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## **AFTER THE MATCHBOX FELL IN THE WATERPOT**

Final report of the review mission to the Rural Domestic  
Water Supply and Sanitation Programme Phase II (RDWSSP/II)  
Nyanza Province, Kenya

May 24 - June 17 1994



A review commissioned by SAWA to:

Wim Klaassen



George Krhoda

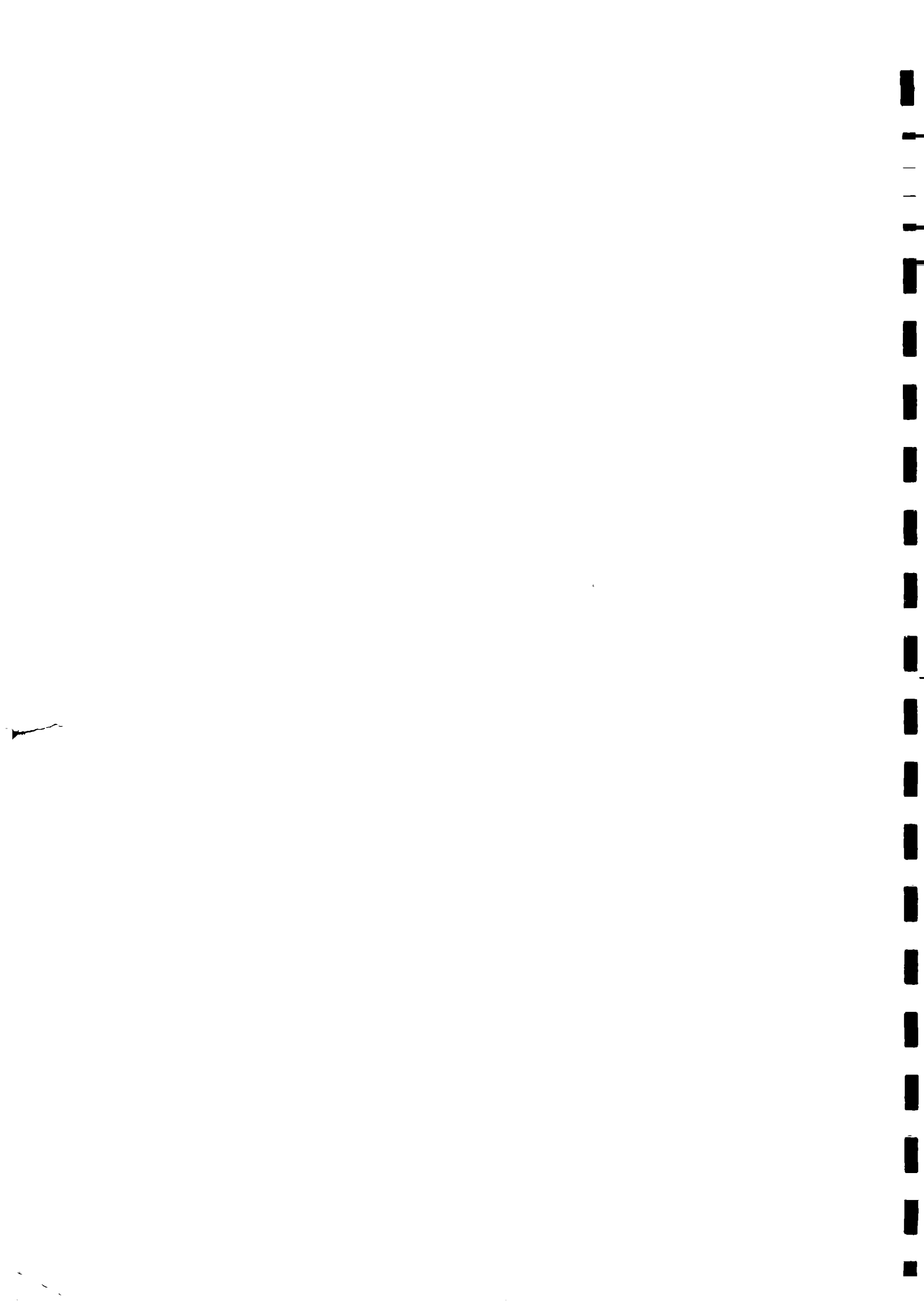
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Explanation of the title:

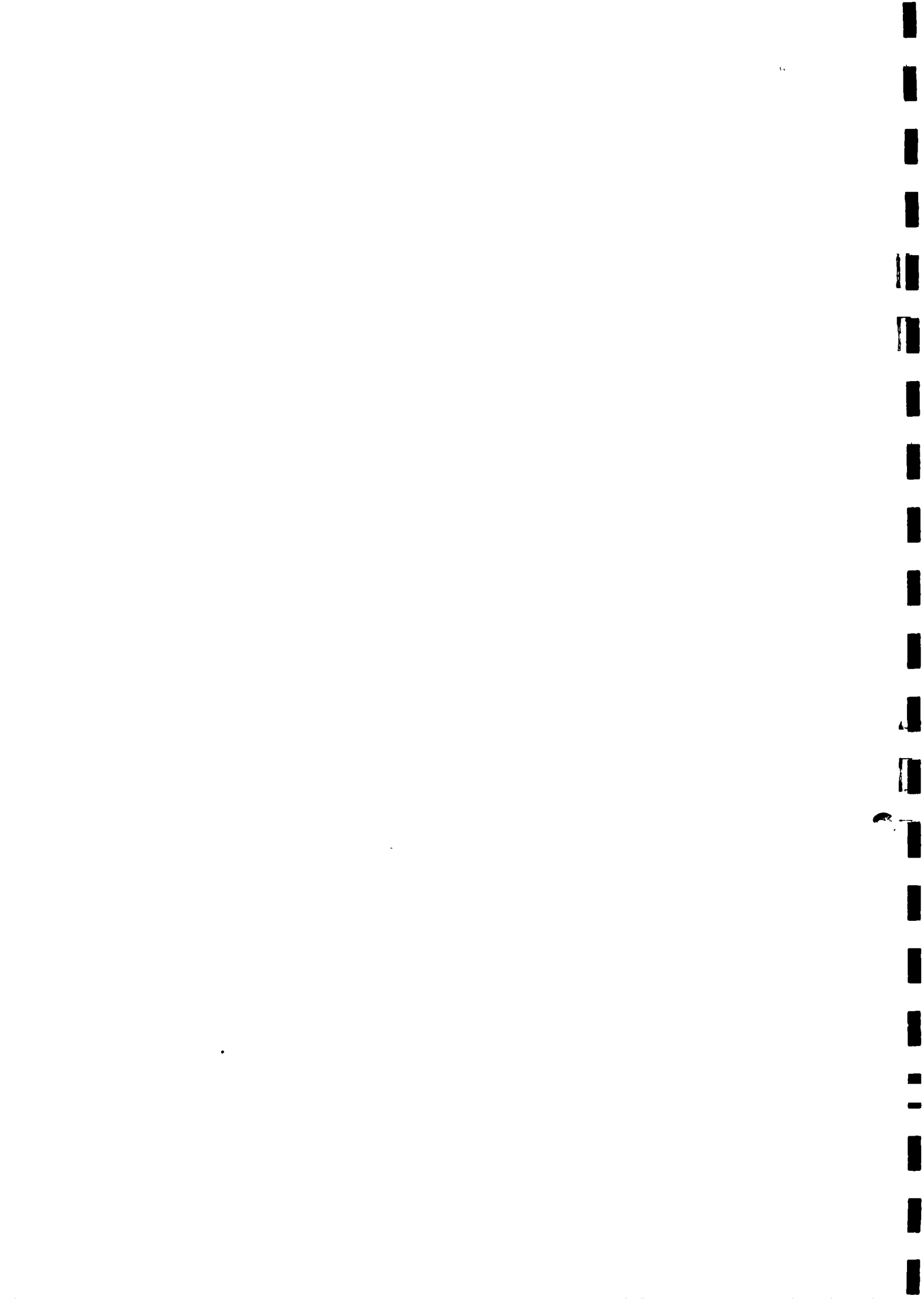
The expression in Luo "the matchbox has fallen into the water" expresses the feelings of people who are having the worst of times - when a series of unfortunate events and bad luck is followed by the small catastrophe of wetting the box of matches. When that happens, there can be no fire, no food. And in Nyanza times have been very hard these last three years, with droughts causing a minor famine. Now, things are beginning to get back to normal. If it rains next year...

The expression was used during village meetings.

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LOCATION OF NYANZA DISTRICT

34°00' E

34°30' E

35°00' E

UKWALA

WESTERN PROVINCE

YALA

SIAYA

NYABIDO

RIFT VALLEY PROVINCE

0°20' S

1°00' S

Central Unit  
 DWSP

- International boundaries
- Provincial boundaries
- District boundaries
- Divisional boundaries

34°00' E

34°30' E

35°00' E

RDNSS P II

#### **IV. COUNTRY AND REGIONAL PROFILE**

Kenya lies between 30° North and 50° South of the equator and 34° and 45° East longitude. It is bounded to the North by Ethiopia and Sudan, West by Uganda, South by Tanzania and Southeast by Indian Ocean. The total area covered is 580,367 square kilometres. It is divided in eight administrative provinces of Rift Valley, Eastern, North Eastern, Coast, Central, Nyanza, Western and Nairobi. The provinces are further subdivided into 52 districts.

Approximately 20% of the area is suitable for agriculture of different intensity. The average rainfall in this area ranges between 600 mm and 2,700 mm. This area accounts for about 80% of the total population estimated at 24 million in 1992. The balance of 80% of the land is categorized as semi-arid to arid and generally unsuitable for agriculture. The average annual rainfall in this area ranges between 150 mm and 900 mm. Due to its aridity, this area only supports 20% of the population which is basically nomadic and pastoralist with very limited shifting cultivation. (see District Development Plans for 1994 -1997)

The major economic activity is agriculture which is practised in the high agricultural potential areas. Cash crops such as coffee, tea, rice, sugar cane, cotton, sisal and cashew nuts are cultivated. Staple foods such as maize, sorghum, millet, pulses are cultivated mainly for food but also for sale to supplement cash requirements. Horticultural crops are grown in some selected areas, while improved grades of livestock now abound in many districts. In good years, Kenya is capable of sustaining its food requirement including a surplus for strategic reserves. The past three years have been very difficult as the country experienced delays in the onset of rains or total failure in some parts. This led to the food situation being very acute.

The economic performance of Kenya has experienced constant decline over several years now. From a high GDP of about 6.5% in 1960s/1970s, the decline in GDP reached a low of 2.2% in 1991 and was predicted to decline further in subsequent years. Economic growth in the three major sectors of agriculture, manufacturing and service which declined over the past five years may have been one of the contributing factors to the poor economic performance. Most notable was the decline in the agricultural sector which recorded a negative 1.1% growth in 1991 according to the Central Bureau of Statistics: Economic Surveys.

Compared to other countries, Kenya is resource-poor as it has neither minerals nor precious stones. Attempts have been made to explore for petroleum but without tangible success. Because of limits in technological development, Kenya has no heavy manufacturing plants which can provide greater employment opportunities. The country has, therefore, depended on agriculture and service sectors (especially tourism) for its economic growth. The general decline in economic growth coupled with steady population growth have contributed to most Kenyans remaining poor in spite of concerted efforts by the Government to improve general living standards.

RDWSSP is located in Nyanza Province and covers a total of six districts, Homa Bay, Migori, Kisii, Nyamira, Kisumu and Siaya. The seventh district of Kehancha is not included in the programme as a separate district but falls under Migori district since it was established only recently. Population in the target area stands at 4,5 million who

live in an estimated total of 651,000 homesteads. The population densities in Kisii district is estimated at 796 per sq.km in 1994 while that of Homa Bay district at 240 per sq.km. The Development Plan for Kisumu estimated the population density at 342 per sq.km in 1988.

Nyanza province falls mainly within different ecological zones. Zones II and III with annual rainfalls ranging between 1,000 mm to 1,600 mm for zone II and 800 to 1,400 mm for zone III. Coffee, tea, pyrethrum and green bananas are the main cash crops here while beans and maize are grown for food and cash within zones II & III. Kisii and Nyamira fall within this ecological zone. The low lying areas around Lake Victoria fall within the zones IV and V with annual rainfall ranging between 600 mm to 1,100 mm in zone IV and 450 mm to 900 mm in zone V. Sugar-cane farming is the main agricultural activity in Migori and Kisumu districts. Tobacco and maize are the main crops in Homa Bay and Migori while Siaya and Kisumu grow maize which double as food and cash crop. Oil crops such as ground nuts, sesame seeds and sun flowers are grown in most of the lowland districts. Fishing activity generates a lot of money for the dealers in Siaya, Kisumu and Homa Bay, especially those who purchase catches for processing and export. Unfortunately this activity does not benefit the fishermen as they seek their catches are sold at marginal prices to fishmongers and processors. Generally, therefore, a large percentage of the population living in Migori, Homa Bay, Kisumu and Siaya are relatively poorer than in the districts with stable and permanent cash crop bases. It can be concluded that most of the population in Nyanza, except for Kisii and Nyamira, depend mainly on subsistence farming with relatively low incomes.

Nyanza Province is endowed with the Kisii, Nyamira, and Nandi Hills from where rivers drain into Lake Victoria through the lowland plains of Siaya, Kisumu, Homa Bay, Migori and Kehancha districts. A considerable number of productive springs are sited in the highland districts as opposed to the lowland districts surrounding Lake Victoria. River water from the highland water catchment areas is highly turbid and requires full treatment. Although there is plenty of water in the lake, the need for wholesome water has continued to be the highest priority for the communities living there. Provision of water need through pumping is not feasible if pegged only to domestic use as the communities cannot sustain its operation and maintenance costs due to low incomes. Water-related diseases are prevalent within the programme area thus justifying the introduction of this water and sanitation programme.

The health status of Nyanza Province lags behind that of Kenya as a whole. A useful indicator is the number of children dying before their first birthday per thousand births (Infant Mortality Rate). In Kenya it is 67: in Siaya, one of the poorest districts, it is 130 (WHO study: personal communication, Siaya PHO). The three leading causes are malaria, respiratory tract infections and diarrhoea. Two out of the three causes, therefore, are water-linked. Underlying these problems is another, that of malnutrition. One indicator of this is stunting, or insufficient height-for-age. This indicates chronic malnutrition. Nationally, 24% of under-5s are stunted (14). In Siaya in 1993, the figure was 43%.

The density of the population leads to problems of delivery of health services. This is seen, for example, by the percentage of under-5s completely vaccinated, which involves up to 5 contacts with health professionals in their first few years. The rate for Kenya is 76%; for Migori it is 55.6%. Other districts are doing better, but are below the national average except for Kisii. There, services are reaching 81.1% of children.

## **V. METHODOLOGY OF THE REVIEW MISSION**

The ToR of the Review Mission pointed primarily to the operational aspects of the implementation of RDWSSP/II. As a consequence the mission focused on the following question - whether the implementation was carried out in accordance with the planned quantitative and qualitative targets. Questions of the used methodology have also been given much attention.

The conclusions and recommendations in the report focus on redirection, strategizing and decision-making regarding the balance of Phase II and possible future extension of the programme into a Phase III.

Taking these issues in account, it was decided that the Team members would spend as much time as possible visiting sites in the villages. Eight working days were spent doing this.

A sample of sites was made, using a quota system to ensure that all six districts were covered, and that project sites at all stages of development and success (or otherwise) were visited.

The number of sites was 28, all Phase II-related while some were initiated during Phase I, and in addition visits were made to two communities where PRA was being conducted. Visits were also made to all six District Offices and to related ministry offices at provincial and district level.

Team members worked in three pairs. One pair (Klaassen and Matagara) looked at organization and performance-related aspects. One pair (Oyeike and Khroda) looked at environmental and institutional aspects of the programme. The third pair (Mutinda and Moynihan) was concerned with community participation, gender and health.

All sites were visited by two or three sub-Teams except for the PRA communities, which were visited by one sub-Team.

## **VI. BRIEF HISTORY OF RDWSSP**

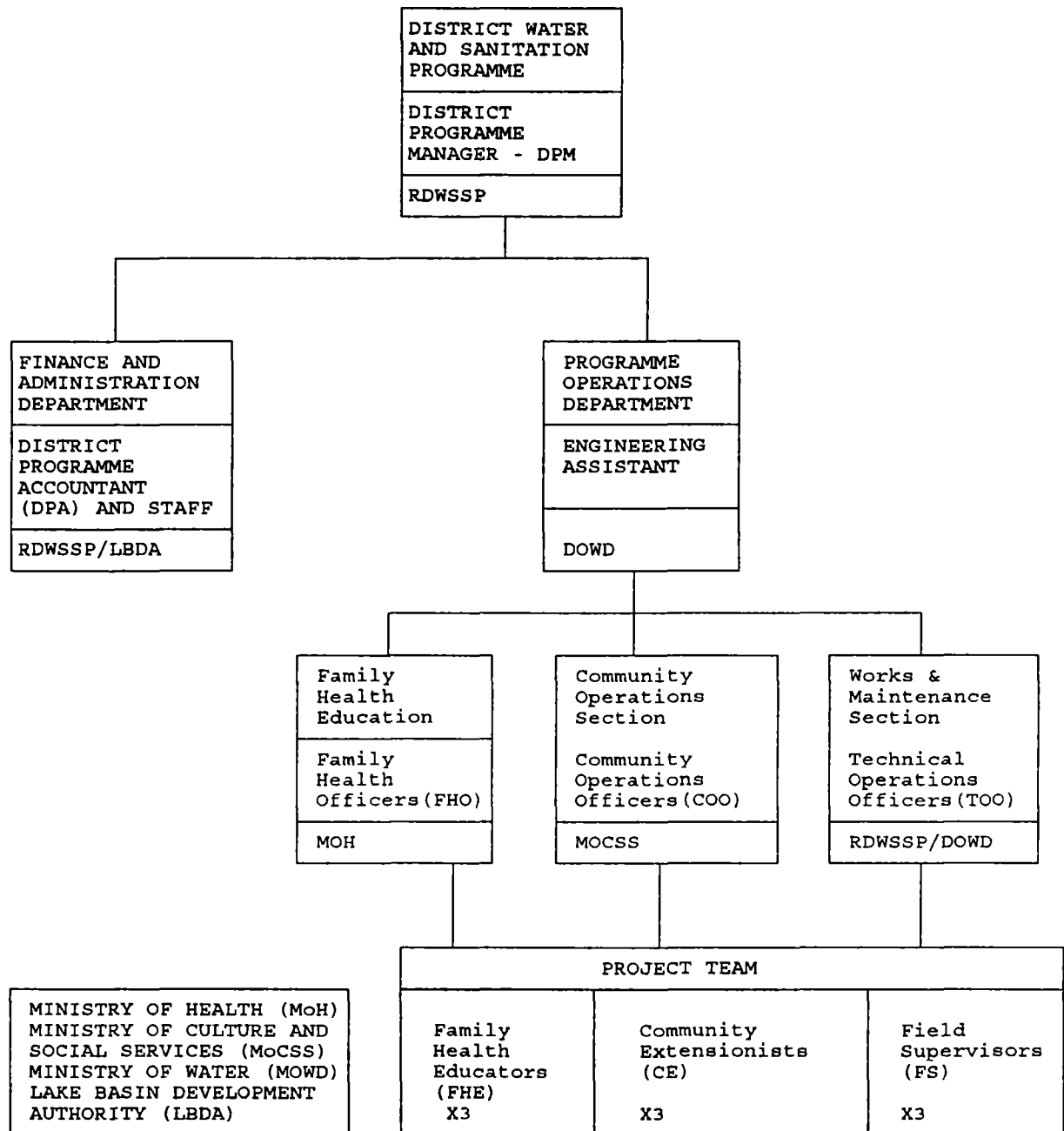
The Lake Basin Development Authority initiated a shallow wells project as a pilot activity in 1982 through co-funding by the Kenya Government and Royal Netherlands Government. This pilot Phase established that it was feasible to abstract water by use of hand pumps which was safe enough for domestic use. A socio-cultural study was conducted to validate the conclusions of the pilot Phase especially in the technology choice. A workshop was convened to discuss the findings of the socio-cultural study and the implications of the pilot Phase and it was concluded that the package should incorporate both water and sanitation with the overall aim to provide clean and safe water and to generally improve sanitation in the project area through health and sanitation training.

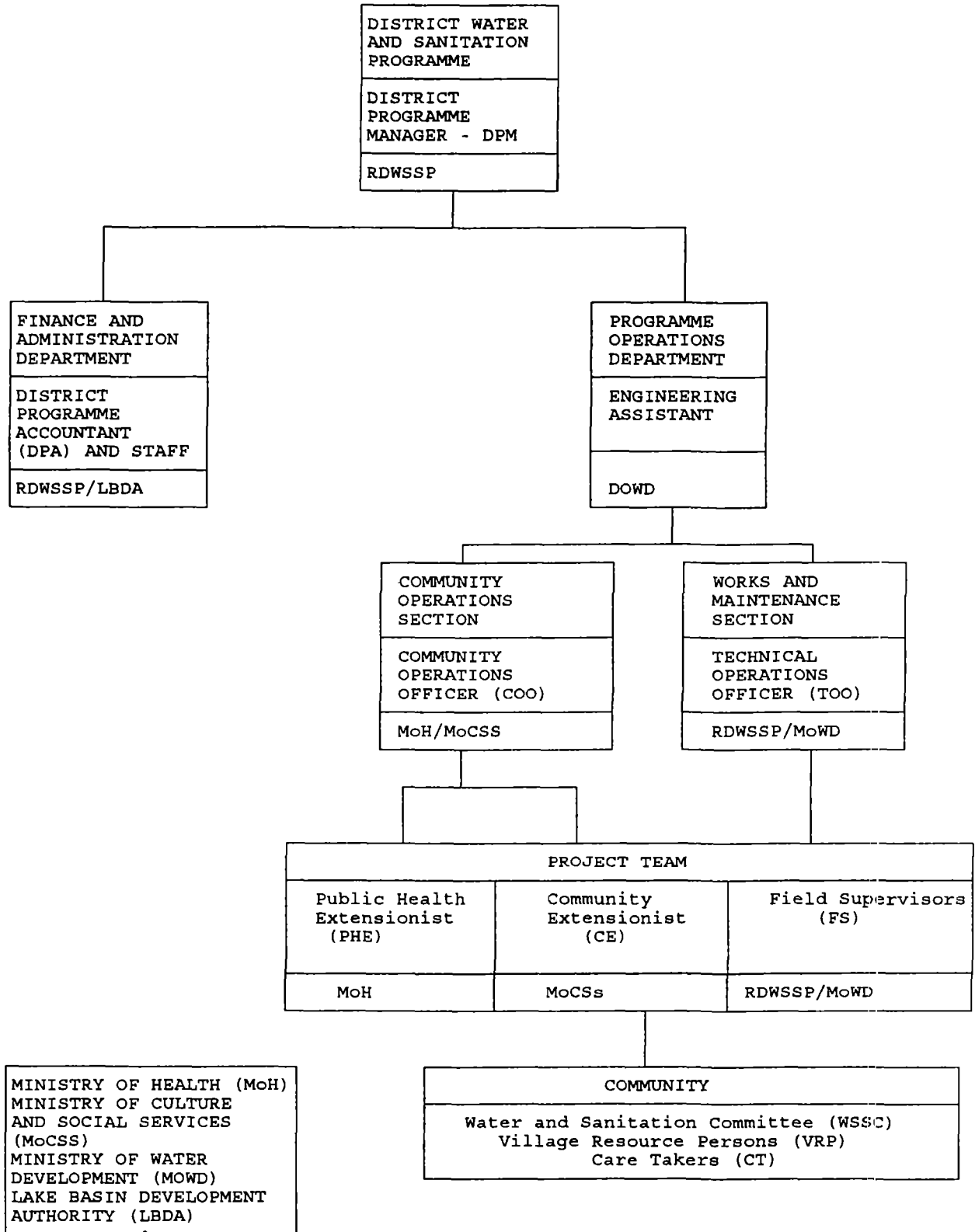
Phase I of this project was funded under a bilateral agreement between Kenya and Netherlands Governments for the period between 1985 and 1988. Targets were set for the provision of water to rural communities in the then four districts and at the end of that Phase about 700 water points had been established. Sanitation approach was mainly on demonstration in public places such as chiefs offices and rural health centres. There were a total of 160 demonstration VIP latrines and 1,000 VIP latrine slabs produced for collection by those who found the technology acceptable.

One weakness noted by the evaluation mission of Phase I was over-concentration of decision making in respect to delivery of RDWSSP services at the head office of LBDA in Kisumu. This jeopardised the policy of involving the beneficiary communities and the district level decision making process. Formulation Mission for Phase II reconfirmed this weakness and proposed a decentralised structure at the district level as the basis for implementation with the attendant strengthening of the community involvement process.

There was a period of one year between the formulation of 1988 and the start of implementation of Phase II. This is because the formulation report was not acceptable to both the Kenyan and Netherlands Government. Another formulation mission was constituted in 1989 whose report was not fully accepted but has been regarded as providing the basis for the Plan of Operation prepared by the LBDA and the Planning Report prepared by BKH, the consulting engineers. The Project Coordinator claims not to use the BKH document fully as it was not totally acceptable to them while BKH claims that their document forms the primary basis for operation and implementation. Phase II started in earnest in 1991 with targets set for 1000 water points and 25,000 homestead latrine facilities within the Phase period.

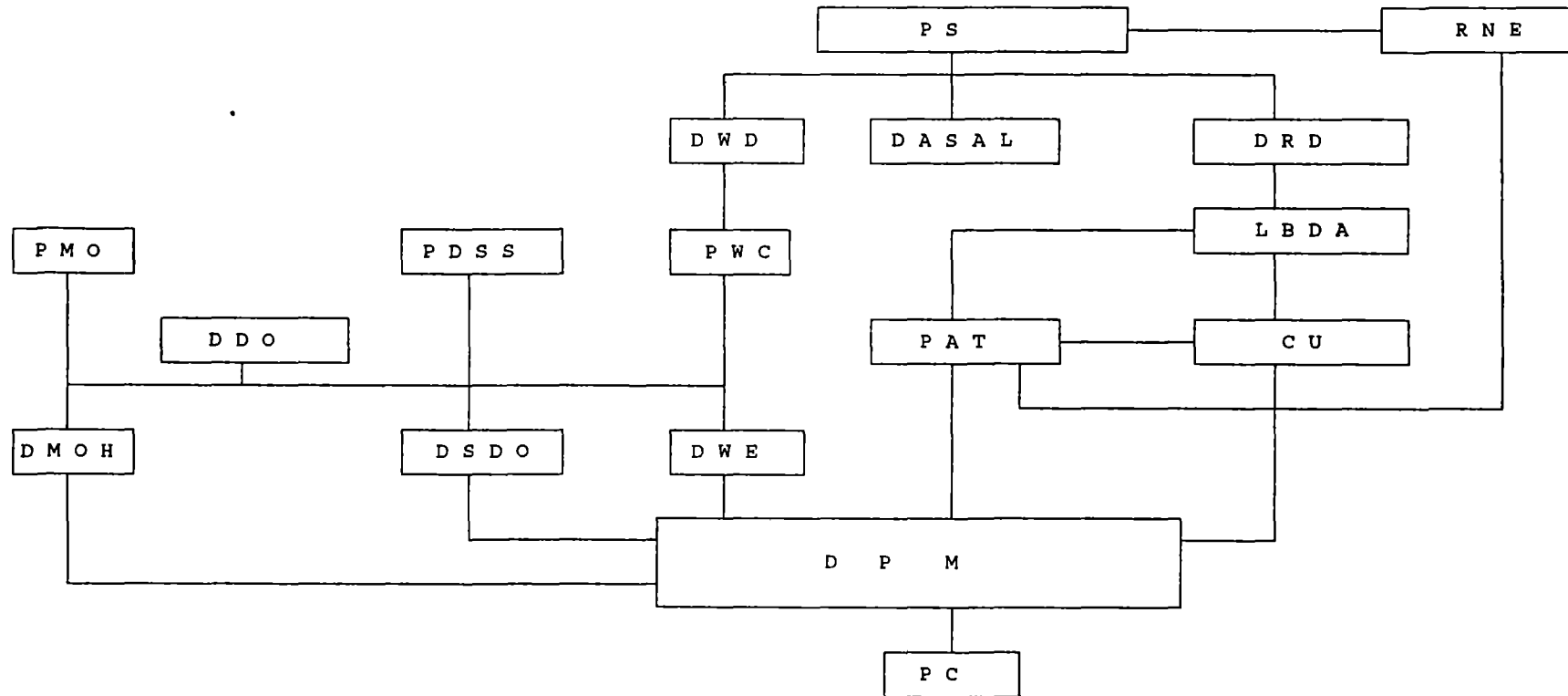
## VII. ORGANISATION DISTRICT WATER SUPPLY AND SANITATION PROGRAMME



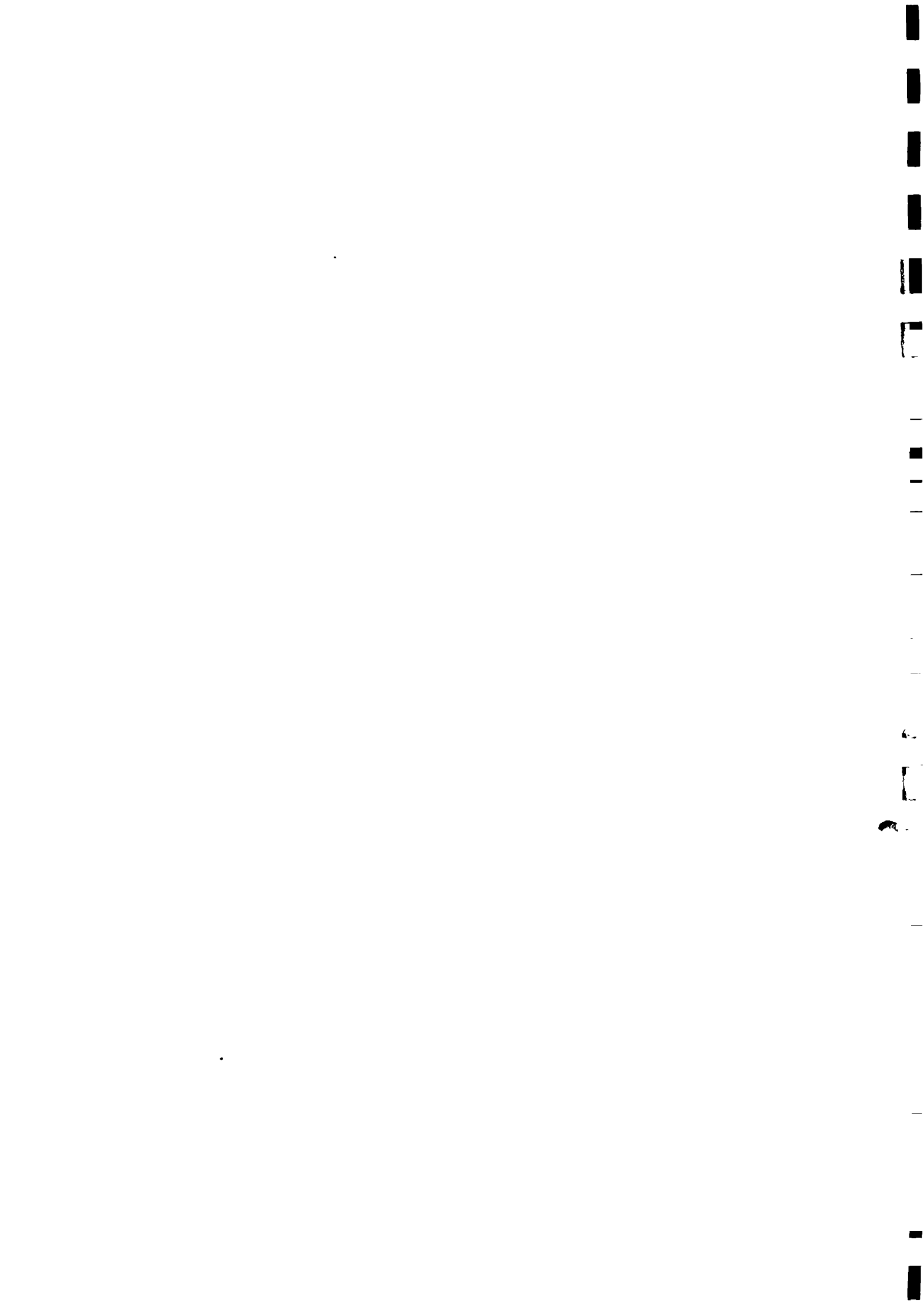




## EXISTING ORGANISATION STRUCTURE



- |       |   |  |
|-------|---|--|
| PS    | - | Permanent Secretary                    |
| RNE   | - | Royal Netherlands Embassy              |
| DWD   | - | Director Water Development             |
| DRD   | - | Director Regional Development          |
| DASAL | - | Director ASAL                          |
| LBDA  | - | Lake Basin Development Authority       |
| PWE   | - | Provincial Water Engineer              |
| PDSL  | - | Provincial Director of Social Services |
| PMO   | - | Provincial Medical Officer of Health   |
| PAT   | - | Project Advisory Team                  |
| CU    | - | Central Unit                           |
| DWE   | - | District Water Engineer                |
| DSSO  | - | District Social Development Officer    |
| DMOH  | - | District Medical Officer of Health     |
| DDO   | - | District Development Officer           |
| DPM   | - | District Programme Manager             |
| PC    | - | Project Committee                      |



## **CHAPTER 1: PERFORMANCE AND ORGANIZATION**

### **1.1 General Organization**

The Rural Domestic Supply Water and Sanitation Programme (RDWSSP) Phase II covers the whole of Nyanza Province as the target project area under the general agreement on technical co-operation between the Kingdom of the Netherlands and the Republic of Kenya.

The management contract applies to the co-operation between the Lake Basin Development Authority (LBDA) and the Government of the Netherlands through the Royal Netherlands Embassy (RNE), with the following institutional framework to support the implementation of the programme;

- (a) Lake Basin Development Authority (LBDA) whose role is primarily to plan, prepare work and implement the programme within the scope of the agreed contract;
- (b) Central Unit (CU), the executive arm of the LBDA;
- (c) Programme Advisory Team (PAT) whose role is to advise, develop, monitor, and certify the programme activities;
- (d) District Programme Unit (DPU), the decentralized body of the CU which takes full charge of the programme at district level, with the necessary staff input from line ministries. There are six in number;
- (e) Provincial Water Engineer (PWE) in charge of water development, supply, quality and pollution control within the province (Nyanza);
- (f) District Water Engineer (DWE) with decentralized powers of the PWE, in line with the District Focus for Rural Development strategy and a chairman of the District Water Supply and Sanitation Committee in the district
- (g) Village Water and Sanitation Committee, created in each community selected by the rural domestic water supply and sanitation programme;
- (h) District Development Office, as guider of the programme towards the National District Development Plan, and District Focus for Rural Development strategy, for realization of the programme outputs.

### **1.2 Programme objectives**

The physical targets of the RDWSSP/II are:

- development of 1,000 water supply points;
- construction of 25,000 household latrines;
- realization of 6 independent District Programme Units.

Both major, short, and long term objectives (see appendix 1) are to be achieved through provision of water and sanitary facilities i.e by digging of wells, developing gravity water supplies, protecting springs, rain water harvesting, dam construction, pit latrine construction and improvement of general standards of hygiene.

In the approach of RDWSSP/II, decentralization of the planning and activities to the District Teams and the villages has been accorded high priority.

It is a main target to give users the capacity to operate and maintain the facilities, thus achieving programme sustainability and community self-reliance.

### 1.3 Progress on physical implementation and problems encountered

The overall RDWSSP/II programming, both financial as well as operational, is organized in a piecemeal manner; every period of three months the 6 districts in Nyanza province submit a Work Plan (WP) to the Central Unit (CU) of LBDA. The CU reconciles the six WPs and prepares for the next quarterly WP. After approval by PAT the WP is sent to the Royal Netherlands Embassy (RNE) for funding of intended plans for the next quarter.

The seventh work plan was concluded at the end of March 1994. By the end of March 1994 a total of 140 water points were complete out of a target figure of 400 and 2259 latrines were in use against a target of 12.500.

Clearly, the gap between achievements and planned output is considerable. Even if the difficult geographical conditions in Nyanza Province are taken as a factor which impedes implementation, the output of the programme is below expectations given the joint personnel capacity of CU, PAT and the District Units, and also the financial means available.

These difficult geographic conditions were made worse by the system of zoning used; within each district different areas were given to different agencies to find water and, because RDWSSP was seen as a resource-rich agency, it was given the most difficult zones.

These limiting conditions in the field justify the question whether the programme targets were realistic. The Team notes that some developments which did impede the programme considerably, such as the zoning, could not have been foreseen. The RDWSSP, however, has access to considerable personnel and financial resources and objectively might have been expected to cope better. In order to avoid greater discrepancy and frustration among the staff reformulation of programme targets is recommended.

The Review Team explored the reasons underlying the shortfall of output in phase II. In priority order these are:

#### At provincial level

1. preoccupation of PAT with certification to the detriment of back-stopping and problem-solving;
  2. the skewed task distribution of CU and PAT which in practice seem exclusive of each other: CU concentrates to a large extent on engineering and implementation while PAT deals mainly with community-related aspects and has virtually no engineering capacity;
  3. the limited communication and coordination between PAT, CU and PWE;
  4. the differences in the monitoring procedures of CU and PAT and the limited mutual information exchange;
  5. the absence of an unifying Plan of Action undersigned by LBDA, CU and PAT.
- The effects of corrective action on these matters are not likely to be visible in the short term because of the structural nature of the constraints.

#### At district level

1. frequent changes of personnel in the DPU, through laying off and attaching (untrained) staff from ministries;
2. limited engineering capacity and problem solving capacity in the DPU;
3. (pre-)siting and geo-physical surveys carried out with no community input and imperfect communication between surveyor and community;
4. inadequate supervision and monitoring of well-digging contractors;
5. lack of drilling equipment.

In order to improve the operations on district level rather quick interventions could be done to optimize items 3,4 and 5. Addressing item 1 and 2 will require considerable time and management review.

#### At village level

1. frequent encounters with hard rock while digging the wells, a result of the RDWSSP getting the most difficult zones;
2. insufficient provision by the programme of tools for excavation;
3. late fulfilment of preconditions by the community, most often the deposit of Shs. 2,500 in a bank account;
4. the effects of the prolonged draught and famine in recent years;
5. limited time available in the villages resulting from cultivation of farm land;
6. community resistance to different technologies for example to the use of dams and pans as a source of safe drinking water;
7. lack of water for making slabs and blocks for pit latrines;

Improving on 2, 3 and 7 is likely to increase the programme's output on the short term. The other constraints are not immediately programme related.

In an overall assessment it is not likely that the RDWSSP/II will meet the targets mentioned in this section although an extension with one year will considerably decrease the gap between intentions and achievements. Reference is made to section 1.10.2

These constraints will be dealt with in greater detail in the following chapters of this report and be summarized in the conclusions and recommendations.

*Here are some details of a typical village in the programme called Lung'a. It lies in Siaya about a thousand metres above Lake Victoria. The soil is sandy with outcrops of rock, and supports subsistence crops like maize, and some animals. Down by the stream there is a bit of black soil which grows cotton and sisal. These are the cash crops, but the drought and the scarcity of the last three years meant that people sold food reserves and often went hungry. Tree-cutting for fuel became more intensive, and now there is a major fuel shortage.*

*58% of households are female headed, with the husband working in the city, or dead, or too sick or old. Not all of these households are poor, but the poor ones are poor indeed.*

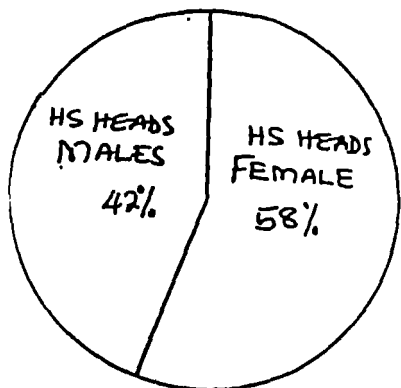
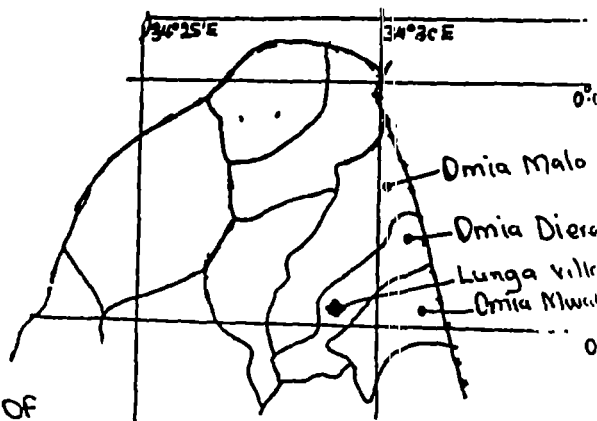
*The stream dries up in the autumn and the women walk three kilometres to a dam, or pay for water at a mission borehole. They are very enthusiastic about the water point, but are still trying to collect the Ksh 2,500 to pay for it. On the next page you can see some of the findings of the PRA in Lung'a.*

#### 1.4 Options for problem solving

It is not surprising that the programme has encountered a number of difficulties in execution. The difficulties increased after RDWSSP/II was asked to concentrate on zones which are less favourable in tapping ground water resources. It appears that the capacity of CU and the District Units is totally absorbed by the daily implementation of the programme while

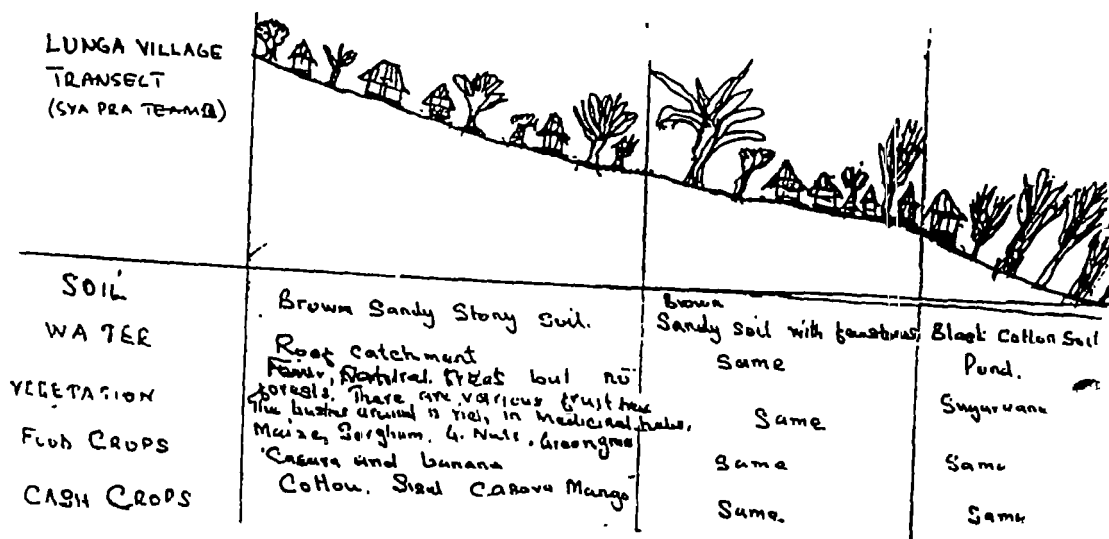
LUNGA VILLAGE, OMIA-BIERE SUB-LOCATION, EAST ASEMBO LOCATION  
 RARIEDA DIVISION, SIAYA DISTRICT.  
 LITERATURE PRESENTATION (SIAYA PRA TEAM 1)

LOCATION  $\pm$  :  $34^{\circ}29'E / 0^{\circ}09'S$ .  
 APPROXIMATE AREA:  $2.25 \text{ km}^2$   
 NO OF HOMESTEADS: 50  
 APPROXIMATE POP. : 400 people  
 HOUSE HOLD HEADS F: 29  
 " M: 21  
 ALTITUDE  $\pm$  : 1145 m (Lake Victoria Level).

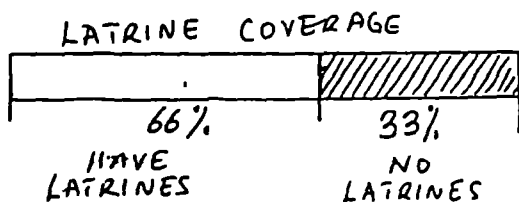


③ DISTRIBUTION OF HS INTERVIEWS

ZONE	HS NO	HEAD	WEALTH
1	29	M	"WELL OFF"
2	19	F	"MEDIUM"
3	47	F	"POOR"



④ WEALTH RANKING



	28% "WELL OFF"
	34% "MEDIUM"
	38% "POOR"

PAT provides very limited technical support; the project seems to be overwhelmed by the technical problems encountered. (reference is made to chapter 3.2.2.) As a result the project is often unable to solve problems and tends to switch from one mode of technology to another. For example, if problems are encountered during well digging in hard rock, it is proposed that a borehole be drilled instead of refining the well sinking technology and cope with the prevailing conditions. More attention will have to be given to problem analysis and assessment of options to cure the ailments.

Within a chosen mode of technology some of the problem solving approaches could be:

- (a) If excavation of wells gets hard because of rocks:  
-Blasting of rock to allow for continued digging of hand dug wells provides a cost effective low tech solution for digging under unfavourable geo-hydrological conditions. Blasting, licensing and staff training in consultation with the provincial Mines and Geology Department. Always allow the community to participate in pre-siting.
- (b) If it is not possible to dig or blast, or when the ground water is at greater depth:  
-Increased resort to drilling of boreholes can be made in cooperation with the office of the PWE; utilize the drilling rigs available within the DWE and PWE units, thus reducing overhead costs of drilling boreholes at difficult sites.
- (c) When groundwater resources are not available and rainfall is favourable:  
More alternative water sources, such as springs, catchment of roof and surface water run off and dam construction needs to be developed. The constraint will be the expense of storing. Ferro-cement structures may be a solution.
- (d) Low-tech water and sanitation to be replicated on village level without programme involvement:  
Build up capacity at project level i.e identify, upgrade and train on the village-based technical and organizational skills to perform and supervise.
- (e) If no ground water resource or rainwater is available:  
Sensitize the community towards the need to adopt the new technologies like shallow wells in the direct vicinity of pans or dams.
- (f) When wells and latrines can not be constructed because no water is available:  
Assure development of water point before the sanitation part of the programme, or arrange for temporary provision of water to make slabs and blocks to speed up the pit latrine coverage.

## 1.5 General Performance

### 1.5.1 Operation and maintenance

The capacity at village level to manage, operate and maintain the water supply and sanitation facility is regarded as crucial for the future sustainability of the projects in the RDWSSP. In order to strengthen the operation and maintenance capacities (O & M), the programme has instituted the following:

- \* installation of village water and sanitation committees (VWCs);
- \* election and training of some members to act as Caretakers (CTs);
- \* "user-pay" arrangement by opening a bank account;

These elements are prerequisites and conditional for project assistance to the villages.

In order to review the achievements within the RDWSSP regarding O&M, the Review Team has focused on the following questions:

1. What are the current and anticipated O&M problems presented by the different technologies in the programme?
2. What proportion of the installations are functioning as intended and delivered sufficient water of acceptable quality?
3. Does the programme have appropriate policies and organizational arrangements for dealing with its O&M functions?
4. What are the important cultural and administrative features of village life which must be taken in account when dealing with O&M?
5. How and to what extent do the users contribute to the O&M?

In the following subsections the observations and findings from the field are summarized.

### 1.5.2 Current and anticipated O&M problems

At present no O&M problems are manifest for two reasons:

- 1) the technology used may be labelled as appropriately low tech and demands village level maintenance and
- 2) the RDWSSP/II started in 1992 and thus its technical structures are of very recent date.

The replacement of the SWN handpump with the AFRIDEV pump has been a change for the better. This locally produced pump is known for reliability and low demand for maintenance and repairs.

It is acknowledged by RDWSSP/II that the quality of the AFRIDEV handpump and whether it will perform well depends largely on the manufacturing ability of the supplier. In order to check this, it is advisable that the programme takes 10% random samples and compares workshop specifications with the sample.

In the near future O&M problems are likely to occur in conjunction with the following observations:

1. **Functioning of Care Takers (CTs)**  
Discussions with the CTs, who were all highly motivated to carry out their duties, revealed some important weaknesses. The training of CTs has not been very effective. Several CTs confirmed they were not present or only attended a few days of the training as often the dates were not communicated well to them and they were not given alternative dates.  
The CTs appeared to be rather uncertain when questions were asked about their performance and technical matters. They could not produce a checklist for their daily routine and special tasks and were not thoroughly aware of their responsibilities and competence. Between the individual CTs there is no agreed task division, neither based on gender nor on personal interest or capacity.  
When asked how to obtain spares it was often said that LBDA would provide. Only in some cases did the CTs say they would resort to the private sector. When asked what they would do if a serious technical problem would occur that could not be solved in the village, it was generally said that LBDA would be asked to come and repair, although no procedure of request for backup support was known to the CTs.



### **(S)election of CTs**

According to the procedures laid down in the programme documents the (s)election of the caretakers will have bias for female membership. In most villages, however, male CTs were prominent and only few VWC had half of its executive functions occupied by women.

It appeared that the position of CT is regarded with esteem in the villages: this may explain why many CT were rather aged. This will undoubtedly pose limitations to their functioning. It would be recommended to discuss with the villagers clear criteria about appointment of CTs.

## **2. Quality and standards of engineering**

In the area of quality standards of engineering there is considerable opportunity for improvement.

### Superstructure

The design of the superstructure needs improved spill water drainage, both from the perimeter of the slab as well as from under the sprout of the pump. The sprout itself is not suitable to fill plastic containers without water losses. The usage of a closed (pvc-pipe) drain to the soak-away pit without cover does not seem to be sustainable while the soak pit itself was often seen absent or poorly constructed. It was noted by the Review Team that the superstructures put up during phase 1 are of higher engineering standards, more appropriate and not necessarily much more expensive.

In this context it is noted that some superstructures, which used to have a SWN pump mounted, have not been well adapted to the bolting of the AFRIDEV pump which is differently positioned. Also the position of the pump operator appeared to be inconvenient after the replacement of the pump.

In some case the fence was limiting the movements of the person operating the pumps.

At most water points and springs visited the fencing was incomplete or to some extend in disarray.

The procedure for monitoring and signing of the completion report for wells is not clear. The Team got the impression that in some cases a completion report did not exist.

## **3. Spring protection**

At the spring protection sites, several concrete structures showed cracks and leakages which will lead to deterioration and eventually collapse of the masonry work.

## **4. User-pay arrangement**

As a precondition to project development the village is asked to open a bank account and provide an initial deposit of Kshs 2,500. When discussing the O&M, few CTs made direct reference to the bank account for cost recovery.

### **1.5.3 The proportion of the installations functioning as intended and delivering sufficient water of acceptable quality**

The Review Team selected a quota sample of 28 projects. The sample included wells, springs, dams, a roof catchment and a gravity supply. (Reference is made to section VI, Methodology). After visiting all projects, 35% of the water points were not found to be functioning at all or not all year round.

Several wells were abandoned during the excavation because of lack of water, while some wells dried up or had insufficient discharge during peak extraction.

This percentage is high as most projects originated from the second phase and hence were less than 1 ½ year old. It is also high because the programme is in full swing and could provide some extra assistance to the VWCs in their initial stages to keep the supply points operational. This is common practice in rural water supply programmes.

### **1.5.4 Policies and organizational arrangements for dealing with O&M functions:**

The programme needs to develop clearer organizational arrangements to establish and facilitate the functioning of O&M in the villages. As described in the previous section, the institutionalization, training and backstopping of the Village Water Committees and the individual CTs leaves much to be desired.

### **1.5.5 Important cultural and administrative features taken in account when dealing with O&M**

The community structures designed by the project are modelled to fit its own needs rather than that of the overall community. This is partly due to the standardized approach of the PRA but also due to the circumstance that within the villages in Nyanza Province virtually no elaborate village developmental structures exist. As a consequence, within the villages several sectoral committees may be found without representation in a village development committee as the latter does not exist.

In most places visited the VWC is directly related to the sub-Divisional Development Committee, headed by the assistant-Chief. This committee is hierarchically under the Division Development Committee which is chaired by the Chief, assisted by locally esteemed advisors. Attendance to these meetings by the VWC does not seem to be very effective as a way for uninfluential villages to pursue their interests.

The VWCs lack back-up support from the District Project Teams and the DWEs office after completion of the water points. Thus VWC and the CTs operate in isolation and there is a urgent need to address this shortcoming.

There has been no indication that the tasks of the water point CTs are surrounded with taboos for women or men. This is different in the sanitation sector where the construction and maintenance of the pit latrines culturally is defined by the relationship of in-laws. (Refer to section 6.3)

As the (s)election of CTs is fluid and influenced by considerations of local esteem held for the candidates it is difficult to come to grips with it. This may explain why no consideration has been given to arrange for provision, remuneration or reward to the CTs for services rendered. In many water and sanitation programmes this has been a key factor to assure

long term O&M.

*The programme decided to investigate one project community where the Water and Sanitation Committee had been functioning in an exemplary way, only to find that a Village Development Committee had been in existence all along and had been providing benevolent backstopping to supplement the project input. The village has a very powerful elder who is chairman of the Development Committee, but he works as one of a Team.*

#### **1.5.6 How and to what extent the users contribute to the O&M**

Future costs of the O&M depends to a large extent on the technology choice and expenditure to remunerate CTs or other external persons like local craftsmen who may be involved with repairs. As the project is of recent date it is not possible to make a reliable assessment.

In the context of Nyanza Province, low incomes, the absence of industrial/productive usage and the attachment of the poorer sections of the villages to their free sources of supply were said to be the major reasons why people would be unable or reluctant to pay revenue for their village drinking water supply.

In poverty areas (income per capita < U\$ 370), as is most of Nyanza province, a contribution of 3-5% of the annual incomes may be feasible. Given the type of technology used and the limited institutionalization on village level this would cover the financial costs. Continuous functioning of the supply is the first precondition for financial sustainability and should therefore have apt consideration.

The communities, however, have not been assisted to work out a clear income-generating activity to sustain the facility finance-wise. And without income or the possibility of income some communities may not be prepared or able to afford to operate and maintain the facility.

It is general practice in the programme that a group of homesteads subscribe to a flat rate in raising of the Kshs. 2,500 as the initial deposit into the bank account. In none of the villages visited arrangements had been made to replenish the account after considerable expenditure.

In terms of financial management little knowledge exists within the VWC on options of raising revenue. It has not been dealt with in the CT-training. A number of VWCs said that water would be sold to those users who did not contribute to the initial Harambee. Several other VWCs expressed the desire to become owner of the mould for block and slab making, thus becoming able to sell to interested individuals and villages. Despite the fact that this would be an important income earner and a contribution to replaceability without LBDA's involvement, requests to this effect had been turned down by PAT as it was said that such capital investment was not in the terms of the phase II-budget.

Generally the VWCs appealed for further assistance by LBDA to develop water and sanitation projects in their or neighbouring villages. It was noted by the Team that little awareness exists on the usage of local resources such as the VWC account, the experience already gained in the village and the available labour to embark on other projects.

## **1.6 The work plans and programme budgeting**

### **1.6.1 The quarterly Work Plan**

At central management level in the LBDA/CU and at district level, the procedure of writing quarterly workplans has been found time-consuming and delays other office work and project implementation. The Team sensed that this procedure engenders feelings of uncertainty in the Kenyan structures about the longer-term commitment of the Dutch Government towards future programme funding.

Within the CU and the district units it was said that after having written up a number of quarterly reports it becomes easier. It was striking to observe however, that all district Work Plans are written in long-hand even though all district offices, except Nyamira, are computerized. It is understandable that the workload of the CU is excessive when these hand written district Work Plans have to be reconciled.

CU is recommended to improved on this by standardizing the layout for the district WPs and provide software to enable the districts (as well as the CU itself) to process the WPs much quicker.

The quarterly WPs are submitted to the RNE through PAT who endorses the document. Although this is undisputed procedure it was felt by the CU that it would be highly appreciated if the Central Unit could participate in the communication with RNE on the matter of WP submission.

### **1.6.2 Budgeting and spending**

In addition to the procedural stipulation of the RNE the spending of the approved funds is also subject to LBDA procedures. The LBDA is a parastatal and all funds, either from the central government or from donor origin are to be handled according to the financial procedures of the Auditor General Parastatals.

It is important to note in this context the requirement for LBDA/CU to have intended payments checked and certified with the internal auditor. Only thereupon cheques may be written out and signed. For further detail on this matter reference is made to section 3.3.

### **1.6.3 Budgeted versus actual spending**

The actual spending over Work Plans 1 - 8 is considerably lower than the budgeted and approved amount for the same period. According to Progress Report VIII the actual cumulative expenditure amounts to 64% of the approved budget.

This matter of underspending needs closer scrutiny and is said to result from:

- \* the financial procedures imposed by RNE and LBDA;
- \* the continued indebtness of LBDA to RNE;
- \* the continuing shortfall of programme output.

The Review Team does not have the financial expertise to go into greater detail in this matter. In section 1.3 the discrepancy between programme targets and output is noted and some of the causes looked at, since this is clearly a major background for underspending.

#### **1.6.4 Overhead costs**

The percentages on overhead costs as provided in the progress reports of PAT seem rather high. In PAT Progress Report no. 8, it is indicated that the percentage of overhead costs would be 76% while 24% of the actual expenditure is spent on implementation of Work Plans 1-5. The report does not provide further details as to how the percentages are arrived upon.

In the financial reports of LBDA the calculation of overhead costs leads to different figures. The question seems to be what to include in operational costs and which expenditures not. In appendix 3 (source: CU) the actual overhead costs are calculated for each of the districts and the CU itself. It appears that during Phase 2 the mean percentage of overhead costs for all six District Teams amounted to 14%. During Phase 2 the overhead costs of the CU itself has been 45%. In this complicated equation the costs of PAT both in Kenya as well as in the Netherlands cannot be ignored.

Comparative figures on overhead costs in rural water and sanitation programmes are not readily available. Conditions differ strongly from programme to programme and comparing would therefore be difficult; it would be easy to arrive at wrong conclusions. What is emphasized by the Team is the need to come to uniformity in the approach and procedures regarding financial management and reporting between LBDA and PAT. It is felt that it is highly undesirable to continue to have entirely different systems of reporting and conclusion on figures by both units. It should be emphasized as well that reporting high figures on overhead by PAT is not appreciated by CU who would prefer to defend its own calculations and percentages.

The Review Team does not have the necessary expertise in this respect to work on details. It is advisable to discuss the issue between CU and PAT in order to unify the approach and realize the write up of one financial report.

#### **1.7 Programme cost, benefit and cost effectiveness**

It is mainly technology choice and service level and less tangible factors such as project strategy, management and administrative procedures which determine the costs of water supply improvement. Other resources in the villages like management, administration and labour should increasingly be added to the future resources coverage.

Impact and direct benefits of water and sanitation projects are usually hard to quantify (and qualify). In order to optimize the return made by the project it is recommended to include as many as possible potential benefits in the objectives, e.g. besides the objective of improving health, objectives might include time saving, releasing time for other activities, improvements in agriculture, gardening and small livestock keeping or the production of bricks or blocks. Construction of laundry slabs and bathing rooms, as requested by many WSCs therefore would be an appropriate addition to the package.

It is obvious from the previous section that the unit costs of the Phase II individual projects are high and it may be also clear that improving efficiency can make a major contribution to improve on cost effectiveness.

The efforts by the programme to save on construction and material costs is not likely to decrease per unit costs meaningfully, as overhead costs by large seem to exceed the construction cost.

The Team realizes that putting a value on some of the programme's output is not easily done. The question would be, for example, how to put a price on the cost (and benefit) of the establishment of six decentralized district units. Also the awareness building and processes of community development are not quantifiable in monetary terms.

## **1.8 Technical and financial sustainability**

### **1.8.1 Technical and institutional sustainability**

Reference is made to sections 1.5. and 3.0.

### **1.8.2 The technical sustainability of protected springs**

In all projects visited the concrete and masonry structures showed cracks and leakages. It may be expected that in some years time some of the structures will collapse.

### **1.8.3 Fencing**

Strong fences are important to prolong the lifespan of the water points or springs. In about half of the projects visited the fence was incomplete or (partially) in disarray. In some projects the fence consisted of thorny branches laid around the water point or spring.

### **1.8.4 Some concluding remarks on technical sustainability**

After having visited 28 project sites in 6 districts in Nyanza Province, the Team concluded that the standards of engineering are rather low. Supervision and monitoring by PAT and CU has not been carried out systematically. The communication and monitoring information exchange between PAT, CU and the District Units offers much opportunities for improvements.

## **1.9 Initial success rate and reliability of the water sources**

The RDWSSP has been allocated zones in Nyanza Province which are hydro-geologically difficult in terms of groundwater extraction. Generally the ground water occurs at depths of over 20 meters while the primary and secondary porosity of these formations are negligible. Considerable weathering occurs only in some areas while deeper strata rest on basement rock. Perched ground water, being a limited and unreliable reservoir, may be encountered during and after the rainy season.

As a result the Mission found in a quota sample of 28 water points visited a success rate of 65%. The definition of success used was that the water point should yield water year round. It should be noted that the review was done at the end of the rainy season. Reference is made to section 1.5.3.

Springs protected for provision of safe drinking water were observed to have been more successful than most hand dug wells. However some of the protected springs do not reduce the distance covered by the users to fetch safe drinking water.

It is remarkable that despite the circumstances, the programme has not decided on a practical formula to measure the degree of success of the wells (and boreholes). In reports and papers,

there are different options for assessing the rate of success, but in daily practice no discharge measurements of wells are being done. Discharge of boreholes is measured after completion of the drilling.

That the success rate in the reports and papers seem to be multi-interpretable may be derived from the fact that PAT states that "For the Phase II success rate, it is the sites where water has been struck during drilling, compared to wells implemented".

Figures in the reports of CU may be inflated as abandoned wells are not regarded as a failure and left out of the statistics.

In a recent meeting between PAT and CU this matter has been addressed.

It is recommended that in the progress reports presents a review of water points under construction, together with information about the aquifer capacity, well discharge and progress achieved during reporting period.

## **1.10 RDWSSP Phase II and beyond**

### **1.10.1 Other areas of water and sanitation development**

During the remaining of Phase II and a possible Phase III the programme is advised to diversify its activities to include the rehabilitation of existing wells, boreholes and some small scale (gravity) piped supplies. Traditional modes of latrine building and its rehabilitation may be included in the programme package.

Generally these components can be implemented cost-effectively and it is certain that the users will support the revival and sustain the functioning of their previously used facility.

### **1.10.2 Prospects of achieving targets (Phase II)**

The targets in the originally planned programme (RDWSSP/II) may not be achieved for the following reasons:

- \* Organizational and logistical arrangements have not been put in place well enough.
- \* The programme was started approximately a year late. This calls for an extension of phase II.
- \* Drought accompanied by famine (1992/'93) has had devastating effects on life in the villages.
- \* Due to difficult zones given to the project, the communities encountered technical problems that were not readily solved by the programme.
- \* Capacity building at project sites and in the community village structure has not adequately been done.
- \* Preparation of the work plan, unstandardized and not computerized, has been cumbersome and time consuming.

It is recommended by the Team that Phase II be extended by one more year.

### **1.10.3 Continuation of RDWSSP into a Phase III**

Among the principal questions concerning the extension with a third phase is the sustainability of the District Water and Sanitation Programmes (DWSPs). Broadly two arrangements may be thought off. The district programmes could: 1) continue to exist under LBDA direction,

or alternatively 2) be absorbed by the office of the District Water Engineer (DWE). It should be noted that in both scenarios the DWSPs remain within the Ministry of Land Reclamation, Regional & Water Development.

In the original discussions between the RNE and the GoK it was agreed that the DWSPs would become independent operational units. The size and roles of the CU/LBDA would decrease to a level of coordination and planning while a skeleton staff would be maintained and eventually be phased out. The district programmes would stand on its own and could be integrated with the office of the District Water Engineer.

In discussing an extension of DWSPs into a Phase III in this scenario the following deserves consideration.

1. Within the Kenyan governmental procedures and regulations it is not possible to directly fund the DWSPs from the RNE. The funds will have to pass through the ministerial hierarchy with its checks and balances. This applies to both, the office of LBDA as well as the DWE. For this reason arrangements for transfer of funds and supervise the programme may be comparable for both options. It is almost certain that the experience in the past with shaping the organizational structure in the LBDA may repeated itself in the DWE's office.
2. At present the decentralized structure, particularly the DWSPs and the DWSDCs have gained a lot of goodwill as providers of services within the organizations and certainly also within the villages. It is LBDA who is being given the credit for the achievements and the organization is known in the villages.
3. If the district programmes would be integrated with the DWE office it may be expected that the present autonomous status would contrast with the "regular stock" of projects of the DWE. If the district programme will be dealt with in a comparable manner as the other DWE's programmes, it is questionable if the DWSPs would be able to maintain their present vivid and active image.
4. It is rather likely that in case of integration of the DWSPs in the DWEs office much need to be invested in office and personnel of the DWE in order to enable the units to remain operational. The extent thereof may well be compared with the initial processes that RDWSSP and the LBDA\CU has gone through.
5. In western Kenya the LBDA is regarded as an important semi-governmental body with its particular *raison d'être* alongside the (provincial) government. The rationale behind the transfer of a locally esteemed programme like RDWSSP from the LBDA to the Ministry of Land Reclamation, Regional and Water Development may not immediately understood by the people in Nyanza province.
6. The backstopping, currently provided by PAT, would be more difficult to supply if the DWSPs is integrated with the DWE's office.

The Team recommends that on the matter of the final stages of decentralization and the institutional relations of the DWSPs with the DWEs and LBDA a detailed study should be devoted to formulate policy options and implications.

### **1.11 Gender issues and performance**

During the physical implementation Phase i.e. construction stage of the project, both men and women participate actively.

In construction of sanitation facilities, women seem to be overburdened by providing water for construction and curing of the latrine blocks and slabs. This, however, lasts a very short period, but women need a hand in this aspect. Men can also fetch some water for this purpose.



The squat hole plug is not used in a number of homesteads. The women said they did not know how to make it. Male artisans have been used by the project to manufacture these plugs. A number of poor households did not seem to be keen to purchase these plugs.

It was noted that the washing facilities at the latrines were not within reach by children.

A number of water supply systems are not yielding enough water all the year round. This has made the women and the children to revert to collection of unsafe water at one time or another of the year. This is so especially when a protected spring or a hand dug well dries up during the dry season. Other facilities have low yields for most part of year.

In one village, the women said that in one day during the rainy season the well yields about fifteen (15) jerry cans of water. This village has about thirty (30) households. The women have to queue for one jerry can each every other day. The Chairman of the VWSC emotionally explained his dissatisfaction with this state of affairs. He even said that he had written letters to the LBDA and the provincial administration but so far he had not received a reply.

Where water is plentiful, water hauliers (women and children) take many trips to collect water at the water point. Asked how many trips they take on average, one lady had this to say:

*"Early in the morning I collect four jerry cans of water for food preparation, washing clothes, washing dishes, bathing and of course washing the latrine. In the afternoon, I draw two jerry cans for watering the livestock (she practices zero grazing). You can see that I have to take an average of six (6) trips to the water point every day". Asked what she used to do before the project implementation, she had this to say, "Life was very easy, I used to carry the clothes to the river. I washed these clothes there and also at times I bathed and watered the livestock. I only used to draw water for food preparation, washing of dishes and bathing my two youngest children." She went on to lament: "This project is overburdening me. Now I have even to draw water for my husband to bath whereas formerly he used to bath in the river."*

When asked to give a solution to the problem, she was quick to point out that a laundry slab and livestock watering trough would be of much help. She also said that they had requested for this severally and that nothing had been done about it.

A good number of caretakers are men. The explanation given for this was that men are capable of controlling water queues and ensuring security of water hauliers in the evenings. Before the implementation of this project, water hauliers were never given this kind of security. Moreover, some male caretakers are not very keen on their job. Although some of them have been trained, they still have a long way to go to be effective caretakers. This explains why there is a lot of dependence on the programme for operations and maintenance of especially the water supply systems. A more sustainable operations and maintenance arrangement is what should be ideal.

Some of the technologies used seem not to be appropriate for their specific zones (areas). Some others are so standardized such that they are not flexible/adaptable for local and gender specific needs. The AFRIDEV pump is the only one used in Phase II. Its sprout does not favour water drawing using plastic jerry cans which are commonly used in the project area. To avoid water wastage, women have resulted to using some plastic bottles which they tie

at the sprout (appropriate technology?) to be able to collect water without much wastage. At some construction sites, the super structure is made in such a way that a bucket or a water jerry can requires support of another person so as to be filled with water. Surely these features overburden the water hauliers.

## **CHAPTER 2: ENVIRONMENT**

### **2.1 Introduction**

The provision of safe drinking water and sanitation has implications for environmental awareness and environmental health. The RDWSSP Phase II document does not spell out explicitly these environmental considerations amongst the major objectives. However, some issues are implied in short term objective Two (2). This states: "to provide hygiene and health education in order to contribute to an improvement of hygiene in general, as well as by the introduction of VIP latrines..." However the importance of environmental considerations goes beyond hygiene and health and includes issues related to sustainable use of water supply (quality and quantity) and avoidance of degradation of the general environment around the water points.

The plan aimed at achieving sustainability by ensuring:

- (1) community participation, using PRA as a tool for community mobilisation
- (2) institutional strengthening at the district level
- (3) technological choice for shallow wells, springs protection, boreholes and dams/pans
- (4) replication of the programme activities by the neighbouring communities
- (5) change in behaviour.

The relative absence of clear environmental objectives in RDWSSP/II is in the meantime corrected by the formulation of the project proposal "Environmental Study in Nyanza Province".

For the purposes of this review mission report, environmental considerations will be assessed through their inclusion in all the stages of the project cycle.

### **2.2 Community mobilisation and problem identification**

It is expected that during the PRA, the cultural perception of the environment will be brought out and discussed. The environmental issues relevant to water supply and sanitation should be identified, assessed and possible solutions discussed. The PRA Report, therefore, constitutes baseline information from which the presence or absence of pertinent environmental issues relating to the project may be assessed.

The planning stage should include the identification of problem and selection of possible solutions and project design. The cultural perception and the environmental issues that were identified during the PRA should be incorporated in the designs of water supply and pit latrines.

Project implementation - issues relating to accessibility, measurement of water quality and estimates of quantity, the general environment of the water point, etc. should be executed according to the design.

Training - messages in the training sessions should address the project-related environmental issues that were identified and discussed.

Management and monitoring of the facilities - messages relating to environmental hygiene and sustainability of water supply should be discussed and operationalized. These messages should include catchment protection, water conservation and pollution control.

### **2.3 Assessment of Environmental Issues**

The stages of the project cycle must be thought of as being sequential, but non-linear because the communities interpret these interactions as a series of integrated messages that build on one another. The programme does not have a manual or agreed system or procedures. Instead, the steps appear to be rather rigid and the documentation of these steps are poor. As a consequence, it is not possible for the Project Teams to trace areas of friction when implementation stalls. Areas of friction are many and currently includes the commitment of the community, acquisition of land, and management of water points after well completion

Cultural perceptions of the environment were not considered, and hence the impact of water points on cultural practices such as bathing, watering of small live-stock and washing of clothes were not considered. Nor were cultural practices incorporated into the design and implementation of latrines .

The present design of water points is different from that of Phase 1. The design does not have adequate apron for waste water and uses a pipe instead of an open drain. The area allocated to the water point is also inadequate for both the number of persons that can queue for water and those that may want to wash their clothes in the vicinity, leave alone watering small livestock as stipulated in the programme objectives. Neither the communities nor the field technicians were involved in the designing of these water points.

Unlike the sanitary units, little environmental consideration was given to the siting of the water points. The prevailing wind direction and distance to a shallow well were considered for siting latrine pits.

#### **2.3.1 Pollution Assessment**

The project operates in geographical areas that are prone to pollution. In Kisii and Nyamira District the population density is very high, about 900 persons per km<sup>2</sup>; the steeply sloping land and well-drained soils are intensively cultivated. On the other hand some parts of Kisumu are low lying, flat and prone to annual flooding. Elsewhere, ground water is of questionable quality. During the review it was found that:

- (a) Wells were sited within the precincts of intensely farmed agricultural land; in some cases fertilizers and pesticides were used, especially in Kisii and Nyamira Districts;
- (b) Springs were protected with little due consideration of the catchment from which the spring water was recharged;
- (c) Wells were sited within the densely populated areas where pit latrines and septic tanks are used, such as in Migori Town and some parts of Kisumu District. Some of these areas are prone to floods also. While the dangers associated with the siting of such water points was recognised, it appeared that routine measurement of water quality has not been initiated. It was, however appreciated that the DWSC in each district that was visited was concerned, and water quality measurement and monitoring constituted one of their major objectives.

At present, evidence of water pollution is unclear, partly because of absence of monitoring, but complaints from water users are becoming common. Such complaints were recorded from all the districts except Siaya, and Homa Bay districts. Because there are no baseline data, it is not possible to assess the magnitude of water pollution

in the project area that may be related closely to the present programme (RDWSSP).

## **2.4 Sustainable water use**

In this section, the report is concerned with sustainable water use in regards to:

- (a) assessment of water quality, quantity and in relation to water demand;
- (b) planning and management of water resources.

With regards to assessment of water quality and quantity, there are no measurement or considerations taken except where boreholes are concerned. In many instances, the siting of shallow wells was determined purely on geological reasons and compromised accessibility, environmental considerations and water point management. For example, some wells were sited close to the river banks traversing several farms belonging to different owners (at Pundo Othith in Kisumu District, Emonge, Nyamira District) and far away from the community to which the well is supposed to serve. One may therefore begin to question the criteria used in the selection of technology and approaches adopted in the programme. In some specific way, zoning has had its negative impact because as to now, the choice of relating technology and geological characteristics to an appropriate region is rather limited.

Water point management issues were relatively vague, and in many cases, have not been worked out. Such issues revolve around:

- (a) rates for water that should be paid by members of the project and that for non-members.
- (b) the role of the water attendant; whether volunteer or not, etc.
- (c) regulations and laws governing access to water.

During the evaluation of Phase I, it was found that the yields of many shallow wells were very low and this caused long queues and delays in drawing water. The yields of the wells that have been completed are low indeed. The issue of yields may be addressed in two ways and each requires a different solution:

- (a) where the wells are naturally unproductive and therefore there is nothing that may be done. These category of wells were not observed during this mission but were prevalent in Phase I period.

In this category it may be asked whether the investment of the project funds and community effort involved is appropriate. This may require an economic analysis in order to justify the investment. It is common to ask economic questions even in areas of social service because of scarcity of resources. The price of water is now down and therefore cost-benefit analysis may be necessary to justify investment, especially in areas where success rates are relatively low.

- (b) where the wells are productive but the demand (use) is too high, resulting into long queues. In many cases, there were more than 90 household to each well. These large numbers will exhaust the aquifer due to over-extracting or will damage the pump because of over-use. At Omare in Kisii District, there are 107 households per waterpoint and many other hundreds of non-members also draw water from

the same well. Based on the geology and rainfall regime of a given area, it is possible to estimate the average yields expected. The average yield could be used to demarcate or estimate the number of households to a well.

Environmental health or hygiene awareness is well developed, and water supply and sanitation are in equal standing.

## **2.5 Gender issues and environment**

Some compounds are bushy and dirty. There are a lot of weeds and tall grass (especially now that this is a rainy season). It was noted that most homes visited had problems of water related diseases e.g. Malaria but they did not seem to know much about environmental sanitation. Only a small number of the households visited had soak pits. It was noted that the project did not train the Village Resource People (VRPs) on environmental sanitation, which should be an integral part of health education and hygiene.

Some latrines did not have the squat hole plug. Flies and other insects could be seen moving in and out of the latrines at times to bushes around the latrine.

At a number of water points, livestock droppings were seen. This dirt, it was noted, would very easily pollute the water if not checked. Any diseases at these water points are likely to affect the water hauliers very seriously. In Kisii District, a water pollution report was discussed during a District Development Committee meeting. In Kisii town, people were advised to boil drinking water especially the water that they draw from a nearby protected spring which is already heavily polluted.

## **2.6 The institutional mandate for environmental management**

The mandate and final responsibility for environmental management lies with the district authorities as implementers while the role of monitoring pollution and degradation is with the provincial government.

On district level two officers have responsibility for environmental affairs. Firstly it is the District Officer Environment (DO) from the Office of the President (OP) and secondly the District Environmental Protection Officer from the Ministry of Environment and Natural Resources (MENR). Due to lack scarcity of resources and lack of clear institutional policy some districts have one officer or the other.

The LBDA has received the mandate to implement the project as a regional authority within the MLRRWD unlike the situation when LBDA was in a different ministry. Although neither LBDA nor MLRRWD has a specific mandate for environmental protection, MLRRWD has a Water (Anti-)Pollution section that, possibly, could be in charge of environmental issues.

## **CHAPTER 3: INSTITUTIONAL DEVELOPMENT**

### **3.1 Background**

Planning and implementation of Phase I of RDWSSP was centrally controlled and coordinated from LBDA head office in Kisumu. The district offices were merely units which executed instructions from Kisumu. The DWSPs did not have a strong say or influence in the decisions regarding delivery of water and sanitation. They frequently failed to respond to questions affecting the water and sanitation at the DDCs. This contributed to LBDA/RDWSSP being regarded as an external (to the district) development institution.

The selection and planning processes for delivery of services by RDWSSP disregarded the target communities who were expected to take over the water points in terms of organisation, management and maintenance once completed. The evaluation of Phase I identified and highlighted major structural faults in the programme which undermined sustainability.

The formulation of Phase II recommended full delegation of authority to plan, implement and control service delivery to the District Programme Officers in keeping with the District Focus for Rural Development Strategy. This process has become known as the decentralisation process of LBDA/RDWSSP. The major objective of the institutional development within this phase is to complete the process of decentralisation of the programme to the districts.

### **3.2 Decentralisation Process**

#### **3.2.1 Design/Concept of Decentralisation**

The basis for the decentralisation is contained in the Formulation Report prepared by a mission in 1989. Although this document was not adopted in its entirety, it has been referred to as the starting point in two different documents prepared by the LBDA and Programme Advisory Team.

Lake Basin Development Authority prepared a Plan of Operation 1990-1994 which included a Work Plan for 1990-1991 and which reflects their interpretation of implementation approach for Phase II. The basic concept of decentralisation which was recommended in the 1989 Formulation Report was recognised in this Plan of Operation and the Work Plan and provided the starting point according to LBDA/RDWSSP. In this concept, it was envisaged that the LBDA would establish the District Water and Sanitation Programmes in all the target districts and facilitate the establishment of District Water and Sanitation Development Committees at the district levels as part of the district planning process. The LBDA was also to establish and maintain a Central Unit at the headquarters whose duties through its technical services, community development/training and administration/finance departments were to include initiating the decentralisation process and to provide backstopping to the DWSPs.

The Programme Advisory Team, or PAT, through BKH consulting engineers prepared a Planning Report which also refers to the 1989 Formulation Report as the basis for Phase II implementation planning.

Although the Formulation Report detailed the roles of the consulting engineer, only parts of these stated roles were included in the Planning Report prepared by PAT. Specific roles related to technical backstopping and transfer of expertise to the Central Unit seems to have been left out. An extract of the Formulation Report is appended.

There are very few, if any, significant differences in the implementation concept between the document prepared by LBDA and that prepared by PAT. The targets of implementation set by both LBDA and PAT in these documents are 1000 water points using the technology developed and applied so far. The major difference seems to be the approach to provision of homestead latrines in the target areas. Whereas the Central Unit at LBDA proposed a continuation of the cluster demonstration approach for dissemination of use of improved latrines and health-related issues, PAT proposed a homestead approach with a component of comprehensive community health education. In order to achieve this and ensure community involvement and long-term maintenance and sustainability of the water points provided and the improved latrines, PAT proposed the application of Participatory Rural Appraisal (PRA) as a tool for community mobilisation. These differences may explain the divergence in the emphasis placed on water and sanitation which are the two main components of the programme.

Interviews with the CU Programme Coordinator indicated that LBDA prefers to use the Plan of Operation in the implementation of the programme, especially the water component. They use the Planning Report only for the implementation of the sanitation component. The differing opinions about the implementation document has never been expressed in writing. There is a danger of operational discrepancy in terms of details of implementation and fundamental considerations which underlie the concepts. This may explain why the Central Unit and PAT are not located in the same place, which would have been the most ideal arrangement and why there appears to be two different financial reporting systems.

The Team raised this matter during the briefing at the RNE. There it was agreed that for the purpose of the review mission the Team would regard the Planning Report as the basic document to work from. The Team regards this situation as a unfortunate situation as principally the two bodies do not operate from the same premise and recommends to seek clarification from CU/LBDA as implementation based on a mutually agreed upon planning document is a prerequisite.

It was remarkable that the above matter has been subject of several discussions while it could have been clarified earlier by availing the letter of LBDA to RDWSSP (dated May 7, 1992) in which the Planning Report was acknowledged. This letter has been appended with the comments of PAT on the draft-report of the Review Team. (appendix 12 of this report)

### **3.2.2 The extent to which the decentralisation process has been realised**

#### Stepwise decentralization

The decentralisation process was intended to achieve the following objectives during the plan period:

- Establishment of six (6) independent, autonomous and fully operational District Water and Sanitation Programmes (DWSPs) in the districts within the operational area. This process included re-designation of the district programme heads to District Programme Managers (DPMs), providing logistical framework including offices, transport, separate funding arrangements and staff components. Staff were to be obtained for all the DWSPs through secondment from the line ministries with functional interest in water and sanitation and community mobilisation approach to development. A minimum of fifteen (15) staff from the line ministries was envisaged;
- Decentralising the planning, organisation and management of water and sanitation delivery so as to involve community and local administration in a bottom-up process



using the locational, divisional and district development committee systems. For this purpose, the establishment of District Water and Sanitation Development Committees (DWSDCs) were envisaged in all the six districts;

- The Central Unit (CU) to be retained at LBDA HQs to provide technical operational backstopping to the DWSPs in terms of coordination, technical/professional advice, control of quality of work and expenditure and to monitor work and water quality;
- The appointment of a Consulting Engineering firm (BKH) whose role would include, inter alia, selecting project management (PAT), providing the Central Unit with technical expertise and advice in planning, execution, monitoring and development of technologies. The PAT also doubles as supervisor of works and to certify implementation on behalf of the Client (RNE).

#### The organogram of District Water and Sanitation Programmes (DWSPs)

The following section will be clearer if the organogram on page xxviii is consulted.

The programme has developed an organisational structure which is applicable to all the districts. The structure has the DPM as the head of the district implementation Team and the station manager responsible to the Project Coordinator for preparation of the work plans and efficient implementation of the same during the plan period. The DPM has two departments to support this management structure. These are the finance and administration and the programme operation departments. The programme operation department is headed by a Community Development Officer attached from the ministry of culture and social services. Under the Community Development Officer are a Community Operations Officer and a Technical Operations Officer both of whom are jointly responsible for programme implementation. They work with three Teams comprised of Public Health Extensionists, Community Extensionists and Field Supervisors attached from ministries of Health, Culture and Social Services and the District Water Engineer's Office respectively. A sample of this structure is appended to this report.

DWSPs have been established in all the target districts with the DPMs and other basic administrative staff appointed or deployed. All DWSPs have established their operations departments. One district does not have a CDO (withdrawn by the line ministry). Some CDOs are attached to the programme only for part of their working time, with requirement that they also work part time in their parent line ministries. One district has more than the minimum requirement of staff at the project Team levels.

Whereas the water technology and the community mobilisation component of the DWSPs have leadership at the supervisory level who can provide professional guidance, the public health component does not have a similar arrangement. They rely on the Community Operations Officer, who has no technical competence in public health to provide them with professional leadership so necessary in this programme.

#### Discussion: the District Water Sanitation Programmes

The mission questions the efficiency of the attachment arrangement. It was reported that the arrangement for attachment are made locally between LBDA and the officers of the line ministries at district level. The arrangements are not formalised at higher levels or directly with the local authorities who employ the Community Extensionists. This poses major problems in respect of effectiveness of the staff: does each DPM have any say on the qualifications of the staff to be attached to them? how effective is the selection procedure of staff attached

or does the programme provide any opportunity for dumping staff? who disciplines the attached staff? what procedure is used to effect discipline? does the local DPM have effective jurisdiction over the attached staff? who reports on quality of their performance and to whom?

Due to the limited time factor during this mission, it was not possible to scrutinise the quality and competencies of the staff sufficiently to be able to pass judgement on them. The mission nevertheless observed some indicators of problems in this arrangement. For example, there was a case of indiscipline by one of the attached staff reported to the local DPM who reported the issue further to Programme Coordinator in Kisumu. The staff was required to write in mitigation of the alleged offence. It transpired that it was not serious enough to warrant the energy and time spent on it to the extent of involving the Programme Coordinator. In our opinion, this issue could have been satisfactorily handled by the DPM, if the staff had been placed fully under control of the DPM. There were also several instances of poor technical performance observed in the visited completed water points. This is probably due to poor monitoring and supervision. One conclusion is that the organisation structure as it stands today is ineffective. It places the responsibility of technical operations on the Community Development Officer who has no technical competence to provide professional support to the project Teams. His capacity is to provide professional support to the Community Extensionists. Most District Social Services Development Offices (DSDOs) interviewed indicated that they cannot afford to release the CDOs on full time basis to serve in the programme.

*The Project Team working in the east of the district is having problems. John has been in the Team the longest. He is the TO, seconded from the Ministry of Water. He is an elderly man, a country person from the region. He has a passion for water and the best moments for him are when a well-dug well starts producing a good stream. But He often gets frustrated because the work presents so many problems which he cannot handle -digging that hits rock, wells that end up dry - and he never knows where to get help. He is getting increasingly annoyed by Damien, the Public Health Technician, who is a highly trained city boy. He speaks ki-swahili, wants to run the Team, and, although fifteen years younger than John, gets a lot more salary. Theodosia is caught in the middle of these two men. Usually she travels on Damien's motorbike, and can handle him better than John can, when he gets haughty with the village people. In any case, her husband, a school teacher, is likely to get promoted and transferred soon and she will go with him.*

A recent performance appraisal of field staff carried out by PAT has revealed severe flaws in the quality of performance staff under this arrangement, especially at the cadre of Community Extensionists and Field Supervisors. Generally the staff in this cadre are of a lower standard of education. Most Community Extensionists are of lower primary school level of education. The Field Technicians are primary school leavers training as water inspectors. This cadre of programme staff is crucial to efficient implementation and achievement of the projected goals in terms of quantity and quality. Accepting a mediocre quality of staff is introducing a measure of failure in direct proportion to the degree of their professional incompetence. As has been said elsewhere in this report, work discipline in their original work places may have been relaxed and non-demanding. It expected that they may require time to adjust to rigorous work schedules and targets.

Two units within RDWSSP: Central Unit of LBDA (CU) and Programme Advisory Team (PAT)

The Plan of Operation and Planning Report documents discussed above have established two separate institutions whose duties and responsibility for implementation are supposed to be complementary. These are the Central Unit and the Programme Advisory Team. The personnel structures of these institutions reflect imbalance and skewed emphasis.

The mandate of the CU is interpreted to include coordination and provision of technical backstopping to the DWSPs. This function includes training of the implementation staff at the district levels and supervision to ensure that the projected targets are realised according to the laid down standards.

The CU has a staff consisting of:

- \* 1 project coordinator
- \* 3 senior staff, being a Senior Accountant, Community Development Officer and Hydrogeologist
- \* 2 junior (technical) assistants
- \* 7 administrative support
- \* 1 cashier and 1 accounts clerk
- \* 4 drivers
- \* 1 kitchen worker
- \* 3 casual workers.

Total personnel: 22 persons. The monthly salaries and allowances paid for the CU amounts to approximately Kshs 320.000 (U\$ 58.000 monthly)

Next to the Central Unit there exists the Programme Advisory Team. PAT has a much bigger professional staff component. The mandate of PAT includes the provision of technical advice to the Central Unit for the provision of water and sanitation, backstopping for the Central Unit where necessary, testing new technologies when necessary and certifying completion of works in terms of quality, quantity and the financial expenditure levels. The anticipated long term objective of this arrangement is to transfer technology to the CU and to build capacity for a sustainable future without need for continued "expert" advice. For this kind of service, PAT has three times the professional staff strength of Central Unit.

The PAT office has the following personnel:

- \* 1 teamleader
- \* 8 senior staff
- \* 14 junior (technical) staff
- \* 3 administrative support
- \* 1 accountant/bookkeeper
- \* 5 drivers
- \* 2 casual workers.

Total personnel: 34 persons. Among them are 5 expatriate workers of which 2 are employed on part-time basis, 1 student and 2 full-time professionals. No indication of monthly salary component and allowances is (local and overseas) available.

Discussion: the imbalance between CU and PAT

In practice, both the CU and PAT operate separate and apart. Their working schedules are not synchronised leading to situations where separate Teams from CU and PAT visit the project sites separately. This kind of arrangement has significant operational problems. The quality and types of information and advice passed to the implementation Teams could be

conflicting and therefore confusing. There is also the danger of blaming each other for omissions and commission in the implementation process.

The imbalance and skewedness is further reflected in the composition of the professional cadre in the two institutions. PAT has a leaning towards community mobilisation with 95% of its professional staff performing functions in that area. This in our opinion is over-specialisation in community mobilisation at the cost of technical operation development. The Central Unit on the other hand has a leaning towards technical operation with only one out of seven professional staff members assigned the duties of community mobilisation. Since the emphasis in PAT is on community mobilisation, one wonders how this can be done by eleven experts advising only one person at CU. The ratio of advisor to technical personnel in the technical operation between PAT and CU is acceptable.

The following questions arise out of this type of relationship which will affect quality of performance and targets of delivery: if PAT is advisory to CU, then why do they have parallel structures which are physically separated from each other?

There is the possibility of duplication or simply "passing the buck" when things go wrong. The impression gained is that PAT is the consulting engineer supervising works delivery to ensure constant high quality according to specifications, while the CU is the contractor fulfilling the assigned work through sub contracting at district level to the DWSPs. Is this the desirable situation? What should be ideal situation which will ensure quality performance?

The imbalance between PAT and CU need to be redressed. It is recommended to approach the matter from two central issues within the RDWSSP programme, namely sustainability and decentralization. The professionals from CU and PAT could make a checklist of actions and output realized in completing a sustainable community based water point. These include considerations of technology choice, capacity to manage financing and O&M on several levels, deployment of an effective monitoring system, and the like. Then they could start to move back in time, deciding on the inputs needed to achieve this, the type of expertise required and which group could supply it. This analytical process is in fact a task and capacities analysis, which can lead to task divisions and job profiles. It will also clarify the expertise that has to be built into the district teams before they can start more independently.

### **3.3 Sustainability of the Decentralisation of Delivery**

The concept of decentralisation is highly appreciated both at the district and locational and community levels. It was observed that much interest has been generated in the District Water Sanitation Programmes (DWSPs) which have now become very high profile.

The decentralised DWSPs have a structure which now depends to a large extent on staff attached from ministries with interest in water and sanitation. The initial reaction from these ministries was overwhelming as they easily agreed to release staff to the programme. At the time of formulating this concept, the staff position in the line ministries at the district level was such that staff could be released without any strain on the ministries. This situation has changed since then following the introduction structural adjustment programme (SAP). Several staff members have either resigned or have been laid off in fulfilment of SAP requirements. The line ministries expressed concern about this as they are now experiencing strain of work with a reduced work force. The second problem is related to arrangement for release of the staff. At present the arrangements are purely local between LBIDA and the local district heads. This poses the problem of continuity as the staff can be transferred any time from the district. Since staff coming into the programme need induction and other

types of training, constant transfers will increase cost of training while at the same time reducing performance. The logical arrangement is for the staff to be seconded to the programme from the line ministries in case of public health extensionists and the senior community development staff and for the water technicians to be redeployed to the department of regional development within the Ministry of Land Reclamation, Regional and Water Development. LBDA should present their requests to the line ministries and discuss with the Directorate of Personnel Management about the modalities of such secondment. To avoid the mistakes of the past where LBDA as the implementing agency was not consulted about the quality of staff deployed in the project, under this formal arrangement, LBDA should have a role in selecting those staff members assigned to it.

There are nevertheless some residual functions which have not yet been decentralised. The Auditor General (Parastatals) requires that all basic documents in preparation of payment for expenditures within LBDA must be certified by the internal auditors before any payments are made. This means that all primary accounting documents must be physically brought to Kisumu for certification before cheques are written. The cheques must be signed mandatorily by either the Programme Coordinator or the Managing Director to effect payment. This may be the result of previous negative experiences in financial management. There is nothing wrong with this arrangement, so long as it does not become a bottleneck in the implementation. It also ensures accountability including checks and balances for the administration of public funds.

Project accounts have been opened in the local Banks in all districts. So long as the DWSPs are operating within the districts, this situation will have to continue. It will not be easy for the DWSPs to receive allocated funds directly from the RNE without passing through the Treasury (District Commissioner's Accounts). There will be obvious operational problems with that kind of arrangement. We therefore recommend that the flow of funds from RNE to the DWSPs through LBDA remains the same.

One of the major conclusions reached in terms of financial sustainability is as follows: The future of DWSPs is doubtful in the absence of a guaranteed source of independent funding for the core establishment.

### **3.4 Organisation Structure of the DWSPs**

The organisation concept which is accepted in both the fundamental implementation documents stipulates that RDWSSP will employ the DPM, the DPA and all the support staff. The line ministries were to provide the Community Development Officer, the Hydrogeologist or Geologist, the Technical Operations Officer, the Field Supervisors, the Community Operations Officer, the Community Extensionists and the Public Health Extensionists.

The Organogram typical for each DWSP is in section vii. The arrangements are that each line ministry will attach staff to the RDWSSP according to a verbal understanding between LBDA and the respective district line officers and that LBDA will issue letters of instructions to the individual staff thus attached. This arrangement is good so long as the understanding lasts between each line ministry officer and LBDA remains cordial and so long as the attached officers are not transferred from the target operational districts. Bearing the cost of training to orient staff to the operations of RDWSSP, frequent transfers will be very expensive to the project.

All the DWSP have established the programme operation department, and staff have been seconded from the line ministries. Each DWSP has a minimum of fifteen (15) professional

staff on attachment from the line ministries. The Finance and Administration departments have also been established in all districts and are staffed fully by project staff. The average total staff component per DWSP is 24.

The programme operations department is presently headed by CDOs in all the districts. This arrangement has the potential danger of over emphasising the community involvement at the cost of technical operations and quality of delivery as was witnessed in the field.

At present, this arrangement works well because the staff attached from line ministries are enthused by the opportunities they now have to do some tangible work. It was reported that most of them used to be idle in their line ministries or did not have enough facilities to work. The programme gives them the challenge they require. In addition, some of them, especially the community workers, who are employees of their respective county councils, and who sometimes work for several months without pay, now enjoy the little allowances they are paid. The following problems were expressed:

- a) DWSPs have no say in the selection of staff attached to them. There have been cases of poor quality staff sent to the programme. Rejection of such staff may cause poor dynamics between the district officer of the line ministry and the DPM unless handled properly;
- b) Staff attached to the DWSPs from the line ministries are seen as the privileged ones since they enjoy facilities the remaining staff do not have. Envy is generated which can be exploited. In the absence of a properly defined code of discipline and a chain of command for the attached staff, the negative dynamics generated may result in wastage of time when seeking to mediate;
- c) Disciplinary procedures including processes of regular staff appraisal and performance reporting have not yet been worked out, especially for the attached staff. This has the potential danger of insubordination on the one hand and lack of performance records for staff development within their line ministries. This concern was expressed by most District Water Engineers and District Social Services Development Officer.

The structure at the district level envisages the DPM as the programme manager dealing with all administrative matters. The DPM does not have the time for backstopping the technical operational staff at the district because of preoccupation with programme management including the preparation of work plans and closing the same at the end of the work period. The position immediately behind the DPM is that of the CDO whose professional background is community mobilisation as opposed to technical operation. In any case most of the districts visited reported that the DCO are only released for part of the time in a week. There is nevertheless a community operations officer to lead the community mobilisation Teams. This concept has placed emphasis on community mobilisation at the cost of technical performance. The technical staff are left without any senior technical person at the district to help solve difficult technical problems encountered during implementation. We recommend a review of the structure to replace the CDOs as the next in command with an Engineering Assistant redeployed within the same ministry. The Engineering Assistant will hold A Higher National Diploma in Water Technology from Kenya Polytechnic and have more than five years experience. The training is relevant for this level of work as it includes planning, design and implementation of water supplies. As the most senior person after the DPM, this officer will deputize for the DPM and head the operations department of the DWSP.

The next level should have TOO who is also an Engineering Assistant, but with less number of years of experience. The TOO will supervise the Field Supervisors as is the case now.

The Field Supervisors will continue to be Inspectors of Water Supply whose qualification are Ordinary Diploma or Higher National Diploma but with emphasis on organisation and maintenance.

The community development branch of the operations department at the DWSP will remain the same as it is now. One major problem realised, though, is the fact that all Community Extensionists are employees of the local authorities attached to the Ministry of Culture and Social Services for appropriate deployment. Arrangement can be made with the local authorities for direct secondment of selected Community Extensionists to the project without going through the DSDOs. This will minimize the suspicion that this cadre of staff are drawing double salaries. In any case the local authorities often delay paying salaries for as long as one year.

The public health extensionists currently have no professional leadership. Their training is mainly in health inspection with very little community mobilisation. They reported that they use their basic training for 1/4 of the time. They also tended to boss over the rest of the project Team. In one district the mission encountered a family health educator whose training seemed relevant for the type of work desired for the project. We recommend that the possibility of seconding more family health educators with nine months training in communication and interpersonal dynamics be investigated. If this is possible, they would contribute more to building the required health and sanitation knowledge and skills for the project.

### **3.5 Impact of structural change on RDWSSP performance**

One of the major structural difference between Phase I and II is the reduction of staff who were employed directly by the programme. These were replaced by staff attached from the line ministries as discussed above. The attachment process has been completed and the staff are generally very pleased to work in the programme. Most staff interviewed report that the programme has enough work to keep them busy i.e facilities are available to enable them work and they are pleased with the allowances they get, especially the community workers who usually do not get their salaries for many months. Having said that, the DPMs noted that the transition from having programme staff to the attachment arrangement affected the performance of the programme in some ways. These included the following:

- a) The attached staff were not used to intense and disciplined work schedules. These staff took time to adjust to demanding and intense working situations;
- b) The technology applied, especially shallow wells and sanitary slabs for latrines, was new to many technical staff attached to the programme. They had to be inducted to understand these technologies. This took some time and contributed to a slow start of implementation;
- c) The nature of attachment means that there is some residual allegiance of the staff to their parent line ministries. They need to be sure that they will not be "forgotten" when it comes to opportunities for staff growth in their parent ministries, both in terms of salary progression and career development;
- d) Some line ministry officers expressed concern about pressure of work within the ministry due to release of staff to LBDA. The offer for early retirement was taken more seriously than was anticipated and has resulted in several key technicians retiring.

The replacement of RDWSSP staff in Phase I with line ministry staff in Phase II has introduced the element of training at a level which was not envisaged in the Formulation Report. Therefore although some training has been done, it has not been to the extent that was needed. There is therefore, need for systematic training of technical operations staff from DWEs in the technique applied - shallow wells and spring protection. They also need training on the workings of the AFRIDEV pump so as to further train the caretakers. Most of the technicians are not conversant with the requirements of RDWSSP water points designs. This has hampered their supervisory role leading to several water points being certified as complete but structurally having problems.

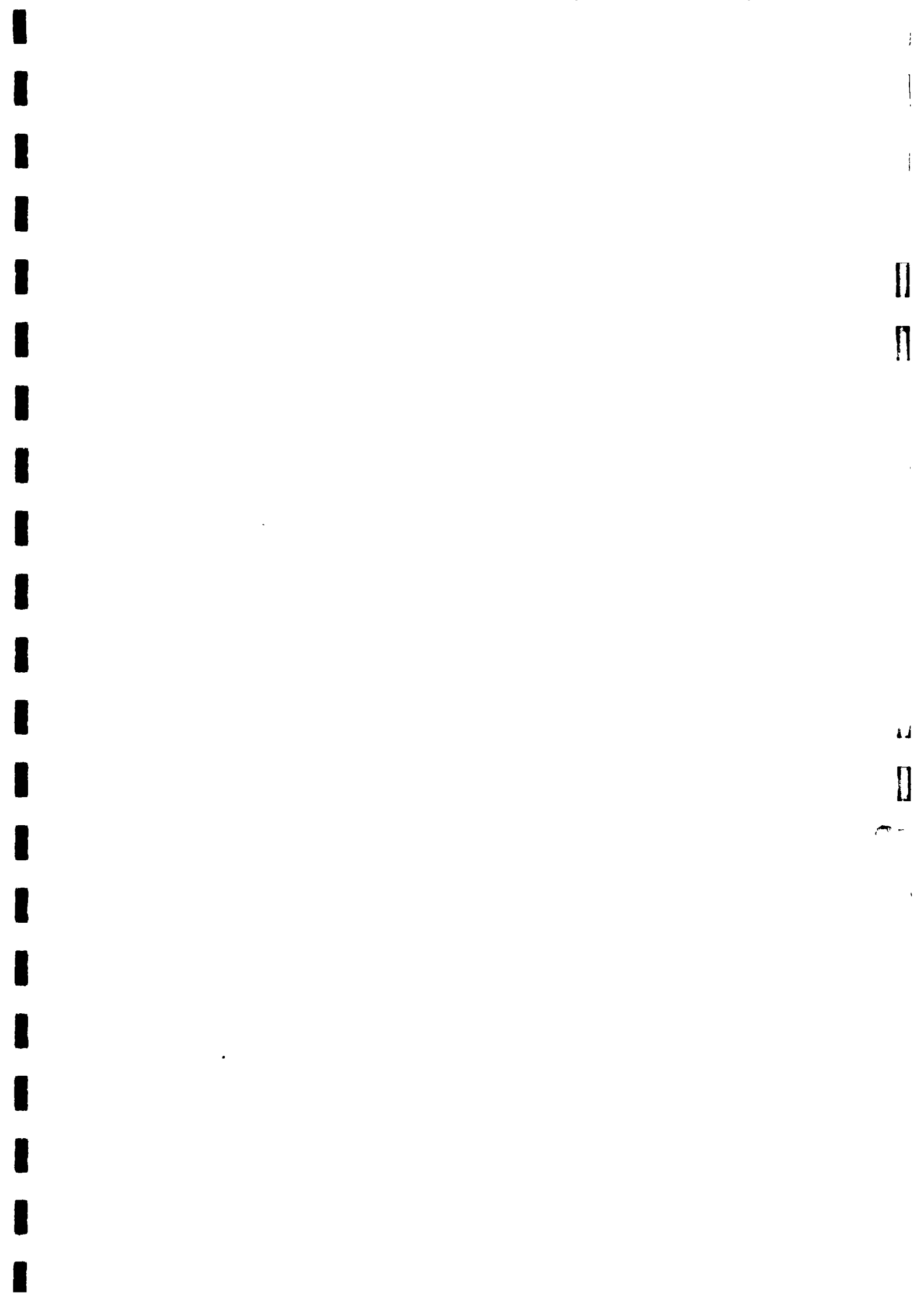
### **3.6 Achievements resulting from establishment of the DWSDCs within the District Focus Strategy**

The establishment of the DWSDCs in all the target districts and formalised as sub-committees of the District Executive Committee (DECs) and District Development Committee (DDCs) was set as the top priority in implementing phase II. There was no standard procedures for the establishment of the DWSDCs and each district has approached the issue as they thought reasonable. The chairmanship of the DWSDCs for example, varies from one district to another. In no one district is the DPM the chairman nor the secretary. In all the districts, though, the DWSDCs have been established and formalised as part of the DEC and DDC planning instrument.

Because of lack of standard guidelines, the roles and functions of the DWSDCs are defined differently from one district to another, but they mainly revolve around coordination of plans for water and sanitation delivery. Cases were cited where DWSDCs have summoned NGOs and other development agencies entering into the district for the first time to table their agenda and financial capability to the DWSDC for vetting and allocation of area of operation. Some DWSDCs have also developed standard community approach procedures to avoid confusing the community especially where community participation and commitment are anticipated. It was also interesting to note that activity plans (Forward Plans) of the DWSDCs in nearly all districts are the only visible time plans in most offices of the members of DWSDCs. One DWSDC had carried out water point analysis in a sample of water springs and established high degrees of contamination. The report of the DWSDC was discussed in the DDC, after which strict instructions were issued on boiling of water before domestic use. The general conclusion is therefore favourable in respect to the establishment of the DWSDCs. There is nevertheless a need to sharpen the DWSDCs further as a coordinating tool for district water and sanitation planning and delivery. For example, the development agencies and the line ministries in the district should be made to appreciate the important role of this sub committee of the DDC in arranging to maximize the delivery of services related to water and sanitation, and give it both moral and material support. For example, the ministry of planning and national development can offer facilities for establishing a district documentation centre on water and sanitation which will incorporate related issues such as health, incomes and infrastructure development.

It was not very clear and easy to assess, within the time given, the efficiency of the locational and divisional sub-district development committees, in terms of selection and processing of the applications for services by the communities. It was reported though that in some cases, verification of the recommended communities revealed complete ignorance and lack of awareness of the request for water and sanitation services. This begs the following questions: how effective is the communication process to the villagers about availability of water and sanitation services offered by LBDA? to what extent are the villagers involved in the request for the services and do they know how to apply? is there a danger of needy communities





being overlooked in selection procedure? See Chapter 4.1.

### **3.7 Gender issues and institutional development**

Decentralization has progressed very well in this programme. In all the six (6) districts, programme district offices have been established. It was however, noted that there is no gender balance in staffing at the district level. The management of the district programmes is run solely by men. The programme implementation Teams are comprised of men only in two districts, one lady in each of another two districts, two ladies in the fifth district and four ladies in the sixth district. Out of a total staff numbering about seventy five (75) there are only eight ladies! This state of affairs does not augur well in a project such as this one which is not only community based but has women as a major target and beneficiary.

It has been noted that all the members of the project Teams are attached to this programme from the Government of Kenya line Ministries. It is however, clear that there is no gender specific policy or guidelines on this attachment procedure. Moreover no official serious attempts have been made to achieve gender balance or even gender needs balance in this staffing arrangement. No official as been made to sensitize the district heads of collaborating line Ministries on gender issues.

An aspect of concern is the fact that district management Team has not received any meaningful exposure, sensitization or even training on gender issues.

All the district project Team members have been "trained" on some aspects of gender and development especially in relation to Participatory Rural Appraisal. This "training" lasted between one and two days. Involvement of women in a programme such as this one has never been given serious attention. The staff did not seem to understand clearly how they could involve women actively in the project (at all the stages of the project cycle).

In their day to day duty performance, the project Team members use motor cycles as a means of transport. The commonly used model is designed to suit the interests of men. There are models designed for women but so far they have not found their way to the female staff in the projects.

## **CHAPTER 4: COMMUNITY PARTICIPATION & DEVELOPMENT IN THE PROJECT**

"Achieving higher levels of community participation sometimes requires painful changes within agencies, requiring greater flexibility, sensitivity and less paternalism; as well as within communities which have come to expect governments to take care of them" (26)

### **4.1 How communities are selected or bypassed**

For a community to be helped by the programme, it has first to make an application. This application must show that the community meets the programme definition of a "needy" community, that is, one with no safe drinking water within five kilometres. Part of this criterion is that there are no non-functioning systems within the five kilometres. The other criterion is that the community must be united and ready to work with the programme.

The programme could usefully look again at this definition of "needy". In many countries it is three kilometres not five.

The application then passes through the committees of the Assistant Chief at sub-division level, of the Chief at divisional level, and then comes to the committee of the District Commissioner. Each committee prioritises all the requests in front of it, with a greater or lesser degree of impartiality. The proceedings of these committees are now being minuted by the project, with the aim of increasing the fairness of the decision making.

The District Commissioner presents the final list of priority villages to the programme, in actuality to the P.A.T. Office which then makes a pre-selection visit. At this point, perhaps five percent may have to be rejected. The most common reason is the presence in or near the village of a non-functioning water supply, which disqualifies the community. The project is negotiating with the District Water Engineers to solve this problem since it is the District Engineers who should repair broken supply systems. If they cannot, they must officially declare it inoperable before the project can step in. The project needs to continue this important negotiation with all the weight it can give it, since as yet it has not had much success, and eligible communities are left without water and also with no access to the rest of the W&S package such as latrines.

A few villages are rejected as failing the second criterion - that of being united and willing to work with the programme; an example was a community where a small sub-section applied for a water point to which the majority would not have access. In theory this veto can come into play if the PRA reveals a weak or difficult community, but this has not yet happened.

There may be a further group with no real access to the programme - communities which have never heard of the programme or which have no organisational or literacy skills with which to apply. The Mission Team met people from a number of neighbouring communities who want a project but cannot get an application up to the level of the Sub-Chief. The PAT office has expressed concern about the issue. They are considering, when the first wave of applications have been responded to, ways of investigating further and if necessary planning an information blitz. This intention should be followed up.

## **4.2 Size of communities**

The programme has identified as a problem the size of communities. It was designed to meet the needs of communities of about 40 or 50 homesteads with an average of eight people to a homestead. The AFRIDEV pump cannot successfully be used by more than 200-250 people -the time that each person takes to fill containers will create queues and the mechanism will get over-used and break down quickly. When the programme meets with applications from bigger communities it can try to split them up into three or four groups who can be grouped round three or four water points, but this is an artificial creation. Modalities need to be found.

## **4.3 Participatory Rural Appraisal**

### **4.3.1 The rationale for PRA**

Without community participation, rural water and sanitation programmes have little hope of sustainability. To make the participation happen, strategies have been developed. Participatory Rural Appraisal, Rapid Rural Appraisal and Community Diagnosis are some of these strategies. They are packages of exercises or tools. For a good result, the right package of tools has to be assembled in the hands of people who can use them well.

Success can be judged when the PRA is completed, community members have been trained, and the service is in place. By then, the community should feel happy with the contribution of the programme and feel responsibility and ownership. This means that the programme has to deliver an acceptable product -no community will feel responsible for a crumbling protected spring. They also have to guide the community as they learn their future role and function. This will only work if the community is treated as equal partners.

However, in many programmes the exercise becomes a sales technique, where communities get manoeuvred into carrying out the tasks that the programme wanted them to do all along.

In the following discussion of how the programme used PRA, the Team does not want to discredit the approach. It argues, though, that at a number of points the approach needs to be seriously rethought, and activities carried out with a higher degree of skill.

### **4.3.2 The development and structure of PRA**

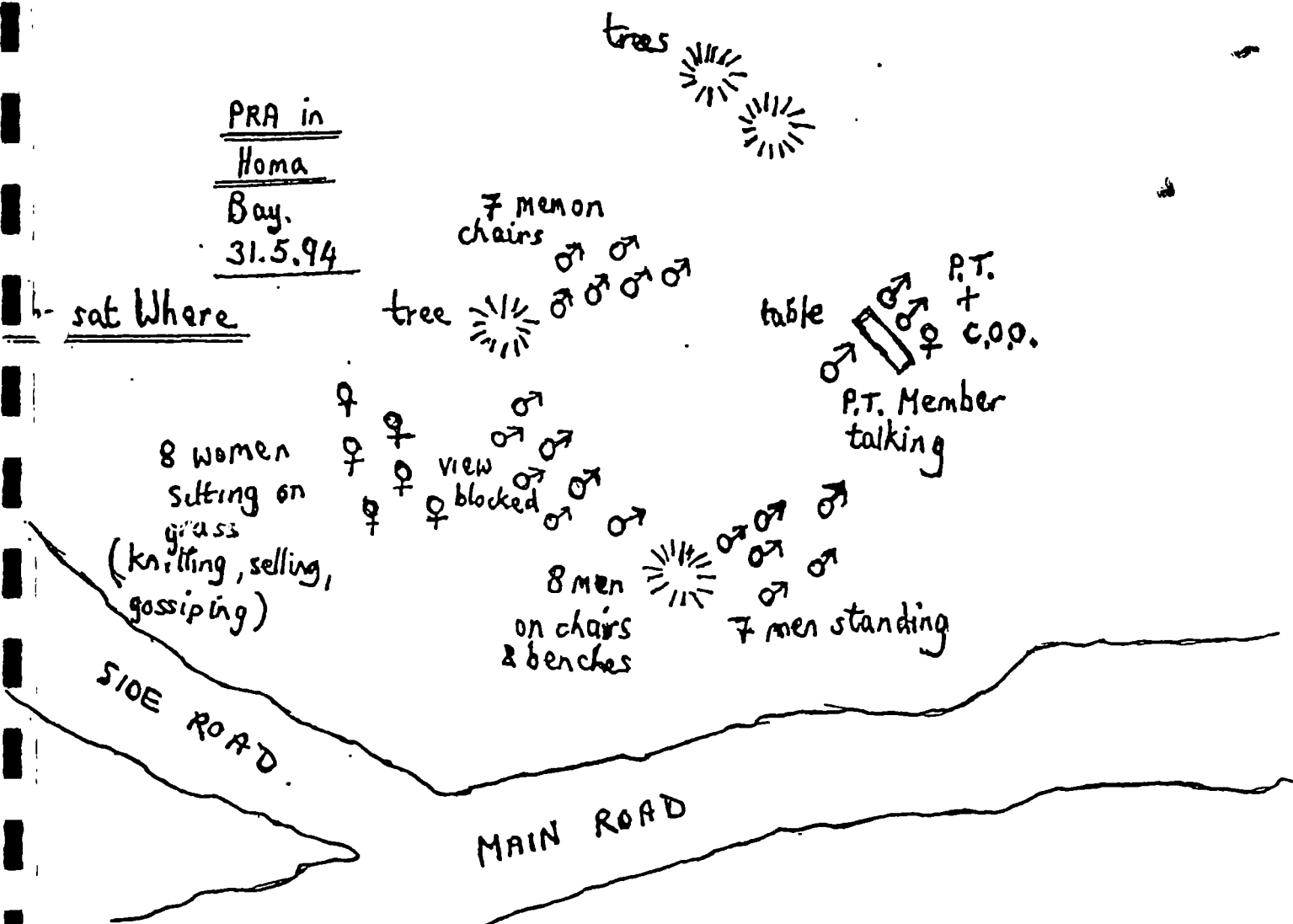
The Participatory Rural Appraisal Exercise was designed in December 1992 by a group of over 20 people from the programme and supporting consultancies. This is a very big group for the purpose.

Since then some modifications have been made but the basic structure is that:

1. Official structures are informed.
2. The community is met with, and a mapping is made, of physical layout, social structure economy and infrastructure.
3. Community priorities and problems are established. The urgency of their need for water is moved to the top of the list.
4. Some gender analysis is done, with the timetables of the two sexes worked out.
5. A Community Action Plan (CAP) is developed in which each side agrees on the inputs to be made and the tasks to be done, and who will do what.
6. The community arranges a temporary committee of two to four people to arrange

7. the election of a proper committee  
After a time gap the community elects the Water and Sanitation Committee, with chairperson, secretary and treasurer. Village Resource People and Caretakers are then selected.
8. A written report on the community is made by the Project Team.

The time allocated for steps 2 to 6 is five days, from mid-morning to four or five in the evening.



#### 4.3.3 The time-frame of the PRA

Programme staff are concerned about the time-frame of the PRA and consider it should be allocated the days that the community requires. Some need more than others. This point was agreed on in the Workshop to review the PRA held by the programme in May 1994. At a more fundamental level, the time-frame of communities should be given more consideration. Subsistence farmers cannot afford to make important decisions quickly. They have too much to lose if the decision turns out to be the wrong one. Other models of PRA, such as that developed by CESAO for Francophone Africa, have found that the decision-making process is stronger when they visit a community only once a week, and allow the time between for discussion.

#### **4.3.4 Training of project staff for PRA**

The SAGA PRA Reference guide has some interesting and attractive exercises but the best demand a high level of expertise. Many of them seem appropriate for quite small groups. There is little help on how to handle the desired representatives of 50% of households; some communities have 400 households. The manual presents some challenging methods but is less challenging about the underlying purpose of the exercise. It concludes the introduction on using the guide by saying that one PRA basic remains: that it should be enjoyable.

#### **4.3.5 The agenda of PRA - Whose?**

Most PRAs have some kind of predetermined agenda -the information they wish to get, the processes they wish to happen. The agenda of the project is a particularly rigid one, with no room for the community to say that, looking through their eyes, an analysis might be done very differently.

#### **4.3.6 Participation in the PRA**

The Team were able to observe one stage in two PRAs. In both, the main discussion was between the project Team and the men who were present. In one, the Community Action Plan was being established. One of the project Team was communicating what had to be done by whom. He used a big sheet of paper written in English. The main role of the community was agreeing with what was being told them. In the other PRA, the community priorities were being established; the women present had very little voice in the process. There was no splitting into smaller or gender-specific groups. Items which are normally high on women's lists of priorities such as health care and fuel wood were put low or not mentioned, and it was clear in that forum, with ten women and fifty men, no contentious issue would be raised. An example might be abuse of alcohol in the community, which seems to be a recognised but unvoiced problem in the region.

Clearly more women-only and smaller group discussions need to be used. This point has been made by a previous consultant in WID. More fundamentally, the need is for true dialogue.

#### **4.3.7 PRA and the raising of expectations**

During the Needs Identification the village is assisted to make an overview of its situation, and identify all the major problem areas. In some of the reports on PRA, this results in a long list, which in one case listed the need to improve - agriculture and livestock; soil conservation & management; land utilisation; tree reserves; primary health care and the use of herbal medicines; and finally primary education.

Such a major exercise has to be handled carefully to ensure that false expectations are not raised. If everyone has spent time identifying problems, only to be offered the same package as they would have had anyway, it is difficult for them not to feel cheated. Visits to other villages by the Review Team identified a number of promises which the community thought had been made. One even was confirmed by the mission driver, who had been present during the original PRA.

If such a large number of problems are to be identified, the programme has to follow up in two ways:

1. The programme needs a bigger menu from which to offer inputs. The commonest additional items which communities want are and which arguably are within the programme remit are: bathing places for women, laundry slabs, watering troughs for livestock, places to dip livestock, and help with stagnant water which turns into mosquito breeding grounds. By responding to specific requests the programme can show respect for expressed needs.
2. The Project Team have to play a fuller role in mobilising help from other line ministries. Over the following eight months, while visiting the community, they can act as ally and information source. In Migori, these ministries are invited to the last day of any PRA. Sometimes they come. As a result, in one of the villages there is now help from Agriculture and Livestock.  
Members of the Project Team should know what is available in the district, where, for example, women can get loans for income generation. In addition, they must lend practical help with tasks like writing letters of application.

#### **4.3.8 The PRA findings & reports**

The PRAs gather an enormous amount of information about a community. Sometimes, programme staff say, they have difficulty knowing how to translate this information into practical action. As a tool it seems hit-and-miss, with vital information occasionally overlooked, for example the village where the PRA failed to realise that the village had its own Development Committee.

Where a community seems to be "difficult" the options of not accepting it as a project site, or of putting off the negotiations, do not seem to be used. In one of the PRA witnessed by the Team, the community was most reluctant to commit themselves to the action plan or to agree to a further meeting, but the Project Team did not suggest a postponement until there was real interest. By this point the community has been registered as a target.

PRA reports vary in quality and insight. One might suggest that the real test of usefulness and participation is this: the report should contain more than one might find in District Offices. They seem to fail this test, partly because the PRAs seem to ask District Office questions, partly because the reports are clearly written in the District Office. For example, in the description of health problems that the Team has read, there is no mention of the usual priorities of women, who elsewhere put pregnancy, childbirth and sterility at the top of their list. There is nothing that is unexpected or an insight that only the community can give.

#### **4.3.9 PRA and Gender**

Principally Participatory Rural Appraisal (PRA) is a good tool for community mobilization. This tool however needs to be well understood by those applying it. It also requires re-examination for possible gender biases.

From the PRA reference guide (SAGA) it was noted that PRA covers only a few aspects in gender and development namely, Access and control profile, Time use profile and Seasonal Calendar. Some project Team members did not quite seem to understand these aspects. For example a case study report had the following report on Access and control profile:

RESOURCE	ACCESS	CONTROL	BENEFIT
Land	Woman	Man	Both
Livestock products	Woman	Woman	Both
House	Man & Woman	Woman	Both

From this example, one can see that there is a serious misunderstanding because men have access, control and benefit from land; but the author seems to think that men have no access to land - thus they cannot use it or they have no permission and authority to use it!

In the report by the third mission of the Women In Development advisor, some suggestions were made on making the PRA Reference guide gender sensitive /friendly. Some of these suggestions were:-

- (a) In Section 2: - Preparatory phase step two, addition of a section on how to increase women's participation in the programme,
- (b) In Section 4: - Tools/Techniques used in PRA
  - (i) Semi structured interviews to be conducted in two sessions i.e. one for women and another one for men,
  - (ii) Holding separate review meetings for women if men are dominating the discussions,

An examination of this guide showed that these recommendations had not been effected. This explains why the project Teams are gender blind when it comes to implementation of the projects.

#### 4.4 Gender and Community involvement in the project cycle

The following are the stages of a water supply and sanitation project:

- (a) Pre-planning Stage
- (b) Planning Stage
- (c) Implementation Stage
- (d) Maintenance Stage
- (e) Evaluation Stage.

It should be noted that monitoring should be part and parcel of the project. In the pre-planning and planning stages, community participation is achieved by using PRA. The gender biases of this tool have been discussed (Refer to section 4.1) earlier on.

In the implementation stage, there are several issues to be addressed, namely, designs construction, information, education and communication. In this programme, it was noted that the designs were done by the programme staff. As noted elsewhere, if at this stage proper consultations were carried out there could have been several modifications to the sprout of the AFRIDEV pump to suit local needs of the water hauliers notably the womenfolk. Laundry slabs and livestock watering troughs would not be an issue now.

During the actual construction, it appears that the community was fully involved. They did their bit of the construction work as outlined in the Community Action Plans (CAPs). But



as noted elsewhere, a temporary increase in workload was noted on the part of women in terms of watering the sanitation blocks and slabs during the clearing period.

Education (training) has been dealt with elsewhere. Information flow and communication procedures seem to discriminate against women. At times the appointments for meetings (especially the first meeting) are made through the local administrators. Local institutions have not been used frequently for this purpose. It was noted that the programme area has got many schools, churches, hospitals, dispensaries and even market places. The traditional water collection points have trees that can be used to even put notices of such meetings so that everyone in the community gets the information. No notable attempts have been made to use them.

In the evaluation stage the community should be involved to assess their successes and failures and offer their own solution to any problems encountered. It was noted that communities have yet to be involved in this stage.

#### **4.5 Selection and training of community members**

The Chairperson is given training in preparing minutes, running meetings and planning ahead. The Mission Team did not see a great deal of competence in actuality but the Chairperson has a key role to play in the success or failure of the project. Up to now, the method through which he or she is elected has not been developed properly. It seemed in some places that a man was selected because of his high profile in the community, or because of his position in the community relationship network. Sometimes he seemed a figurehead, with a secretary or treasurer designated as the one who would do the work. Women were sometime underequipped for the job, but the project Team had urged the importance of having women.

What could be done is a selection process that takes groups through the qualities they should look for, and only then come to possible individuals.

The Secretary is trained to keep minutes and write letters. This post is often filled by a woman with some schooling and does not present problems.

The Treasurer: see community financing.

Women members of the committee: The Mission Team saw different aspects of the functioning of the women members of the committee in different situations. During meetings in villages with the Team, the women responded positively to the interest shown by the visiting member, and responded openly after some time to questions. However, women-only discussions revealed that when no outsiders were around, it was less easy for them. They said that the main blocks to express their opinions were fears of being laughed at, and social disapproval if they spoke up in front of their husbands or older women. They were happy to discuss ways of organising themselves in order to be better heard. This kind of training would be worth doing. Their situation also reveals the importance of a well-trained chairperson, who could make it so much easier not only for them but also for other minorities.

Village Resource People:

See Section 6.4.3, but in summary they are not receiving quality training, and their task has not been clarified for them.

Caretakers:

See Section 1.5.2.1, but again, they have not been given the basic skills they need to sustain

installations.

#### **4.6 The appropriateness of new technologies (pumps & latrines)**

See Section 1.5.2.

#### **4.7 Community ability to manage and make decisions**

This depends on the ability of the W&S committee to make decisions in the name of the community, make good decisions, and motivate action.

A major element in this is whether management capacity existed before in other groups and enterprises. It was clear that communities that had strong pre-existing groups were doing well. Usually these were womens' groups, but in at least one community there had been a mens' group :

*The members of the village football Team found that they were all getting older and slower. Then the football split and there was no money for another. So they determined to organise a water supply for the village. And they have, too, and they have let three women onto the committee. Though, mind you, all the three Resource People are men and the well is a bit far from the women so they are still using the old springs.....but it was a good try.*

Incorporating these previous groups into the Water and Sanitation Committee happens but is not engineered. Selection of the committee is supposed to start from scratch. The mission did not find any important groups which had been overlooked. But, as said above, the committees need considerable strengthening to manage effectively.

#### **4.8 Community financing & ability to handle money**

To get a pump installed, the community has to have a bank account with ksh 2,500 in it. In some villages, final installation is waiting until this money is complete. After this money is found, it is up to each community to decide how they will plan contributions for long-term maintenance. In some communities, households then pay a monthly rate of five or ten shillings to continue using the facilities

*Grace is one of the water committee members in her village. She is a widow; her husband died 13 years ago, leaving six children. The oldest boy had to leave school and went off to Mombasa to find work, but with no luck. The other five she has managed to keep in school. She earns Ksh 20 a day weeding the fields of others. Finding Ksh 50 to join the latrine scheme was difficult but she managed. In that village, poor people can pay in instalments. The rest of the women in the committee are helping her by giving poles for the superstructure, and she thinks she can dig the pit together with her second son.*

The Mission Team found a poor concept of money management in the projects visited. The Treasurer was keeping track of the money; money was in the bank; it would sit there until needed; no need to look or plan further. This one aspect of community management could make or break the process of sustainability

Almost every village has small women groups, for merry-go-rounds or income generation. One has 45 people helping with a tree nursery and vegetables. Last year each person made Ksh 50.. The Mission Team also found groups that came into being because of the projects. One, called the "Slab Group" is made up of the women who made the slabs together and who did not wish to split up. They have founded a small mutual benefit club where each woman contribute Ksh 5 a month against urgent needs. Partly because of the projects, the urge to start small enterprises is very strong and the Team was asked frequently for advice.

But the amounts of money involved and the profit margins, actual or possible, are very small. It is certain that many communities need small enterprises, not only for the women but to provide the funds to sustain the water supply. Enterprises that will make a reasonable profit need to be identified. One in which programme and non-programme communities have expressed an interest, is making and selling on the hardware and expertise for latrine-building in other communities.

#### **4.9 Capacity to help the most needy**

As well as considering the communities which the programme was not able to help, we have to consider individuals within each community who cannot afford to participate. This issue is raised in the PRA but it remains with the community to find a solution. The story of Grace (above) shows how a very poor community can help. In a much richer community in Kisii, we were told of an elderly woman who cannot afford a latrine - mainly the cost of paying someone to dig the pit. Her sons are alcoholic. Overspending on alcohol came up several times when talking of the poorest in the community. In the Kisii community the women felt sorry for the old lady but thought help was out of the question - contributing labour is contributing money, and they said they were all poor.

#### **4.10 Implications for sustainability**

The key question is whether "completed" projects are left strong enough to sustain the water and sanitation installations.

District Project Teams had their doubts. Only one individual felt that more than half the completed projects could survive. The others said less than half.

A major factor which the staff identified was the clash between targets and sustainability. The programme time-frame is too rigid -PRAs in five days, latrine construction in eight months. In some communities it is possible, in others it is not. A more flexible approach is needed.

PROWESS/UNDP indicators: effective utilisation, sustainability and replicability.

The Table on the following page is adapted from the PROWESS/UNDP evaluation procedure (9). This argues that the first step for a water and sanitation programme is to achieve effective utilisation, combining appropriate and efficient installations and hygienic community behaviour. The next step is to ensure sustainability by building strong community and programme structures.

The final step is replicability. The Nyanza project has not as yet reached that stage. One possible activity which would contribute to this would be to assist communities to sell their skills as latrine makers, by assisting them to keep moulds for the manufacture of parts. Several communities expressed an interest in this.

#### **4.11 Gender and Sustainability**

At the community level, it is expected that the Water and Sanitation Committee (WSC) will manage the projects when they are handed over to them. These committees comprise both men and women BUT at the executive level there are more men than women. During the training of these committees both men and women are trained together. The timing of the training sessions leaves a lot to be desired. No one seems to care to refer to time activity profile so as to conduct this training when both men and women are able to attend. At times the women attend only a session of the whole training schedule. This not only portrays women as thick members of the committee later on but it also makes the women lack confidence in carrying out their duties as Committee Members. This situation is worsened by the fact that after the projects are handed over to the communities, women become the unofficial managers where the committee is male dominated.

The Village Resource People and the caretakers undergo training. As noted in the training of the WSC timing of their training has gender biases. The training of caretakers requires slightly longer period so as to make the (CTs) capable of operating and effecting preventive maintenance services of the water supply systems. Whereas most of the CTs seemed not to be sure of their duties, the women CTs seemed eager to learn more. Their argument was that when the water supply system breaks down, they would be affected more since they would now have to fetch water from afar. As it is now, more thorough training is required by both CTs and VRPs for the sustainability of this programme.

#### **4.12 Training within the project from community level up**

To improve overall performance the following seems necessary:

- \* Four Project Teams must be found per district instead of three, to allow more flexible and better quality work.
- \* A Training Needs Assessment needs to be made by an experienced Team, who together can look at the many needs for better training at different project levels.
- \* At the same time, one or two people with considerable experience in PRAs should participate in some of them and adapt the methods used. They would feed into the Training Needs Assessment.
- \* A plan of short courses and on-the-job training could then be prepared and resource people and institutions identified.
- \* The same resource people and institutions should have a clear mandate to follow up and carry out regular quality control.

Reinforcement and upgrading of skills needs to happen for Project Teams, Committees and their separate sections such as women members, VRPs, and Caretakers.

#### **4.13 Gender and Usage of the facilities**

Some people were very happy with their new sanitation facilities and water supply systems. They are using them very well. A number of people had constructed the "new" latrines when they still had others "old model". This group is not using the new facilities effectively. They prefer to wait until their old ones are done way with or give the old one to the children whereas the new one is used by the adults. For other people, they were grateful to have two latrine so that one of them would at least be used by the in-laws.

In case of the water supply systems, those that have little yields are used sparingly - only for provision of drinking water. The water hauliers have still to travel their long distances in search of water.

In other cases, the new water supply systems are not always "near" to the people. This was the case in places where there were protected springs. Some people still use their old water supply systems.

**PROWESS INDICATORS: EFFECTIVE UTILISATION, SUSTAINABILITY & REPLICABILITY**

**Indicators of Effective Utilisation**

**1. Optimal Use:**

- |   |                           |
|---|---------------------------|
| a. most of the community are users                                      | varies                    |
| b. Sufficient water is accessible for different purposes                | 65% of projects sometimes |
| c. time needed is acceptable  | no                        |
| d. there is effective water point management                            | no                        |
| e. there is consistency in use of the water source, daily & seasonally. | no                        |
| f. most of the community has a latrine                                  | 35%-75%                   |
| g. improved latrines are used and maintained.                           | yes                       |
| h. other latrines are used and maintained                               | yes                       |

**2. Healthy use**

- |   |     |
|---|-----|
| a. Water is kept clean from source to mouth                                   | yes |
| b. improved latrines are kept clean   | yes |
| c. other latrines are kept clean  | no  |
| c. households are educated & helped to adopt hygienic practices               | yes |
| d. households are educated and helped to reduce other related health problems | no  |
| e. time saved on water collection is well used                                | yes |

**Indicators of Sustainability:**

**1. Installed & functioning systems**

- |  |         |
|--|---------|
| a. Community were involved in installation & siting of water points & latrines | in part |
| b. There is quantity, quality & continual flow at water source                 | no      |
| c. Water points & Latrines can be maintained & repaired locally                | no      |
| d. a workable financing system is in place                                     | no      |

**2. Confident/Competent Individuals (community & Agency)**

- |   |           |
|---|-----------|
| a. community has management, decision-making and technical skills | no        |
| b. community feels project is theirs                              | sometimes |
| c. women are sharing management as they share water workload.     | no        |

**3. Strong Organisation (community & Agency)**

- |   |    |
|---|----|
| a. community organisation has effective leadership  | no |
| b. community can make real decisions                | no |
| c. there are systems for learning & problem-solving | no |

**4. Environmental Conservation**

- |                                |    |
|--------------------------------|----|
| a. water sources are protected | no |
| b. watershed is conserved      | no |

**5. Inter-organisational Collaboration**

- |  |    |
|--|----|
| a. different orgs. have a shared and explicit aim in improving community life. | no |
| a. there is collaboration in planning  | no |
| b. there is collaboration in carrying out activities                           | no |

## **CHAPTER 5: GENDER ISSUES**

### **5.1 Gender issues concepts in water supply and sanitation**

Women, as traditional domestic managers, are charged with the responsibility of water collection and usage. They decide on which water sources they will use in which season and for what purpose. They use water for bathing, watering (small) livestock, washing clothes and utensils, food preparation and "irrigating" kitchen gardens through the use of waste water. Women direct children's water collection and use. Men rely heavily on women for meeting their needs that are related to water, e.g. bathing and washing clothes.

In the area of sanitation, it is the duty of the women to ensure safe waste disposal for both solid and liquid waste. Most communities view women as the managers of environmental sanitation within the household. They are expected to ensure safe cleanliness in the houses, toilets (latrines), granaries, bathrooms, compounds and anything else that is found within the homestead.

As domestic managers, women are expected to be health and hygiene educators. Traditionally women have played this role quite effectively. They do toilet training for the children, male and female alike. They teach the members of their families personal hygiene practices. They impart the knowledge of environmental sanitation to their households. Good table manners is a domain for women as educators.

In view of these roles within the household, as traditional water managers, traditional sanitation managers, health and hygiene educators within the family; women have a major interest in the areas of water and sanitation and it is they who run the majority of risks in that area. Their interests include having a reliable water supply system within easy reach all the year round. They are also interested in having safe facilities for waste disposal. Women are however at a risk of contracting waterborne and water related diseases. They run a risk of being infected by various diseases emanating from poor environmental sanitation practices. These problems among others point why women are not only interested but are also ready to participate actively in water, health and sanitation programmes and projects.

### **5.2 Rural Domestic Water Supply and Sanitation Programme (RDWSSP)II Gender policy**

For the major objectives of this programme reference is made to part vi.

In order to achieve these objectives and other related ones the programme/project is expected to have a policy or policy guidelines. Emanating from this would be a clear strategy to be followed. Going through the programme and project documents, one finds only vague policy guidelines and strategies concerning gender. In the work plans, the programme states that its policy is that women should be the majority in the water and sanitation committees and that gender-related issues should be given preferential treatment in all projects.

When one reads through the implementation strategies e.g. "The implementation strategy for Hand dug well", one gets the idea that this strategy paper is gender blind. Although there is a gender issues training manual for project Teams, the information in this manual does not seem to have direct input into the implementation strategy papers. It seems as though gender issues are separate from the general programme and project framework at the policy and strategy level.

The programme does in fact have input on gender policy and implementation from an NGO. The organisation is Femconsult, based in the Netherlands, which has sent the same consultant to Nyanza three times. However this resource is not well used. In the Netherlands the organisation has communication problems with BKH. In Kenya, one full-time woman seconded by Femconsult has left. The person now responsible for gender issues is one of the two women in PAT; her major responsibility is for PRA activities. The visiting consultant was said to be very helpful, but a number of important recommendations in her reports have not been implemented, for example those concerning the involvement of women in the PRA (see 4.3.9). The reports seem to stay on the shelf.

### **5.3 Gender issues and land ownership**

From PRA surveys, specifically in access and control profiles, it is evident that most women have access and benefit from land controlled and owned by men. Since women, as stated above, are the traditional water and sanitation managers, they require unquestionable security for land so that this programme can be sustainable. This implies that there is a need to have clear title deeds for the areas where the water facility is located. It was noted that, in the project areas, most of the water and supply systems and facilities are on lands owned by individual members of the community, mostly men. Most of the projects had land agreements drawn. The programme seems not to have mapped out a clear strategy for the securing of land title deeds by the projects. This may in future lead to disuse of the facilities since women and children as chief water hauliers require guaranteed security in order to use water facilities effectively.

*Kieru village is just above a game park. The headman is very hospitable to the visiting Team, and later his third wife will produce stewed goat in their honour. He introduces five male committee members, and assures the Team that the three ladies on the committee will be coming soon. Later the three ladies explain that they never were on the committee. Their new pump is a source of much sadness. It only produces water for two hours a day. They queue for a long time to get the water, and sometimes it runs out. The tree nursery and vegetable patch which they started next to the pump is suffering from water shortage; the saplings of the chief seem to be doing well.*

### **5.4 A review of the gender issues in Rural Domestic Water Supply and Sanitation Programme II (RDWSSP/II)**

In reviewing gender issues in RDWSSP/II, Government of Kenya and Government of the Netherlands gender policies were used as references. The checklist on women water and sanitation (see appendix 6) was used. This was complimented by the general terms of reference (TOR) for the Review Mission and the TOR from the Embassy WID sector specialist (see part VI-b).

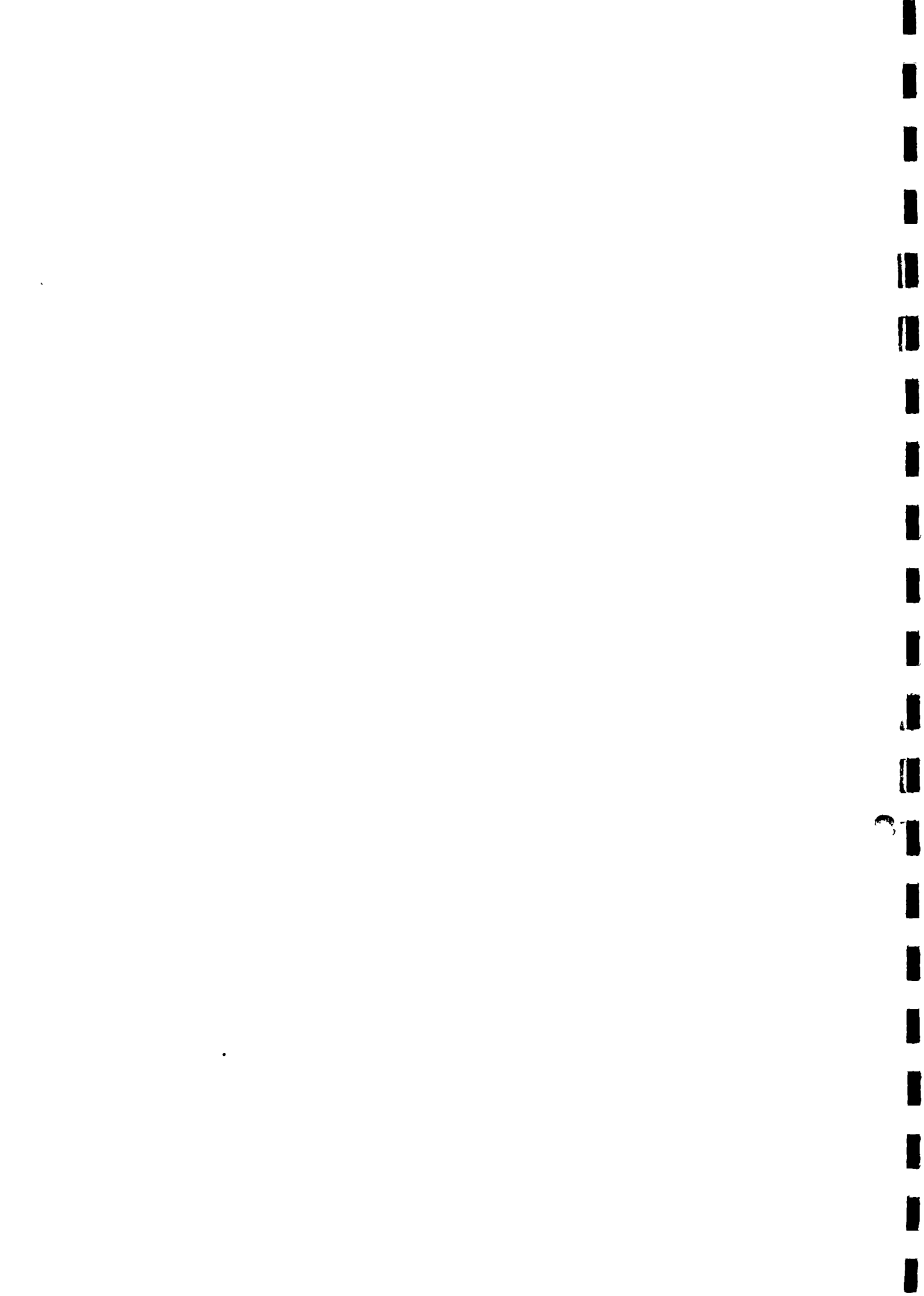
The Review Mission concurred with the feelings of the WID sector specialists that gender issues should be part and parcel of the whole project cycle. It is in view of this that each section of the review document has a paragraph or several paragraphs on gender issues related to that particular section.



The findings have been split up into several sections of chapters 1,2,3,4 and 6.

They now appear as follows:

Chapter One:	1.11	Gender issues in performance and organisation;
Chapter Two:	2.5	Gender issues and environment;
Chapter Three:	3.7	Gender issues and institutional development;
Chapter Four:	4.3.9	PRA and Gender;
	4.4	Gender and community involvement in the project cycle;
	4.11	Gender and sustainability;
	4.13	Gender and usage of the facilities.
Chapter Six:	6.5	Gender issues and health.



## CHAPTER 6: THE RDWSSP PROGRAMME AND HEALTH

Because of the methodology of selection, the Mission Team saw projects at all stages of progression and success. Some had no water or sanitation installations, some had completed work. Some had Village Resource People already working, some did not. The influence of project activities on health-related behaviour was also varied.

### 6.1 The presenting health problems

#### 6.1.1 The overall health status

The overall health status of Nyanza province can be found summarised at the end of section IV, the Country & Regional Profile. The actuality at community level is that a number of serious health problems can be seen. The two major problems closely linked to water and sanitation are diarrhoea and malaria. Community members who talked to the mission said they were problems to which they gave high priority.

#### 6.1.2 Diarrhoea

Diarrhoea has a web of interrelated causes. One of the main strands in the web is dirty and insufficient water, and this is being broken by the programme. Another strand is weakened or broken as communities develop better latrine use. In addition, some traditional technologies are found which promote cleanliness, such as drying racks for utensils and different storage pots for water from different sources. However, other parts of the web remain in place. Compounds are often very dirty, and soak pits do not seem to be used for household waste.

For treatment of the problem, some older women use herbs for cases of childhood diarrhoea, and some mothers know how to make rehydration mixes.

#### 6.1.3 Malaria

In June the rains are not over, and most villages have a lot of water around in pools and muddy patches, happy breeding grounds for mosquitoes. Many communities expressed a desire for mosquito nets and say they could pay the average subsidised cost. They also want curative care near at hand. Again, there are herbs used traditionally as repellent, but these days there seems little confidence in these older methods.

*Two sisters-in-law are sitting in the corner of a compound under a tree. One is holding a toddler who has skinny arms and legs and thin hair and just sits, listless. The little girl's clinic card shows that she is nearly two, has only had half of the necessary vaccinations and was malnourished during her first year of life. But her mother does not know what the line on the card means; the nurses never explained it. Six other young children are playing with a litter of puppies and there is evidence that not all of them have learnt to use the latrine. The two women are interested in getting a proper latrine. At the moment everyone uses the maize field. The three youngest children have all had diarrhoea in the last two weeks.*

#### **6.1.4 Other water- and sanitation-related health problems**

- Skin conditions such as scabies (common) and impetigo (occasionally) were observed by the Mission Team.
- Water borne diseases such as schistosomiasis were reported at district level but un-quantified. The same applies to hookworm, which is a good indicator of poor latrine use.
- Moderate malnutrition (see section vi for the statistics) was visible in the four Luo districts. Figures for Kisii are much lower, and the problem was not visible there. This problem is not directly related to water and sanitation but acts synergistically with other infectious diseases in young children.

#### **6.2 Community behaviour around water & sanitation**

Odera's survey of 1992, and discussions with local people, made clear the enduring nature of traditional beliefs and taboos surrounding water and sanitation, and the importance of respecting them.

##### **6.2.1 Community behaviour concerning water**

Water is seen as having as having spiritual as well as material value, Luos relating in a special way to Lake Victoria and pump/well water, Agusii to spring water, which is protective of itself and given to newborn babies.

The problems of water collection in Nyanza mean that many households have more than one source of water, depending on the time of year and the way the water will be used. Even where programme water points are completed this pattern can continue, because the programme water point is further away than alternatives during the wet season, or because of breakdowns and limited supplies. (remember only 65% of project water points are successful).

Carriage of water from point to house seemed to be done cleanly apart from when some women use leaves (often dirty) to keep the water steady. Calabashes, the traditional alternative, are cleaner. A future problem might come out of the increasing use of plastic jerrycans, which can become abraded and contaminating inside. It would be helpful if the programme requested local public health experts to investigate methods of disinfecting jerrycans routinely at community level.

Storage is almost always in covered clay pots with a dipper that has a handle. These dippers (usually plastic or enamel cups) are normally kept upside down on the pot cover. Some pots clearly did not get cleaned often because there was no spare pot. However, there was usually different pots for water from different sources.

Women who wish to bathe will carry water to their houses, or in some villages, there will be one water source which is reserved as a female bathing place. The men know to keep away, but privacy is not complete and intimate washing is difficult. This makes menstruation more difficult to manage and raises the likelihood of gynaecological infections.

### 6.2.2 Community behaviour concerning sanitation

A number of traditional beliefs and customs affect latrine usage in the region. They work strongly against in-laws using the same latrine. 90% of Abagusii said they would not share a latrine with an in-law. In many compounds a son of the house who grows up and gets married will build his own home and continue to live in the compound. This brings in his wife, who becomes an in-law.

*This was one story we were told: A man in one village had his mother-in-law come to stay. She was unfamiliar with the village and, that evening, defecated on the edge of the compound, near the maize. When the man came out of the house next morning he found the stool and was not pleased. He scooped it up with his hoe and took it into the maize field. A week later he was dead.*

Parents often prefer a separate latrine to that used by their children. As a consequence, when the programme offers a chance of acceptable and relatively cheap latrines, better-off compounds will ask for more than one. Others decide to keep the traditional latrine for the children.

For children, latrines can be scary places, especially traditional latrines. Latrines placed away from the house, in among the maize plants, are definitely scary at night. Boys between the ages of five and twelve were ready to confess that they bypassed the latrines and used the fields, especially when their mothers promised an amnesty if they were honest with the Team.

The programme should start liaising with local public health officials concerning one aspect of latrine use. Community members who were asked about the use of latrine contents as fertiliser (after a suitable interval for composting) gave mixed responses. Some elderly people in Odera's survey preferred open-field defecation because of its usefulness as fertiliser. However the spread of Community-Based Distribution (CBD) programmes means that a fair number of used condoms are going into programme latrines. This may change the possible use of the contents.

### 6.2.3 Programme links with health professionals and other sectors

At the top of the programme there is not much thought given to health care as an activity closely parallel to the programme's. There is little awareness of what is going on (for example that in some districts a CBD programme is in place in project villages). At the level of the Project Team, knowledge and understanding is better, partly because the Team contains one person from the Ministry of Health. At this level, contact is made with health delivery points and Community Health Workers, and these latter are sometimes involved in the training of VRPs. However, knowledge at this level does not seep up either into the programme or into health care concerning what the other is doing.

The two District Departments of Public Health visited by the Team (Kisii and Siaya) showed great interest in working more closely with the project and clarifying problematic areas, such as village committees. They also saw water as an excellent entry point for wider health interventions. Public Health is a little envious of project resources. Both sides need to learn more about the activities of the other and listen more.

The health education activities of the programme do not as yet extend outside homesteads,

either into health centres or schools.

### **6.3 Village resource people (VRPs) & hygiene education**

#### **6.3.1 Creation & recruitment of village resource people**

The Village Resource People were recruited and trained to do one limited job, to educate the community with ten messages, five basic messages concerning safe use of water, and five concerned with latrine use.

The complete list is presented below:

1. All homestead members should use a latrine
2. Wash hands after using a latrine
3. Clean your latrine regularly
4. Put faecal matter of under two year old children in the latrine
5. Train small children to use the latrine
6. Draw water from a protected source
7. Carry water safely
8. Store water safely
9. Draw water from storage safely
10. Use water from protected source for washing, bathing & cooking.

The future of this new cadre was not thought through. No plans were made; it was not made clear to the VRPs that their job, of educating the community in hygienic use of water and latrines, was only that, and had a limited time-span; there are no plans to support them in further activities, nor to find them a future role in some other structure. Programme staff are beginning to realise that this has created practical problems and also raised the issue of the ethics of creating a cadre with no proper support or future.

Partly because of this lack of future planning, the selection of VRPs was not worked out. An AMREF evaluation of these workers speaks of an initially "haphazard nomination/appointment procedure". (18) Because of subsequent problems, for example VRPs dropping out, the selection procedure has been improved. However the Team was told that the timing and length of training (ten in the morning to four or five, with no breaks and no lunch) discourages particularly women.

The make-up of the Team of VRPs varies from community to community. The Team Mission met with one Team of two young men, and with two Teams made up of two young men and two women. In another community, two young men and two young women help a fifth, an elderly woman, who has more difficulty in learning but has credibility with other women. This village has built a good Team. Elsewhere there are drop-outs. In the AMREF survey one village started with 11 VRPs, (sex not specified) six dropped out and three of the remaining five are non-literate - with positive results; the five work well together even though the non-literates cannot recite the ten messages.

Since selection did not start with the profile of the people most suited to be promotive workers, (in some programmes they can be older women who may be non-literate) some VRPs are not suited to the work or can only fill a limited role. For example, if some VRPs become more generic village health workers, young males will have difficulty persuading older mothers, discussing the problems of young children or talking about more private health issues.

### **6.3.2 The content of the hygiene education package**

When the programme developed its package of hygiene education it was faced with a spectrum of need within the community, the need for

1. -information to make best use of project installations
2. -information to reduce water- and sanitation-related health problems
3. -information on the whole range of health problems that exist.

The relevant programme objective follows the second choice - health education on water- and sanitation-related health problems. But in fact the choice was for 1.

The perceived advantage of 1. was that it offered an area of work where clear monitoring can be carried out and progress established.

The disadvantages are that the package is so basic. The messages on water in particular are in fact a restatement of good practice already in the community, which makes them a little patronising to the target mothers. If in a year's time there is 100% compliance with these five messages it would be inappropriate to attribute change to the project.

Because the package is so basic, it does not respond to community need. The community wants to know how they can reduce diarrhoea and malaria.

One message needs to be reconsidered. Handwashing with water, soap and ash can reduce the transmission of diarrhoea. Programme staff consulted a literature survey when developing this message. The book used (26) reports that using soap, ash or clean mud gave similar results but that "the most important factor is the time spent in handwashing, the rubbing of hands probably doing the trick" (Hoque et al 1991 quoted in 26). Because prolonged handwashing is easier with soap than with ash, the text then quotes another source as saying that promoting the use of soap when affordable is a good idea (Kaltenthaler et al 1988 quoted in 26). Project staff could review the current policy of promoting ash rather than soap, and could consider including the message that time should be spent in hand-washing.

### **6.3.3 Training & skills of VRPs**

The hygiene Training manual was developed for COOs and CDOs to use when training VRPs. In fact this task is usually delegated to the PHEs. The manual is really a number of lesson plans and assumes that the trainer knows how to train in general - aspects such as how to organise a day, when to have breaks, and how to ensure learning.

A basic concept in the planning of the Hygiene Education package was the use of a social marketing approach, in which the problems and needs of the recipient would be established, and the advantages of the desired behaviour discussed. The recipient is thus involved in problem-solving. When this happens, both agent and recipient gain skills that can be used in other areas of their lives. The message would be reinforced by demonstrations and use of the flip-chart.

Thus information and technique was given to non-health programme staff to pass on to the eighteen or so Public Health Extensionists (PHEs) who train the VRPs. The inevitable dilution may largely explain the poor results at the bottom of the pyramid. What VRPs are trained to do is certainly not social marketing.

A further factor for confusion is that training sessions stick to schedules regardless of the

activities of the VRPs. Sometimes half do not have turned up for training, and half the class may be non-VRPs.

The AMREF evaluation notes the need for wider training for village committees and VRPs, to include group dynamics and the design of simple lesson plans.

These findings reinforce the others described in section 4.12 where training in the programme is seen as needing a lot of strengthening, all down the organisational pyramid.

The skills of the VRPs were assessed by looking at the affects in the village and by observing them in simulated action. The Mission Team asked eight VRPs in different villages to demonstrate their education skills by carrying out role-plays with each other or with the translator. One has been trained by one of the best PHEs in the project; he asked two questions before giving a little lecture. The others launched into the little lecture immediately. Their manner and voice was pleasant, but no dialogue was established. Their talks were peppered with english words like "dysentery". One Team of three Luos had not established a common Luo word for diarrhoea; it turned out that this group had been trained in ki-swahili and encouraged to take notes in english.

None of the eight had been trained to use the flip-charts as part of their presentation because there was problems in getting them printed. Some of them have photocopies, which are not so clear; some of them have now received the flip-charts now but have not been retrained to use them. Although two of them held the flipchart, they did not use it in any organised way. The flip-chart itself is well-designed and attractive.

The VRPs have not gained problem-solving skills. For example, they know the importance of teaching people to wash their hands after defecation, but have not realised that this is desirable whatever the latrine. So project latrines may have plastic water containers; traditional latrines used by the same family do not. Some of them talk of the high cost of soap, but none have thought of bulk buying. Although some are widening their role (see below) none had made contact with the nearest CHW.

#### **6.3.4 Current activities of the village resource people**

So the packet of messages is basic, simple and poses no major challenges. The AMREF study (18) found that in three of the six communities they surveyed, the VRPs had done an "above average" job and in one more community an "average" job. In several project villages visited by the Mission Team, where latrines had been completed some months before, almost all were well-kept, had water cans, and often ash.

The AMREF study found that the main factors ensuring a good level of achievement was a well-mobilised community and sufficient supervision. It was also important that the VRPs acted as good role-models in health-related behaviour.

Not surprisingly, AMREF found that there was wide differences between projects in the amount of monitoring received by VRPs, and that there was no consistent follow-up. They recommended that support for the VRPs should be seen as a continuous activity for the programme.

Meantime the VRPs, naturally, adapt their role. Where their initial task of passing on the ten messages is nearly completed, some are dropping out. The others take on more self-selected tasks. More messages than ten are given to them - one district has an unofficial "eleventh message"; The Public Health Technicians who often fill the PHE job have two years training



which they underuse in their work. Faced by village volunteers to train, the naturally give a much wider education. Some VRPs are now doing a ragbag of activities; one is teaching his committee to identify malnourished children with a view to getting a cow; others are teaching mothers to give rehydration mixes when children have diarrhoea; in one district they are teaching everyone to boil all drinking water, in another telling them not to buy soap for hand-washing. The last two activities need to be looked at, and in general some control and supervision seems vital.

*David is a Luo, one of the five VRPs in his village. He is 21 and not married. He went to school until he was 18 but now he is "just a farmer". He is uncertain in his new role of educator, and when asked to show how he does it, by role play, he gives a little lecture to our translator on the importance of latrines. We can hear the words "diarrhoea" and "typhoid". He explains that he was taught in ki-swahili and encouraged to make notes in english. He says he has not started teaching the community yet because he has not been told to. He has great plans though. Maybe he can help people clear their compounds of weeds and discourage the mosquitoes. He thinks lots of the children have worms and names the medicine for de-worming. Where did he learn all this? From the trainer, from school, "from" - he waves his hands, searching for the english - "just from around, you know" .*

#### **6.4 Possible impact of programme activities**

Several villages volunteered that they had less episodes of diarrhoea and other water-related illnesses since the programme installations and education were completed. It is not possible to know whether or not these impressions are objectively true. Certainly, where a well-thought-out programme has provided water of quantity and quality, added latrines that can be kept clean to the total village stock of latrines, and provided some basic hygiene education, one can assume some health benefit.

However the complex causation of conditions like diarrhoea means that any attempt to quantify impact is very difficult. Researchers trying to do so have often dug pits into which they fall. The complexities of behaviour in the project communities, and the different sources of health-related information, certainly make it difficult to prove that any subsequent changes in health-related behaviour or health status are directly resulting from project activities.

It therefore makes more sense to look at programme outputs, and if output has ensured quality coverage, some health benefit can be assumed.

Since the programme has health education as one of its objectives, and is concerned that its interventions should have some effect on health, it should look again at this area and its role. The mission considers that health education cannot only cover the use of facilities. It should cover issues concerning environmental hygiene. It should address the community needs for soak-pits and ways of dealing with run-off water.

At the same time the programme should consider widening the facilities provided to meet more health problems. The possible effect of bathing and clothes-washing facilities near the water points should be assessed both from the social and the health point of view. They would probably reduce some common skin conditions such as scabies and impetigo.

## **6.5 Gender issues and health**

Health education and hygiene practices are passed on to the communities through the Village Resource Persons. There are no gender specific guidelines for the election of the VRPs. It was noted that the training of the VRPs was not thorough. As it is now many women and children still suffer from water related and water borne diseases which can be prevented through Health Education and hygiene practices. The male VRPs are still not very free when "teaching" women.

In areas where water yields are low, many people did not seem to be bathing/cleaning themselves properly. A number of children have got scabies. Faecal-oral infections eg. diarrhoea are still prevalent.

The mission noted (with keen interest) that one major objective which talks of provision of health education, indicates that the aim of this will be to protect the health of the people from water and human waste related diseases. Water borne diseases are left out. This may explain the reason why some water-related diseases like malaria do not seem to worry the programme staff. The point is that health education is not taken very seriously in this programme.

## **6.6 Possible directions for the project in the future**

### **6.6.1 The future of village resource people**

The role and future of VRPs has to be clarified as a matter of some urgency. Any decision must be affected by the overall strategy which is taken in the health field. The mission recommends that the programme look for ways to get Primary Health Care (PHC) into project villages, partly as a way to accommodate the future of the VRPs, but this may not be possible.

\*RDWSSP MINUS PHC: If the programme does not decide for PHC, it should continue with its health education role, taking the definition in the programme objective -health education and promotion on problems related to water and sanitation. However, it is important to recognise that achievements so far are not good enough, and the programme must both raise its own standards and work more closely with their Ministry of Health colleagues.

All future VRPs should be considered strictly temporary. There must be complete clarity concerning the limited period for which they should work. When the water point is handed over to the community, a small ceremony for the Village Resource people could commend their work and mark its ending.

VRPs who are already in place could be given training on one more area of work. This might be to widen their educational activities to target some of the causes of diarrhoea like dirty compounds. At the same time they could be taught rehydration techniques and given supplies of ORS packets. Their work could again have a specific time-frame, perhaps one year. During this time they would receive supervision and support from the Public Health Extensionist. At the end of that time, some of their knowledge and expertise would hopefully have passed into the community and their job would officially end.

Investigation should be made at district level into the status of Community Based Distribution programmes (where community members hold and distribute stocks of oral contraceptives and condoms), and an attempt made to have more VRPs taken on as holders. The CBD holders are currently paid Ksh 350 per month.



1          2

\*RDWSSPLUS PHC: If the programme adopts a health strategy that builds PHC into project villages, then, training VRPs to work for an indefinite period can continue because some of them at least can move on to become village health workers. Decisions about selection and training of VRPs should be thoroughly discussed with the health officials and it should be clear when they would stop being a programme responsibility and start being a Health responsibility

#### **UPGRADING THE EDUCATIONAL METHODOLOGY OF VILLAGE RESOURCE PEOPLE**

In the Decade of Water and Sanitation a number of participatory educational methods were developed. These methods are designed to encourage thinking and problem-solving ability within the community. It is therefore surprising that a programme which has support from both AMREF & KWAHO chose such a one-way method of passing pre-determined messages, and these organisations could assist the programme to rethink their approach. PROWESS/UNDP approaches have been used successfully in East Africa and Paulo Freire approaches used in Zambia. The programme could usefully obtain a copy of "Helping Health Workers Learn" (D. Werner) from TALC or AMREF and study it.

Adoption of participatory training methods could be introduced for new VRPs after trainers become comfortable with the method. VRPs already in place, who have successfully delivered the 10 messages, could be retrained to discuss a new group of topics using this approach.

#### **6.6.2 Strengthening health-related activities in the project**

This mission does not recommend any major extension of health education within the programme beyond the current programme objective. Health is not the area where it has great expertise. Also, it could never offer curative care. Without that, people tend to get frustrated with preventive and promotive activities. At the same time, the people with the expertise, the Departments of Public Health, have capacity to expand their activities.

It is recommended, therefore, that a thorough formulation mission be carried to investigate two possibilities:

1. The health care (preventive, promotive and curative) of project villages could be sub-contracted to the District offices of Public Health. This might mean somewhat different approaches in different districts, depending on the amount of activity already under way. In one district, the following outline was suggested: the programme could fund what districts need for expanding Primary Health Care (PHC), items like transport and training costs. In return, priority would be given by Health to the divisions where the programme is working and to project villages. These could become PHC villages, with capable Village Resource People given priority consideration as Community Health Workers.

2. The Government of the Netherlands could fund a parallel programme to reinforce PHC in the province, by strengthening the capacity of the District Public Health Offices. It would be desirable, in considering this possibility, to visit the Finnish/Kenyan project in Western Province, where a water programme was paralleled in this way. According to the Kenyan Ministry of Health, this is the model that they favour. The AMREF programme in Nyanza would also be informative. Again, one aim of such a programme would be to ensure PHC in project villages.

## **CHAPTER 7: THE EXTENT OF PROGRAMME INTEGRATION**

### **7.1 Summary**

Up to now, the programme has concentrated on carrying out a single role, implementing drinking water outlets and associated latrines. It has not yet begun to consider how its operations affect other organisations or sectors, or how it could be affected by these others.

### **7.2 In relation to the community**

Communities do not see their needs in terms of the disciplines of line ministries and programmes. For them, getting water has implications for agriculture and livestock on one side, and for health on the other. Their need to pay towards maintenance reinforces their desire to increase their incomes.

Up to now the programme has started structures at community level, and recruited volunteer workers, without reference to other sectors. It creates a Water and Sanitation Committee in each community, independent of other sectors and programmes that might also come along and create other committees.

One initiative towards working with other sectors has been started. In Migori district, workers from other line ministries are invited to the last day of the PRA, and as a result, in one project community, an agricultural project has been started. This approach needs to be pursued energetically.

A series of problems were noted in the villages where collaboration with other sectors seems the logical approach. The forestry sector could help with two; one is the general problem of the shortage of fuel wood and the need for more tree planting; the other is the choice of trees, especially eucalyptus, which lower the ground water.

Agriculture workers with experience in irrigation could advise on the following: for a water project, faced with zones where providing water is very difficult, the combination of water for people, plus water for irrigation, could be a cost-effective solution, especially near Lake Victoria.

### **7.3 In relation to the environment**

Like the community, the whole environment fails to keep sectors in neat pockets. Decisions by the programme affect other sectors: by sticking to the original plan to provide water points plus latrines, and ignoring requests for facilities such as watering troughs, the project failed to strengthen other activities in the villages. Its installations can affect the population and environment in negative as well as positive ways; dams too near habitations can end up delivering polluted water, as can wells sited down-stream on the aquifer from pollution; latrines dug near wells can introduce contamination. Similarly, activities in other sectors affect the programme; increasingly, fertilisers threaten water sources, although their use in Nyanza is not as bad as elsewhere in Kenya.

Environmental issues are not well integrated in the programme. Quite often, these issues are addressed or not, and the analysis done or not, depending on the officer in the field. For example:

- there are no routine measurements of water quality and quantity, except for boreholes. All boreholes are registered with the Ministry of Land Reclamation, Regional and Water Development (MLRRWD).
- well completion records are sometimes available, sometimes not.
- there are no estimates of water demand and use, and, as a result, water conservation messages are not developed yet. Because the aquifers are mainly of secondary permeability (fractures and weathered overburden), it is not possible to estimate the aquifer capacity.

#### **7.4 In relation to decentralisation to district level**

The strengthening of Districts in Kenya offers a great chance for sectors to work better together. The area covered is manageable, and all sectors tend to have an office in the same smallish town.

However, at the moment, the main contribution of the District offices of the line ministries to the programme is to provide personnel.

There is urgent need for the Development Committees at District level to work out a policy for the development of village structures which all sectors will follow. The most useful would probably be a Village Development Committee which could oversee any more specialised sub-committees or task forces. Any plan to train village cadres, in whichever sector, should be cleared by the District Development Committee, who should ensure that a plan exists to supervise and accommodate them in the future.

There are already Development Committees down to the level of the Sub-Location, which are part of the official administrative structure. At sub-location level they would be under the assistant chief.

An initial step towards working with other sectors, is for the District Water engineer to take a more active role. Through his place on the District Executive Committee he should keep all sectors informed, encourage representatives of other sectors to attend PRAs at community level, and generally act as matchmaker.

Public Health personnel in one district asked for greater cooperation with the programme so that planning could start towards more integrated approaches in the future. For example, if the PRA could be agreed on by other sectors involved at community level, all sectors could start to adopt the same approach. If VRP training could have been discussed before it started, differences of approaches could have been smoothed out.

#### **7.5 In relation to non-governmental organisations**

Three NGOs are already associated with the programme: Femconsult, AMREF and KWAHO. Although these organisations have visited the programme and carried out specific consultancies, it is difficult to see the results of their influence. Femconsult, for example, has left reports containing recommendations to modify the PRA, but these have not yet been implemented. (section 5.2)

AMREF and KWAHO have seconded staff to work in the PAT but the experiences of these NGOs in health education did not emerge in the model adopted by the programme. In principle the arrangements of liaison and communication between the two NGOs and PAT are well

worked out; the two employees of AMREF and KWAHO return every month to their central office to discuss issues. Informally, when other personnel of KWAHO or AMREF are visiting Nyanza province, contacts are made. In reality, however, when the leadership of PAT and CU was asked by the Team whether it would make any difference if the two NGO-seconded workers would not have an explicit NGO-affiliation but be just professional background the answer was that it would not make a big deal of difference.

In addition the Team noted that the communication and cooperation with Femconsult and its recommendations are largely ignored.

PAT staff make visits to other programmes and NGO projects in the Province and elsewhere, but again there is little enthusiasm for cross-fertilisation of ideas and approaches. Within the PAT and the Central Unit no visible infrastructure exists to stimulate collaboration with NGOs. Some programme staff said that the quality of the services of NGOs was under doubt. This may explain why neither CU/PAT nor BKH seem keen to draw further on the expertise present in these organisations.

In discussions with KWAHO and AMREF it became apparent that they are very keen on stronger involvement in RDWSSP, both by having their expertise utilized more effectively and actually teaming up in operations.

#### **7.6 Potential options for collaboration between RDWSSP, NGOs and others**

A programmelike RDWSSP, working on a provincial scale with considerable resources, could be an important facilitator in bringing NGOs, line ministries and others together. It would help its own learning and benefit water and sanitation development in the province. Study tours, work exchanges with similar programmes and workshops bringing in outside expertise would strengthen the operations of the individual participants. It is emphasized by the Team that in Kenya considerable capacity is available by a number of NGOs. On provincial level it may be thought of the following activities:

1. Installation of a Provincial Water and Sanitation Committee  
The PWSC would i) primarily prioritise and coordinate the activities of all NGOs and other agencies operational in water and sanitation development and  
ii) coordinate with the central ministry level and with donors  
iii) inventorize the NGOs in the province and foster collaboration among them.
2. Installation of a Working Group to fill in on the National Water Master Plan and to represent and interpret the interests of Nyanza Province.
3. Interested NGOs could be sub-contracted to implement part of the RDWSSP activities. This would have positive effects on continued decentralization of the programme, would most likely attract other donors, would strengthen the functioning of the DWSCs and would relieve the PAT of some selected operational preoccupations, eg. the PRA. As the NGOs generally have a good feel for the local communities they could help to develop PRAs in a less academic manner.
4. Line ministries and specialized actors like PROWESS/UNDP could participate under clearly spelled out mandates.

These activities could be carried without major adaptations of the programme. In addition within the PAT and CU, between the sectoral specializations, more discussion of externally developed ideas and experiences may find place.





## APPENDIX 1: PROGRAMME OBJECTIVES RDWSSP/II

The objectives listed below are the primary Programme reference and the basis for implementation.

### Major objectives

- To provide safe water, easily accessible in quantities adequate for drinking, food preparation, personal hygiene, and in some cases (small) live stock, at a cost in keeping with the economic level of the communities and through facilities which can be easily be operated and maintained by the beneficiary communities.
- To provide health education, with emphasis on safe disposal of human waste through low cost, easily maintained sanitary facilities, with the aim of protecting the health of the people from water and human waste related diseases.
- To reduce the burden of carrying water over long distances which, particularly in the case of women and children who are the chief haulers of water, will save considerable amounts of time and energy, thus creating resources which can be spent on alternative productive activities.
- To establish the required institutionalized organizational frame work, which will have a positive impact on the organizational capacity of the community.
- To ensure the continued participation and responsibility for the facilities by involving the users in site identification, construction, operation and maintenance of water points.
- To achieve the systematic transfer of management, planning capability and programme responsibility from LBDA to the participating districts so that by the end of Phase II the programme will be composed of independent district based and controlled water programmes.
- To ensure that the programme is able to incorporate other relevant district-based water development programmes.

### **Long term objectives**

- Improvement of living conditions of the rural population of Nyanza Province.
- Integration of the DIUs in the existing district structures by shifting co-ordination and control over the DIUs from Central/Provincial level to DDC. Herewith the DDC should get the capacity for planning, execution, management and control over the rural water supply.
- Absorption of responsibility for operational and personnel costs by the Kenyan Government by participation of relevant ministries at district level.
- Consolidation of good user organisations for the existing 600 and additional planned 1000 community water points.

### **Short term objectives**

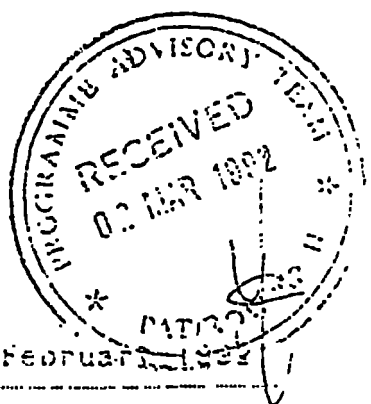
- Construction of 1000 water points for drinking water and household consumption and if applicable for cattle watering.
- To provide hygiene and health education in order to contribute to an improvement of hygiene in general, as well as by the introduction of VIP latrines through the construction of 1000 VIP clusters.
- The setting up of a framework for more effective user organisations, based on the already existing involvement of the communities concerned in selection, construction, use and maintenance of water points. Especially women should be involved.
- Transfer of the capacity for planning and execution and control from LBDA, to the six participating districts during phase II.
- Integration of the District Planning & Implementation Unit into the existing district structures, co-operation with local departments and if possible merging with other water programmes.

APPENDIX 2: CONTRACT FOR THE MANAGEMENT OF THE IMPLEMENTATION OF RDWSSP PHASE II

2

AMBASSADE VAN HET KONINKRIJK DER NEDERLANDEN

ROYAL NETHERLANDS  
EMBASSY



No. 1913

NAIROBI. 27 FEBRUARI 1992

Re: Rural Domestic Water Supply & Sanitation Programme  
Phase II

I enclose herewith for your records a copy of the signed  
Contract for the Management of the Implementation of RDWSSP  
Phase II.

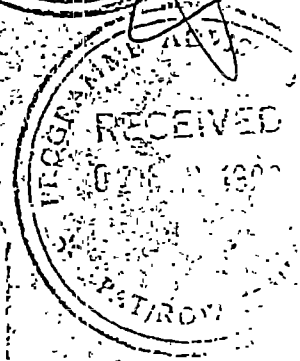
for the Ambassador

A handwritten signature in black ink, appearing to be "C. H. Bos". The signature is written over the typed name "C. H. Bos" and the title "First Secretary".

Sr J Klein  
BKH  
P O Box 1516  
Nisumu.

Encl: 4 Signed contracts

Republic of Kenya



Lake Basin Development Authority

CONTRACT FOR THE MANAGEMENT  
OF  
THE IMPLEMENTATION OF RDWSSP PHASE II

---

Rural Domestic Water Supply and Sanitation Programme

---

GOVERNMENT OF KENYA  
AND  
KINGDOM OF THE NETHERLANDS

CONTRACT FOR THE MANAGEMENT  
OF  
THE IMPLEMENTATION OF RDWSSP PHASE II

1. Preamble

The subject of the contract is the Rural Domestic Water Supply and Sanitation Programme, (RDWSSP) Phase II (1-9-91 to 31-8-95) here-in-after referred to as the Programme under the general "Agreement on Technical Co-operation" between the Kingdom of the Netherlands and the Republic of Kenya, dated 28th April, 1980, and as further described in the letter of commitment dated 29th November, 1990 ref. no. 8626.

2. Scope of the Contract

This contract stipulates the conditions and arrangements under which the management of the implementation of the RDWSSP Phase II will be executed. This Management Contract applies only to the co-operation between the Lake Basin Development Authority here-in-after referred to as the LBDA and the Kingdom of the Netherlands here-in-after referred to as the RNE. The other Agreements in respect of the Rural Domestic Water Supply and Sanitation Programme remain the same.

The Contract is to be read with reference to the existing Plan of Operations for RDWSSP Phase II, which is to be modified into the Planning Report, and will provide guide-lines for the preparation of the 3-months work plans referred to in Article IV.

3. Articles of the Contract

Article I : Programme's Bank Account

- a) The Programme finances will be disbursed through the new Phase II account already opened by the LBDA at the Kenya Commercial Bank, Kisumu.

This account will be for the exclusive use of RDWSSP Phase II.

The signatories to the account shall be the holders of the offices of the Programme Co-ordinator and the Programme Accountant of the RDWSSP.

b) No expenditure shall be incurred from this account without the express authority of the Managing Director as the accounting officer of the LBDA, or his duly authorised representative.

#### Article II : Advance to the Programme

a) The RNE will transfer an advance to the Programme's account as referred to under Article I above. The advance will be based on the Programme's average need for liquidities for a period of two (2) months calculated on the basis of the first three-month work plan as stipulated in IV (a). The computation of the advance will be jointly carried out by the LBDA and BKH Consulting Engineers.

b) The advance will be repaid to the RNE at the rate of five (5) percent per month of the amount advanced to the Programme and shall be fully repaid 20 months from the date of the initial disbursement to the Programme.

c) The repayment of the said advance shall be effected by deduction of the repayment amount so calculated as in (b) above from the fourth payment of each work contract, as stipulated in Article IV (e).

e) The RNE will not transfer any additional advances to the Programme once the initial advance has been repaid.

#### Article III : PAM Program

a) For book keeping and accounting purposes the Programme will use the computer software programme called PAM, designed, developed, and supplied by the RNE. The accounting system will be generally overseen by BKH Consulting Engineers.

#### Article IV : Implementation of Workplans

a) The LBDA will submit to the RNE, for each district and Central Unit at the LBDA Headquarters, detailed workplans including budgetary proposals for the forthcoming three (3) months.

b) A provision of fifteen (15) days shall be allowed at the end of the preceding workplans period for assessment and certification of the status of implementation activities to allow for inclusion of on-going activities into the succeeding work contract. The assessment of the status of implementation activities shall be carried out by the LBDA, and certified by BKH Consulting Engineers.

APPENDIX 5: HOUSEHOLD SURVEY QUESTIONNAIRE

\*\*\*\*\*  
PREVIOUS DAY, HOW MUCH WATER

SOURCES

PREVIOUS DAY, USES:

DRINKING

WASHING (WHERE?)

WATERING PLANTS

ANIMALS

CONSTRUCTION

\*\*\*\*\*  
POTS AT HOME: HOW MANY?

FIRST POT : CLAY PLASTIC TIN COVERED? Y N.

LAST CLEANED HOW MANY DAYS AGO?

WITH WHAT? ASH, EARTH JUST WATER SUN EXPOSURE

.....  
SECOND POT: CLAY PLASTIC TIN COVERED? Y N

LAST CLEANED HOW MANY DAYS AGO?

WITH WHAT? ASH, EARTH JUST WATER SUN EXPOSURE

.....  
THIRD POT: CLAY PLASTIC TIN COVERED Y N

LAST CLEANED HOW MANY DAYS AGO?

WITH WHAT? ASH, EARTH JUST WATER SUN EXPOSURE

.....  
HOW IS WATER REMOVED FROM POT: (ASK FOR DEMONSTRATION)

PLASTIC CUP CALABASH OTHER .....

DID HANDS TOUCH WATER Y N

WHERE IS DIPPER KEPT? ON CLEAN SURFACE? ON GROUND?

.....  
WHAT DOES MOTHER THINK OF TASTE & SMELL?

IS WATER FROM OTHER SOURCES SEGREGATED.

WHAT MOTHER THINKS OF PROJECT:

NB USE OF SAVED TIME

SOURCES OF INCOME V PRICE

\*\*\*\*\*  
LATRINE: YES NO IF NO, WHY?

IF YES, TOTAL NUMBER OF USERS

LAST CLEANED -BY WHOM

WITH WHAT

LATRINE CONDITION

-project type/ unimproved

private for user Y N -fly-free Y N

-smell-free Y N -clean squatting plate Y N

water & soap nearby Y N -soap used Y N

HOUSEHOLD COMPOSITION, LATRINE USE, HAND-WASHING

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
- 10.



UNDER AGE VACC LAST DIARRHOEA ACTION  
5S CARD DATE <14 DAYS

1

2

3

KNOWS NAME OF VRP

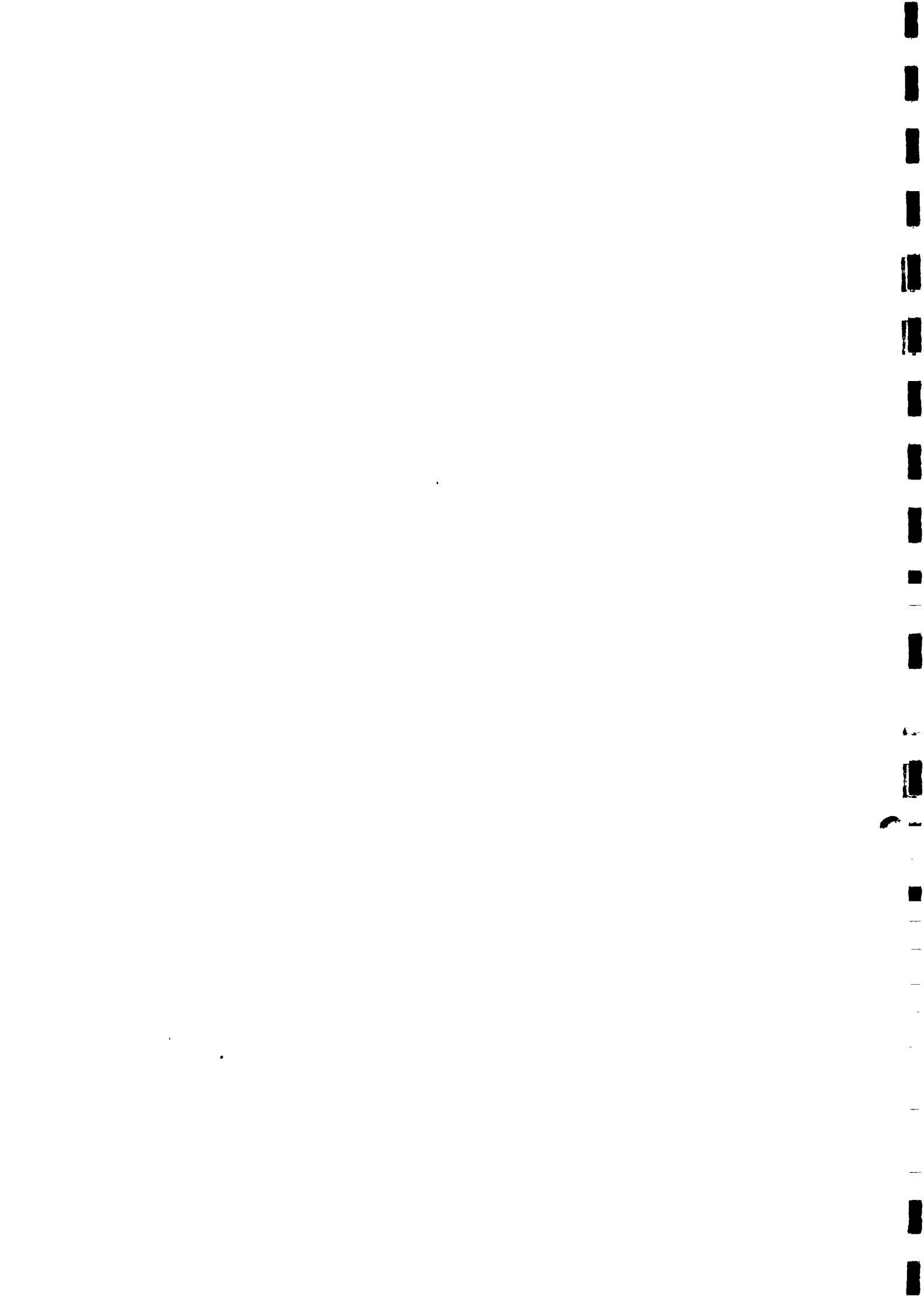
ADVICE GIVEN?

KNOWS NAME OF CHW

ADVICE GIVEN

NEAREST HEALTH FACILITY?

LAST USE



c) The workplans and budgets shall be endorsed by BKH Consulting Engineers prior to their submission to the RNE for approval. If the RNE approves the workplans and budgets, a work contract will be entered by the RNE and LBDA to execute the approved workplans. The work contract shall be signed at least one week before the beginning of the three months period.

d) The work contract referred to in IV (c) above shall be prepared in accordance with the specific references to the relevant sections of the Laws of Kenya guiding such contracts. The approved workplans shall form part of the said work contract.

e) Payments to the LBDA by the RNE will be made in accordance with procedures stipulated in the relevant sections of the Laws of Kenya as incorporated in the work contract.

Payments will be in four (4) instalments as follows:-

- : First payment: 20% of the value of the work contract upon signing of the contract.
- : Second payment: 30% after one (1) month
- : Third payment: 30% after two (2) months.
- : Fourth payment: 20% after completion of the contract and subject to article II (c), IV (f), IV (g), IV (h), and IV (i) of this Contract.

This payment schedule will be reviewed from time to time, to take cognizance of the prevailing Programme liquidity situation.

f) Upon completion of the execution of the workplans, the LBDA/RDWSSP shall provide the RNE with a complete survey of expenditures, through BKH Consulting Engineers. The survey will be in accordance with the RNE cost code system as built into the computer software Programme, PAM, referred to under Article III.

g) Upon completion of the activities to be executed under the workplans, BKH Consulting Engineers shall be responsible for certification that the execution of the contracted work has been done satisfactorily. The certified statement shall be submitted to the RNE by the LBDA.

h) The payment of the last 20% of the value of the work contract shall be made only after:-

- : the survey of expenditures as referred to under (f) above, is in compliance with the budgeted expenditures, as laid down in the Workplan and in accordance with PAM accounting system and certified by BKH Consulting Engineers

c) The workplans and budgets shall be endorsed by BKH Consulting Engineers prior to their submission to the RNE for approval. If the RNE approves the workplans and budgets, a work contract will be entered by the RNE and LBDA to execute the approved workplans. The work contract shall be signed at least one week before the beginning of the three months period.

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- : the survey of expenditures as referred to under (f) above, is in compliance with the budgeted expenditures, as laid down in the Workplan and in accordance with PAM accounting system and certified by BKH Consulting Engineers

: the certification referred to in IV (g) above, has been received by the RNE.

i) If the workplans cannot be carried out for the agreed sum in the work contract, the extra costs shall be the responsibility of the LBDA, as long as these extra costs are not the consequence of additional requirements by the RNE, or work carried out in consultation with BKH Consulting Engineers, or are by their nature a consequence of facts which could not be reasonably predetermined during the preparation of the workplans and budgets or are a result of force majeure.

#### Article V : Cancellation of the Contract

a) Should the LBDA for some reason be unable to execute this contract in compliance with the workplans and in accordance with the articles therein, the LBDA in consultation with BKH Consulting Engineers, shall within the shortest possible notice, give written explanation(s) on the cause(s) and reason(s) for its inability.

b) In the absence of adequate explanation and after consultation with BKH Consulting Engineers, the RNE may terminate the contract in writing. In any event, the relevant Kenya laws shall apply.

c) When the contract is cancelled by the RNE, the LBDA will refund the advance, or part remaining thereof, and monies already paid under the current work plans, less value of certifiable work completed under the current work plans.

The refunds shall be made within sixty (60) days from the date of the receipt of the cancellation letter to the LBDA.

#### Article VI : Refund of Funds

a) At the end of the last work contract period of the Programme, the LBDA shall submit to the RNE, within thirty (30) days the last financial accounting, with cash and bank books, according to PAM. The RNE will notify the LBDA, within thirty (30) days upon receipt of the said documents, of the amounts, if any, outstanding to the Programme or unaccounted for by the LBDA. Either the LBDA shall refund to the RNE any amounts unaccounted for, or the RNE shall reimburse to the LBDA any amounts owing to the Programme, within thirty (30) days from the date of the receipt of such notification. Notwithstanding the above, any work in progress shall be completed before the final assessment of any refund is made.



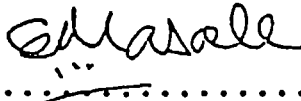

b) Should the LBDA for whatever reason be unable to meet its possible obligation to refund the amount due, the Treasury shall take appropriate and acceptable steps to refund the

amount to the RNE within the financial year in question but not later than the beginning of the next financial year of the RNE.

Article VII : Programme Assets

a) All Programme assets shall remain in the legal ownership of the RNE, including vehicles registered in the name of LBDA, but will, subject to consultations between the parties, be handed over to the LBDA at the end of the Programme to ensure sustainability and continuity of the Programme.

Signed in Nairobi this .....27<sup>th</sup> day of February 1992

1. The Netherlands Ambassador  
H.E. Mr. L. P. J. Mazairac ..... 
2. The Managing Director, LBDA  
J. B. Okeyo-Owuor ..... 
3. The Permanent Secretary  
Ministry of Regional Development  
E. Masale ..... 
4. The Permanent Secretary  
Office of the Vice President  
and Ministry of Finance  
W. Koinange ..... 

APPENDIX 3:

CENTRAL UNIT ACCOUNT OVERHEAD COSTS  
JUNE 1992 - JUNE 1994

PROGRAMME OVERHEAD COSTS: JUNE - AUGUST 1992

TITLE	CENTRAL UNIT	KISII	MIGORI	SIAYA	HOMA BAY	KISUMU	NYAMIRA
Staff Costs	565,679.49	390,504.00	425,281.25	406,158.75	434,212.50	437,323.50	271,682.50
9290 Staff Miscellaneous	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Maintenance Building	64,200.00	4,000.00	6,050.00	12,000.00	800.00	10,000.00	4,650.00
9511 Security Building	46,600.00	6,600.00	3,840.00	2,130.00	13,320.00	5,250.00	0.00
Maintenance Office Equipment	19,500.00	1,600.00	500.00	2,600.00	500.00	1,870.00	500.00
3541 Public Relations	15,000.00	3,000.00	3,000.00	3,000.00	3,000.00	3,000.00	3,000.00
Bank Charges	6,000.00	2,000.00	2,000.00	2,000.00	1,500.00	1,500.00	2,000.00
9542 Kitchen Expenses	20,550.00	4,900.00	1,227.00	1,350.00	3,332.00	9,740.00	1,485.00
Stationery Expenses	53,669.00	11,671.00	6,621.00	15,109.00	15,409.00	7,464.00	4,959.00
Computer Expenses	29,580.00	5,600.00	8,300.00	6,300.00	8,000.00	7,200.00	5,600.00
3546 Power	9,000.00	1,500.00	1,500.00	900.00	1,500.00	61,500.00	1,500.00
Water	9,000.00	0.00	3,000.00	0.00	3,000.00	0.00	3,000.00
3548 Tel/Fax/Mail	18,120.00	13,500.00	7,800.00	6,240.00	7,800.00	14,800.00	7,800.00
Magazines	1,701.00	1,701.00	1,701.00	1,701.00	1,701.00	17,010.00	1,701.00
3570 Travel and Accommodation	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Operations Miscellaneous	0.00	0.00	3,000.00	0.00	1,800.00	1,500.00	0.00
3640 Meetings	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Total	858,599.49	446,576.00	473,820.25	459,488.75	495,874.50	578,157.50	307,877.50
Budget	2,158,221.96	1,174,712.70	1,227,408.26	1,351,554.49	1,583,820.42	1,766,938.43	832,741.88
Percentage	40%	38%	38%	34%	31%	33%	37%

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PROGRAMME OVERHEAD COSTS: OCTOBER - DECEMBER 1992

DE	TITLE	CENTRAL UNIT	KISII	MIGORI	SIAYA	HOMA BAY	KISUMU	NYAMIRA
9230	Staff Costs	950,047.50	574,808.75	798,688.75	661,047.50	658,047.50	693,236.25	495,323.50
9290	Staff Miscellaneous	9,000.00	0.00	0.00	0.00	0.00	0.00	0.00
9510	Maintenance Building	9,000.00	50,000.00	3,900.00	54,500.00	30,000.00	40,000.00	90,000.00
9511	Security Building	45,820.00	9,900.00	4,000.00	6,600.00	14,520.00	18,630.00	9,732.00
9520	Maintenance Office Equipment	73,500.00	1,800.00	2,000.00	2,800.00	4,500.00	5,000.00	1,000.00
9541	Public Relations	15,000.00	6,000.00	6,000.00	3,000.00	3,000.00	3,000.00	3,000.00
9542	Bank Charges	18,000.00	1,500.00	2,000.00	2,000.00	2,500.00	2,000.00	2,000.00
9543	Kitchen Expenses	25,255.00	4,900.00	4,428.00	6,950.00	4,000.00	2,600.00	3,910.00
9544	Stationery Expenses	60,959.00	29,021.00	34,240.00	8,134.00	19,666.00	27,356.00	32,923.00
9545	Computer Expenses	116,210.00	6,900.00	13,220.00	10,600.00	13,978.00	15,200.00	9,600.00
9546	Power	9,000.00	1,500.00	2,000.00	1,200.00	3,000.00	101,500.00	1,500.00
9547	Water	9,000.00	3,000.00	600.00	0.00	3,000.00	0.00	3,000.00
9548	Tel/Fax/Mail	45,000.00	13,500.00	15,000.00	12,000.00	18,000.00	13,500.00	14,600.00
9549	Magazines	2,730.00	1,860.00	1,800.00	1,860.00	1,860.00	1,860.00	1,860.00
9570	Travel and Accommodation	0.00	6,000.00	6,000.00	6,000.00	3,000.00	6,000.00	6,000.00
9590	Operations Miscellaneous	0.00	0.00	10,500.00	0.00	3,000.00	3,000.00	0.00
9640	Meetings	15,870.00	3,000.00	4,500.00	3,000.00	4,500.00	4,500.00	4,500.00
	Total	1,404,391.50	713,489.75	908,876.75	779,491.50	786,571.50	937,382.25	678,948.50
	Budget	1,405,937.65	2,022,803.74	2,621,027.59	2,566,621.58	3,280,468.80	3,852,137.36	2,467,171.88
	Percentage	32%	35%	35%	30%	24%	24%	28%

94 2 152



PROGRAMME OVERHEAD COSTS: JANUARY - MARCH 1993

TITLE	CENTRAL UNIT	KISII	MIGORI	SIAYA	HOMA BAY	KISUMU	NYAMIRA
9230 Staff Costs	901,023.75	550,758.75	770,036.25	633,682.50	633,427.50	665,966.25	471,600.00
290 Staff Miscellaneous	15,000.00	0.00	4,500.00	6,000.00	0.00	0.00	9,000.00
9510 Maintenance Building	20,000.00	10,000.00	4,800.00	10,500.00	60,000.00	10,000.00	20,000.00
511 Security Building	7,780.00	7,500.00	1,800.00	1,800.00	25,220.00	2,776.00	6,432.00
9520 Maintenance Office Equipment	73,500.00	6,000.00	2,000.00	1,000.00	4,500.00	4,000.00	1,500.00
9541 Public Relations	21,120.00	6,000.00	8,000.00	3,500.00	3,000.00	3,000.00	4,500.00
9542 Bank Charges	15,000.00	1,500.00	1,500.00	2,000.00	2,500.00	1,500.00	2,000.00
9543 Kitchen Expenses	28,555.80	5,500.00	3,318.00	4,650.00	4,000.00	3,500.00	3,210.00
9544 Stationery Expenses	59,579.00	26,791.00	33,315.00	18,149.00	24,916.00	23,636.00	27,703.00
9545 Computer Expenses	52,130.00	58,900.00	14,480.00	12,150.00	11,850.00	15,200.00	39,700.00
9546 Power	9,000.00	3,000.00	1,500.00	1,200.00	3,000.00	1,500.00	1,500.00
9547 Water	9,000.00	3,000.00	800.00	0.00	3,000.00	0.00	3,000.00
9548 Tel/Fax/Mail	36,600.00	15,000.00	9,600.00	12,000.00	18,000.00	13,500.00	14,600.00
9549 Magazines	2,730.00	1,860.00	1,980.00	1,860.00	1,860.00	1,860.00	1,860.00
9570 Travel and Accommodation	0.00	15,000.00	6,000.00	9,000.00	6,000.00	6,000.00	6,000.00
9590 Operations Miscellaneous	0.00	0.00	10,500.00	0.00	3,000.00	3,000.00	0.00
9540 Meetings	0.00	3,000.00	4,500.00	4,500.00	4,500.00	4,500.00	4,500.00
Total	1,251,018.55	713,809.75	876,229.25	721,791.50	808,773.50	759,938.25	617,105.00
Budget	3,122,456.98	1,754,077.24	2,663,350.46	2,219,691.08	2,743,664.18	3,840,136.91	1,730,636.25
Percentage	40%	41%	33%	33%	29%	20%	36%

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PROGRAMME OVERHEAD COSTS: APRIL - JUNE 1993

CODE	TITLE	CENTRAL UNIT	KISII	MIGORI	SIAYA	HOMA BAY	KISUMU	NYAMIRA
9230	Staff Costs	972,945.00	544,856.25	671,662.50	698,831.25	649,646.25	628,645.00	572,683.75
9290	Staff Miscellaneous	25,000.00	16,035.00	21,585.00	43,470.00	0.00	35,115.00	16,185.00
9510	Maintenance Building	15,000.00	30,000.00	8,300.00	36,150.00	25,000.00	21,900.00	0.00
9511	Security Building	18,020.00	2,400.00	3,900.00	6,300.00	14,340.00	5,172.00	11,378.00
9520	Maintenance Office Equipment	77,040.00	2,000.00	2,600.00	7,000.00	3,500.00	3,500.00	3,000.00
9541	Public Relations	27,840.00	6,000.00	6,000.00	6,000.00	3,000.00	4,500.00	6,000.00
9542	Bank Charges	15,000.00	5,500.00	2,500.00	2,500.00	4,000.00	3,500.00	2,500.00
9543	Kitchen Expenses	29,951.00	6,792.00	4,190.00	10,845.00	3,600.00	8,124.00	2,292.00
9544	Stationery Expenses	67,734.99	37,310.00	22,185.00	39,105.00	29,519.00	16,799.00	18,917.00
9545	Computer Expenses	69,250.00	15,800.00	12,100.00	21,900.00	15,500.00	27,550.00	13,650.00
9546	Power	9,000.00	1,500.00	1,500.00	3,000.00	3,000.00	203,000.00	4,500.00
9547	Water	9,000.00	0.00	800.00	0.00	0.00	0.00	1,500.00
9548	Tel/Fax/Mail	36,600.00	14,100.00	9,300.00	6,900.00	18,000.00	0.00	4,500.00
9549	Magazines	2,808.00	2,232.00	1,980.00	2,232.00	1,830.00	0.00	1,830.00
9570	Travel and Accommodation	0.00	12,000.00	6,000.00	10,500.00	6,000.00	3,600.00	6,000.00
9590	Operations Miscellaneous	0.00	0.00	10,500.00	0.00	3,000.00	0.00	0.00
9640	Meetings	0.00	9,000.00	6,000.00	6,000.00	4,500.00	3,000.00	4,500.00
Total		1,375,188.99	705,525.25	790,902.50	900,733.25	784,435.25	964,405.00	669,435.75
Budget		2,940,256.28	2,306,882.81	2,333,932.13	2,278,303.91	3,468,265.76	3,865,336.65	1,744,654.54
Percentage		47%	31%	34%	40%	23%	25%	38%

du: ~ 32%

PROGRAMME OVERHEAD COSTS: JULY - SEPTEMBER 1993

CODE	TITLE	CENTRAL UNIT	KISII	MIGORI	SIAYA	HOMA BAY	KISUMU	NYAMIRA
9230	Staff Costs	1,180,070.00	868,737.50	805,593.75	808,210.00	754,890.00	758,732.50	646,480.00
9230	Staff Miscellaneous	25,000.00	0.00	0.00	46,986.00	0.00	6,000.00	8,000.00
9510	Maintenance Building	15,000.00	29,000.00	5,400.00	84,200.00	21,000.00	130,800.00	0.00
9511	Security Building	17,798.00	15,900.00	13,050.00	4,100.00	21,790.00	16,960.00	5,440.00
9520	Maintenance Office Equipment	58,040.00	9,000.00	3,600.00	5,480.00	4,000.00	3,000.00	5,000.00
9541	Public Relations	36,600.00	8,000.00	8,000.00	9,000.00	3,000.00	6,000.00	8,000.00
2	Bank Charges	15,000.00	4,500.00	1,500.00	1,500.00	1,500.00	4,500.00	4,500.00
9543	Kitchen Expenses	38,150.00	9,003.00	5,457.00	5,950.00	8,810.00	8,490.00	8,259.00
9544	Stationery Expenses	73,645.00	31,165.00	28,115.00	48,215.00	32,704.00	20,490.00	30,620.00
9545	Computer Expenses	84,020.00	20,000.00	13,350.00	24,450.00	20,250.00	26,500.00	23,050.00
9546	Power	10,350.00	1,500.00	1,500.00	1,200.00	1,500.00	2,100.00	4,500.00
9547	Water	9,000.00	0.00	800.00	0.00	3,600.00	0.00	1,500.00
9548	Tel/Fax/Mail	36,750.00	19,500.00	9,300.00	8,100.00	18,000.00	30,000.00	4,500.00
9549	Magazines	2,808.00	2,790.00	2,970.00	2,790.00	3,348.00	1,890.00	2,190.00
9570	Travel and Accommodation	0.00	22,500.00	6,000.00	12,000.00	9,000.00	9,000.00	9,000.00
9590	Operations Miscellaneous	0.00	0.00	13,500.00	0.00	38,500.00	0.00	42,000.00
3	Meetings	0.00	9,000.00	6,000.00	10,500.00	0.00	4,500.00	4,500.00
Total		1,582,231.00	848,595.50	921,935.75	1,072,681.00	939,892.00	1,028,962.50	803,539.00
Budget		3,092,227.43	2,077,630.28	4,882,332.79	3,192,368.55	5,834,878.35	2,659,505.63	2,303,032.20
Percentage		51%	41%	19%	34%	16%	39%	35%

DU: ~ 28%

PROGRAMME OVERHEAD COSTS: OCTOBER - DECEMBER 1993

TITLE	CENTRAL UNIT	KISII	MIGORI	SIAYA	HOMA BAY	KISUMU	NYMIRA
230 Staff Costs	990,345.00	599,032.00	880,255.00	886,055.00	868,835.00	640,577.50	573,875.00
290 Staff Miscellaneous	15,000.00	0.00	3,000.00	32,910.00	0.00	29,500.00	8,000.00
510 Maintenance Building	103,000.00	20,000.00	48,116.00	60,860.00	2,000.00	94,760.00	130,000.00
511 Security Building	17,798.00	900.00	10,050.00	6,050.00	17,640.00	17,480.00	2,500.00
520 Maintenance Office Equipment	35,520.00	8,000.00	3,000.00	5,400.00	3,500.00	2,200.00	2,500.00
541 Public Relations	29,400.00	6,000.00	6,000.00	6,000.00	3,000.00	6,000.00	6,000.00
542 Bank Charges	15,000.00	4,500.00	3,000.00	1,500.00	1,500.00	4,500.00	4,500.00
543 Kitchen Expenses	36,350.00	9,118.00	6,880.00	4,950.00	5,850.00	7,794.00	11,015.00
544 Stationery Expenses	73,845.00	30,450.00	24,780.00	51,305.00	43,590.00	28,423.00	36,745.00
545 Computer Expenses	84,020.00	22,850.00	16,950.00	26,100.00	19,450.00	142,950.00	31,800.00
546 Power	15,000.00	1,500.00	2,100.00	1,200.00	1,500.00	2,100.00	6,000.00
547 Water	9,000.00	0.00	800.00	0.00	3,600.00	0.00	1,500.00
548 Tel/Fax/Mail	36,750.00	24,000.00	9,300.00	12,600.00	18,000.00	30,000.00	21,000.00
549 Magazines	2,808.00	3,000.00	2,970.00	5,790.00	3,348.00	1,890.00	2,790.00
3570 Travel and Accommodation	0.00	45,000.00	8,000.00	1200	4,500.00	12,000.00	9,000.00
3590 Operations Miscellaneous	0.00	0.00	13,500.00	12,000.00	7,400.00	0.00	0.00
3640 Meetings	0.00	7,500.00	6,000.00	10,500.00	7,500.00	6,000.00	6,000.00
<b>Total</b>	<b>1,463,636.00</b>	<b>781,850.00</b>	<b>842,501.00</b>	<b>924,420.00</b>	<b>811,213.00</b>	<b>1,026,154.50</b>	<b>1,051,225.00</b>
<b>Budget</b>	<b>5,199,314.93</b>	<b>2,740,390.28</b>	<b>4,996,016.55</b>	<b>3,889,693.50</b>	<b>3,971,512.85</b>	<b>4,178,194.85</b>	<b>2,577,498.00</b>
<b>Percentage</b>	<b>28%</b>	<b>29%</b>	<b>17%</b>	<b>24%</b>	<b>20%</b>	<b>25%</b>	<b>41%</b>

DU : ≈ 22.1%

PROGRAMME OVERHEAD COSTS: JANUARY - MARCH 1994

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TITLE	CENTRAL UNIT	KISII	MIGORI	SIAYA	HOMA BAY	KISUMU	NYAMIRA	
9270 Staff Costs	1,004,730.00	603,045.00	729,255.00	690,292.50	644,857.50	647,177.50	599,270.00	
9300 Staff Miscellaneous	24,000.00	0.00	0.00	74,471.00	0.00	6,000.00	6,000.00	
9310 Maintenance Building	3,000.00	20,000.00	16,800.00	15,000.00	3,000.00	64,150.00	232,100.00	
9311 Security Building	17,798.00	1,200.00	29,700.00	3,050.00	17,640.00	17,480.00	2,500.00	
9310 Maintenance Office Equipment	35,520.00	14,000.00	4,000.00	5,400.00	3,500.00	1,000.00	2,500.00	
9541 Public Relations	13,720.00	9,000.00	6,000.00	6,000.00	3,000.00	6,000.00	6,000.00	
9542 Bank Charges	45,000.00	4,500.00	3,000.00	1,500.00	4,500.00	4,500.00	4,500.00	
9543 Kitchen Expenses	50,980.00	13,683.00	6,280.00	13,600.00	7,850.00	7,794.00	15,575.00	
9544 Stationery Expenses	123,660.00	59,790.00	32,280.00	61,740.00	35,765.00	22,984.00	37,200.00	
9545 Computer Expenses	91,620.00	36,600.00	15,350.00	26,100.00	1,500.00	12,150.00	27,500.00	
9546 Power	15,000.00	1,500.00	2,400.00	12,600.00	3,800.00	2,100.00	6,000.00	
9547 Water	9,000.00	0.00	600.00	5,790.00	18,000.00	0.00	1,500.00	
9548 Tel/Fax/Mail	36,750.00	24,000.00	18,900.00	15,600.00	3,348.00	15,000.00	21,000.00	
9549 Magazines	2,808.00	3,000.00	2,970.00	5,790.00	900.00	1,890.00	3,390.00	
9570 Travel and Accommodation	0.00	60,000.00	0.00	12,000.00	4,500.00	6,000.00	9,000.00	
9630 Operations Miscellaneous	26,970.00	0.00	15,000.00	0.00	0.00	0.00	336,280.00	
9640 Meetings	47,000.00	7,500.00	9,000.00	10,500.00	0.00	6,000.00	6,000.00	
Total	1,547,556.00	857,818.00	891,535.00	959,433.50	751,960.50	820,205.50	1,316,315.00	
Budget	2,633,675.22	4,287,599.40	10,211,076.75	4,250,340.68	18,456,343.53	4,984,749.53	4,549,959.75	
Percentage		59%	20%	9%	23%	9%	16%	29%

DU : 2 15%

PROGRAMME OVERHEAD COSTS: APRIL - JUNE 1994

TITLE	CENTRAL UNIT	KISII	MIGORI	SIAYA	HOMA BAY	KISUMU	NYAHIRA
1230 Staff Costs	958,725.00	513,840.00	661,368.75	573,585.00	568,252.50	571,372.50	540,852.50
1290 Staff Miscellaneous	36,000.00	10,500.00	7,200.00	44,990.00	0.00	9,000.00	9,000.00
1290 Maintenance Building	33,000.00	60,000.00	25,300.00	95,200.00	2,000.00	63,650.00	17,535.00
1511 Security Building	46,628.00	7,200.00	15,450.00	43,050.00	37,440.00	10,980.00	3,600.00
1520 Maintenance Office Equipment	36,020.00	14,000.00	5,000.00	5,400.00	3,500.00	2,000.00	10,000.00
1541 Public Relations	27,140.00	9,000.00	6,000.00	9,000.00	3,000.00	9,000.00	9,000.00
1542 Bank Charges	60,000.00	4,500.00	3,000.00	1,500.00	8,000.00	4,500.00	4,500.00
1543 Kitchen Expenses	52,870.00	15,498.00	5,280.00	10,161.00	6,650.00	9,402.00	15,575.00
1544 Stationery Expenses	123,660.00	76,180.00	29,520.00	71,110.00	41,065.00	22,984.00	37,200.00
1545 Computer Expenses	130,650.00	35,400.00	18,350.00	26,700.00	23,250.00	23,650.00	27,500.00
1546 Power	15,000.00	1,500.00	2,400.00	1,200.00	1,500.00	3,000.00	6,000.00
1547 Water	9,000.00	0.00	2,250.00	0.00	4,800.00	0.00	1,500.00
1548 Tel/Fax/Mail	36,750.00	24,000.00	22,800.00	15,600.00	18,000.00	15,000.00	21,000.00
1549 Magazines	3,510.00	3,600.00	2,970.00	5,790.00	3,348.00	1,890.00	3,390.00
1570 Travel and Accommodation	0.00	60,000.00	6,000.00	12,000.00	6,000.00	6,000.00	9,000.00
1590 Operations Miscellaneous	38,970.00	0.00	19,500.00	0.00	900.00	0.00	0.00
1640 Meetings	65,047.00	7,500.00	13,800.00	10,500.00	0.00	6,000.00	9,000.00
Total	1,672,970.00	842,518.00	846,188.75	925,786.00	725,705.50	758,408.50	724,652.50
Budget	2,659,248.91	3,495,972.90	11,102,152.69	7,770,510.30	6,365,305.28	5,804,028.94	4,386,334.89
Percentage	63%	24%	8%	12%	11%	13%	17%

CU-overhead:  $\approx 45\%$   
over Phase II

D.U:  $\approx 14\%$

DU-overhead June '92  
- June 1994  $\approx 252$ .

APPENDIX 4: DRAFT MINUTES OF PRESENTATION ON FIELD WORK FINDINGS

LAKE BASIN



DEVELOPMENT

AUTHORITY

P.O. BOX 1516

KISUMU

TELEPHONE 40230/41806/7/8

Our Ref: RDWSSP/CU/1

TELEX LABDA 31011

Your Ref: \_\_\_\_\_

Date 13th June 1994

Review Mission - RDWSSP  
C/o Matrix Development Consultants  
P.O. Box 59343  
NAIROBI

Attn: Mr. W. Klaassen

RE: DRAFT MINUTES

Find enclosed herewith the draft minutes of the meeting between yourselves, LBDA, RNE and PAT held on Thursday, 9th June 1994.

Read the minutes and make amendments where you feel the recording is not correct.

We would be pleased to have the final copy for the Managing Director's signature.

Yours faithfully

  
J. M. OKELLO  
PROGRAMME CO-ORDINATOR - RDWSSP

**MINUTES OF THE MEETING BETWEEN THE RDWSSP II REVIEW MISSION,  
ROYAL NETHERLANDS EMBASSY, LBDA AND PROGRAMME ADVISORY TEAM  
OFFICIALS HELD ON 9 JUNE 1994 AT THE LBDA BOARDROOM**

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**PRESENT**

- |     |                       |   |   |
|-----|-----------------------|---|---|
| 1.  | Mr. S.M. Machooka     | - | Managing Director, LBDA (Chairman)                |
| 2.  | Mr. J.M. O'ello       | - | Programme Co-ordinator, LBDA/RDWSSP (recording)   |
| 3.  | Mr. F.W. Odera        | - | Hydrogeologist, LBDA/RDWSSP                       |
| 4.  | Mr. J.O. Reru         | - | Senior Accountant, LBDA/RDWSSP                    |
| 5.  | Mr. J. Magudha        | - | Regional Planner, LBDA                            |
| 6.  | Mr. A. Kabok          | - | Ag. Chief Engineer, LBDA                          |
| 7.  | Mr.                   | - | First Secretary, Royal Netherlands Embassy (RNE)  |
| 8.  | Mr. J.J. Kleinrensink | - | Second Secretary, Royal Netherlands Embassy (RNE) |
| 9.  | Mr. J.P. Kleyn        | - | Programme Advisory Team (PAT), Team Leader        |
| 10. | Mr. W. Klaassen       | - | Review Mission, Team Leader                       |
| 11. | Mr. T. Oyieke         | - | Review Mission, Member                            |
| 12. | Mrs. M. Moynihan      | - | Review Mission, Member                            |
| 13. | Mr. G.O. Krhoda       | - | Review Mission, Member                            |
| 14. | Mr. W. Matagaro       | - | Review Mission, Member                            |
| 15. | Mrs. M. Mutinda       | - | Review Mission, Member                            |

The meeting commenced at 10.50 a.m.

1. **OPENING REMARKS**

1.1 **LBDA/Managing Director**

The Managing Director, Mr. S.M. Machooka opened the meeting and welcomed all those present, from the RNE, PAT and Review Mission. He thanked the Netherlands Government for funding the Rural Domestic Water Supply and Sanitation Programme (RDWSSP) from 1982 to date.

He noted that the Programme had some problems during Phase I which resulted in new conditions being set by both the Netherlands and Kenya Governments so that the Programme could be implemented in a transparent manner. He stated that solutions to those problems had been found, prior to the commencement of Phase II of the Programme in April 1992.

He however, expressed apprehension about the new working arrangements which entail the preparation of 3-monthly Workplans, and requested that this arrangement be reviewed.

He also stated that as a result of the beneficial effects of the Programme in Nyanza Province, other adjacent districts had expressed the wish to have the Programme extended to them.

The Managing Director further stated that the Programme has now been decentralised to all the districts in Nyanza Province and each district is now responsible for the implementation of its district based Programme. Planning and monitoring of the district activities are guided by the District Water and Sanitation Development Committees (DWSDCs), which are technical sub-committees of the DECs. The



Managing Director called upon the Review Mission to advise further on other remaining aspects of decentralisation and come up with a functional organisational set-up for the Programme, in the fully decentralised mode.

He stated that the LBDA has been and should continue to be the co-ordinating agency for the Programme and other development efforts within the Lake Basin area.

He hoped that the Review Mission would provide guidance on methods of implementing the Programme efficiently and within a sustainable frame work.

*(After the address, introductions were conducted).*

1.2 Royal Netherlands Embassy (Mr. J.J. Kleinrensink)

Mr. Kleinrensink first informed the meeting that although Mr. .... was senior in rank to him and should have given the address, it was him who was more intimate with the RDWSSP and would therefore have the honour to give the address.

He stated that the purpose of the RNE's presence was to listen to the Review Mission's findings and reactions to those findings.

He stated that the Netherlands Government takes keen interest in Western Kenya, and in particular in the RDWSSP which is bigger financially and geographically than other Netherlands Government funded projects.

The RNE expects the Review Mission to provide background information on the RDWSSP activities and before finalisation of its report, should discuss with the Ministry of Land Reclamation, Regional and Water Development (MoLRRWD), Royal Netherlands Embassy (RNE) and Lake Basin Development Authority (LBDA).

## 2. PRESENTATIONS

### 2.1 Introduction by the Team Leader, Mr. W. Klaassen

Mr. Klaassen briefed the meeting on the approach adopted by the team in carrying out the survey.

The team was divided into 3 groups as follows:-

Group 1: M. Mutinda/M. Moynihan

Group 2: W. Matagaro/W. Klaassen

Group : G. Krhoda/T. Oyieke

Group 1 dealt with *Community Development, Public Health and Gender Issues*;

Group 2 dealt with *Technical Aspects of the Programme's implementation* and

Group 3 *Institutional Development, Training and Environmental Effects*.

The Review Mission was formally introduced on 24th May 1994 with the arrival of the overseas team of Mr. W. Klaassen and Mrs. M. Moynihan.

The Mission arrived for field work in Kisumu on 27th May 1994 and was welcomed by the Managing Director and Programme Management. The Mission was in the field from 30th May 1994 to 7th June 1994.

The Mission working in groups visited a total of 29 projects out of nearly 160 projects under implementation i.e 18% of the total projects. The Mission also had wide ranging discussions with some DCs, staff of the district Programme offices, district heads of the participating line ministries and communities. At the end of day, the team would meet to recap on the days findings and compile reports.

The purpose of the meeting, the Team Leader said, was to brief those in attendance on the preliminary findings of the Mission and elicit reactions. The findings should not be considered conclusive. The certified minutes of the meeting would form part of the Review Mission Report, he said.

### 2.2 Report from Group 1 (M. Mutinda/M. Moynihan)

#### 2.2.1 General

- o There is no clear policy or statement on gender issues in the Programme.
- o Gender issues are handled at different times e.g during the PRA, community training etc.
- o There are no qualified staff to deal with gender issues.

- o Land for the projects are owned by men and land agreement forms for water projects are not signed by the Ministry of Lands, leading to a lack of credibility on ownership of the land by the WSCs.

### 2.2.2 Performance

- o There is joint participation of men and women in water supply and sanitation implementation.
- o In the manufacture of slabs and blocks for sanitation, women seem to be overburdened by carrying of water for the manufacturing process.
- o Lack of squat hole plugs was cited in some instances. The Programme has involved local artisans in the making of the plugs.
- o Hand washing facilities provided at the latrines are too high for children and this restricts use.
- o Ash and not soap is used as a detergent when the MoH is encouraging the use of soap.
- o Although water points are close to the community, some water points are not yielding water throughout the year and this results in some communities reverting back to traditional water sources.
- o As a result of plentiful water supply, women take more time fetching water for bathing, washing utensils, watering animals. Washing slabs should be incorporated in the projects.
- o Drinking troughs for livestock should be provided.
- o Some communities charge for water drawn to pay for operation and maintenance costs, but there seems to be no uniform charge.
- o Registration fees for community groups vary from Ksh 150/- to Ksh 400/- although the official MoCSS fee is Ksh 150/-. This discrepancy should be looked into.
- o Water related diseases such as malaria have not been reduced despite the intervention of the Programme. VRPs "sang" the 10 hygiene messages, but the effect of this cannot be measured as yet.
- o Some latrines were clean while some were not easily accessible, being in maize plantations etc.
- o Livestock pollution at the water points was noted in some cases. Fencing erected did not provide an effective barrier.

### 2.2.3 Institutional Development

- o Decentralisation has progressed well.
- o Women PT members are few.
- o Gender training has been given to Programme staff but this should be extended to the community to achieve gender balance..
- o Gender issues are governed by traditional values in the communities.

### 2.2.4 Community Participation (PRA)

- o PRA is a good tool for initial community mobilisation.
- o Not all PT members are aware of the methods and approach for PRA.
- o "Women's voice" was not heard during PRA because of cultural restrictions between men and women.
- o PTs are ignorant of gender issues.
- o Women are the "unofficial leaders" of the water projects but men's opinion over ride theirs.
- o Some communities have no sense of ownership for the projects, which is necessary for sustainability.
- o There is more emphasis on technical aspects than on human behaviour.
- o Time schedule for water projects completion is unrealistic as some projects take longer time to complete than the 8 months set for planning.
- o During PRA the expectations of the communities are unnecessarily raised by asking them to state all their needs as if the Programme will cater for these needs. Water and Sanitation provisioning is the aim of the Programme and this should be clearly stated to the communities.
- o During PRA, some community members are not able to express their opinions because of shyness. Their opinions are, therefore, not included in the PRA schedules.
- o Some PT members do not use the language the communities understand.
- o Skills available within the communities need to be strengthened.
- o Community structures should depend on community need.

## 2.3 Report from Group 2 (W. Matagaro/W. Klaassen)

### 2.3.1 Performance

- o Participation by attached line ministry staff reduces the burden of employing staff for Programme implementation.
- o Community participation with emphasis on gender issues (women and men) is necessary.
- o Dependence by some communities on the LBDA for operations and maintenance was noted. This will not ensure user responsibility for operations and maintenance of the projects.
- o It was noted that springs are generally more successful than handdug wells, although they do not usually reduce walking distance.
- o Some wells have poor ground water quality. It is felt that consulting the community on possible siting could help avoid such situations. Abandoning wells disappoints the communities.
- o Implementation of sanitation is better than that of water.
- o Some communities want water as a first priority and sanitation as a second priority. Restrictions should not be imposed on community preference.
- o Machine drilled wells are more popular with communities. Water pans and dams are not popular because the communities consider them not safe.
- o In some communities, there is no water for the manufacturing of sanitation components.
- o Payment to communities for community contribution in project implementation is not acceptable as it kills the ownership concept.

### 2.3.2 Technical Back-up

- o Quality of work on superstructure was poor generally, indicating lack of proper supervision of the community artisans building the superstructures.
- o Performance in achieving targets has been derailed. Possibility for meeting targets within the scope of work is not foreseen.

### 2.3.3 Technology Approach

- o Rain water harvesting has been requested by some of the communities as a feasible technology choice. Pilots should be implemented to confirm feasibility.

### 2.3.4 Zoning

- o The Programme has been zoned areas where technology options are minimal.

### 2.3.5 Operation and Maintenance Capacity

- o This requires attention to ensure future sustainability of the projects.

### 2.3.6 Budgeting and Spending

- o Workplan preparation procedures are time consuming and cost money. However, it has been noted that the preparation has become routine for the staff concerned.
- o Under expenditure in Workplans may be due to:-
  - financial procedures: LBDA-districts-LBDA-district
  - supervision of implementation activities
  - certification procedures

### 2.3.7 Overhead Costs

- o PAT reports high overhead costs i.e 76% and only 24% for implementation. However, preliminary calculations seem to find the figures for overhead costs too high. The Mission will examine the figures further.
- o Unit costs of projects may be very high as a result of overhead costs. Overall assessment needed to determine where major expenditure is.

### 2.3.8 Targets

- o Programme is lagging behind in meeting targets, partly as a result of the 1992/93/94 drought which affected community in put in implementation and partly because of working methods adopted.
- o 140 projects have been completed (upto March 1994) and 160 under construction.
- o Targets should, however, be looked at in terms of sustainable targets, community targets and physical targets and not simply as physical targets.

### 2.3.9 Sustainability

- o Afridev handpumps meet the VLOM concept and have excellent reputation
- o Community artisan construction of superstructure results in poor quality product than contractor based construction used during Phase I.
- o Superstructure design should be improved i.e drainage using PVC pipe likely to clog; positioning of water container and pump spout needs re-design.

- o Siting of water project needs to be done with more community involvement.
- o Increased monitoring and supervision should lead to increased community impact.

#### 2.3.10 Information Flow for Monitoring

- o Monitoring information is being used for certification only. Insufficient attention has been given to operational procedures for problem solving.
- o Care takers (CTs) and Village Resource Persons (VRPs) have no back-up support. They should relate to someone in the district establishment for problem solving.

#### 2.3.11 VRPs and CTs

- o Selection of VRPs and CTs seems to depend on positions held within the communities and not on qualification.

#### 2.3.12 PRA

- o Widens expectations when it should narrow these to water and sanitation.

#### 2.3.13 Site Selections

- o The hydrogeologist has the monopoly on siting. He should do so in consultation with the communities.
- o The community should do pre-siting then the hydrogeologist should carry out surveys on the community chosen sites to come up with the correct siting.

#### 2.3.14 Success Rates for Water Projects

- o Successful water project taken to mean a water project yielding sufficient water all year round. Mission determined this to be 65% of all water projects completed in Phase II. However, the Programme claims a higher figure. Reconciliation of the figures needed.

#### 2.3.15 Options for Improvement

- o Pit latrines concept and design is acceptable.
- o Existing water sources should be considered for rehabilitation where feasible.

#### 2.3.16 Financial Sustainability (Community Level)

- o At the community level, the WSCs should be trained on revenue collection procedures and techniques.
- o Caretakers and VRPs should be considered for some mode of payment for their services.

- o Sanitation moulds should be left with the communities for block/brick making.

## 2.4 Report from Group 3 (G. Krhoda/T. Oyieke)

### 2.4.1 Decentralisation

- o The Programme has been successfully decentralised to the districts but should continue to the divisional level especially for operation and maintenance.
- o DWSDCs have been established in all the districts to assist in planning and monitoring district based programme implementation.
- o Effectiveness of the district focus institutions in carrying out their responsibilities vis-a-vis the Programme should non-the-less be examined.

### 2.4.2 Sustainability

- o Attachment of staff has taken place but SAP's have reduced staff availability from the line ministries. A re-examination of staffing for the Programme may become necessary.
- o The attachment or secondment modes should be looked at to determine which arrangement is better for the Programme. Reporting mode for the attached staff to their parent ministries should be formalised.
- o The attached staff should be motivated by giving allowances and providing conducive working environments. Disciplinary procedures for the attached staff should be defined clearly.
- o Independent source of funding for the Programme should be guaranteed in the form of inclusion of income-generating activities such as Programme owned drilling rigs etc.

### 2.4.3 Training

- o The communities have been trained and exposed to their responsibilities.
- o The DPOs/DPAs, however, need to be trained and field visits to similar programmes/projects organised to broaden their horizons.

### 2.4.4 Environmental Issues

- o Environmental issues are not directly addressed but implied.
- o Environmental sustainability is a threat to the Programme
- o Programme officers are aware of environmental issues although these have not been incorporated into the Programme.
- o No sampling or quality measurement of water from wells or springs has been carried out. Baseline data needed for the assessment of water quality.



- o Pollution of wells and springs was noted especially in intensively farmed and flood-prone areas.
- o DWSDCs should assist in environmental monitoring.
- o Siting of wells should be done so as to give sufficient space for the pump, so that it is not within the road reserve and takes cognizance of information on latrine coverage.
- o Springs sited on steep land is not environmentally friendly.
- o As population increases, alternative technologies to handpump should be examined.

#### 2.4.5 Health

- o Nyanza Province is more badly off in terms of health than the rest of Kenya. Kisii district is ok but Siaya is very poor.
- o Health services coverage in Nyanza Province is also very poor.
- o Clean water is sometimes available and latrines sometimes used.
- o VRPs has been trained by the Programme to impart hygiene knowledge to the communities using 10 basic messages. VRPs, however, lack teaching skills. Packages and methods are needed for better information flow from VRPs to the community.
- o The Programme should have an input in primary health care (PHC), although health is a stated main objective of the Programme.

### 3. REACTIONS

#### 3.1 Duration and Scope of Mission's Field Visit and Discussions

It was noted that the time available for the Mission to study the Programme may have been limited. However, the Mission was commended for its good report.

#### 3.2 Gender Issues

The Mission's views regarding lack of gender issues in the Programme was noted. However, the Mission was asked to take into consideration cultural values of the communities and the difficulties encountered in changing these. However, more effort will be put into gender sensitising the Programme staff and communities.

Attachment of more women to the Programme from the line ministries is restricted by their availability.

#### 3.3 Technical Supervision Problems

The reported lapse in design and supervision of construction of well superstructures and springs was noted and corrective measures will be taken. It was, however, clarified that in some communities skilled artisans do not exist and the Programme had to do with that which is available.

#### 3.4 PRA

The problem of "expectation raising" in the PRA exercise was noted. The Programme is dynamic and PRA is adaptable. Where such problems are noted appropriate changes will be made to make PRA more in line with Programme aspirations.

The few PTs that lack PRA methods knowledge may be recent attachments who have not received PRA training. They will receive training during their assignment with the Programme.

#### 3.5 Success Rates

The Mission's view that there was low success rate for Programme water projects should be confirmed. The definition of a successful water project as one that yields sufficient water throughout the year, is in line with Programme policy, which is that water points will be completed only after the dry season yield has been guaranteed as sufficient. This will ensure that water projects produce sufficient yield throughout the year.

#### 3.6 Overhead Costs

Although these may appear high in comparison to direct implementation costs (DIC), it is to be noted that "community contribution" has not been costed which should increase DIC costs.

#### 3.7 Environmental Issues

The points made were noted and action will be taken to ensure that the quality of the water from the water projects is acceptable and measures will be taken to prevent future pollution.

4. CLOSING REMARKS

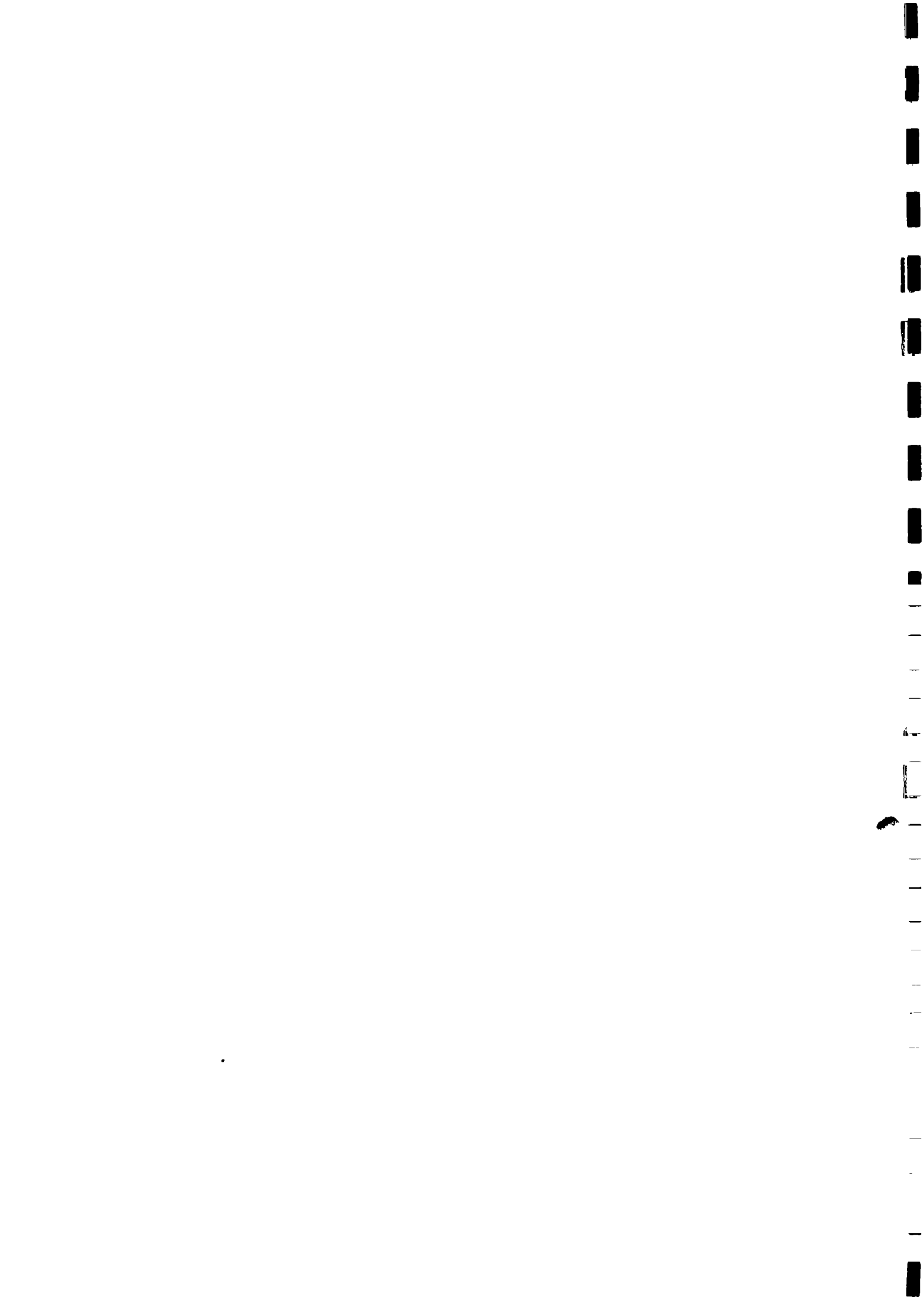
The Managing Director/LBDA thanked the Review Mission for a report well presented. He also thanked the RNE officials for being able to attend the meeting.

*The meeting ended at 3.00 p.m.*

*Minutes confirmed as true record by:*

Chairman, Managing Director/LBDA .....

Team Leader, Review Mission .....



## APPENDIX 6: CHECKLIST WOMEN, WATER AND SANITATION

### policy / attitudes

1. What is the policy and the attitude of government, local leaders and project management towards the involvement of women?
2. Do these parties explicitly view women's involvement both as a condition for the success of project improvements and as a prerequisite of genuine advancement of women's interests?
3. Does the project systematically promote sensibilization of local leaders and own staff in this respect?
4. Is this reflected in staff training and staff composition?

### baseline

5. Have existing water supply and sanitation practices been thoroughly investigated?
6. Have findings been distinguished for different user categories: men and women, occupational and income groups?
7. Have poor women been directly approached as informants on their own particular roles, needs, problems and possibilities?
8. Has this been done appropriately, i.e. by female interviewers in a sufficiently informal setting, asking how things are actually done rather than who is officially in charge? (see A)
9. Have the following points been investigated to arrive at a detailed picture of what is at stake for women in water and sanitation:
  - women's provision of family health in general;
  - their provision of family hygiene in particular;
  - their educating role in health and hygiene;
  - their tasks in collecting, storing and using water;
  - the extent to which they are aided in collection by children, men and means of transport;
  - their tasks in sanitary arrangements;
  - their problems in ensuring their own sanitary privacy;
  - their traditional contribution to design, maintenance and management of facilities;
  - their informal management role at community level;
  - their access to provisions, relative to men and richer women;
  - their household use of water;
  - their productive / profitable use of water and waste (vegetable gardening, fertilizer, fuel, building material);
  - the competitive demands on women's time and energy in general;
  - the share of time and energy devoted to water and sanitation;
  - the negative impact of this workload on women's own health;
  - the negative impact of this workload on other of women's tasks, such as childcare, vegetable gardening, weeding, harvesting, etc;
  - the negative impact of this workload on women's opportunities to engage in new activities, such as income generation, community work and self-development.

### further preparation

10. To what extent do the project objectives address the points enumerated under 9?
11. Have women's desires for changes concerning these points been identified?
12. Has a system been developed to monitor project-induced changes in these points? And does this system rest on continuous consultation of women?
13. Are project targets sufficiently flexible to allow the development of systematic procedures for women's involvement?

### **participation and workload**

14. Does the project contribute to freeing women's time and energy for other tasks they already have and for new activities they want to undertake?
15. Is there sufficient insight in the benefits that do or might accrue from this, to women directly and to households and community as a result? (see B)
16. Does the project sufficiently appeal to the community as a whole, taking care that women are not inordinately burdened? (see C)
17. What measures are taken to overcome cultural / practical obstacles to women's participation? Think of:
  - convenient times and places for meetings;
  - adequate seating arrangements;
  - female intermediaries / project staff;
  - informal settings for women's groups;
  - sensibilization of local leaders.

### **entry points**

18. Can and do women participate on the basis of all of their interests and key roles? (see 9 and D)
19. Is women's local expertise utilized to identify suitable locations and to ensure convenient design of facilities? (see E)
20. Is this done with sufficient attention to social factors, such as ease of access for all, prevention of domination and nuisance, respect for privacy?
21. Are women also consulted to find suitable training candidates for local maintenance and management: people with sufficient time, commitment, trustworthiness and skill? (see F)
22. Is women's familiarity with traditional learning systems used as a basis for effective health education and project communication as a whole? (see G)

### **construction, maintenance, management and actual use**

23. Can women assist in low-cost construction of facilities without being disproportionately burdened?
24. What specific skills and insights can they contribute, what voluntary labour can they do, what can they contribute financially themselves and what community funds can they raise? (see H)
25. How can women's traditional maintenance tasks be extended to the project situation?
26. Is their training adequate, is there sufficient compensation for workload increases, is there sufficient back-up service for larger repair and does a substantial share in the overall management ensure that women can actually control maintenance? (see I and P)
27. Has women's existing informal role in management been identified (see A) and does the project build on this by having part of the formal management arise from the group of main users? (see J)
28. Does the project keep close track of actual and adequate use of new facilities?
29. Are at least 80% of the facilities in well-functioning order? Are frequency and duration of breakdowns within set standards?
30. Do users have reasonable alternatives for safe water supply and excreta disposal when facilities are out of order?
31. To what extent does an overall improvement in hygiene behaviour occur? (safe supply, storage and drawing of drinking water; good personal and school hygiene, etc.)

### **Steps towards women's involvement**

32. Have target categories been identified on the basis of felt needs, with special alertness to the needs of poor women? (see L)

33. How can users participate in decisions on at least: (see M)
  - design and location of water sources and sanitation facilities;
  - additional provisions for washing, bathing, cattle watering;
  - additional community funding and manner of payment;
  - control over operation, operating hours;
  - accountability of operating staff to the community.
34. Does health education sufficiently focus on the marketing approach, investigating the needs, interests, problems, capacities and practical possibilities of each target group, in particular women?
35. Does health education proceed from there to the participatory approach, assisting target groups in the joint identification and solution of problems?
36. Do project improvements sufficiently rest on these two approaches to become acceptable and effective? (see K and N)
37. Are men, as part of the community as a whole, also involved in this type of health education?
38. Does the project provide enough user information on the technical, financial, managerial, health and workload implications of various options to enable users to make responsible choices? (see O)

#### wrap-up questions

39. Can women, and in particular poor women, participate in the design and execution of project activities, not only nominally but also in practice?
40. Do they have practical access to
  - project information / user information;
  - relevant health education;
  - planning and implementation of hygiene education and hygiene action programmes;
  - technical, administrative and managerial skills training;
  - water users associations and cooperatives, as full members with voting rights;
  - maintenance and management positions for water, sanitation and hygiene improvements at all levels;
41. Can women participate in line with their own wishes and potential, without harm to present tasks and new opportunities?
42. Do women have individual or organized influence on the operation, maintenance and management of water and sanitation services?
43. Are project staff at all levels aware of and familiar with the general goals and methods of women's involvement? And does the project recruit enough additional staff and research expertise on women's issues in water, sanitation and hygiene?
44. Can any of the following positive impacts on women be observed:
  - reduction of women's workload;
  - increase of their time, energy and opportunities for childcare, education, income generation, etc.;
  - better personal health and family health;
  - enhanced status, due to share in decision-making.
45. Can any of the following negative effects on women be observed:
  - increased workload;
  - no access to income or products resulting from productive use of water and waste, or from time and energy savings;
  - reduction of traditional authority in water supply, health care and community development;
  - exclusion of lowest-income groups, such as female heads of households, from services;
  - greatest benefits of services to higher-income groups.



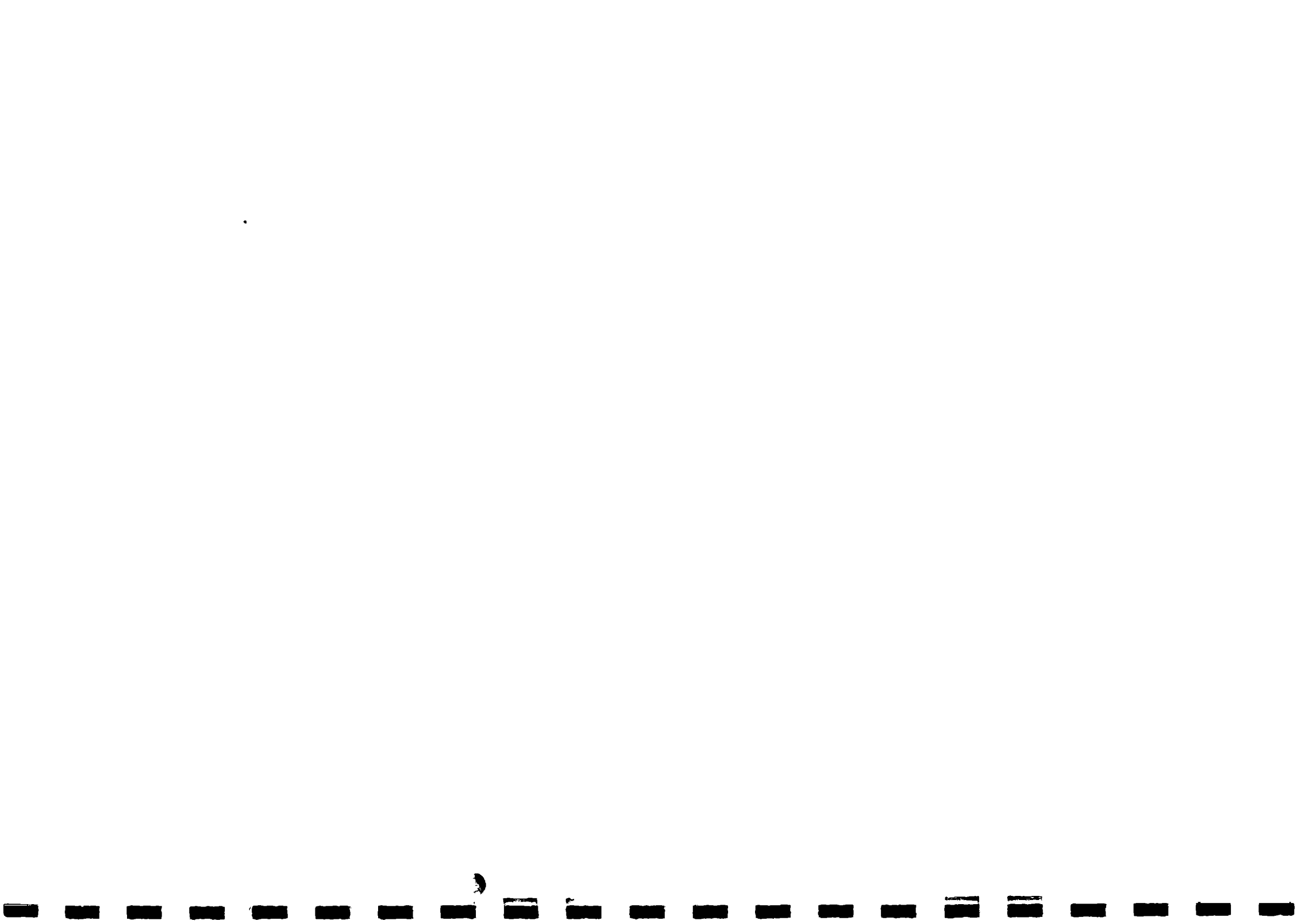


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**APPENDIX 8. PROGRAMME OF THE REVIEW MISSION FOR  
LBDA/RDWSSP**

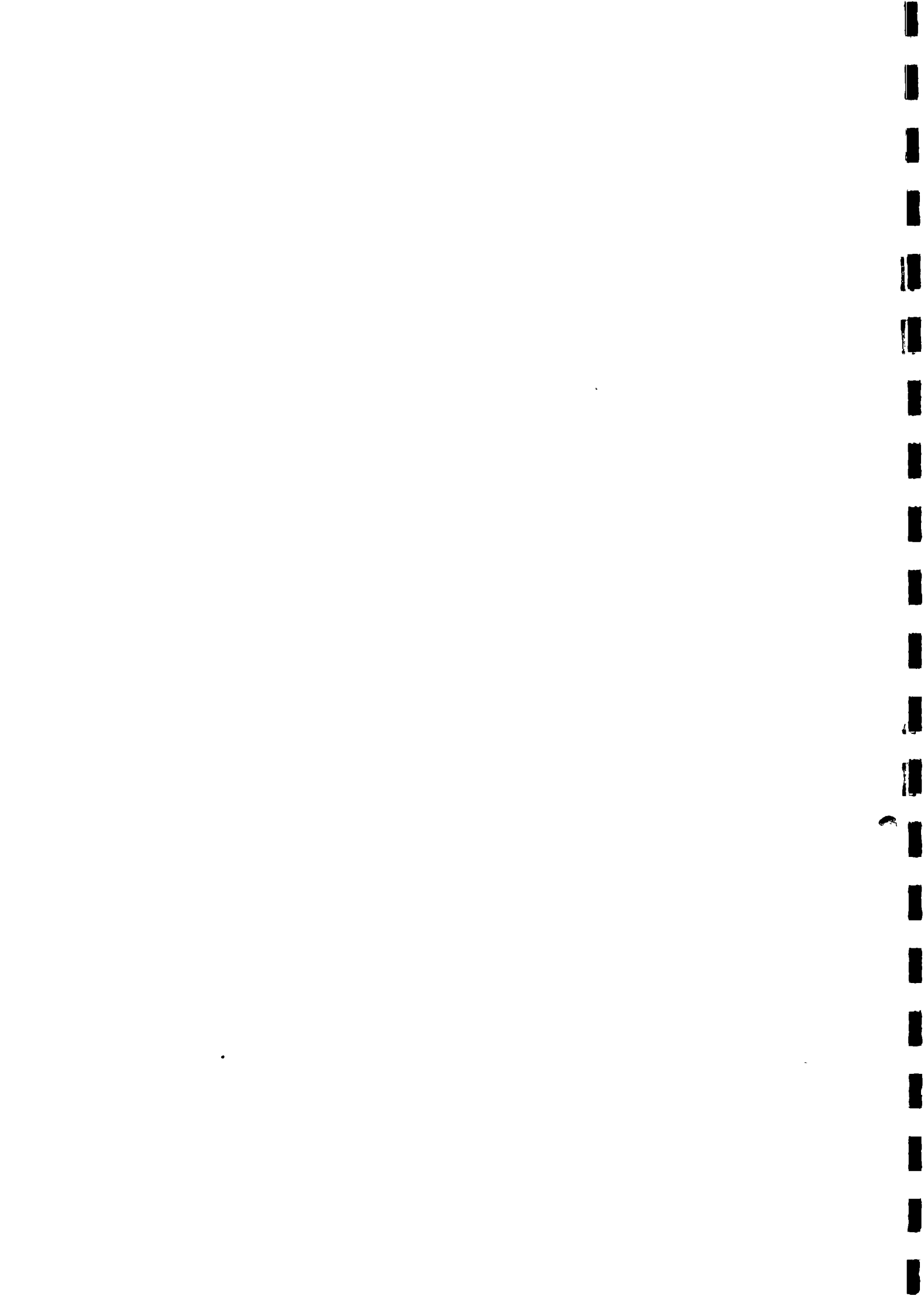
Day:	District:	Division:	Project:	Teams
25.05.'94	Nairobi:	RNE,	Ministry of Lands,Regional and Water Development	
26.05.'94	Nairobi:	AMREF and	KWAHO	
27.05.'94	Travel to Kisumu: Meetings with LBDA/CU and PAT			
28.05.'94	Drawing of itinerary jointly with PAT			
30.05.'94	Head Office	Review of	PTA/CU	1,2,3
30.05.'94	Kisumu	Maseno	Ms. Rata Community	1,2,3
-ditto-	-ditto-	Maseno	Ms. Kanyagudi	1,2,3
31.05.'94	Siaya	Rarieda	Rd.089 Lung'a	2,3
31.05.'94	-ditto-	Rarieda	Rd.092 Masamba Lwala	1,2,3
31.05.'94	-ditto-	Bondo	Bn.077 Kokaka	1,2,3
31.05.'94	-ditto-	Bondo	Bn.082 Rabonde	1,2,3
31.05.'94	-ditto-	District Office in Siaya		1,3
01.06.'94	Public Holiday: Mission will work in the Hotel			
02.06.'94	Kisumu	Nyakach	Ny.114 Ajaka	1,2,3
02.06.'94	-ditto-	Nyakach	Ny. Pundo Othith	1,2,3
02.06.'94	Homa Bay	Oyugis/Kabondo	Oy.137 Ramba	1,2,3
02.06.'94	Homa Bay	Oyugis/Kabondo	Oy.145 Jwelu	1,2,3
02.06.'94	Kisumu	District Office in Kisumu		1,3
03.06.'94	Homa Bay	East Karachuonyo	Rc.009 Oriwo	1,2,3
03.06.'94	Homa Bay	Mbita	Kingenyo	1,2,3
03.06.'94	Homa Bay	Mbita	Ochien'g Odiere	1,2,3
03.06.'94	Homa Bay	District Office in Homa Bay		1,3

03.06.'94	Migori	District Office in Migori		1,3
04.06.'94	Migori	Uriri	Mg.Ur.167 Kouso	1,2,3
04.06.'94	Migori	Migori	Mg. Kajiema	1,2,3
04.06.'94	Migori	Migori	Mg.166B Nyambeche-B	1,2,3
04.06.'94	Migori	Migori	Mg.160A Nyamilu A	1,2,3
04.06.'94	Migori	Migori	Mg.143 Kamigele	1,2,3
04.06.'94	Migori	Migori	Mg.146 Nyambaja	1,2,3
05.06.'94	Weekend:	Mission will work in the Hotel		
06.06.'94	Kisii	Ogembo	Og.016 Omare	1,2,3
06.06.'94	-ditto-	Bomachoge	Bo-S-072 Kiamoiro	1,2,3
06.06.'94	-ditto-	Marani	Ma-S-1384 Ngoso	1,2,3
06.06.'94	-ditto-	Marani	Ma-S-1409 Ensegesa	1,2,3
06.06.'94	-ditto-	Nyamarambe	Nya-S- Nyakirato	1,2,3
06.06.'94	Kisii	District Office in Kisii		1,3
07.06.'94	Nyamira	Manga	Ma.014 Emonga	1,2,3
07.06.'94	Nyamira	Manga	Ma-S-002 Riamorige	1,2,3
07.06.'94	Nyamira	Eka.....	Ek-S-011 Omosaria	1,2,3
07.06.'94	Nyamira	Eka.....	Ek-S- Nyamusi	1,2,3
07.06.'94	Nyamira	District Office in Nyamira		1,3
08.06.'94	Kisumu:	Debriefing RNE staff and LBDA/CU/PAT		
09.06.'94	Kisumu:	Report writing in Hotel/LBDA/PAT		
10.06.'94	Kisumu:	=ditto=		
11.06.'94	Kisumu:	=ditto=		
12.06.'94	Kisumu:	=ditto=		

- 13.06.'94      Kisumu:      =ditto=  
14.06.'94      Nairobi: Report writing in Nairobi  
15.06.'94      Nairobi:      =ditto=  
16.06.'94      Nairobi: Debriefing of RNE and PS Ministry of Regional and Water  
Development  
17.06.'94      Finalise conclusions and recommendation and other parts of draft report.

**Key:**

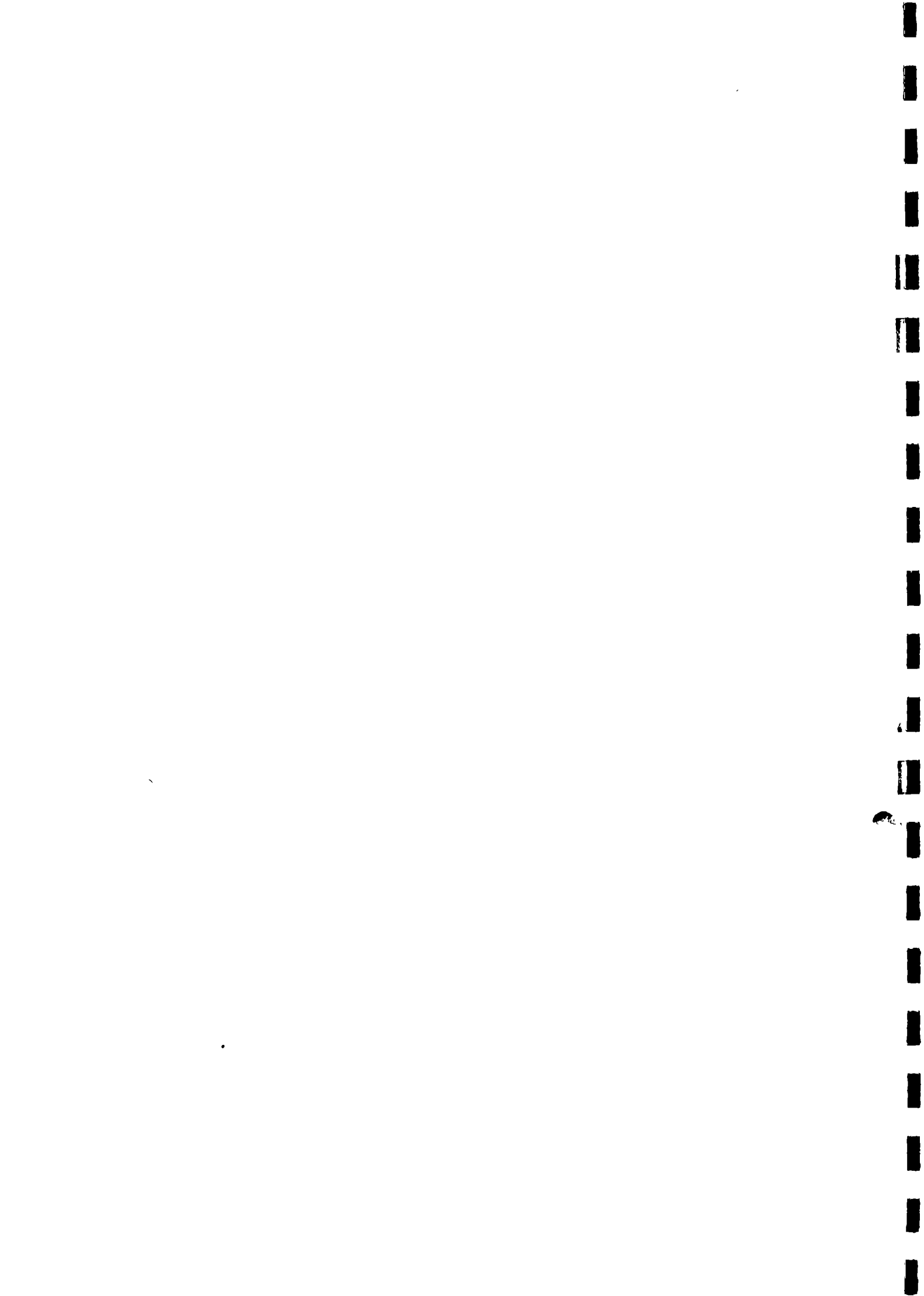
- Team 1:      T.O.Oyieke, G.O.Krhoda  
Team 2:      W. Klaasen, W.O. Matagaro  
Team 3:      M. Moynihan, Mutinda





## APPENDIX 9. ABBREVIATIONS

AMREF	Africa Medical Research and Education Foundation
BKH	Bongaerts, Kuyper & Huiswaard
CBD	Community-Based Distribution (of contraceptives)
CDA	Community Development Advisor
CDO	Community Development Officer
CE	Community Extensionist
CEO	Community Extension Officer
COO	Community Operations Officer
CTs	Caretakers
CU	Central Unit
DDC	District Development Committee
DPA	District Programme Accountant
DPM	District Programme Manager
DPU	District Programme Unit
DWE	District Water Engineer
DWSDC	District Water & Sanitation Development Committee
DWSP	District Water & Sanitation Programme
FHE	Family Health Educator
FHO	Family Health Officer
FS	Field Supervisor
GDP	Gross Domestic Product
KWAHO	Kenya Water for Health Organisation
LBDA	Lake Basin Development Authority
MoCSS	Ministry of Culture & Social Services
MoH	Ministry of Health
MoWD	Ministry of Water
MD	Managing Director
MoLRRWD	Ministry of Land Reclamation, Regional & Water Development
NES	National Environmental Secretariat
O&M	Operation & Management
PAT	Project Advisory Team
PC	Programme Coordinator
PHO	Public Health Officer
PHC	Primary Health Care
PHE	Public Health Extensionist
PRA	Participatory Rural Appraisal
PT	Project Team
PWE	Provincial Water Engineer
RDWSSP II	Rural Domestic Water Supply & Sanitation Programme Phase II
RNE	Royal Netherlands Embassy
SDA	Social Development Assistant
TOO	Technical Operations Officer
VRP	Village Resource Person
VWC	Village Water Committee
WP	Work Plan
WSSC	Water & Sanitation Committee
WID	Women in Development



## APPENDIX 10. TERMS OF REFERENCE

### Terms of Reference Review Mission Review Rural Domestic Water Supply and Sanitation Programme II

#### 4. Purpose of the mission

##### Performance

The goal of the mission is to review and assess the performance and approaches, taking into account the environmental issues, institutional development, community participation, gender issues and overall integration of project activities to the overall development of the communities and ensuring sustainability of project outputs.

- \* Review the progress on the physical implementation of the water and sanitation facilities.
- \* Assess the prospects of the programme for achieving the implementation targets (in phase II).
- \* Recent changes in Zonification resulted in programme areas with unfavourable physical conditions leading to changes in technology, high costs both for construction and operation and maintenance. Assess the strategy and approach of the programme in this respect.
- \* Based on the above, make recommendations on the period of implementation of phase II (taking into account the original starting date of 1 August and the actual starting date of physical implementation).

##### Environmental

- \* Assess the environmental issues relevant for rural water supply and sanitation, and their incorporation in planning and implementation. Issues to be looked at are: environmental sanitation and water quality (pollution assessment and abatement).
- \* Assess the project's approach to sustainable water use (assessment, planning and management), both with respect to quality and quantity of ground-and surface water resources.

##### Institutional Development

The main objective is to complete programme decentralisation at the end of phase II.

- \* Review the progress in the decentralisation process in handing over responsibilities to the District Focus institutions in accordance with the District Focus Strategy for Rural Development and the agreement as per RNE letter 8626, 29 November 1990.

- \* Assess whether the present approach will lead to the decentralised structure which should finally lead at the end of the phase II programme period to a fully decentralized operation. Make recommendations if changes in the present approach are needed. Prepare a time schedule for decentralising all relevant functions.
- \* Review the organisational structure and performance of the newly installed District Water Sanitation District Programmes versus the expected organisational strengthening of the district programme.
- \* Review the achievements in the reduction of staff employed directly for programme implementation and the achievements in replacement of staff by participating line ministries. Make recommendations on staffing employment and attachment procedures if needed.
- \* Review the achievements in coordination and the organisational aspect of the District Focus Institutions and other partners in the water supply and sanitation activities within each district (DWSDC).

#### Community Development

- \* Assess the practicality of the participation method(s) (flexibility towards local solutions).
- \* Review the achievements in the community management of the water and sanitation facilities after hand over.
  - did responsibility and ability increase
  - what follow up is given to local management (after handing over).
- \* Assess financing systems for O&M costs.
  - can communities afford the fees required
  - did they pay and build up contingencies
- \* Review the appreciation of the communities of the replacement of the SWN handpump by the Afridev pump.

#### Gender

- \* Review the involvement of women.
- \* Assess the benefits for women and children.
- \* Did the programme elaborate a gender specific policy/strategy.

#### Integrated approach

Drinking water supply closely relates to health, health education, sanitation and hygiene. There are direct links with economic activities like agricultural practices, livestock watering and irrigation, and there are indirect links with environmental aspects such as land use, land degradation and deforestation. In an integrated approach also environmental issues should be taken into account.

- \* Assess how these aspects are included in the present programme approach. Review the achievements in behavioural changes. Make recommendations to strengthen the integrated approach.

In the programme area different development activities related to water are carried out by various agencies, including Netherlands supported activities (Amref, PHC, CARE/SHEWAS and SIDP).

V60

- \* Assess possibilities for collaboration or integration with other activities.

## 5. Team composition

In view of the subjects to be evaluated the mission members will cover the fields of:

- Rural water supply and sanitation
- Health and health education
- Institutional development and programme organization
- Community participation and management
- Environmental aspects

Members of the mission are:

- Mr. W. Klaassen, Team Leader
- Mrs. M. Moynihan
- Mr. T.O. Oyieke
- Mr. G.O. Krhoda

- Mrs. J. M. Mutinda  
- Mr. W.O. Matigoro

## 6. Time schedule

The mission is scheduled for the period May 24 - June 17, 1994.

## 7. Reporting

The Review Mission has to prepare a Draft Report of their findings and present this Report to the Royal Netherlands Embassy within a period of 1 month after the presentation of this draft report the Review Mission will submit a Final Report, in which the comment of the Embassy has been included, to the East Africa Division of the Ministry of Foreign Affairs, The Netherlands.

## 8. Reference documents

- Formulation report
- Plan of Operations
- Planning report February 1992
- PAT Progress reports, I to VI (August 1991 - September 1993)
- Progress reports (BDA/RDWSSP)
- Monitoring data
- Programme documents

**Subject: TOR for Review Mission, Rural Domestic Water Supply and Sanitation Programme II**

**Date: 16/5/94**

We have looked at the TOR drafted for the above Mission and concluded that the issues raised on gender are not adequate. We therefore strongly recommend that the TOR be gender specific and that the gender issues be integrated at every level of purpose of the mission i.e Performance, Environmental, Institutional Development, Community Development and Integrated Approach.

The team should see that the following areas are satisfactorily covered during the evaluation:

1. Who is actively participating in the implementation of the programme i.e women or men?
2. Identify women's management role in the programme i.e How is maintenance done? What do women actually do?
3. Has women's existing informal role in management been identified and has the project built on this by having part of the formal management arise from the group of main users?
4. Do the women have practical access to
  - Project information/ user information
  - Relevant health education
  - Planning and implementation of hygiene education
  - Technical, administrative and managerial skills training
  - Maintenance and management positions for water, sanitation and hygiene improvement at all levels
5. Have the project staff at all levels been made aware and familiarised with general goals and methods of women's involvement? In which way was this done? Does the project recruit enough additional staff and research expertise on women's issues in water, sanitation and hygiene?
6. Can the following positive impacts on women be assessed:
  - Reduction of women's workload
  - Increase of their time, energy and opportunities for childcare, education, income generation etc.
  - Better personal health and family health
  - Enhanced status due to share in decision making

7. Can the following negative effects on women be assessed:

- Increased workload
- No access to income or products resulting from productive use of water and waste, or from time and energy saving.
- Reduction of traditional authority in water supply, health care and community development.
- Exclusion of lowest- income groups, such as female heads of households, from services.
- Greatest benefits of services to higher- income groups

We suggest that the main points and checklist on 'Women, Water and Sanitation' document be used by the mission in order to identify other issues not already identified. Further the two reports on second and third WID Missions be used as references in order to follow up the issues that came out of the first two evaluation reports.

### **Performance**

- \* Review the general performance of the Programme (District Programmes) taking into consideration the roles of the active participants in its implementation (LBDA, PAT, GoK, RNE).
- \* Review the implementation approaches used by the Programme to assess their effectiveness in achieving Programme objectives.

### **Environmental**

- \* Assess the impact of the Programme's implementation on the environment and recommend a plan of action (approach) for the incorporation of environmental conservation in the planning and implementation of the Programme.

### **Institutional Development**

- \* Review the present organisational and management structure of the Programme and assess the extent of the achievement of decentralisation. Give guidelines for the envisaged Programme structure after the decentralisation process is complete, with specific tasks of the involved institutions and their relationships vis-a-vis the District Programmes.
- \* Assess the functional efficiency of such a structure, to include management, staffing, logistics and implementation.

### **Community Development**

- \* Review the present approach of mobilising raw communities to establish new community institutions through the PRA process and assess the effectiveness of this approach for sustainability against that of using existing community institutions, such as schools, health centres, as entry points for the provision of water supply and sanitation facilities.

### **Reporting**

- \* The Evaluation Mission should present the draft report to the Kenya Government and the Netherlands Government, who should comment on the report before its finalisation.



## **APPENDIX 11. TERMS OF REFERENCE PAT**

The consultant will consist of the Programme Adviser who will also provide the necessary technical advice, and will be based in Kisumu.

To facilitate his work, he may appoint staff who will be under contract to his Firm.

The role of the Consultant and his staff is the following:

- To provide general advice to the Programme Coordinator and the District Programme Officers on Programme implementation and sustainability.
- To provide advise on institutional adjustments to existing Programme organisation as recommended by the Formulation Team, in order to ensure a smooth transition from the Interim to the Second Phase of the Programme. Phase II will reflect District-based planning, implementation and operation and maintenance arrangements.
- To advise on and assist with the further improvement and the implementation of the continued monitoring, evaluation and reporting on all Programme activities and O&M by the beneficiaries.
- Advise on the preparation and control of Programme budgets and the general auditing of Programme finances.
- To advise on and assist with the improvement of the capacity of the Programme's Central Unit and the DPUs to provide services in support of Community Development and Operation and Maintenance.
- To advise on and assist with the further improvement of the organisation, staffing and functioning of the five existing DPUs and their links with the District Administration.
- General advice on and guidance in Community Development Activities, including the support, training and further involvement of the existing community development, health and water development staff at District Level.
- To advise on and assist with the establishment and implementation of effective procedures for the transfer of ownership and O&M activities leading to an overall responsibility for the water supply and sanitation facilities by the beneficiaries.
- Preparation of quarterly progress reports on the consultants activities.
- To monitor and evaluate the programme expenditures versus the programme budgets as contained in the approved work plans, and to arrange for the necessary budget disbursements, by certifying the accounts before receiving new budget disbursements.
- To advise the Netherlands Government on programme development and implementation matters.

APPENDIX 12. LETTER LBDC TO RDWSSP CONCERNING PLANNING REPORT

LAKE BASIN DEVELOPMENT AUTHORITY

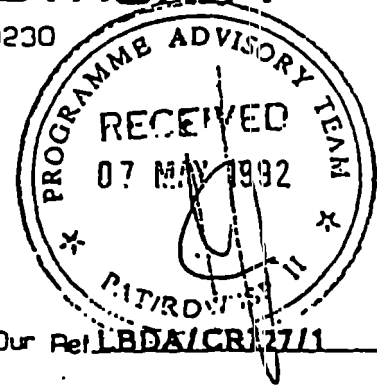
P O Box 1516

KISUMU

Telephone 40230

INTERNAL MEMORANDUM

DATE 7th May 1992  
TO PC- RDWSSP  
FROM Managing Director  
SUBJECT IMPLEMENTATION OF PHASE II



Your Ref \_\_\_\_\_

I wish to acknowledge the receipt of your planning report and hope that the Implementation of Phase II will run as scheduled and smoothly. You should be aware that this report acts as a guide towards a dynamic process of the programme.

I therefore, wish to request that there be monthly meetings to review progress made and give the programme a general direction in the future.

Thanks.

DR. J.B. OKEYO-OWUOR

cc: Ministry of Regional Development  
BKH Consultants ✓  
RNE.



107

