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UNDP/WORLD BANK/ UNICEF PROJECT PAK/90/013

GOVERNMENT OF PAKISTAN
MINISTRY OF LOCAL GOVERNMENT AND RURAL DEVELOPMENT

INCEPTION REPORT

FEDERAL SUPPORT UNIT

May 11, 1992

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INCEPTION REPORT

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LIST OF ABBREVIATIONS

A/XEN	Assistant Executive Engineer
ADP	Annual development Plan
AKRSP	Agha Khan Rural Support Program
BHU	Basic Health Unit
CE	Chief Engineer
CESI+	Country External Support Information (system)
CIDA	Canadian International Development Agency
HRD	Human Resource Development
ITN	International Training Network
LG&RDD	Local Government & Rural Development Department
M&E	Monitoring and Evaluation
MIS	Management Information System
MLGRD	(Federal) Ministry of Local Government & Rural Development
NGO	Non-Governmental Organization
O&M	Operation and Maintenance
OPP	Orangi Pilot Project
P&D	Planning and Development (Department)
PHED	Public Health Engineering Department
PROWESS	Promotion of the Role of Women in Water & Environmental Sanitation Services
RWS&S	Rural Water Supply and Sanitation
SDO	Sub-Divisional Officer
SE	Superintending Engineer
SRSC	Sarhad Rural Support Corporation
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Program
WHO	World Health Organization
XEN	Executive Engineer

FOREWORD

This report is the first major output of the Federal Support Unit as identified in the main workplan of the project PAK/90/013. The report is divided into three sections. The first section presents a background of the sector and discusses the institutions, coverage, activities and future targets for coverage of rural water supply and sanitation (RWS&S) in Pakistan. The Strategic Investment Plans and the role of the Federal Support Unit are also presented in this section.

Section B of the Inception Report focuses on monitoring and evaluation activities in the sector. The current situation of monitoring and evaluation of RWS&S sector in Pakistan is discussed in chapter 2 of the Section and is based on the findings of field visits of the M&E adviser. Chapter 3 of Section B presents an outline of an MIS for monitoring and evaluation of the sector. The objective and the structure of the system is discussed. The strategy for developing and operationalizing the system is described and an approach towards an integrated MIS for M&E is presented. The objectives and production of the quarterly sectoral newsletter is explained in chapter 4. A proposed plan of action for the M&E adviser is suggested in chapter 5.

Section C of the report concentrates on community participation, health and hygiene education aspects of the water and sanitation sector. A review of the current sectoral activities in community participation, human resource development and hygiene education is presented in chapter 6 of Section C. The review is based on the findings of provincial level field visits and meetings with key officials. Chapters 7, 8 and 9 present a detailed outline describing both short term and long term initiatives and propose operational recommendations for promoting people's participation, human resource development and hygiene education in the sector. A plan for support activities is discussed in chapter 7. The institutional action planning is explained in chapter 8. The last chapter of Section C presents the ITN concept of human resource development.

Revised workplans of the M&E adviser and the community participation adviser are presented in Annex I and Annex II respectively. Annex III includes the Terms of Reference developed for the PROWESS National Team.

EXECUTIVE SUMMARY

A. BACKGROUND

I. The Inception Report is prepared with the objective of: presenting a situation analysis of the rural water supply and sanitation sector; addressing the needs of the sector with respect to key areas including monitoring and evaluation, community participation, human resource development and health/hygiene education; and proposing an outline for strengthening the sectoral agencies in the key areas. The Report provides a background of the sector with particular emphasis on monitoring and evaluation, community participation, human resource development and health/hygiene education. A conceptual framework for strengthening the Federal and Provincial/State governments capacity to monitor and evaluate RWS&S sector programs is presented. The report also proposes an outline of a national strategy for involvement of community in the planning, execution and management of water, sanitation and health/hygiene education projects.

II. The project was operationalized in September 1991 after the appointment of the Chief Technical Adviser. The first output of the FSU was the Workplan Document prepared in January 1992. The Document described the activities and outputs of the Unit envisaged for the accomplishment of project objectives. The first activity described in the Workplan was a series of visits to provinces for preparation of the Inception Report. Subsequently visits to provincial agencies (PHED, LG&RDD, P&D and Health Departments) in Punjab, Sindh, NWFP, Balochistan and Azad Jammu and Kashmir was conducted and discussions were held with the staff of these agencies. The Inception Report is based on the findings of the field visits.

III. A number of issues, constraints and activities related to the objective of the Project were identified during the field missions. Some of the activities are additional to those envisaged in the original project documents and in the initial Workplan especially those around MIS development for monitoring and evaluation and ITN related activities. In view of their importance to project objectives it was considered necessary to redefine the workplan and incorporate the additional activities in the Workplan. These are discussed in the Report and a revised Workplan is presented in Annex I and Annex II.

B. ACTIVITIES UNDERTAKEN BY FSU:

1. Prepared workplan for the project.
2. Field trips to provincial PHED, LG&RDD, P&D, Health and Social Welfare departments in Punjab, Sindh, NWFP, Balochistan and AJ&K.

3. Participation in following workshop/seminar and meetings:
 - i. Workshop on SARAR techniques held in Saidu Sharif, Swat in November 1991.
 - ii. Seminar on 'Involvement of Beneficiaries in Rural Water Supply and Sanitation Program' held at MTRI Karachi on November 25-26, 1991.
 - iii. Fifth PIRC meeting held in Mirpur in December 1991 .
4. Developed a conceptual framework of an integrated MIS for monitoring and evaluation of rural water supply and sanitation program. The framework is presented in the Inception Report.
5. Developed an outline of a national strategy for mobilization of community in RWS&S programs, for human resource development and hygiene education in the sector. The strategy is presented in the Inception Report.
6. Prepared and finalized the Inception Report.
7. Arrangement of fellowships for the Joint Secretary (R), Director (R) and Deputy Director Community Participation and Hygiene Education.
8. Arranged and conducted the study tour of Bangladesh and Nepal for PHED and LG&RDD staff.
9. Prepared TORs for the quarterly sectoral newsletter and finalized selection of consultants for assisting the Ministry in its production.
10. Prepared proposals for a seminar on Community Management in RWS&S Schemes and for Development of Modules for Training of PHED and LG&RDD Staff.
11. Reports and articles on sectoral issues prepared for the Secretary and Ministry of LG&RD.
12. Preparing database for storing information on sector projects.
13. On-job training of the project counterpart staff.
14. Collaboration with the RWSG-SA and donor agencies in the sectoral programs.

C. MONITORING AND EVALUATION SECTION

Main Findings

IV. The system of M&E of RWS&S Programs of the two main agencies (PHED and LG&RD) was reviewed. At present only the physical and financial progress of under-implementation projects is monitored by the PHED and the LG&RD departments. The latter two departments send quarterly progress reports to P&D where the progress is reviewed and funds are released accordingly. The primary reason for this monitoring is to satisfy the requirement of P&D department. Major weaknesses of the current system are summarized below:

1. Incompatible format for information collection is used by PHEDs and LG&RD Departments. Different proformas for collecting information are used by the two departments in the four provinces.
2. Inadequate information for monitoring and evaluation is being collected. Limited data on physical and financial progress is collected.
3. Lack of proper and systematic method of storing information. Data is stored manually on files.
4. Limited manpower resources for data collection.
5. Lack of computer facilities in the PHE and LG&RD departments.
6. Lack of staff trained in computer and M&E skills.

Outline of the Proposed Strategy

V. Development of a comprehensive and integrated Management Information System for monitoring and evaluation is a gradual and long term process and has to be achieved in several steps. Given the time and resource constraint of the Project the most feasible and effective strategy is to work on a pilot scale and concentrate in one province, facilitate the sector agencies in development and operationalization of an MIS for monitoring and evaluation of sector program in the province and then to propose for replication of the system in other provinces/state. Once similar systems are operationalized in all the provinces, these can be linked to the M&E system at the Federal Ministry of Local Government and Rural Development and data from the provinces can be fed into the central system at the Federal Ministry. Together the provincial and the federal sub-systems will form an integrated MIS for M&E of sector programs.

VI. Field visits to provincial PHEDs and LG&RDDs and an analysis of the existing situation has led to the conclusion that at present NWFP offers the maximum potential for successful development and operation of an MIS for monitoring and evaluation of RWS&S programs. The two main departments (PHED and LG&RDD) have

the hardware facilities and trained manpower to operate the system. In view of this it is proposed that NWFP should be selected for the pilot phase of the project. Once a system is developed in NWFP it can be replicated in other provinces.

VII. Briefly the following steps are planned for developing and operating the system in the selected province:

1. Eliciting the interest, active cooperation and participation of the provincial P&D, PHED and the LG&RDD in developing and installing the system in the respective departments. This will be achieved through seminars, workshops and discussions.
2. Establishment of a small M&E cell in PHED and the LG&RDD.
3. Study of the requirements of M&E of RWS&S sector in the three departments by conducting a systems study.
4. Development of the M&E system. This will include design of proformas, formats of databases and reports and identification of mechanism of information flow from the field to the M&E cell. This is the system design component.
5. Installation of the system on computers.
6. Training and orientation of M&E cell staff.
7. Test run and operation of the system.
8. Linkage of the (PHED and the LG&RDD) systems with the M&E system at P&D.

VIII. As mentioned earlier the development of a comprehensive MIS is a long-term process and will require several years; a short term arrangement has been suggested to keep the Federal Ministry posted with information on projects and the sector. The arrangement calls for establishing direct links between the Federal Ministry and the provincial departments (PHED, LG&RDD and Health Departments). It is suggested that copies of the monthly and quarterly progress reports of these departments should be obtained. The Ministry will be facilitated in developing a database to store relevant information of the progress reports. Similar databases will be developed at the Ministry for storing information on progress of sectoral projects: WATSAN, ACWATSAN, IDA Assisted Projects and activities under the Master Plan of Operation. These databases will be designed according to the requirements of the Ministry and will be updated regularly and strengthened to form a Management Information System for monitoring the progress of sectoral programs and for producing monitoring reports.

Newsletter

IX. The Federal Support Unit is also assisting the Ministry in the production of a quarterly sectoral newsletter. Services of a publication consultant will be hired to assist the Ministry in producing the newsletter. A consulting agency has been identified and Terms of Reference for its production has been developed. The first issue is planned to be published in June 1992.

D. COMMUNITY PARTICIPATION & HEALTH/HYGIENE EDUCATION

Main Findings

X. Operation and maintenance costs accounts for nearly 80% of the funds allocated to PHEDs and LG&RDDs. Cost recovery is low and users are in general not involved in planning, execution and management of schemes.

XI. Increase in demand for water and sanitation facilities and shortage of development funds have made the federal and provincial line agencies more sensitive to the need of promoting community involvement in the sector.

XII. New and innovative methodologies with strong emphasis on community participation, human resource development, hygiene education and cost recovery mechanisms are being planned by sector agencies for implementation. AJK followed by NWFP have taken lead initiative in integrating new concepts in water and sanitation programs. However these efforts need to be reassessed for large scale replication in the country.

XIII. Integration of new concepts in water and sanitation projects and their effective implementation requires trained manpower. At present there is a need for human resource development through training of PHED and LG&RDD staff especially in the areas of hygiene education and community outreach methods.

XIV. The network of training institutes (NCRD, MTRI, PARD and Provincial Rural Academies) established by the government is primarily catering to training needs of mid-level managers involved in rural development. Most of the training is either technical with focus on engineering aspects. Generally training programs are broad based and focus on rural development as a whole without specifically addressing the training needs for water and sanitation sector. The Institutes should also concentrate on development of training materials for projects. Shortage of proper training equipment and skilled staff are some of the major problems currently faced by the Institutes.

XV. Hygiene education has received limited attention within

the sectoral activities. Some initiatives have been taken by donors and NGOs (Save-the-Children Fund, HERC, ABES) to strengthen this component in sector program. Strong linkages need to be established between field operators and line departments to accelerate hygiene education program. Furthermore, communication materials based on local needs should be developed to enhance the efficacy of the hygiene education program.

Outline of the Proposed Strategy

XVI. The strategy is developed with the objectives of: promoting participatory development within water and sanitation sector in Pakistan and; strengthening of hygiene education component in sector program. Human resource development through sector specific training is defined as a major component for achieving the strategy objectives.

XVII. A learning phased approach is suggested in the strategy to promote participatory development within the sector. This will first involve the testing of different modules of participation, which can then be adapted on a larger scale. In the initial three years a phased approach will be adopted for 'Catalytic Demonstration' and the module project will be consolidated, institutionalized and address the issues relating to its large scale replicability. The module on a provincial level will deal with shortage of skilled personnel and materials, practical procedures for two way communication between managers and extension staff and between extension staff and community, methods to enhance women's involvement in the process for sustainability of water supply systems and NGO collaboration in the sector.

XVIII. Punjab and AJK have been selected for the testing the first phase of the strategy. The purpose of the exercise is to frame viable options for the delivery of sustainable water and sanitation system. It is proposed that two UN volunteers be placed within the LG&RD and two district be identified as focal areas for implementation of demonstration phase. 3-4 villages will be selected to demonstrate the efficacy and the viability of the approach developed.

XIX. The second phase is of large scale replication and will cover a period of two years. The approach developed in the first phase will be consolidated and refined to extend it on a large scale. A comprehensive national strategy based on the demonstration phase will be framed and delivery mechanisms will be finalized for each province.

XX. Keys areas of focus of the approach are a) Participatory Training, b) Innovation in Communication Techniques, c) Women, Credit and Enterprize, d) NGO Collaboration, and e) Environment and the role of Community.

XXI. A PROWESS team comprising of a training coordinator, communication specialist, WID specialist and UN volunteers is proposed in the strategy and with the establishment of the ITN centre in Pakistan the PROWESS strategy will be integrated with the Center to enhance activities in participatory training and to combine the water and sanitation, and hygiene education initiatives.

E. STUDY TOUR OF NEPAL AND BANGLADESH

XXII. A study tour of Nepal and Bangladesh was arranged by the Project for staff members of PHEDs and LG&RDDs engaged in the IDA assisted projects in Sindh, Balochistan and AJK. The purpose of the tour was to study sectoral programs and activities designed and implemented on the concept of community participation. The tour contributed in developing an appreciation and understanding of community based sector projects.

XXIII. The group spent five days in Bangladesh and visited the Grameen Bank, NGO Forum, Mirzapur Community Based Water & Sanitation Project and the Duck-weed project. The operational methodology of Grameen Bank was examined with the objective of replicating the system in Pakistan. Participants from AJK showed keen interest in implementing the idea. The NGO Forum was another useful concept for establishing linkages among NGOs, communities and private sector. The Forum can provide a platform for launching coordinated activities for sector development. The Mirzapur Project was planned and is being managed successfully by the local community; women have major responsibility in operation and maintenance of the project. Actual involvement of women in O&M of schemes was a new experience for the group to observe.

XXIV. The group visited the Butwal Water and Sanitation Project in Nepal. This was another successful attempt in community based water scheme in the country. The Project was partially funded by the Finnish Development Agency (FINNDA) and involved the local community in all stages of decision making and execution.

XXV. The group was also introduced to the Management Information System developed to support sector activities in Nepal. It is suggested that the M&E adviser and his counterparts from the government and RWSG-SA should visit Nepal and Bangladesh and study in detail the MIS in operation and under development in the two countries respectively.

SECTION A

1.

BACKGROUND

1.1 Introduction

At present coverage of rural water supply and human waste disposal facilities in Pakistan are nearly 59% and 11% respectively [Economic Survey of Pakistan 1990-91]. The government has established ambitious targets for extending water supply and sanitation coverage during the Seventh Five Year Plan (1988-1993) and the Eighth Five Year Plan (1993-98). The target to be achieved by the end of the 7th FYP was 75% coverage with safe and adequate water supplied and 32% sanitation coverage.

The Strategic Investment Plans (SIPs) were developed with the assistance of the World Bank and CIDA to achieve these targets. Donor investment increased substantially in the sector as a result of the SIPs and an eight year IDA-funded project valued at Rs 4,530.17 million will be started in Sindh, Balochistan and AJK in 1992. In NWFP, three projects will be implemented under SIP by the provincial government with financial assistance of GTZ, KFW and the Dutch. The Asian Development Bank has shown interest in funding a portion of SIP projects in Punjab; similar projects are also planned for the Northern Areas.

The Strategic Investment Plans proposed more cost effective and sustainable water, sanitation and hygiene initiatives maximizing community involvement. One of the needs emerging from the SIPs was capacity building and institutional development to increase the effectiveness of the sector agencies particularly of PHEDs and LG&RDDs in the areas of monitoring and evaluation, cost recovery, O&M, hygiene education and community mobilization capability. The Federal Water Supply and Sanitation Sector Support Unit (FSU) was established with the objective of strengthening the Federal and Provincial/State Governments capacity to monitor and evaluate rural water supply and sanitation sector programs and to provide technical support for applied research, particularly in the areas of health education and community mobilization for operation and maintenance of systems.

The Federal Support Unit is located in the Ministry of Local Government and Rural development, Islamabad and comprises of three professionals; a chief technical adviser, one monitoring and evaluation adviser and a community participation/health education adviser. The Unit became functional in September 1991 after the appointment of the CTA.

1.2 Sector Institutions

The involvement of government institutions in rural water supply and sanitation sector is at the federal, provincial and local levels. Private sector is also involved in the sector. Provision of rural water supply and sanitation facility is the responsibility of provincial governments through the ADPs.

Federal Agencies Involved in the Sector

Physical Planning and Housing (PPH) Section, Planning Commission, Ministry of Planning and Development. The PPH Section of the Planning Commission is responsible for processing water supply and sanitation investments as part of the ADP. Health and hygiene education affairs are dealt with by the Health Section. The PPH assesses the PCIs for projects or programs above a minimum size and then seeks approval by the Central Development Working Party. The Section is also required to seek approval from the Executive Committee of the National Economic Council (ECNEC) for the sector Annual Development Program (ADP) and to coordinate its execution with the provinces.

Federal Ministry of Local Government and Rural Development (MLGRD). The responsibilities of the Federal Ministry of Local Government and Rural Development include coordination among the provinces/state. Projects concerning rural water and sanitation submitted by various Federal and Provincial agencies are scrutinized by MLGRD and comments are sent to the P&D Division or ECNEC. The Ministry has a Rural Development Wing which is responsible for rural works program in cooperation with the provincial/state line agencies. Under the Strategic Investment Plans the MLGRD has been given lead responsibility for Federal level planning and coordination of the rural water supply and sanitation sector. It is engaged in coordinating the implementation of the IDA assisted projects, the UNICEF and other donor assisted projects.

Provincial Agencies Involved in the Sector

Planning and Development Department (P&D) The P&D department is an administrative and coordination body. It is mainly responsible for preparation of the Annual Development Plan for provinces and for monitoring the execution of all developmental activities undertaken in the province and liaison with Donor Agencies. In essence it coordinates the development activities of all other line departments. Funds to line agencies including PHED and LG&RDD are released through P&D. Except for NWFP, P&D department has a Monitoring and Evaluation section in the remaining three provinces. The PHE and the LG&RD departments send monthly and/or quarterly progress reports of the execution of on-going projects to P&D. These reports are reviewed by the department and funds are released accordingly to the respective executing agencies.

Public Health Engineering Department (PHED) The Public Health Engineering Departments are the main sector implementing agencies at the provincial/state level. They are responsible for design and construction of water supply, sanitation and drainage schemes. Their major activity has been water supply followed by sanitation and drainage. In rural areas PHEDs have focussed on medium and larger settlements leaving the smaller ones for LG&RDD. PHEDs are mainly concerned with physical engineering and execution of works. Operation and maintenance of schemes is also a major responsibility of PHEDs and accounts for almost 60% of their ADP allocation. The O&M cost has been increasing rapidly and with low cost recovery rate is proving to be a major burden on the department. The deficit between allocation and requirements are met by reducing O&M activities and by redirecting ADP from new project allocations. As a consequence service level is deteriorating and coverage expansion had slowed down. Given the low financial resources of the government it is envisaged that governmental grants for the sector will be reduced substantially in the future. The need for community operation and management of schemes including payment of operating and maintenance cost has become extremely vital. For improved performance PHED needs strengthening in cost recovery, community outreach and mobilization capability, operation and maintenance and monitoring and evaluation.

The department is headed by a Chief Engineer who reports to Secretary Public Health. Punjab and Balochistan due to their large sizes have two chief engineers each; the remaining provinces/state have one CE. Next in hierarchy is the Superintending Engineer (SE) who looks after a circle (of one or more division) and is assisted by Executive Engineers (XEN) placed in district office. Executive engineer is supported by Assistant Engineers and Sub-engineers.

Local Government and Rural Development Department (LG&RDD) The LG&RD departments are community-focussed and responsible for coordination and supervision of the functions of District and Union Councils which include basic services such as water supply, community health, drainage and education. The LG&RDD staff works through community at village level and are required to provide multi-discipline infrastructure services.

The LG&RDDs are involved in rural development projects which include water supply and sanitation schemes in small and medium sized villages, construction of primary schools, basic health centers and field to market roads.

The administration of LG&RDD operates at provincial, divisional, district and tehsil levels. The main office is the Directorate headed by the Director General. At the division level there is a Divisional Director assisted by Assistant Directors. The lowest level is the district. Each district has an Assistant Director supported by an Assistant Engineer (with sub-engineers working under the AE). The AE is responsible for project feasibilities,

site inspection and certification of payments. In addition there are supervisors who oversee the work of the secretaries of Union Councils.

Health Department The Health Departments headed by the Secretary Health are responsible for providing preventive and curative health care. For the rural sector there is a Divisional Headquarter supervising the district network consisting of District hospitals, Tehsil hospitals, Rural Health Centers, Basic Health Units and Mobile Health Units. The RHCs and BHUs are providing mainly curative health services while preventive content is almost negligible. The RHCs act as a referral points for BHUs and provide a higher level of service. Activities of the Health Departments relevant to the sector include control of diarrheal diseases, maternal and child health care and training of traditional birth attendants who form the link for reaching the villages.

Local Agencies Involved in the Sector

Local agencies involved in the sector are the District Councils and the Union Councils. District Councils are responsible for: disbursement of ADP grant funds and their own resources for projects; promotion of excreta disposal and public health; infectious disease control; and water supply and drainage works. Union Council is the lowest level in the two-tier local government with each council covering some 10-18 villages (14,000-21,000 people). Their main responsibilities include provision and maintenance of water supply schemes, prevention of contamination of drinking water sources and regulation of water use. They have limited financial and administrative capacity.

Private Sector

The private sector is playing a vital role in the provision of water supply facilities at household level in rural areas where abundant ground water supplies are available. It has been mainly involved in sinking of tubewells and installation of handpumps. The private sector includes manufacturers of equipment, construction contractors, well drillers, local artisan's and masons. In addition sanitation facilities in rural areas are installed by household owners themselves; they too are considered part of the private sector.

Non-Governmental Organizations

The NGO experience in water supply and sanitation in rural Pakistan is very minimal. With the exception of AKRSP in Northern areas there are very few NGOs involved in water and sanitation activities in rural areas. However in the last 5-10 years individual workers have gained substantial experience in the sector by working in the Afghan refugee camps where water and sanitation schemes have been launched by international and national agencies. Experiences of

BUSTI and Orangi Pilot Project in the slums of Karachi and of AKRSP and Mansehra District Planning Program in northern parts of the country had positive influence in encouraging NGO involvement in the sector. NGOs can play an important role in extending water and sanitation coverage in Pakistan particularly in rural areas.

External Support Agencies (ESAs)

A number of external agencies have been actively involved in supporting rural water supply and sanitation programs. UNICEF is the single largest external agency in the sector. It has supported the WATSAN, ACWATSAN and BIAD programs. UNICEF is also developing a Master Plan of Operation (MPO) for activities in the sector. The MPO will be launched from the next financial year (1992-93). The World Bank is funding an umbrella project in Sindh, Balochistan and AJK under the SIP. UNDP is also supporting activities in rural water supply and sanitation. KFW and GTZ of Germany are focussing their programs in NWFP. GTZ is involved in the Pak-German Promotion of PHED, NWFP Project. The Swiss Development Corporation (SDC) is financing a project in the arid zone of Sindh. Other agencies involved in the sector are CIDA, ODA, DGIS, WHO and the Dutch Government.

1.3 Current Coverage

According to the Economic Survey 1990-91 the present urban and rural coverage of water supply in Pakistan is 85% and 59% respectively and the respective figures for sanitation coverage is 62% and 18%.

In 1981 only 6% of the rural population of Pakistan had access to piped water facility. This figure increased to 16% in 1986. Latest figures on the distribution of water coverage by source and sanitation facility are available only for 1986; these are shown in Tables 1.1 and 1.2. Table 1.1 shows the percentage distribution of population with and without safe drinking water facility. Distribution of sanitation facility in rural areas is shown in Table 1.2.

1.4 Targets for the 7th and 8th Five Year Plans

The target envisaged in the 7th FYP (1988-93) was to increase the coverage of potable water supply in rural areas from 40% to 75% of the population. The government also aimed to expand sewerage facilities from 10% to 30% of the rural population by the end of the 7th Plan.

The Targets in the Perspective Plan (1988-2003) are to provide the entire population with access to clean water and atleast 60% of the rural population with access to sanitation facilities.

Table 1.1: Water Supply Coverage in Rural Pakistan: 1986

	Estmd 1986 Pop	Piped Water	Hand Pumps Working	Total Pop Covered	Target Pop
Punjab	58.9%	12.0%	27.0%	39.0%	61.0%
Sindh	18.6%	2.9%	13.2%	16.2%	83.8%
NWFP	16.2%	45.0%	2.0%	47.0%	53.0%
Baloch.	6.3%	18.3%	0.3%	18.6%	81.4%
Total	100.0%	16.1%	18.7%	34.8%	65.2%

Source: Pakistan Rural Water, Health and Sanitation Sector Review, World Bank Document 1988.

Table 1.2: Sanitation Coverage in Rural Pakistan: 1986.

	Latrine in Dwelling Area	Facility Outside Dwelling	Coverage
Punjab	21%	14%	35%
Sindh	31%	12%	33%
NWFP	4%	2%	6%
Baloch.	19%	22%	39%
Total	11%	7%	18%

Source: Pakistan RWH&S Sector Review, World Bank Document, 1988.

1.5 The Strategic Investment Plans

The Strategic Investment Plans (SIPs) were developed to bring improvement in the effectiveness of the sector programs and to maximize the coverage of water supply and sanitation facilities. Government of Pakistan with the assistance of the World Bank and CIDA developed the SIPs for each province, Northern areas and Azad Jammu & Kashmir. The SIPs envisage nationwide investment from 1991-98 of about US\$ 1.22 billion at 1989 constant prices, which with the projected levels of domestic resource availability and international donor assistance would increase the coverage of water supply to an estimated 75% of the rural population providing for an additional 30 million people or a total of 62 million people.

The Strategic Investment Plans identified several major problems of the sector. These problems relate to: a) rising expenditure of

operation and maintenance of schemes¹; b) low cost recovery; c) poor sustainability of schemes due to non-involvement of community in planning, execution and management of schemes; and d) lack of institutional capacity and human resources required for implementing an effective program for rural water and sanitation services.

The SIPs have proposed a major shift in sector development strategy to address the above listed problems. The Plans call for greater intra-sectoral coordination between the line agencies in the sector, full recovery of operation and maintenance costs (and capital costs beyond a basic level of service) for water supply and sanitation systems, enhanced involvement of communities and women in planning and managing projects and a greater role for hygiene education within the program.

The SIPs have two phases; activities during the first phase would a) strengthen the institutional capacity and develop human resources in the sector; b) rehabilitate existing schemes; c) devolve management and O&M cost recovery mechanisms; and d) build in delivery mechanisms which ensure system sustainability in the future, while generally maintaining the rate of investment at unchanged levels. During the second phase the rate of investment would increase, expanding coverage as fast as resources permit, achieving 75% coverage of rural water supply by the end of 1998.

1.6 Sectoral Activities

There has been a significant increase in activities in the rural water supply and sanitation sector during the 7th Five Year Plan. Several new projects were initiated since 1988; these include the UNICEF assisted WATSAN, ACCWATSAN and VLOM Program, the UNICEF Master Plan of Operation 1992-96 and the IDA assisted projects in Sindh, Balochistan and AJK. Negotiations for funding of SIP projects in Punjab, NWFP and Northern Areas are underway and it is expected that implementation of the Plan will start in the current fiscal year. In addition there are ADP projects and those under the MPA/MNA program.

There has been a major shift in the implementation strategy and in the operation and maintenance policy of RWS&S schemes funded by donor agencies. The new strategy focuses on involvement of communities in planning, execution and O&M of schemes. The shift has been viewed necessary because of the increasing expenditure on O&M and the inability of PHED departments to meet these expenses. Involvement of community in O&M will substantially reduce the

¹It is estimated that if PHED schemes are implemented as planned under the 1986-90 Investment Program, the O&M cost would increase to Rs 600 million by 1992-93.

financial burden of the government departments (PHEDs) which could be spent on development of new schemes. It will also improve the sustainability of schemes.

The activities in the sector are experiencing significant transformation to incorporate the concepts of community mobilization, greater role of women and inclusion of hygiene education in the sector. Most of the new activities and projects especially those funded by international donors are being planned with the new concepts.

1.7 Role of Federal Support Unit

The Federal Support Unit has been established to provide technical support to the MLGRD and the provincial line departments in the areas of M&E of RWS&S programs, community mobilization for water and sanitation schemes and health and hygiene education related to the sector. The unit will be involved in institutional building and human resource development of the Federal Ministry and line departments. It will assist the MLGRD in developing a comprehensive MIS for sector monitoring and evaluation and will also provide guidelines for a national strategy for community mobilization and health/hygiene education for the sector. The Unit will identify and prepare sector pilot and research projects.

1.8 Role of the M&E Adviser

The M&E adviser will be responsible for facilitating the Federal and Provincial/State Government's activities in monitoring and evaluation of rural water supply and sanitation sector programs. The adviser will assist the Ministry in developing and testing a comprehensive MIS for continuous monitoring and periodic evaluation of water supply and sanitation sector. He will liaise with sector agencies (P&D, PHED and LG&RDD) in the provinces to strengthen their M&E capacities and to develop techniques and tools to ensure consistency in data collection and management. In the process he will work closely with his government counterpart and staff from the concerned departments. He will also assist the MLGRD in the production of a quarterly sectoral newsletter to enhance communication and cohesiveness between various sector agencies.

1.9 Role of Community Participation and Hygiene Education Advisor

The community participation and hygiene education advisor will be responsible for facilitating the federal and provincial/state governments to: enhance community participation; foster the role of women, promote human resource development and hygiene education in rural water supply and sanitation sector.

The adviser will primarily be responsible for developing an integrated national strategy to expand and make more effective the health education and community mobilization components of provincial and federally based WSS projects. In the process, staff from government agencies will be trained to carry out the proposed activities in future.

SECTION B MONITORING & EVALUATION

2. MONITORING AND EVALUATION OF RWS&S PROGRAMS: CURRENT SITUATION

2.1 Introduction

The M&E adviser visited the P&D, the PHED and the LG&RD departments in the four provincial capitals and in Muzaffarabad (AJK). The objective of the visits was to examine the system of monitoring and evaluation of rural water supply and sanitation programs currently in use in these departments and to identify specific areas where inputs can be provided by the FSU to strengthen the M&E capacity of the departments. The following sections are based on the findings of the visit and discuss the current situation of monitoring and evaluation of the sector.

2.2 Monitoring in the PHE Department

The department is presently engaged in project monitoring with focus on implementation progress; the element of sectoral monitoring is almost absent in the current setup. The effects and impact of projects are also not being investigated and the process of evaluation is non-existent.

The purpose of project monitoring by the PHE department is to secure the release of funds from P&D. As a consequence the scope of monitoring has never expanded beyond data collection of a few indicators of physical and financial progress.

The monitoring of RWS&S schemes/projects is done on a limited scale by the department. Physical and financial progress of only the on-going schemes are examined by PHED. Once a scheme is executed no systematic record on its operation, maintenance, coverage, impact or other important variables are maintained by PHED.

The department collects information on a monthly and quarterly basis on standard proformas developed by P&D. The proforma incorporates information on physical progress, total cost of the project and expenditure incurred till the date. The department sends monthly and quarterly progress report to P&D where the progress of the projects are reviewed and the remaining portion of

project funds are released to PHED. The data storage and reporting for the purpose of monitoring is done manually on files; use of computers for this task has not been initiated by the department.

2.2 Monitoring in the LG&RD Department

Similar to PHED, the LG&RD department also follows the monitoring requirement of P&D and collects information on the physical progress and expenses incurred on projects under execution. This information is provided monthly and/or quarterly to the P&D department where the progress of the projects are reviewed and funds are released subsequently.

The concept of sectoral monitoring and of project evaluation is absent in the department.

2.3 Monitoring in the P&D Department

Except for NWFP the P&D department in all the provinces have a separate M&E section in their respective provincial headoffices (Lahore, Karachi and Quetta). This section is responsible for monitoring and evaluating programs of different sectors including water supply and sanitation.

The department has designed a few proformas for collection of information on RWS&S projects. These proformas are sent to the PHE and the LG&RD departments for collection of information. The two departments are required to report the progress of on-going projects on these proformas to P&D department. Monthly and quarterly progress is reported to P&D and the department solely relies on this information for its monitoring requirements. No site visits are made by P&D to gauge the physical progress of projects.

The Planning and Development Department prepares quarterly reports for all the sectors concerning the department including water and sanitation. These reports are discussed in quarterly meetings held at Chief Ministers office and attended by the CM, Secretaries, Chief Engineers PHED, Chiefs of P&D and Director LG&RDD. The main purpose of the meetings is to apprise the Chief minister of the progress of projects. These meetings are held more regularly in NWFP and Balochistan.

2.4 Major Weaknesses of the Current System

The major weaknesses of the current system are briefly discussed below:

1. Incompatible format for information collection There is

a considerable lack of consistency in data collected by respective departments in the four provinces and AJK. For example the proforma used by PHED Punjab is different from the one used by the same department in Sindh or NWFP. Similar problem exists in LG&RDD. The result is an absence of effective coordination for information sharing and for monitoring. There is a need to make the data collection within and also between the departments more consistent in the provinces and throughout the country.

2. Inadequate information for monitoring and evaluation The present system is more concerned with collecting information on physical progress and expenditure incurred and exclude data on other aspects of project such as coverage, usage, impact, operation, maintenance etc. A set of indicators should be identified which can reflect the sectoral position and also provide information on the progress or lack of progress towards project objectives.
3. Lack of proper and systematic method of storing information Most of the information is stored manually on files. Although some of the offices of the three departments have computers however they remain underutilized for data storage and report generation. It has been observed that the departments do have their system for information management; these may not be upto modern day standards but can be built upon and strengthened gradually. For better and continuous monitoring of programs there is an urgent need to strengthen the Management Information Systems (MIS) atleast at the provincial offices of the P&D, the PHED and the LG&RD departments so that monitoring and evaluation can be carried effectively.

2.5 Institutional Considerations in Developing an M&E System

The major steps in developing an M&E system are identification of indicators, designing of formats for information collection and developing databases for information storage; these are part of Systems Analysis. Once data is collected and stored on computers the task of monitoring is simply reduced to the analysis of data. It is relatively easy to identify indicators and develop formats and database for an M&E system, the complexities arise in operationalising the system.

For effective and sustainable operation of an M&E system the channel of information collection should be clearly identified and the role of agencies, sections and staff involved in the task of data collection, its storage and monitoring must be defined. These are some of the considerations essential for institutionalizing the

M&E system within the concerned department.

During discussions with officials of the three departments (P&D, PHED and LG&RDD) they acknowledged the need for a M&E system however they also referred to the lack of manpower resource as the major constraint to data collection. In all the four provinces it was repeatedly asserted that even if a system is developed it would be almost impossible for the departments to collect and store data regularly unless more resources are provided.

Another major constraint in developing a modern and efficient M&E system and its operationalization is the lack of computer skills and facilities in the departments. The district or tehsil level offices of LG&RDD and PHED have not been provided with computers; even the provincial headoffices of these departments and of P&D are at present inadequately equipped with computers.

3. OUTLINE OF THE PROPOSED MIS FOR MONITORING AND EVALUATION OF THE RWS&S SECTOR

3.1 Objective of Monitoring and Evaluation of RWS&S Project/Sector

A number of schemes of RWS&S are under implementation in the country and more are scheduled to start in the near future. Monitoring involves keeping track of progress in the implementation of the scheme and its various components in relation to targets, timely removal of constraints and corrective action if required.

In addition there are completed schemes which also require monitoring though the scope and requirements of monitoring in this category is different. It is more concerned with operation, maintenance, usage and cost recovery.

Now that new concepts such as community managed water supply and sanitation systems are being introduced in Pakistan, the need for continuous and reliable feedback from the fields to line agencies will be even more critical. Ideally the solution to the requirements of monitoring and evaluation in the sector can be achieved by developing a comprehensive Management Information System (MIS) which in addition to other requirements can also cater to the need of M&E. However MIS appears to be a long term goal, as a first step we should strive to develop an effective MIS for M&E and gradually merge it into a more comprehensive MIS.

3.2 Structure of the Monitoring and Evaluation System²

Broadly monitoring and evaluation is of two types: 1) Project level M&E and 2) Sectoral level M&E. Though their scope is different both are related and essential to gauge the overall progress of the project and the sector.

3.2.1 Project Level M&E

The purpose of project level monitoring is to check whether the project is being implemented as planned by ensuring that input deliveries, work schedules, expenditure, targeted outputs and other required actions are proceeding according to plan. The objective is to examine if there are delays or constraints that need to be resolved immediately.

I. Methodology for improvement in project level M&E in PHED and LG&RDD

At present the two executing agencies - PHED and the LG&RDD are involved in project level monitoring. As mentioned earlier there is considerable inconsistency in the format of proformas used by PHED in the four provinces and AJK. Similar inconsistency is followed by the LG&RD departments and this is a major impediment in developing a national level database on sectoral projects.

It is suggested that the process of developing a comprehensive, efficient and sustainable M&E system should start with minor modification of proformas to make them consistent throughout the country. A set of one or two standardized proformas should be designed for the PHE and LG&RD departments for monitoring the implementation of their RW&SS schemes. These proformas should be developed keeping in view the requirement of P&D departments of the four provinces. Henceforth in addition to catering to the requisites of P&D the proformas should also include information on the type of project, its component and coverage and other useful indicators. Needless to mention that any attempt to capture more information will result in poor quality of data being fed back from the field. The aim should be to reduce information needs to the most essential, and to choose relevant, meaningful and objective indicators.

Although the size of RWS&S projects implemented by PHED is in general larger than those executed by LG&RDD the objectives and the execution process of the projects remain almost

² Management Information System (MIS) has a broader scope as compared to an M&E system. It includes all the areas concerned with management e.g. accounting, personnel, inventory, M&E etc.

similar. This provides the rationale for suggesting the same proformas for project monitoring by the two departments throughout the country. If any department in a particular area has some extra requirements for monitoring, these should be met separately in addition to the above. The idea is that there should be at least one complete set of basic information on all the on-going projects in the RW&SS sector. A standardized proforma used for monitoring of RWS&S projects by PHED and LG&RDD throughout the country would facilitate the development of a national M&E system.

Once information is collected on a consistent format in the four provinces it can be easily linked and compiled to form a national database and a national monitoring system. Evaluation will follow once the monitoring system is operational, the information collected in the monitoring system will form the basis for evaluation.

II. Monitoring of Completed Projects

Currently there is no system at PHED or LG&RD departments to systematically monitor the operation of completed projects. For a complete picture of RW&SS projects it is essential to have a system of information on projects which have been implemented and operationalized. Their monitoring is primarily concerned with operation, maintenance, usage, failure or breakdown, cost recovery and community participation.

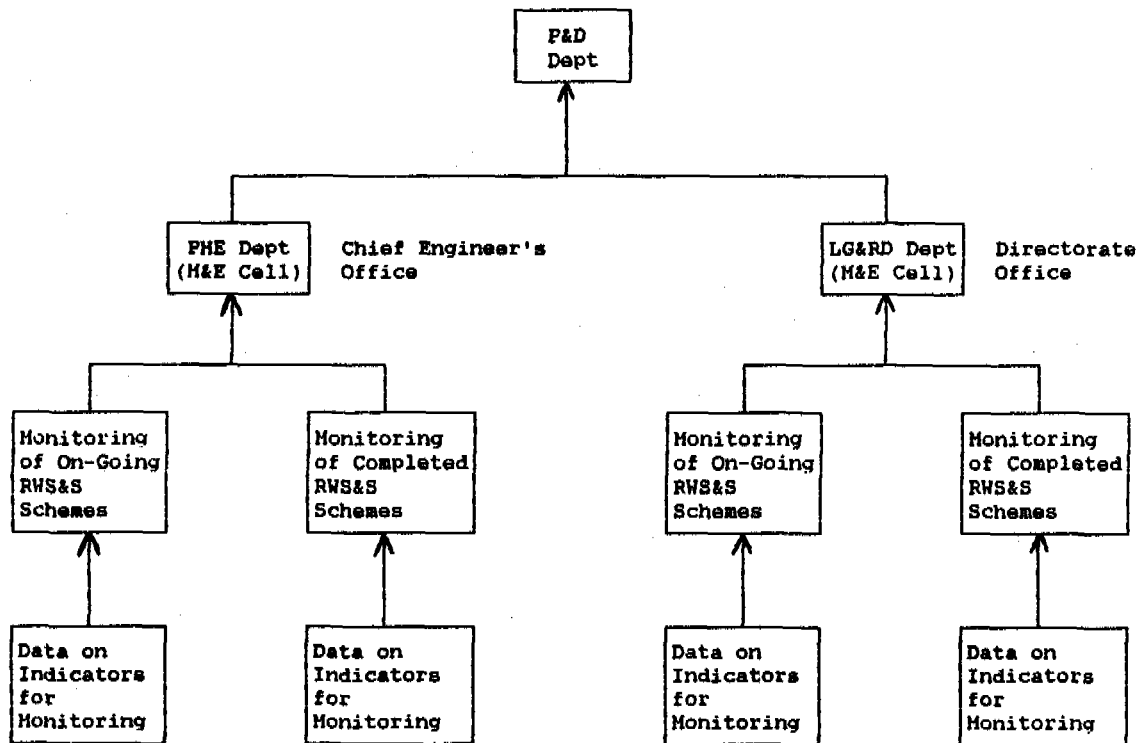
A proforma should be designed to collect information pertinent for monitoring the operation of completed projects. The PHED and the LG&RD departments should collect this type of information and develop databases of completed projects which continuously display their status.

The two databases (of on-going and completed projects) will be used for M&E and will form the central part of the system. Figure 1 illustrates the structure of the proposed provincial level system for monitoring RWS&S schemes. Similar systems developed in each province/state and linked to the Federal Ministry or P&D Division will form a comprehensive and integrated M&E system for the sector.

III. Frequency of data collection for project monitoring

The current practice of data collection in the two departments is to collect monthly information on the implementation progress of projects. This information is sent to P&D department after every quarter. For project monitoring the same frequency of data collection should be followed. Any attempt to increase the frequency is both unnecessary and impractical because of the inability of the departments to

Figure 1: Structure of the Provincial Level MIS for M&E of RWS&S Projects



cope with the extra burden of data collection and storage.

3.2.2 Sectoral Level M&E of RWS&S

The sectoral monitoring is mainly done to review the progress in the sector at the provincial and national levels with the objective of streamlining policy level decisions. It shows the status of sectoral position in provinces and in the country. The purpose of this exercise is a) to keep track of the overall progress in the sector; and b) to assess aggregated result of projects in terms of outputs and impact on a larger scale.

Sectoral monitoring shows the provincial and national position of: service coverage and type of service, investments in the sector, O&M expenses, cost recovery, number and type of sector projects and impact of service on beneficiaries in terms of health indicators. The scope of sectoral monitoring is broader and also significantly different from project monitoring. However some overlap exists between the two particularly in the area of coverage data which can be obtained from the project monitoring system.

The M&E system should be designed in a way that the indicators on coverage, O&M expenses and cost recovery which are required for sectoral monitoring should also be included in project monitoring system as well so that the later feeds in to the former. This will facilitate the task of sectoral monitoring.

The PHED and the LG&RD departments should collect data on coverage, investments, O&M expenses, cost recovery and sector projects and develop databases in their respective provinces on sectoral position. It is suggested that data on impact in terms of health indicators should be collected by the Health Department and be made available to the Public Health and Local Government Departments.

Frequency of data collection for sectoral monitoring

The sectoral review should be done at the end of the financial year. This would reflect the change in the sector experienced during the preceding 12 months by showing the variation in the coverage, expenses, cost recovery and activities (projects) in the sector.

PHED and LG&RDD should compile the information required for sectoral monitoring and send it to P&D for yearly review.

3.2.3 Mechanism of Data Collection and Storage

PHE Departments

The sustainability of an M&E system can only be ensured if the mechanism of data collection and its storage are clearly defined and are workable.

Unlike LG&RDD which is involved in several sectors the major involvement of PHED is in water supply and sanitation and it would be relatively easier for them to identify a mechanism of information flow and storage and to develop and maintain project/sectoral databases.

In the Public Health Engg. Department the project and sectoral databases should be located on computers at the provincial headoffice i.e. the Chief Engineers office. There should be a small M&E cell headed by an Executive Engineer (XEN) who should be responsible for ensuring that the data required for monitoring is being sent from the field every month. He should also supervise the validity of data collection and the data reporting and storage operations.

The XEN should identify persons in each district for collecting data from field on predesigned proformas and for transmitting them to the M&E cell. These persons should liaise with sub-division/tehsil staff to obtain information from each tehsil. Thus the information will flow from tehsil to district and finally to the CE's office at the provincial center. It is important that each person involved in this process should be identified and his/her responsibilities must be clearly defined.

Ideally each tehsil or atleast the districts should have their project and sectoral monitoring databases, however to start with the databases should be located at Chief Engineers Office. The computing facilities at chief engineers offices in the four provinces and AJK are very limited and need to be upgraded to accommodate an effective M&E system.

LG&RD Department

The Local Government and Rural Development Department is involved in several sectors which in addition to water supply and sanitation include construction of primary schools, field to market road and basic health centers. This heavy and wide range of involvement is an impediment towards developing and operationalizing an M&E system specifically for the water and sanitation sector. The department in all the four provinces have complained of excess of work and manpower scarcity.

However a mechanism similar to PHED (described above) can be

suggested for collecting and storing data for project and sectoral monitoring of water supply and sanitation. The establishment of a small M&E cell at the provincial head office of LG&RDD is essential for operationalization of M&E system. The cell should be headed by an Assistant Director or an officer of higher grade. The cell incharge should have links with district and tehsil offices and ensure timely inflow of information required for the M&E system. The information can be obtained from the field on proformas and forwarded to the provincial headoffice for storage and subsequent analysis.

The computing facilities at LG&RDD are very limited. Only in NWFP the department has a separate computer section with five computers. In Punjab the Community Development Directorate of LG&RDD has a computer. The department offices in Balochistan, Sindh and AJK do not have any computer.

3.3 Role of P&D Department

The P&D departments have a major role to play in development and institutionalization of M&E systems in PHED and LG&RD departments in their respective provinces. They enjoy the privilege of initiating policy level changes in the later two departments, hence any recommendation for establishing an M&E cell in PHED or LG&RDD or for change in proformas used for monitoring must come from P&D. The FSU must work in close collaboration and with active guidance of provincial P&D departments.

Once the recommendations for developing an M&E system are accepted and enacted by the two executing departments, the project monitoring information collected by them should be reported to the M&E section of the P&D department on a quarterly basis. The sectoral level information should be transmitted yearly. P&D should have databases for storing the project and sectoral monitoring information. The sectoral position on water supply and sanitation should be reviewed by P&D before developing the ADP.

Although P&D departments in the four provinces and AJK have three to four computers installed in their offices their usage for storing data and for the purpose of M&E is minimal. Most of the monthly or quarterly information is stored manually in files. The main reason for this underutilisation is lack of trained staff and the absence of a proper system of M&E based on the concept of a Management Information System.

3.4 Strategy for Developing and Operationalizing the M&E system

Development of a comprehensive and integrated M&E system for the sector is a gradual and long term process and has to be achieved in

several steps. Given the time and resource constraint of the Project the most feasible and effective strategy is to work on a pilot scale and concentrate in one province and start the process of strengthening the M&E capacities of the PHE and the LG&RD departments in the selected province. The aim is to develop and operationalize a system in one province, test the results and then propose for replication of the system in other provinces/state.

After selection of province the FSU should direct most of its efforts in developing M&E systems in the two executing departments and in linking them to the provincial P&D department. The complete M&E system will include the sub-systems of the P&D, the PHED and the LG&RDD. Together the three sub-systems will provide information for monitoring and evaluation of RWS&S in the province. Once the pilot system is developed and successfully operationalized it can be replicated in other provinces/state.

The selection of a particular province should be made after considering the demand for a system from the concerned departments. The province where the management is aware of the need for an M&E system, is more receptive to the idea and where sufficient technical skills and hardware facilities are available should be given priority for selection.

The efforts in developing an M&E system in a selected province will involve the following steps:

1. Eliciting the interest, active cooperation and participation of the provincial P&D, PHED and the LG&RDD in developing and installing the system in the respective departments through seminars, workshops and meetings.
2. Establishment of a small M&E cell in PHED and LG&RDD.
3. Study of the requirement of M&E of RWS&S sector in the three departments by conducting a systems study.
4. Development of the M&E system. This will include design of proformas, formats of databases and reports and identification of mechanism of information flow from the field to the M&E cell. This is the System design component.
5. Installation of the system on computers.
6. Training and orientation of M&E cell staff.
7. Operation of the system.
8. Linkage of (the PHED and the LG&RDD system) with the M&E system at P&D.

3.5 Towards an Integrated System

The ultimate objective of an efficient MIS is to move towards integrating the various sub-systems for monitoring and evaluation at the provincial level with that at the national level. It should be appreciated that this is a gradual process and can only be

achieved incrementally in phases.

As mentioned above in the first/pilot phase an M&E system will be developed, tested and made fully operational in one province; it will then be replicated in other provinces. Once similar systems are installed throughout the country the M&E cell at the Federal Ministry of Local Government can be linked to these provincial systems. The federal cell will receive project and sectoral information from the provinces on a monthly, quarterly and yearly basis. These information will be stored on databases at the Federal Ministry and will be used for monitoring and evaluation of the sector at the national level.

Since this is a long term process which might require several years, some arrangement has to be devised at present to keep the Ministry posted with information on projects and sector. For this it is suggested that direct links should be developed between the MLGRD and the provincial line departments (PHED and LG&RDD) and copies of their monthly and quarterly reports should be obtained regularly. A database should be developed at the Ministry to store relevant information of the progress reports. Similar databases should be developed according to the requirements of the Ministry for storing information on progress of sectoral projects: WATSAN, ACWATSAN, IDA assisted projects and activities under the Master Plan of Operation. These databases will be updated regularly and strengthened to form a Management Information System for monitoring the progress of sectoral programs and for producing monitoring reports catering to the requirements of the Ministry.

3.6 Integrating Existing User Friendly DBMS Package (CESI-Plus) in the National MIS for Monitoring & Evaluation

The CESI-Plus is an Information Management System (IMS) developed by WHO. It uses microcomputer operated databases and is intended to facilitate planning and coordination in the water supply and sanitation sector. The system is an effective tool for strengthening planning and coordination in the sector and for sharing fundamental information on activities, results and experiences among National and External Support Agencies (ESAs).

CESI+ can be used very effectively to demonstrate the strength of a computerized IMS. It can serve to sensitize the top management of P&D, PHED, LG&RDD and the federal ministries on the importance of information system. It can help the staff of a sector agency in comprehending the background and the considerations for developing an efficient information system. CESI+ might also facilitate linkage with regional and global databases at later stage.

As the package is available free of cost and have proven to be user friendly and flexible it is suggested that demonstration of CESI+ should be carried out in the concerned federal and provincial

departments. The system should be installed in the Federal Ministry of Local Government and Rural Development and its outputs which include a regularly updated dossier of sector information should be made available to decision makers and planners.

3.7 Hardware and Institutional Constraints in Developing M&E System

Some issues crucial for development of the M&E system are discussed below:

3.7.1 Lack of Computers It should be noted that in the absence of computer facilities in the concerned departments the idea of developing and operating a management information system for the purpose of M&E is not possible. At present the PHED and the LG&RD departments (especially in Balochistan and Sindh) are poorly equipped with computers. Efforts should be made to procure minimum essential hardware and software for these departments.

3.7.2 Institutionalization of M&E Monitoring and evaluation is yet to be institutionalized by the PHED and the LG&RD departments. As mentioned earlier the monitoring carried out by them is mainly for fulfilling the requirement of the P&D department. This has reduced the process of monitoring to a mundane and uncreative exercise of reporting the physical and financial progress of on-going schemes. The scope of monitoring should be expanded and the two executing departments should monitor their schemes with the objective of improving the planning and management within the departments. The purpose of monitoring should be to achieve improvements in the implementation and operation of schemes by timely removal of bottlenecks through appropriate and prompt corrective action, if required. It is thus more of an internal activity and should be done with the objective of improving the performance of the department rather than doing it just for meeting the requirement of an external department. This realization within PHED and LG&RDD is critical to developing and sustaining the operation of an M&E system. With the institutionalization of the M&E system the process of monitoring will become an internal activity based on intrinsic demand which may automatically invoke active participation from within the department. Institutionalization therefore requires formal acknowledgement of the need or a demand for M&E, establishment of an M&E unit and clear delegation of responsibilities for accomplishing the tasks involved from within the agency.

3.7.3 Lack of Manpower Resources The process of data collection from the field for M&E and data storage

requires considerable time. PHED and LG&RDD have expressed their concern regarding the collection and storage of data. According to their views the current manpower resource available to the departments is insufficient to absorb the responsibility of operating an expanded and more comprehensive monitoring and evaluation system. For example in Balochistan each XEN of PHE department on average is responsible for 20-30 on-going projects and nearly 50 completed schemes, in Sindh the respective figures are 40-45 and 20-25. Similar situation exists in other provinces for both departments.

The purpose of introducing an MIS is to reduce the work load rather than increase it. The departments should therefore need to be convinced by conducting discussions and workshops on the advantages of having an MIS.

- 3.7.4 Transfer of Staff A common tendency in government departments is frequent transfers of staff. The process of M&E needs considerable training and transfer of trained staff who are involved in the process should be avoided. There have been a number of projects in the past which involved extensive training of project staff however most of the participants were soon transferred to positions requiring little or no knowledge of the training and vice versa.

4. **SECTORAL NEWSLETTER**

4.1 Background

There has been a substantial increase in activities in the sector in Pakistan and also in the region during the recent years. Water and sanitation programs with new concepts such as: greater intra-sectoral coordination between the line agencies, community participation and increased role of hygiene education are being planned and implemented in the country and also in the region. Despite the increase in activities on water supply and sanitation there is very little systematic information on programs, their strategies and experiences in implementation, O&M, coverage and impact. There is a need for updating national sector agencies, other government agencies, local agencies (District and Union Councils), NGOs and ESAs on sector information which includes the entire sectoral issues, progress in project implementation, project experiences, coverage and other relevant national/regional/global experiences. The idea of a quarterly newsletter stems from the need for dissemination of information on the sector.

Though sectoral activities have increased in the country there has been duplication of efforts. A number of agencies are involved in

water, sanitation and related programs and are implementing almost identical projects without the knowledge or support of other departments/organizations working in the same area. It is common to witness programs with the same objective being executed in an area by different agencies. This is mainly because of lack of intra-agency coordination on project planning, execution and management. The coordination suffers from lack of timely flow of information between agencies involved in the sector. Funds can be more efficiently utilized by avoiding duplication of efforts through effective and coordinated planning. The newsletter will contribute to better planning by providing prompt information on sectoral programs undertaken by various agencies.

One of the activities of the Federal Support Unit is to assist the Federal Ministry of Local Government and Rural Development in the production of the newsletter. The M&E adviser will be responsible for extending support to the Ministry through his counterpart in producing the newsletter.

4.2 Objective of the Newsletter

1. To develop within the Federal Ministry of Local Govt. and between other ministries, provincial agencies, NGOs and ESAs an effective and sustainable source of information on water supply, sanitation, health and hygiene education sectors.
2. To provide updated information on provincial and national programs and sectoral activities.
3. To develop intra-agency coordination in planning, implementation and management of sectoral programs.
4. To facilitate planners and project staff in making better and informed policy choices.
5. To ensure exchange of views and information between agencies and individual professionals.
6. To provide update on regional and global activities and experiences.

4.3 Contents of the Newsletter and Target Recipients

The newsletter will cover the following aspects of the sector:

1. Periodic review of the sector.
2. Sectoral programs currently under implementation in Pakistan. For example it will inform the progress or

lack of progress of:

- o IDA assisted projects in Sindh, Balochistan and AJK.
 - o UNICEF projects: WATSAN, ACWATSAN and other programs on health and hygiene education.
 - o Rural Water supply and sanitation component of Tameer-e-wattan program.
 - o ADP projects.
3. Sectoral activities of the concerned public agencies (PHED, LG&RDD, P&D, Health Dept, Social Welfare Dept and Education Dept).
 4. Activities of NGOs in the sector.
 5. Role of private sector and local agencies in improving rural water supply, sanitation, health and hygiene education services.
 6. Role of women and community involvement and participation in water supply, sanitation and health services.
 7. Water and sanitation technologies, cost of new technologies, impact on coverage and delivery mechanisms.
 8. Experiences in other sectors beneficial to activities in RWS&S programs.
 9. Identify issues for research and report findings of research studies.
 10. Regional and global activities and experiences in the sector.

The first 4 issues of the newsletter will be in English and the target recipients will be government departments involved in the sector, international agencies and NGOs engaged in RWS&S or related programs. A total of 1,000 copies of the first issue will be produced. This figure is based on the number of federal, provincial and district level offices of the concerned departments and agencies.

The subsequent issues will be bilingual (Urdu and English). With the Urdu version the readership can be expanded to members of district/union councils and even to the village level.

4.4 Production of the Newsletter

It was decided after mutual consent of the FSU, the Ministry and the RWSG-SA that an editorial committee comprising of members from the Ministry, FSU, RWSG and UNICEF should be established and the services of a publication consultant should be hired for the newsletter.

A group of consultant suitable for the assignment has been identified and Terms of Reference have been developed. The first issue of the newsletter is planned to be published in June 1992.

The consultant will be responsible for:

- o Collection of articles on the sector from various sources.
- o Feature/story writing, project reporting.
- o Script writing, proof reading and
- o Page making and layout.

The editorial committee will act as resource center and provide relevant information on the sector issues and guidance to the consultant. The content of the newsletter will be approved by the committee prior to its publication.

The publication consultant will produce a camera ready copy of the newsletter. Printing of the newsletter will be done by the FSU with the assistance of UNICEF.

The newsletter will be a product of the Federal Ministry of Local Government and Rural Development and the Ministry through the project counterpart staff will be involved in its publication. The Deputy Director (FRW&SCU) will be the Government focal point involved in the quarterly newsletter from the ministry side. The strategy of working with a consultant has been suggested to gain familiarity with the technicalities of publication. It is envisaged that the Ministry should gradually take the entire responsibility of publishing the newsletter within 1-2 years after it has gained sufficient experience so that when the UNDP funding is over the Ministry may continue publishing the newsletter on its own.

5. PROPOSED PLAN OF ACTION OF THE M&E ADVISER

The following section proposes specific inputs to be provided to the concerned departments and the immediate activities to be undertaken milestones to be achieved by the M&E adviser.

- 1) Newsletter TORs for the newsletter and publication of the first issue in June 1992.
- 2) Activity in NWFP During the field visit the M&E adviser received a positive response from the PHED department in NWFP and it appears that the province is potentially feasible for starting project activities towards the development and operation of an M&E system which can be replicated in other provinces.

The chief Engineer appreciated the idea of developing a M&E system for RWS&S projects. The Ces office has four computers and also has staff trained on computers. The CE agreed in principle to establish a small M&E unit managed by an Assistant Engineer. The RWSG-SA has already submitted a proposal for strengthening the MIS for PHED, NWFP. A consultant will be hired to prepare a proposal with TOR for a comprehensive Management Information System (MIS) development for PHED. This proposal will be presented to donor agencies for funding.

The M&E adviser will be involved in supervising the work of the consultant and would provide assistance to the team in developing the M&E component of the MIS.

The LG&RDD's Directorate office in Peshawar has a computer section established by USAID. The unit is run by a programmer and has five computers. At present the unit is involved in reporting the progress of Tameer-e-wattan program. The presence of a well established computer unit within the department offers the opportunity to develop and operate an information system for monitoring and evaluating the rural water supply schemes in the province. The services of a systems analyst can be hired for developing the system. As a first step further discussions with the LG&RDD management in Peshawar should be conducted and TORs for the consultancy should be prepared subsequently.

Similar visits to other projects and an analysis of existing situation leads to the conclusion that at present NWFP offers the maximum potential for successful development and operation of an MIS for monitoring and evaluation of RWS&S. The two main departments (PHED and LG&RDD) have also shown interest and have the facilities and trained manpower for the system. In view of this the

major focus of the M&E adviser's activities should be on NWFP. Once a system is developed in this province it can be replicated in other areas.

- 3) Activity in Balochistan The LG&RD department in Quetta has expressed its keen interest in procuring computers and in MIS. At present the department does not have any computer and the entire reporting or monitoring is performed manually. The IDA assisted project currently under implementation in the Province have a substantial allocation for development of a monitoring and evaluation system in PHED and LG&RD department. FSU can provide assistance to the departments in developing the system.
- 4) Activity in Punjab The RWSG-SA and FSU have been pursuing PHED Punjab to initiate the development of an MIS for the department. A Project Formulation Framework for the MIS has also been developed by RWSG-SA and provided to the PHED for their comments. Two follow-up missions by RWSG-SA and FSU have been arranged to discuss the Framework document with PHED and to seek their approval so that further action can be taken. It is suggested that the proposal should be followed up and after the approval of the department the FSU and RWSG-SA should work together in selecting consultants for the project and in supervision of their work.

The LG&RD department in Punjab has a Community Development Directorate. The Directorate has two wings: a) Water and Sanitation wing and b) Literacy wing. The former is exclusively involved in water supply and sanitation programs; it is run by an Assistant Director and has one IBM-PS2 computer. There is substantial scope of developing an information system for the wing for monitoring and evaluation of water supply schemes implemented by the department. In Punjab the FSU can start its activities by proposing for development of an MIS for M&E purpose for the Water and Sanitation wing of the Directorate.

- 5) Activity in Sindh The idea of developing an MIS for PHED Sindh was discussed by RWSG-SA with the Chief Engineer. Further discussion is required in this context to conceptualize the idea. The adviser should visit the province for to discuss the MIS proposal and to identify areas where the FSU can provide inputs. FSU can assist the PHED and the Rural Development department in the province in developing M&E system proposed under the IDA assisted project.
- 6) Removal of Inconsistency in Data Collected by PHED and LG&RDD Section 3.2.1 of this report discusses the issue

of inconsistency in data collection formats of PHE and LG&RD departments in the provinces/state. Proposals for eliminating the inconsistencies are also presented and design of new proformas have been discussed for the two departments. Efforts should be made so that identical proformas are used in future by the two departments throughout the country. As an initial step the P&D department should take lead initiative for this move.

- 7) Monitoring of IDA Assisted Projects in Sindh, Balochistan and AJK Execution of the IDA assisted programs in Sindh, Balochistan and AJK is scheduled to start in the middle of 1992. The PHED and the LG&RD departments in the three areas should be assisted in developing a system for monitoring the progress of various components of the projects.
- 8) CESI-Plus Information Systems Study of CESI+ system, examining its utility and relevance for sector planning and management and development of its databases. demonstration of the system at the Federal Ministry.
- 9) Database of RWS&S Coverage and Project Status for MLGRD: Preparation of databases for the Federal Ministry to report the current status of the sector and to provide update on donor funded projects (ACWATSAN, WATSAN, IDA assisted projects etc). This will be a regular exercise and the databases will be updated every quarter; quarterly reports according to the requirements of the Ministry will be prepared and circulated to concerned agencies.

SECTION C

COMMUNITY PARTICIPATION & HEALTH/HYGIENE EDUCATION

6. INTRODUCTION AND BACKGROUND

6.1 Community Participation

In most of the provinces, service delivery mechanisms are highly centralized, and have resulted in large amounts of public resources being channeled towards operations and maintenance of existing schemes. Moreover, public agencies in the sector are facing a severe shortage of funds and there is a need for identifying ways of local and communal resource mobilization. Given the high demand for water and sanitation on one hand and the shortage of public funds on the other, federal and provincial sectoral agencies have become sensitive to the need of promoting community involvement in water supply schemes; government agencies have been formulating new and innovative methodologies for encouraging sustainable development. These include recent initiatives within provincial line departments, which can be a catalyst for transforming the role of the public sector from a provider to that of a facilitator. However, successful integration of people's participation in the design, implementation and management of schemes is hampered by the lack of replicable community based models. There is a need for evaluating and reassessing existing community based efforts, for recommending strategies in order to incorporate community participation in WS&S projects.

6.1.1 Azad Jammu and Kashmir

The approach adopted for community participation in AJK is well integrated in the LG&RD's water supply and sanitation program and is based on a district level strategy and is supported by field staff at the markaz level. Each of the five districts has two female promoters supported by an assistant director and each of the thirty markaz has one project manager and one sub-engineer. The selection of sites is based on expressed community demand for services and is followed by technical and promotional support.

A detailed monthly promotional plan is prepared by the district level team and is then implemented through the union councils by arranging and holding village level meetings. Consequently, three village level committees are formed for males, females and children. The male committee functions as a mechanism for cost sharing and takes on the responsibility of operation and maintenance of schemes. Female committees are responsible for promotion of hygiene education, while the children's committees take care of school level water supply and sanitation facilities. As a result of this detailed strategy, about 95 percent of

completed schemes are functional and are being directly managed by the community.

6.1.2 NWFP

During the sixties, the NWFP government decided that O&M cost should be borne by the users, but no viable system was developed for the implementation of this decision. Overall, this resulted in the failure of completed schemes. In 1970, the responsibility of O&M was shifted to PHED, but no additional funds or staff was provided for this purpose. As a result, PHED was over-burdened; the number of completed schemes increased every year while cost recovery remained very low, because 70 percent of schemes comprise of community stand posts which are exempt from cost recovery. The gap between funds and receipts was further exacerbated by the fact that the remaining 30 percent are house connections and are liable to pay a nominal water tariff of Rs 20, which inadequately covers recurring costs like electricity charges.

Faced with this growing deficit, the NWFP government decided in 1991 to shift O&M responsibility to the community and the following steps have been taken to implement this decision:

- 6.1.2.1 Creation of a separate Directorate for Community Development within LG&RD: A Community Development Directorate has been proposed in LG&RD, and Rs 30 million have been allocated in the ADP for the development of this institution. A consultant will be engaged to prepare a proposal for facilitating the establishment of the directorate. The main aim of the directorate will be to promote community development for the creation of sustainable village level water schemes.
- 6.1.2.2 Establishment of Sanitation Division within PHED: A Sanitation Division has been established within PHED with the support of KFW. The division comprises of a motivation section, which is proposed to have 12 staff members, including field level workers. To date, only one motivation officer and two health educators have been provided to the motivation section. Approval from the PD/Finance Department for the remaining staff members has been granted and recruitment is in process. It is envisaged that the Sanitation division will be extended under the Social Action Plan. Currently, the Sanitation Division has completed some drainage and street pavement projects.
- 6.1.2.3 Technical Assistance from GTZ for Pak-German Project for Promotion of PHED: GTZ has been providing technical assistance to PHED in the following areas: restructuring of PHED's organizational and financial systems, promotion of low-cost technology, development of models for

community participation, promotion of community managed operation and maintenance and concept preparation of a permanent internal PHED training unit. A manual on the "Integrated Concept" for the promotion of community managed water schemes, has been developed to provide working guidelines for PHED personnel in order to implement the Strategic Investment Plan. The "Integrated Concept" was field tested in a KFW assisted project; all developmental activities were implemented through a newly formed Village Development Organization. Based on the results of the pilot village, a 3 village pilot program in three different districts, that is Peshawar, Nowshera and Kohat, has been proposed in the Annual Development Plan for this year. Project development work has already commenced in Nowshera.

6.1.3 Punjab

Within the water and sanitation sector, PHED and LG&RD have their clear assignments, that is, the responsibility of local resource mobilization rests with LG&RD while PHED provides technical assistance. As a result, there is no community mobilization component in the PHED and it is overburdened with the responsibility of undertaking O&M without any community support. 80 percent of PHED's annual allocation is spent on the operation and maintenance of the completed schemes and it has become difficult to manage O&M of completed schemes and the implementation of new ones.

Accordingly, the Punjab Government has decided to involve the community in sectoral activities, in order to shift the responsibility of O&M to the community. As per revised policy, Union Councils have been made responsible for the organization and management of the water committees at the village level. After completion, schemes are maintained and operated by the PHED for a two year trail period. Thereafter the scheme is handed over to the village water committee. Handing over of completed schemes to the community has not been successful and most PHED schemes are not functioning. The failure of this scheme can be attributed to a number of reasons. Union Councils are structurally weak and cannot conduct community level development effectively. Linkages between the elected members of the Union Council and the community are based on political preferences and this exerts a direct influence on the selection and timing of development activities. Similarly, the link between the PHED and the Union Council is weak and institutionally PHED is not accustomed to working with community based organizations. However, a study to assess the performance, to identify the problems and to suggest measures for the improvement of PHED schemes has been initiated by the P&D Department.

The Community development directorate of LG&RD is responsible for

implementation of the UNICEF assisted water supply and sanitation program. The function of the unit is to implement and supervise program activities. At the district level, District Coordination committees have been constituted and are functioning to coordinate district level program implementation. At the community level, water and sanitation committees for males and females have been proposed and will be assisted by the LG&RDD staff to undertake program activities. However, due to lack of supervision and motivation of the staff involved, the outcome of the Community Development directorate does not appear to be impressive. The situation could be improved, if the activities, functions and scope of the Community Development Directorate are clearly outlined. Moreover, a system should be developed for promoting collaboration between PHED and LG&RD.

6.1.4 Sindh

Through visits to Sindh, it was found that community participation has not been incorporated in the water and sanitation sector. There are a number of reasons for this obvious lacuna; Local Government and Rural Development function independently as two different departments within the province. Rural development department is operating at the policy and district level, while the Local Government works in a supportive capacity through local councils. Overall, their community developmental efforts are hampered because of lack of coordination and collaboration. Moreover, political considerations also discourage community participation. Some initiatives have been taken for community participation in the sector by SAZDA. SAZDA has been involved in six integrated programs in the Arid zone. The main objective of the program has been to involve communities in the O&M of schemes. VDOs have been successfully managing village level water schemes, since this program began six months ago.

6.1.5 Balochistan

Majority of the sector investment is made with little community involvement. The schemes are often proposed by influential people and very little contact is made directly with beneficiaries regarding their preference or willingness to contribute to the implementation and operation of the schemes. These pressure groups have also been successful in convincing the people that provision of water supply is the government's responsibility. Institutionally, LG&RD is closer to communities and is working through union and district councils. However, the department does not have qualified staff to implement community based projects. These issues affect poor cost recovery and 80 percent of total budget allocated for the sector is spent on O&M. Participatory development approaches need to be promoted through the training of government staff involved in the sector.

Donor agencies like UNICEF, BIAD and Balochistan Rural Support

Program have been involved in some community based projects. The WASA low cost sanitation project has developed a unique strategy for promoting the acceptance and utilisation of low cost sanitation and includes motivation and credit components. Four reference centers have been established, which operate independently with a team comprising of a project manager, two female promoters, sanitation promoters from the community and masons. Since 1989, 2,000 double pit latrines have been installed and are being successfully maintained.

6.2 Human Resource Development

Within the sector, there are several types of training institutes that are being supported either by the government or the NGOs, like the National Center for Rural Development (NCRD), the Municipal Training and Research Institute (MTRI), the Provincial training Institutes at Lala Musa and Peshawar. Most government institutes cater to the training of the mid-level officer cadre and currently, there are no training programs for the field level staff. NGO training programs essentially focus on providing vocational training and are seriously constrained by the lack of proper equipment and skilled staff. There are other problems that restrict the utilization of government training institutes for the water and sanitation sector:

- 6.2.1 Most training provided, is technical and primarily focuses on engineering aspects.
- 6.2.2 Contextually, training is broad based and focuses on rural development as a whole, without specifically addressing the training needs of the water and sanitation sector.
- 6.2.3 Training in the area of participatory approaches is limited and few materials are available for participatory training.
- 6.2.4 There are no skilled trainers in the area of participatory training.
- 6.2.5 As noted, training programs are limited to middle level officers and this prevents the acceptance and integration of community development approaches among the senior and field level staff.
- 6.2.6 Currently, programs that support training for the enhancement of women's role, are not linked to programs that train personnel within the water and sanitation sector.

However, training initiatives have been taken at the provincial level by PHEDs and LG&RDs, through collaboration with donors. In

NWFP, trainings have been conducted by UNICEF for Union council secretaries and user committees. These trainings focused on UNICEF program orientation and village level management of installed facilities. Similar initiatives were undertaken in the Punjab province through the ACWATSAN program which involved the training of mid level to field level staff in village motivational techniques. UNICEF sponsored trainings were also conducted in AJ&K, Sindh and Balochistan.

Most of these efforts have been ad-hoc and have been linked to specific programs. Moreover, there is a need for evaluating the impact and the efficacy of these trainings on sectoral delivery mechanisms. Upon visiting a demonstration village in Kasur, it was found that the impact of community mobilization has been negligible in terms of the operation and maintenance of water schemes. It is only recently that efforts have been made to institutionalize training within the provincial departments; a proposal has been forwarded to restructure the PHED in NWFP to include a separate training wing. Similar efforts are being conducted at the federal level, and recently a human resource wing was established at the Ministry of Local Government at Rural Development. In the NGO sector, human resource development programs have been launched by the Sarhad Rural Support Corporation (SRSC).

Additionally, both federal and provincial level institutions are under utilized and could be supported to provide sector specific training. At this stage, it may be rational to adopt a phased approach for addressing the training needs of the sector and which would involve working intensively with one federal or provincial agency as a vehicle for disseminating participatory approaches. Such a strategy would prevent dispersion of effort and would ensure institutional consolidation. Overall, there is need for training master trainers and developing relevant curriculum and materials for meeting the training needs of the sector. In order to support community based water schemes, there is an urgent need for developing a cadre of sensitive professionals in the water and sanitation sector.

6.3 Hygiene Education

Hygiene education has not been an area of emphasis within sectoral activities, and most provincial level motivational programs are constrained by the lack of financial and human inputs. Moreover, there has been an apparent stagnation in communication strategies and material development in the sector. Innovative communication strategies based on local cultural environment, need to be developed in order to enhance the efficacy of existing hygiene education programs. Stronger linkages need to be established with field level operations of government line departments in the sector and hygiene education promotional programs, in order to increase the coverage of such programs. A systematic evaluation of the

current hygiene education programs should be conducted, in order to learn from past experiences in the field and in order to propose a reorganization of existing hygiene education strategies.

Collaboration needs to be encouraged between the Ministry of Health, provincial LG&RDs and NGOs. A number of NGO programs are worth mentioning; the Adult Basic Education Society has been working in the area of adult literacy in the Punjab and has developed suitable hygiene education materials, which have been adequately field tested and can therefore be incorporated in national programs. Similarly, the Allama Iqbal Open University has been developing audio-visual aids for hygiene education involving clean water, safe disposal of human excreta, personal hygiene, food hygiene and environmental sanitation. These can be adapted for use in the sector. Additional initiatives have been taken by donor agencies working with Afghan refugees like Save the Children/UK and the Health Education Resource Center. Materials developed by these agencies, if suitably modified can be utilized for promotional activities within the sector. On a national scale, there is a need for establishing a Communication and Materials Resource Center, that can promote collaboration between various agencies and encourage the dissemination of materials and the formulation of indigenous communication strategies. Within the context of the provinces, the following efforts have been undertaken:

6.3.1 Azad Jammu and Kashmir

There is only one health educator within the health department, who is responsible for overseeing the health and hygiene education activities for the whole state; the health educator is responsible for organizing, coordinating and supervising the health education activities through radio programs, maternal and child health centers, rural health centers and basic health units. In water supply and sanitation, the focus has been on school level health programs; however, this program has not been very effective, due to lack of trained promoters and communication materials. Moreover, within the spectrum of health education the emphasis has been on Expanded Program of Immunization (EPI), Control of Diarrheal Diseases (CDD) and anti-smoking.

6.3.2 NWFP

A Health Education Unit has been created in the Health Department and is being administered by an Assistant Director Health Education, who is responsible for coordinating health education activities within the province. The unit provides basic information on different health issues through posters, pamphlets, newspaper advertisements and TV-Radio programs and discussions. However, the focus on hygiene education is limited. At the lower tier, district level health officers are responsible for organizing health education sessions in rural health centers, basic health units etc and for disseminating health education materials through the field staff of RHCs and BHUs.

Materials have been developed by the department on different health issues but hygiene education has not been a priority emphasis. Funds allocated for material development are very limited and are always released at the end of financial year, which makes utilization of funds difficult. According to concerned officials, hygiene education can be promoted at two levels: first, through the development of hygiene education materials and second, through the inclusion of hygiene education in the curricula of different health education training programs. Within donor programs, a manual on hygiene education and other motivational material are being developed by the Pak-German Project for Promotion of PHED. The LG&RDD/UNICEF assisted project also includes a hygiene education component, however, UNICEF considers hygiene as the program's weakest area. The UNICEF program is constrained due to non availability of materials and the difficulty of fielding female promotional staff.

6.3.3 Punjab

A Health Education Unit has recently been created within the Health department. The Unit provides basic information on diarrhoea control, EPI, TB and family planning through posters, pamphlets, newspaper advertisements and TV-Radio discussions. Implementation of the health education program is based on district level health education officers, whose activities are linked with the field staff of RHCs and BHUs. Hygiene education has been included as a component in the UNICEF assisted program, however it needs to be strengthened through material development and staff training.

6.3.4 Sindh

Different health activities are being implemented through the Health education Unit of the Health Department. These activities include the organization of health education sessions in RHCs, BHUs etc and the dissemination of health education material. Material has been developed by the department on different health issues, and this includes videos on diarrhea and EPI. However, a low emphasis has been placed on the development and production of hygiene education materials.

6.3.5 Balochistan

The health education program includes hygiene education, however limited resources are available for the promotion of awareness campaigns. Moreover, field level staff is scarce and lacks relevant skills for the effective promotion of hygiene education. However, some achievement has come through UNICEF, BIAD and WASA projects; the WASA low cost sanitation project has a major hygiene education component and is supported by household level motivation teams. Within the WASA project, hygiene education has been integrated with latrine construction and is being conducted simultaneously with the construction of latrines. Joint

promotional materials have been developed and include use and maintenance of pit latrines, handwashing, storage of food etc. There is a need for evaluating the impact of the hygiene education program through a detailed kap analysis.

OUTLINE OF THE PROPOSED STRATEGY FOR ADDRESSING THE COMMUNITY
MANAGEMENT, HUMAN RESOURCE DEVELOPMENT AND HYGIENE EDUCATION
NEEDS OF THE RWS&S SECTOR

7. PLAN FOR SUPPORT ACTIVITIES

7.1 Seminar on Community Management

7.1.1 Rationale

As noted, the promotion of community based efforts in the WS&S sector is severely constrained by the lack of adequate information, knowledge and skills. Within South Asia, there are many successful community managed field experiences. However, there is a need of pooling, collating and sharing this regional experience. This will have a two-fold impact:

7.1.1.1 Sharing of information regarding community based participatory projects, will guide policy choices and enable senior decision makers to make more informed decisions. Moreover, the seminar will also support the implementation of the IDA assisted RWS&S project by analyzing community based field experiences.

7.1.1.2 On a more regional level, it will impart an exchange of ideas and will facilitate flow of information, thus providing a more regional focus to sectoral activities. A cohesive vision of the sector, will ensure the formulation of germane and focused sectoral policies.

7.1.2 Objectives

The overall objective of the seminar is to achieve a COMMON UNDERSTANDING of community management, its significance and implications.

More specifically, the objectives of the seminar will be:

7.1.2.1 To sensitize decision makers to the importance of community and women's involvement in water supply and sanitation projects and identify field tested approaches that can promote community management.

7.1.2.2 To clarify the distinction between community participation and community management, that is, define the various intensities of people's participation.

7.1.2.3 To obtain a better understanding of the "regional experience" in the water sector.

7.1.3 Outputs

7.1.3.1 A common understanding of community management, within the different levels of decision makers in the sector and how it can be integrated in WS&S projects.

7.1.3.2 A set of guiding principles for the promotion of community participation in the WS&S sector.

7.1.3.3 A comprehensive report documenting the findings and recommendations of the seminar, regarding community management in the RWS&S sector.

7.2 Study of People's Participation in the Provision of Water and Sanitation Services for the Poor

7.2.1 Rationale

Despite the growing awareness regarding the need for community involvement, there is very little systematic information available from the field on community management, to facilitate decision makers in confidently undertaking policy choices. Methods to increase people's and in particular women's involvement, are therefore difficult to operationalise. Particular emphasis needs to be placed on researching and devising strategies for enhancing the involvement of women in planning, implementing, operating and maintaining RWS&S projects. Furthermore, there is a need to analyze the participation experience and its contribution to the efficiency and sustainability of services, in order to provide a guideline for future projects.

7.2.2 Objectives

The broad objective of this study is to analyze the contribution of participation towards the creation of sustainable and effectively utilized water systems.

Specifically, the objectives of the study are:

7.2.2.1 To determine the impact of people's participation in projects on the economic and social well being of communities.

- 7.2.2.2 To conduct a detailed analysis of the costs of participatory and traditionally managed water systems, in order to determine the short and the long run cost effectiveness of projects. Costs will include upfront costs in terms of time, organization, risk taking and capital and recurrent costs.
- 7.2.2.3 To identify bottlenecks and problems encountered in community managed projects in order to recommend measures to address these issues and to examine factors contributing to the success of such projects.
- 7.2.2.4 To document the process and intensity of participation under diverse conditions, that is, to identify what succeeded and what did not under different conditions like diversity in institutional arrangements, social and cultural factors etc.

7.2.3 Outputs

The outputs of the study will address each of the objectives outlined in paras 2.1 to 2.6. Specific outputs of the study will include:

- 7.2.3.1 Individual case studies of four community managed projects, providing detailed accounts of the nature of people's participation and the role of women in these projects.
- 7.2.3.2 A detailed cost effectiveness evaluation, highlighting the differences in initial and set-up costs, capital and recurring costs and the short term and long term benefits that arise from community involvement in these RWSS projects.
- 7.2.3.3 An extensive analysis of funding cycles and their link to participation, that is, how participation effects the disbursement of funds during the life of the project.
- 7.2.3.4 Some recommendations for the integration of people's participation in large scale national programs.

7.3 Training Workshops

- 7.3.1 In order to enhance the existing human resource capacity in the sector and to develop a cadre of trained specialists in community participation, two 10 day SARAR training activities are proposed. These will focus on strengthening the activities of existing agencies, training institutes, sector line departments and NGOs.

- 7.3.2 The emphasis of the first workshop will be to support the existing activities of the provincial line departments, that is, the LG&RD and the PHED, through the training of field level and mid-level staff in participatory development.
- 7.3.3 The second training will focus on the trainers from federal and provincial level training institutes and on NGOs involved in participatory development. These will include institutions like the PARD, NCRD, MTRI and NGOs involved in the Punjab Social Welfare Board initiatives.

8. INSTITUTIONAL ACTION PLANNING

8.1 PROWESS National Strategy

8.1.1 Rationale

The FSU was established with the aim of strengthening the community management and hygiene education components of RWS&S programs. However, there are two major problems impeding the operational integration of community management principles in government assisted projects. First, a well established community based delivery system does not exist for large scale implementation of water and sanitation programs. Most community managed projects are small in scale and spatially isolated. Second, the policy to promote community based management will involve the re-orientation and training of thousands of people who are involved in the water and sanitation sector. Existing resource commitments, both institutional and financial for training in the sector, will be inadequate to train the current cadre of water sector managers and extension workers, therefore a concerted effort should be made to promote human resource development in the sector.

8.1.1.1. One of the main objectives stated in the PAK/90/013 project document is to promote the involvement of women and of communities in the RWS&S sector. In order to strengthen the "software" component of the project, a joint PROWESS national strategy is proposed, which will focus on human resource development, communication and material development. The PROWESS strategy will be a way of highlighting and supporting the community participation and WID aspects of the Federal Support Unit and will complement the activities of the Federal Unit in the areas of WID, community participation and participatory training.

8.1.1.2 PROWESS (Promotion of the Role of Women in Water and Environmental Sanitation Services) has expertise in participatory approaches for the promotion community

managed sustainable projects. PROWESS has been operating in 20 countries and has demonstrated viable methods of involving women and the community in all stages of water and sanitation projects. In collaboration with the FSU, NGOs and other international agencies, PROWESS will focus on the following:

1. Develop local capacity and skills in the promotion and application of participatory gender sensitive methods for the achievement of sustainable water and sanitation systems.
2. Facilitate and support the development of self-reliant community organizations.
3. Promote the development, production and dissemination of local training materials and tools, including hygiene education materials.

8.2 Strategy to Support Participatory Development within the Water and Sanitation Sector in Pakistan

8.2.1 Learning Phased Approach

A learning phased approach should be adopted, in order to evolve workable models for demonstrating that community management and women's involvement can create water and sanitation systems, that are effectively used and sustained by communities in the long run with minimal support from government departments. This will entail the development of pilot models of participation linked to large scale planned programs, with the active participation of the Public Health and Engineering departments, Local Government and Rural Development Departments, NGOs and the private sector and will be based on a synthesis of experience from the various regions of the country.

The learning approach will first involve the testing of different modules of participation, which can then be adapted on a larger scale. It is therefore critical to link the National PROWESS strategy to existing investment programs in the sector. This will have a two-fold impact: it will support the implementation of the World Bank Rural water supply and sanitation project by strengthening government delivery mechanisms through the promotion participatory approaches and will ensure practical follow up in the future. However, given the rapid growth in the urban areas, PROWESS will also focus on the application of participatory approaches in planning and implementation of services for the urban poor. Achievement of this can be supported by linking with urban based programs like the Orangi Pilot Project, ODA assisted Faisalabad Upgrading Project, World Bank assisted Punjab Urban

Development and Lahore Urban Development projects etc.

8.2.2 Phase I Catalytic Demonstration

For the initial three years, a phased approach will be adopted to consolidate, institutionalize and disseminate what is known from small scale to large scale programs and to address what is unknown in terms of replicability. The basic purpose will be to frame viable options for the delivery of sustainable water and sanitation systems, based on the existing institutional environment. The shortage of skilled personnel and materials, practical procedures for two way communication between managers and the extension staff and between extension staff and the community, methods to enhance women's involvement in the process for the sustainability of water supply systems, ways to promote mass communication for improving the access of women and the poor to information and the need for NGO collaboration in the sector, will be dealt with on a provincial level. The first phase of the strategy will focus on the following provinces:

8.2.2.1 Punjab

52 % of the population resides in the sweet water zone, where each household is expected to make its own arrangement for water supply by purchasing hand pumps from the private sector. The private sector has a well defined role to perform in the delivery of water supply systems, and can be supported to take on the maintenance and operations tasks on a profit basis. Similarly, the Local Government and Rural Development Department (LG&RD) has a well established network of community workers and has developed a direct link with communities.

In order to utilize and enhance the functions of the LG&RD for the realization of a gender sensitive approach and to identify ways of promoting the role of the private sector in service delivery, it is proposed that two UN volunteers be placed within the LG&RD. Two districts, each headed by a UNV, will be chosen within the province, according to the following criteria: overall, investment plans must exist, so that follow up investments can be made. Ideally, the district level strategy should be linked to existing or future government or donor investment in the sector, for example, collaborating with UNICEF in the implementation of the Accelerated Water and Sanitation Program. However, it is important to note that the districts identified should be disparate, so that alternate strategies can be developed.

The UNVs will be responsible for identifying 3-4 villages in each district for initiating and implementing the

demonstration phase. A detailed monitoring and evaluation plan, including the formulation of tools for participatory planning, will be developed from the beginning to enable future applicability of the experience. The role of the UNVs will be integral in developing, consolidating and disseminating participatory methods to promote sustainable water schemes. The UNVs will work closely with counterparts and will be directly involved in the training of field staff in participatory methods.

8.2.2.2 Azad Jammu and Kashmir (AJK)

There are many similarities between Punjab and AJK in terms of the water sector. However, in terms of community participation, AJK demonstrates a relatively high level of development. As noted, the delivery mechanism for water systems is community based and is supported by a strong institutional structure. LG&RD is primarily responsible for service delivery and has a sound network of field staff. The role of PROWESS will be pivotal in the implementation of the AJK Strategic Investment Plan (SIP), which has identified the promotion of human resource development to be critical for sector development. It has been proposed in the SIP, that at least 36 extension workers will be trained to promote gender sensitive approaches for the delivery of sustainable water supply and sanitation.

The purpose of the demonstration phase in AJK, will be to alleviate the constraints that are faced by LG&RD in terms of trained staff, propose functional and tested methods of women's involvement and people's participation and overcome the shortage of training and communication materials, especially in the area of hygiene education. AJK can be a test case for developing indigenous communication strategies for promoting hygiene education. A structure similar to the one proposed for Punjab, will be followed in AJK. Two districts will be identified as focal areas for the implementation of the demonstration phase. Each district will be headed by a UNV, who will in turn be located within the LG&RD. The UNVs will be expected to collaborate closely with the project managers of markaz schemes within their district, in order to ensure wider application of community based methods. Through their efforts, the UNVs will enhance the participatory training and the community development component of the proposed SIP for AJK. 3-4 strategic villages will be identified within each district to demonstrate the efficacy and the viability of the approach developed. To ensure future application, a detailed monitoring and evaluation system will be

developed.

8.2.3 Phase II Large Scale Replication

The second phase will cover two years and will consolidate and refine the approach developed in the first phase to extend it on a larger scale. A comprehensive national strategy based on the demonstration phase will be framed and delivery mechanisms will be finalized for each province. Tentatively, these will include independent multi skilled PROWESS teams for each province, including a training and communication specialist, Monitoring and Evaluation specialist, WID Specialist. Different institutional arrangements will be determined for each province.

8.3 Key Areas of Focus

As mentioned, the main focus of the approach will be to try and address the question: How can women's involvement and people's participation be integrated in large scale programs? The following will constitute the key focus areas:

8.3.1 Participatory Training

Two barriers that have been identified in undertaking large scale training efforts, are the shortage of skilled personnel and appropriate materials. The strategy will focus on the refinement and dissemination of existing tools and training methods to support people's involvement in decision making at all levels, that is, from the community to the national level. This effort will be facilitated by close collaboration with the government, NGOs, relevant training institutes and other external support agencies. Initially, close collaboration will be promoted with 4 or 5 groups that can act as resource centers for material development. Ultimately, the training activities of PROWESS in Pakistan, will be merged with the ITN Center. In terms of participatory training, the PROWESS strategy will lay the foundations for the ITN Center and will be a means of evolving viable training methodologies and materials for the sector.

When initiating policy change, there is often temptation to launch a massive national program based on prepackaged modules that have been tried elsewhere. Such strategies can prematurely abort the development of local capacity and will lead to years of costly adaptation. Given the existing situation in Pakistan and the experience in other regions of the world, large scale production of standardized materials should be postponed initially, and modules should be developed based on field experience within different regions of Pakistan.

8.3.2 Innovation in Communication Techniques

In order to ensure local relevancy of the approach, it is necessary to evolve an innovative communication and managerial technique. The area of people's participation in project development, planning and implementation is fairly recent. Hence, there is a need to develop systems of monitoring and evaluation and to evolve communication methods for facilitating two way communication between managers and field staff and the community. This will entail an assessment of the existing incentive systems, flow of information within various institutional structures, planning mechanisms and inter-sectoral linkages. This issue will be addressed through a combination of applied research, analysis and demonstration. Activities in this area will be supported by the Monitoring and Evaluation Specialist located at the Federal Support Cell

8.3.3 Women, Credit and Enterprise

In order to enhance the economic role of women and to improve the financial sustainability of projects, it is imperative to increase women's access to resources, both in terms of credit and training. It is a well established fact that women have a higher propensity of investing their income in the welfare of the family. However, there is only one documented project which has integrated water and women's income generation, that is, the Mexico Women, Water and Credit project. In other words, there is a need for formulating projects that combine credit with water and sanitation. There is now considerable experience in extending credit on market rates to the assetless poor through peer collateral. Within Pakistan, UNIFEM in collaboration with the commercial banking sector, is developing a national credit program that will target women in the rural areas. Linkages can be forged with UNIFEM and other related projects, OPP, AKRSP etc, in the area of credit and micro-enterprises.

8.3.4 NGO Collaboration

As noted, Pakistan has a dynamic NGO sector, which has been actively promoting community based social development. Since NGOs can play an important role as intermediaries between the government and the community, it is critical to develop a strategy for supporting the role of NGOs in the sector. This will involve a two pronged approach. NGOs will be provided financial assistance through the PROWESS NGO Fund. Also, training will be imparted in the areas of participatory methodologies for upgrading the skills of the NGO sector.

8.3.5 Environment and the role of the community

Environmental degradation is rapidly escalating in both rural and urban Pakistan as a result of improper management of resources.

Water logging and salinity, deforestation, contamination of ground and surface water, are undermining the very existence of rural life in Pakistan. Within the cities, the existence of stagnant pools of drainage water, toxic waste from industries, insanitary disposal of solid waste, are posing serious health problems for the urban poor. The National Conservation Strategy (NCS), which was initiated through the Canadian International Development Agency (CIDA) and the GOP, will try to address some of the above mentioned issues. PROWESS activities will support the efforts of the NCS, by promoting the involvement of women and the community in the management of the environment and by raising awareness on environmental issues. This will involve the development of methods to elicit community support for the creation of a safer and better environment and to ensure equitable utilization of resources.

8.3.6 Institutional Framework

The following represents the core staff requirements for the PROWESS National team:

8.3.6.1 Federal level staff

Based on sectoral requirements, there is a need for adopting a more integrated approach towards community development, hrd and materials development. This will involve establishing a multi skilled team for promoting hrd and community development in the sector. Thus the size of the National PROWESS team needed to launch the program in Pakistan is:

Senior Training Coordinator
Communication Specialist
WID Specialist
Secretary/Administration Assistant

The PROWESS national team will be headed by a Senior Training Coordinator, who will primarily be responsible for developing a national training strategy and will manage and supervise the activities of other team members. The Training Coordinator will be supported by two development specialists that combine strong analytical abilities with relevant field experience. The first will be a Communication Specialist and will be involved in materials development, while the second will be a WID Specialist with expertise in monitoring and evaluation and with a background in credit and finance. Each specialist will be responsible for the development of the national PROWESS program, in terms of training, material development and research. Support staff in the form of secretarial assistance, will also be required to facilitate the operations of the PROWESS national team.

In accordance with PAK/013/90, the National Team will be supported by an international PROWESS consultant for a six month period, beginning January 1993. The PROWESS consultant will be responsible for recruiting and establishing the National team and will develop detailed terms of reference for the project team. The consultant will work closely with the existing FSU WID/Hygiene Education Specialist and the GOP WID/Hygiene Education Specialist.

8.3.6.2 District Level Staff

United Nations Volunteers (UNV) will be utilized to operationalise the PROWESS strategy on the district level. A total of 4 UNVs, with a strong community development orientation, will be placed in four districts within the Local Government and Rural Development Department or the Planning and Development Department (P&D). Each UNV will be responsible for planning and developing strategies in 3-4 villages and will be important in the preparation and dissemination of alternate community participatory methods for sustainable development. Activities of the UNVs will be supported by government counterparts, and the UNVs will be involved in the training of counterparts and the field level staff. The UNVs will report directly to the Senior Training Coordinator.

The UNVs will be the focal point for the implementation of the strategy in the field, since UNVs have a strong grassroots orientation. On average, a UNV has ten years of work experience in the field before joining the UNV program. Similar efforts are being made by UNDP to harness the experiential strengths of the UNV cadre for the support of rural development in Pakistan, that is PAK/90/022 and PAK/90/021. Recently, a UNV Program Manager has been located in Pakistan to assist in the promotion and management of UNVs in the country. Activities of the district level UNVs will be complemented by 3 UNICEF supported UNVs at the provincial level. The UNICEF UNVs will be responsible for promoting and integrating hygiene education in the sector and future areas of collaboration will be identified with the UNICEF program.

8.3.6.3 The Federal level PROWESS team will be physically located in the Regional Water Supply and Sanitation Group's Pakistan office, in order to ensure synergy in the operations of the two programs. The activities of the team will be supervised by the Country Program Coordinator, and will be supported by continual collaboration with the Regional PROWESS team located in

New Delhi and the ITN Center.

The UNVs will be located within the district level LG&RD or P&D and will work in close collaboration with the district level staff, specifically the Assistant Director and the field staff, that is, the rural development workers.

9. HUMAN RESOURCE DEVELOPMENT: THE ITN CONCEPT

9.1 Justification

9.1.1 There is a need for expanding national capacity for the efficient delivery of water supply and sanitation services. Poor performance of delivery mechanisms, can be attributed to weak sectoral institutions and to the lack of trained and qualified staff. Meeting this challenge, involves a two pronged approach:

1. Institutional strengthening in order to support sectoral activities through the creation of a positive environment. This will involve the development of efficient organizational systems, promotion of inter-agency collaboration, delivery systems, M&E systems etc.
2. Human Resource Development, involves strengthening the managerial and technical skills of sectoral personnel through tools such as formal and informal training, technical assistance, management training, low cost option techniques etc.

9.1.2 The ITN was launched in 1984 in order to enhance the capacity of sector and educational institutions to carry out training and other activities in low-cost water supply and sanitation services. To support this objective, the ITN created a network of local, regional and international training institutions. ITN training centers provide a range of short and medium training courses, disseminate information on low cost water supply and sanitation options and promote local applied sector research. Training modules have been developed in the following areas: project preparation and implementation, institutional and financial aspects, user participation, health aspects of water supply and sanitation, types of water systems, on-site sanitation; sanitation technology selection etc.

9.1.3 There has been a shift in the focus of the ITN from technology promotion to institutional development, and

this has involved a closer working partnership with PROWESS in the area of participatory development and training. It is envisaged that the ITN Center in Pakistan will establish a close relationship with the proposed national PROWESS team. In fact, once an ITN Center has been established in Pakistan, the PROWESS team can be physically housed within the Center. Moreover, the PROWESS component will enhance the activities of the Center in participatory training. Integration of PROWESS with the ITN Center will ensure the promotion of a multi skilled cadre of water and sanitation professionals for efficient delivery of services.

9.1.4 Under the IDA assisted program, training cells have been proposed for the LGRDD and/or PHED of AJ&K, Balochistan and Sindh, which will provide training for staff development, skill enhancement etc. It is imperative to support this effort by formulating standard guidelines for module development and program design. The ITN Center should provide technical assistance to the IDA project, in this area. Any human resource development effort in Pakistan, should therefore concentrate on supporting the new policy towards delivery mechanisms, which promotes:

1. Active user and community involvement in the planning and construction of water supply systems.
2. Integration of water supply, sanitation and hygiene education initiatives.
3. Strengthening and coordination of sector institutions (both government and non-government).
4. Enhanced private sector involvement, and
5. Affordable and sustainable technology options and service levels that reflect the expressed demand of beneficiaries.

9.2 Brief Outline of Proposed Activities

As a follow up to the ITN Center, the following activities have been proposed:

9.2.1 As noted, a suitable focal institution needs to be identified. Ideally, this will involve an established training institute that offers training focussing on community management of development initiatives to a variety of development personnel, including government

and non-government agencies, in both technical and social science fields. For this purpose, the National Center for Rural Development (NCRD) may be useful for launching the HRD effort on a pilot basis. Once the approach is refined and consolidated, the NCRD ties to the provincial rural development academies can be re-established and a more decentralized provincial training program can be developed.

9.2.2 There is a need for adapting and modifying existing ITN modules for the local environment. Guidelines should therefore be prepared for developing modules in the following areas:

1. Participatory methodologies for fostering community based planning and management of WS&S schemes.
2. Health Aspects of Water supply and Sanitation/Hygiene Education
3. Low cost Options and User's Participation

The above modules are not exhaustive and guidelines will need to be developed in areas related to technology and other technical aspects. However, concentrating on the above three areas will ensure complementarity between the HRD effort and the PROWESS strategy and will promote future integration of the two programs. Consultants will be hired and will work closely with the focal ITN institution, to conduct a needs assessment for the design and development of training modules. This will involve both extensive and intensive collection of information and training material. A detailed terms of reference and budget will be prepared for this initiative.

9.2.3 A detailed proposal will be prepared for the ITN Center, with active collaboration of the focal institution.

Monitoring and Evaluation Adviser

Exhibit I

Description of the Outputs of M&E Adviser

OUTPUTS	DESCRIPTION
1. Inception Report	The report will provide a brief situation analysis on the current M&E system in the Provincial Sectoral agencies (PHED, LG&RDD and P&D). It will and present an outline of an M&E system to be developed for the sector.
2. Quarterly Newsletter	The newsletter will be a product of the Federal Ministry and will update the national sector agencies, other government agencies, local agencies (District and Union Councils) NGOs and ESAs on sector information which includes the entire sectoral issues, progress of projects, coverage, project experiences and other relevant experiences.
3. Demonstration of CESI+ Management Information System	The CESI Management Information System developed by WHO will be demonstrated and feasibility of the extent of its operationalization will be explained for producing information on statistics and for planning and monitoring purposes at the federal level.
4. MIS for Monitoring & Evaluation of RWS&S Sector	This is one of the major outputs of the project. The strategy is to select one province and to develop an MIS for monitoring and evaluation of RWS&S projects in the PHED and LG&RD departments and to link the system with the MIS in the P&D department. Together the three sub-systems at the PHED, LG&RDD and P&D will form the sector MIS for the province. Once an MIS is developed and operationalized in one province it can be replicated in other provinces. Finally the provincial systems can be linked to the Federal Ministry of Local Government and Rural development to form an integrated system.

(Exhibit I contd...)

OUTPUTS	DESCRIPTION
5. Training & Manpower Development	The M&E adviser will also train his counterpart from MLGRDD and other staff of line departments in the techniques of M&E and MIS development. Seminars, workshops and study tours will be arranged for training.
6. TOR's for Research Studies on WSS	TORs for applied research studies in WSS sectors will be prepared by the M&E Adviser in collaboration with the Health Education Specialist.
7. Workshops & Seminars	A series of workshops will be prepared for LGRDD, PHED and P&D departments on the concept, design and implementation strategy for M&E system of RWS&S program. The purpose of the workshops will be to sensitize the planners in other provinces for replication of the MIS in their province.
8. M&E Report	Towards the end of the project the adviser will produce a report on the whole issue including the conceptual framework to final product in the pilot area and the extent of replicability in other provinces. The constraints, bottlenecks and institutional issues in the sector will be discussed and future guidelines for further strengthening the M&E system will be presented.
9. Study Tours	Visit to Nepal and Bangladesh with the counterpart to study the RWS&S M&E system in operation and being developed in these countries.

Activities Related to Each Output

1. Inception Report

- 1.1 Literature Review
- 1.2 Discussions with the M/o LG&RD staff on the role and involvement of the Ministry in RWS&S sector and the current status of M&E of programs by the Ministry
- 1.3 Discussions with RWSG-SA, UNICEF, AKRSP on their activities in the sector
- 1.4 Field trips to provincial PHED, LG&RDD and P&D in Sindh, Punjab, NWFP, Balochistan and AJ&K
- 1.5 Analysis of field trips to identify current status and weakness of M&E system
- 1.7 Preparation of a situation analysis on M&E systems in water and sanitation sector
- 1.8 Conceptual framework for development and implementation of M&E system
- 1.9 Identification of pilot area and formulation of guidelines for planning, design and implementation of M&E system in NWFP
- 1.10 Identification of areas where FSU can provide inputs for strengthening the M&E capacities of the sector agencies.
- 1.11 Reformulation of outputs and activities on the basis of situation analysis and suggested actions.

2. Quarterly Newsletter

- 2.1 Review of newsletters on water, sanitation and related areas published by national and international agencies.
- 2.2 Discussion with the Federal Ministry, RWSG-SA and UNICEF on the objectives, contents and target recipients of the newsletter
- 2.3 Development of a strategy and plan of action for producing the newsletter
- 2.4 Formation of an editorial committee
- 2.5 Identification of a publication consultant for the newsletter
- 2.6 Development of Terms of Reference for the consultants.
- 2.7 Identification of resource persons and agencies for contributing articles, features and reports.
- 2.8 Supervision of consultant in producing the newsletter
- 2.9 Arrangements for printing and distribution

3. Management Information System for Monitoring and Evaluation of RWSS Sector

- 3.1 Literature review and discussions with M/o LG&RD, RWSG-SA, UNICEF on the objectives of the M&E system

(Exhibit II ...contd)

- 3.2 Field trips to provincial PHED, LG&RDD and P&D in the four provinces and AJK.
 - 3.3 Study of the current system of M&E and identification of weaknesses in the system.
 - 3.4 Development of a conceptual framework and a strategy for developing the system
 - 3.5 Selection of NWFP for developing the MIS
 - 3.6 Formulation of guidelines for planning design and implementation of the system
 - 3.7 Development of TORs for consultants for design and installation of M&E system in NWFP
 - 3.8 Supervision of consultants during the development of the system and its operationalization.
 - 3.9 Test run of the system
 - 3.10 Development of Users and Technical manuals
 - 3.11 Development of a phased strategy for replication of the system in other provinces
 - 3.12 Integration of provincial systems into a National Sectoral MIS
 - 3.12 Study CESI+ and examine the feasibility of integrating it into the National Sector MIS
-
4. Training and Manpower Development
 - 4.1 Identification of areas related to M&E where human resource development of sector agencies is required
 - 4.2 Development and /or arrangement of computer training courses and training workshops for PHED and LG&RD departments
 - 4.3 Arrangement of orientation and study tours for government counterpart
 - 4.4 Identification of fellowship course for the counterpart
-
5. TORs for Research Studies
 - 5.1 Identification of research areas in water and sanitation sector
 - 5.2 Preparation of TORs for studies
 - 5.3 Selection of consultants
 - 5.4 Supervision of studies
-
6. Workshops and Seminars
 - 6.1 Workshops for training in operating the M&E system for PHED and LG&RD staff in NWFP
 - 6.2 Demonstration of the system at Federal level to sensitize planners on the idea of replicating the M&E system in other provinces

(Exhibit II ...contd)

- 6.3 Demonstration and sensitizing workshops in P&D, PHED and LG&RD departments in other provinces

- 7. M&E Report
 - 7.1 Review of the whole issue related to M&E of RWS&S including conceptual framework to final product in the pilot area
 - 7.2 Extent of replicability in other provinces
 - 7.3 Guidelines for further strengthening of the system

- 8. Orientation and Study Tour of Nepal and Bangladesh
 - 8.1 Study of the RWS&S M&E system in operation in Nepal and being developed in Bangladesh
 - 8.2 Meet sector agencies dealing in M&E
 - 8.3 Meet consultants responsible for developing the system
 - 8.4 Meet Computer Center staff to examine their facilities and discuss their training programs
 - 8.5 Meet RWSG-Sa and WHO project staff to discuss sectoral activities in general and M&E activities in particular.

Training Component of M&E Plan

1. **Workshop I:**
Workshop will be conducted at the Federal level to present the conceptual framework of the M&E system and its components.
 2. **Workshops II & III:**
Two workshops will be conducted; one for the Federal Ministry and one for sector agencies (PHED, LG&RDD and P&D) in NWFP. The CESI+ Management Information System will be demonstrated and the feasibility of its operationalization for data storage, report generation and for updates on statistical information for planning and monitoring purposes at Federal and Provincial levels will be discussed. The purpose of the workshop is to introduce the concept of MIS to planners and to sensitize them on the issue.
 3. **Workshop IV:**
This workshop is planned for NWFP where the pilot phase of the project will be implemented. The workshop will be arranged after the completion of a systems study of the M&E requirements of PHED and LG&RDD. Based on the findings of the study a workshop will be conducted to present a structure of the proposed M&E system and to discuss mechanism for operationalization of the system. The objective of the workshop is to elicit opinion, suggestions and comments on the proposed model.
 4. **Workshop V:**
The workshop will be conducted in NWFP after the development and trial run of the system. The system developed for M&E will be presented and discussion will be held on its constraints and further refinement.
 5. **Series of Seminars:**
After the final development and operationalization of the M&E system in NWFP, a series of seminars will be arranged at Federal and Provincial levels to introduce the idea of replicating the system in other provinces. At the provincial level the seminars will be held in the PHED, LG&RDD and P&D departments. the system developed in the pilot phase will be presented in the seminars and its advantages will be discussed.
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Exhibit IV

ANNEX I

Proposed Schedule of Activities of the M&E Adviser

Activities and Outputs	Year I									Year II															
	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S
1. Inception Report			*	*	*	*	*																		
2. Field Visits			*	*	*																				
3. Newsletter										*				*			*					*			
4. Demonstration of CESI												**													
5. MIS for Monitoring & Evaluation						***** Background work				***** Conceptual framework & workshop			***** Development of the system in the selected province			***** Test Run			***** Refinement, editing & presentation			***** Efforts for replication in other provinces			
6. Training & Manpower Development Through Workshops & Seminars									** WS-I	** WS-II		** WS-III	** WS-IV					** WS-V				***** Seminars on replication of the system			
7. TORs for Research Studies & Consultancy										**					**										
8. M&E Report																							**	**	
9. Orientation and Study Tours											**						**								

CESI = Country External Support Information System
 WS = Workshop

COMMUNITY PARTICIPATION/HYGIENE EDUCATION ADVISER

Exhibit I

Description of the Outputs

OUTPUT	DESCRIPTION
1. Inception report	The inception report will provide an update of RWSS&S programs on community mobilization, human resource development and hygiene education. An outline of the proposed strategy for addressing the community management, human resource development and hygiene education needs of the sector will be presented.
2. National strategy for involvement of beneficiaries in RWSS	This is the major output of the adviser. The strategy will assist the federal and provincial departments in mobilization of communities and in integration of health and hygiene education in RWSS. The strategy proposes to adopt a learning phased approach, in order to evolve workable model for demonstrating that community management and women involvement can create water and sanitation systems that can be effectively used and sustained by communities in the long run with minimal support from government departments. This will entail the development of pilot models of participation linked to large scale planned programs, with active participation of the PHEDs LGRDDs, NGOs and private sector and will be based on a synthesis of experience from various regions of the country.
3. Trained manpower	The advisor will train the counterpart and provincial level staff of concerned agencies on participatory training methodology and on integration of hygiene education with WS&S program.
4. Supervision of applied research studies by consultants	The adviser will be responsible for preparation of TORs and supervision of consultant's work during the studies.

(Exhibit I...contd)

OUTPUT	DESCRIPTION
5. Assistance to PROWWESS activities	Assistance will be provided by advisor to RWSG in PROWWESS activities in Pakistan.
6. Assistance in newsletter	Assistance will be provided to M&E advisor in preparing the newsletter.
7. Support in preparation of new project	Technical assistance will be provided to sectoral agencies if needed.
8. Development of hygiene education package	A standard hygiene education package will be developed with collaboration of UNICEF and RWSG.
9. Series of workshops and seminars	A series of workshops and seminars will be planned and conducted as support activities for proposed national strategy. The purpose of the workshops and seminars will be to sensitize the planners and orient the mid-level managers and field workers for replication of the national strategy.
10. Study Tours	Visit to Nepal and Bangladesh with Community Participation Specialist of RWSG-SA to study the involvement of beneficiaries in the rural water supply and sanitation sector. Local study tours alongwith concerned staff of Sindh and Baluchistan to PHED and LGRD in NWFP, ARC Peshawar, BWASA Quetta, AKRSP Gilgit and OPP, Karachi for sharing experience.
11. Final Report	On completion of the project the advisor will prepare a report on her activities and involvement in the sector. The report will include identification of the issues of community participation, women involvement and hygiene education and suggest actions for strengthening and implementing the proposed strategy.

Exhibit II
Activities Related to Each Output

OUTPUT	ACTIVITY
1.	Inception report
1.1	Field visits to provincial PHED, LGRDD, P&D, Health Department, Social Welfare Department and NGOs in all the provinces and AJK.
1.2	Analysis of field trips to identify current status and weaknesses in the community participation, HRD and hygiene education components of sector program.
1.3	Preparation of situation analysis on community participation, women involvement and hygiene education.
1.4	Literature review
1.5	Discussion with RWSG-SA, UNICEF on their activities in the sector.
1.6	Conceptual frame work for linking of PROWESS national strategy with existing strategy for large scale replications.
1.7	Reformulation of out-puts and activities on the basis of situation analysis and suggested action.
2.	National strategy for involvement of beneficiaries in RWSS
2.1	Supportive Activities
2.1.1	Plan and conduct 2-week training program on participatory methodology for the staff of PHED & LGRDD of NWFP, AJK, Sindh and Balochistan.
2.1.2	Plan and conduct 2-week training program for master trainers involved in the PARD, NRCD, MTRI, provincial Rural Academies and in the private sector.
2.1.3	Develop TORs for Community management seminar.
2.1.4	Develop TORs for applied research studies with collaboration of RWSG on following areas: <ul style="list-style-type: none"> a) People's Participation in the provision of Water and Sanitation Services for the Poor. b) Promotion of community participation and technology options.
2.1.5	Supervise consultants work during studies.
2.2	Institutional Action Planning
2.2.1	Assistance required by RWSG for establishment of ITN Center in Pakistan.

(Exhibit II... contd)

OUTPUT	ACTIVITY
2.2.2	Assistance in PROWESS training programs.
2.2.3	Assistance in operationalization of the PROWESS national strategy and establishment of existing Investment strategy in the sector.
2.2.4	Assistance to demonstration strategy implemented under the PROWESS strategy for Integration of Hygiene education, WID and community participation in RWS&S projects.
3.	Trained Manpower
3.1	Involve the counterpart in all activities of the advisor throughout the project implementation.
3.2	plan & conduct study tours for concerned staff dealing with WS&S project in MLGRD, PHED, health Department and Community Leadership.
3.4	plan and conduct regional study tours to Bangladesh, Srilanka and Nepal (where WS&S Sectors activities have been planned and successfully implemented through participatory approach).
3.5	plan and conduct local study tour to AKRSP (N.A.) AJK, OPP, B.WASA and other similar projects.
4.	Assistance to M&E Advisor.
4.1	Assist M&E Adviser in preparing and disseminating a sectoral newsletter.
4.2	Assistance to M&E Advisor in development of a strategy and plan of action for producing the newsletter
4.3	To act as a member of newsletter editorial committee
4.4	Selection of a publication material for the newsletter
4.5	Selection of resource persons and agencies for contributing articles, features and reports.
5.	Support in new Project.
5.1	Extend technical support in capacity building and HRD to the newly established Community Development Directorates in NWFP and Punjab.
5.2	Extend technical support to NWFP, Punjab and Northern Area for preparation of new projects as per strategy guide lines recommended by SIPs.

(Exhibit II... contd)

OUTPUT	ACTIVITY
6.	Development of Hygiene Education Package.
6.1	Study existing system for hygiene education in government and no-government agencies.
6.2	Collect material currently being used for hygiene education by various sectoral agencies.
6.3	Develop and pre-test material with collaboration of UNICEF and RWGS.
6.4	Develop and disseminate the package to the relevant sectoral agencies.
7.	Series of workshops and seminars.
7.1	A training Workshops for training on SARAR techniques for PHED and LGRD staff.
7.2	a training workshop on PROWESS techniques to train master trainers of NCRD, MTRI, PARD, rural academies and participants from private sector.
7.3	A seminar on Community Management for sensitization of decision makers.
7.4	A seminar on Experience Sharing of PHEDs.
8.	Study Tours to Nepal and Bangladesh
8.1	Visit to Nepal and Bangladesh with Community Participation Specialist of RWSG-SA to study the involvement of beneficiaries in the rural water supply and sanitation sector.
8.2	Local study tours alongwith concerned staff of Sindh and Baluchistan to PHED and LGRD in NWFP, ARC Peshawar, BWASA Quetta, AKRSP Gilgit and OPP, Karachi for sharing experience.
9.	Project Report
9.1	Review of sectoral issues related to community participation, women involvement and hygiene education.
9.2	Identification of sectoral weaknesses and recommend remedial actions.
9.3	Guidelines on community participation, human resource development, women involvement and hygiene education for inter-provinces replication and sharing of experience.

Exhibit III
Revised Schedule of Workplan

Activities and Outputs	Year I												Year II													
	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O
Inception Report					*	*	*																			
Field Visits	-----																									
Study Existing System, SIP and Regional WSS and Health System	-----												-----													
Applied Research Studies	-----												-----													
Demonstration for the Developmet of National Strategy																										
Assistance to PROWESS Activities	-----																									
Assistance in Newsletter																										
Support in Preparation of New Projects																										

'-----' Indicates continuous activity

1. Terms of Reference for the PROWESS National Team

- 1.1 The PROWESS team will be supporting activities at two levels, that is the federal and the district level. On the federal level the team will work in close collaboration with the Federal Cell Unit staff, to develop a comprehensive national strategy for women's participation in the water supply and sanitation sector. The team will also liaise with training institutes, both federal and provincial, to determine areas of collaboration and to provide assistance in training and material development. The team will also work closely with recent hrd initiatives in the NGO sector, like the proposed HRD Network. On the district level, the team will strengthen the community development component of the LG&RD and identify and develop workable models of people's participation.
- 1.2 The team will also support the activities of other donors in the area of participatory training and materials development and will liaise closely with donor projects in the water and sanitation sector i.e, the IDA assisted RWS&S Project and the proposed UNICEF participatory development project in Baluchistan, in order to promote sustainable community based systems.
- 1.3 In general, the team will provide technical support, undertake applied research and develop communication networks. Specific terms of reference for the National PROWESS team are outlined below:
 - 1.3.1 Develop and implement a plan of action for the promotion of gender sensitive methods to achieve sustainable water supply and sanitation systems. This will involve the investigation of methodologies for enhancing women's and the community's role in water supply and environmental sanitation projects and an assessment of the application of various participatory models in large scale programs.
 - 1.3.2 Plan and develop a detailed training program for the training of senior level, mid level and extension staff in participatory methods.
 - 1.3.3 Strengthen the activities of existing training institutes in the areas of curriculum development for participatory training and materials development.
 - 1.3.4 Develop and produce communication materials in collaboration with the ITN Center in Pakistan and

establish a materials resource center.

- 1.3.5 Organize and plan workshops in participatory training methods for community development focused on different target groups and for the training of trainers.
- 1.3.6 Frame a detailed monitoring and evaluation system for community based projects and formulate an index of impact indicators for measuring the impact of community participation in projects.
- 1.3.7 Strengthen the community development component of the World Bank assisted Rural Water Supply and Sanitation project.
- 1.3.8 Identify ways to enhance the role of women in environmental management.
- 1.3.9 Identify and conduct applied research to support all of the above mentioned activities.

2. Job Descriptions for Professional Staff

2.1 Senior Training Coordinator (Project Coordinator)

Qualifications: Should have at least seven years field experience in community management or participatory development. Have extensive experience with training, evaluation and strategy development for participatory programs and a thorough knowledge of community based approaches to development and their application.

Specifically the Senior Training Coordinator will:

- 2.1.1 Plan and manage the activities of the PROWESS National team and prepare regular work plans to ensure that activities of the team proceed in an effective manner.
- 2.1.2 Monitor and supervise the activities of the United Nations Volunteers at the district level.
- 2.1.3 Review sector development strategies with regards to community management with womens' participation and participatory training within Pakistan.

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- 2.1.4 Liaise with relevant provincial and federal agencies in the health, education and WSS sectors in the development and implementation of an integrated support program.
- 2.1.5 Provide advice and inputs into all activities related to community management, WID and participatory training components of the UNDP/World Bank Water Supply and Sanitation Program in Pakistan.
- 2.1.6 Prepare a plan of action for the use of consultants for specific inputs in the areas of health education, participatory development and WID issues.
- 2.1.7 Provide assistance in the development and use of participatory development skills, methodologies which foster institutionalization of community and gender sensitive management in demonstration and large scale projects.
- 2.1.8 Prepare, manage and conduct training programs and events related to community management, participatory techniques and gender issues. Assist in curriculum development and modification.
- 2.1.9 Responsible for the preparation and delivery of practical training tools and materials related to community management and participatory techniques at all stages of design, implementation, monitoring and evaluation of programs.
- 2.1.10 Synthesize existing experiences on community management, prepare periodic reports and publications.
- 2.1.11 Participate in report writing, budget preparation, preparation of consultancy proposals.

2.2 Communication Specialist

Qualification: At least five years experience in communications support for development programs. Some grassroots and field experience is desirable. Have

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technical skills in development of communication tools and products such as video skills, artwork and design skills. Participatory training orientation is preferable. Should hold a degree in communications or related disciplines.

Specifically the Communication Specialist will:

- 2.2.1 Assess the need for communication strategies as part of demonstration and large-scale sector investment programs.
- 2.2.2 In collaboration with the GOP Health Education Specialist, assist in the design of programs and projects integrating communications strategies and applications.
- 2.2.3 Determine in collaboration with the Senior Training Coordinator, gaps in needed materials, and conduct design and preparation work for material production.
- 2.2.4 In collaboration with the GOP Hygiene Education Specialist and the UNVS, design communications strategies and inputs such as audiovisual modules and materials, to support participatory training at the district level.
- 2.2.5 Involve NGOs and government training institutions to develop their capacity to support the water supply and sanitation needs for communication inputs.
- 2.2.6 Assist in the production of communication tools, including participatory training materials.
- 2.2.7 Prepare detailed terms of reference for a Materials Resource Center, to support materials production in Pakistan.
- 2.2.8 Assist in the replication and dissemination of communications strategies and tools that are proven effective.
- 2.2.9 Design and test strategies that link participatory education approaches with mass media inputs.

2.3 WID Specialist

Qualifications: At least five years experience, including work at the grassroots level. A track record in promoting gender sensitive development programs. Some Water and sanitation sector experience is desirable. Extensive experience with monitoring and evaluation of gender sensitive programs and some background in credit.

Specifically the WID Specialist will:

- 2.3.1 In collaboration with the GOP WID Specialist, assist in the institutionalization of gender sensitive planning, implementation and evaluation in water supply and sanitation projects.
- 2.3.2 Develop a detailed monitoring and evaluation system for gender specific targeting and community based projects. Specifically, the WID Specialist will be responsible for developing an index of impact indicators for community based projects.
- 2.3.3 Forge linkages with programs which facilitate women's access to credit and micro-enterprises with water and sanitation programs.
- 2.3.4 Review the WID approaches of national sector development strategies and WID components and advise on future directions and activities within current and upcoming workplans.
- 2.3.5 In collaboration with the GOP WID Specialist, initiate and supervise applied research concerning gender issues in the country.
- 2.3.6 Participate in report writing, budget preparation, work plan production and preparation of consultancy reports.
- 2.3.7 Ensure integration of WID concerns in the activities of the water supply and sanitation sector through the International Training Network and NGO linkages.

2.4 Community Development United Nations Volunteer

Qualifications: Have at least seven years experience in community development at the grass roots level. Background in water and sanitation or rural development is preferred. Experience in Asia would be desirable. Should have knowledge of participatory training and its application.

Specifically the Community Development UNV will:

- 2.4.1 Provide advice and inputs into all activities related to community management, WID and participatory training components at the district and/or provincial level.
- 2.4.2 Provide assistance in the development and use of participatory development skills, methodologies and materials which foster institutionalization of community and gender sensitive management in district and/or provincial level programs.
- 2.4.3 Formulate and implement alternate strategies for community participation in order to promote sustainable development at the village level.
- 2.4.4 Prepare, manage and conduct training programs for field level staff in community management, participatory techniques and gender issues.
- 2.4.5 In collaboration with the Federal level staff, prepare practical training tools and materials, to be used in district and/or provincial programs.
- 2.4.6 Increase knowledge and understanding of relevant technical, financial, institutional and health/ hygiene issues for the promotion of sustainable water and sanitation projects.
- 2.4.7 Liaise and develop contacts with community based organizations and frame methods for enhancing their activities in the water and sanitation sector.
- 2.4.8 Support existing formal and informal credit systems and prepare strategies for improving the access of women to credit.

- 2.4.9 Participate in report writing and detailed project formulation at the district and/or provincial level.