

INTEGRATION OF COMMUNITY WATER POINTS MANAGEMENT WITHIN THE CONTEXT OF OVERALL PLANNING IN MVOMERO DISTRICT COUNCIL

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Abstract

During the past decade, the government had solely been responsible for the provision and maintenance of water points in the rural areas without any financial contribution of capital cost of the projects from beneficiaries. The beneficiary communities were only providing unskilled labour and locally available materials for construction.

This case study addresses the challenges to implement community managed schemes using the Mvomero District experience as an example in stimulating community initiative from *supply driven* to *demand driven* management through planning.

Development of the community planning and management model is expected to be one of the successful initiatives which will influence accountability, responsiveness, effectiveness and participation amongst actors.

CHALLENGE

Introduction: Water in Mvomero

Water is one of the development priorities of the Mvomero District council. The National Water Policy (2002) stipulates that communities are responsible for full cost recovery, which means the recovery of the complete cost of the installation of the water scheme, as well as covering costs for operation and maintenance. Therefore water service sustainability is not just about reaching the design life of a technology, but also about the ongoing availability of clean, affordable and accessible water. Mvomero district community have stressed that cost recovery can be met with major reform in water governance. By improving water governance, the enabling environment for investment will improve as transparency, accountability, participation and inclusiveness will be efficiently affected and addressed through rule of law.

Early in 2009, SNV conducted a baseline survey in order to establish benchmark data required at the initiation of capacity development services to meso-level organizations and develop strategic plans to contribute in National Strategy Growth and Reduction of Poverty achievements. SNV analyzed the Geodata technical report (Water Point Mapping-2007) and experience of WaSH stakeholders. This resulted into a framework intended to help user, service provider and enablers to identify and address the underlying causes of non functional water scheme through a reconnaissance survey and workshop approach. The framework also reiterated the quantitative data and captured the qualitative factors of effectively managed water schemes, which produced community demand needs on how to sustain their own water scheme. This baseline survey was conducted in four sample villages – Vikenge, Melela, Doma and Hembeti focusing on effectiveness and efficiency of water facilities, accountability and transparency of water points management community participation and responsiveness, equity over rule of law and inclusiveness in the whole planning process. The general results showed poor planning and management at all levels (user, enabler & provider) was the primary correlate of non-functionality. Therefore the intervention and challenges faced to implement community management are explored in the rest of the report.

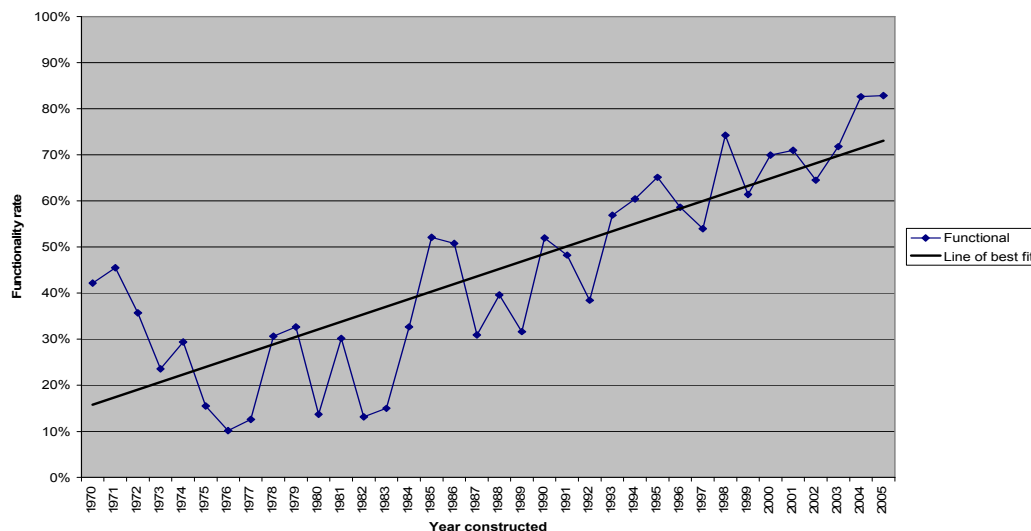
Mvomero is a new district, now separated from the former Morogoro district with 4 wards and 31 villages and a total population of 260,525. It is among the six councils (Kilosa, Kilombero, Ulanga, Morogoro District and Morogoro municipal) of Morogoro Region. Mvomero District Council acknowledges the efforts made by its partners (World Bank, The Netherlands, Switzerland, Denmark and Unicef) to improve social economic development in the district, (*Mvomero District Council profile, 2006*).

Evidence based data collection

The Geodata report was the basic tool used to explore the causes of water schemes’ non functionality during the baseline exercise. The baseline framework used a combination of participatory processes like village reconnaissance visits where focus group discussion, interviews, site observation and people photographs were conducted. The stakeholder workshops were used as feedback sessions of the field findings and Governance for Empowerment issues were identified as detailed in Table 1.

SNV brought in Local Government Authority (Mvomero District Council) and other stakeholders within the district (¹CMMUT, ²WEDECO) to jointly undertake the baseline study in each activity. SNV facilitated the inclusion and assessment of Governance for Empowerment in the baseline study to generate more information from users, service providers and enablers’ perspective on WaSH access status.

Graph 1: The functionality rate of extraction systems against installation year



Source: Geodata extracted data set report, 2007

Note: From the graph above it is assumed that the functionality rate would be increasing with the year of construction but the reality is contrary to the assumption as some of the oldest schemes are not functioning due to poor maintenance. There has been a trend of installing new scheme and focus on the coverage of water points without having the clear modalities of operation and maintenance of old schemes to maintain their functionality.

¹ Chama cha Mazingira na Maendeleo ya Umma Tz
² WEDECO

Table 1: status of WaSH key governance variables in Mvomero District

GfE criteria	Status of GfE in the Mvomero District	Why
Effectiveness and efficiency (administrative boundaries, actors' roles, scheme management)	<ul style="list-style-type: none"> There is no coordination, collaboration and partnerships amongst all actors and within government WaSH sectors. No definite plans to counter Operation & Maintenance for the water scheme management Inadequate funds to cover water scheme running cost 	<ul style="list-style-type: none"> Failure to account for responsibilities amongst actors (enablers) Inabilities to carry out responsibilities (providers) Users are reluctant to pay for water service
Rule of law	<ul style="list-style-type: none"> The existing village water committees have no legal status according to National Water Policy Nothing is implemented without the existence of laws 	<ul style="list-style-type: none"> Inadequate dissemination and flow of information at all levels Water bye-laws and regulations are not clear and law enforcement is poor
Accountability and transparency	<ul style="list-style-type: none"> There is misuse of resources from illegal connection 	<ul style="list-style-type: none"> Inadequate/poor monitoring and follow up system Lack of civic education
Participation and responsiveness	<ul style="list-style-type: none"> Unclear communication flow between actors (who decides what and when) 	<ul style="list-style-type: none"> Water policy is not clear
Equity and inclusiveness	<ul style="list-style-type: none"> No involvement of institutions like schools 	<ul style="list-style-type: none"> Lack of departmental link during planning at district level

Source: Mvomero key WaSH stakeholder workshop report, - March 2008

OUTCOME

Multi-stakeholder processes: *Dialogue based on real numbers*

The baseline exercise was an eye opener to all stakeholders and Mvomero District Council took its own initiative to work on the water point mapping findings. The district managed to revive water points in a number of villages making a total of 53 water service points within 7 wards. This case is about the water scheme serving three villages (Vikenge, Konga and Sangasanga) from the ³quick win programmes.

Based on the good collaboration they have had with SNV, Mvomero District requested SNV for facilitation of the process on how they can jointly maintain the improved situation to ensure there is no fall back again. SNV keenly shared with Mvomero District the governance aspect emerged from the stakeholder workshop which hampers the continuity and sustainability of the water systems.

SNV facilitated the district through a process of selecting and Local Capacity Builder amongst four Civil Society Organizations that had replied to the expression of interest. Out of this exercise Water & Environment Project Maintenance Organisation (WEPMO) qualified to take up the LCB role in planning and management model development in a closely collaboration with Mvomero District and SNV. Selection of LCB was based on sectoral focus and proximity to field location. In this joint venture, Mvomero District stands as the owner of the product to use and replicate to other district areas while SNV is the core facilitator of the process and strengthens governance capacity of both Mvomero District as client & WEPMO as LCB. SNV/MvDC/WEPMO sought to use a different approach to accommodate the planning and management model with strong incentives for operating and maintaining existing services based on communities proposals. The model is to ensure strong sense of local ownership, regular and responsive support from (local) government, capital cost recovery from users and O&M

³ Projects which brings impact with limited resources

IMPACT

insurance but foremost improvement of community demand channel from civic voice.

The Ministry of Water and Infrastructure (MOWI) has commissioned SNV to support the ministry in a national Water Point Mapping exercise for 2009 /10. MOWI is committed to the rehabilitation of existing water schemes based on the outcomes of the mapping. Models for sustainable management of water points and schemes have been designed and have been successfully piloted. A national database has been pursued with Water Aid and UNHABITAT.

LESSONS LEARNED

Challenges

- Water service financing has been related to supply side investment for years, which is no longer sufficient in community water scheme demand management. Although it's clear that, communities are responsible for Operation & Maintenance for 100% but insufficient dissemination of cost sharing modalities has contributed into poorly managed scheme. Communities have no enough financial management skills to support them in planning for water-service rate collection system, managing operations and maintenance and auditing.
- There is a very close link in water sources management between the water basin office and Local Government Authority, which it's not well known by stakeholders from village to district level hence the community dare not clear on how to obtain the legal ownership of water sources which are managed by Water Basin Office
- The district does not consider the planning process as a pivot key to scheme sustainability and has an impact into the whole scheme management.
- There is weak collaboration between the district and a number of local civil society organizations that deal with governance issues (community mobilization, facilitation, awareness rising) of community management schemes.
- Implementation of the National Water Policy, which explains the management modalities of community owned schemes, is not clear at user level where the community could easily account for inclusiveness, accountability, transparency and rule of law of the existing structures, system and operation to affect the efficiency of the proposed management.

Lessons learned

- ∞ SNV has facilitated the change process by raising peoples' demand through sharing the water point mapping with key stakeholders in Mvomero District. This also helped the district to prioritise scheme rehabilitation rather than building new schemes to increase the service points.
- ∞ **Coordination between district departments** in terms of communication flow has a positive impact into effectiveness of the districts' performance, e.g. the effort made by Mvomero District Water Sanitation Team (DWST) to include ⁴Konga village in rehabilitation process is highly recognized since they both benefit from the same scheme:
 - Accountability – who has decided, what has been done with the money and how has it been relevant to the people.
 - Transparency – what structures & system do exist and how do they operate
 - Responsiveness - what monitoring, follow up and evaluation tools do exist and how decision are made

⁴ Konga village is in Morogoro Municipal Council

- ∞ Inadequate dissemination and flow of information (the legal structures, how systems should work and operate) hinders communities to demand for their rights
- ∞ Cost recovery at scheme level is possible if and only if communities are facilitated to manage their scheme in clarity of how to make and take up decision in pricing, revenue collection, regulations, bonds & contract under National Water Policy.
- ∞ Over and above transparency, the management of the collected revenue at scheme level can be well monitored by external auditing system to counter accountability and fair play between user and service provider
- ∞ To expect communities to devise their first contract, taking into account all necessary features without any prior experience of contractual arrangement is a tall order. The standardised contract at district would easily facilitate a follow-up tool to know exactly what to look for and what to expect in a mean time

The next steps

Table 2 illustrates the key focus areas, which will be covered since the model is developed in a geographical setting where there was a genuine concern and is demand driven from the community to improve the existing situation.

Table 2: Issues to be followed up in model development

Levels	Key focus areas	Issue to be followed
Enablers	<ul style="list-style-type: none"> • How does LGA manage WaSH data? • Is there a system for data updating data? • How does LGA prioritise use of budget? 	System for periodic check up/follow up on water point functionality Criteria used for in service provision
Providers	<ul style="list-style-type: none"> • How does O&M carried out in management system of water points? 	Financial planning and management Supervision and monitoring system for water points Information channel and decision making
Users	<ul style="list-style-type: none"> • What is the contribution system/ service charges? • How is community involved in planning and management of the whole service? 	System to capture and work on complaints How do users hold providers accountable? Information and verification system

Therefore:

- √ LGA is prepared to rehabilitate the water scheme infrastructure with total of 15 service points for three villages
- √ SNV is facilitating the management model development through capacity building services to client and LCB as well
- √ LCB is the key facilitator in bringing up the issues of concern on existing modalities at all levels (user, provider & enabler), analysing the strength & challenges of the management structures, system and operations