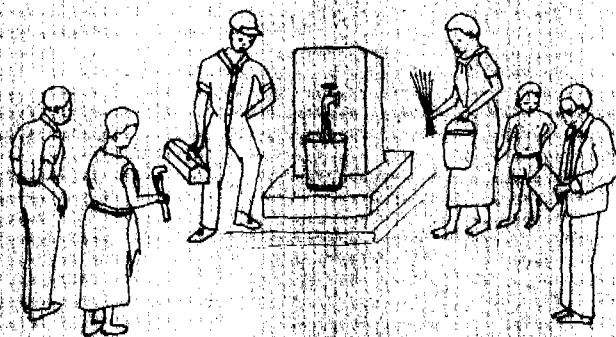


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**MINISTRY OF ENERGY AND WATER DEVELOPMENT
DEPARTMENT OF WATER AFFAIRS**

**NATIONAL WORKSHOP ON COMMUNITY MANAGEMENT OF
WATER SUPPLY AND SANITATION PROGRAMMES**



**LIVINGSTONE, ZAMBIA
JULY 1994**

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ABBREVIATIONS

CMMU	-	Community Management and Monitoring Unit
DDCC	-	District Development Co-ordinating Committee
DWA	-	Department of Water Affairs
DWASHE	-	District Water, Sanitation and Health Education Committee
DNWP	-	Draft National water Policy
GRZ	-	Government of the Republic of Zambia
IRC	-	International Water and Sanitation Centre
MCDSW	-	Ministry of Community Development and Social Welfare
MEWD	-	Ministry of Energy and Water Development
MLGH	-	Ministry of Local Government and Housing
MOH	-	Ministry of Health
NGOs	-	Non-Governmental Organisations
NWASCO	-	National Water Supply and Sanitation Council
PCU	-	Programme Co-ordinating Unit
PDCC	-	Provincial Development Co-ordinating Committee
PEO	-	Provincial Education Officer
PHI	-	Provincial Health Inspector
PSSC	-	Piped Supplies for Small Communities
PWASHE	-	Provincial Water Sanitation Health Education Committee
PWE	-	Provincial Water Engineer
WSDG	-	Water Sector Development Group

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0. SUMMARY AND CONCLUSIONS

The rural water and sanitation sector in Zambia is characterised by a dismal performance. This is due to lack of coordination among various stakeholders and a diffuse institutional structure. The situation is exacerbated by the absence of a comprehensive national water and sanitation, policy, inadequate funding, insufficient trained manpower. The poor state of water supply and sewerage infrastructure, marginalisation of sanitation and public hygiene education. Inadequate involvement of users in the identification, implementation, monitoring and evaluation of rural water supply and sanitation schemes has led to lack of sustainability in the operation and maintenance of these facilities.

The Zambian Government has recently initiated measures to assess further determination of the situation in this sector. These include the formulation of the national water policy, the adoption of the sector principles to guide the proposed restructuring of this sector by government to be spearheaded by its newly reconstituted committee i.e. the Programme Coordination Unit (PCU) and its executive arm the Water Sector Development Group (WSDG).

It is important that these measures are supplemented with the following activities:

- Introduction of the Water Sanitation Health Education (WASHE) concept country wide;
- Promotion of community participation in the decision-making process and operation and maintenance of rural water and sanitation schemes;
- Formation of a policy Technology selection and standardisation;
- Popularising the use of appropriate technology;
- Increased involvement of women in the implementation of water and sanitation projects as well as operation and maintenance of the same;
- Clear definition of roles and functions of all stakeholders in the sector;
- Establishment of proper institutional frame work and mechanisms for handling resources;
- Design of training programmes based on Needs Assessment Survey at all levels;
- Popularising the use of local training institutions as opposed to external training facilities.

The workshop made Action-Plans for four of these activities:

- (1) Strategies for improvement of community management of rural water supply and sanitation programmes
- (2) Formulation of National Water Supply Policy
- (3) Strategies for improvement of communication in rural water supply and sanitation sector
- (4) Development of training programmes at all levels in technical skills.

1.0 INTRODUCTION

1.1 Workshop Rationale

The workshop provided a rare forum in which proceedings largely revolved around community management in rural water supply and sanitation programmes. It was held with the background of the Piped Water Supplies for Small Communities (PSSC) project in Zambia that has just come to an end. PSSC was among the first community-based water supply projects in low income urban areas implemented in some small district towns from 1988 to 1992 using financial and technical assistance provided by the Royal Netherlands Government.

The workshop provided an opportunity for cross pollination and fertilisation of knowledge and experiences gained from this project with other similar projects. This would lead to the identification of strategies and a plan of action for the development of approaches for sustainable water supplies and for development of improved management capacities at all levels in community-based projects in Zambia. Valuable contributions to this outcome were made by active actors in the rural water and sanitation sector both from government as well as non governmental organisations.

The workshop coincided with the period when the proposed reorganisation of the water and sanitation sector and the proposed National Water Policy were being finalised by the government. The Workshop proceedings were therefore expected to make a useful input to the two documents.

1.2 Official Opening of the Workshop

The workshop was officially opened by the Permanent Secretary in the Ministry of Energy and Water Development, Mr. Romance Sampa. In his inspiring and challenging address, the Permanent Secretary paid tribute to the international organisations, donor countries and agencies for supporting the Government programmes in the water and sanitation sector. He acknowledged with appreciation the achievements scored by the PSSC project in Zambia which dealt with the problems of the small piped water supplies. He singled out the techniques developed in the planning, organisation, implementation and management of piped water supplies as well as related activities such as sanitation and hygiene education. The PSSC focused on both rural growth centres and peri-urban areas with emphasis on community participation, flexibility and sustainability.

He further challenged the workshop participants to make recommendations in the form of policies and strategies which would encourage community participation in planning and implementation of water and sanitation programmes.

In conclusion, the Permanent Secretary expressed his sincere gratitude to the Netherlands Government for sponsoring the workshop. He extended his thanks to Mr. Jo Smet and Ms Mary Boesveld, representatives of the International Water and Sanitation (IRC) who also attended the workshop.

1.3 Composition of Workshop Participants and their Expectations

The workshop participants were drawn from a broad spectrum of all the main actors in the water supply and sanitation sector i.e. government agencies, local and international NGOs, and

other donor-supported projects. A full list of their names and the organisations they represented are listed in Annex II.

1.4 Background Information on the PSSC Project and Workshop

Mr. Jo Smet representing the IRC informed the audience that IRC's major role was to contribute to the efforts and projects initiatives by government organisations, donor agencies and NGOs to enable them to improve the water and sanitary conditions as well as making them sustainable. IRC does this through the exchange of information on approaches and methodologies applied world wide. He further mentioned that IRC was involved in the development and dissemination of documentation materials on various project experiences world wide. The PSSC project, he said, was a development and demonstration project, implemented concurrently with similar programmes in Indonesia, Sri Lanka and Malawi, with the support of the IRC. Though the project had come to an end, IRC and the cooperating partners felt it was important that the experiences and lessons learned from this project, particularly on community management, be shared with other similar projects.

Mr. Smet further mentioned that the workshop was being held at an opportune time since the water supply and sanitation sector reorganisation was shaping up as evidenced by the establishment of the Programme Coordinating Unit and the Community Management and Monitoring Unit.

In conclusion, he urged the workshop participants to fully utilise the workshop forum to maximise exchange of experiences and ideas by making positive recommendations towards the restructuring of the water and sanitation sector and the proposed policy on community management of rural water supply and sanitation programmes.

1.5 Workshop Objectives

The overall project objective was identified as:

To review experiences of PSSC and other community based projects and to formulate strategies to be incorporated in the National Water Policy to enhance project formulation in reaching long term sustainability of water supply and sanitation programmes.

Specific Objectives:

- (a) To review achievements and problems of different projects and make proposals towards possible solutions to the problems in order to enhance sustainability of projects in the sector;
- (b) To formulate proposals towards redefining major roles and responsibilities of parties involved in the water supply and sanitation programmes;
- (c) To make proposals towards improved operations of multi-sectoral units such as Community Management and Monitoring Unit (CMMU), Programme Co-ordinating Unit (PCU) and Water Sector Development Group (WSDG) using experiences of community-based projects e.g. PSSC etc;

- (d) To define strategies for capacity building and participation of district councils and community;
- (e) To make proposals towards improved Coordination of Government institutions, NGOs, Donor Agencies and various stakeholders in the Water Supply and Sanitation Sector in order to achieve sustainable development and management of water supply and sanitation systems and related issues; and
- (f) To discuss any relevant issues pertaining to the sustainability of water supply and sanitation programmes.

The workshop was evaluated at the end; the results are presented in Appendix II.

2.0 SUMMARIES OF BACKGROUND PAPERS PRESENTED

Paper 1: Re-organizational and institutional development in the water and sanitation sector

Presenter: Mr. B. Chiwala

The water supply and sanitation sector performance has been below standard. One of the reasons is that many ministries are involved in policies, planning and implementation of projects in those sectors. There is a need for development of clear policies and strategies. The government reacted to this fragmented approach by establishing in March 1993 the inter-ministerial Programme Coordination Unit (PCU). This unit is to make recommendations on the re-organization to the government. In February 1994, the executive arm of the unit became the Water Sector Development Group (WSDG) which will work out, advocate and reach a consensus on the future water supply and sanitation sector organization. Institutional recommendations made by the WSDG are (i) to transform the PCU into a National Water and Sanitation Council (in MEWD) for regulatory functions; (ii) to create Council-Owned Regional Companies (CORC) for urban, peri-urban and rural water supply and sanitation activities; and (iii) to monitor and allocate funds through an Investment Unit (in MLGH).

The Cabinet approved the following sector principles:

1. Separation of water resources management from water supply and sanitation;
2. Separation of regulatory and executive functions;
3. Devolution of authority to local authorities and private enterprises;
4. Full cost recovery in the long run;
5. Human resources development leading to more effective institutions;
6. Technology appropriate to local conditions; and
7. Increased government priority and budget spending to the sector.

Paper 2: Overview of water and sanitation projects and activities

Presenter: Mr. I.J. Mbewe

Mr. Mbewe highlighted the problem of low coverage and accessibility of the rural and urban population to adequate and safe drinking water, (estimated coverage of rural water supply is 28%). Inadequate sanitation and hygiene were prevalent in rural and peri-urban areas. This low coverage is due to lack of clear cut policy, lack of project implementation and management guidelines, weak sectoral coordination mechanism, inadequate community involvement in planning, operation and maintenance of water supply and sanitation facilities, etc.

He commended the government for initiating the development of a National Water Policy and for setting up the Programme Coordinating Unit. These measures would streamline the project implementation and management in the sector. Mr. Mbewe also praised the government and donor community for setting up the Community Management and Monitoring Unit (CMMU) for rural water supply and sanitation issues.

Paper 3: Communication between national, sub-national levels and donor-supported projects

Presenter: Mr. M. Samani

The presenter referred to the fragmented and compartmentalized implementation approach as a common feature among the Government, donors, NGOs, project/programmes in the water sector. The absence of communication and coordination among the implementing agencies is closely linked to this problem. This is illustrated by the fact that each donor has concentrated its water and sanitation programme and related activities in a separate province or district and implemented the same in isolation of other agencies. Government and donors follow, in most cases, a top-down approach related to location, scope, technology etc. of a particular project. Communities quite often had no input in such decisions. The lack of sustainability of community-based projects attributed to inadequate community participation in planning, management and operation and maintenance of the same.

He further shared some of the achievements of NORAD funded water supply project in Western Province of Zambia from which the Water, Sanitation and Health Education (WASHE) concept is mooted and was gradually being replicated country-wide.

Mr. Samani concluded his paper by emphasising the need for establishing good communication and coordination both vertically and horizontally among players in the water sector.

Paper 4: Financial systems for water supply

Presenter: Mr. H. Hynne

The presenter introduced his topic by making a distinction between public goods and economic goods. Public goods are difficult to divide into pieces and sell to individuals. Public goods are financed by the government through the general tax systems. Economic goods can be divided and can be sold to individuals. Individuals pay for the consumption of economic goods.

He recommended that consumers should pay for the real cost of supplying water. With regards to regulating costs, the regulatory authority is expected to set up regulations, standards and guidelines. These should be financed by the central government and not by the consumers. Executive costs should be recovered through income of water tariffs.

Paper 5: Community management and financial issues**Presenter: Dr. E. Mumba**

The presenter defined community participation as the involvement of community in projects and programmes designed for their benefit. Community management refers to the implementation of hygiene education, planning service levels, acceptance of financial and maintenance responsibilities, participation in construction, carrying out the day-to-day management of completed project and evaluation by all the communities.

Public support and participation in programmes designed to improve the socio-economic and health status of the community is the key to success of any community-based project and the enhancement of its sustainability.

The previous strategies whereby the communities expected the Zambian government to provide all the services such as health services, schools and supply at minimal cost or no cost to the community did not augur well for their sustainability. The communities then expected the government to be wholly responsible for the operation and maintenance of the facilities.

Cost recovery involving payment for water in form of cash or in kind by the consumer to cover the running costs is important for the sustainability of water supply facilities.

Community workers must motivate the community people to pay for services they receive. In this regard, the communities must be involved in the project from the preparatory stage through implementation to monitoring and evaluation stages.

Paper 6: The importance of community participation in community-based projects**Presenter: Ms. Mary Boesveld**

A sketch was staged under the direction of Ms Boesveld to emphasise the importance of community participation in community-based projects. Key guidelines on how community participation in such projects could be realised were as follows:

- Donors, NGOs or government officials should not impose projects on communities.
- The community must participate in project planning, implementation, monitoring and evaluation in order to enhance its sustainability.
- There should not be political interference with project implementation and management.
- There should be balance of power in the approach vis-à-vis projects' implementation and management.
- There must be partnership between the donors and agencies and every individual in the community must be involved in the decision making process relating to the implementation and management of the status or gender.

Paper 7: Community hygiene and awareness, and behavioral change**Presenters: Messrs. S.T. Chisanga and J. Mate**

There are 700 rural health centres in the country which can give information and be involved in community hygiene-related projects. The health worker could use incidences of water-related diseases as an indicator for the need of such projects. The occurrences of such diseases might be due to the absence of water or the manner in which water was handled when it was available.

In the past, the Ministry of Health has worked with other Departments in providing facilities for the promotion of better health for the community, but the recipient community needs to be motivated first. Donors and implementing agencies of community-based health programmes should contact rural health centres for information before approaching communities.

The second presenter, Mr. Mate, informed the audience that sanitation was part and parcel of community hygiene. Sanitation encompasses many aspects including pit latrines, food, water, housing, etc. Sanitation should be given the same priority as the water component. He called for redirection of more resources to sanitation project.

There is a need for health education programmes to make people understand why they should construct and use latrines. Behavioural change messages should have a direct bearing on the targeted communities. Appropriate educational materials should be designed with the people and be disseminated among the communities until they have been understood.

Mr. Mate concluded his presentation by recommending that the WASHE participatory health education approach in the dissemination of such materials as practised in the Western Province was worth replicating nationwide.

Paper 8: Water resource management and environment**Presenter: Mr. V. Kasimona**

Mr. Kasimona emphasised the fact that water is a vital component of the environment and a home for several forms of life. It is also essential for the well-being of man, economic growth and development. Unprecedented population growth in the country has a corresponding increase in the demand for water and in the potential to destroy the quality of available resources. The scarcity of water results in or promotes the conflict among competing users.

The presenter mentioned that in due course water demand will exceed supply. Hence, the need to put in place appropriate Water Resource Management measures involving community participation at all levels.

There are major environmental issues which cause localised water scarcity. Natural water quality was in most cases continuously being loaded with wastes of socio-economic development process. Since the increasing waste loads are charged into fixed or diminishing quantities of water, the quality of water tends to deteriorate and the cost of water treatment is rapidly increasing.

The core of sustainable Water Resources Management is the balance between supply and demand of water-related goods and services. Proper management is based on an understanding of the nature of water resources systems and of the role of various players and stakeholders. By definition, Water Resource Management integrates all aspects and functions related to water. The diffuse institutional framework evidenced by the absence of an effective coordination mechanism and the fragmented responsibilities has obscured the formulation and implementation of a sustainable national water strategy.

Paper 9: Sustainable technology and operation and maintenance

Presenter: Mr. O.M. Chanda

Mr. Chanda observed that most Government and Donor Organisations have emphasised provision of water and sanitation facilities to communities without developing community-based maintenance systems. Facilities have often fallen into disrepair and subsequent abandonment by the Communities.

The appropriateness of the technologies used in the water and sanitation sector should be assessed prior to choosing the new technology using the following criteria:

- The technology should be suited to the local conditions and should be operable by local staff.
- Expertise and skills for construction, operation and maintenance of the facilities should be available within easy reach of the community.
- Materials, spare parts and equipment should be readily available for maintenance and support services at affordable prices.
- Appropriate technology should be approved by all actors; different preferences by any one actor will work against its proper maintenance.
- The social, political and economic environment should be enabling for the management of technology.

To reach a sustainable operation and maintenance system of facilities, the technology selection process should be participatory. He recommended the following step-wise selection process:

- Initiation of request by the community.
- Identification of all the technological alternatives available to provide the services.
- Identification of technically and socially feasible alternatives and preparation of cost estimates for each of the possible alternatives.
- Selection of least-cost solutions for each technology.
- Discussion of financial implications of all the least-cost solutions with planners.
- Presentation of technically, socially and economically accepted alternatives to the community with their respective price tags.

Arriving at a decision with the users in respect of service levels they are willing to pay for. Maintenance system development takes into account current environment conditions, affordability and users involvement. Human Resource Development takes time to produce results. These institutional changes should be accomplished gradually. Key factors which need to be examined in order to develop the most suitable maintenance system include:

- technology choice
- institutional arrangements
- legislation
- logistics
- financial viability of the maintenance system and manpower development.

In conclusion, Mr. Chanda said that involvement of users and local authorities in the decision-making process was a basic condition for the successful maintenance, and that consensus on these points and formal arrangements should be reached before new facilities are installed.

Paper 10: Policy and institutional issues for water supply and sanitation

Presenter: Mr. D.D. Mwanza

The paper outlined some basic, general problems affecting the Water Supply and Sanitation in Zambia. What came across very clearly was the lack of clearly defined guidelines, strategies and policies. The lack of definition of responsibilities and roles of the many players in the sector was also identified as a major problem. To this end the government was taking steps to re-organise the water supply sanitation sector in the country so that the levels of service delivery could be improved.

Major Government efforts have been directed at the formation of an institutional framework for water supply and sanitation. The framework proposes that regulatory functions of the water and sanitation be handled by a statutory body called the National Water Supply and Sanitation Council (NWASCO). This will be chaired by the Ministry of Energy and Water Development.

The paper also affirmed Government recognition that ultimately local authorities have to provide social services within their boundaries; this would be in line with the decentralisation policy of provision of water supply and sanitation services. To this end the creation of the Council Owned Regional Companies (CORCs) was being recommended. This would help run the water and sanitation functions on commercial lines while maintaining the interests of the community being served.

Various problems related to water supply and sanitation in general were outlined, i.e. 3.7 million people do not have access to safe and adequate drinking water within a convenient distance from the users' dwelling. The other major problem that was outlined was the non-existence of an overall sector policy or strategy to guide sector organizations in the performance of their tasks. In order to readdress some of these problems, a draft water policy had been prepared and awaiting Cabinet approval.

3.0 SUMMARIES OF PRESENTATION OF PROJECT EXPERIENCES

3.1 Piped Water Supplies for Small Communities (PSSC)

Presenter: Mr. O.M. Chanda

The PSSC project received inputs from various government and other institutions namely the Department of Water Affairs, The Department of Social Development, The Ministry of Health and the Ministry of Decentralisation and University of Zambia. It was an information sharing programme in the water supply and sanitation sector supported by the IRC with funding from Netherlands government. The project had to overcome problems of small piped water supplies through the promotion and application of new information to planning, organization, implementation and management of piped water supplies and related activities of sanitation and hygiene. This occurred in both rural growth centres and peri-urban with special emphasis on community participation sustainability and flexibility. These areas included: Kafue, Mwachisompola and Chongwe.

3.2 Water Aid

Presenter: Mr. Tony Yates

Water Aid was started in Zambia in April 1994 to support water and sanitation programmes of two local partners, Gwembe South Development Programme (GSDP) and Monze Diocese DEP (Chivuma Parish). Both programmes were currently still in the early stages.

Water-Aid Programme's main objectives are:

- To advise on the implementation of integrated community-based projects involving water supply, health education and sanitation in which the role of women is recognised and promoted.
- To build up its partner organizations' capacity in order to function effectively in the future without Water-Aid's financial support and still to be able to continue the implementation and support of their community programmes.

Its main priority is the involvement of individual communities in all project stages i.e. project design, implementation, monitoring and evaluation. Community members would be encouraged to take up various roles and would be trained in the activities expected of them.

A health programme training villagers on basic health and hygiene issues. Upon completion of construction and training, support would be continued through regular follow-up visits.

Governmental departments and district councils would be involved as much as possible and would be kept informed about all activities.

It was hoped that the WASHE Committees would be formalised so that they could coordinate the work of donors in this sector in the target districts including Sinazongwe.

3.3. GWEMBE SOUTH DEVELOPMENT PROJECT (GSDP)

Presenter: Mr. Tony Yates

This is a borehole and handpump maintenance programme located in Gwembe South, Zambia. Some of its components would receive support from Water-Aid Project once it commenced.

The selection of target villages were based on felt needs, on the distance women had to walk in fetching water in the dry season and on water fetching waiting time as well as commitment of the village to the project.

Once the project was fully operational all its staff would go through a 'Training for Transformation' programme to get a good foundation in participatory methods of working. Furthermore, each village would choose six people (i.e. three men and three women) to form a water committee and subsequently receive training in motivating and organising the rest of the community through the project.

In addition to this, each village would choose two women to be trained as pump caretakers capable of installing pumps and conducting routine maintenance of the same. Two individuals (i.e. one man and one woman) would undergo training for village health education workers. Community development workers and health technicians would continue making regular follow-up field visits to these villages.

The community would be required to provide all labour and local materials throughout the project.

3.4 IRISH AID: RURAL WATER SUPPLY PROJECT

Presenter: Mr. V. Ngulube

This is a development programme covering rehabilitation and construction of improved pit-latrines and wells with community involvement. It is financed by the Irish Government. The rehabilitation of wells started in July 1993, in Kasama in the Northern Province. To date, 100 wells have been constructed in Kasama. The project has since extended to Mbala and Nakonde districts in the same province.

Its objectives are as follows:

- To provide the rural communities with a sustainable source of safe drinking water through a comprehensive health education and community management capacity building.
- To develop the capacity within line departments with the expectation of also providing a sustainable service after the donors withdrawal.
- To help make a base for formulation of a Water Master Plan for Northern Province.

Two types of wells were being constructed in Kasama i.e. improved traditional wells and cylinder bucket pump wells adopted from Zimbabwe. After a series of evaluations the project

carried out, it was recommended that integration of this programme with those of the Water Affairs department should be able to make them sustainable.

Community participation is realised through the provision of labour, involvement in decision-making and through operation and maintenance including the replacement of missing parts of the installations.

3.5 RURAL WATER FOR HEALTH PROJECT (RWFH)

Presenter: Mr. L. Nkata

The project areas includes: Kasempa, Mwinilunga and Solwezi districts (North Western Province). The project is jointly funded by the Zambia Government and the Royal Netherlands Government. Since its inception in 1988 up to the first phase of 1990, a total of 109 wells were constructed in Kasempa and Solwezi districts. The second phase of this programme would run from 1993 - 1995. A total of 150 wells are targeted for the Mwinilunga district; 84 wells succeeded with the Drought Contingency Project (DCP) with the support of the Netherlands Government and administered through the Netherlands Development Organisation from 1984 - 1987.

The objectives of the project are:

- Assist the rural communities improve their water supply facilities and ensure long-term sustainability.
- Furthermore, potential health benefits are maximised through a health education programme including a sanitation component by the Ministry of Health and Department of Community Development. The Department of Water Affairs at provincial and district level is strengthened in its institutional capacities.
- The project operates under the Provincial Water Engineer of the DWA. RWFH does not construct wells for communities. Every community in the target area of the project is free to apply for assistance. RWFH assesses the application and prepares a priority list of deserving communities. The qualified community makes an initial financial contribution towards the construction of a well. The community provides free labour for construction, storage for spare parts for the equipment as well as materials and accommodation for project staff. RWFH provides all tools and materials, not available locally. The community decides on the location of the well in consultation with the extension workers and RWFH staff. Thereafter, the community forms the Village Water Committee responsible for construction, operation and maintenance of the well. Women should be equally represented in the committee and be allowed to actively participate in making decisions.

Two village caretakers are selected from the Committee members before construction work begins. The caretakers receive on-the-job training during construction.

RWFH conducts ward meetings, promotion meetings and village water committee training courses, in order to enable the community to carry out their new tasks and responsibilities properly.

Once the well is completed, it is handed over to the Community. This implies that the responsibility for its custody, operation and maintenance lies solely within the community.

3.6 Rural water supply project - central province

Presenter: Mr. Pitcher

This project is financed through KfW. The target districts are Serenje, Mkushi, Kapiri-Mposhi, Chibombo and Mumbwa district.

It was launched in 1988 with the main objective of raising the standard of living of the rural population by increasing their accessibility to adequate and safe drinking water. A reduction of water borne diseases in rural areas is also an important objective. The project is carried out as follows:

- Excavation is carried out by the user community on a self-help basis, under the supervision of the Consulting Engineers' technical staff.
- All concrete works are carried out on a self-help basis.
- Hand-pumps are fitted by Consulting Engineers' technical staff.
- Boreholes are sunk by the project staff.

Before any water points are drilled or sunk, a motivator visits all possible locations and holds meetings with well users and eventually forms well committees to manage water points. Thereafter wells or boreholes are sunk at selected sites.

The boreholes/wells are handed over to the respective local authorities upon being sunk. A maintenance team comprising of two pump fitters are trained for one year and are taken into the respective District Council establishments.

Spare parts including two motor bikes and necessary tools are supplied for a duration of 5 years to each District Council. A rural water supply Revolving Fund is established and all funds obtained from repair works are kept into this account. These funds are later used for replenishment of spare parts. The well users pay for all repair work.

The main constraint encountered by this project is reluctance by local authorities to absorb the pump fitters into their establishments. There is also a problem in ensuring that all project transport is used exclusively by the Rural Water Department personnel. Notwithstanding these difficulties, the project is operating successfully.

3.7 Community management in the Japanese-aided project for rural water supply development

Presenter: Mr. A.G. Mkandawire

The project aims at supporting the Government of Zambia in its efforts to provide adequate and safe drinking water to the rural population.

Japanese assistance to the water supply sector was extended in two phases in 1985 and 1988 respectively as the Ground Water Development Project. In 1988, a total of two hundred and twenty two boreholes were sunk and one hundred sites were rehabilitated in Southern Province. This programme was extended in 1990 to Lusaka and Central Provinces.

Community participation in these programmes has suffered some set backs in terms of operation and maintenance of water supply facilities that are mainly due to lack of funds. The communities are charged with the responsibilities of keeping the surroundings of the borehole clean, erecting protective fences and carrying out routine maintenance of the handpump. The communities are at the same time encouraged to form village water committees, to collect a nominal amount of money from villages for maintenance of handpumps. This approach is expected to create a sense of ownership among the rural people.

3.8 Technology department and advisory unit (tdau)

Presenter: Mr. S. Mwanza

TDAU is part of the University of Zambia. It started the operations with a programme of research, development and testing. TDAU proposed to identify the most appropriate technology choices for a broader spectrum of rural water supply scenarios. The unit intends to produce a handbook to assist projects, communities and individuals to assess their water requirements and select the most suitable site/equipment and install, operate and maintain the system.

Apart from rural water supply systems, extensive efforts have been directed towards improving the technology associated with the sanitation sector.

The objectives of TDAU are as follows:

- To reduce the proliferation of a wide variety of rural water supply systems in Zambia through the selection of a small number of the most appropriate systems suitable to satisfy the different requirements in the sector.
- To produce a handbook covering all aspects of rural water supply including (i) the appraisal of environment, (ii) selection of most appropriate equipment and site, and (iii) the installation, operation and maintenance of these facilities.

TDAU's strategies are as follows:

- To review existing technologies.
- To survey the existing water supply systems installed in rural Zambia.
- To select the most appropriate system.
- To conduct pilot trials.

- To make a final selection of the most appropriate system.

Proliferation of many different systems accentuates problems of maintenance and repair given the fact that each system usually has its own individual problems.

3.9 Africare

Presenter: Mr. M. Moonde

Africare's programmes covers inter alia construction of wells, pit-latrines and washing basins. The project areas at the moment are Chibombo and Kapiri-Mposhi, etc. The selection criteria for current target areas were agreed upon by the Ministry of Health and the Department of Water Affairs. The Ministry of Health carried out base-line studies for cholera. The duration of the current programme is three years. At present, there are six wells and thirty pit-latrines under construction.

The constraints of the project are:

- Low level of participation by poor people.
- Inappropriate technology.
- Absence of government policy on water and sanitation programmes.
- Limited ability by beneficiaries to maintain and finance the newly installed infrastructure.

OVERVIEW COMMUNITY PARTICIPATION AND MANAGEMENT CHARACTERISTICS IN MAJOR DONOR-SUPPORTED PROJECTS (1994)

Name of project	External Support agency	Zambian Implementing	Community vs Agency Initiative	Community Organization	Type of Technology	Technology Choice by Community/ Agency	Capital Investment Contribution Community/users	O&M Cost Contribution Community/A gency	Spare parts supply by Agency/private sector	O & M Agency Support structure	Training
Rural Water Supply Project, Central	KfW Germany	DWA	project motivator visits possible sites	well committee	wells and boreholes with handpump	project/agency	agency, except local materials and labour	100/0	District Council with Revolving Spare Parts Fund (first 5 years spares free by project)	??	Pumpfitters in District Council
Rural Water for Health Project (RWFH)	Netherlands Government with SNV	DWA	community	village water committee	wells	project/agency	initial financial contribution of ZK ... or %; plus labour	100/00	??	. monitoring . training	village water committee . caretakers . hygiene
Japanese Aided Project on Rural Water Supply Development	Japanese Government	DWA	project	village water committee	boreholes with handpumps	project/agency	agency	committee some routine maintenance	??	??	??
Northern Province Development Programme	Irish Government	DWA; DCD; MoH	village well committee	village selection by DDCC or needs surveys	village well committee	dug wells with bucket and windlass and bucket-pump on borehole	project/agency	100/0	project, via e.g. health centres	spare-supply other??	. water committee ??
Gwembe South Devt Programme	Water Aid	DWA??	village selection by agency after survey on needs	water committee	borehole/hand pump	project/agency	agency, except local materials and labour	100/0??	project	spare-supply other????	. motivation and organization . caretakers . village health educators
Monze Diocese DEP (Chivuma Parish)	Water Aid	DWA ??	Agency after survey on needs	water committee	Boreholes dug wells handpumps	project/agency	agency, except labour, digging, local materials	100/0??	project	spare-supply others	. motivation and organization . caretakers . village health educators
Piped Supplies for Small Communities Project	IRC using Netherlands Government Funds	DWA; MoCD; MOH	Development/ demonstration Project	Tap Committees/V illage Water Committee	Piped water supplies with public standposts	agency	none	100/0 (payment acc. to consumption against subsidized tariff)	private sector (bib cocks) and agency (larger spares)	. monitoring . mains meter	. tap comm. . water comm. . caretakers
FRICARE Water Projects	AFRICARE	MOH DWA	ministries	??	wells	agency	??	??	??	??	??

TABLE: 1 COMMUNITY PARTICIPATION

PROBLEMS	CONSTRAINTS /POTENTIAL	POSSIBLE SOLUTIONS	REQUIRED ACTIONS	IMPORTANT ASSUMPTIONS
Target Group not defined	lack of policy guidelines on Community Participation in Rural/ Peri-Urban Water Supply and Sanitation	Implementation of a National Policy on Community Participation in Community based projects	Formulation of a National Policy on rural peri-urban Water Supply and Sanitation Sector	•Policies are approved by Cabinet •goods political will towards implementation water supply sanitation prog.
Community Priorities ignored Lack of Community	Project Participation Oriented Evaluation	Participation in Community-based Projects	Formulation of a National Policy on Community Participation in Community-based Projects	As above
Conflict of interests between implementing agencies/donors/NGOs/ Government Institutions and Communities		Application of Consensus building strategies between implementing agencies and communities	Formation of Village Water Committees	As above
Community capacity and contribution undermined	Poor organisation	Planning and Working with Communities at every stage of Project plan, design implementation, and maintenance	As above	As above
Lack of sense of ownership	Poor motivation and morale of the communities and community worker	Motivation of communities and community workers; sensitisation of communities to the need for community participation	Introduction of water, sanitation & hygiene education concept in communities	Attitudes of communities are positive towards community participation in community-based projects
Poor local community leadership	As above	As above	As above	As above
High dependency of communities on Government for provision of all services	Teaching of community participation techniques in primary schools etc.	As above	As above	As above
Inadequate community mobilisation techniques	Use of unqualified community motivators	Adequate training of motivators	Recruitment of trained motivators	Skilled manpower is available
The role of women in community		Adequate training of motivators	As above	As above
Political interference		Depolitisation of water supply and sanitation issues at local level		Need for community participation is recognized by politicians
Unfavourable donor conditions		Agreement on favourable donor conditions with communities before project implementation		

TABLE II COORDINATION

PROBLEMS	CONSTRAINTS/POTENTIALS	POSSIBLE SOLUTIONS	REQUIRED ACTION	IMPORTANT ASSUMPTIONS
Lack of coordination among implementing agencies and communities	Lack of institutional framework to facilitate coordination in the sector	Implementation of institutional framework to enhance coordination in the sector	Development of institutional framework to enhance coordination in the sector	Institutional framework to foster approval by Cabinet
Conflicting needs and interests among the communities	Fear of loss of authority and status	Creation of dialogue to minimise conflicting needs and interests and struggle for power between village headmen and subjects	Development of strategies to initiate dialogue to minimise conflicting needs and interests and struggle for power between village headmen and subjects	
Struggle for power between village headmen and subjects	As Above	As Above	As Above	
Lack of communication (transport)	Lack of resources (human & financial, etc.)	Allocation of adequate funds for implementation of community-based projects	Preparation of budget with adequate provision for community-based water supply and sanitation programmes	Adequate funding approved and supported by timely released funds for community-based supply and sanitation programmes

TABLE III COMMUNICATION

PROBLEMS	CONSTRAINTS/ POTENTIAL	POSSIBLE SOLUTIONS	REQUIRED ACTIONS	IMPORTANT ASSUMPTIONS
Lack of proper mechanism for dissemination of information from communities to central government on community based programs		Planning and working with the community at every stage of project design and implementation	Design of a workable system of involving the community at every stage of project formulation and implementation	
One way flow of information system involving top-bottom approach i.e. centre to community		Creation of regular dialogue between implementing agencies and communities	As above	
Poor record keeping	Lack of resources	Establishment of a reference centre for community based programmes	Mobilisation of financial resources for the establishment of a Reference Centre	Availability of funds are facilities locally or externally for the establishment of a Reference Centre
Absence of regular meetings for the community-based programmes		Creation of dialogue among members of the community; Establishment of a village water committee	Sensitisation of communities on the need to hold regular meeting to discuss issues pertaining to community based water	
Poor circulation of working manuals		Design an effective and efficient system for circulation of manuals		
Lack of printing facilities			Mobilisation of financial resources to facilitate printing information on the sector	Availability of Printing companies and funds

TABLE IV TECHNOLOGY SELECTION

PROBLEMS	CONSTRAINTS/ POTENTIAL	POSSIBLE SOLUTIONS	REQUIRED ACTIONS	IMPORTANT ASSUMPTIONS
Lack of standardisation	Absence of national policy on technology standardisation	Implementation of a national policy on standardisation	Formulation of a policy on technology	Policy is approved by Cabinet
Lack of limited technical knowledge		Implementation of technology selection training programme for the communities based on Training Needs Assessment Survey	Design of technology selection training programme for the communities based on training needs assessment survey	
High dependence on donor-driven technologies by the community	Lack of local resources (financial)	Compliance with national policy on standardisation guidelines by communities/donors /NGOs/NCDP etc.	Dissemination of an approved national policy or standardisation	
Limited supply of appropriate technology in remote parts of the country		Encouragement of private entrepreneurs in rural areas to stock spares	Introduction of communities to potential or existing supplies of appropriate technology and spares within easy reach	Availability of existing or potential supplies of appropriate technology and spare
Lack of community participation in technology selection		Close liaison with communities over choice of appropriate technology and spares	As above	As above

ACTION PLAN

TABLE V:

FORMULATION OF STRATEGIES FOR THE IMPROVEMENT OF COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY AND SANITATION PROGRAMMES

ACTIVITY	WHERE	BY WHOM	HOW	WHEN
Conducting training needs assessment workshop	National Regional, District and community levels agencies (donors NGOs)	Intersectoral line ministries NGOs and donors	Meetings workshops, literature, Further consultations	Once Every Year
Organise training for extension workers	Regional and district levels	District and Regional Heads, NGOs and Donors	Meetings, Seminars, Workshops	Quarterly
Develop Demonstration or on pilot project	Community centres, school and villages	Community Centres and schools and villages	Participatory Approaches Frequent meetings and coordination	When Appropriate

TABLE VI:

FORMULATION OF NATIONAL WATER SUPPLY POLICY

ACTIVITY	WHERE	HOW	BY WHOM	WHEN
Follow up on the submitted National Water Policy	Ministry of Energy and Water Development (Headquarters)	Write the Permanent Secretary establishing status of Draft NWP	Director of Water Affairs	From October, 1994
Consultation with stakeholders	As Above	Meetings and Workshops and Questionnaires	Programme Coordinating Unit	As soon as Possible
Develop water supply and sanitation policy	As above	Putting institutional framework in place	Programme Coordinating Unit	As soon as Possible
Dissemination of the Policies to all levels (national, provincial, district, and village) Agencies, NGOs etc.	National, Regional, District and community levels	Meetings, workshops, media, radio, TV, Newspapers, etc.	All concerned Ministries and PCU	As soon as Possible
Design guidelines on the implementation of the policies	As Above	As above	Programme Coordinating Unit	Early 1995

TABLE VII:**FORMULATION OF STRATEGIES ON IMPROVEMENT OF COMMUNICATION IN RURAL WATER SUPPLY AND SANITATION SECTOR**

ACTIVITY	WHERE	HOW	BY WHOM	WHEN	REMARKS
Review of existing channels of communication and existing publication	National, Provincial, District and community levels	Field visits consultations etc.	Dept. of Water Affairs in consultation with MOH, MLGH, MCDSW	September to December 1994	Dependent on availability of funds
Production and organisation of manuals & meetings	As Above	Theatre groups, village level meetings, workshop etc.	Private printers under DWAs supervision	January to December 1995	On going activity
Setting up of a documentation centre	As Above	Acquire building and publications	DWA, CMMU, NGOs, Donors etc.	May to December 1995	Dependent on availability of funds
Setting up a record communication system	As Above	Training of WCS and stationary	MCDSW, DWA, CMMU, NGOs, Donor etc.	July to December 1995	Dependent on availability of funds

TABLE VIII:**DEVELOPMENT OF TRAINING PROGRAMMES AT ALL LEVELS IN TECHNICAL RELATED SKILLS**

ACTIVITY	WHERE	HOW	BY WHOM	WHEN	REMARKS
Conduct training needs assessment survey	National, provincial, district, and community levels	Workshops, seminars, meetings etc.	Directors, PWE, PHI, PEO, DWASHES, Entire community NGOs, Donors etc.	On going activity	Donors informed Govt funded workshops and seminars
Curriculum development (Setting up)	As Above	Consultations, Experiences etc.	DWASHES, Extension staff, retired skilled labour, within the community, NGOs, Donors	On going activity	Using existing institutions like schools, health centres etc.
Conduct training	As Above	Refresher courses, Theatre/drama, Demonstration schemes	Relevant professionals NGOs and donors DWASHES, Extension staff, retired skilled labour within the community	At time of policy and curriculum adoption Otherwise as soon as possible	Depends on availability of funds and Personnel

APPENDICES

- 1. List of Participants**
- 2. Workshop Evaluation Results**

LIST OF PARTICIPANTS FOR THE POST-PROJECT PSSC WORKSHOP

ORGANIZATIONNAME

• Ministry of Energy and Water Development and Department of Water Affairs (incl. organizers)		J.J. Makwaya V.N. Kasimona F. Shisala O. Chanda P. Chola P. Kimena L. Phiri M. Muyendekwa O. Mwansa A. Hussen F. Mulenga P.A. Zulu P. Mwanamwenge Ngoma S. Chisanga F.C. Chiwele B. Waluzimba W. Lungu E. Mumba Sr. Ponga K. Kamalata I. Kabombo A. Simasiku J. Mate B. Chiwala M. Samani A. Silwimba J. Masiye Sakala Br. Chiaba M. Mwanza
• Department of Water Affairs: Provinces	Lusaka Southern Western Northern Eastern Luapula North Western Copperbelt Central	
• Ministry of Health • Ministry of Local Government and Housing		
• University of Zambia • Women in Development Department • Community Development Department		
• Community Management and Monitoring Unit (CMMU) • Water Sector Development Group • Western Province NORAD • Project areas		
	Kafue Chongwe Mwachisompola	
• TDAU		
<u>Donor-supported projects</u>		
• Rural Water for Health		L. Nkhata E. Baetings Ngulube T.O'Flynn Moonde Breidt P. Tembo Stoiker I. Mbewe Hynne A. Muchanga D. Mwanza
• Irish Aid Kasama		
• Africare • Gossiner Mission • Lutheran World Federation • Gauff-Kabwe • CMMU • DWA/NORAD • UNDP • WSDG		
<u>Support staff</u>		
• Betty Banada • Maggie Bunda • F. Chimpampwe	Typist Typist driver	• J. Lingashi driver • E. Shankanga driver • J. Chisanga O/orderly
• Facilitators		E. Sikopo F.C. Chiwele M. Boeveld J. Smet
• IRC Resource Persons		

The workshop was evaluated by asking some questions.

What do you remember most of this workshop?

(some answers were given several times)

- need to change approach to bottom-up, community orientation
- importance on community participation
- outcome of discussions on community participation
- gender sensitization
- exchange of experiences on project policies and implementation
- share experiences
- good, enthusiastic participation of all
- that it is time for action, no more talks
- use of the OOPP methodology; using cards
- good general feeling of discussions
- group discussions
- role play

What surprised you during the workshop?

- application of OOPP methodology
- use of problem tree: cause-effect relationships
- desire of participants to work with and in communities
- common denominator found: to start working with community
- proposed institutional framework

What is the collective mood of the group at the end of the workshop?

- when we master community participation methodologies, we can do a lot more
- growing desire to go into the communities and apply
- desire to have a good policy
- desire to have a timely follow-up

What was the most interesting?

- group discussions and plenaries after
- flow of topics; good sequence
- short and clear presentations; use of matrix, frameworks
- use of cards, OOPP methodology

What was not worth the time?

- tea breaks, should be shorter
- buying blankets

What will you tell other people about this workshop?

- it is possible that communities manage their own affairs
- we have a long way to go before we reach sustainable community water supplies
- successful workshop
- very educative workshop