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**FOLLOW-UP ON POA IMPLEMENTATION**

ZHCO: 30 SEPTEMBER, 1996

# IMPLEMENTATION OF THE HESAWA PHASE III PLAN OF ACTION

## REPORT

### INTRODUCTION

The report covers the first half of the HESAWA Programme Phase III Plan of Action as at the end of the second year of implementation June 1996. It is an overview of the implementation of the POA and also it addresses the issues raised during the 1995 Annual Review. We envisage that the Mid-Term Evaluation Report will further detail and elaborate some of the information contained in this report.

### ORGANIZATION, MANAGEMENT AND CONSULTANCY SERVICES

The POA stipulates that the overall HESAWA organization set up is to support villagers' own efforts to improve health, environmental sanitation and water supply. The Zonal Office which is a temporary structure under the Ministry of Community Development Women Affairs and Children (MCDWC) was entrusted with the responsibility of the overall implementation of the Programme, providing technical and professional advisory services, overall guidance, coordination and monitoring of Programme activities.

The prime objective of this structure is to ultimately merge HESAWA Programme activities with the regular government structure and the private sector in a more efficient and effective manner. This implies that the implementation of HESAWA type activities can be carried out in the villages without external support. The means to achieve this is through strengthened village promotion, decentralization and gradual involvement of the private sector. In this phase the role of the Zonal office in the implementation of activities is to be reduced as well as the Offices' share of Programme manpower resources.

During the last two years the Zonal office has drastically reduced its implementation roles in the following areas: -

- carrying out facilitation of HRD activities,
- procurement of Programme materials,
- administration of funds for running and maintenance of Programme vehicles,
- accountability for preparation of financial and material utilization reports.

The district authorities have taken over these roles which were formally carried out by the Zonal Office/consultants. All budgeted funds are now released by the Zonal office to the districts on quarterly basis as per their quarterly action plans. The district councils through the District Action Team meetings have the mandate of reallocating funds between Departments for approved HESAWA activities especially during the 3rd and 4th quarter to ensure full utilization of their approved budgets as well as to avoid over expenditures.

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The Programme Management is very keen on ensuring that districts pay their contributions on time. No Programme funds or materials were released before assurance that districts have contributed the required amount. Often districts have contributed late. In the previous years, district implementers have complained that the first quarter is the driest season and thus ideal for latrine construction and carrying out hydrological surveys as compared to other quarters. For 1996/97 financial year the condition of prior contribution by districts before the release of funds was lifted for the first quarter but it is to be strictly followed in the subsequent quarters.

During 1996 deliberate efforts were made to shift some BCS advisors from the Zonal and Regional levels to districts with effect from 1996/97 financial year in view of enhancing the decentralization process. At the same time, the Local Consultant's personnel has been decreasing from 128 in July 1994 down to 99 with effect from July 1996 and is expected to drop further to 83 in January 1997. This trend will continue for both International and Local consultants to year 2002 when the Programme comes to an end (refer to Appendix 1). The outcome of this move is a gradual reduction of staff and resources such as funds for salaries and allowances and vehicles from the Zonal Office to the districts.

### **Phasing in of Villages**

With year 2002 in focus we have developed criteria for phasing-in villages. The major concerns during this period are the contracts/ agreements signed between the district councils and village governments which stipulate the responsibilities of each party and the time frames of the respective agreements. It should be kept in mind that the HESAWA concept as such has no end as it is a concept aimed at sustained development. The Programme is ought to promote this concept throughout the Project period. The core of the HESAWA concept which is self reliance and sustainability will be given more special attention from this year as the villagers have to depend more on their own resources as we progress towards the end of the project. Cost sharing which concurs with the HESAWA concept has to be promoted such that those villages which will be phased in by the Programme in year 2001 will be prepared to meet 100% of the cost of the installations. The trend of increased cost sharing by villagers has to be reflected in respective future agreements between the district councils and village governments.

In accordance with the new government set up the District Commissioners (DCs) are now more involved in the management and administration of development activities than it used to be previously. In this regard it was agreed during the Regional and District Commissioners meeting of July 1996 that the DCs will chair the District Action Team (DAT) Meetings. It is therefore expected by the Programme that through the use of Participatory Rural Appraisal (PRA) methodology and the involvement of the RCs and DCs in the mobilization of villagers there will be an increased awareness by villagers on their increasing roles and responsibilities for their own development as we move towards year 2002.

## **Phasing out of Districts**

The Programme Management has been required by the 1995 Annual Review to come up with criteria on how to phase out some districts. We have given a proposal as per Appendix A. However, given the present trend of events it can be very difficult to put this proposal into practice unless it is decided unanimously by the Annual Review. The main reason is that for the good performing districts there are still many villages which have been in the waiting list for a long time, and for the poor performing districts like Ngara there has always been an urge to support them given the fact that it is not the wish of the beneficiaries not to be more involved in the Programme implementation but factors beyond their reach.

## **Production Bonus**

The Programme Management formulated a Production Bonus System as proposed in the POA for HESAWA Phase III. Although the Bonus system appeared to have stimulated physical production, the 1995 Annual review was of the opinion that it was more construction oriented than the other aspects of the Programme. The Programme Management was therefore required to revise it to incorporate both the promotion activities and sanitation and hygiene improvement activities. The Programme Management was also to evaluate the system and present the report to 1996 Annual Review.

The bonus system was revised by the Programme Management after reviewing the list and the amounts paid to the beneficiaries during 1994/95. The results and recommendations were submitted to the Management Committee Meeting held in March 27, 1996. The recommendations with minor changes were later agreed upon by both Sida and the MCDWC. The Districts were informed by the Programme Management that the distribution of the bonus was not satisfactory and in future the bonus distribution should be fair by adopting the newly recommended formula which among other things included Promotion Team members and increased the rate of the bonus to Health personnel.

The Evaluation of the production bonus has been carried out as required and the Report is hereby attached (Appendix 2). The report has highlighted the following as the main advantages of the introduction of the Bonus system: -

- (1) There was a general output increase of most Bonus bearing facilities in almost all districts.
- (2) There has been a significant increase in good workmanship and quality of most completed facilities.
- (3) Due to budgetary constraints in government departments the Bonus system has at times replaced the field allowances enabling staff to work in the field without any allowances.

The Evaluation report, has however, pointed out the following weaknesses in the distribution of the Bonus share: -

- (1) Late verification of completed facilities by regional verification authorities as opposed to the original objective of quarterly verification.
- (2) Most districts did not establish clear categorization of actors and clear distribution of their bonus share.
- (3) Some categories such as supervisory personnel at ward and village levels were not considered for the bonus especially during 1994/95.
- (4) Promotion personnel were poorly paid.
- (5) No district has any clearly defined criteria on the distribution of the bonus known to all beneficiaries.

The Report has proposed the following measures to be taken in order to improve the prevailing situation: -

- (1) Verification of completed facilities should be carried out on quarterly basis and payments of the bonus to be effected before the end of the following quarter.
- (2) Categorization of implementors into specific groups with more related activities.
- (3) Distribution of the Bonus to benefit more the low level actors. Hence, eliminate Senior government officers from the list of the beneficiaries.

On the Sustenance of the Bonus system the Evaluation report proposes the following: -

- (1) The Bonus System should be retained up to June 1998.
- (2) The government is to continue with the process of reviewing and raising the general work morale of its employees through better salary packages.
- (3) Government should pay field allowances on the basis of actual field days worked.
- (4) With improved economic base the Communities should shoulder the responsibility of monetary remuneration to village-based actors such as VHW and Village Animators.

## **PROGRAMME ACHIEVEMENTS AND CHALLENGES**

### **Sustainability**

A Programme circular letter, which listed the spare parts for hand pumps and their current prices, was distributed to all villages in order to ensure that the villagers are aware of the O&M costs. To date, we have received information on the requirement of the spare parts for SWN 80 and NIRA pumps from most of the districts. In accordance with the analysis being carried out at the Zonal Office, it is evident that the funds for O&M contributed by most villagers where SWN 80 pumps have been installed is not enough to buy the required spares. In this case the users/consumers of these installations are being reminded of their obligation to ensure that the facilities are operational by making further contributions enough to purchase spares. The case is different for NIRA pump spares. They are relatively fewer and are affordable by the villagers, i.e., there is an adequate amount in the respective village a/cs to buy the spares required.

The supply of spares at the moment is satisfactory. The Agent in Mwanza M/S WASACO has ample spares for SWN 80 pumps. NIRA spares can be made available within a short notice according to the understanding between the Agent and TANIRA the manufacturer.

### **Sustainability and Cost Sharing**

Although the Programme Management was envisaged to develop and introduce the new policy on cost sharing during this phase, this is yet to be accomplished. Admittedly, it is difficult to come up with a formula which will be fair to all would be consumer groups given the fact that some are economically worse off than others. The Promotion Strategy Consultancy which was given this task did not address it adequately. Suffice it to say, where cost sharing has been introduced, e.g., the 10% contribution of the initial cost for gravity schemes and 55% for Household Rainwater Harvesting Tanks the response has been poor. We are, however, optimistic that with time and commitment to promote and mobilize the villagers by politicians and government officials the attitude of the people towards increased self reliance will change.

### **Physical Achievements**

Assuming that performance during the four years of Phase III is constant on the basis that the working area is the same and facilities for implementation, e.g., human and financial resources are equally distributed over the four years, we are supposed to have attained 50% of the proposed interventions by June 1996. The following Table gives an analysis of achievement for selected activities:

No.	PARAMETER	ACHIEVEMENT 1994 - 1996	50% of TARGET 1994 - 1998	PERCENT %
1.	New wells	704	732	96
2.	Reh. wells	77	84	92
3.	P.Sch. # of DPs	79	12	658
4.	Improved TWS	275	356	77
5.	IRWHT	52	114	46
6.	HHRWHT	30	176	17
7.	Water Jars	245	1550	16
8.	Inst. Latrines	276	276	100
9.	HH Latrines	4915	6381	77
10.	Training VHW	266	375	71

Other than the running of offices and operation and maintenance of the Programme vehicles, most of the activities which have not been listed are concerning Human Resource Development (HRD) and Promotion which will be addressed later on. Generally, HRD and Promotion activities are carried out as per the approved budgets.

The analysis shows that the performance of the districts with regard to the construction of wells is very close to the set target. However, we expect that as we progress, the target for wells will be excelled but the number of wells to be rehabilitated will continue to drop as non HESAWA wells which are being replaced are dwindling.

The percentage of achievement for Domestic Points of Piped Schemes constructed is to some extent misleading due to the fact that it was presumed during the preparation of the Phase that villagers won't be able to contribute the 10% of the initial cost and thus no piped schemes were proposed. Only 24 DPs were expected to be completed during the phase as backlog. Contrary to the earlier expectations, we have approved one gravity scheme in 1996/97 budget after the villagers had paid the required 10% contribution.

For Improved Traditional Water Sources (ITWS) the 77% achievement may reflect the fact that the proposed traditional water sources for improvement may have proved to be not permanent as the conditions for improvement detect. However, there may be other reasons.

The analysis shows that Rainwater Harvesting technology has featured very badly during the two years of implementation. For House hold rain water harvesting tanks (HHRWHT) the 55% contribution may have had an adverse impact but we have proposed that the size of the tanks can be reduced from the present 10 cubic meter capacity tanks to one or two or three cubic meter tanks which will be more affordable to individual households. All in all we need to put more effort in developing this technology.

For the first time the performance of the construction of both Institutional and household latrines is encouraging. This might be the result of long run promotion. Despite this good general trend there are some districts whose performance is still very low as shown in the detailed Annual reports for the two years. The respective districts have been issued with letters requiring them to explain on the reasons for poor performance and what steps are being taken to improve the situation.

## **Human Resource Development**

As stated in the POA Human Resources Development (HRD) which is considered as the backbone of the Programme is the sum of all activities related to community awareness (promotion), information and training. It aims at creating and consolidating enabling, self-reliant and sustainable environment.

During the last two years, the Programme management has decentralized most of its implementation activities to the districts. To enable the districts to carry out their new roles and responsibilities the Programme concentrated on capacity building at the district level in the areas of project management, financial and stores management as well as procurement. As such, DHCs, District Treasurers, Supplies Officers, Storekeepers and district accountants responsible for Programme funds were all exposed to further training both within and outside the country. Together with the posting of the Advisors to districts it is envisaged that the districts will be capable of managing the programme well if only the government personnel responsible for the HESAWA Programme implementation are capable and committed.

Another area of HRD concentration was improvement of district promotion capacities. The HESAWA Promotion Strategy singled out Participatory Rural Appraisal (PRA) methodology as the tool to be used in promoting and mobilizing villagers. This was a new approach. The Promotion Strategy was initially translated to Kiswahili and a Promotion Strategy User guide was later developed for easy adoption of the new approach by field workers especially those at community-based level. The District Promotion Teams have been trained and promotion capacities have been created at community level by introducing community-based promotion cadres from within the communities themselves.

Regional and District Authorities and implementors attended courses on "From Vision to Reality and Situational Leadership" and Logical Framework Approach. The two courses were aimed at exposing the leaders and implementors to different modern management skills and leadership styles, impart analytical skills and approaches in development programme planning, monitoring and evaluation and also make them realize the importance of community management and sustainability of programme facilities.

At the ward and village level, HRD activities were designed to build capability and capacity for leaders and actors in basic management issues and impart specific skills to village implementors in various technologies. The beneficiaries for such activities included, VHWs, water point caretakers, well pump mechanics, village artisans, HESAWA Water Committees, Ward development committee members, Village Animators and village-based government staff in MAJI, AFYA and MAENDELEO.



We have already started to systematize and streamline the HRD activities as per the POA as follows:

- The training target categories at the village level have been identified.
- The Workshop for village government leaders, influential people and religious leaders has been discontinued because the same will be diffused in the other village workshops.
- Village Planning Workshop for village finance and planning committee members has also been discontinued and replaced by PRA activities.
- No more theoretical training of village artisans, instead they will be trained practically through apprenticeship by being involved directly in construction works under the supervision of MAENDELEO and MAJI technicians.
- The two courses for S/W caretakers and pump mechanics have been merged into one course of well pump mechanics who will be trained in skills for village level operated and maintained ( VLOM) pumps.
- In order to enhance mobilization/promotion at the village level, ward and village executive officers will be included/considered as community promotion agents together with the village animators and PRA teams. All of them will be trained to enable them to raise the awareness of the villagers as regards the HESAWA concepts, strengthen their capacity of self help development and enable the villagers to sustain the acquired facilities.

## **Promotion**

As reported during the 1995 Annual Review, the Promotion Strategy was completed though late and it was later on translated into Kiswahili. The Promotion Strategy User Guide has been developed and distributed for use by the District promotion Team (DPT) members. The PRA User Guide, however, has recently been revised to cater for the merging of PRA with the results of the School Health activities. The revised version is in its final stage of production.

In order to make the DPT members more effective, the teams have been restructured to have two members from MAENDELEO, two from AFYA and one member from ELIMU. Formerly, members came from four departments including MAJI and the total number was ten. To enhance promotion activities at the district level one of the two small vehicles has been allocated to Promotion Team.

Promotion impact indicators have been developed as recommended by the 1995 Annual Review. Comments were made on the draft and have been incorporated. In case there are no further comments and this Annual Review gives approval, the indicators will be adopted as Programme Promotion indicators to be used by promotion agents to monitor and assess the impact of promotion activities.

## Other Developments on Promotion

- ▶ The HESAWA Concept and Gender Awareness course files have been revised and are now in the process of being printed. Both have incorporated the use of participatory methodologies to ensure a better understanding by participants of the concept and the gender balance. The HESAWA Concept course file has included (i) Sustainability strategies (ii) Village Phasing in/out criteria (iii) Installation costs for shallow wells.
- ▶ Radio Programmes were started in April 1996 through Radio Tanzania Dar es Salaam and Radio Free Afrika. An evaluation is being carried out to assess the impact of this method of communication in increasing the awareness of the people on the HESAWA concept.
- ▶ The Village Animators course file which is being developed, once finalized will be used to train the TOTs who will then train the Animators in their respective villages.
- ▶ Village leaders will be promoted to ensure that consumer registers are established so that each group of consumers' contributions is well recorded in the village books of account so that each installation will have its own O&M funds.
- ▶ For sustainability each group of consumers will have a team of trained pump mechanics on how to operate and repair their well.
- ▶ Cost sharing percentages for the remaining type of installations, i.e., other than for HHRWHT and piped schemes, will be worked out and introduced to the consumers through promotion.

## Gender Concerns

The Programme has continued with its endeavors to promote gender awareness/balance among all the actors and the villagers. The progress is as follows:

- At every workshop or seminar participants have been promoted on gender awareness. Emphasis has been on shared responsibilities and reduction of women's workload with an expected result of improving women's health.
- The Gender course file was revised to elaborate on devices for testing gender awareness among community members.
- The Programme has formulated gender impact indicators to be used during monitoring and assessment.
- Women Economic groups emerged in all districts and some have been assisted by the programme. However, originally, there were no criteria for deciding which women economic group activities were to be supported by the programme. Some criterion to that effect has been developed by the Programme Management and agreed upon by Sida and MCDWC.

- Districts have been reporting on the women participation in the implementation of programme activities especially in workshops and seminars. Statistics still show that the participation of women is still low except in instances where Programme policy clearly articulates equal representation of men and women. Reasons for this may be low promotion and/or society values.

There is an overall problem in obtaining baseline data on different aspects of gender concerns, e.g.,

- negative cultural beliefs and practices,
- unbalanced gender roles
- denial of women's rights
- extent of women's harassments
- access and control of wealth etc.

One possible solution is to seek the active involvement of MAENDELEO staff in districts and wards to collect, compile, continuously update and analyze data on issues of gender concerns. **This in turn calls for their training in these aspects.** This should constitute one of our next HRD endeavors.

There is a problem of effecting gender objectives whose intervention has to come from outside HESAWA Programme Management, e.g., issues which touch on women's access to education, employment, leadership or on legal systems. Higher circles in the government and donor community are to be responsible.

### **Drilling Operations**

The Programme has taken all the necessary precautions to ensure that where high tech drilling is to be carried out, the villagers are well promoted and mobilized by approving funds to run basic promotion workshops in all such villages. We are also monitoring this activity.

Currently, only the B-34 rig is being financed by the Programme. The Pilcon rigs have been handed over to the Regional Water Engineers in Mara, Mwanza and Kagera as reported to Management Committee Meeting of June 1996 .

M/S Drilling Spares and Services has again been awarded the contract to drill 50 successful boreholes in Mwanza after winning the tender. Drilling started in Geita in August 1996. According to the survey, 13 boreholes are to be drilled in Geita, 12 in Sengerema and 35 in Kwimba. The progress is good so far despite a difficult beginning.

## **CONCLUSIONS AND RECOMMENDATIONS**

The HESAWA Programme is very dynamic. All actors and beneficiaries have to be receptive to the continuous changes. Otherwise, the main objective of the Programme will not be achieved in the long run. The future trend is reduced donor/consultancy support but increased responsibility and accountability by districts and villagers. The Programme will continue to give full support to issues related to sustainability especially at the consumer level.

Efforts to privatize some of the physical activities currently being done by public sector such as construction of institutional latrines, casting of rings for shallow wells, maintenance of facilities, etc., will be encouraged by the Programme Management. The decentralization process will be continued and enhanced. However, we would like to caution the districts to abide to the financial regulations in all transactions. Otherwise, the Programme Management may have to stop releasing funds for subsequent quarters.

The involvement of government authorities and politicians in the propagation of the cost sharing concept is of vital importance at this juncture. The means to get their cooperation and ascertaining that the message they give to the people is the same is through organized workshops on the subject matter. Such workshops should be done on regional basis.

The pace of implementation especially for shallow wells construction is very good in some districts. This is to be encouraged as long as there are matching funds for O&M. We would like to reiterate that no pump will be installed until the initial contribution for O&M is fully covered by the consumer groups. Districts are urged to improve their performance in all the sectors specifically in the construction of both household and institutional latrines.

Finally, we aspire to have gender balance in all activities. The awareness and reporting on women and men involvement in HESAWA activities is still inadequate. More active oriented measures have to be taken such as training of district MAENDELEO personnel on how to document and report on gender related activities as well as to promote the Community Development Policy which has put a lot of emphasis on gender balance.