

FIRST EDITION



Evaluation of Community Management

Supplementary Module 7o



HSU/N-WASHE June, 2000

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PREFACE

THE CORE TRAINING MANUALS AND SUPPLEMENTARY MODULES

The Core Training Manuals and Supplementary Modules have been produced to support the implementation of WASHE in Zambia.

WASHE

Water Sanitation Health Education



WASHE has been developed in Zambia over the last ten years. Learning mainly from the experiences of Western and Southern Provinces, it is now recognised as a sustainable approach to rural water supply and sanitation. The government has adopted this as a strategy towards the implementation of rural water supply programmes.

The Core Training Manuals provide the background to this development and explain its context in view of decentralisation. The Manuals are intended to provide flexible guidelines to assist the growth of WASHE primarily at district level.

The Supplementary Modules provide community management guidelines for use at all levels; national to community. The series includes technical, participatory health and hygiene education and community management titles. Each module has been written to 'stand alone' or be used as part of an overall community management approach where each title in the series complements the next. It is helpful to get to know the titles and become familiar with the contents to enable you make informed decisions.

At the back of this module is a list of the titles that comprise the Core Training Manuals and Supplementary Modules Series. Full details of the contents of each title can be found in *The Water Sector Reform Support Unit Publications List*. All titles are available from the RSU.

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The National WASHE (N-WASHE)
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The N-WASHE Team is a multi disciplinary group, based in Lusaka to develop WASHE principles and assist its national implementation.

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The concept of the Project Cycle for Community Management in Rural Water Supply is elaborated in more detail in Section 1 of this Module



The guidelines and materials form the basis for the advocacy and training work of the National WASHE Co-ordination and Training Team (N-WASHE), which is the implementing unit of the RSU.

The Core Training Manuals and Supplementary Modules were developed by the Community Management and Monitoring Unit (CMMU). This edition is written by the RSU.

This is Supplementary Module 7o in the Project Cycle for Community Management in Rural Water Supply and is called Evaluation of Community Management.

Evaluation of Community Management is **Stage 14** in the Project Cycle for Community Management in Rural Water Supply.

WHO THE SUPPLEMENTARY MODULES ARE FOR

The Supplementary Modules are written for people who intend to develop community management as part of their overall objective for rural water supply and sanitation. These people are likely to represent :

- district councils and D-WASHE committees
- specific line ministries
- NGOs
- donors
- volunteer agencies
- development organisations

The individuals are likely to be :

- rural and peri-urban extension officers from WASHE line ministries
- environmental health technicians
- community development workers
- community health workers
- teachers
- project personnel

The guidelines have been developed within a Zambian context but can easily be adapted to meet the needs of other developing countries.

Throughout the Core Training Manuals and the Supplementary Modules, **the Community** refers to a group of people with a common present or potential interest in WASHE. A single family unit is referred to as a **household**.

By **Community Management** we mean : the ability of the community to have the **responsibility, authority, accountability** and **control** of the WASHE process that exists for their benefit.

The RSU believes that community management will only become a reality if issues of gender are seen to be integral to the project cycle in a participatory process. By **gender** in rural water supply we mean : **the context and reality of both women's and men's lives that can together effect self determined change. Gender is not a woman's issue alone.**



See Supplementary Module 8a
WASHE and Gender

HOW THE SUPPLEMENTARY MODULES WERE DEVELOPED

CMMU was mandated in 1993 to address issues of long term sustainability in the rural water supply and sanitation sector. CMMU began a programme of participatory research throughout the country and it was during this time that it became evident that some regions had a greater chance of sustainability than others. The approaches being used by projects involved in the sector varied from one area to the next. Whilst projects agreed that a community management approach through participation was appropriate, there was little or no standardisation. The absence of a standardised community management approach for Zambia meant that the quality of delivery and ultimate level of choice for the community was at best patchy.

In order to address this the CMMU set about collecting "best practice" ideas, knowledge and materials from around the country. It concentrated on participatory techniques, technology options and community management issues for rural water supply and sanitation. The result, through a series of consultative workshops, committees and core working groups, is the current series of supplementary modules.

The RSU which has taken over the activities of the CMMU, further recognises the need to continue with the promotion of the WASHE concept. The district level

training of the WASHE concept is being undertaken by the N-WASHE Training and Co-ordination Team.

ACKNOWLEDGEMENTS

Many people and organisations were involved in the development of the Core Training Manuals and Supplementary Modules. The RSU would like to thank Community Education and Participation (CEP) - Mongu; Rural Water for Health Project (RWHP) - Solwezi; Irish Aid - Northern Province; Rural Water Supply (JBG) - Central Province and Village Water Supply (GTZ) - Kabompo, for their input and constructive criticism during the elaboration of the methods. Additionally, we would like to acknowledge our appreciation of all Government, donor and NGO field workers at community, extension, district, provincial and national level for their invaluable experience, ideas and opinions. Special thanks to all the members of staff of the former CMMU for the research and development done on these Modules.

The research and development required and the production of these publications would not have been possible without considerable financial support from the European Union, Irish Aid, NORAD and UNICEF, for which we are most grateful.

The Core Training Manuals and Supplementary Modules have been produced entirely within the RSU/N-WASHE



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Section

1

INTRODUCTION



SECTION ONE

ABOUT THIS MODULE

This Module looks at the *fourteenth* stage of the project cycle for community management in rural water supply. It provides step-by-step guidelines to participatory evaluation of a community managed water facility. This Module is designed to be used in conjunction with the other titles in Supplementary Modules 7a - 7p.

- Section 1 Introduction
- Section 2 Preparation for Participatory Evaluation of a Community Managed water facility
- Section 3 Facilitating the Participatory Activities
- Section 4 Evaluation

The format is designed to help you :

- find things quickly
- work systematically through the contents
- prepare yourself for participatory activities with the community

Remember, the Supplementary Modules are intended as guidelines. The final choice of action will be based on your dialogue with the community, their needs as they perceive them and local circumstances. Community management is a dynamic process - be creative and use local expertise and the advice of local institutions wherever possible.

In the margin of each page you will find useful information and tips.

Space has also been left for your own notes.



Tells you that further information is available



Brings your attention to an important point



Describes a new technique or approach



Reminds you to evaluate progress so far



Time spent on an activity



Indicates when to use the participatory materials that are provided in your tool kit

THE APPROACH

To equip you with the knowledge and skills to :

- understand the basic philosophy of a participatory approach to evaluation of a community managed water facility
- understand the project cycle for community management of rural water supply as it relates to monitoring and evaluation
- facilitate participatory evaluation of a community managed water facility

The CMMU was mandated to look at issues of long term sustainability in the rural water supply and sanitation sector. The provision of information on and guidance about community management strategies using participatory methods and techniques is part of the process.

The RSU/N-WASHE believe that a participatory approach to community education and sensitisation is an effective way of ensuring community participation which leads to community management that ultimately ensures sustainable development. In rural water supply the long term aim of government is to see programmes that are "community based" and it is in this context that the CMMU developed the "project cycle for community management in rural water supply".

The term community participation and community management are often used interchangeably and this is misleading. Community participation is an activity, or series of activities, that, through the community's involvement, leads to community management. So for example, community participation might be :

- the contribution of labour
- collecting river sand and breaking stones
- collecting money as a contribution towards the water point
- attending a meeting that you have asked them to attend

All these examples ask that the community be involved, but this is very different to taking a lead and being responsible for the decisions and consequences of those decisions.



OVERALL OBJECTIVE OF THE MODULE



THE COMMUNITY MANAGEMENT



The RSU/N-WASHE believes that a participatory approach to community education and sensitisation is an effective way of ensuring community participation which leads to community management that ultimately ensures sustainable development.



Community participation is a stage of community involvement that leads to community management.

Community management is **a process** and if facilitated effectively will develop a true sense of ownership and continued development for community gain and benefit. Community management and acceptance of ownership is the ultimate goal in such a participatory process.

The RSU agrees with current thinking that **community management** means the community has the **responsibility, authority, accountability and control** over their development. Community management works throughout the life cycle of a project or facility and beyond and so leads to sustainable development.

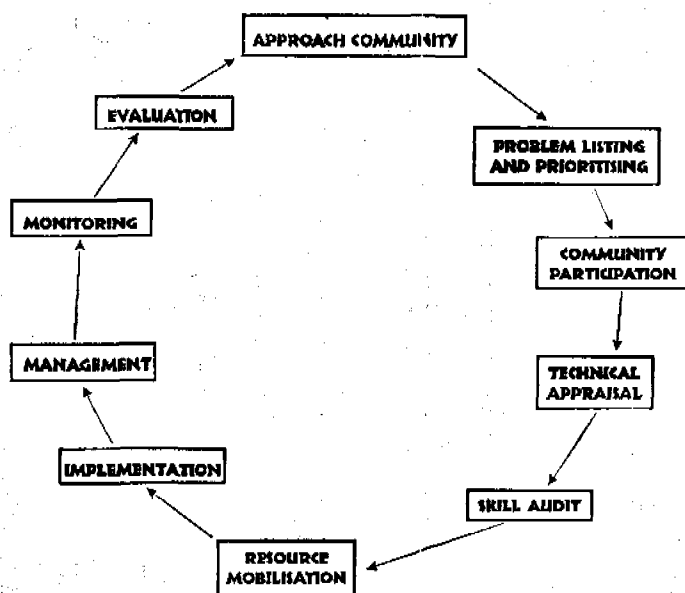
So the basic components of community management to be evaluated are :

- **community responsibility** : the community assumes ownership of "the system" and "the process"
- **community authority** : the community has the right to make decisions about the action (or intervention) taken that changes their situation
- **community accountability** : the community accepts the consequences of its decisions and understand that action rests with them
- **community control** : the community has the power to implement its own decisions

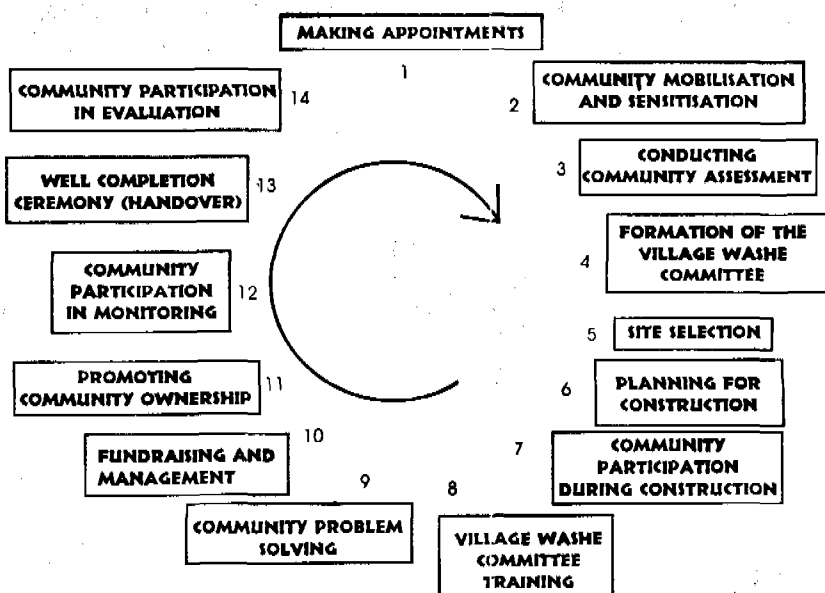
In November, 1995, the CMMU initiated the formation of the core group of actors that are involved in rural water supply projects in Zambia. The task before the group was to *compile and further draft the Supplementary Modules* that are now known as series 7a - 7p. The Supplementary Modules were to concentrate on community participation for community management in rural water supply project.

The core group agreed to focus on specific **participatory techniques** that are related to the **project cycle for community management in rural water supply**. The project cycle, in 14 stages, has been adapted from the standard project cycle that is widely used in participatory community development projects throughout Zambia.

DEVELOPMENT OF THE METHOD



STANDARD PROJECT CYCLE



PROJECT CYCLE FOR COMMUNITY MANAGEMENT IN RURAL WATER SUPPLY

The stages in the project cycle for community management in rural water supply form the basis for the Supplementary Modules series 7a - 7p. So, for example, this Supplementary Module is 7o and looks at the facilitation of the Evaluation of Community Managed Water Facilities using participatory approaches which is stage 14 of the project cycle.

It is important that you fully understand the project cycle, how the stages are interconnected and are flexible. Read Supplementary Module 7a before you start

It is intended that the reader becomes *the facilitator* of the process of community management. That means that the information acquired from this Module becomes *shared knowledge* between the reader and the community so that community based decision making becomes a reality.

FACILITATION

Notes :

use this page to make your own notes



PREPARATION FOR PARTICIPATORY EVALUATION FOR COMMUNITY MANAGEMENT

Section

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SECTION TWO

PREPARATION FOR PARTICIPATORY EVALUATION OF COMMUNITY MANAGEMENT

By the end of this section you will :

- understand the need to assess the degree/level of community management of the water point
- understand the importance of assessing the community's perception of the relationship between the protected water point and 'improved' health and hygienic practices
- understand the need to assess community capacity to initiate/influence other community based programmes

SUGGESTED APPROACH

A number of participatory activities, for use with the community, are suggested as a way of ensuring objectivity as the community critically assess its situation in terms of community management and the relationship between the protected water point and hygiene practices. These participatory activities have been used as part of the overall project cycle approach. However, it is important to first answer some questions in order to prepare yourself adequately for the field.

It is important to note that this Module is written with the assumption that the process has already been evaluated. It has been advised in all the earlier Modules that at the end of each stage an evaluation is done and appropriate action is taken to either move to the next stage or repeat the stage later. On the basis of this assumption, this Module is intended to help evaluate the impact of the project with regards to community management.

Why community participation in Evaluation?

The overall intention of all development in rural water supply is sustainability of the resource or investment. Community participation at this time is very important because :

- there is need for the community to objectively assess their level of community management of the facility
- the community and facilitation team have to identify weak aspects of community management and embark on training and see how the stronger aspects of community management may apply to other communal programmes

Remember, the community has been practicing principles of community management for some time. This is an evaluation of how the principles are practised/appreciated



- there is need to assess the community perception of a protected water point in relation to 'improved' health and hygiene practices or improved health
- there is need for openness and objectivity in this process of reflecting on the process of community management

What else needs to be considered?

There are some important factors that need to be considered when conducting participatory evaluation on community management and these are :

- a reflection of the monitoring system conducted
- the timing of the evaluation in relation to season and duration
- the need to collectively agree with the community on the reasons for the evaluation and its objectives
- the need to collect additional information from key informants, e.g. traditional leaders, extension staff, etc.
- considering community perceptions on the change in its health and hygiene status as a result of the protected water point
- does the community feel there is an improvement in their health status in terms of personal hygiene and water related diseases?

These questions have to be borne in mind when facilitating participatory evaluation of community management of the water facility. The relevant activities have been described in Section 3.



- What problems were identified?
- How were they solved?
- Has there been repetition or reoccurrence of the same problems?
- What improvements have been made to the water point?
- What has developed as a direct or indirect result of the construction of a protected water point?
- Has there been any changes in the executive of the committee, what were the reasons and how has this been resolved?
- Is the water point well kept, operational and reliable?
- Have maintenance fees and other tasks and responsibilities been executed smoothly?
- Has gender consideration improved in all aspects of management, problem solving, etc?

What preparation needs to take place?

Facilitation - a team effort



- facilitation is intensive and demanding - share the work load
- each aspect of facilitation needs to be prepared in advance - share the responsibility
- during the facilitation, the main facilitator will need constant back up - share the effort
- facilitators need feedback on their performance and the reaction of the participants - share reflection and evaluation
- a team of facilitators provides greater creativity and productivity - share your talents

A good facilitator is:



- patient and able to listen
- self-aware, open
- willing to learn
- confident but not arrogant
- respectful of others
- able to create an atmosphere of mutual respect and confidence
- flexible - able to change course and sequence
- sensitive to the dynamics in the group
- a clear writer

The D-WASHE committee is a sub-committee of the District Development Co-ordinating Committee (DDCC) and is responsible for the development of all district rural water supply and sanitation activities. This takes the form of a D-WASHE plan



The RSU/N-WASHE strongly advise that considerable preparation is undertaken before work with the community begins. Careful planning will benefit everyone and minimise the confusion that can arise when nobody is sure who is doing what, when and why. It is never a good idea to work in isolation and good community development relies on people as the main resource. As the facilitator you will need to seek the assistance of others and ideally form a facilitation team. We suggest some guidelines be adopted when forming a facilitation team.

In Zambia it is likely that an external agency (NGO or Donor) is involved in projects for rural water supply. By their nature these agencies come into the area from the "outside". Whilst they are often very experienced they probably do not have the wealth of local knowledge that is at the finger-tips of those who work and live close to the community on a permanent basis.

In all cases where there is external agency involvement it is important that a partnership is formed with GRZ counterparts. These people are likely to be Environmental Health Technicians (EHTs), Community Development Officers (CDOs) and other extension officers that are active in the project area. Additionally, it is valuable to harness the co-operation and assistance of Traditional Birth Attendants (TBAs), Community Health Workers (CHWs) and any other active community animators. Agency staff must take the responsibility for making viable links with the GRZ extension services.

Agency staff and agency project workers should be seen to support the process of development and they should always be mindful of their responsibility to strengthen existing services and structures.

The facilitation team should work in liaison with the D-WASHE committee, where they exist, to ensure that the relevant line ministries and other actors in the project area are aware of their work. This prevents duplication and allows the team to benefit from the lessons of previous projects. It is very important that all projects are part of a strategic plan for development in the district.

Once the facilitation team has been convened it is important that they plan the activities that they are going to do with the community *before* arriving in the village.

What activities will be facilitated?

This Module outlines a number of participatory activities that may be used during evaluation of community management. Rather than prescribing that the activities provide a formula or blue print for community management in evaluation, they are included as options which are known to be appropriate.

Facilitators are encouraged to get to know the activities and apply the ones that they feel will work best. Some activities follow on from others, some demand more resources, and so on. The most important thing to remember is to work within the resources that are available to the facilitation team.

The activities outlines are :

- review of the project cycle and previous activities
- performing a community role play
- group discussions

The activities are described in Section 3. The activities are designed to help the community discuss the issues related to evaluation of community management in relation to a water point. They also act to strengthen the community's capacity to evaluate their management of the communal facility.

Remember, the activities and guidelines for facilitation are flexible and should be adapted to suit the particular community you are working with. Therefore, be creative and use the ideas and expertise of others and your own valuable experience and knowledge of what works best. The activities are described to allow for optimum participation by all "the users" and these will include; traditional leaders, local councillors, women and men in the community. The aim is to involve as many people as possible in the introductory phase of a new project.

It is important that the facilitation team feels comfortable with the activities and is aware of the desired outcomes. At the end of the Module, in Section 4, there is an



To help with discussions it is important to refer to activities done earlier like

- seasonality analysis
- mapping
- force-field analysis

evaluation exercise to help the facilitation team assess their impact.

The materials that you will need to facilitate participatory evaluation of community management of the water facility are listed in Section 3 alongside each activity.

Guidelines for working in groups :

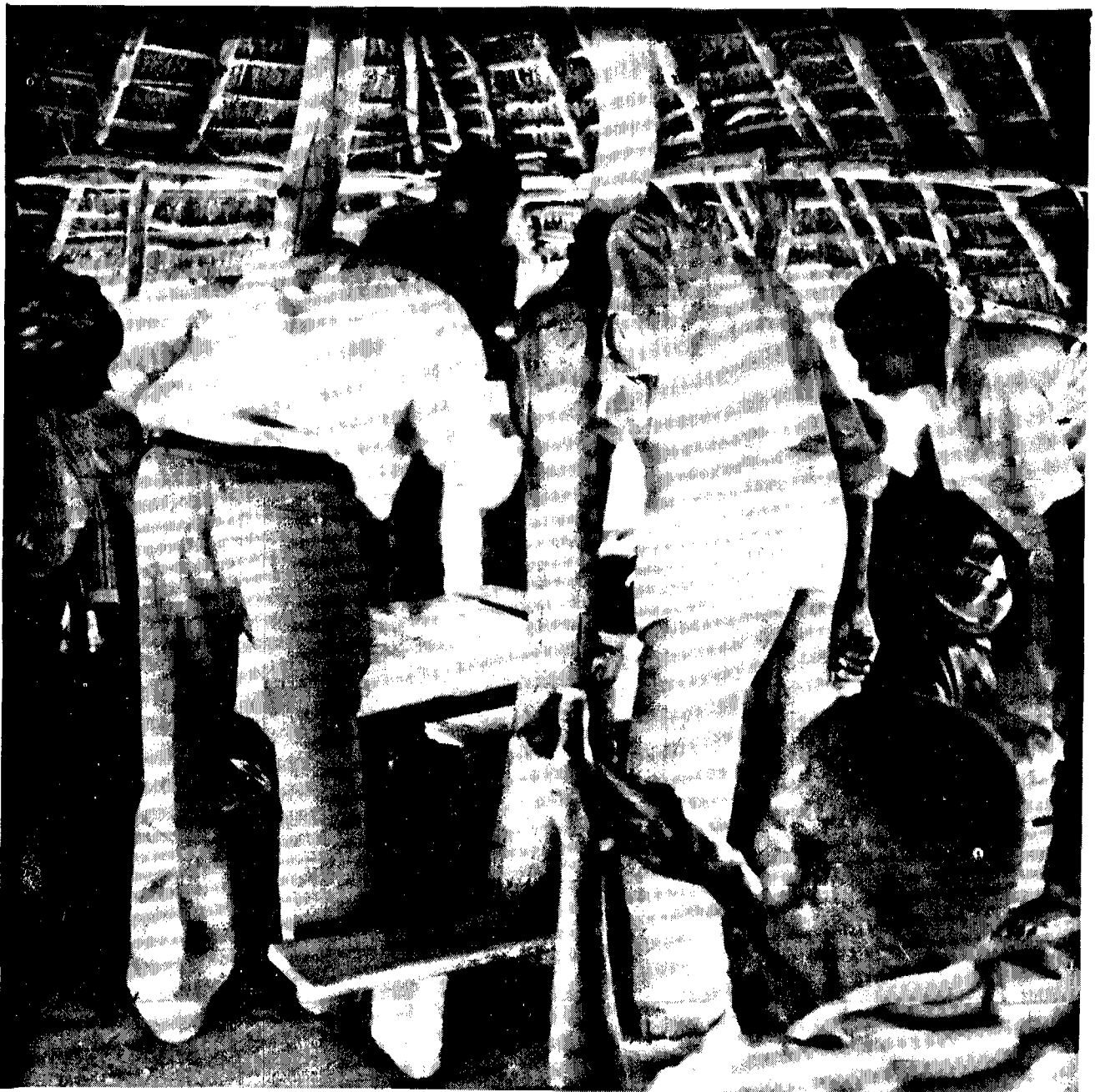
You will often ask the community to work in small groups and we suggest that you bear in mind the following :

- be sensitive to community culture and norms
- decide with the community if women and men should work separately (remember that depending on the gender balance you will get different feedback)
- traditional leaders and councillors can dominate groups and this can have a negative effect upon participation
- groups bigger than 10 are counter productive - not everyone will be heard
- always attach a facilitator to a group, not necessarily to take a lead but to OBSERVE and ensure participation of all!

FACILITATING THE PARTICIPATORY ACTIVITIES

Section

3



SECTION THREE

FACILITATING THE PARTICIPATORY ACTIVITIES

By the end of this section you will :

- understand the need to explicitly discuss with the community the need for evaluating the management of the facility
- be familiar with the activities and tools that are suggested for facilitation of participatory evaluation of community management
- understand the issues and aspects that are related to evaluation of community management
- facilitate participatory activities in relation to evaluation of community management
- facilitate discussions and collectively agree/reach consensus with the community on its future programmes and way forward

SUGGESTED APPROACH

There are a number of activities that can be undertaken to facilitate a participatory evaluation of community management with the community. Some of the activities will by now be familiar to the facilitation team and the community. Additionally, all the activities build on the previous stages of the project cycle. When using familiar participatory tools always be mindful that, a) the context is different and this needs to be made clear to all the participants and b) you do not over use a particular tool as this may lead to boredom and lack of interest.

Be participatory! Get as many ideas and objectives from the community



It is important that you are clear about the objectives of the evaluation and feel confident about what you want to get out of each activity.

Remember that the objectives are not only for you as the facilitator but for the community, too! We suggest that the objectives are met through a series of connected stages. The activities for each stage are listed below :

Stage One : Why are we evaluating?

This stage discusses with the community the need for evaluation and the type of evaluation to be conducted.

The following activities are suggested for this stage :

- reviewing the project cycle
- group discussions

Stage Two : Evaluation Process/Activities

This stage involves the actual process of evaluation. That is analysis of reports and records, assessing strengths, weakness, successes and problem areas and making recommendations.

This stage includes carrying out the evaluation, looking at the results and using the results to improve the programme.

The following activities are suggested for Stage Two :

- community role play/drama
- seasonality analysis
- mapping
- force field analysis

However, whilst discussing these activities, the solutions or new directions will be identified.

STAGE ONE : WHY ARE WE EVALUATING?

By the end of this stage you will have :

- reviewed the project cycle
- reviewed the monitoring system used
- explicitly discussed with the community the need for evaluation
- planned for the evaluation

Evaluation may be requested by the donor agency



1-1 1/2 hours



SUGGESTED ACTIVITY ONE : REVIEW OF THE PROJECT CYCLE

This stage of evaluation is the last Stage in the project cycle. However, it does not follow on soon after monitoring. Monitoring has to take place over a period of time and it is up to the facilitator and the community to decide when they feel evaluation should take place. Usually it is advisable to evaluate a community based programme in rural water supply after a period of at least 1 - 2 years. It is assumed that the community would have 'matured' in their process of community management during this period.

Evaluations are usually held at the end of the project phase



Working together with the V-WASHE committee, look back at all the stages that the community has been through and review decisions made and lessons learnt during these stages. This activity will be done at a community meeting therefore an appointment must be made in advance since there has been a long time lapse since the last meeting between the community and the facilitator (extension worker).

It is important to consider the following when preparing for the community meeting :

- ensure that at all times the V-WASHE committee must represent the whole community
- the V-WASHE committee members are expected to be open, objective, analytical, and critical during the evaluation
- remember the factors that led to the community requesting for the facility .
- need to review the various decisions made at the different stages in the cycle and the accompanying commitments

- V-WASHE committee members should be part of the facilitating team to help assess their leadership qualities and practices of democracy
- before the meeting begins make sure that the Secretary and yourself have all the notes from previous meetings. In addition to notes, bring along all the maps, charts or diagrams drawn at previous meetings



Before the meeting begins, make sure that the Secretary and yourself have all the notes from previous meetings. In addition to notes, bring along all the maps, charts or diagrams drawn at previous meetings

Guidelines for facilitating the Community Meeting :

- open the meeting by reminding the community that they have almost completed the project cycle as they have reached the point of looking back
- explain the need for the community to be open critical analytical and objective in looking back at decisions that were made at the different stages and their underlying reasons
- ask one of the V-WASHE members to facilitate the identification of the different stages in plenary. Be participatory by allowing other members of the community to contribute or let a member of the community continue on at some stage
- discuss progress as the community moved on from one stage to another
- agree collectively that there is need to now look back and analyse how the programme has performed
- this may be done by asking the community if they feel there is need to collectively assess/review how the facility is being used and managed

SUGGESTED ACTIVITY TWO : REVIEW MONITORING SYSTEM

This activity is suggested for use with communities that have been monitoring their facility. It is intended to reassure the community that all problems once discussed have a solution. Furthermore, it helps identify some problem areas and, therefore, ensure that the appropriate objectives are set for the evaluation.



1 hour

For facilitation it is impossible to state all likely problems. However, the following will help in the group discussions relating to the existing monitoring system.

Remember, monitoring is done always and, therefore, its impact/effect is cumulative as it addresses problems



Remember that when monitoring is regularly done it will make evaluation easier

immediately. Here are some questions to help you discuss the monitoring system :

- how was monitoring conducted?
- was everyone aware a system of monitoring existed and therefore, participated in it?,
- when there was a problem relating to the facility who was responsible for ensuring that it is dealt with immediately or as soon as possible?
- what is the role of the V-WASHE in monitoring?
- who called meetings to discuss the problem?
- how were the problems tackled? Were they discussed and solved in a participatory manner?
- was the problem solved once and for all or did it recur, if so how was it tackled the second time?
- is the traditional leadership involved in the solving of problems related to the water point management?
- are there any problems that have become repetitive, if so list them
- have there been any meetings to discuss the successes or strengths of the community in their management of the facility
- highlight lessons learnt in the process

Read Supplementary Module 7p Group Dynamics and Energiser Tool Kit for more details in group formation



TEN KEY REASONS WHY PEOPLE EVALUATE?

achievement- what has been achieved

measure progress in accordance with the objectives of the programme

improving monitoring in order to help improve management

identify strengths and weaknesses and therefore strengthen the programme

see the impact or difference the programme has made

cost benefits; are the costs reasonable for O & M, actual construction, time saving, less diseases etc

collecting information to plan and manage the programme better

sharing experiences to help prevent occurrence of similar mistakes

improving effectiveness to ensure the desired impact

allowing for better planning that is in line with the need of the people especially at community level; these needs may include training in O & M, management, procurement of parts, etc



Guidelines for facilitating the session :

- ask one of the V-WASHE members to introduce the activity by explaining that in order to plan for evaluation effectively it is important to reflect on monitoring
- highlight the need to be open and to try and recollect as much as possible
- ask the people to form small groups of at least 10 people each
- based on the pointers above ask the groups to discuss some of the problems, how they were solved, repetitive problem and strength in relation to community management of the facility
- the group's discussions will have to be recorded by a group secretary for presentation to plenary later
- during the plenary presentations of the groups allow enough discussion and pay particular attention to how issues are discussed and resolved collectively

- find out lessons learnt and action taken to improve the situation or maintain a positive attitude/practice
- summarise the activity by highlighting the strengths, problem areas and lessons learnt in relation to community management of the facility
- finally, stress the importance of keeping in mind the lessons learnt during monitoring, the repetitive problems and the strengths as these will be referred to when making recommendations



2 hours

SUGGESTED ACTIVITY THREE : PLANNING FOR EVALUATION

SUGGESTED APPROACH

There are a number of activities that can help facilitate planning for evaluation. However, before drawing the actual plan it is important to answer a number of questions which must include :



Remember that evaluation is not finding out who is to blame

Why are we evaluating?

There are a number of different reasons why people evaluate their programmes amongst the essential reasons why people conduct evaluations are :

- to monitor progress and effectiveness of the system of management
- to look back at the investment costs, operational/recurrent/maintenance costs and their efficiency
- to show where changes are needed; identify ways to develop and improve
- to help plan more effectively for the future and take corrective action
- to help identify areas of training
- to replicate a similar project to other areas

On the whole evaluation is conducted in order to assess achievements in relation to functioning, utilisation and impact of existing projects. Evaluations are intended to look at the whole character or 'nature' of the programme. Below are some of the reasons why evaluations are conducted :

Guidelines for facilitating the activity :

- ask one of the V-WASHE members to facilitate
- the activity may be introduced as the community's way of collectively discussing and agreeing on the reasons and need for evaluation
- divide into groups to discuss and list the reasons for evaluation ; why evaluate?
- the groups will present and discuss the list of reasons to plenary
- after all the groups have presented, the community will have come up with a shorter list of collectively agreed on reasons
- advise the community that it would ease reviewing if the reasons were clustered either under headings, as part of a general reason or falling under the same subject
- summarise by asking the V-WASHE Secretary to read out the final list of reasons for evaluation

Remember Community Management means the community has the:



responsibility - community assumes ownership of 'the system' and the 'process'

control - community has power to implement its own decisions

authority - community has the right to make decisions about the action (or intervention) taken to change the situation

accountability - community accepts the consequences of its decisions and understands that action rests with themselves



SUGGESTED ACTIVITY FOUR : WHAT TO EVALUATE AND WHAT EVALUATION DOES

What to evaluate? At this stage the community has to know what they want to evaluate. This entails setting the objectives of the review. In so doing it is important to take into consideration the programme objectives which are to; ensure community management of the facility and enhance/ensure sustainability. Other than ensuring sustainability through community management there is a general objective of all development programmes which is to - 'improve the quality of life of the beneficiaries'. Therefore, an additional objective would be to assess the community's perceptions on the link between proper well use, hygiene practices and better health.

The programme objectives in summary are :

- to ensure the sustainability of the investment (protected water point) through community management and
- to improve the health status of the community through provision of a protected water source

What evaluation does is to :

- show main achievements or failures of a programme

Remember that evaluation is not finding out who is to blame



- show where and how changes need to be made
- show how strengths can be built upon
- provide information and increase skills for planning and decision making
- help those involved to see the wider context and implications of their work



Remember that evaluation is not finding out who is to blame

Participatory evaluation being advocated looks at what has been achieved or produced and its impact or effect. This evaluation is done by measuring - use of actual figures; observing, discussing and analysing.



Read Supplementary Module 7p - Group Dynamics and Energiser Tool Kit for tips on Group formation

Participatory evaluation is a performance evaluation and will, therefore, not only show performance but functioning, utilisation and perceived impact on community health.

The objectives of the evaluation will be to :



These are just examples, there are many ways of rationalising the objectives

- establish functioning of the system
- establish level of utilisation
- establish performance
- establish level of participation of women
- establish community's perception of facility's impact on community health

Guidelines to facilitating the session :

- ask one of the V-WASHE committee members to introduce and facilitate the session. There will be need for the people to work in groups and be open and collectively agree on the objectives of the evaluation from the community perspective
- divide into groups of at least 10 people
- ask each group to analyse the above objectives and operationalise them. That is, to define exactly what will be evaluated in relation to functioning, utilisation, performance and community's perception of health impact

The kind of questions that may help facilitate this session may include for example :

- how to establish function of the system; this can be looked at in relation to the functioning of the water point, i.e. pump or people able to collect water. On the other

hand, it could be functioning of the V-WASHE committee as a management structure

- how to establish level of utilisation; this could be in relation of number of people using the facility and the extent/degree of utilisation; i.e. what is the community using the water for other than household use
- how to establish the level of performance; this can be related to performance of V-WASHE Committee in management, e.g. fund raising and management, community problem solving, applications of lessons learnt to other programmes. On the other hand, performance can be viewed in terms of how reliable the pump is, frequency of breakdowns, etc.
- how to establish level of participation of women in the management of the facility
- how to assess community's perception of the health impact resulting from the provision and hygienic use of the protected water source
- ask the groups to discuss operationalisation of the objectives and later make their presentation to plenary
- during plenary presentations allow enough time to extensively discuss and reach consensus on the objectives of the evaluation
- summarise the plenary discussion by going through the agreed objectives

Things to watch out for :

The following are aspects that need to be clearly discussed and consensus reached before embarking on evaluation :

- deciding on why, when, where, how and what to evaluate
- deciding on the objectives and there after rationalise them
- state the objectives and ensuring everyone understands them
- the need to be free, open and objective cannot be overemphasised



STAGE TWO : EVALUATION PROCESS

EVALUATION PROCESS

By the end of this section you will have :

- analysed or assessed the objectives in a participatory manner
- collectively drawn recommendations on how to progress or improve on the programme
- identified areas in which the concepts of community management may be used
- discussed the community's perception of how the protected water point has had on its health



Evaluation will be in relation to sustainability of the facility through community management which entails community responsibility, control, authority and accountability

SUGGESTED ACTIVITY ONE : COMMUNITY ROLE PLAY



2 hours

SUGGESTED APPROACH

During Stage One the community will have collectively agreed on the objectives of the evaluation, when and where it should take place. Prior to this, the community will have discussed the reasons why evaluation is needed and before the role play is performed its important as a reminder to look at the objectives which were :



Remember role play will usually depict the opposite of a situation or the situation as it occurred and thereafter discuss how it was solved

- to establish functioning of the system, i.e. both pump and water point and the V-WASHE as a management structure
- to establish level of utilisation in relation to people using the facility and the uses of the water point thus the quantities drawn
- to establish level of performance of the V-WASHE committee as management in relation to fund raising and management, problem solving, gender involvement and replicability
- establish community's perception of the facilities' impact on community health



It is important to bear in mind that the community already encountered and tackled most of these problems. Therefore, it is vital to be very attentive to assess how this was done

It is important to bear in mind when planning for this activity that there will be more than one scene for each objective. The above stated objectives are general with a few examples. The community you are working with may want to look at various aspects, thus more scenes/role plays will be conducted.

Whilst the community is discussing either in plenary or groups try and identify areas in which the community needs training



Below are ways in which each aspect of the objectives may be analysed :

1. To establish functioning of the system in relation to ;

(a) the pump/water point - the focus in this scene will be the reliability of the pump. Are people always sure that they will get water? Is the pump easy to operate? The scene will also focus on how the superstructure and surrounding are in relation to functioning of the pump and people being able to draw water. That is ; is the water point water-logged so ie is not used sometimes? Is the surrounding over grown and, therefore, perceived dangerous to go to? Has the superstructure collapsed or is about to, therefore, people are scared to use it or the pumping device may be damaged by the collapse? Is the pump handle too high, too stiff or hard to operate?

Pay particular attention to what problem existed, the people's comments, how participatory was the problem solving



(b) V-WASHE committee - this scene will look at the existence of the V-WASHE as a management structure for the water point. The list of issues to be depicted is endless. Here are a few examples :

- the existence of a mutual relationship between the V-WASHE Committee members and the community e.g. are the people free to approach V-WASHE members, do the people feel they/their problems are attended to appropriately ?
Is there consultation with the community when making decisions?
- meetings to inform the community; does the V-WASHE hold meetings to inform the people on management issues, e.g. how much funds are available, if people pay their user fees or not? Is the community informed of the V-WASHE plans well in advance and do the people have an input in these plans?
- meetings to solve problems - in this case the community and facilitators will be assessing or reviewing how the V-WASHE solves problems ; does it do so amicably, how participatory is problem solving? Is there consensus on the action to be taken?
- existence of minutes and records from previous meetings. This will not only include informative meetings, but also problem solving and visits. The minutes and records should also include some aspects of monitoring and corrective measures/actions taken. The records will include incomes/fees and expenditure on pump maintenance

2. To establish level of utilisation in relation to :

(a) the number of users ; this scene will focus on how many people use the water point, are they too many thus there is queuing, do others go to the traditional source to avoid queues. In addition to this, its important to assess if the out-put satisfies the demand for water ; are the household water requirements being met. This is important because the people may turn to unprotected sources for other uses thus contracting water-borne diseases.



Bring out the community map to identify households that draw/ don't draw from the protected water point

- Also focus on the variation and preferences in tastes of the water protected well. Some people prefer to drink water from the traditional sources as they say it tastes and smells better. The water from the well is thus used for other household uses. Investigating this may help reinforce health education.

(b) It is also important to assess the other benefits the community draws from the water point. For instance, focus may be on activities that have increased/started as a result of the water point. These may include, brick moulding, vegetable gardening, increased beer-brewing, drinking troughs for animals, washing troughs and bathing shelters etc.

3. To establish level of performance of the system in relation to :

(a) the V-WASHE as a management structure : this can be done whilst analysing the committee's performance in relation to :

- fund raising and management - this scene may depict the committee's effort to collectively agree with the community on the user fees, frequency of payment, penalties for non-payment, other income generation activities etc. The other aspect to analyse is the record keeping in relation to who has paid fees, expenditures, cash at hand and any other items the money is used for or other sources of income.
- problem-solving - this scene can depict any or all of the following; a problem between the V-WASHE and the community where there is poor community co-operation or commiunication, lack of feed-back to the community, committee perceived to be unapproachable, the promptness of attending to problems either at water point or in the responsibilities related to the water point. Also



Seasonality analysis chart on income and expenditure may help draw recommendations



Remember, depending on the situation the V-WASHE members may have to form a separate group(s) to depict certain issues

Involvement of women, it is important to assess to what extent women's participation especially in decision making has reached. The V-WASHE has to be seen to be pro-active in relation to women's participation



related to problem-solving is the vetoing of one or all the member(s) of the V-WASHE, i.e. as a vote of no confidence. That is, has there been elections held to see if people still want the same committee members or has any one member been voted out of office or asked to resign and been replaced? How was this handled? How was the problem initially discussed?

- replicability : in establishing the level of performance of the V-WASHE committee a different perspective can be considered, that is other than related to problem solving, etc. The ability of V-WASHE committee to apply the concepts of a participatory approach to ensure community management of other community programmes will definitely show its strengths and level of performance. The concepts applied in the project cycle for Rural Water Supply can be applied to any other communal programme, e.g. school, clinic, animal dip-tank, etc.

Guidelines to facilitating the session :

- ask one of the V-WASHE committee members to facilitate the session. The need to be free and open need not be over emphasised
- the facilitator (V-WASHE member) needs to review the 4 main components of community management. A recap on these components may help the community become more objective when discussing/performing their role play
- in plenary discuss again and write on a big sheet of paper what issues will be depicted in the role play
- with the issues listed form as many groups as you feel is necessary. Some groups may be smaller than others. Some groups may also portray more than one issue
- allocate/let the groups state which issues they will portray
- give the groups time to discuss and plan their role plays. It is important at this time to request the groups to record:
 - the issues to be portrayed in the play
 - if its a problem that has already been tackled then the solutions need to be recorded even though they will be portrayed
 - if its an existing problem then the group task is to portray the possible solutions as it perceives it and to record this. When this is discussed in plenary the community perception will be recorded

Record recommendations or contributions from the community in the plenary. Preferably, write these on a flip chart paper for reference later



- in plenary perform the plays and discuss 'possible' recommendations. Highlight the strengths, etc. Allow the community to contribute to each of the plays by discussing it
- summarise the activity by highlighting only the first few plays, what they portrayed, the solutions, training needs identified etc. Be participatory and allow the community to summarise the rest of the role plays

Things to look out for :

- the list of issues to be assessed/analysed is endless so be sure to collectively agree on what is to be portrayed in the play and what will be used as reference
- whilst bearing the list of issues in mind form as many groups as is required. Therefore, group size can be between 5 - 10 people
- be sure to ask the groups to record how they have analysed their 'issues', how it was tackled or how it could be tackled. These notes will be used to make recommendations
- be sure to remind the community and committee to be open, free and objective and not forgetting. To be participatory in order to come up with an objective evaluation that will show a clear picture and, therefore, draw the appropriate recommendations
- as facilitators be sure to be attentive and record as much as you can. Probe where necessary. Listen to what is being said and done, i.e. underlying messages



SUGGESTED ACTIVITY TWO : COMMUNITY ROLE PLAY - WOMEN'S PARTICIPATION



1 Hour - 2 hours

SUGGESTED APPROACH :

The approach is the same as that of the previous activity. However, the main difference here is that, this role play looks at different aspects of women's effective participation in the management of the facility. There are a number of aspects to be looked at and these include :

- female representation on the V-WASHE and, most importantly, the positions they hold - are they able to make decisions and effectively contribute towards management of the facility or are they 'shadow' or 'sleeping' or 'silent' members of the committee. If this is so, then its important to discuss why and identify ways of improving this

The use of some of women's seasonality analysis may be used as reference



- when decisions are being made or during planning, problem solving, or at deciding user fees, work at the water point. General meetings, are women's perceptions taken into consideration. That is whether or not they are represented on the V-WASHE committee
- when planning for rehabilitation or maintenance works at the water point, are the women involved or their prevailing work schedules taken into consideration
- as the main beneficiaries to what level are the women involved in Operation and Maintenance (O & M) of the facility

Guidelines to facilitating the session :

- ask one of the V-WASHE members to facilitate the session. During introduction it is important to highlight the need for both men and women to effectively participate in the management of the facility. Additionally, emphasise the fact that women are the main beneficiaries of the programme and ultimately the main users and therefore its important to have them participate in managing the water point to ensure community management and sustainability
- in plenary, discuss to what extent women's participation is going to be assessed. To help, here are some questions to ask in order to reach consensus on issues to be discussed/portrayed in the play :
 - are women involved in decision making, planning, execution/implementation, problem solving, etc.
 - are women represented on the V-WASHE committees. If so, what posts do they hold? Do they have the authority to make, or at least influence, decisions made? If women aren't represented, why is it so? What channels are available therefore to ensure women's interests are adequately dealt with ?
- before giving the women responsibilities or tasks are their activity profiles or seasonality calendar taken into consideration?
 - as the main beneficiaries, are women involved in Operation and Maintenance (O & M) and to what extent are they involved? Only sweeping/cleaning or do they actually maintain/repair the facility?
- in plenary, recap on the agreed issues/aspects of women's participation to be assessed

- divide the people in as many groups as necessary
- ask the groups to plan their plays and whilst doing so record important issues they will consider or that were considered previously and the group's recommendations or what it may recommend if the incidences have not occurred before
- in plenary, perform the role play and facilitate discussions. It is important to take note of the provoking statements and reactions, i.e. in relation to women's participation). Also take note of the recommendation or ways to improve women's participation or keep the situation as it is
- allow enough time for discussions
- summarise a few of the aspects discussed and let the community participate in recapping on the rest



**SUGGESTED ACTIVITY THREE : GROUP
DISCUSSIONS
HEALTH IMPACT
ACCORDING TO
THE COMMUNITY'S
PERCEPTION**



2 hours

SUGGESTED APPROACH

This activity will discuss the community's perception of the impact that the protected water point has had on the community's health; as a whole or at household level.

It has been very different through scientific research to establish the health impact of the provision of a protected water source to the community. It is in this light that we advocate impact of the protected water source on the community from the people's perspective. Do they feel their health has improved because of the protected water point? This can be looked at from different angles, e.g. :

- personal hygiene has improved because there is water readily available
- less stomach problems because of clean water from the protected sources
- health education done before, during and after construction has helped improve the handling of water from source and household storage and use

Guidelines to facilitating the session :

- ask one of the V-WASHE committee members to facilitate the activity. It is important to remind the community of the need to discuss the health impact of the water facility
- divide the community into groups. Unlike in previous activities these groups can be much larger
- in groups discuss :
 - if the people feel there has been a health impact on the community
 - what are these perceived effects/benefits?
 - how or where can these benefits be maximised?
 - what kind of practices have to change completely ; that is, identify areas that need more health education
- present group discussion to plenary
- allow enough time for the community to explicitly discuss their perception of the health impact the protected water source has on the community
- ask another V-WASHE member to summarise the discussion



2 hours-30 minutes



**SUGGESTED ACTIVITY FOUR : GROUP
DISCUSSIONS
COMMUNITY
RECOMMENDATIONS**

SUGGESTED APPROACH

The activity is intended to mainly recap on the recommendations and conclusions drawn. At the beginning of the activity it is important to recap on the objectives of the evaluation. Additionally, its important to look at the conclusion drawn before making recommendations. Conclusions drawn from the previous discussions and play may include :

- the extent to which the programme objective (of sustainability of the facility through community management) have been achieved
- the aspects of the programme that are strong and which need strengthening - thus identified training needs

- changes the programme has undergone with time e.g. improved gender participation/consideration
- the impact of the programme on the community

When the conclusions have been reviewed recommendations need to be made and this is done whilst considering :

- how they will be implemented
- by whom and when
- identify priority areas/recommendations

Remember, when making recommendations that they are intended to be used to :

- improve management of the facility in relation to sustainability and community management
- improve planning - when to collect funds for maintenance, plan rehabilitation works, plan communal income generation, plan improved women's participation in facility management
- assist in decision making, what could be done to change V-WASHE members, expand use of water to build troughs for animals, increase user fees, etc.
- indicate where action is needed, i.e. need for rehabilitation, increase user fees, increased involvement of women in decision making and Operation and Maintenance of the facility
- indicate approaches for training in problem solving, fund management, train women so they can participate fully and effectively in management of the facility



Facilitate discussions until consensus is reached on how the recommendations will be implemented

Guidelines to facilitating the session :

- ask a V-WASHE member to facilitate the activity
- in plenary, recap on the objectives of the evaluation
- divide into groups, it may be very helpful to form the same group as were formed in activity one
- in the groups recap on :
 - the aspect tackled - problem and how it was solved
 - conclusion drawn
 - still in groups and collectively, agree on the recommendations

- In plenary present the groups :
 - tackled aspect - problem
 - solution
 - conclusion drawn
 - recommendations
- allow the community to discuss the recommendation in relation to how they will be implemented, by whom, when and whether its priority
- ask another V-WASHE member to start summarising the activity and then other members of the community will complete the summary

Things to watch out for :



- conclusion highlighted in this activity by groups are as was done in activity one to ensure consistency
- the recommendations are only accepted when consensus has been reached on their **appropriateness**, how they will be implemented, by whom and when
- pay particular attention to the contributions made during plenary
- ensure women fully participate in discussing recommendations
- where necessary, the facilitator may advise to help community discuss further the recommendations proposed

Section

4

EVALUATION



SECTION FOUR EVALUATION

By the end of this section you will have :

- assessed whether or not you have met your objectives
- taken action if the objectives have only been partly met
- thought about the way forward

SUGGESTED ACTIVITY ONE : REVIEW

As a facilitation team it is very important to critically assess how your work is going. It is particularly important at this stage to constantly assess progress. As the sessions are being conducted, check if the activities/ discussions are in line with the objectives and will thus ensure success of the sessions. If the activity or session objectives are not being met then identify the draw back and address it immediately. Remember, community development is a dynamic process and constantly demands an adjustment to approach and flexibility on your part. You are able to assess the session in relation to :

- overall response of the community
- the success of the activity vis-a-vis the objectives
- community and facilitation team cohesion

Remember that you are working within the context of the project cycle and by now you should have achieved the last stage in the cycle; **Stage Fourteen**.

Your objectives were to :

- understand the basic philosophy of a participatory approach to evaluation of a community managed water facility
- understand the project cycle for community management of rural water supply as it relates to monitoring and evaluation
- facilitate participatory evaluation of the community managed water facility

Bear in mind that the cycle form of the project cycle entails that the learnt principles throughout the cycle can be appraised to a new cycle which depicts a new

community managed programme, e.g. community management of a clinic or school, dip-tank.

If you feel that only some of the objectives have been achieved then it is advisable to rethink your strategy before drawing recommendations for the way forward. Review each activity that has been undertaken and decide whether or not it is due to :

- poor facilitation - be self-critical
- inadequate participation of some groups of the community
- misunderstanding on the part of the community - how can this be rectified?
- poor co-ordination - how can this be improved?
- there are other reasons to those listed above and you should take these into account

There may be other reasons to those listed above and you should take these into account.

If you do need to do further work with the community to achieve the objectives of the session, avoid simply repeating the activities as this will achieve very little. Think of another activity that may have the same objective (those not met) but have a slightly different approach. Be creative!

SUGGESTED ACTIVITY TWO : COMMUNITY REVIEW

Although the facilitation team may be satisfied that it has achieved its objectives for this stage it is important to make sure that the community agrees!

Before closing the session conduct a review session with the community using the visualised project cycle to establish :

- the progress so far
- if anything went wrong and why
- the effectiveness of the monitoring system
- the time frame of the project against your agreed aims

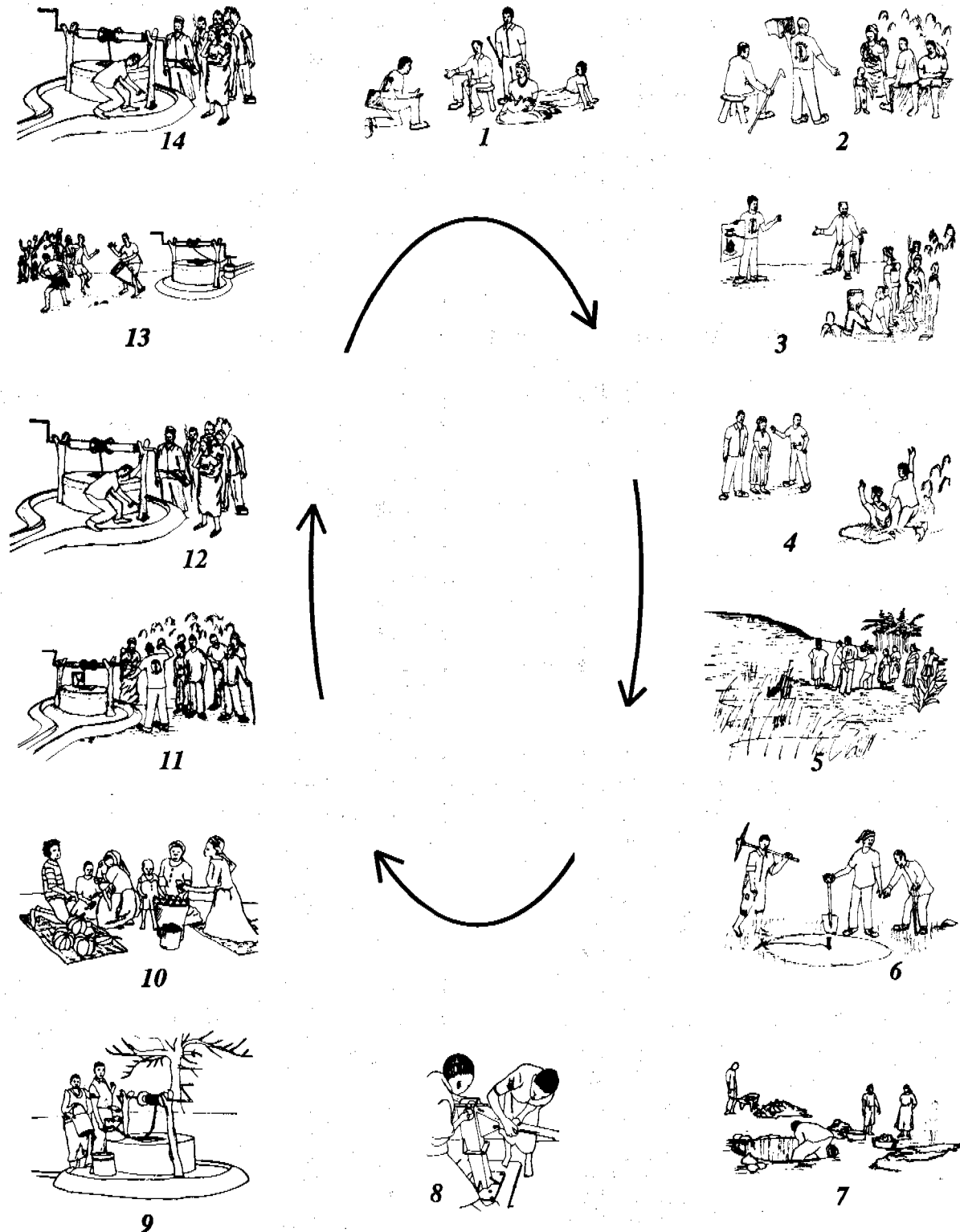
- recommendations and replicability of other community management programmes

Guidelines for the session :

- visualise where the community has had problems, success and weakness. By reviewing The Visualised Project Cycle
- ask open questions and encourage the community to solve the problems which arise
- do not be tempted or persuaded to move on if problems have not been sorted out - unsolved issues now will lead to failure in the future
- ensure that recommendations are collectively agreed upon
- discuss the replicability of the lessons learnt and principles of community management in rural water supply

The next page shows the visualised project highlighting the stages the community has gone through.

VISUALISED PROJECT CYCLE



You are now ready to go on to plan for another Community Management Programme.

THE CORE TRAINING MANUALS AND SUPPLEMENTARY MODULES

No TITLE/DESCRIPTION

MANUALS AVAILABLE

Manual 1 Understanding the WASHE Concept
 Manual 2 WASHE in the Water Sector Reforms
 Manual 3 Introducing WASHE at District Level
 Manual 4 Establishing WASHE at District Level

SUPPLEMENTARY MODULES AVAILABLE

1a Coverage Parameters for Rural Water Supply in Zambia
 1b The Status of Rural Water Supply in Zambia
 1d Partners in WASHE
 5a Options for Excreta Disposal Facilities
 6a Participatory Health and Hygiene Education (Theory)
 6b Participatory Health and Hygiene Education (Practical)
 7b Making Appointments
 7c Community Mobilisation and Sensitisation
 7d Conducting Community Assessment
 7e Formation of a Village WASHE Committee
 7f Site Selection
 7g Planning for Construction and Rehabilitation
 7h Community Participation During Construction
 7i Village WASHE Committee Training
 7j Community Problem Solving
 7k Fund Raising and Management
 7l Promoting Community Ownership
 7m Community Participation in Monitoring
 7n Well Completion Ceremony (Handover)
 7o Community Management in Evaluation
 7p Group Dynamics and Energiser Tool Kit
 8 WASHE and Gender