanded from 100 to 500 in the second wave of Rapid-Results Initiatives, and to 1000 in the third. And the goals and results in terms of the percentage adopting safe sex behaviors were ratcheted up from round to round
- the Rapid-Results Approach was adopted in the five other regions in the country—with support from local coaches. Rapid-Results Initiatives have become a central part of the arsenal for fighting HIV/AIDS in Eritrea.

source: Robert H. Schaffer & Associates

n-hatton@zpedee.net

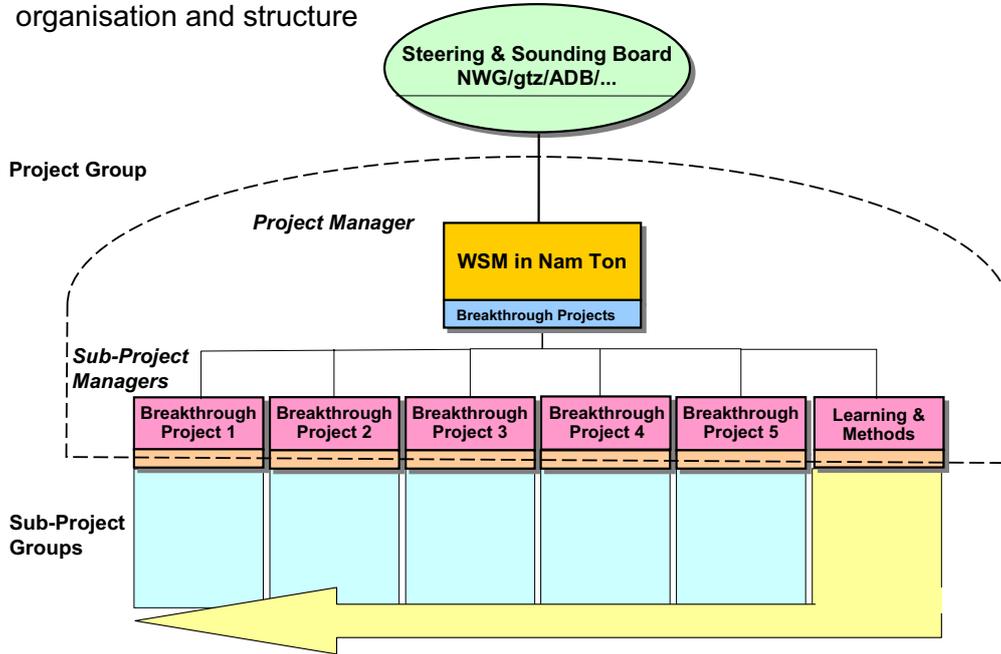
III – Planning for Breakthrough Projects in WSM in Laos

Contents:

1. Phase and Milestone Plan
2. Organisation and Structure
3. Change Architecture

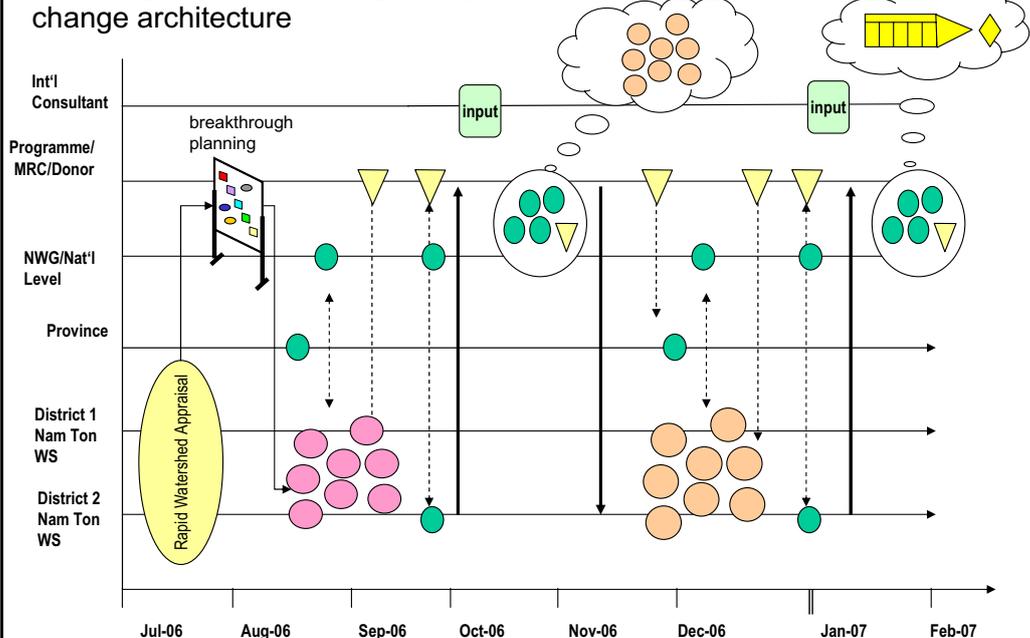
gtz-MRC change management	IWSM Laos June 2006			
Planning for Breakthrough Projects in the MRC/Laos (1) phase and milestone plan				
<i>Phase</i>	1. Breakthrough	2. Reflection	3. Consolidating new structures	4. Roll out to other areas
<i>Contents</i>	<ul style="list-style-type: none"> ■ build local district team ■ conduct participatory rapid watershed appraisal ■ identification of 3-5 breakthrough projects ■ definition and organisation of the individual projects ■ implementation of projects ■ results' analysis 	<ul style="list-style-type: none"> ■ dialogue within the NWG about the results <u>and</u> the new structures and working practices that produced them ■ reflection about consequences for institutional, policy and management in water sector ■ choice of new projects for breakthrough round 	<ul style="list-style-type: none"> ■ digest and reflect on consequences of new work structures and strategy/policy for WSM work in Laos ■ discussion on structures for rolling out experiences to other watersheds ■ reflection on applicability in other riparian countries ■ implementation of new breakthrough projects 	<ul style="list-style-type: none"> ■ NWG uses the experience gained to become a change agent for WSM in the Lao context ■ the NWG acts as consultant to the government ■ the new work practices are extended to cover other areas
<i>Results</i>	<ul style="list-style-type: none"> ☑ NWG mandate secured ☑ breakthrough projects implemented ☑ goals and new work structures achieved 	<ul style="list-style-type: none"> ☑ new work practices are reflected in policies and structures ☑ new breakthrough targets set 	<ul style="list-style-type: none"> ☑ new work practices are assessed and agreed in their importance ☑ agreement on roll out to other areas ☑ results anchored in strategy/policy 	<ul style="list-style-type: none"> ☑ WSM is visible in Laos and fixed in local structures and practices ☑ NWG is recognised as authority on WSM
<i>Duration</i>	6-8 months	3 months	6-8 months	12 months
<small>n-hatton@zpddee.net</small>				

Planning for Breakthrough Projects in the MRC/Laos (2) organisation and structure



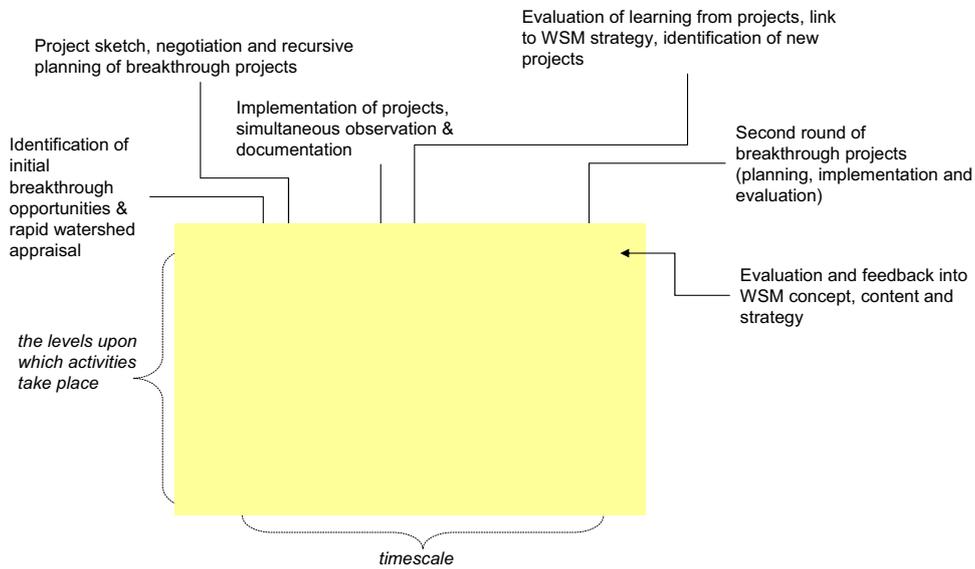
n-hatton@zpdce.net

Planning for Breakthrough Projects in the MRC/Laos (3) change architecture



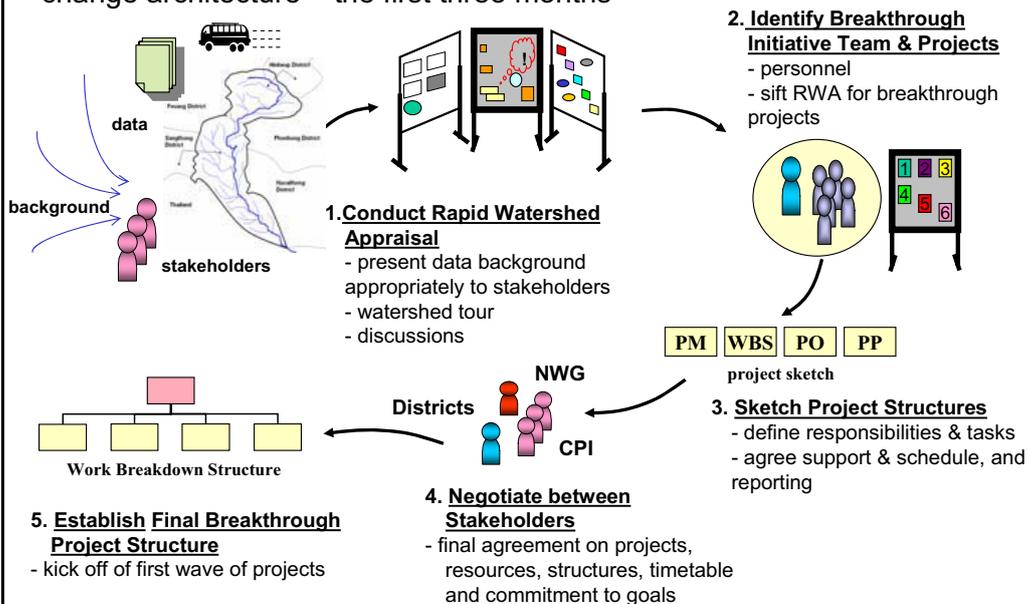
n-hatton@zpdce.net

Planning for Breakthrough Projects in the MRC/Laos (3) change architecture



n-hatton@zpdce.net

Planning for Breakthrough Projects in the MRC/Laos (3) change architecture – the first three months

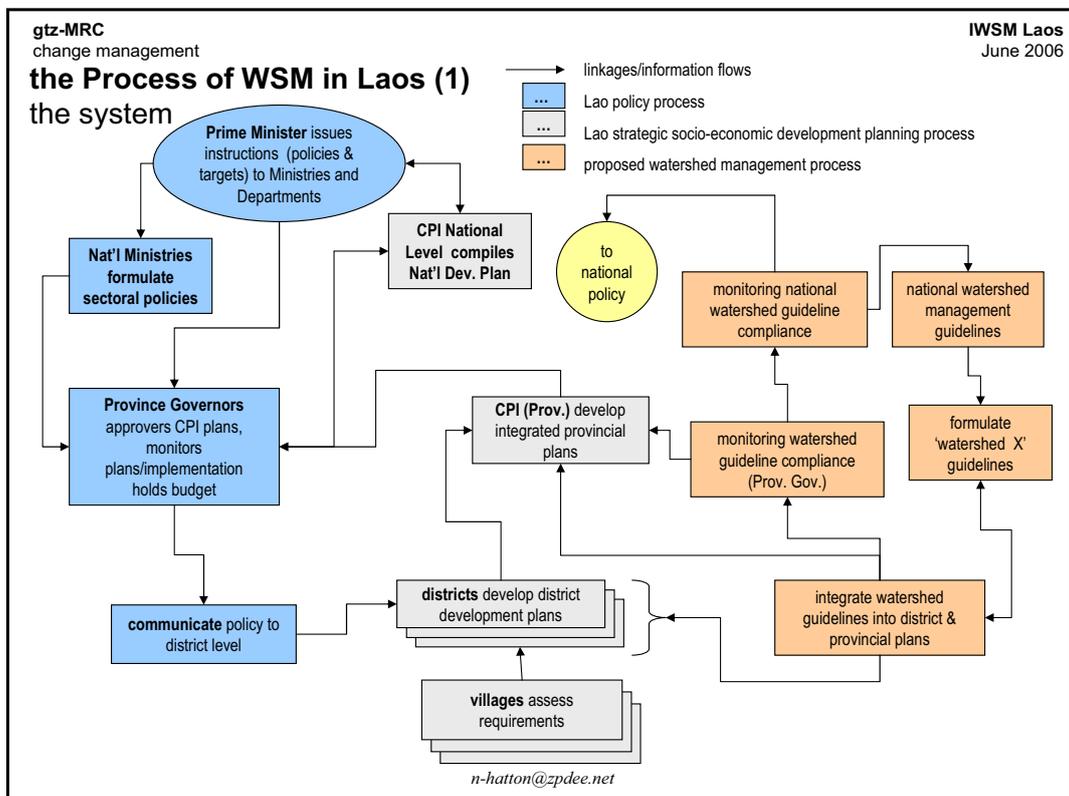


n-hatton@zpdce.net

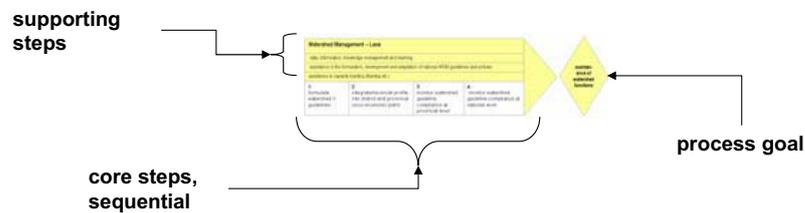
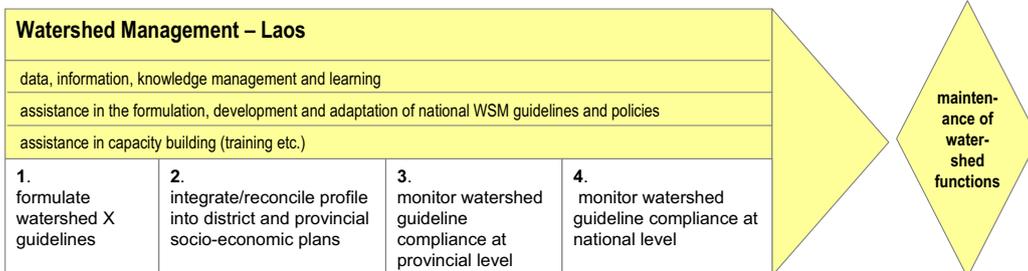
IV – the Process of WSM in Laos

Contents:

1. the System
2. the Basic Process
3. the Detailed Process

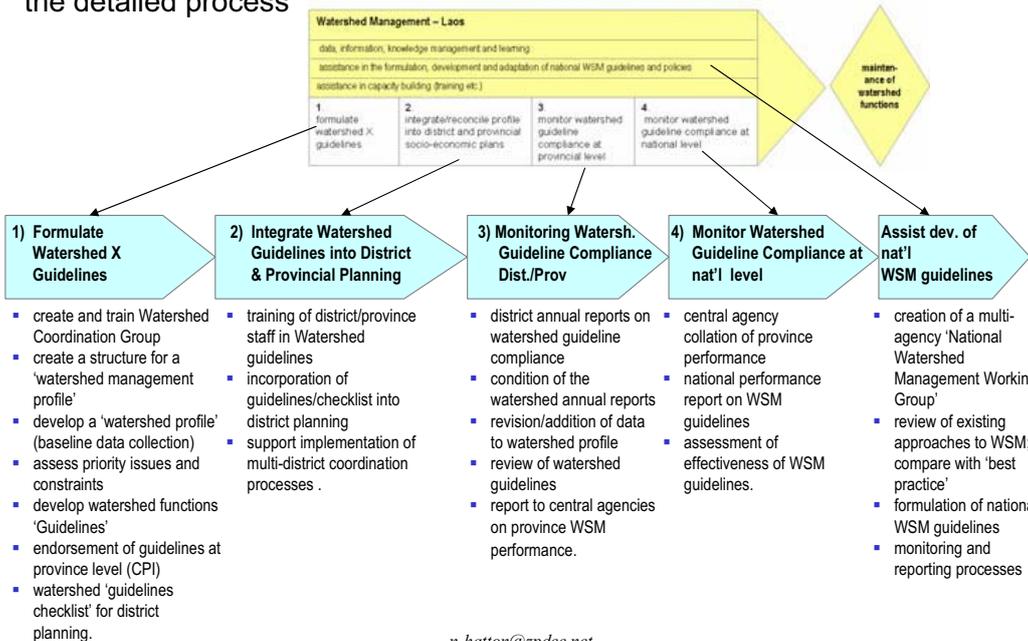


the Process of WSM in Laos (2) basic WSM process



n-hatton@zpedee.net

the Process of WSM in Laos (3) the detailed process



n-hatton@zpedee.net

V - Introducing Watershed Management in Laos

Project Sketch

gtz-MRC IAFP

Vientiane, Laos

Content

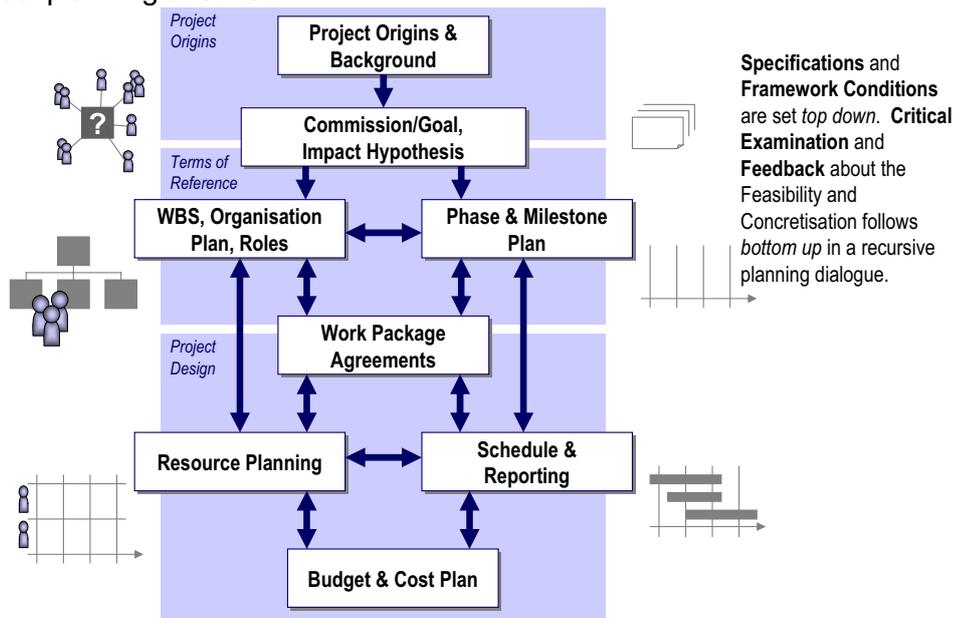
Project Background	0. Overview of Project Planning Process
Project Plan	1. Project Goal and Indicators 2. Work Breakdown Structure & Organisational Plan 3. Project Phases and Milestones 4. Project Schedule
Project Implementation	5. Next Steps

gtz-MRC
change management

IWSM Laos
June 2006

Introducing Watershed Management in Laos (0)

project planning overview



n-hatton@zpd.de.net

Introducing Watershed Management in Laos (1) project goals and indicators

Goals:

- To establish an effective system for Watershed Management (WSM) in Laos integrated into the existing socio-economic planning system under the CPI that enables the watershed functions of areas to be maintained while promoting socio-economic growth in line with the five year strategic plan

Impact Hypothesis

Service Output:

- a sound and practical WSM concept is available and integrated into the existing socio-economic planning system

Use/Uptake of Activity:

- the concept is actively used by the districts and provinces in their planning processes

Benefit:

- district and provincial plans reflect watershed needs and interests

Impact:

- Watershed functions are maintained or improved in XX watersheds by MM/YY

Indicators

Service Output:

- the WSM concept is available and accepted by the CPI for use in XX watersheds in Laos by MM/YY

Use/Uptake of Activity:

the concept is incorporated by XX districts and provinces in their planning processes by MM/YY

Benefit:

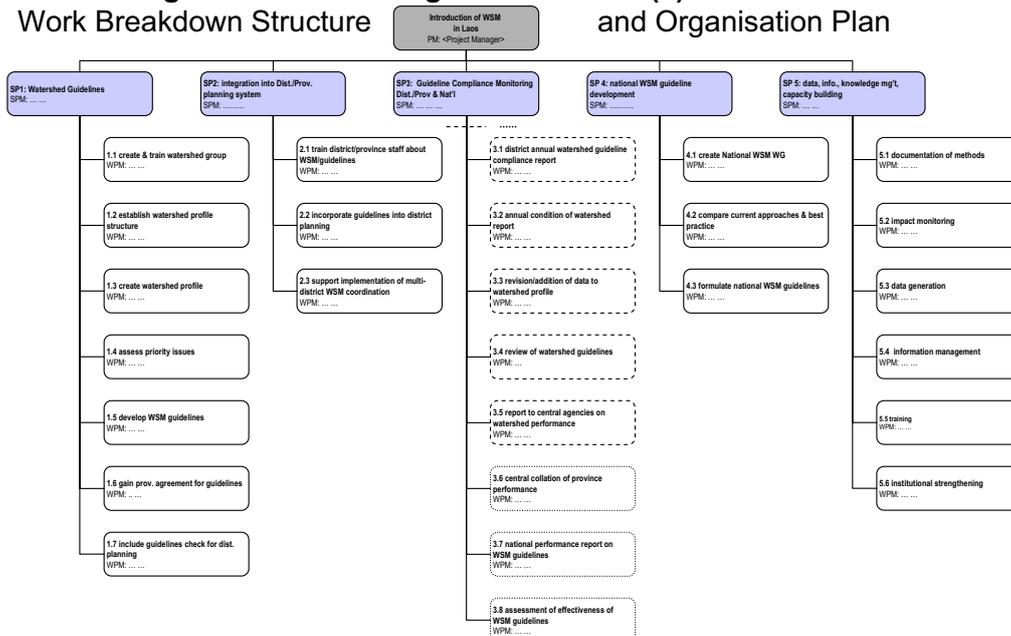
- XX district and provincial plans reflect positively the interests and needs of the watershed by MM/YY

Impact:

- watershed functions (A, B, C) are maintained or improved (specify) in XX watersheds by MM/YY

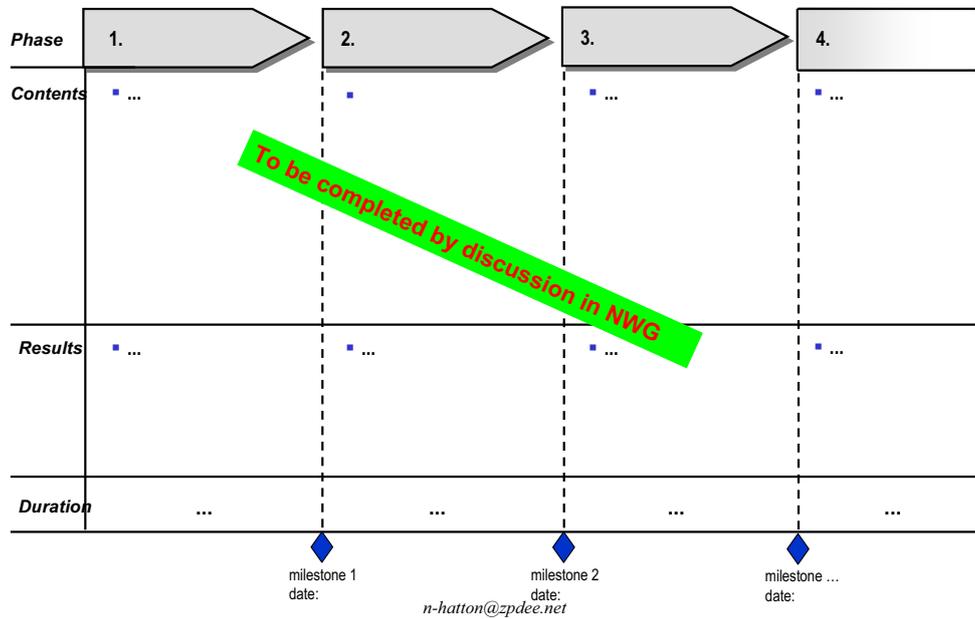
n-hatton@zpee.net

Introducing Watershed Management in Laos (2) Work Breakdown Structure and Organisation Plan



n-hatton@zpee.net

Introducing Watershed Management in Laos (3) Phase and Milestone Plan



Introducing Watershed Management in Laos (4) Project Schedule

	08/06	09/06	10/06	11/06	12/06	01/07	02/07	03/07	04/07	05/07	06/07	07/07	08/05	09/05	10/05	11/07	12/07
WP 1.1																	
WP 1.2																	
WP 1.3																	
WP 1.4																	
WP 1.5																	
WP 1.6																	
WP 1.7																	
WP 2.1																	
WP 2.2																	
WP 2.3																	
WP 3.1																	
WP 3.2																	
WP 3.3																	
WP 3.4																	
WP 3.5																	
WP 3.6																	
WP 3.7																	
WP 3.8																	
WP 4.1																	
WP 4.2																	
WP 4.3																	
WP 5.1																	
WP 5.2																	
WP 5.3																	
WP 5.4																	
WP 5.5																	
WP 5.6																	

5. Start Up Steps

What?	Who?	Deadline?
1. clarify legal situation regarding WSM legal basis for guidelines?
2. ...		

n-hatton@zpdee.net

Annexe

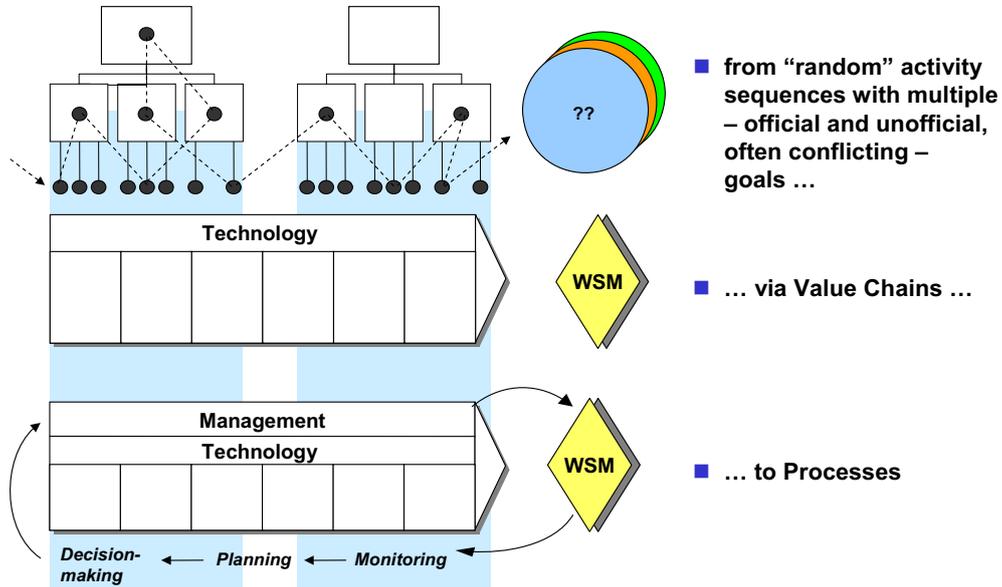
Background to Process Management (PrM)

Contents:

1. PrM Overview
2. Activity Sequences
3. Value Chains
4. Processes
5. The PrM Cycle
6. PrM Roles & Responsibilities
7. Glossary of Terms

Introduction to Process Management (1)

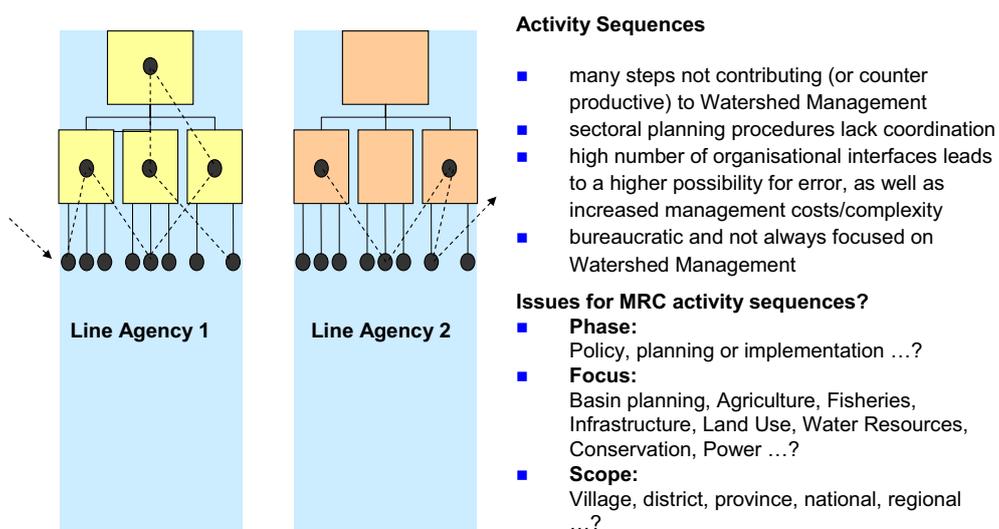
Overview



n-hatton@zpdee.net

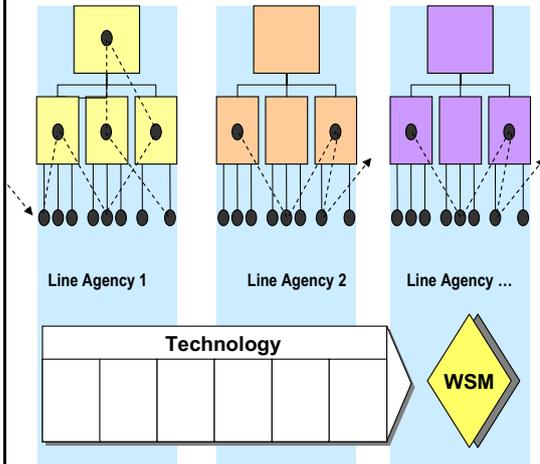
Introduction to Process Management (2)

Activity Sequences



n-hatton@zpdee.net

Introduction to Process Management (3) Value Chains



Value Chains

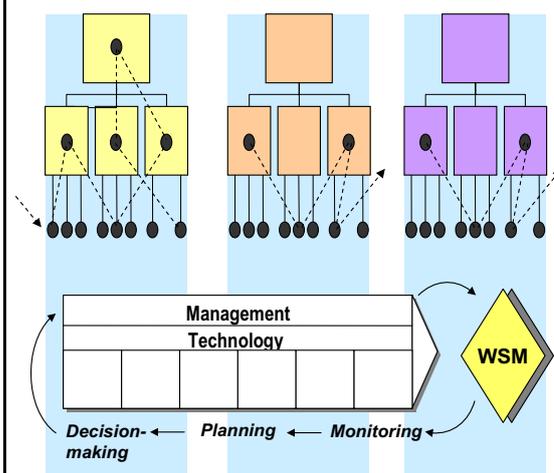
- each step analysed and focused on adding value to Watershed Management, irrelevant or non-focused activities are removed
- activities are inter-sectoral and focused on the job to be done, not the organisational boundaries
- lower number of organisational interfaces leads to lower error and higher efficiency and effectiveness. Better, cheaper and more effective management through lower complexity.
- output-oriented, dynamic and lean because focused on adding value to Watershed Management.

Issues for WSM Value Chains

- how well prepared are organisations for this kind of work? Who decides if this is a good thing?
- is there a clear and unequivocal statement on what Watershed Management is? Has it been communicated and discussed with partners?

n-hatton@zpdce.net

Introduction to Process Management (4) Processes



Processes

- each step is the responsibility of a person charged with fulfilling the task to a quality specification
- steps are quantified in terms of tasks, inputs, resources, direct and indirect costs
- process is managed by a process manager responsible for overall performance, as well as for improving the process with continuous quality improvement

Issues for WSM Process

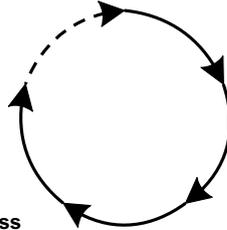
- on what contractual basis can inter-organisational cooperation take place?
- to what extent are organisations prepared for delegation of tasks to process step and process managers (performance agreements)?

n-hatton@zpdce.net

Introduction to Process Management (5) the process management cycle

4) Working on the Process

- Process review
- Process improvements
- Process analysis
- Check units of measurement
- Benchmarking
- New process goals
- New work practices
- Contribution to impact



3) Working in the Process

- Process implementation
- Coaching in new work situations
- Reflecting on the experience
- Analysing experience

1) Working with Activity Sequences

- Identify the sequences
- Record the sequences
- Identify the key processes
- Define process landscape and hierarchy

2) Defining the Processes

Define Standards and Units of Measurement

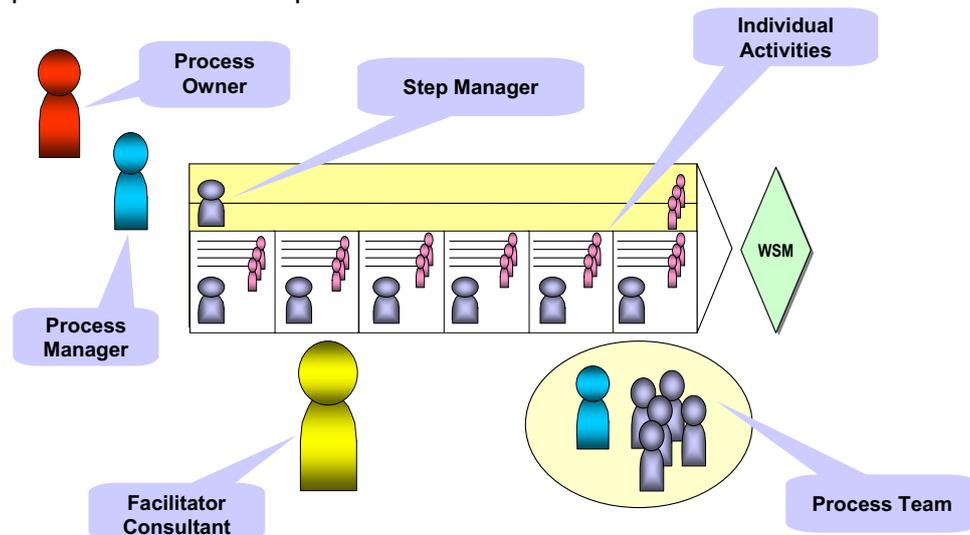
- Process Goals in time, cost and quality
- Identify the performance gap to be closed
- Describe and agree necessary support

Design the Processes

- Define individual steps in accordance with the process goal
- Document the process
- Agree internal and external inputs and resources
- Define responsibilities
- Train and prepare staff

n-hatton@zpdee.net

Introduction to Process Management (6) process roles and responsibilities



n-hatton@zpdee.net

Introduction to Process Management (7)

process roles and responsibilities

Role:	Responsibilities:
1. Process Owner	<ul style="list-style-type: none"> ■ Steering and setting strategic direction and process goal ■ Ensures link to process landscape and hierarchy ■ Ensures resource availability (financial and political) for process
2. Process Manager	<ul style="list-style-type: none"> ■ Achieving the goal of the process ■ Managing activities and steps, ensuring completion to cost, time and quality standards. Paying close attention to the social and technical issues involved ■ Facilitates inter-organisational and interdisciplinary cooperation ■ Instigates and maintains the process of continuous quality improvement ■ Represents the process and process team in external forums
3. Step Manager	<ul style="list-style-type: none"> ■ Achieving the goal of the step ■ Managing step activities to ensure completion to cost, time and quality standards. Paying close attention to the social and technical issues involved ■ Ensures compatibility of step to other steps and works within the process team ■ Maintains the process of continuous quality improvement in the step ■ Represents the step in the process team meetings
4. Activity Input	<ul style="list-style-type: none"> ■ Works under the guidance of the Step Manager to provide inputs to achieving the step goal
5. Process Team	<ul style="list-style-type: none"> ■ Is interdisciplinary and inter-organisational ■ Is responsible for the achievement of the process goal as well as its continuous improvement ■ Is responsible for its own work structures and methods
6. Facilitator	<ul style="list-style-type: none"> ■ Acts as a facilitator, coach, consultant, sometimes leader, negotiator, agent, go-between, diplomat, on a time-limited basis to help the process team achieve independence and sustainability

n-hatton@zpdee.net

Introduction to Process Management (8)

glossary of terms

■ activity sequence	➔ a random series of actions directed at achieving multiple goals
■ value chain	➔ a sequence of activities designed to add value to achieving a single goal
■ process	➔ a value chain with designated people responsible
■ process goal	➔ the goal of the process towards which all activities are directed
■ process step	➔ the individual packages of activities required to achieve the goal
■ process owner	➔ the commissioner of the process, the customer who receives the final product and supplies resources
■ process manager	➔ the person with overall responsibility for achieving the goal of the process
■ step manager	➔ the person responsible for achieving the individual packages along the way to the goal
■ activity input	➔ activities which contribute to the achievement of the individual steps
■ process team	➔ the step managers and the process manager
■ facilitator	➔ external coach and moderator in the initial stages of introducing process management
■ breakthrough project	➔ a small, strategically significant project that takes place within 100 days
■ change architecture	➔ a design of activities, settings and methods for change over a period of time
■ impact hypothesis	➔ the logical steps leading from individual activities to development goals
■ work breakdown structure	➔ the Work Packages required to be implemented to achieve a project goal (WBS)
■ organisation plan	➔ the named responsible people for the work packages in the WBS (Work Package Managers)
■ phase & milestone plan	➔ the principal phases and internal results along the way to the project goal
■ project schedule	➔ the Work Packages from the WBS laid onto a time axis

n-hatton@zpdee.net