ZIMBABWE

GOVERNMENT OF ZIMBABWE

NATIONAL ACTION COMMITTEE
FOR
RURAL WATER SUPPLY AND SANITATION

Review of the Integrated Rural Water Supply and Sanitation Programme

Volume I

Executive Summary

Institute of Water and Sanitation Development

Water and Sanitation Program
East & Southern Africa
UNDP-World Bank

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ACKNOWLEDGEMENT

The Institute of Water and Sanitation Development (IWSD) would like to thank the permanent secretaries of ministries directly or indirectly involved with the NAC operations(Messrs. F. Munyira, C. Matumbike, P. Sikhosana and W. Chiwewe) for their valuable insight into the issues surrounding the water supply and sanitation sector in Zimbabwe. We also extend our sincere thanks to the NAC chairman, Mr. S. Chakaipa,. the National Co-ordinator, Mr. G. Nhunhama and members of the National Action Committee for Rural Water Supply and Sanitation; the provincial administrators and Provincial Water and Sanitation Sub-Committees in all the eight provinces; the Chief Executive Officers of the RDCs, the District Administrators, the chairpersons of the respective RDCs and the communities visited, the District Water and Sanitation Sub-committees in Beitbridge, Bikita, Buhera, Hwange, Kadoma, Lupane, Makoni, Mount Darwin, Mberengwa, Murehwa, Mwenezi, Shamva and Shurugwi.

Our special thanks go to all senior officials in the government, private sector and NGOs and external support agencies who made their time to talk to us.

This review would not have been possible without the financial support of the Water and sanitation Programme for East and Southern Africa (WSP-EA) to whom we extend our many thanks.

ABBREVIATIONS

ADF	African Development Fund
Agritex	Agricultural, Technical and Extension Services
BADC	Belgian Agency for International Development
CDW	Community Development Worker
CADEC	Catholic Development Commission
CAMPFIRE	Communal Areas Management Programme for Indigenous Resources
CBM	Community Based Management /Maintenance
DA	District Administrator
DANIDA	Danish Agency for International Development
DDF	District development Fund
DWD	Department of Water Development
DWSSC	District Water and Sanitation Sub-committee
EHT	Environmental Health Technician
ESAs	External Support Agencies
ESAP	Economic Structural Adjustment Programme
IDWSSD	International Drinking Water Supply and Sanitation Decade
IRWSSP	Integrated Rural Water Supply and Sanitation Programme/Project
IWSD	Institute of Water and Sanitation Development
JICA	Japanese International Co-operation Agency
LGPO	Local Government Promotion Officer
LWF	Lutheran World Federation
MCDWA	Ministry of Community Development and Women's Affairs

MEWRD	Ministry of Energy, Water Resources and Development
MLGNH	Ministry of Local Government and National Housing
MLGRUD	Ministry of Local Government, Rural and Urban Development
MNAEC	Ministry of National Affairs, Employment Creation and Co-operatives
MOHCW	Ministry of Health and Child welfare
NAC	National Action Committee
NCU	National Co-ordination Unit
NGO	Non-Governmental Organisation
NMWP	National Master Plan for Rural Water Supply and Sanitation
NORAD	Norwegian Agency for Development Co-operation
O & M	Operation and Maintenance
PA	Provincial Administrator
PDSP	Pilot District Support Project
PWSSC	Provincial Water and Sanitation Sub-committee
PHHE	Participatory Health and Hygiene Education
PHAST	Participatory Hygiene and Sanitation Transformation
RDC	Rural District Council
RWSS	Rural Water Supply and Sanitation
SCF(UK)	Save the Children Fund (United Kingdom)
Sida	Swedish International Development Agency
SWU	Shallow Well Unit
TCWS	Training Centre for Water and Sanitation
UNICEF	United Nations Children's Fund
VBCI	Village Based Consultative Inventory
VCW	Village Community Worker
VIDCO	Village Development Committee
VIP	Ventilated Improved Pit Latrine
VLOM	Village Level Operation and Maintenance
WADCO	Ward Development Committee
ZIMCORD	Zimbabwe Conference on Reconstruction and Development

1.0 Introduction

The Integrated Water and Sanitation Programme (IRWSSP) in Zimbabwe has been going on since the mid-1980s and to-date more than 47 districts have either implemented or are in the process of implementing the programme. The IRWSSP is based on the concept of integrating the development of water and sanitation facilities with the promotion of health and hygiene education, the training and capacity building of personnel and institutions, the mobilisation of communities, the establishment of sustainable operation and maintenance systems and the transfer of technical and organisational skills and knowledge to user communities. To achieve this integration the National Master Plan for Rural Water Supply and Sanitation (NMWP) proposed that the IRWSSP be run on an inter-ministerial basis, in which key sector ministries and agencies such as MLGNH (now the Ministry of Local Government Public Works and National Housing), MNAECC (now the Ministry of Youth Gender and Employment Creation), DWD, DDF, MoHCW, Ministry of Finance and Economic Planning and Agritex provided services in an integrated manner within the legal limits of their areas of expertise.

The NMWP provided a framework for the IRWSSP in which sector agencies under the chairmanship of the MLGNH were co-ordinated through a National Action Committee (NAC), with secretarial services being provided for by a National Co-ordination Unit (NCU) based in the MLGNH. Provincial and district water and sanitation sub-committees (PWSSCs and DWSSCs) were established at provincial and district levels respectively. Linkages with the ward development committees (WADCOs) and village development committees (VIDCOs) were established through water point committees, health clubs and ward and village water and sanitation committees. Training of personnel at all levels was carried out. With decentralisation (following the amalgamation of the Rural Councils and the District Councils to the Rural District Councils), the RDCs were made the project managers in their areas of jurisdiction and resources were channelled directly to the RDCs instead of line ministries.

After 15 years of programme implementation an evaluation of the programme was found necessary. The Institute of Water and Sanitation Development(IWSD), a Zimbabwe based non-profit making organisation with a primary focus on capacity building in the Southern Africa region won the tender to carry out the evaluation. The evaluation results are based on district field reports, analysis of questionnaires, literature review, workshops and interviews with key informants at all levels.

This report constitutes a summary of results and recommendations presented in 6 reports and 12 annexes. The annexes form self standing evaluation reports of the districts visited (Beitbridge, Bikita, Buhera, Hwange, Lupane, Makoni, Mberengwa, Mount Darwin, Murehwa, Mutoko, Mwenezi and Shurugwi).

These reports together form the Zimbabwe Integrated Rural Water Supply and Sanitation Evaluation report. The main reports are presented as follows:

Volume I: Executive Summary
Volume II: Evolution of the IRWSSP in Zimbabwe
Volume III: Institutional Arrangements
Volume IV: Financing/ Funding Arrangements
Volume V: Operational Arrangements
Volume VI: Outputs of Program
Volume VII: Program Impact on Environment

2.0 Programme Objectives

At independence the government of Zimbabwe recognized the need for uplifting the living conditions of the previously neglected rural people. Clean drinking water and sanitation were one of the components in development identified as a priority in the overall reconstruction programme **(Refer to Volume 2 on the evolution of the sector)**. The NMWP, although not fully endorsed by the Zimbabwe cabinet, provided a guide to the development of the water and sanitation sector. The objectives of the NMWP remained valid and provided a working framework for the water and sanitation sector.

2.1 Overall Sector Goal

The overall goal of the IRWSSP as stated in the Master plan is:
" *To provide the entire communal and resettlement area population with access to safe and adequate (drinking water and sanitation) facilities by the year 2005"*

The general objectives of the national programme are to improve health conditions and quality of life of rural population in the communal lands and Resettlement areas through:

- improved provision of safe adequate water from primary water supplies,
- increase provision of improved excreta disposal facilities through the construction of Blair latrines

2.2 Specific Objectives

The specific objectives of the programme are:

- to provide adequate and safe protected drinking water supplies for all,
- to ensure that every household has at least a Blair VIP latrine,
- to rehabilitate all existing water points to national standard including the provision of headworks,
- to promote health education and community participation so as to encourage safer use, care and maintenance of the facilities provided,
- to ensure sustainability through the development of a 3-tier operation and maintenance system based on community management and preventive maintenance of water points,
- to strengthen decentralized planning and coordination of rural water supply projects **(District Co-ordination Handbook, 1987)**

2.3 Service level

To achieve these objectives it was proposed that a two phased approach be adopted.

Phase 1:

- all people in the communal lands and resettlement areas are provided with safe water from a protected primary water supply
- a three tier operation and maintenance system has been established
- all primary water supplies are in full working order and supplied with head-works,
- health education has been included as part of the project,
- community participation has been encouraged in planning and implementation of the project, with emphasis on village level maintenance of water supplies

Phase 2:

- everyone has access to safe drinking water supplies from a primary water supply within 500 meters of home,
- every household has at least a Blair latrine.

The approach was further refined to take special cognisance of the different settlement conditions in the resettlement areas **(see Volume V).**

2.4 NMWP Targets

The NMWP outlined targets to met in order for the objectives of the water and sanitation sector to be achieved.

2.4.1 Water

The long-term development programme envisaged;

- the construction of 35 861 primary water supplies and 576 piped water schemes by 2005, brought about by a total investment of Z$ 333 million (at 1985 prices);
- a financial support for the operation and maintenance of newly developed facilities and also the existing ones amounting to $249 million (at 1985 prices);
- Government support costs reaching a total level of Z$117 million by 2005,

thus bringing the total financial resources needed to meet the water investment component to Z$699 million at 1985 prices (**NMWP: Executive Summary Volume1)**

These financial resources were expected to be contributed as follows: donors Z$266 million (38%), government Z$258 million (37%) and beneficiaries Z$175 million (25%).

As a development strategy the NMWP proposed that:

- for primary water supplies, community contributions through community participation was expected to produce a cost savings for the government that

would increase from zero during the first three years of supply to 66% of the maintenance costs by year ten.

- for piped water schemes consumers were expected to pay rates, which would increase to 100% by 1992 onwards.
- a reduction in development costs and an increase in operation and maintenance costs, such that by 2002, operation and maintenance costs were expected to have exceeded the development costs.
- donor contributions were expected to be reduced from its 1985 value of 60% to 40% by 2000 and 35% by 2005.

2.4.2 Sanitation

The long term sanitation investment programme (1985-2005) envisaged:

- the construction of 1 400 000 Blair latrines serving a total of 7 900 000 people
- an investment of Z$207 million (in 1985 prices) to achieve the above, with
- local (strictly household) contribution of about 60% of the total cost.
- cost to Government amounting to Z$39million to cover materials subsidy and Z$28 million in support costs (at 1985 prices)

The financial resources were expected to be contributed as follows: donors Z$26 million, Government Z$41 million and communities (households) Z$ 175 million.

The sanitation subsidies would consist of:

- cement, reinforcement wire, fly screen and ventilation pipes and the cost of these inputs were about Z$28 per latrine (1985 prices).
- community was expected to provide labour and locally available materials and these were estimated to be Z$100 per latrine (1985 prices).
- Government support costs were estimated at Z$20 per latrine (1985 prices)

3.0 Background

To understand some of the factors that influenced the development of the rural water supply and sanitation programme in Zimbabwe, it is necessary to understand the development processes that the country went through prior to and after independence. The development processes in Zimbabwe can be grouped into 3 main phases, notably the pre-independence period (up to 1980), the socialist phase (1980- 1990), the economic structural adjustment programme (ESAP) phase (1990- present). While the there is a distinct end to the pre-independence phase(1980) there is an obvious overlap between the socialist and ESAP phases.

It has to be noted that there are several ways in which development processes may be phased in Zimbabwe, depending on the subject matter. For example the development of local government institutions may have a pre-independence phase, a pre-amalgamation phase and a post amalgamation phase **(Helmsing, 1991).** DDF Water Division phased the growth of the Operation and Maintenance systems into 3 phases:

(a) the pre-1986 period
(b) the 1986 to 1990 period
(c) the post 1990 period

In general, the three phases are respectively characterised by free for all maintenance, government directed maintenance and anticipated or planned (community management) maintenance developments **(DDF Operation and Maintenance Section, 1992).**

3.1 Pre-independence

Zimbabwe got her independence in 1980. One way of understanding the development processes prior to independence is to analyse the governance systems obtaining during this period. Three types of local government were evident: the municipal or urban councils, the rural councils and the African councils. The municipal government had over the years acquired its own specific colonial features especially with regards to Africans. Rural councils administered small rural centres on the same lines as the urban councils. European owned commercial farms were for some time without any form of local government and the farmer was his own local authority. The African Councils, previously known as Native Councils partly overlapped authority with chiefs. Chiefs had powers to allocate land, conserve land and preside over courts **(Helmsing, 1991).** The geographical area of African councils were small (by independence there were approximately 242 African councils, while some areas of the then Tribal Trust Lands were not covered by this system), and their revenue base very little, making them infective as suppliers of much needed services in their areas of jurisdiction. The government provided small grants for the development of roads, bridges, water supply, dips and in some cases schools and clinics. The African Councils were managed by a separate department from that which managed the urban and rural councils. While the urban and rural councils were fairly autonomous, the African Councils were basically under the tutelage of the District Commissioner, a government extension worker based at the district level **(Helmsing, 1991).**

Government departments were structured to facilitate separate development between races. For example in 1949 the African Development Fund was created to maintain infrastructure in the Tribal Trust Lands, and funded from levy raised on African grain sales[1]. On the other hand the Irrigation Department was created to facilitate and support large scale commercial agriculture. The African Development Fund was to become the District Development Fund, while the Irrigation Department was to become the Department of Water Development. Both of them now fall under the Ministry of Rural Resources and Water Development. The major role of the Irrigation Department in African Council area was in the provision of dams, so as to open up vast tracks of land in the low lying areas of the Zambezi, Limpopo and Save valleys, which had for years been inhabitable due to the presence of tsetse flies. With the growing pressure for allocation of land for commercial uses and the consequent need to relocate the African population, these otherwise uninhabitable areas had to be opened. Dams were seen as the main option to supply water given the difficult groundwater potential in these areas **(Mudege, 1977).**

The pre-independence phase was therefore characterised by development based or "fiscal apartheid", uncoordinated development in African Council areas, weak resource base, poor institutional capacity and a general state of neglect of the communal areas. In contrast, the latter part of the pre-independence phase was characterised by a strong desire to provide appropriate technologies for both water supplies and sanitation. While financial support was given for the development of these technologies (through research) their promotion was hindered by the weak government support system to the communal areas, the prevailing armed conflict, the lack of awareness among beneficiaries and the general breakdown of extension services.

It was in these difficult environments, that the most successful Zimbabwe hand pump technology evolved – the Bush pump, so called because it had to operate in Bushy terrain with minimum back-up support. The experiences with the bush pump during this period, supports the observations made much latter by Cairncross (1980) and Glenmie (1983) that serious problems with rural water supply programmes are of an organisational rather than technical nature. The pre-independence era, saw the successful development of other home grown water and sanitation technologies in Zimbabwe. Among those that made an impact locally and internationally is the Ventilated Improved Pit Latrine (VIP).

3.2 Socialist Phase (1980 – 1990)

The Zanu (PF) government came to power in 1980, on the strong promise that it will address the pre-independence imbalances. Riding on a massive wave of support from both communal and urban areas and huge financial injection from external support agencies, the government strengthened its socialist stance through the redirection of available resources towards communal area development. In the first seven years,

[1] On the contrary during the Socialist Phase attempts by Gokwe RDC to have a crop levy of Z$1 per Z$250 of marketed output (0.4%) introduced, which would have raised Z$800 000 annually to be channelled to rural road construction could not be sanctioned by Government despite it having been approved by the farmers associations **(World Bank, 1992b page 18).**

government largely maintained its inherited local government structures, but replaced the African Councils with 55 District Councils. The District Councils had responsibility over the development of communal areas. The African Development Fund was renamed the District Development Fund in 1981 and one of the main avenue of channeling grant aid for basic infrastructure in communal areas. There was a rapid presence of government in communal areas, expansion of primary health care services[2], redirection of agricultural state services towards peasant farmers[3], expansion of roads and water supplies and the formulation of a policy on growth points.

The expansion in District Council revenue base per capita, from Z$9.48 to Z$19.00 in 1980/81 was largely due to government grants **(Helmsing, 1991).** The revenue base per capita in the Rural Council areas fell from Z$16.00 in 1980/81 to Z$14.50 in the subsequent years. The taxation of communal area people was not enforced and generally any new imposts or increases in levies had to have the approval of the centre, initially by the Ministry of Local Government and then by the Ministry of Finance.

The immediate post independence "boom", supported by a highly motivated civil service, generous external support agencies, and receptive communities provided a good ground for the promotion of Zimbabwean grown technologies. "We got to a stage where everything worked in favour of the rural water supply and sanitation sector" **(Dr P. Morgan, personal communication).** NGOs were very active in communal area development thus further strengthening government commitment to correcting the pre-independence imbalance.

By 1985, the Lutheran World Federation, Christian Care, CADEC, World Vision, Africare, Unicef to mention a few had water and sanitation projects in Chivi, Chiredzi, Mwenezi, Buhera, Lupane, Beitbridge, Tsholotsho, Matopo, Makonde among others. The NGOs were supporting the development of Operation and Maintenance systems including the establishment, equipping and training of pump minders. In some cases they paid them (Christian Care in Buhera, LWF in Mwenezi and Matobo). In 1989 LWF donated a fleet of 5 Toyota Landcruisers for field O&M activities in Masvingo province where they were active. There was generally a strong desire by the NGOs to play their full role in the provision of water supply and sanitation facilities. Activities of NGOs were largely unco-ordinated.

Ironically, the DDF which as said earlier was one of the major vehicles for providing government grant aid to communal areas, had by 1987 not been a major player in primary water supply maintenance. Despite having had its drilling capacity enhanced in mid-1980s, effective mechanisms for enhancing this potential had not been worked out.

The maintenance of primary water supply in DDF did not effectively benefit from the independence "boom" as much as did other sectors within DDF. By the time the water

[2] personal communication with Ministry of Health and Child Welfare officials revealed that the plan was to have a Village Health Worker in every village and an Environmental Health Technician for every ward.
[3] lines of credits were opened up to the peasant communal farmers, and access to grain marketing facilities was improved.

section was strengthened government was beginning to feel the effect of a supply driven approach and questions were being asked on how to readjust the economy. However, huge donor interest in DDF Water activities was still evident during this period despite calls for more sustainable systems of maintenance.

The sanitation programme, driven by a highly committed new EHT cadre and supported by a freshly awakened VIP technology rose with the independence "boom". The agreed principles were that there should be material subsidy for the VIP toilet and that a more durable toilet be built – one that would last at lease a generation **(Dr P. Morgan, personal communication)**. The success of the sanitation/latrine construction programme was hailed internationally and in 1987, the country commemorated its 100 000 latrine in Makoni district. The material subsidy was to become the major constraining factor towards the end of the socialist era, as cement became unavailable.

The socialist phase was characterised by a strong sense of "supply" by government, with government presence being strongly realised by the visibility of the District Administrator's (DA) office in developments taking place in rural areas, especially communal areas. Even the food – for work programme had to be managed by the DA's office and not by the District Council.

This phase saw a massive increase in both water supply and sanitation services. The enthusiasm in extension workers was to soon wane down, however, as essential subsidies (such as cement could no longer be guaranteed), importation of commodities became difficult without foreign cash.

Key professionals left government departments towards the end of this phase as conditions became unbearable. Cost recovery measures in which communal people would pay for services (especially water) could not easily sell within the political structures of the ruling party. Departments such as DWD, started talking about privatisation in order to retain professional staff through the improvement of working conditions. These processes were delayed due largely to the inconsistency that they created with the government's socialist philosophy and approach, the commitment to party supremacy and the redressing of colonial imbalances **(Mudege, 1997 page 15)**

3.3 Economic Structural Adjustment Programme (ESAP)

The Economic Structural Adjustment Programme (ESAP) phase came with calls for reduction in government expenditure, the liberalisation of the economy and reduction in the size of the civil service. The programme which had central components of budget deficit reduction; external trade liberalisation; and domestic deregulation, was launched in February, 1991. At the time of its launch a number of opportunities could be identified **(see box 2)**. The water and sanitation sector, which had gained some momentum in the previous phase (on the strength of donor support), however continued to expand in geographical coverage. By 1991, 21 districts had been covered by the IRWSSP, up from 15 in 1989 and 1 in 1987.

While this expansion took place, government service all round was reducing. Support to Operation and Maintenance (O&M) shrunk further. The O&M budget changed from

Box 2: ESAP: Opportunities and Threats for the Water and Sanitation Sector

The ESAP centred around budget deficit reduction, external debt liberalisation, and domestic deregulation. Also include were sectoral initiatives and actions to ameliorate the impact of the adjustment on the poor and the disadvantaged. It provide an improvement in the environment in which rural water supply and sanitation was to be implemented, through the rationalisation of roles, increasing efficiency, upgrading skills and tackling excessive centralisation of decision making **(World Bank, 1992).**

There was to be support for public sector reform paving the way for greater decentralisation and local accountability, further enhancing sustainability. The role of the private sector was to be recognised in the ESAP actions. Of significance was the opportunity to provide infrastructure at growth points and rural service centres, which were to become the hubs for rural development.

The transitional effects of economic adjustment was undoubtedly going to have negative welfare effects on the poor and the disadvantaged groups.

The change of land tenure systems (the land reform bill was debated) was also undoubtedly going to make more communal land available, with no title deeds, making it difficult for private investors.

Farm workers continued to be disenfranchised, and continued to slow down gains in the improvement of basic water and sanitation services.

The government' s ability to contribute to social welfare issues (the RWSSP was basically addressing the social and health well being of communal area dwellers and not productive water – the principle of treating water as an economic good had not bee fully explored).

$300 per water point in 1991 to $360 per water point in 1995. When correcting for inflation this is an effective decline in funding of 55% **(Taylor and Mudege, 1997 page 21).** Sustainability issues became even more prominent. However, donor interest in the sector continued and attracted other players such NGOs. Decentralisation and RDC capacity building provided new challenges and an added vigour to an otherwise slowing down programme growth.

3.4 Summary of Major Landmarks in the IRWSSP

The water and sanitation programme in Zimbabwe has evolved over time being influenced by the socio- economic and political changes taking place. Some of the major landmarks that have influenced development, operational and institutional framework are summarised below.

- ***1980 Zimbabwe attains independence***

The coming of independence brought with it a change in the development priorities of the country, a new climate for foreign support and major thrust towards rural development.

- ***1981 Zimbabwe Conference on Reconstruction and Development (ZIMCORD)***

The ZIMCORD accorded the Zimbabwe government an opportunity to mobilize external resources for reconstruction and development programmes. The water and sanitation sector got support for a new water development, but most significantly the preparation of the National Master Plan for Rural Water Supply and Sanitation (NMWP).

- ***1981 The UN launches the International Decade for Drinking Water Supplies and Sanitation (IDDWSS).***

The launching of the IDDWSS in Zimbabwe was significant in providing the initial impetus and framework for a national sector strategy within which specific programmes and projects could be developed.[4] Prior to this the water and sanitation sector was characterized by among other things lack of co-ordination, lack of standardization, duplication of efforts with different players providing water and sanitation services, top down approaches in planning for water and sanitation and lack of attention to participation.

- ***1984: Enactment of the Provincial Councils Act 1984 and the Prime Ministers Directive***

This provided the framework for popular participation and also laid down the development structures from the Village Development Committees, Ward Development committees, District Development Committees to Provincial Development Committees. The enacted instruments also gave the mandate for co-ordination to the then Ministry of Local Government Rural and Urban Development. The operational strategy which was adopted by the IRWSSP closely follows this development structure and the water and sanitation sub committees at the various levels are sub-committees of these existing development structures

- ***1985: Publication of the National Water Master Plan for Rural Water supply and Sanitation (NMWP)***

The plan was intended to give government recommendations for the immediate and longer-term development of primary water supplies and sanitation in rural areas, rural service centers, resettlement areas and growth points. It provided the vision, the goals, objectives, operational strategies and standards on technology, operational and

[4] A case study of country level collaboration in the Rural water Supply and Sanitation Sector in Zimbabwe: Hammer, Matumbike and Taylor, 1992

implementation procedures. Although the plan was never ratified by Parliament, it has remained a recognized reference document for the development of rural water supplies and sanitation.

- ***1985: Formation of the National Action Committee for Rural Water Supply and Sanitation (NAC), with the National Coordination Unit (NCU) as its secretariat***

This is an inter-ministerial body, which manages the water and sanitation programme. The water and sanitation programme was formally transferred from the Ministry of Health to the Ministry of Local Government, Rural and Urban Development. The NAC has spearheaded the water and sanitation sector since.

- ***1987: Formation of the Water Division in DDF***

Another major development was the formation of the DDF Water Division with a mandate for development, operations and maintenance of water supplies. This saw the strengthening of the three-tier maintenance system, the establishment of which had previously been the responsibility of NGOs

- ***1988: Rural District Councils Act***

The Act provided a framework for RDCs to manage development projects including water and sanitation in their areas of jurisdiction. The Act gave the RDCs mandate over development issues and paved way for decentralized planning

- ***1990: Decade Consultative Meeting (DCM)***

The decade consultative meeting recommended among other things that in the future the "responsibility and authority for planning, financial control, implementation and operation and maintenance of rural water supply and sanitation, including decisions about technology choice must be increasingly borne by the local authorities and community members, ultimately leading to complete management through the established local structures"[5]. Issues of sustainability which had been discussed at the 1989 Sustainability workshop were brought to the fore and a Cabinet paper on Cost recovery was prepared.

- ***1992: Vision 2000***

Following the DCM a meeting was held in Nyanga which articulated the future of the IRWSSP in Zimbabwe. This Vision provided a framework for the water and sanitation sector in Zimbabwe. The issue of institutional sustainability was further elaborated.

- ***1992: Piloting of Decentralization***

The DCM resolutions and the Vision 2000 were operationalized through the piloting of decentralization. The first three districts to pilot the decentralization were Kadoma, Nyanga and Mberengwa. Lessons drawn from the districts were used in scaling up the decentralization process to other districts.

[5] 5 Year Development Plan for the IRWSS Sector 1991-95

- ***1992: Piloting Community Based Maintenance/ Management (CBM)***

Concern over sustainability saw the introduction of CBM. At the start of the pilot in Chivi district, this was conceived as Community Based Maintenance. The philosophy has since changed to Community Based Management and has been scaled up to cover more districts.

- ***1994: Introduction of Participatory Hygiene Education (PHE)***

The use of participatory methods in the promotion of health and hygiene behaviour change was fully incorporated into the main water and sanitation programme resulting in a major shift away from the didactic process of training.

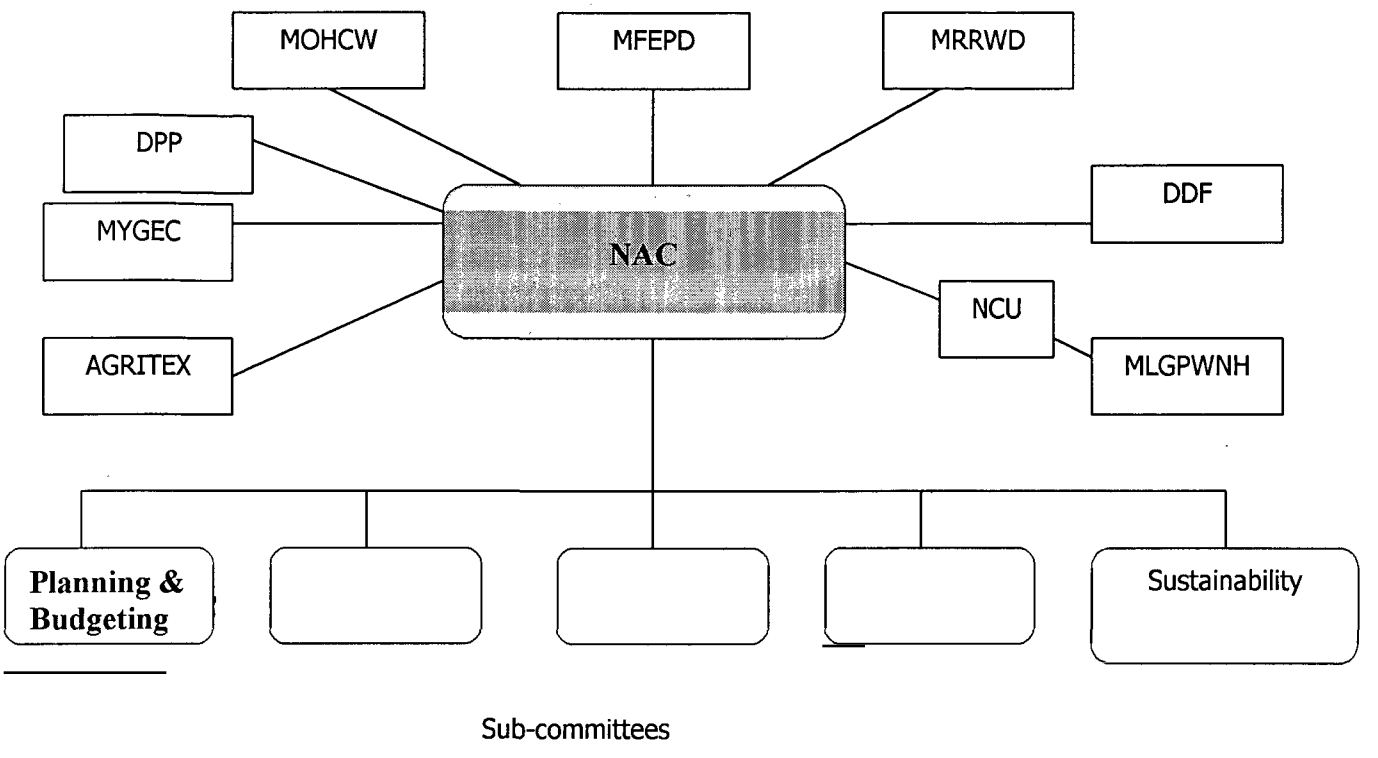
- ***1996: Capacity Building Programme for RDCs***

With the enactment of the RDC Act of 1988, there came recognition that there would be need to build the capacity of the RDCs. The programme focuses on the three aspects of capacity building namely Institutional building, Capital development and human resources development. The NAC siezed the opportunity to use the water and sanitation sector as vehicle for the capacity building of the RDCs.

4.0 Institutional Arrangements

The NMWP defined the role of the NAC as advisory to the MLGNH, and designated an implementation role to all other ministries and agencies. Members of the NAC are indicated in figure 1 below:

Fig 1: Organizational Structure, NAC



The NMWP defined the roles of the roles of the various sector agencies as indicated in the box below.

MFEPD	• Donor coordination
	• Control of funds
	• Programme monitoring
AGRITEX	• Land use planning
	• Dissemination of information
DDF	• Rehabilitation of Primary water points
	• Water point siting
	• Construction of deep wells and headworks
	• Borehole drilling
	• Maintenance of primary water supplies
	• Development of 3 tier maintenance system
	• Technical Training
	• Updating of District water Supply Inventories
MYGEC	• Community mobilization
	• Community Training
	• Coordination of presiting of water points
	• Opening ceremonies
	• Monitoring of community inputs
DWD	• Hydrological Research
	• Water point siting
	• Construction of boreholes and headworks
MLGPWNH	• Project coordination
	• Liaison with councils, WADCOS and VIDCOs
	• Project Reporting and Monitoring
	• Preparation of Integrated plans and progress Reports
MOH&CW	• Health Education
	• Construction of shallow wells
	• Spring protection
	• Construction of Blair latrines
	• Latrine builder and community training
	• Water quality testing

However, with decentralization these roles changed. The NAC met fairly regularly over the years and between 1994 and 1998, 27 meetings were held. Minutes of meetings have been circulated to both NAC members and sector professionals in the government ministries and departments. While it has been expected that the level of participation in the main NAC would be kept at secretary and deputy secretary level, this was not sustained. By 1989, the bulk of regular NAC members were at assistant secretary and officer grades. Of late attendance has been erratic, with DDF not attending since the 28th January, 1998. Reports from districts indicate that the NAC has not been providing enough support to the DWSSCs and the PWSSCs. This results from the unclear separation of functions between the NAC and NCU.

The IRWSSP's success has been based on joint responsibility between ministries under a non-partisan chairman, the MLGNH. However, with decentralisation and the active involvement of the MLGNH in local authority issues, resulting mainly from a weak separation of local government ministerial functions from the local authority mandates,

agencies are expressing the feeling that the NRWWSP is now being owned by the MLGNH, instead of it (NRWSSP) being a shared responsibility. The absence of clear terms of reference, pertinent to the operations of the NAC, for the chairman, makes it difficult to judge the transparency of the operational framework and the consistence of the application of rules and regulations.

The NCU acted well as the secretariat of the NAC and provided all round co-ordination of the sector. The NCU spearheaded the decentralisation process, mobilised funds for the sector, provided planning guidelines, encouraged debate on sustainability options and became a recognised and respected entry point to the water and sanitation sector in Zimbabwe.

- However, given the numerous problems identified, including staff shortage, poor operating arrangements, administrative delays, and its own desire to control rather than delegate most processes, the NCU, which forms a vital link between districts implementing projects and funding sources has been described by many as a bottleneck to sector development. Delays have been experienced in the submission of proposals, financial reports and requests for disbursements.

This evaluation analysed factors causing weaknesses in the NCU and concluded that the functions of the NCU functions need to be reviewed to focus on:

- policy and strategy initiation and promotion,
- overall programme co-ordination and harmonisation of standards,
- research, documentation and information dissemination,
- programme monitoring and capacity building,
- appraisal of proposals,

with particular emphasis on co-ordination, and the creation of a suitable environment in which all other stakeholders can effectively take part.

It is recognised that the MLGNH has not thoroughly pursued avenues for making the NCU a sustainable institution, the performance of which has been affected by the fast pace at which decentralisation took place. Failure to institutionalise the NCU has made the NCU a donor dependant project whose long-term survival is questionable. This is despite the pivotal role it plays and the recognition it has received both in-country and world-wide. The absence of state of the art communication systems (email, internet, own web page) makes it difficult for the NCU to be at the cutting edge of water and sanitation sector initiatives.

The DWD was responsible for the Master Plan office from which planning data was to be channeled to the NCU. The failure of the CAWIDS and other information management systems has denied the NCU with a well structured information processing methodology. The NCU has supported, in the absence of other alternatives, the VBCIs, which unfortunately are regarded, in districts, as projects, with limited mechanisms for updating without external support. Both the DWD and DDF failed to provide a coherent policy on the management of piped water schemes. The majority of piped schemes that supply growth points are heavily subsidised, which can be described as misdirected subsidy as they service the rich business entrepreneurs.

The DDF, which for some time has been regarded as key partner in the water and sanitation programme is no longer active (at national level) and the RDCs have not fully taken over the maintenance of water points. The maintenance systems for both point sources and piped supplies are on the verge of collapse. There is no money to run the system and the introduction of CBM is still regarded as piloting, 8 years after its introduction in Chivi district.

District reports indicate that there is over-mobilisation of the communities resulting in a mismatch between the delivery capacity of the technical ministries and the mobilisation process. The criteria of measuring MNAECC's success is on numbers of mobilisation meetings made and then the numbers of pre-sites made and not on the establishment of community based management systems. In terms of numbers the ministry has met all its targets, but the same cannot be said for systems creation. As a result the MNECC was not, until recently, not a leading partner of the CBM process. However, with decentralisation the primary role of local authorities become that of mobilising communities for development, the result of which is the creation of a conducive and sustainable local environment for others (private sector, NGOs and government) to operate. The continued role of MNAECC in the direct mobilisation function is therefore questionable.

The MoHCW has spearheaded the sanitation and hygiene education activities. The introduction of PHHE has enhanced community good hygiene behaviour change. The ministry representation to the NAC has been largely left to project officers. The reorganisation of the Environmental Health Department of the MoHCW is affecting the staffing position of the department. The contracts of projects staff have either been terminated or in some cases contracts were signed for such a short period of time that the employees lost confidence in the process. The NCU has been arguing that all contracts for water and sanitation project staff in the ministries is standardised to avoid disruptions in the water and sanitation sector management support.

The impact of the land use planning by Agritex on the water and sanitation projects, especially in areas where the housing and land occupation densities are already high is minimal. The scope of the IRWWSP has largely been on water for health, rather that productive water for poverty reduction. The main mandate of Agritex is to increase food production and hence poverty reduction. This mandate has not been properly linked into the activities of Agritex, within the IRWSSP.

Support institutions such as Ministry of Finance, Department of Physical planning and National Economic Planning Commission have played their roles adequately and in some cases allowed for the simplification of processes for the NAC and the NCU. These include the creation of special accounts for the disbursement of finances to the RDCs.

The role of the PWSSC has been marginalised with decentralisation. Faced with no budget and the requirement that they can only visit districts at the invitation of the districts, most PWSSCs have been inactive. The marginalisation has been compounded

by the continued involvement of the NCU in district activities, even where such involvement is not required. The combined effect of these factors, a high staff turn-over and competing projects have resulted in a weak PWSSC structure country wide, unable to provide support to needy districts.

The DWSSCs have followed the guidelines from the national level fairly well and have produced plans and reports in line with the set guidelines. They have also been innovative in trying to bring new methods of management, such as the concept of VBCI. The districts found themselves completely bound to the guidelines such that proposals were very similar from Rushinga to Plumtree. The concept of SWU was indiscriminately applied. Information management is however weak and communities hardly know what is contained in project documents. This weakness has been transferred to the RDCs. Without adequate information communities cannot express demands and make RDCs accountable. As a result decentralisation has ended at the RDC level, in some cases with the executive arm of the RDC. Communities who have dug pits have not received subsidies while RDCs make annual carry-over of funds a regular feature. The question is why are communities not demanding the utilisation of these funds? The answer in most cases is that neither them nor their elected councillors have the full knowledge of what is available to them. The RDCs are poorly staffed and have not been able to fully extricate themselves from the control of government departments. As a result there is no system to make government agencies accountable to the RDCs for poor performance. The RDCs have not fully seized the opportunity to contract the private sector and NGOs, who have vast experience in water and sanitation development.

Ward and village development communities are weak, making the supervision of water point committees even weaker. The conflicting roles of water point committees and the other structures of the DDF sponsored 3-tier maintenance system are further weakening the introduction of CBM. The CBM has been adopted as the strategic way towards a sustainable maintenance system and its introduction if being supported by health clubs in some districts.

The IRWSSP has provided a strong development platform in the country, despite its numerous problems. Of significance is the creation at community levels of a pool of artisans in the form of well sinkers, latrine builders, head works builders, pump minders, pump mechanics, including the enhancement of knowledge and skills of Village Community Workers. It is a relevant programme and the structures are in most cases appropriate but in order to move into the future adjustments aimed at reducing overlap of roles, increased efficiency and sustainability need to be introduced.

5.0 Operational Arrangements

The operational arrangements and guidelines for the IRWSSP are well documented in the NWMP, the Coordination Handbook, the Management Handbook and other manual on technical options. Generally the operational guidelines as discussed in this report cover: the planning process, the project cycle, collaboration, integration, decentralization, capacity building, research, support materials, health education, community participation and demand responsive approaches, standardization, operations and maintenance, gender and poverty sensitive approaches.

The NWMP, support instruments such as the coordination handbook and planning tools such as the SWU concept have been providing valuable guidance in project and programme planning. Recognizing the weaknesses presented by the use of the ward based inventory, the NAC introduced the use of the VBCI. The VBCI has improved targeting and provides a scope for more holistic planning. The major challenges that still remain are that the RDCs who have since assumed management of IRWSSP have not yet adopted a programmatic approach to planning. They still view IRWSSP in a project perspective hence when external funding ceases they say that "there is no water and sanitation activity in the district"

The NAC has, through the NCU supported the planning and implementation of the IRWSSP through research, development of support materials, introduction of participatory methods, review of the Operation and Maintenance systems including the introduction of the Community Based Management, creation of institutional structures such as water and sanitation sub -committees and general review and adoption of new sector strategies.

The complexity of the water and sanitation sector, both in terms of institutional set-ups and the operating environment has generated the need for greater dynamism in approaches. These pose significant challenges to the sector and also significantly operational problems. Among these are:

- the need for the RDCs to adopt a programmatic approach to planning for water and sanitation projects;
- the enforcement by the NAC/NCU and subsequent adoption by sub-national planning institutions of NAC guidelines as rules. While the development of the guidelines has produced the desired standards, this has also limited local innovation and appropriateness of the plans. The VBCI could provide a step in the right direction if the results of such inventories are used effectively;
- the institutions should continue to value the successes of collaboration which has gained Zimbabwe local and global respect in the management of rural water supply and sanitation provision. Already this collaboration is under threat, both from the decentralisation process and the negative perception of some partners;
- the enhancement of the integrated approach which has facilitated the creation of and visibility of water and sanitation as a sector. The net benefit of shared objectives has provided a wholesome development process in the water and sanitation sector upon which other developmental sectors can be based;
- the decentralisation of water and sanitation projects having contributed to the capacity building process of both RDCs and government extension workers, through the timely

release of financial resources, the promotion of private sector participation at the local level, improved ownership of processes, is now under threat due to the weakening of the provincial and national support structures;

- the need for a broad based research base not only to build on the technological research work that brought into existence the VIP, the Bush pump, the upgraded family well, among others, but also on processes and lessons. The area of knowledge/lesson gathering and processing is very weak in the programme.
- the need to package materials and water and sanitation sector documents so that they are widely used. Materials have been developed for internal use in the sector. Save for some of the materials developed through the Blair Research, WHO and Unicef, the bulk of the materials developed in the water and sanitation sector have limited shelf life and are not suitable for use as reference documents for use in schools and tertiary institutions.
- The use of participatory hygiene education has led to hygiene behaviour changes at community level, institutional changes leading to a re-channelling of funds towards hygiene. The Participatory Health and Hygiene Education (PHHE) linked with CBM. This has enhanced community understanding of their social responsibilities towards their water and sanitation provision.

6.0 Financial/ Funding Arrangements

The NMWP set the investment levels for water and sanitation related activities that need to be mobilised in-order to achieve the long term development objectives by the year 2005.

In the process of implementation the sector generated, a lot of confidence in the donor community which attracted huge financial support. This confidence came against a background of failed attempts to generate and sustain an integrated approach to water and sanitation development in other countries.

The IRWSSP therefore saw a massive financial injections for capital development purposes by ESAs whilst Government contribution for both capital and recurrent needs are going down. Over 95% of the finances being used in the water and sanitation sector are being contributed by Donors and NGOs. Direct Government funding has been ranging between 3 to 5 % but this however excludes Government support costs like salaries, accommodation, telephones and electricity, water, Travel and subsistence and DDF operation and maintenance costs.

The massive injection of resources for capital development purposes has however, not been matched with a corresponding increase in operation and maintenance costs of the facilities, thus putting the sustainability of the programme benefits in doubt.

The sector has also witnessed the construction of piped water schemes managed by either DDF or DWD at rural service centers and growth points. Most of these are however facing serious operational problems due to their inability meet operational costs because of lower tariffs and other institutional and management related problems. Government does not have a clear cost recovery policy for these piped schemes which are currently being subsidised. The subsidies are however becoming unsustainable in the face of dwindling financial resources from the Government.

The sector has also experienced disbursement problems due to the disbursement methods that were in use as well as institutional and managerial constraints within Government including the RDCs. The result has been the failure by the sector to fully utilise resources allocated within any given financial year. The reasons for the financial problems being faced by the sector are a combination of constraints within Government(MOF, MLGNH, NAC/NCU, CPO), RDCS and ESAs.

The launch of decentralisation and the introduction of the Special Account was an attempt to improve the operational efficiency of the sector. However, this move has generally improved the flow of funds from Central Government to the RDCs. The major challenge however is the ineadequate capacity by the RDCs to effectively meet the management requirements of the programme. Government is however in the process of addressing some of these through the Rural District Council Capacity Building Programme (RDCCBP). The major problems of the RDCs relate to their inability to

submit Returns of Expenditure and progress reports on time and this has limited the effectiveness of the Special Account method.

7.0 Outputs of the programme

Benefits have been realised in a number of areas including the overall improvement in the quality of life of the rural people in Zimbabwe. More achievements were scored in water compared to sanitation. In general, although the program made some achievements in establishing water points, as of 1985 to date, in some cases, these achievements have been lost since some water points are not functional due to poor operation and maintenance arrangements and vandalism. Although the national latrine coverage is reported as 67% there is a huge variation in the coverage levels within the districts and among the districts. Sanitation coverage is as low as 3% in some wards in Beitbridge, while 100% coverage was reported in some wards of Makoni. In addition, although MNAEC has been effective in community mobilisation, this has not been marched by the rate of subsidy deliveries and inputs from the other technical ministries resulting in communities losing faith in the programme.

The training of pump caretakers, water point committees has been carried out in most of the districts that were selected for the evaluation. It was however noted that although this is an important part of the programme, these activities were not always reported as part of the IRWSSP as these were largely funded from other sources but within the overall framework of the IRWSSP.

At the time of the evaluation 47 districts were implementing the IRWSSP but the level of success varied according to districts. The successes so far recorded have been made possible by the large injection of funds largely from external support agencies, NGOs and other donors. The need to examine the coverage figures in relation to the high downtimes of water points is emphasised.

During the evaluation, it was found out that the implementation process was not always being guided by the village based consultative inventories (VBCI) as some districts carried out these well into the programme. Where VBCIs were done these were being used in order to determine the areas where coverage was low and resources channelled accordingly. Mberengwa, Makoni, Mutoko and others carried out VBCIs years after the initiation of the programme while Lupane had never carried out one. The rationale that was therefore used to decide on the implementation strategy in districts where VBCIs were done well into the project is not apparent.

Members of the DWSSC, councillors, caretakers, village pump mechanics, latrine builders, headwork constructors and other extension workers and traditional leaders were trained. But, not all the districts captured this information in their reports largely because some of these components of the programme were funded by other donors who required separate reports for such activities. It was found that 236 WPCs were trained with 70% of the participants being women. As with other components of the IRWSSP, the districts have failed to meet the targets. This is also true of the national figures where from 1990 up to 1997, there was no single year when the set targets for training were met.

The provision of water ranged from the drilling of boreholes, rehabilitation of existing water points and deep and family well sinking. In those districts where family wells were being established, this was largely done by other NGOs that were operating in the area and were not funded from the IRWSSP although captured as part of the achievements of the programme. Some districts such as Bikita included rain water harvesting and spring well protection in their workplans. In all the districts that were studied, not a single one managed to meet the targets for the drilling and equipping of the boreholes. On average over 350 borehole breakdowns were reported in each of the districts studied every year and the DDF only manages to attend to 200 of these cases. The down time for such breakdowns is 4 to 5 weeks on paper, but communities report periods of up 2 years except in Bikita where this was reported to have been reduced to 48 hours through the introduction of CBM. In Buhera, where 14 water points were visited, and inspections made, 6 were not functional for periods up to 2 years. On the other hand, in Mount Darwin, the down time was reported to be an average of 12 weeks, and the average number of breakdowns per month ranged from 3 to 5 water points. This was an indicating that at least 20% of the hand pumps in the district are not working at any given time. Similarly, in Mutoko, Bietbridge and Murewa, borehole down times were reported to exceed one year and as high as 4 years in Kadoma. One of the reasons given for the long down time was that the three-tier system relied heavily on pump minders whose workload was too heavy to effectively reduce the down-time of pumps. It was noted in Mount Darwin that there were about 10 pump minders in the district covering in some cases over 30 wards implying that a pump minder had to cover up to 3 wards and pump minders who were interviewed complained about the workload.

The programme has achieved a lot in terms of the establishment of water point committees although most were composed of women. However, men liked to play a significant role in the provision of water and its management. The committees met regularly and a meeting could be called for anytime if there is a need. During such meetings issues relating to maintenance and management (78%) and hygiene around the point (20%) were discussed. A majority of these committees were not happy with the work of pump minders (54%) and that of the DDF (77%) both of them being accused of incompetence.

Of the over 300 water points that were visited during this evaluation, 52% were found to be working while 48% were not functional. When the information was analysed according to the districts, it was found that only 7% of the water points in Murehwa were functional. In Beitbridge 89% of the water points were down despite the fact that this was one of the districts where CBM was piloted. Even in Mt Darwin, 77% of the boreholes that were visited were not working. It was further noted that over 50% of the water points had a fence (except in Mount Darwin where only 22% were fenced). The presence of washing slabs was reported at a number of the water points with the least being in Mt Darwin where only 44% of the water points had these facilities. Mwenezi had the least cattle troughs at water points (26%) while least water points with drains and aprons was reported in Mount Darwin where these facilities were only present at 31% of the water points visited. The communities seem to have failed in maintaining and cleaning of

headworks surroundings. Almost half of the headworks were observed to be very dirty and in a poor state of maintenance with no control of drainage water (53.8).

The percent sanitation coverage in terms of latrines constructed for all the districts visited during the evaluation was 54%. In general latrines were constructed using subsidies provided by the IRWSSP with only a few managing to construct these using their own funds. Subsidies given included cement, reinforcement bars and wire mesh per household per latrine. The contribution by the community towards construction of the structures included digging of the pit, moulding of the bricks, collection of river sand and payment of the builder. The community contribution therefore translates to more than 65% of the total cost per structure. However, some individuals who qualified for the subsidy took too long to put up the structure because of lack of funds to pay the builder.

The latrines were being used as 78% of the toilets had footpaths leading to the latrines. But in Beitbridge only 28% of the latrines had footpaths leading to them while in all the other districts footpaths were present in over 75% of the cases. Although footpaths were present in a high number of these latrines, sludge was observed in less than half of the latrines (48%). When the data was analysed according to the districts, only 12% of the latrines in Beitbridge, 31% in Murehwa and 33% in Shurugwi had signs of sludge in their pits.

The level of subsidy for latrine construction ranged from the provision of cement, reinforcement bars and mesh wire fly screen. Only 27% of the households in the districts visited had received 1 to 5 bags of cement while 15% had received up to 10 bags with the rest having had no form of subsidies.

Most people reported that they clean water containers before collecting water from whatever source. The fact that clean water containers were found in the houses (92%) seem to support this observation. Although 79% of the households had their water containers covered, the reason was mainly to avoid foreign objects falling into the containers or being thrown in by children. The drinking water was being kept in the kitchen (91%) largely due to easy accessibility. In general, either human or domestic animal excreta was recorded among 44% of the households that were visited during the evaluation although the cleanliness varied from district to district. Of the 1 284 homesteads visited, 73% had proper refuse disposal pits, although most of them were not regularly covered (77).

The outreach programmes were undertaken by the Ministry of Health and Child Welfare with funding from either the IRWSSP or the PHHE project supported by UNICEF. Topics covered included home hygiene, kitchen hygiene, importance of latrines, personal hygiene, transmission and prevision of diarrhoea diseases, malaria, bilharzia and roles of the programme beneficiaries. The strategies used included home-to-home hygiene inspections by the villagers, targeting sessions on problem areas, use of statistics on disease trends and targeting the risk groups. The tools used in such campaigns included the sanitation ladder, story with a gap, force field analysis, health pictures, un-serialised posters, Sam's letterbox, hopes and fears, diarrhoea child and three-pile sorting.

Of all the households heads that were interviewed, 67% were aware of the water and sanitation programme. A greater number of those who received health and hygiene education only attended one lesson (48%) with the rest attending 7 lessons (4%). Such low levels of attendance cannot be expected to change the communities' knowledge, attitudes and practices. With such low health and hygiene coverage, it was difficulty to come up with the major messages put across, although the few who attended identified two main areas namely importance of safe drinking water (29%) and importance of toilet use (66%).

8.0 ENVIRONMENT

Although environmental issues were not explicitly addressed in the objectives of the National Master Plan for Rural Water Supply and Sanitation (1985) environmental concerns were considered. Potential negative effects of the program on the environment such as siltation, deforestation and soil erosion were noted. Although no detailed Environmental Impact Assessment (EIA) of the IRWSSP was done, a number of studies were carried out to assess the potential impact of the IRWSSP on the environment. These studies included the Siltation and Soil Erosion Survey, the Environmental consideration of the sanitation program, and the Assessment of the impact of the rural sanitation program on deforestation. These studies concluded that the benefits of the IRWSS outweigh the negative environmental impacts. It was also noted that there were other Government Ministries that were better equipped to deal with environmental conservation

However, the surveys concentrated on competition for water between humans and livestock and did not analyze the potential environmental effects of movement of large herds to water points and dip tanks on soil erosion. The potential effects of Blair latrines on underground water pollution and the effects of underground water extraction on the water table and water balance were not critically analyzed. The environmental impacts of projects that are linked to water supply and sanitation such as gardening and brick moulding were also overlooked.

Even for those environmental issues that were considered, most of the recommendations that were aimed at alleviating or mitigating against the potential negative environmental impacts of the IRWSSP were not implemented. This is partly because environmental conservation was considered to be the responsibility of other ministries and that the potential impacts of the IRWSSP on the environment were considered to be negligible. As a result no explicit environmental protection implementation plan for the IRWSSP was put in place. In the districts that were visited during the evaluation the Natural Resource Board (NRB) was not involved in the IRWSSP. Although Agritex was supposed to prepare land use plans that minimize water contamination and land degradation by outlining settlement patterns and demarcating arable and grazing land this was not done in most districts. As a result livestock travel long distances to water points thereby accelerating soil erosion

Although it is difficult to attribute all the land degradation around water points to the IRWSSP, areas around water points that were visited during the evaluation were characterized by barren land and gullies. Out of the 289 water points that were visited water was used for irrigation in 18.4% of the facilities. Animals and humans shared the same water points in 27.1% of the facilities. This is despite the recommendation that livestock watering points should be established in grazing lands. As a result livestock walk long distances to water points thereby creating gullies. Serious soil erosion was observed around 37.6% of the water facilities that were visited.

Water related projects such as gardening and brick moulding were also observed near 25.2% of the water points. As high as 61.2% of the water points were fenced with untreated wood although the program recommends the use of treated poles. Untreated poles were used as fencing material in 85.6% of the water points that were visited in Beitbridge.

The program did not effectively reduce surface water contamination since sanitation coverage is still very low in some districts like Beirtbridge and Mwenezi. It has been proved that in order to effectively reduce the incidence and prevalence of sanitation related diseases sanitation coverage should be at least 80%. However, sanitation coverage in all the districts that were visited is far less than this figure and a significant proportion of the rural population still has no fixed place to defecate. As a result the incidence of water and sanitation related diseases in districts such as Mt Darwin is still high. Although water and sanitation related disease outbreaks used to be confined to areas along the country's boarders and refugee camps, over the years outbreaks have moved inland

The potential impacts of the IRWSSP on underground water recharge are considered to be negligible. In all the districts that were visited there was no monitoring of extraction levels. Although the impacts of the amount of water extracted for human consumption on recharge may be negligible the same cannot be said where underground water is used to water large herds of livestock (a livestock unit consumes approximately 5 to 6 times the amount of water used by a human being).

Although the IRWSSP master plan noted the potential negative environmental impacts of the program, the Environmental Impact Assessment (EIA) process was not followed in all the districts that were visited. By identifying inputs(raw materials), outputs(products), processes and major types of equipment to be used, the potential environmental impacts of water and sanitation projects can be identified. After identifying the potential positive and negative effects of water and sanitation projects, planners can put in place mechanisms to mitigate against negative effects or enhance positive benefits. Although no full EIA should be carried out for all IRWSSP projects, the IRWSSP should have an environmental management plan aimed at avoiding or alleviating the potential negative effects. It should also have prepared a plan for monitoring and managing impacts during implementation of water and sanitation projects.

It is recommended that the EIA process should be followed in the IRWSSP. The capacity of the NRB and Agritex should be improved so that these institutions implement effective environment conservation programs. A detailed study should be carried out by either the Department of Water or the DDF water to assess the potential impact of extracting underground water on the water balance and water table. Since the ultimate goal of the IRWSSP is to improve the welfare of the rural people especially their health status, there is need for the ministry of Health and Child Welfare to carry out a detailed study aimed at quantifying the positive and negative health impact of the IRWSSP including underground water pollution from latrines. The IRWSSP should be linked to other natural resource conservation projects that are being implemented in rural areas.

9.0 Conclusions and Recommendations

The evaluation made a number of conclusions and recommendations, the major ones are listed below.

9.1 Institutional Arrangements

(a). The review observed that operationally there is little distinction between the NAC and the NCU and that the NAC members are becoming more and more involved with operational issues on the ground. This is caused in part by the level of representation in the NAC. It is recommended that,

the National Action Committee (NAC) membership be restricted to under-secretaries and above, chaired by the MLGNH, with a responsibility for

- *the approval of water and sanitation projects and plans generated at sub-district levels*
- *the setting of policies and standards, and the approval of strategies for the implementation of the rural water supply and sanitation sector.*

(b). The NAC operates with the support of sub-committees and currently members of the main NAC are also the same members who attend various sub-committees. This is not only an over-commitment on the part of the officers but also does not fully exploit the expertise that is available. It is recommended that,

the sub-committees are made up of operational officers, depending on their area of expertise and are open to other professionals in the water and sanitation sector.

(c) The NAC is an inter-ministerial body cutting across several ministerial mandates. As a result the NRWSSP is a shared responsibility co-ordinated but not owned by MLGNH. It is recommended that,

terms of reference pertinent to the operations of the NAC are developed for the chairman by the NAC to ensure consistence and accountability in the application of rules and regulations governing the operations of the NAC.

(d) The NCU has been involved in operational issues to the extent that the PWSSCs are being marginalised by the continued presence of the NCU staff in district activities that can be best handled by the PWSSCs. In the light of the new role of the NAC it is recommended that,

the role of the NCU s be that of:

- *policy and strategy initiation and promotion,*
- *overall programme co-ordination and harmonisation of standards,*
- *research, documentation and information dissemination,*
- *programme monitoring and capacity building,*
- *appraisal of proposals*

(e) Data bases have been developed ion individual ministries and agencies. A number of reports have been prepared and the water and sanitation sector has a very reach history. There is however no systematic attempt at documenting these experiences. Information management in the NCU is very weak. There is no officer responsible for this portfolio in the NCU. It is recommended that,

the NCU recruits an information and documentation officer and sets in place a system of data and information management

(f) The NCU has 3 officers and 1 messenger/driver. At the time of the evaluation there was no secretary and the messenger also assumed secretarial duties. The NCU depends on the MLGHN for its financial management, but as a unit it manages more than Z$200 million of district water and sanitation activities. Recognising this staffing situation and the volume of funds that need NCU monitoring it is recommended that,

additional officers are recruited into the NCU with skills in information management and documentation, accounting and possibly research.

It is important that the NCU be provided with a full time accountant, seconded from the MLGNH or recruited as a project officer on contract

The NCU should operate as a semi-autonomous cost-centre under the management of the co-ordinator and reporting to the permanent secretary of MLGNH

(g) The NCU is continuously overwhelmed by requests for its members to attend workshops or in some cases facilitate training at levels that does not warrant its presence. This is taking up at least 22% of the NCU time. It is recommended that,

the NCU prioritises its participation in sector activities and delegates some of its training functions to provincial staff.

(h) The MLGNH is structured for administration purposes, centring on procedural issues and the upholding and adherence to set statutes. The water and sanitation sector has over the years taken on a new character, resulting from a fairly dynamic process of change. This requires lead institutions that can be at the cutting edge of the processes. It is recommended that,

The NCU be modernised starting with its computerisation and communication systems to include email, internet and web pages.

(i) The DWD has been hosting the Water Resources Management Strategy (WRMS). Despite the NAC being a sub-committee of WRMS there is little evidence to show that the NAC fulfilled this function and that issues of primary water use and management were clearly articulated. It is recommended that,

the NAC should fully participate in the creation of structures aimed at integrating primary water needs in Catchment Council activities.

(j) At all district stations visited there were large stocks of pump-heads, some of them from 2-3 financial years back. Given the financial constraints of the DDF, it is recommended that,

DDF stocks only fast moving components rather than pump heads.

DDF participates in NAC meetings and makes information on the status of the maintenance system more readily available.

(k) One of the primary functions of councillors in the areas they represent is the mobilisation of communities for development. With decentralisation, it is important that there are seen to be performing this function.
It is recommended that,

the mobilisation function be fully transferred to the RDC

(l) Increasing agricultural productivity in the agricultural based economies of sub-Saharan Africa is regarded as one way of reducing poverty. It is recommended that

productive water is an essential component of the IRWSSP, with Agritex spearheading the activity.

(m) The PDC is the legal body for the co-ordination, planning and implementation of development projects in a province. Some PWSSCs are no longer as active as they used to. Strategies to address issues of community management, operation and maintenance, cholera outbreaks in addition to implementation concerns still need to be discussed making the provincial water and sanitation sub-committee relevant. It is recommended that,

the PDC ensures that the PWSSC meets and issues discussed are presented to the PDC.

(n) Communities hardly know what is contained in project documents and hence cannot make the RDC accountable for lack of performance. It is recommended that,

information bulletins (flyers and posters) on project content be available by the RDCs to communities.

(o) The RDCs have assumed an implementation role even where they do no have capacity. It is recommended that,

in order to facilitate a cost-effective capacity building process in the RDCs, NGO and private sector participation should be enhanced, leaving the RDCs with mainly a co-ordination and facilitation role.

(p) The effect of too much money with little capacity to absorb it breeds inefficiency and increases the potential for excessive financial leaks. It is recommended that,

the scale of disbursement for all projects is commensurate with capacity to manage and implement.

9.2 Operational Arrangements

Recommendations relating to the operational arrangements are:
(a) Guidelines have been taken as rules.
There is need for the application of guidelines in a flexible manner allowing for local variety and adaptation. The NAC has to take this into account in its training and assessment of proposals.
(b) Decentralization is undermining collaboration

There is need to revamp the DWSSC as some ministries and sector agencies do not see the value in attending these meetings. Furthermore there is need to clarify the role of those sector ministries who find themselves as both contractor and advisor to RDC (e.g. DDF).

There is need to strengthen collaboration with the private sector who are not actively involved at the moment.

(c) There has been a tendency to sell the fast moving activities, which are in demand such as water to the detriment of sanitation and hygiene. A supply driven approach that is being used is adopted with community leaders indicating that there is money for water and sanitation.

An ideal approach would be to have hygiene education, which will then see the demand for improved hygiene enabling facilities.

(d) The appraisal system of officers presents a challenge to the application of integrated approaches.

The system of project appraisal or indeed performance appraisal is output oriented and not process oriented. The result has been that the EHTs for example will focus on latrine targets or on number of sessions covered under PHHE and not so much as what the process of PHHE achieved.

(e) Decentralization has seen RDCs assuming a number of roles and responsibilities not only in the sector but over other sectors as well. Some such projects being implemented by RDCs are CAMPFIRE, District Environmental projects and PAAP. These projects have different accounting procedures and incentives. Consequently there has been declining interest in water and sanitation projects due to competition from other projects. Futhermore the RDCs find themselves lacking capacity to plan, implement and monitor the different projects.

- *There is need to review and revamp the water and sanitation programme so as to revamp interest in the W&S sector.*
- *There is also need for the national programme to co-ordinate with other programmes to avoid overlaps.*
- *RDCs should also utilise the Capacity building programme and not view it as a separate programme.*
- *RDCs need support in developing and strengthening their technical departments so that they are able to ensure quality control.*

(f) Some of the areas where research has been lacking include environment and gender issues in the programme.

As the programme further develops, there is need for more emphasis in such areas as the issues have a bearing on the sustainability of the programme

(g) While research results have been documented and resulted in production of manuals, these documents have not been made user friendly to the communities. Research results have largely remained in English and therefore useful to the English literate community.

There is need for the national programme to pay attention to documentation, packaging and distribution of the research finding

There are lots of opportunities, which are being under-utilized by the sector. Some of such opportunities are the current Integrated Water Research Fund, which may be accessed by the districts, or the NAC and the proposed Process Research Fund.

- *There is need to document processes and effects of the implementation of IRWSSP. Some of such specific areas could be in the areas of the use of PHHE, CBM, and Decentralization. At the moment most of the sector documents deal with policy issues, implementation procedures, and systems. There has been weak documentation of issues relating to " what was done, how it was done and what effects it produced". The documentation of the processes has become even more significant given the fluidity of sector personnel and the current AIDS pandemic.*

(h) While documents have been produced they have tended to circulate within the sector personnel and mostly within the national level.

- *A challenge is to improve circulation so that the documents reach the grassroots level, Schools, and other audiences outside the sector.*
- *There is also need to translate the relevant documents to vernacular so that communities may find them useful.*

(i) PHHE has been fully integrated into the Ministry of Health and Child Welfare's operational programme. However,

- *There is need to further refine health and hygiene monitoring indicators and ensure that these are used in reporting progress. Although it is easy to report on quantitative indicators, qualitative issues need to be taken into account in monitoring the process. Evaluations that focus specifically on health and hygiene need to be undertaken as a way of assessing impact on a regular basis.*
- *In the implementation of PHHE, positive results have been recorded in some districts such as Gwanda in Matebeleland South province. These experiences need to be shared widely amongst the districts. There is need for NAC to create a forum where this could happen. Exchange visits could be used as one way of ensuring different experiences are shared. In addition, success stories such as Gwanda need to be properly documented.*
- *Successes, which have been recorded, have largely been anecdotal, as there has been no impact studies carried out. It may be argued that there is no evidence to suggest that the application of PHHE lead to improved hygiene behaviour change. In a recent development MOH&CW supported by UNICEF has initiated an impact study in Goromonzi. It is hoped that this will lead to a larger scale study on the impact of PHHE.*
- *Although PHHE is a process, which promotes community action, a contradiction is presented by the application of rigid guidelines and standards. This then tends to limit community choice and initiative.*
- *PHHE is still not well understood by all the EHTs. This has led in some instances to the application of the process in a reactive manner. Rather than facilitate a process in which communities identify their own problems, clinical records are used to determine which tools are going to be used for creating awareness.*
- *At community level the EHTs are the main facilitators of the process. They are assisted by the VCWs. The major challenge is that the EHTs have other duties and are not able to focus solely on PHHE. At the same time the core business of VCWs who are under MNAECC is employment creation and other development issues. This therefore has seen the PHHE process being used in a reactive manner rather than strategic pro-active manner.*
- *At the District level there is still a tendency to box PHHE and CBM as two different activities or even projects. These two are not viewed as processes leading to community management of both hygiene and hygiene enabling facilities such as latrines and boreholes.*

(j) While the IRWSSP has identified participation as a strategy in the delivery of services, community participation is still viewed as a means of achieving project

objectives. Participation is not perceived in the context of building community capacity and organisation so that the communities are able to sustain or replicate the projects without external support.

- *The challenge is therefore to empower communities and not to limit their participation to provision of labour and materials.*
- *There is also need to define the objectives in participation, the strategy that will be used and the tools for community involvement. At the moment participation under mobilisation constitutes calling communities for a meeting in which the IRWSSP objectives, scope and roles and responsibilities are outlined. The VBCI uses participatory processes to collect data on facilities and needs, However beyond this process, there is no evidence that any other participatory processes are employed in getting communities to participate. (except through PHHE).*
- *There is also need for making information available at community level so that they can make informed choices and meaningful contribution to the IRWSSP.*

(k) The programme does not have significant pre-conditions that assess demand

- *As a measure of showing that the community are demanding the service there is need to make it a pre-condition that they contribute to the initial capital cost before development. This will engender a sense of ownership. The NRWSSP has to decide on the level of community contribution to the capital costs.*

(l) The programme did not give technical options and the cost implications to communities of technologies used. The involvement of the communities in making decisions on the technology they prefer is important. As efforts to shift the programme from supply to demand driven are made, the role of the communities in selecting technology to be used will be important.

- *The government agencies will have to play a role in facilitating the process of enabling the communities in making informed choices by providing information such as;*
  - *Technical options available*
  - *Capital cost of the technologies*
  - *Operation and maintenance implications*
  - *Suitability of the technology in relation to the geophysical conditions of the area.*

(m) Although the programme has made inroads towards gender balance, there still remains a challenge of gender mainstreaming. The planning, implementation and sharing of benefits and burdens does not take into account the rich/poor men and women and children. The programme has therefore tended to benefit more the rich and not the intended poor. Some of the problems in gender mainstreaming are: conceptual understanding of gender, obscurity of gender issues, lack of tools and skills for gender mainstreaming, lack of appreciation for the benefits of mainstreaming gender and the advancement of women

- *The NAC should take gender as one of the priority areas for development and should put in place a strategy for the incorporation of gender issues into the water and sanitation sector.*

POVERTY SENSITIVE APPROACHES

- *The programme aims at improving the conditions of living of the poor and unserved yet the subsidies have largely benefited the well off. A major challenge in the sector will be to ensure that project benefits do not only benefit the rich but the poor. There is need for improved targeting of subsidises to the poor. This can only be achieved if there is full community management.*

(n) Although the sector has provided valuable training in the sector, there is defined career path for sector personnel wanting to advance in the sector.

- *it is important that a career path be defined for personnel working in the water and sanitation sector.*

(o) Operations and maintenance is central and key to sustainability of the programme. What has emerged is that central government cannot cope with the responsibility of O&M (as indicated by the collapse of the three –tier maintenance system). Community based management (CBM) has emerged as a viable process offering alternatives for operations and maintenance. There are clear advantages to the application of CBM which go beyond O&M and spread to community organisation, ability to plan, authority and control over their development process. There are however some challenges that need to be addressed if CBM is to be a success. Some of the challenges are:

- There is need to scale up the implementation of CBM within the Districts. There is lack of conceptual understanding of the CBM concepts with most districts limited to seeing CBM as just operations and maintenance. It is against this background that the districts are therefore not implementing CBM at the inception of the project but rather leave it as an end activity in operations and maintenance. Districts tend to box CBM, PHHE and do not see the complimentarity of both initiatives.
- The implementation of CBM currently is dependent on the availability of donor funds. This implies that once there are no donor funds the whole programme will stop. There is therefore need to develop alternative means of funding CBM e.g. through the RDCs resources despite the fact these resources are limited. Reliance on donor support is not sustainable. CBM should be seen within a programme context not just as a project. This will enable long term planning on the part of RDCs.
- There is need to clearly define the policy framework for CBM. Related to the lack of a policy is the issue of clear-cut institutional arrangements for operation and maintenance. At the moment the role of DDF is not clearly defined.
- Although the communities seem to have accepted CBM as the way forward, they have not put in place adequate supportive mechanisms. This is especially true when it comes to raising revenue. There were no standing water point funds that have been put in place at community level for all water points visited. All the WPC visited did not have a bank account, yet all of them had a treasurer. Funds are raised on an ad hoc basis, as and when a breakdown occurs. Importance placed on the water system is limited.
- The CBM Implementation guide in its current form is for use by government and RDC staff and not the community. There is need to further develop material, which can be used at community level explaining all the fundamentals of CBM in vernacular.
- It is strongly recommended that in order for the programme to ensure a systematic approach to CBM development and expansion, the programme needs to carry out an assessment of CBM implementation to date. Experiences gained during the implementation can then be used to define improved guidelines/rules i.e. the CBM implementation guide and designing a sound policy framework in which to implement a more sustainable community based management.
- Given the increasing number of new handpumps being installed and the existing pumps which are now ageing, and this is increasing the maintenance burden, there is therefore need for a proper and detailed assessment of present and future personnel needs as well as finance requirements for an effective operation and maintenance system.

9.3 Financing/Funding Arrangements

The evaluation observed that:

(a) There is a high dependence on donor financing for capital developments within the water and sanitation sector. The Government and the RDCs are not allocating any resources in those districts which have "completed" implementing their water and sanitation projects. Facilities and institutional structures are collapsing upon completion of the IRWSS projects and this raises questions about the sustainability of the whole programme. It is recommended that, *the Government/RDCs should increase their contributions in sector financing inorder to enhance the sustainability of the programme*

(b) Less resources care being allocated for the operation and maintenance of water and sanitation facilities. The result being that broken down water points are not being repaired causing the community to resort to their traditional sources and this has negative and costly health implications. It is recommended that,

- *RDCs should stop seeing O&M as the Government's responsibility. They should start allocating some resources for the O&M of water points within their districts.*
- *Government should allocate a maintenance grant to the RDCs to complement their efforts since their resource base is still weak.*

(c) The three tier maintenance system has proved to be unsustainable in the face of dwindling resources from central Government. It is recommended that,
the RDCs should create a department and allocate resources, that deals with the maintenance of infrastructure including water and sanitation. The department will give the necessary back-up to community based maintenance initiatives.

(d) Piped water schemes at growth points and rural service centers are experiencing serious operational problems because of their failure to meet operational costs due to the lower tariffs. Government is currently subsiding these schemes. It is recommended that,

tariffs for the water consumed should be raised and collected to offset the operation and maintenance costs of these costs.
Given the current financial problems facing Government, it would not be advisable to construct new piped schemes in the absence of a clear cost recovery policy.

(e) The Review Team noted that little investment has gone into the construction of both family and deepwells despite their having the lowest investment per capita cost. It is recommended that,
where it is technically feasible, priority should be given to the construction of family wells as these are cheap and have no maintenance problems.

(f) Disbursement delays are being experienced for some districts due to their failure to submit progress reports on project implementation as well as ROE in line with both Government and Donor requirements. It is recommended that,

- *the NAC/NCU should make efforts to ensure that the RDCs are made aware of their obligations in the Government to Government agreement and a copy of the signed agreement should be sent to the concerned RDC.*

- *Secondly, NCU should come up with a clear format for the preparation of progress reports that meets both the requirements of Government and Donors. This will save resources and time on the part of the RDCs who in some cases have to prepare two separate reports for the Government and the Donor.*

(g) The water and sanitation programme is failing to utilize all the resources that are allocated within a given financial year. On average about half of the budgeted funds are being used due to institutional, capacity and bureaucratic constraints within Government and the RDCs. It is recommended that,
the NAC should seek solutions through Government of addressing capacity constraints within the RDCs as well as minimizing the bureaucratic constraints within the Government system. The Capacity Building Programme should be refocused to address the financial management problems currently being faced by the RDCs.

(h) The Special Account is a positive development that has generally improved the disbursement of funds from central Government to the RDCs. However, the introduction of the Special Account is a necessary but not a sufficient condition of solving the disbursement problems within the water and sanitation sector. Its introduction should be looked together with other institutional and capacity constraints currently affecting the Government system. Despite its introduction, disbursement problems continue to be experienced particularly after the first disbursement due to delays by both Government and the RDCs to process the required documents in time. It is recommended that,

to improve the effectiveness and efficiency of the Special Account Method, Government should devote more efforts in streamlining and improving the operational efficiency of the civil service.

(I) The RDCs are currently not entering into any formal contracts with Government Ministries and Departments contracted to provide various services within the water and sanitation programme. Experience has shown that in some cases the RDCs end up being prejudiced either due to under-performance or nonfulfilment of the mutually agreed tasks.The districts in most cases end up being financially prejudiced due to cost escalations of unfinished tasks. In the absence of a legally binding contractual obligations, RDCs can not claim for compensation.It is recommended that,

RDCs sign legally binding contracts with all service providers including. In cases where they lack the technical capacity to supervise , use should be made of competent private sector experts to provide such services.

(j) The community has played a very active role during the planning and implementation (provision of labour and materials) of water and sanitation projects. However, their involvement in the operation sand maintenance of facilities has been limited as Government is currently "meeting" all maintenance costs. Given the current financial constraints facing the Government, it is recommended that,
the communities be more involved in the operation and maintenance of facilities by contributing money and carrying out those repairs which can be handled at community level.

(k) Sanitation subsidies are currently not benefiting the poor, the unemployed and the disabled due their inability to provide the extra bag of cement as well as paying the builder. The major beneficiaries are the councilors, politicians, the gainfully employed and the business people. It is recommended that,
the NAC in conjunction with the RDC should develop a clear sanitation strategy which ensures that the sanitation subsidies reach the intended beneficiaries.

(l) Financial reports are either not regularly available in most districts and where they exist they are nor well constructed. Also the format of preparing the financial reports differ from district to district. Prompt monthly financial reports are essential for sound management of project funds. Most of the disbursement delays currently experienced by districts are due to non-submission of financial reports. In some districts RDC Finance Officers do not even attend DWSSC meetings. It is recommended that,
internal financial reports on project performance be prepared monthly to assist in project management.
secondly, the NAC should meet more often with the RDCs Finance Officers to periodically review and discuss problems related to the financial management of water and sanitation funds rather than wait for the sector Accountants workshop that is held once a year.
thirdly, the Finance Officers should attend the DWSSC meetings to acquaint themselves with water and sanitation programme and its requirements.

(m) There is a tendency among districts to allocate more resources towards hardware components like boreholes and latrines at the expense of software compare components like Health and Hygiene education and community training. The software components are the most important in enhancing behaviour change as well as the sustainability of programme benefits. It is recommended that,

to enhance the sustainability of programme benefits, RDCs should allocate more resources towards activities that lead to community empowerment and behaviour change .

(n) Resources continue to be spent on the preparation of Village Based Consultative Inventories (VBCI) and there is very little evidence that most districts are using the inventory data for planning purposes as evidenced by the difficulties of accessing the reports at RDC Offices. In some cases the inventory is done when the project has already started and will therefore have little impact in influencing the allocation of facilities and subsequently resources. Similarly, funds are being spent on the preparation of hydrogeological Reports for districts as these indicate groundwater availability and appreopriate methods of abstraction. In most cases, these are also dsone either in the middle or towards the end of the project implementation. It is recommended that,

carrying pout VBCIs is useful and should be continued as they provide valuable information for planning purposes. However, to get value for money, the VBCIs should be completed prior to project implementation and the NAC/NCU/RDCs should ensure that these continue to be used as reference documents and should be periodically updated.
secondly, the preparation of Hydrogeological Reports should be continued but to get value foe money, its timing should be done in such a way that the results of the surveys are used for influencing the investment options in the district.

(o) Most districts implementing water and sanitation projects are generating a lot of interest as the project funds can not be used all at once. Some of the money is temporarily put in call accounts to generate interest. It is recommended that,

given the serious capacity power problems within the Finance Sections of most RDCs, some of the interest realised can be used to hire additional staff, purchase the required equipment or to strengthen the management of the RDC subject to a defined operational plan and clear terms of reference.

9.3 Outputs of the Programme

The evaluation came up with the following conclusions and recommendation

a) The evaluation showed that not all the districts were guided by a village based consultative inventory and the basis that was used to decide on the implementation strategy was not apparent. It is suggested that any new water and sanitation project should be planned on the basis of village level inventories.

b) Some of the VWSSCs were never established or were only constituted after the project had started. It is recommended that these should be established before the project starts in order for them to be actively involved in awareness creation. The DWSSCs should aim to implement training through the PHAST project being spearheaded by the MoH&CW.

c) Not all the key players in the IRWSSP were adequately trained to prepare them for their role in the programme. As the RDC will play a lead role in any new project the roles of the Councillors and their executive staff should be identified. The training of council

staff and councillors should be in line with the role and responsibilities of the personnel involved.

d) All the districts visited failed to meet the borehole and water point rehabilitation targets and no attempt was made to revise the targets each year. One of the major contributing factors towards the failure to meet targets was the lack of proper system for supervising the tenders. It is suggested that a system of supervising the winners of the tenders be developed as it is viewed as the key factor in progress towards meeting the borehole drilling targets.

e) Communal facilities are good in that they service a large number of people at the same time. The major problem with such facilities is their operation and maintenance unless the traditional leadership is involved in the programme. The IRWSSP should make efforts to integrate traditional leadership in the programme and at the same time encouraging construction of individually maintained facilities rather than communal ones.

f) The DDF has been awarded tenders for borehole drilling even though it is a member of the NAC but has never performed according to expectations. In view of the persistent failure by the DDF to meet the drilling targets, the NAC is encouraged to review the need for a member of the NAC to be responsible for the drilling part of the programme.

g) In most districts, water provision was largely through the drilling of boreholes, deep and family wells with no efforts made to explore other forms of technology. The IRWSSP is encouraged to explore other technology options such as spring protection and rainwater harvesting especially for use in areas where these conversional technologies might not be suitable.

h) At the moment, the programme is too focussed and the only benefit of boreholes seems to be drinking water. There is need to shift emphasis from purely provision of potable water to that of productive water so that the money that is generated can be used to maintain the water points.

i) Ownership of water points did not seem to extend to the operation and maintenance of the facilities which the communities thought was the responsibility of the pump minder. This calls for the need to intensify the awareness creation programmes to allow communities to take charge of the provided facilties.

j) Although CBM was viewed by many as the way forward, there is need to involve all members of the NAC including the DDF, at all stages of its development to avoid the prevailing situation where the DDF has literally abandoned it.

k) In areas where CBM has been introduced, the structures that had been set up are no longer in existence as some of the trained pump mechanics have moved elsewhere in search of greener pasture largely due to lack of employment opportunities in the districts. It is important that the DWSSC supervises the CBM implementation process in order to take corrective measures where this might be required.

l) The failure of the sanitation part of the programme to meet targets was due to lack of a proper strategy for subsidy distribution among other things. But now with the RDC taking on the management role in future water and sanitation projects there is an opportunity to involve councillors together with EHTs and VCWs in the issue of cement. It is recommended that the DWSSC develop guidelines for the distribution of materials and spares.

m) It is important that builders are fully trained before cement is issued. It maybe useful to consider issuing certificates to trained builders so that communities are aware of who has received the training as some of the structures were not properly constructed resulting in them either not being used of collapsing.

n) It is recommended that cheaper options of the Blair latrine be explored instead of lowering the latrine standard as suggested by some of the DWSSC members. This should be complimented by strengthening the latrine builder training exercise to ensure that good quality and durable structures are constructed using the provided bags of cement instead of increasing the amount of subsidies.

o) The programme is encouraged to adopt a deliberate policy of promoting women's involvement in more meaningful roles. The programme should also train women as latrine builders, however this will require the development of special builder training courses as the men normally recruited to the builder training programme on the basis that they already have skills in building.

p) There is need to clarify the role of the chairman of the DWSSC, implementer and the co-ordinator. Conflicts between DA and RDC can arise as a result of the lack of clarity about the roles and in some cases the working relationship is personality dependent. This has negative implications on the outputs of the IRWSSP.

q) The distribution of subsidies for the construction of latrines does not seem to take the needs of the poor, the elderly and the disadvantaged into account. During the community mobilization part of the programme, it is said that everybody qualifies to receive cement and other subsidies raising anxiety even among those that can well afford to build latrines without any form of subsidies.

r) The NCU has the responsibility to co-ordinate the smooth functioning of the communication process and the need for continuous feed back to the district is apparent. In appreciation of this important role, there is need therefore to restructure

the NCU by decentralising some of its activities to the provinces in order to make it more effective.

s) RDCs should put in place some funding mechanisms to ensure the sustainability of the programme even after the funding period by the donor is over. The RDCs are encouraged to create a water and sanitation fund to support the programme in the same manner that the donor community has been doing over the years.

t) The possibility of establishing a revolving fund at the village level to allow communities to have access to advance funding payable over a defined period need to be tested, possibility through a well structured research project. Such a project would be useful in order to provide a framework under which such a system can operate.