



## BUBI RURAL DISTRICT COUNCIL

### INTEGRATED WATER SUPPLY AND SANITATION PROJECT

### EVALUATION REPORT

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## **ABBREVIATIONS**

BRDC	-	Bubi Rural District Council
CBM	-	Community Based Management
DWSSC	-	District Water Supply and Sanitation Sub-committee
IRWSSP	-	Integrated Rural Water Supply and Sanitation program
MLGNH	-	Ministry of Local Government and National Housing
NAC	-	National Action Committee
.NCU	-	National Coordination Unit
PWSSC	-	Provincial Water Supply and Sanitation Sub-committee
VPM	-	Village Pump Mechanic
VIP	-	Ventilated Improved Pit Latrine
VBCI	-	Village Based Consultative Inventory
WPMC	-	Water Point Management Committee

## **ACKNOWLEDGEMENT**

The review team would like to thank all the people whom we met in the course of this evaluation and special mention are the workshop participants, the Chief Executive officer of the Bubi RDC, the council chairman, members of the DWSSC and community members.

## **1. EXECUTIVE SUMMARY**

Bubi Rural District Council (BRDC) has been implementing a water and sanitation project with financial assistance from the Irish Government. An agreement for a two year project support was signed in 1996 and implementation started in 1997. Despite constraints this is a successful project, which has a lot of potential for meeting for its goals.

### **Results**

Borehole drilling generally proceeded well with 26 out of a target of 30 drilled. The major problem was that of contract who raised their rates midway through project implementation making it difficult for the RDC to fulfill its planned targets.

The borehole rehabilitation component achieved most of its targets (75%) but this component was not linked to the Community Based Management activity and as a result the opportunity for on-the-job training to maximise technical training was lost.

The sanitation component achieved very little progress (23%) largely due to the absence of a clear sanitation strategy which failed to match the enthusiasm of the community. There was also a problem of over mobilization and Council failed to fulfil its promises.

The introduction of Community Based Management systems is a relatively new concept to the district. This activity whilst it is the cornerstone for enhancing sustainability unfortunately started late in 1998 due to lack of resources and technical support from the National level. The activity recorded very little progress in terms of technical training.

Concerning the rehabilitation of the two piped water schemes and the construction of a new one, very little progress was recorded largely because of differences between the contractor (DWD) and Council. Funds continued to be tied to this activity despite the fact that it was very clear that funds could not be used within the two-year agreement period. The financial inflexibility also explains why Council could not virement these resources.

### **Financial Management**

The water and sanitation project in Bubi has demonstrated that with the right training, clear operational guidelines and commitment by the RDC to observe these guidelines, financial discipline can be achieved. The first audit report was very positive as no cases of financial mismanagement were identified. BRDC has also strictly adhered to budget lines. However, the review team noted that there was limited flexibility to move funds between activities even in cases where it was clear that funds could not be used. Given the staffing problems within Council the different reporting systems imposed on the RDC to meet the needs of both the NCU and Irish aid is a constraint to council.

### **Project Management**

The project has been well managed and that an effective forum represented by the DWSSC for discussing issues exist. The district needs to be commended for keeping activities on course despite the staffing problems and the ever increasing costs of operation.

The roles and responsibilities between the Province (PWSSC) and NCU need to be clarified as the Province on what its support role should be and hence refer most issues to the National level which in most cases result in implementation delays.

Also there is evidence of poor communication between the DWSSC and the Extension staff. The two have never met since the project started and decisions made at district level (DWSSC) are in some cases not communicated to the extension staff and there is a danger of sending wrong signals to the community.

The procurement of project materials has been done in accordance with the Council's tender procedures however the drilling component was not put to open tender as work was allocated to DDF and DWD on the basis of agreed rates. The sanitation component is well privatised with the RDC providing transport of materials and communities hiring trained builders. There is room for privatising the cement delivery system. Council should look at putting in place resolutions that allow it to procure more cement on its tender.

### **Community Based Management**

Efforts made by the BRDC to implement CBM are very encouraging considering that the activity only started in October, 1998. There is evidence of active water point management committees within the Resettlement and Forestry areas. A detailed implementation plan is in place but progress on technical training is slow.

The rehabilitation component was not linked to the operation and maintenance programme and linking the two could have greatly maximised opportunities for on-the-job training. The RDC is heavily dependent on line Ministries to implement CBM and that it currently lacks the capacity as an institution to support community based initiatives.

### **Main Recommendations**

There are a number of recommendations made in the report, but below are the major ones.

- 1. The RDC fills up all vacant posts including the recruitment of the water and sanitation Project Manager who should be given full powers to deal with all issues related to the efficient implementation of the project.*
- 2. Irish aid put mechanisms in place to enhance quick decision making or they should give the RDC more flexibility in decision making as long as decision to be made are within the overall agreed framework and do not greatly compromise some project outputs.*
- 3. NCU decentralise some of its current responsibilities to the Province and retain its core business of policy formulation, strategic planning, resource mobilisation and donor coordination. NCU spells out exactly what issues can be resolved by the*

*Province and those which will need National level attention and concurrence.*

- 4. Frequent meetings be held between the DWSSC and its extension staff and key community leaders so that management issues are clarified.*
- 5. All work must be tendered for in the open market and that independent experts be engaged to value all contractual arrangements to ensure that the RDC is protected against malpractices.*
- 6. BRDC formulates a sanitation strategy which critically analyses the subsidy arrangements and also provides an effective implementation framework that recognizes and supports the collective effort of community groups. Such a strategy should also look at the mobilisation techniques*
- 7. BRDC train latrine builders on how to construct handwashing facilities and that this be treated as part of VIP during construction programme.*
- 8. Plastering of toilets through project assistance be discontinued in order to save cement*
- 9. BRDC make a concerted effort to ensure behaviour change through targeted information dissemination strategies. Schools to be considered as possible entry points.*
- 10. CBM be adopted by council and promoted widely in all areas of the district.*
- 11. The rehabilitation of water points by DDF be closely related to the creation of a viable community based operation and maintenance system driven by the communities and supported by properly trained and equipped village pump mechanics. Efforts should also be intensified to train women as Village pump mechanics. This requires a lot of education conscientisation and encouragement so that both men and women can appreciate the importance of involving women in technical aspects of the project.*
- 12. Community Management which leads to sustainability, presupposes that the responsible authority (RDC) has the necessary institutional, managerial and technical capacity to support community initiatives. It is recommended that through the project the RDC builds the capacity of the community as well as for this to be achieved.*
- 13. A meeting be urgently convened involving the BRDC, NCU and Irish Aid to rationalise the financial reporting requirements. BRDC should take the initiative to organise such a meeting.*
- 14. A mechanism for quick decision making should be put in place, after this meeting, which allows for some flexibility but retaining effective financial control.*



## **2.0 BACKGROUND**

### **2.1 Government water and sanitation sector policy**

The International Drinking Water Supply and Sanitation Decade (IDWSSD) was inaugurated by a resolution of the United Nations General Assembly (UN) on 10 November 1980. At the start of the Decade, the provision of adequate water and sanitary facilities was seen as the responsibility of central Government. The UN Conference urged the development of national programs and increased external financing of water and sanitation programs. In line with this international policy consideration, many countries intensified the implementation of water and sanitation programs to serve previously unserved populations.

However, the IDWSSD coincided with the implementation of economic reform programs in most developing countries and these reforms generally resulted in reduced budgetary allocations for development purposes including water and sanitation. The effect of the changing economic environment meant that the role of government had to change from that of a provider to that of a promoter and facilitator by creating the necessary enabling environment which puts in place the needed policies and regulatory systems. This new thinking was reflected in resolutions from a number of international conferences among these the Decade Review held at the Global Consultation in New Delhi in 1990, the statement of the 1992 Dublin Conference on water and environment and the Agenda 21 of the Earth Summit in 1992 at Rio de Janeiro. One of the major conclusions of the IDWSSD, also captured in the Dublin Principles was that water and sanitation should be managed at the lowest appropriate level if sustainability is to be achieved. These global policies have in some ways influenced the National Water and Sanitation program in Zimbabwe.

The IDWSSD coincided with Zimbabwe's independence. As a way of redressing the injustices of the colonial era, Government took rural development as a priority focal area because the infrastructure in rural areas was generally poor or non-existent. The provision of adequate water and sanitation facilities for communal people was, and is still, one of major challenges facing Government. This has been addressed through the implementation of a nation wide Integrated Rural Water Supply and Sanitation Program (IRWSSP).

#### **2.1.1 Objectives of the IRWSSP**

The objectives of the IRWSSP as set out by the National Action Committee (NAC) are:

- To provide adequate and safe drinking water for all
- To ensure that every household has at least a Blair VIP latrine
- To rehabilitate all existing water points to national standard including the provision of head works
- To promote Health and Hygiene Education and Community Participation so as to encourage safe use, care and maintenance of facilities provided

- To ensure sustainability through the development of a community managed operation and maintenance system
- To strengthen decentralized planning and co-ordination of rural water supply and sanitation projects

To achieve the above objectives, the NAC set out implementation principles regarding service levels. This was meant to ensure equity and to avoid unnecessary concentration of services in one area at the expense of others. Two development phases were designed for the program.

#### Phase 1 service level

- All people in the communal areas to have access to a protected water supply
- At least 50% of the households in communal areas should have a VIP latrine

#### Phase 2 service level

- The maximum walking distance to protected water supply to be 500m
- All households in communal areas with a VIP latrine

To attain the above service levels, the sector has standardized its technology options to

#### **Box 1: Water and Sanitation Service Levels**

A two-phase approach to reaching acceptable service levels has been established. Districts will need to pass through both phases before the overall goal of safe water and sanitation for all is achieved.

According to national policy, Service Level 1 is achieved in rural water supply coverage when:

- All people in the Communal Lands and Resettlement Areas are supplied with safe water from a protected Primary Water Supply (PWS).
- A viable Operation & Maintenance System has been established
- all Primary Water Supplies are in full working order and managed by the Community of users.
- Communities are aware, active and contributing to the sustenance of water and sanitation services.

Service Level 1 is reached in sanitation coverage when 50% of households have at least a Blair Latrine.

Service Level 2 is reached in a District when:

- everyone has access to safe drinking water supplies from a Primary Water Supply within 500 meters of home
- every household has at least a Blair Latrine

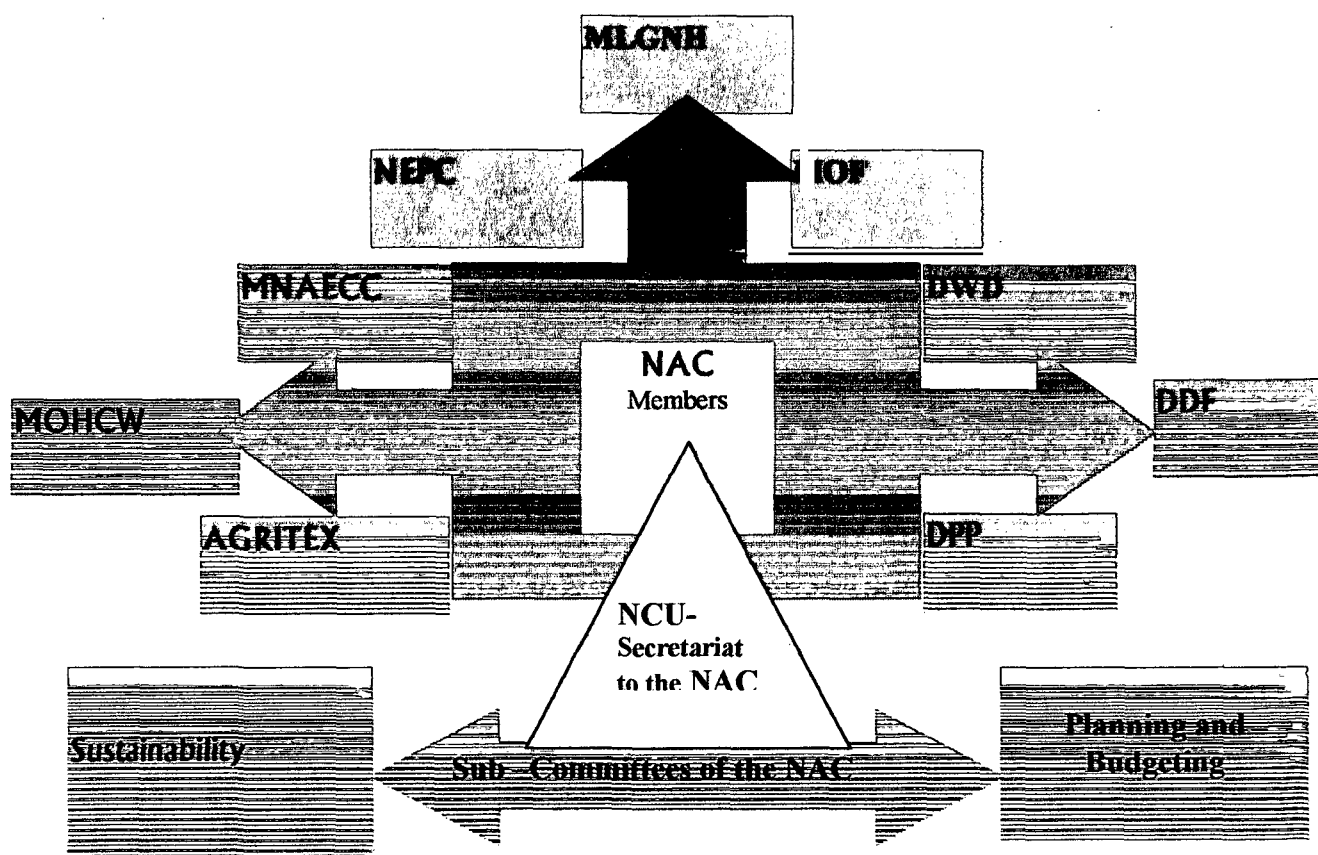
The program aimed at achieving phase 1 targets, with systems already in place to ensure sustainability.

Source: *Integrated Water and Sanitation Project Management Handbook, 1998*

boreholes and deep-wells equipped with a model B bush pump or shallow and family wells equipped with bucket pumps and spring protection. Piped water schemes are used where point source supplies are not possible. For sanitation, the technology of choice is the ventilated pit (VIP) latrine.

## 2.2 Features of the water supply and sanitation sector

The Integrated Rural Water Supply and Sanitation Program (IRWSSP) is a co-ordinated effort on behalf of the Government which followed from the National Water Master Plan (1985). Policy guidance to sector development is through the National Action Committee (NAC) which is composed of all key government agencies as indicated in the chart below.



### NAC STRUCTURE

MOHCW: Min of Health and Child Welfare      DPP: Dept of Physical Planning  
 DDF: District Development Fund      NEPC: National Economic Planning Commission  
 DWD: Department of Water Development      MOF: Ministry of Finance  
 MNAECC: Ministry of National Affairs Employment Creation and Cooperatives  
 Agritex: Agricultural Extension services  
 MLGNH: Ministry of Local Government and National Housing

**Source: Integrated Water and Sanitation Project Management Handbook, 1998**

The NAC is duplicated at Provincial and District levels through the Provincial (PWSSC) and District (DWSSC) water supply and sanitation subcommittees to ensure continued

technical support to the district. The day to day co-ordination on a national level is done by the program Secretariat, the National Co-ordination Unit (NCU) whilst project management at district level is now the responsibility of Rural District Councils (RDC) in line with Government's decentralization policy.

The RDCs established in 1994 have generally been marginalised in rural development. They were considerably strengthened with the implementation in 1994 of the RDC Act of 1988 and the water and sanitation sector has long held a vision for the full management and development of rural water and sanitation services by local authorities. In 1990, the NAC held a Decade Consultative meeting which produced 16 resolutions and central to them all was that "*The future responsibility and authority for rural water supply must increasingly be borne by local authorities*". This was followed up by the NAC Vision 2000 of 1992 as indicated in the box 2 below.

**Box 2: Vision 2000**

1. INSTITUTIONAL

Organised Communities: Aware, active and self organised communities, with strong participation of women, able to influence local authorities, playing a central role in planning and setting priorities, and managing some local services.

Effective Rural District Councils: Accountable RDCs responsible for:

- development of strategic rural development plans, including management of land
- ensuring the delivery of primary services, including water and sanitation
- supporting community initiatives, including community management of RWSS

Streamlined Central Government: Streamlined but crucial roles, including national planning and budgeting; financing; policy formulation and regulation; technical assistance and training; management of national resources (e.g. water) and trunk services (e.g. bulk water supplies); research and information exchange.

Private Sector: A widespread small and large scale private sector (both formal and informal), including community business, delivering goods and services in rural areas.

2. NGOs:

Active NGOs supporting community initiatives within RDC development plans and national policies.

3. FINANCING OF RWSS:

RDC capital investments financed by a mix of Central Government allocations (from revenues and coordinated donor funds) and local revenues, with the mix determined by type and level of service. Most recurrent costs for RWSS raised locally, with the community managing funds for basic services and RDCs other services. RDCs allocating special grants for operation and maintenance to disadvantaged communities to ensure equitable and sustainable basic services.

4. MANPOWER DEVELOPMENT

RDCs having trained and experienced management, and technical teams with access to competent advisory services of central government, and a qualified private sector capability at national and community levels. Community members, and especially women, having social, organizational and technical skills.

The principles enshrined in these and other NAC resolutions are clearly in the process of being implemented and are believed to be the foundation of the sustainability strategy for the water and sanitation sector. It is now NAC policy that all IRWSS projects are managed by RDCs and currently Zimbabwe has about 22 decentralized water and sanitation projects under implementation.

Unfortunately there has been little other evidence of decentralization and thus RDCs have

very few resources at their disposal. Government has embarked upon a capacity building program for the RDCs and this has provided useful inputs of transport and equipment with promises of training to come.

### **2.3 Background to the Project and Problems to be addressed**

A first project proposal was prepared in 1995 for Bubi District using the standard NAC approach and guidelines. Irish Aid was identified as a possible partner and a project appraisal was carried out in 1996, which culminated in the formulation of a two-year water and sanitation project.

Bubi is one of the 7 districts of Matebeleland North Province with a total land area of 5610,82km<sup>2</sup>. The district lies wholly in Natural Region four and receives less than 600mm of rainfall per annum. The district has a total of 18 wards of which 11 wards are communal and resettlement areas, 2 wards cover the forestry area and the remaining 5 wards are commercial farming areas. The total population for the District is estimated to be 51 000 people.

The district is characterized by poor access to safe water and adequate sanitation resulting in a high morbidity and mortality from water related diseases. Village based consultative inventory (VBCI) conducted by the DWSSC across 10 wards of Bubi ascertained 6% water and a 0% household sanitation coverage in the Mbembesi forestry area.

The project appraisal report of 1996 put the project into a logical framework structure and summarized this framework in a matrix as shown below.

The project purpose is to improve the health and living conditions of the target population in Bubi District. This will be achieved through the improvement of the quality of water consumed and the utilization of appropriate sanitation facilities. It is further intended that the project activities will increase the population's exposure to and acceptance of beneficial health and hygiene practices.

## Project Logical Frame Analysis

Narrative Summary (NS)	Verifiable Indicators (OVI)	Means of Verification (MOV)	Important Assumptions
Health status of the population of Bubi District improved	1.1 Noticeable decreases in the incidence of water borne and water washed diseases in Bubi district by 2005.	1.1 MOH statistics Impact monitoring study to be commissioned by Irish Aid	<b>(Goal to Super goal)</b> 1. No unprecedented deterioration of the health status of the population of Zimbabwe
<b>Purpose</b> : increase access to improved water and sanitation facilities	1.1 Service Level I (as defined in project document) is achieved in communal and resettlement areas of Bubi district by the end of 2001.	1.1 Project records at NCU, Rural District Council, and sectoral ministries	<b>(Purpose to Goal)</b> 1. No major deterioration in annual rainfall 2. No serious outbreaks of diseases unrelated to water supply
<p><b>Outputs:</b> Community managed improved water supply system</p> <p>Improved sanitation facilities at household and school level.</p> <p>District staff trained in</p>	<p>1.1 30 New boreholes drilled, supplied with headworks and in operation by 1998 87 boreholes rehabilitated equipped with headworks and fully operational by 1998</p> <p>2. Piped water schemes rehabilitated and 1 new scheme in operation. 12 builders and 8 well sinking teams trained.</p> <p>2.1 60 latrine builders trained. 1250 improved latrines constructed at household level and 69 squatting holes at school level.</p> <p>3.1 40 district staff trained in participatory methodologies and project management skills by 1998</p> <p>4.1 Communities in 9 wards trained by 1998.</p>	<p>1.1 Observation, site visits and project records/reports.</p> <p>2.1 As above</p> <p>3.1 As above</p>	<p><b>(Output to Purpose):</b></p> <p>1 Communities will practice hygiene techniques</p> <p>2 Continued GOZ commitment to community participation and capacity building.</p>

participatory hygiene education			
Communities trained in hygiene practices		4.1 As above	
Activities: Drill and rehabilitate boreholes as per village based consultative inventory  Selected villages trained in community based implementation maintenance	Budget	1.1 Financial reports and audits  Quarterly project reports Field and site visits Mid-term review (after two years)  1.2 As above	(Activity to Output)  1. Communities continued commitment
1. Community selection and training of latrine builders  2. Construct improved latrines with hand washing facilities at household and schools  3. Training District staff in participatory hygiene education methodologies  4. Implement participatory hygiene education program at community level.		2.1 As above  2.2 As above  3.2 As above  4.1 As above	

Source: Agreement between the RDC and Irish Aid, 1996

## **2.4 Beneficiaries and parties involved**

The main beneficiaries of the project are the community of Bubi District who are expected to receive improved water supply and sanitation services which will contribute to improved health. An additional beneficiary is the Bubi Rural District Council (BRDC) who, through the implementation of the project, will strengthen their capacity to deliver development to their constituencies. Additional parties involved are the Ministry of Local Government and National Housing (MLGNH) who, as the parent Ministry for local authorities is the implementing agency. The Irish Government provides funding. Several government ministries and departments provide technical support to the council (BRDC) in decision making and implementation of various components of the project.

## **2.5 Purpose of the Review and Terms of Reference**

As part of the project agreement, an evaluation was to be carried out at the end of the agreed two-year implementation period to determine the overall performance of the project and whether further assistance was justified.

The evaluation is intended to produce a document, which can be used to maximize the output of the program and enhance the prospects of sustainability and environmental awareness.

Specifically the terms of reference for the evaluation are:

- i. to assess the extent to which the project achieved the broad and specific objectives as outlined in the project proposal.
- ii. To review the project activities in terms of what worked and what failed and the reasons for the failure and successes.
- iii. To assess the quality and operational performance of the improved water supply and sanitation facilities improved during project period.
- iv. To assess the sustainability of behavioural change, if any in relation to good health and hygiene.
- v. To assess and analyze the management structure of the project at community and district level in undertaking project management.
- vi. Assess the role of the National Co-ordination Unit (NCU) to the project in terms of its capacity to support project, participation and communication/information flow.
- vii. Assess the efficiency and cost effectiveness of the project and make recommendations for improvement in these areas.
- viii. To assess the adherence of the project to Irish Aid policy Guidelines especially in terms of its impact in women, the environment, sustainability and poverty reduction.
- ix. Make recommendations on future Irish Aid support to the Bubi project.



## **2.6 Evaluation Methodology**

A one day evaluation workshop was held in Bubi at which the PWSSC, the DWSSC, the RDC executive, councilors, government extension workers responsible for water and sanitation activities, village health workers, chiefs and community members were invited. The full list of workshop participants is included in the Annex 2.

Participants were put into groups depending on their level of responsibility. Four groups were formed notably the Provincial Water and Sanitation Sub-Committee group, the DWSSC and the RDC, the Implementers group made up of all extension workers and the Beneficiaries group made up of councilors, Village Community Coordinators, Chief and other community people. In their respective groups participants identified successes of the program and what caused the successes, identified problems and what caused the problems, grouped the problems into those that they had solutions for, those that needed more information and those that they could do little about. Further participants discussed and proposed solutions to some of the problems that they thought they could solve.

Field visits were undertaken to the project areas and interviews carried out with beneficiaries. Interviews were also conducted separately with the RDC, the PWSSC, the DWSSC, the NCU and the Provincial Coordinator for water and sanitation projects in Matabeleland North Province.

Desk studies were done to collect information from literature.

### **3.0 PROJECT PERFORMANCE**

An assessment of the project performance against the outputs and indicators specified in the appraisal project document is given below. The assessment covers the two-year implementation period, from January 1997 to December 1998.

#### **3.1 Overall objective**

To improve the health status of the people in the communal, resettlement and forestry areas of Bubi District by providing safe, adequate water and sanitation facilities.

##### **3.1.1 Specific Objectives**

The specific objectives as outlined in the logical framework summary of the project abstract are:

To provide adequate, safe drinking water to residents in the identified priority areas to the NAC Phase 1 service level. This will be achieved by realizing the following outputs:

- \* 30 new boreholes drilled, supplied with headworks and operational
- \* 87 boreholes rehabilitated, equipped with headworks and operational
- \* 2 piped water schemes rehabilitated and operational
- \* 1 new piped water scheme constructed and operational
- \* 12 headworks builders and 8 well sinking teams trained.
- \* Community management system introduced and operational
- \* 160 latrine builders trained
- \* 1250 ventilated improved latrines constructed at households
- \* 69 squat holes constructed at school.
- \* Communities trained in improved hygiene practices
- \* 40 district staff trained in participatory methodologies and project management skills by 1998.

for sanitation. As will be discussed latter some of them did not eventually benefit from the project or had their pits collapsing. Consideration should be made to open Foreign Currency accounts or Trust Funds for the RDC in the face of a volatile economic environment. This point will be elaborated on latter.

### 3.2.2 Borehole Drilling

The drilling of new boreholes has mostly been concentrated in the forestry area, which had water coverage of 6% before the project. The distribution of the new boreholes has been made in such a way that the communities within the forestry area have access to a safe drinking water source. The 10 boreholes visited in this area were all working and had never broken down since completion in 1997/98, which points to the good installation done. However, most of the boreholes in both the resettlement area and forestry area while producing water had problems with the gate valves.

The target for borehole drilling was however reduced from 30 to 26 due to increased costs of drilling and materials. When the project started, the District had budgeted on a unit cost of \$40 000 but in 1998 costs went up to about \$70 000 per borehole depending on the area and this necessitated a reduction of targets in order to meet the increased costs. As will be discussed latter, under project management, the RDC did not get information on rates change until after some of the drilling had been done. This brings into question the reliability of information presented to the DWSSC.

The remaining three boreholes are largely the fault of the contractor, DDF which has been facing fuel shortages, and had to relocate the rigs to Gwanda District which was declared a disaster area by Government. At the time of our visit it was not clear when these will be completed and whether DDF will pay any penalties to the RDC for breach of contract. As will be discussed latter, the form of contract between the RDC and government agencies need to be firm.

### 3.2.3 Headworks Construction

The District only managed to complete 14 (53%) headworks on new boreholes and 46 (75%) on existing boreholes due to problems associated with poor training experienced initially and the shortage of materials. Again this calls into question the contractual arrangements that exist between the RDC and the supply agencies. On what basis are contracts awarded? Why should the RDC be given poor quality product and have to wait long before a well trained person is put in place. The tendering agencies should, from the onset, provide the right type of staff with the requisite training and experience. The District had to hire two qualified builders from Hwange District who had to rectify the poorly done structures and are currently doing on the job training. Half of the targeted number had been trained as of December, 1998. Also shortages of cement and transport slowed headworks construction. In the latter sections there will be a discussion on the role of the community with regards to headwork construction in view of the current emphasis on community based management.

### 3.2.4 Borehole Rehabilitation

Substantial progress was recorded on this item with a 75% achievement. The shortage of cement, transport and builders largely explain why there is a balance of 15. Also the target was scaled downwards from 87 to 61 due to the increasing cost of rehabilitation materials. In the resettlement areas a number of fences that had been installed are down due to the heavy pressure from livestock. As will be discussed latter the current designs for headworks need to be adjusted to suit the heavy livestock watering that is common in most parts of Bubi.

### 3.2.5 Piped water scheme rehabilitation

Only the materials for the two schemes were purchased but implementation awaited the training on community based management, which only started in October, 1998. The idea is for these schemes to be community managed, therefore training was a prerequisite so that implementation could be done together with the community. Also differences with DWD which was contracted by Council contributed to lack of progress. At the time of our visit we were informed that the differences were resolved and DWD is now participating in project activities.

### 3.2.6 New piped scheme

The intended area, Mkhonyeni has a problem in that no suitable site for a new borehole has been found. Efforts are now underway to find sources from outside the area and as a result the allocation has remained largely unutilised.

### 3.2.7 Training of well sinkers

Although this item was included in the project proposal as a possible activity, it was eventually dropped from the program as deep wells are generally not suitable in most areas of the District. The general feeling is that boreholes offer greater security during droughts, hence the bias towards boreholes. There was no evidence of wells being used in the area and therefore the evaluation team concluded that even the communities doubt the reliability of wells.

### 3.2.8 Procurement of VPM tools

The delay in implementing CBM explains why only 8 sets were procured. Also the separation of rehabilitation from the training of VPMs explains why few sets were procured. The cost has also gone up from Z\$16 000 to Z\$22 000 per set. At the time of the Evaluation, the Council Tender Board was in the process of awarding tenders for the purchase of the remaining 10 sets. The tool sets will only be distributed to the VPMs upon completion of the requisite training.

### 3.2.9 Training of VPM

Only 8 VPMs have to date been trained and the low achievement is attributed to the delays in implementing CBM which only started in October, 1998. This activity should have been linked to the rehabilitation of water points. The observation here is that by linking the rehabilitation of water points to the training of VPMs, an on-the-job training program would be instituted which would make it easier for participants to acquire the repair skills needed for future maintenance work. By separating these two activities, the trainee VPMs lost a very good opportunity.

### 3.2.10 Training of latrine builders

47 out of a revised target of 80 builders were trained. The sanitation component has generally recorded low progress because of the shortage of cement. The trained builder drop out rate was also given as a major problem, however of the builders interviewed, very few had built more than 5 toilets each in the last two years. In fact if a simple average was to be used, it would mean that 47 trained builders, making an average of just over 2 toilets each built 106 toilets. Discussions with the EHTs indicate that the drop out rate is less than 20% which means that there are at least 33 active latrine builders.

### 3.2.11 Construction of VIP toilets

The target was revised from 1250 to 450 toilets due to the increase in prices of cement which more than doubled in 1998 and this necessitated a scaling down of the target in order to remain with the budget. Even after this revision only 106 toilets were constructed. The rate of construction of toilets does not match the mobilization and the enthusiasm to construct toilets expressed by villagers.

Villagers were encouraged to mould their bricks in-groups but the organization and logistical support from Council appear to have been weak and as a result there are a number of unfinished toilets because of shortage of cement. The people are very motivated and had already dug pits but Council failed to deliver the necessary materials. Council over mobilized the people and eventually failed to honour their promises and as a result this has dampened the enthusiasm of the community.

### 3.2.12 Construction of multi-component latrines

Shortage of cement accounts for the low achievement rate and also in some cases community inputs were not available on time.

### 3.2.13 Health and hygiene education

Basic health and hygiene education was given and continues to be delivered by the EHTs and VCWs at village level. The people interviewed during the field visits had the basic hygiene education and the toilets were well maintained. However, although hand washing facilities were in some toilets, there was evidence that there are not being used -

which points to problems in sustaining some hygiene behavioural practices. Although hand-washing facilities were part of the project, these were left to the individual households who confessed that no training was given on how these should be constructed and the quality of those constructed was poor. The general complaint was that there were leaking due to poor construction.

The EHTs are active in disseminating health and hygiene education using some of the PHAST tools acquired through the province. In some of the resettlement area homes visited the problem of flies in the toilets seemed to be quite serious. This will be discussed later in relation to the quality of construction.

### 3.2.14 Community based management

This will ensure that the facilities are managed at the lowest possible level in order to ensure sustainability. This component, although being one of the core activities of the program was not in the initial approved budget until the beginning of 1998. Both the PWSSC and DWSSC required training in CBM but it took a year to get assistance from the National Action Committee (NAC). This meant most of the software components of the project were delayed. As will be discussed later the role of the NAC in the promotion of CBM was not clear prior to the CBM documentation process carried out by IWSD, DDF and UNICEF and therefore there was no immediate assumption of responsibility by NAC. DDF was spearheading the process and seemed then to have the resources and the skill to carry out the training.

The PWSSC and DWSSC were finally trained in March, 1998 but could not proceed with community training due to shortage of resources. Community training only started in October, 1998 and this explains why CBM structures at community level are still weak. It is too early to assess the effectiveness of CBM but the following steps were taken in implementing CBM:

- ❖ A CBM resource team has been established at district level.
- ❖ Field visits were made to Chivi and Gwanda to learn how the Districts were implementing CBM. The tours greatly assisted Bubi formulating its implementation plan for CBM.
- ❖ The district has developed an implementation plan which covers the necessary aspects of introducing CBM at community level.
- ❖ CBM awareness campaigns were held in wards 11, 2, 3, 4 and 18.
- ❖ Village and Ward water and Sanitation management committees were formed.
- ❖ Training was given to some wards on the establishment of water point maintenance funds.
- ❖ VPM to be teamed were selected in three wards.

## 4.0 SUCCESSES AND FAILURES

At the stakeholders workshop various groups expressed what they thought were successes and failures of the project (see Annex 2).

### 4.1 Successes

Beneficiaries generally saw the success of the project in terms of the number of facilities installed. From their perspective the successes of the project is measured from the presence of physical structures such as boreholes, washing slabs, cattle troughs, fencing and toilets. They see these successes stemming from the education they got, their participation and the tools and materials made available to them.

Communities did not see the management capacity to organize themselves and their role in owning the facilities as an immediate success. The heavy presence of the government extension staff in directing the pace of the project at the local level is said to have made it difficult for the communities to take over their role, and hence their non-appreciation of the management capacity imparted on them by the project. The education program for the communities should not only address issues of communities looking after the physical structures but their own institutional growth and how this institutional growth can be made a basis for the community's general development.

The extension staff, like the beneficiaries sees success of the project in terms of the presence of physical structures. They count their efforts in terms of how much they have managed to put on the ground. The building of community capacity, the changing roles between them and the user communities and the establishment of community based institutions are not seen as immediate successes. This should be expected given that the extension staff are assessed by their superiors on the basis of their ability to meet set physical targets and not on their impact in establishing viable community structures.

The management team, made up of the DWSSC and the RDC staff saw successes not in terms of the physical facilities, but in terms of their ability to plan, monitor and evaluate their activities. To them successes are reflected in their ability to conduct a base line survey, conduct a consultative inventory and the fact that they had a positive audit report. From this perspective the major successes of the project has been in generating enough confidence within the RDC and the DWSSC that they are able to carry out the project. The fact that they had a good audit report is something that they hope to use in future for other projects. They attribute these successes to the team spirit that exists within the DWSSC. This is reflected by the frequency of meetings of the sub-committee and the relations they have built with neighbouring districts such as Hwange, Nkayi and Tsholotsho.

The PWSSC see success from a number of angles. The fact that the project could be funded is to the sub-committee a success. Apart from the ability to meet targets, they see the fact that up to now, the RDC has managed to lead the project as a major success. They believe that these successes were a result of strong teamwork and adequate support

from the province. It will be argued later that the support from the province has, in some cases been doubtful due to unclear responsibilities between the national level and the province and this has greatly affected the smooth flow of information.

From an assessment of the processes and the established institutions there are a number of successes that the project has brought about:

(i) financial discipline: Despite the fact that a number of RDCs, including Bubi have been reprimanded by their parent Ministry, the Ministry of Local Government and National Housing for mismanagement, the water and sanitation project in Bubi has demonstrated that with the right training, clear operational guidelines and commitment by the RDC to observe these guidelines, financial discipline can be achieved.

The review team recognized the problems imposed by the strict adherence to budget lines and the limited flexibility that went with it but, endorses that this was a necessary step until such time as the RDC would have proved that they have the ability to monitor and control project expenditure. **It is recommended that in future they should be quick reviews of those activities that are not moving according to plan so that resources are not tied to them unnecessarily. A case in point is the piped water supply scheme at Mkhonyeni. Part of these funds could have been used to provide more water points or train and equip VPMs in order to improve the maintenance, while a small fraction would have remained to continue with the detailed investigation of potential sources of water for the piped scheme. A quick mechanism of making these decisions is what we are recommending be instituted.**

(ii) achievement of targets: Targets have been scaled down from the original plan to figures that could be contained within the budget line. The process in itself is a major success. However, the review team was informed that the Ministry of Health and Child Welfare contracted budget line on latrine constructed was not fully exhausted. We could not confirm this fact from the financial reports as these were different from the cash book entries. However, this reinforces the need for regular flow of information and adequate forward planning. The Ministry of Health and Child Welfare gets 100 pockets of cement at a time from the RDC despite the fact that more could have been requested. Given the huge mobilization effort and the massive response by the communities to build toilets the low figure cannot be explained purely on the basis of shortage of cement. Each toilet needs 6- 8 bags of cement including those needed to make the 500 bricks per toilet. In two years therefore the sanitation component received between 600 – 800 pockets of cement. **Given that there could still be money left under this budget item, then proper forward planning is required so that wherever possible bulk buying is made. It is recommended that household sanitation be accorded top priority among other RDC construction projects.**

The target for VPMs could not be achieved partly because of shortage of tools. The rationale behind carrying out a rehabilitation of water points was that they could be handed over to the community for maintenance. The VPMs and tools are an essential part of this process. In areas where the combined rehabilitation and training of VPMs took place there is a significant positive change in the borehole maintenance program. At Sakeleni homestead, in the resettlement area, the review team was told that the 17 households paid



\$5.00 joining fee (to access water and be a part of the village maintenance program) and pay \$1.00 every month towards a maintenance fund. Similar stories were told in the Forestry area. **It is recommended that the training and equipping of VPMs be made an essential part of the hand pump rehabilitation program.**

(iii) tendering for services: Services especially drilling were issued out on the basis of agreed rates. Given the limited capacity of the RDC, there is a tendency by the RDC to rely heavily on the support from agencies such as DDF and the DWD. This compromises the tendering process and tends to marginalise the private sector. The fact that the DWD changed their rates, after having informed the DWSSC of a lower rate raises questions on the contractual arrangements. The RDC needs to protect itself against such practices so that its plans are realized. The fact that DDF decided to leave an unfinished drilling contract in Bubi to go to Gwanda, with no penalties attached makes the RDC (as a client) vulnerable to the desires of the contractor. **It is recommended that all work be tendered for in an open market and that independent experts are engaged to value all contractual arrangements to ensure that the RDC is protected against mal-practices.** The argument that the agencies will not support the RDC if they don't get contracts does not hold. The local office of the DDF, for example, still has a function to ensure that the communities take over the maintenance of water points and they assist the RDC achieve this objective. This in itself is a mammoth task and should pre-occupy the agency for a long time to come. Its province based drilling wing together with its sister department, the DWD, should compete for work in both public and private sector domain in a transparent manner.

(iv) team work: At the district level, there is lot of cooperation between government agencies. This is a major success. The involvement of a number of extension workers in the project shows a high degree of appreciation of the project ideals. However, given the many people involved, consistent application of rules becomes difficult. The issue of T and S claims by extension workers seems to be unclear and a cause of concern to them. The major problem is the lack of information at that level. **It is recommended that frequent meetings be held between the DWSSC (as a unit) and its extension staff and key community leadership so that management issues are clarified.** The extension workers should be able to deliver the same intended messages to the community groups.

Apart from building team spirit among the direct actors of the project the project has also enhanced local skills. These skills have been obtained in the areas of latrine construction and headwork building among others. One latrine builder, interviewed said that despite having done brick laying at school he had never used this skill until he was asked to come and train as a latrine builder. Since that training he has built 6 toilets and also a number of houses. He said though he now gets a lot more work and money from building people's houses than he does with latrine construction. What is important though is that through the project he has managed to realize his would-have-been-otherwise dormant skill.

(v) environmental concerns. One of the major successes of the project is the environmental concern in that bricks for latrine construction are made with block cement

and not fired clay. The absence of clay has also made this option more justifiable. However, in order for the tree protection to be sustainable there is need to also revolutionize the house construction techniques. Currently most houses are made up of pole and dagga and this does not save the forestry. In addition, most fields and homesteads are fenced with poles and these need to be replaced more often. There may be need to introduce live fences instead where more durable fences are expensive. While the review team appreciates that these issues are slightly outside the area of concern of the water and sanitation project, the fact that the water and sanitation project has shown the way need to be taken advantage of. It should be noted that Agritex is a member of the sub-committee and may use its influence with the Natural Resources Board to ensure that such issues are taken on stream. The use of participatory planning techniques in the water and sanitation projects is quite advanced and with minor adjustments these same tools can be used to bring conservation awareness among the people. The current thinking of most community members is that the water and sanitation project is using reinforced cement bricks because there is no clay in the area to make burnt bricks and not because there is need to conserve forests. **It is recommended that the awareness creation and participatory tools be adapted to promote good conservation practices.**

#### 4.2 Failures

At the workshop participants discussed a number of problems and provided solutions to some of them. However, irrespective of the problems there are issues that the project should have resolved but failed to do so. Among the some of the failures of the project are:

(i) ~~the~~ absence of a clear strategy for sanitation delivery. The review team appreciates the problems caused by shortages of cement and other construction materials and the much-needed transport to ferry these materials to site. However, the team noted that there is no clear strategy for sanitation delivery under these circumstances. Some EHTs devised a system of organizing villages into groups for the brick moulding process. The villagers participated enthusiastically but once the first few hundred were made they proceeded to allocate cement to the few households. Those households, which received cement, could afford to dig pits and pay builders quickly. Once this was done no more cement was allocated and some of the group members could not proceed with the toilet construction. The idea of forming groups is not a bad one but it should be done in such a way that all group members benefit. The current practice tends to favour the rich (who can quickly mobilize funds for latrine builders) at the expense of the poor (who would have contributed labour for the brick moulding exercise). The idea of providing 100% coverage with latrines in the villages is also good as it is the most effective way of reducing disease transmission, but the project support mechanisms have been lacking. Given the anticipated cement shortages and the fact that the toilets are built of reinforced cement bricks with cement mortar, the review team questioned the justification of heavy inside and outside plastering of the toilets. **On looking around the homesteads, almost all the pole and dagga structures are well plastered with local mortar both inside and outside. The toilet could have easily been done the same and that way blend into the natural homestead surrounds. The extra cement saved would have been**

**provided to those households that had a shortage.**

Mobilization strategy which did not match ability to provide service. The communities complained of a number of pits that they were made to dig for which they did not receive cement. In some cases, they were not informed of why they were not getting the cement. It is important that even in times of difficulties the communities, as equal partners with the RDC and government agencies, are informed of these difficulties. **To achieve this the RDC should formulate a clear sanitation strategy for the district. Such a strategy should look at the mobilization techniques, the technology, the implementation framework and form and type of subsidy given.**

(ii) Poor water yield tests- some boreholes with very little water have washing slabs. The communities noted that there are a number of boreholes that produce very little water and yet they are provided with all the civil works including wash slabs and cattle troughs. The testing of boreholes is an essential and vital aspect of borehole maintenance program. In the event of a drought, communities together with their livestock will use only high yielding boreholes (as the low yielding ones will dry out first). Prior knowledge of which boreholes are high yielding will enable the RDC to divert scarce resources to the upkeep of those high yielding boreholes. This is in line with one of the principles of CBM. Apart from the drought situations putting up civil works on very low yielding boreholes is a waste of resources and deceives the communities. **It is recommended that the RDC insists and is provided with yield records.**

(iii) Poor adjustment of headwork designs to reflect real needs especially where there is heavy livestock presence. All designs must be made with local conditions in mind. Bubi, like most areas of Matabeleland Provinces, are heavy livestock areas especially cattle. The headwork designs have failed to take this into account. The cattle troughs are so close to the borehole fence and as result the fences are very often pulled down. The gate valves that are supposed to regulate water to the cattle trough and the outlet, fail to operate in many instances forcing communities to put their buckets in the cattle trough. This makes it difficult for one person to operate the pump and at the same time ensure that cattle do not drink from their containers. The concentration of cattle, goats and donkeys close to the water point makes the water point dirty and in the absence of proper and regular sanitary surveys can easily become a source of pollution. **It is recommended that the DWSSC review its headwork designs and considered the separation of cattle troughs from the water point.**

## 5.0 ASSESSMENT OF THE QUALITY AND OPERATIONAL PERFORMANCE OF THE IMPROVED WATSAN FACILITIES

All the boreholes visited during the field visit were producing water and there was confirmation from the beneficiaries that boreholes drilled in 1997 and 1998 had never broken down which points to the quality of installations done. A 50mm gate valve regulates borehole outlet so that some water can be diverted to the cattle trough. The gate valve was not working well in most cases especially those in the resettlement area forcing people to use the cattle trough outlet. While the use of a gate valve is the standard practice for most of the DDF water points in the area and the surrounding districts, the rationale of using this device is questionable. A simple threaded end cap (attached to the pipe) at the cattle trough end would provide an equally good service and is easy to be operated by the communities. **The DWSSC should explore this and other alternative methods of controlling water flow to the cattle trough.**

The fencing, in some areas was good while in others low strength pig netting was used. As indicated elsewhere the fences should be durable enough to withstand pressure from livestock while consideration is given to separating cattle trough from water points. During the rehabilitation exercise no proper effort was made to ensure that the communities have the skills to repair and maintain their headworks. The responsibilities for headworks should lie with the community of users so that they are able to adopt and adapt headwork designs to suit their needs.

At village 21 borehole the wash basins provided are too narrow and deep making it difficult for women to use. However, it should be noted that the DWSSC noted this shortfall in quality of headworks and approved the hiring of builders from Hwange district. The situation has since improved significantly. What is not clear though is whether or not the trainers have not overstayed their training to the extent that they have considered this to be some formal employment. This may have negative effects on the ability to groom local builders. **It is recommended that the headwork builder trainers have a defined program with clear ways of assessing and upgrading local builders so that a phase out program is developed.**

The WPMC for the forestry areas appears to be doing their work as evidenced by clear and well-maintained borehole surroundings. However, although most boreholes in the communal areas were working, there was evidence of total negligence due to ponding around water points, blockage of the soakaways and tall grass within the borehole fencing perimeter. In the resettlement areas, attempts are made to keep the water point clean. Water point committees are ensuring that the surrounds are kept clean.

The difference in the operational status between the forestry and communal areas could be explained by the following factors:

- ❖ The project has been concentrated in the forestry and the resettlement areas and the installations are still new and the communities there appear very keen as these are

new facilities in their areas.

- ❖ The WPMCs are active and some of them have already undergone preliminary training.
- ❖ For the communal area, some boreholes have been rehabilitated but the WPMC need to be resuscitated and also require training. As discussed elsewhere this is the main reason why the review team felt that the rehabilitation exercise and the water point committees training should be closely linked.
- ❖ The fact that CBM has not yet been introduced fully may be points to the dependency syndrome still rampant in communal areas where government has traditionally maintained the infrastructure. There is also a tendency by government personnel to focus on communal lands due to past relationships.

**It is recommended that the same approach is adopted for all areas and that CBM be adopted and promoted widely in all areas of the district.**

With sanitation, the project has mostly concentrated in the forestry and resettlement areas. The structures (toilets) are well constructed except for the hand washing facilities, which were not being used due to leakage. The project left this component to individual households and it was evident that proper training is needed on their construction. The toilets in areas visited were clean and the community understands the importance of having proper sanitary facilities at their homesteads. The quality of construction is high but as argued elsewhere, there is no real reason why toilets should be plastered both inside and outside with rich cement mix.

Few toilets visited in the resettlement area had fly problems. At one toilet the presence of flies was explained by the construction of a seat in the toilet which tended to be soiled from time to time. It was latter learnt that the seat was constructed to accommodate the needs of a disabled member of the family who has since passed away. At other sites the unusual presence of flies around the toilets was explained in most cases by the closeness of cattle kraals to homesteads resulting in flies being attracted to the top end of the vent pipe by the smell coming out of the toilet. The team investigated the presence and quality of fly screens in all cases and found these to be good.

The toilet surrounds were generally good and there is evidence of usage of the toilets. However, what was generally absent from most toilets was the presence of cleansing materials such as paper. The team could not get a good reason for this.

## 6.0 Health and Hygiene Issues

Health and hygiene education for good behaviour change is seen by most EHTs as the cornerstone of the water and sanitation program. Participatory Health and Hygiene education tools developed with support from the PHAST program and UNICEF have been adopted in the districts. The EHTs confirmed that they have been exposed to the participatory training methodology now common in most health education delivery systems. The review team did not have the opportunity to see these sessions nor did they see the tools but were reliably told that these do exist. The review team did have the opportunity of asking EHTs to narrate how they conduct these sessions and from the description given and judging from the review team's knowledge in the use of the same, the team was convinced that there is ample knowledge of participatory methods among the EHTs.

The major message being promoted is that of hand washing after use of toilet or before eating and that of washing to waste. Both behaviours could not be observed in practice, however from interviews and other observations the review team concluded that:

(i) the knowledge on washing to waste is commonly practiced at gatherings such as weddings and funerals. This is more so during times when there is plenty of water. One respondent informed the team that where water has to be ferried in drums on donkey drawn carts (that is in times of water shortages) then this practice is usually not adhered to. There was also another observation made that the most frequented place of gathering are at beer drinking parties, especially of the traditional brew. Here, there is very limited adherence to the idea of hand washing. In fact some respondents noted that some people, especially men, do not use the toilets after they are drunk but instead go behind the homestead to relieve themselves.

(ii) hand washing after the use of the toilet is not practiced often. The hand washing facilities installed on the toilets either do not work or are not used. It was evident that the message is not fully taken up by the communities. **The review team recommends a concerted effort to ensure behaviour change through targeted information dissemination strategies. Schools should also be considered as possible entry points.** The review team did not come across any evidence of public information materials designed at behaviour change. These tend to have been replaced by AIDS awareness materials.

(iii) there is knowledge on the value of using toilets. Toilets were being used but evidence of cleansing materials either inside or close to the toilet was lacking. Clear footpaths led to the toilets and there was evidence of excreta inside the toilet. It was not obvious to the review team whether the use of toilets was different by gender or age. Community members interviewed indicated that there were no problems in all family members using the same toilet. There seems therefore a significant shift from using the bush system to using toilets and this behaviour seems to cut across sexual and age barriers.

(iv) the general hygiene of homesteads is high. Going around the homesteads, in Bubi shows a high standard of cleanliness. However, the closeness of cattle kraals and goat pens to the homestead tends to increase flies around the homestead. This may be exaggerated by the wetness during the review period. Otherwise the review was impressed by the overall cleanliness of the homes.

(v) collection of water was in narrow opening plastic containers. Observation made at the water points indicated that water was collected in narrow opening plastic containers ranging in size from 20 to 25 litres. These usually had a cap on. In all cases observed these containers were washed inside before water was collected and then covered with a lid before being carried home either on the head or in a wheelbarrow. Because of the time of the day the review team carried out their observations (around mid day on a school day) most people who came to collect water were adult women.

The review team did not have the opportunity to observe how the water was kept in the homestead, but from the discussions with the women it was revealed that they keep the water closed most of the time and only open the container when they want to use the water. There is a general awareness on the importance of avoiding contamination of water during storage and use.

(vii) water is general used for cooking, washing and drinking. In a number of areas, due to the abundance of surface water during the time of the review, some families were reported to be using river water for bathing. They seem to believe that while there is danger in drinking from unprotected sources there is no real problem in bathing in running or stagnant river water. It is recommended that the message to minimize contact with river or any surface water be reinforced.

(viii) do the sick and the elderly use toilets? There were a variety of responses to this question. The point though is there is danger of disease transmission from the sick and the elderly who may not be able to use toilets. It was difficult for the review team to come up with a generalized practice with regards to this issue. The current practice of keeping toilets as far away from the homestead as possible makes the practice of using toilets always difficult to sustain, especially at night. However, the respondents were not forthcoming in terms of what they do when they have the unable and also at night.

It is the review team's conclusion that there are encouraging signs of toilet use and also that despite some difficulties people wash hands especially before taking a meal.

## 7.0 Project Management

The different levels of the water and sanitation sector structures make inputs to the Bubi project to varying degrees.

### 7.1 National

The national level, which is mainly the National Coordination Unit (NCU) of the National Action Committee (NAC) for Rural Water Supply and Sanitation Program, is responsible for the overall coordination and monitoring of the projects. Prior to decentralization and while there were still few districts implementing the projects, this called for the close presence of the NCU in district projects.

With over 75% of the district implementing water and sanitation projects and a significant number of them implementing these projects through the RDC the NCU recognizes that it is not able to be checking on everything. While NCU recognizes this fact it has not made it clear that it would like to see the decentralized management structures such as the PWSSC take on a more active monitoring role of the projects. This lack of clarity of functions has led to poor information flow.

The NCU has allocated officers to each province and there was a call during the workshop that the officer for Bubi and Matabeleland North is too busy and therefore should be assisted. The participants noted that at times the NCU officers move into the districts without informing the province and hence proper coordination is lost.

Initially the NCU felt that the project was outside their mode of operation in that funds came straight from the funding agency to the district. This they feel is not supportive of the established government system where funds come through the Ministry of Finance. This early resistance could have caused problems with the support mechanism provided to the district, which the review team felt was inadequate. A number of activities suffered as a result the most noticeable one being the introduction of CBM. The review team is generally happy with the way the funds have been used and the ability of the RDC to adjust targets in line with the budgets. This new approach of channeling funds directly to the districts seems to be working well for Bubi and sets a new way of relating to the districts. With effective control measures and commitment from the RDC this avoids the long delays usually experienced with financial disbursements. **It is the review team's opinion this is continued with other adjustments as recommended in this review report.**

Discussions with the PWSSC revealed that they felt that they had not been given enough authority to make supportive decisions for the district and therefore could not play their role effectively. **It is recommended that the NCU decentralize to the province some of its current responsibilities and retain as its core business policy, strategic planning, financing and donor coordination.**



## 7.2 Provincial Level

The district reported that the province attends meetings whenever they are invited. The province noted, as one of its major problems, the non-attendance to district meetings by some of its PWSSC members especially the Department Water and this largely explains why very little progress was recorded on the piped water schemes.

As discussed above the province does not seem to have the authority to make any decisions and have to refer all issues to the national level. The project document is not clear on what decisions can be made at the provincial level in support of the districts. The government requirements make it difficult for the province to play its role effectively. For example the RDC has not been able to employ a water and sanitation officer because they need authority from the national level. This is despite the fact that interviews have been conducted and recommendations made. These are some of the things the province should be making decisions on. **It is recommended that the project spells out exactly what issue can be resolved with provincial concurrence and which ones need to be referred to head office.**

## 7.3 District Level

The District Water and Sanitation Sub-committee (DWSSC) has been operating as team and producing regular minutes of their meetings. The DWSSC is not happy with the communication lines between the province and head office and blame it on the staff shortages at the two levels. It was indicated that because there is only one officer responsible for water and sanitation issues (in addition to other issues), it takes a long time to get feed back especially when the officer is not available. While they commended that work being done by the officer they felt that in the absence of the officer other staff members within the Provincial Administrator's office should take over. This raises a number of questions in terms of the integrated nature of the water and sanitation projects. It is not possible for the committee to be able to share the workload since they are not direct employees of the Ministry of Local Government and National Housing.

The DWSSC coordinator is involved in a number of projects for the Council. In the absence of a number of key substantive officers within the council structure, this is causing a lot of stress to the project support. **It is recommended that the RDC speed up the process of recruiting the officers so that a substantive project officer is available to lead the project.**

The extension staff and some departmental heads (mainly DDF and the MOHCW) claim that they did not get the full use of the lorry to ferry materials and headwork builders. It was reported that the lorry is stationed in the district closer to where the operations are taking place and a council clerk is responsible for its allocation. What seemed apparent was the absence of a consolidated plan that harmonizes the operations of the lorry. There are a number of common activities between sanitation and water point rehabilitation or headwork construction such as ferrying of sand and other building materials. If there is a

common program these activities can be conducted jointly. This will reinforce the integration of activities at the local level. It will allow also for systematic sweeping of areas and hence enhance coverage in the targeted areas. **It is recommended that a joint program be worked out between DDF and MOHCW for the use of the lorry.**

Payment of T&S to extension staff was a hot issue during the workshop. The review team summarized the problem as one of poor communication between the district management and the extension staff. It appeared like the extension staff was not aware of the criteria used for awarding T & S and why the RDC was paying T & S below the current stipulated government rate. The explanations given that the budget line was agreed before the government rate was introduced and therefore could not be altered during the middle of the project was sound but it reinforced the need for regular contacts between the DWSSC and its extension staff.

#### 7.4 Community

In some areas community water point committees have been established, while in others (especially in communal areas) they need to be resuscitated. Where water point management committees have been active they have established water funds to take care of the maintenance. In village 21 Z\$500.00 was raised towards the water fund in two months. The 36 families in this village contributed Z\$10 per household towards the fund and continue to contribute \$1.00 each per month. Some of the money came from those who use the water to supply the dip tank nearby. Those who could not afford to pay contributed maize that was later sold by the villagers and the money put into the account.

In review studies done in 1997 by Mudege, Chirisa, Mawunganidze and Chimucheka (Community Based Management of Water supplies in Zimbabwe: Volumes 1, 2 and 3, supported by UNICEF) it was noted that where the communities share a water supply with institutions such as dip tanks, there were numerous encountered problems in ensuring that all who benefit pay towards the maintenance of the water point. This is not yet apparent in village 21, although we could not ascertain how many people from other villages are paying towards the fund.

Communities organized themselves to ferry sand and other building materials using the project lorry. In addition with the assistance of the EHTs of the area they organized themselves into brick moulding groups to make bricks for the sanitation program. As explained elsewhere some community members did not receive their share of the cement and hence did not have toilets constructed. Each household paid between Z\$200 and Z\$ 250 to the builder for the building of the toilets.

Generally communities are enthusiastic about the support they are receiving from through the project, what they don't understand is why they had to dig so many pits and end up not getting the cement. **It is recommended therefore that community mobilization should be in line with the planned support.**

## 8.0 EFFICIENCY AND COST EFFECTIVENESS

In order for one to assess the efficiency and cost-effectiveness of an activity, one needs to know the expenditure per budget item and the related output. Whilst the activities and the achievements were clear, we failed to get clear expenditure statements which show allocation per code, its expenditure, whether there were surpluses or deficits on budget items. This makes it very difficult for one to relate output to expenditure.

However, what we established was that budgeting is done according to budget lines (codes) and money cannot be transferred from one code to another without the consensus of the Irish. Whilst this is okay in ensuring that resources are used for the purpose for which they are budgeted for and to minimize reallocation of funds from the problematic items like sanitation to fast activities like borehole drilling, this inflexible system has the following disadvantages which affect the pace of implementation:

- ❖ It requires the person with the final authority to be readily available to make the required decisions. In this case documents have to be sent to the Irish in Zambia and this takes time and at times documents have been lost resulting in delays in project implementation. **It is recommended that Irish Aid appoints a person or institution that can attend to these requests and be able to provide them (Irish Aid) with all facts needed to make quick approval of the RDC request to adjust project activities. The neutrality, expertise and experience of the individual or institution to provide this backstopping support should be a major consideration.**
- ❖ The review team noticed that there are some budgeted items that are faced with problems and it was clear to the RDC, that there were not going to be implemented within the given project period e.g. piped schemes but money has continued to be tied to an item which has not recorded any progress over the past two years. There is an opportunity cost involved and this money could have been allocated towards some needy activities. In well justified cases, the authority to virement should be granted speedily in order to maximize on the use of available resources.
- ❖ The way cement was allocated for brick making for the sanitation component also contributed to an inefficient use of scarce resources. The collective moulding of bricks (while it is an efficient use of the local manpower) required a supportive mechanism for the distribution of cement organized. The absence of such a mechanism has resulted in a number of partially constructed toilets as communities wait for cement. This means the benefits of having proper sanitary facilities have been postponed due to poor planning.
- ❖ As discussed elsewhere the number of latrine builders trainers should be in line with the number of toilet facilities constructed. At present the trained latrine builders are not being fully utilized and hence are not reverting to building houses instead of toilets. While the skills obtained are giving the builders a source of livelihood, to the project this has not been cost effective.

## **9.0 PROJECT IMPLEMENTATION IN RELATION TO IRSH AID POLICY**

### **9.1 IMPACT ON WOMEN**

Women are the major users of water on a day to day basis and they also face the burden of its collection to meet household needs. The provision by the project of hygiene enabling facilities has brought the following benefits to women:

- ❖ Accessibility to safe drinking sources has been improved in those areas where new boreholes and rehabilitation has been carried out.
- ❖ Time spent fetching water has been reduced.
- ❖ There is now more time for other household and economic activities.
- ❖ Although it was not possible to check statistics on the incidence of water related diseases in project areas, one can conclude that the provision of clean water and sanitation facilities has generally improved the health of the people.
- ❖ Women are very active in the WPMCs and they also constitute the majority. Important positions like the Chairperson and Treasurer were filled by women in all the boreholes visited.
- ❖ However, women have not benefited from the technical training and they appear to shun the male dominated areas. For example, initially 7 women were selected for latrine builder training but only 3 have remained. There is a lot of mobilization, education, encouragement and confidence building that is required to change this traditional legacy. The education should target both men and women in order to break the cultural barriers. This however, is a process and it requires time.

### **9.2 Impact on Environment**

This component was originally excluded from the plans but is now a component of the project. The project is using cement bricks to avoid the depletion of forest due to brick making. Also the holes dug during brick making process can become potential mosquito breeding sites due to ponding. This, the project has avoided.

- ❖ Council took a decision to include the element of conservation around the borehole by placing stones around the cattle troughs and the perimeter fencing to minimize the effect of erosion.  
However, the following practices pose potential danger to the environment:
- ❖ Some boreholes are sited along the water way and this increase the chances of erosion due to run-off and the continuous stamping of the area by both animals and human beings.
- ❖ There was evidence on some boreholes of erosion due to run-off and this has led to the siltation of the soakaway that has resulted in ponding around the water point.
- ❖ The siting of the soakaway and the cattle trough were inconsistent from one borehole to another. Very few boreholes have cattle trough drainage outlets leading directly to soakaway. For the majority of boreholes, the cattle troughs drain their water outside the fence where there is no soakaway and this is causing a lot of ponding around the water points. The siting of the two should be done in such a way that the cattle

trough drains directly on the soakaway.

- ❖ On the sanitation aspect, the construction of toilets has facilitated the proper disposal human waste.
- ❖ Whilst the project is trying its best to minimize negative environmental impacts through the above outlined activities, the question of the environment is much broader and more complex, therefore require efforts beyond water and sanitation. The people in the project area are heavily dependent on trees for fencing and firewood, the question of poor agricultural practices, gully formation was also evident in some areas - this means a more holistic and integrated approach is needed if environmental conservation is to be achieved.

### **9.3 Sustainability issues**

Ensuring sustainability is a very complex process which require the development of appropriate institutional and management structures at both RDC and community levels.

#### Community level

Sustainability is ensured at community level of water and sanitation facilities are done at the lowest possible level. This requires the following:

- ❖ Community involvement in the identification process, planning and implementation - the project has done and it has created a sense of awareness within the community.
- ❖ Equipping the community with the necessary technical and managerial skills so that they have the capacity to run these water facilities. The Bubi IRWSS project still has a long way to go in this. Community Based Management (CBM) is a relatively new concept to the district and the district is currently in the process of forming the necessary management structures at community level as well as providing the requisite technical training. The process also involves the provision of repair tools initially which has largely not been done.
- ❖ The provision of spares at the local level is also an issue that the RDC still has to address.
- ❖ Ownership of the facilities is also important so that the people can have the authority, responsibility and the control over the water and sanitation facilities. There is a lot of education that goes along with this process that the district has just started.

#### RDC level

Community management, which leads to sustainability, pre-supposes that the responsible authority (RDC) has the institutional, managerial and technical capacity to support community initiatives. It is a partnership approach which require the RDC to clearly define the operation and maintenance activities that can be handled by the community and those in which assistance will be required from the RDC. This is an issue that Bubi RDC will have to address as it implements its CBM program. Council is currently relying on external assistance to implement CBM and it is also high time that as it builds the capacity of the community, it must as well start to address its own institutional and

managerial shortfalls so that in the long-term it will have the capacity to support community based initiatives.

The question of ensuring sustainability is at the core of the water and sanitation program. **The RDC has started some very positive and encouraging initiatives to empower the community and such efforts should continue to be supported if sustainability is to be achieved.**

#### 9.4 Poverty alleviation

The project has brought about relief to a number of families, who had to travel long distances in search of water. At both Sakeleni and Village 21 villages the households indicated that they used to fetch water more than 2 kilometers away before the drilling of their respective boreholes. The same was the case in the Forestry area, where water scarcity was an every day norm. The review team tried to establish what people were doing with the time available to them. There were varied responses including the fact that now they use more water for most of their household chores and have to collect water a lot more often because its close by. The health benefits from this are an obvious advantage in that less and less of the family resources are used to cater for the sick. Others indicated that they now have more time to tend to their cattle and also to their fields.

The training of both latrine and headworks builders have not only brought cash into the community but has also brought skills within the community, which skills can be traded between communities and between districts. This flow of skill will enhance knowledge within and outside of the community. It is difficult to quantify the flow of benefits across the community boundaries but one can safely conclude that this will be significant especially as districts and programs embark on similar projects.

The toilet has brought an enhanced status to the homes and a sign of permanence. The Forestry area people have in the past not benefited from previous programmes since they were regarded as squatters. The introduction of the water and sanitation programme in their area has given them the confidence that they can stay there permanently (this is reinforcing the recent assurances that there were getting from the RDC). This enhanced confidence and status is paving the way to other development opportunities in the area.

The availability of water points has not only benefited directly the residents but also their livestock. Livestock watering has become easier and people are likely to keep more animals. Although the review team did not get a full understanding of the livestock position and how their growth in numbers has been affected by the absence of water, there is a definite time factor involved especially in the watering of cattle and goats if the water points are too far away.

## 10.0 Conclusions and Recommendations

### 10.1 Project Management

The review team concludes that the project has been well managed financially and that an effective forum, represented by the DWSSC for discussing issues exist. The District needs to be commended for keeping the activities on course despite the staffing problems and the ever-increasing costs of operation. The RDC successfully managed to operate within the agreed revised budgets with no flexibility even if it was clear not all funds on some items would be used, due to problems beyond their control.

- ❖ *The RDC should speedily fill up all the vacant posts including the recruitment of the water and sanitation Project Manager who should be given full powers to deal with all issues related to the efficient implementation of the project and should report direct to the CEO*
- ❖ *Irish aid should put mechanisms in place to enhance quick decision making or they should give the RDC more flexibility in decision making as long as decision to be made are within the overall agreed framework and do not greatly compromise some project outputs.*

The review team concludes that roles and responsibilities between the Province (PWSSC) and the National level (NCU) need to be clarified as the Province seems uncertain on some issues and normally refer most issues to the National level which in most cases result in implementation delays.

- ❖ *It is recommended that NCU decentralize some of its current responsibilities to the Province and retain its core business of policy formulation, strategic planning, resource mobilization and donor coordination. NCU should clearly spell out exactly what issues should be resolved by the Province and those which will need National level attention and concurrence.*

There is evidence of poor communication between the DWSSC and the Extension staff. The two have rarely met since the project started and decisions made at district level (DWSSC) are in some cases not communicated to the extension personnel and there is a danger of sending conflicting signals to the community

- ❖ *It is recommended that frequent meetings be held between the DWSSC and its extension staff as well as in some cases key community leaders so that management issues are clarified.*

The Review team also concludes that the procurement of project materials has been done in accordance with the Council's tender procedures, however, the drilling component was not put to open tender as work was allocated to DDF and DWD on the basis of agreed rates. Council later faced problems in that DWD raised their rates and DDF withdrew its drilling rigs thus leaving four boreholes outstanding as of December 1998. The heavy reliance on Government Agencies tend to marginalise the private sector.

*It is recommended that all work be tendered for in the open market and that independent experts be engaged to value all contractual arrangements to ensure that the RDC is protected against malpractices.*

## **10.2 Sanitation**

Sanitation is well privatised with Council providing materials and households contracting trained builders. The Review Team concludes that BRDC does not have a clear sanitation strategy and as a result the sanitation component recorded very little progress and the support from Council failed to meet community expectations.

*It is recommended that BRDC should as a matter of urgency formulate a sanitation strategy which critically analyses the subsidy arrangements and also provides an effective implementation framework that recognizes and supports the collective effort of community groups. Such a strategy should also look at the mobilization techniques*

The Review Team also noted that although handwashing facilities were specifically mentioned in the project abstract as one of the sanitation components, these have however been left out during latrine construction. It was up to the individual families to construct them. Those who tried did not have knowledge of how to properly construct them, hence the leakage on most of them.

*It is recommended that latrine builders be trained on how to construct handwashing facilities and that this be treated as part of VIP during construction.*

The Review Team also concludes that most of the toilets constructed were plastered both inside and outside despite the fact that they are made of cement bricks. This we believe constitute a waste of cement.

*It is recommended that the plastering of toilets through project assistance be discontinued in order to save cement*

The Review Team did not come across any evidence of public information materials designed at behaviour change. These it seems have been replaced by AIDS awareness materials.

*The Review Team recommends that the BRDC make a concerted effort to ensure behavior change through targeted information dissemination strategies. Schools should be considered as possible entry points.*

## **10.3 Community Based Management**

The Review Team concludes that efforts made by BRDC to implement CBM are very encouraging. There is evidence of active Water Point Management communities within the Forestry and Resettlement areas. A detailed and comprehensive implementation plan is in place but progress on technical training is slow.

The team also noted that the rehabilitation component was not linked to the operation and



maintenance program and we believe linking the two could have greatly maximized on the job training. Also technical training has to date been confined to men only.

The Review team also noted that the RDC is heavily dependent on line Ministries to implement CBM and that it currently lacks the capacity as an institution to support community initiatives.

*The Review Team recommends CBM be adopted and promoted widely in all areas of the district.*

*We are also recommending that the rehabilitation of water points should be closely related to the creation of a viable community based operation and maintenance system driven by the communities and supported by properly trained and equipped village pump mechanics. Efforts should also be intensified to train women as Village pump mechanics. This requires a lot of education conscientisation and encouragement so that both men and women can appreciate the importance of involving women in technical aspects of the project.*

*Community Management which leads to sustainability, presupposes that the responsible authority ( RDC) has the necessary institutional, managerial and technical capacity to support community initiatives. It is recommended that as the RDC builds the capacity of the community, it must as well start to address its own institutional and managerial shortfalls so that in the long-term it will have the capacity to render technical and advisory support to community based development initiatives.*

#### **10.4 Financial Management**

The water and sanitation project in Bubi has demonstrated that with the right training, clear operational guidelines and commitment by the RDC to observe these guidelines, financial discipline can be achieved. The first audit report for Bubi was very positive, as it did not highlight any cases of financial mismanagement. The Review team also concludes that Bubi RCD has strictly adhered to budget lines with very little flexibility. Also concerning financial reporting the district prepares two reports to meet the reporting requirements of both the NCU and Irish Aid and we believe these can be rationalized so that one format can be used which meets the requirements of the RDC, NCU and Irish Aid.

*We are recommending that a meeting be urgently convened involving the BRDC, NCU and Irish Aid in order to rationalize the financial reporting requirements. BRDC should take the initiative to organize such a meeting.*

*We are also recommending that there be some flexibility to reallocate funds from those activities facing implementation problems as long as this does not compromise the overall project outputs. A mechanism for quick decision making on the part of Irish Aid is what we are recommending.*

### **10.5 Environmental Issues**

BRDC has tried to minimize negative impacts on the environment by promoting the use of cement bricks for all construction purposes and this to some extent will minimize the depletion of forests. However, the Review team noted that some of the boreholes are sited in waterways and as a result there is evidence of erosion and siltation of the soakway resulting in ponding around the borehole due to poor drainage. Also the outlet of the cattle troughs are not linked to the soakway and this is also contributing to a lot of ponding around the waterpoints.

*The Review team recommends that boreholes should not be sited along waterways to minimize erosion. The cattle trough should be sited in such a way that it drains directly into soakway*

## References

The following documents were used to support the evaluation:

1. Rural Water Supply and Sanitation Project: Bubi District 1995
2. Project Abstract: Project Appraisal and Evaluation Group – March 1996  
DWSSC Meeting Minutes 1997 – 1998
3. Bubi Rural District Council, CBM Action Plan, March 1998
4. Report on the District visits to Gwanda and Chivi District, 1998
5. Work Planning and Evaluation Workshop, December 1997
6. Monitoring Reports- RDC
7. Implementation Plans 1997/98
8. Audit Report 1997
9. World Bank: Rural Community Infrastructure : Building on the Rural Water Supply and Sanitation Program, 1992
10. Mudege, Chirisa, Mawunganidze and Chimucheka : Community Based Management of Water Supplies in Zimbabwe; Volumes 1, 2 and 3; 1997

## Annex 1: Workshop Participants

### INTEGRATED RURAL WATER AND SANITATION PROGRAMME

### BUBI DISTRICT WATER AND SANITATION PROJECT

### Evaluation of the Bubi Water and Sanitation Project

#### Participants

The workshop was facilitated by the Institute of water and sanitation Development (IWSD) and had the following participants.

Name	Organization	Title
Participants		
L. Ndebele	Bubi Rural District Council	C.E.O.
G. D. Tshuma	Bubi Rural District Council	Vice Chairman
K. Gumbo	Min of Health & Child Welfare	S. E. H. T.
A. Gerber	Councillor Ward 14	Councilor
M. P. Mutyambizi	Min of Health & Child Welfare	S. E. H. T.
J. Mawoneke	Agritex	A.E.S.
E. Kufangowenyu	Min of Local Govt & Nat Housing	Asst. District Administrator
E. Chigodora	Min of Health & Child Welfare	D.E.H.O
M. Nyoni	Agritex	A.E.W.
B. Phiri	Agritex	A. E. W.
R. Gobodi	MNAECC	Snr Ext. Officer
B. Magama	Agritex	A. E. W.
L. L. Dhlamini	Min of Local Govt & Nat Housing	P. A. O. / Provincial Co-ordinator of Water and Sanitation Projects
T. Makwangudze	DWD	Engineer
P. Chitena	MNAECC	Training Officer
N. Moyo	Min of Health & Child Welfare	PREHO
P. Mafa	Agritex	S.A. E. S. (P)
N. Makuyana	MNAECC	Provincial Training Officer
M. Sibanda	Mbembeswana	VCW
J. Sibanda	Agritex	AEW

## **ANNEX 2: WORKSHOP REPORT**

18.01.1999

### **Introduction**

The Bubi district water and sanitation project was under review in January 1999 and as part of the review process a workshop was held for key stakeholders. Below are the workshop results.

### **Workshop Outputs**

#### **ACTIVITY NUMBER 1**

**GROUP NAME**                      Province PWSSC

<b>What are the successes of our programs</b>	<b>What made these successes possible</b>
<b>Project Funding</b>	<b>Comprehensive project proposal from the RDC</b>
<b>Strong resource team (district, province)</b>	<b>Commitment by all members and external facilitation</b>
<b>Highly motivated community</b>	<b>Community participation at all stages of planning and implementation</b>
<b>Meeting of targets (26 boreholes drilled)</b>	<b>Strong district and provincial teams</b>
<b>Management of program by the RDC</b>	<b>Decentralization (funds readily available) Capacity of local authority to manage the water program.</b>
	<b>Trained community, sub-committee (stakeholders); Good coordination at both district and provincial levels; Availability and easy access to funds</b>

ACTIVITY NUMBER 1

GROUP NAME DWSSC- RDC

What are the successes of our programs	What made these successes possible
<p>Design a project proposal which was the best in Matabeleland North</p> <p>Designed a consultative inventory in 1995</p> <p>Sourcing of funds</p> <p>Conducted baseline surveys</p> <p>Project implementation and achievement of targets: Borehole drilling, rehabilitation, headworks construction, community training</p> <p>Planning, monitoring and evaluation</p> <p>Look and learn visits</p> <p>Addressed sustainability issues</p> <p>Environmental management</p> <p>Positive Audit report</p> <p>Addressed gender issues</p>	<p>Team work</p> <p>Team work and experience from Nkayi, Tsholotsho and Hwange and co-operation from the community</p> <p>Support from government and fully detailed proposals and also support from provincial staff</p> <p>Availability of funds and community cooperation and consultants and NCU</p> <p>Availability of funds and equipment, and cooperation from community and the training team including provincial staff and extension workers</p> <p>Monthly district sub-committee meetings and workshops and field visits and written monthly reports from sector ministries</p> <p>Availability of funds and support from provincial staff and the visited districts</p> <p>Introduction of CBM and PHH education</p> <p>Baseline surveys findings and implementers on the ground</p> <p>Good financial management by the RDC</p> <p>Management's gender awareness and sensitivity</p>

ACTIVITY NUMBER 1

GROUP NAME

IMPLEMENTORS

What are the successes of our programs	What made these successes possible
Introduction of the program was success	All ministries concerned were involved Resources readily available
Community Awareness	Resources available
Boreholes drilled at the Forestry area	Available resources Proper siting
Conservation works done on drilled boreholes	Community participation
Blair toilets built	Builders were trained
Headworks were done	Material was available
Training of builders	Available resources
Health and hygiene education	Available resources

ACTIVITY NUMBER 1

GROUP NAME

Beneficiaries

What are the successes of our programs	What made these successes possible
Izibholane (boreholes)  Izambuzi (toilets)  Imkolo yokunathela inkomo lokuwatsha (cattle troughs and wash basins)  Ukubiyela izibholane	Imfundiso (education)  Ukubambana kwabantu (community co-operation and participation)  Ukutholakala kwezinto zokusebenzisa (availability of tools and materials)



ACTIVITY NUMBER 2

GROUP NAME PWSSC

What are the problems of our programs	What made the causes of the problems
<p>Late release of initial funds</p> <p>Low coverage e.g. sanitation component</p> <p>Sub-standard structures</p> <p>Lack of participation from other sector ministries e.g. DWD and Physical Planning</p> <p>Rigid financial controls</p> <p>Low coverage of targets in the wards</p> <p>Community apathy</p> <p>Lack of commitment by sector ministries</p> <p>Poor management of the program</p> <p>Desertion by trained latrine builders and headwork builders</p> <p>Slow adoption of sustainability strategies</p>	<p>Bureaucracy</p> <p>Staff turn over</p> <p>No clear implementation strategy</p> <p>Shortage of materials on the market</p> <p>Lack of transport to ferry materials e.g. river sand</p> <p>Ineffective training</p> <p>Poor supervision</p> <p>No representation at district levels</p> <p>Stringent coding system by the donors. Funds could not be transferred between budget lines</p> <p>Inflation</p> <p>Delay in the implementation of the program</p> <p>Inadequate T &amp; S in the first year</p> <p>Lack of capacity by the RDC to implement program at initial stages / decentralized approach</p> <p>Lowly paid – better offer from other areas</p> <p>Communities not ready to take on new responsibilities</p>

ACTIVITY NUMBER 2

GROUP NAME DWSSC -RDC

What are the problems of our programs	What made the causes of the problems
<p>Disbursement of funds                      Transport                      DWSSC training                      Reporting format                      Communication (between District/Province and NCU)                      Poor starting levels at various department                      Supply of material (revenue)                      Low target achievement (sanitation)                      Poor quality water                      Payment of subsistence allowance                      Commitment inconsistency                      Supervision                      Lack of functional village management structures                      Resistance to change                      Information deficiency</p>	<p>Administrative procedures                      Late delivery and shortage of vehicles                      NCU did not release funds for training                      Difference reporting systems for NCU, Irish Aid and Council                      Poor staffing levels at province and NCU and between implementing agencies and management because there are no follow-ups.</p> <p>Government policy                      Scarcity and late deliveries                      Poor strategy                      Not enough training of headworks builders and poor supervision                      Budgetary constraints                      Ministerial commitments                      No full time project officer                      There is no backing statute and the committee was trained late for CBM                      Dependency syndrome                      Communication breakdown between local leadership and beneficiaries.</p>

ACTIVITY NUMBER 2

GROUP NAME                      IMPLEMENTORS

What are the problems of our programs	What made the causes of the problems
Lack of transport	a single truck which is shared is not enough to carry out all district activities concerning the program no transport available for monitoring at area level sudden withdrawal of the lorry while carrying out water and sanitation duties
Poor community participation	when the district committee arranges for workshops food is provided for the community leaders, and when it comes to implementing food is not provided yet the community is expected to work the whole day e.g. ferrying gravel
Lack of camping equipment	false promises e.g. request 500 bags of cement and 150 bags are delivered to the site or never delivered builders are over charging Welfare of the grassroots staff us not valued

ACTIVITY NUMBER 2

GROUP NAME

BENEFICIARIES

What are the problems of our programs	What made the causes of the problems
Toilets fill up before materials are delivered	Materials come late
Lack of follow ups after workshops	Management committees short coming
There are more workshops than work done at district level	Management committees short coming
Lack of participation at workshops from local leadership	There was lack of survey on water yields before the program started
Some boreholes have no water but some sinks have been put in place	Lack of follow up from management committee
Late payments of contractors	Management committee is not providing transport
Lack of transport to ferry materials e.g. bricks from one to another	

ACTIVITY NUMBER 3

GROUP NAME PROVINCE

Those problems where there is enough information to act now	Those problems for which more information is needed	Those problems which we cannot solve
<p>Low coverage of the sanitation component because of unclear implementation strategy.</p> <p>Lack of transport to ferry materials e.g. river sand</p> <p>Sub standard structures</p> <p>Lack of commitment by sector ministries</p> <p>Inefficient management of the program – shortage of manpower</p>	<p>Inadequate representation from other sector ministries e.g. Dept. of Water and Physical Planning at district level.</p> <p>Desertion of trained latrine/headworks builders</p> <p>Slow adoption of sustainability strategies</p>	<p>Late release of initial funds due to bank procedures</p> <p>Low coverage of the sanitation component due to high staff turnover (Ministry of Health)</p> <p>No sector ministry representation at district level</p> <p>Rigid financial control by donor – cooling system</p> <p>Low coverage/meeting of targets in the wards due to inflation</p>

ACTIVITY NUMBER 3

GROUP NAME DWSSC

Those problems where there is enough information to act now	Those problems for which more information is needed	Those problems which we cannot solve
<p>Poor staffing (council)</p> <p>Supply of materials (delivery of cement)</p> <p>Poor quality works</p> <p>Payment of subsistence allowances</p> <p>Commitment inconsistency</p> <p>Supervision</p> <p>Lack of functional village management committees</p> <p>Resistance to change by community</p> <p>Poor flow of information from leadership to the community</p>	<p>Training of DWSS</p> <p>Reporting format (standardization)</p>	<p>Disbursement of funds</p> <p>Provision of vehicles (delay)</p> <p>Poor communication between district, province and NCU</p> <p>Poor staffing (sector ministries)</p> <p>Supply of materials (scarcity of cement)</p> <p>Low sanitation coverage (sanitation)</p> <p>Payment of subsistence allowances</p>

ACTIVITY NUMBER 3

GROUP NAME                      IMPLEMENTORS

Those problems where there is enough information to act now	Those problems for which more information is needed	Those problems which we cannot solve
Lack of transport Poor community participation Poor co-ordination Lack of review meetings	Lack of camping equipment Travel and subsistence claim	

ACTIVITY NUMBER 3

GROUP NAME                      BENEFICIARIES

Those problems where there is enough information to act now	Those problems for which more information is needed	Those problems which we cannot solve
People should mobilize themselves to cut stones and sand in advance There should be more practical exposure than theory	Follow up with management committee for cement procurement More surveys on borehole capacity to supply enough water Find out from management committee in order to effect payments on time	Community can not afford to purchase cement Lack of invitations to local leadership Lack of transport from one point to another

ACTIVITY NUMBER 4:

Problems in order of importance

GROUP NAME

PROVINCE

Those problems which we can solve now		Those problems for which more information is needed
Those problems, etc	What action should be taken	
<p>Low coverage of the sanitation component because of unclear implementation strategy</p> <p>Sub standard structures</p> <p>Community apathy</p> <p>Lack of commitment by the sector ministries</p> <p>Ineffective management of the program – shortage of manpower</p>	<ul style="list-style-type: none"> <li>- Develop a clear sanitation implementation strategy</li> <li>- Intensify and promote health and hygiene education strategy</li> <li>- Improve training methodology, supervision, monitoring etc</li> <li>Resuscitate the receptive mood of the community</li> <li>- To involve the heads of sector ministries</li> <li>- Incentives for the implementers</li> <li>- Employ competent and qualified personnel</li> <li>- Training of existing personnel</li> <li>- RDC to format manpower development policies</li> </ul>	<p>Slow adoption of sustainability strategies</p> <p>Inadequate representation from other sector ministries at district level</p> <p>Desertion of trained latrine headworks builders</p>



ACTIVITY NUMBER 4

Problems in order of importance

GROUP NAME DWSSC

Those problems which we can solve now		Those problems for which more information is needed
Those problems, etc	What action should be taken	
Poor staffing (council)	Push province and head office for speedy approval of officers for key posts	Training of DWSSC on the implementation of water sanitation  Standardization of the reporting system.
Supply of materials	Where possible a project uses its only transport to collect and the materials	
Low target achievement (sanitation)	Develop new workable strategy through consultation with community	
Poor quality water	Improved training and supervision of builders	
Payment of travel and subsistence	Training of district committee towards change of attitude	
Commitment inconsistency	Committee to have more time to supervision and a project officer should be employed.	
Supervision	Train and establish village management committee through water and sanitation and HRD.	
Lack of functional VMCs	Intensify community based maintenance training	
Resistance to change by community	Training of leadership	
Poor flow of information from leadership to the people		

ACTIVITY NUMBER 4

Problems in order of importance

GROUP NAME

IMPLEMENTORS

Those problems which we can solve now		Those problems for which more information is needed
Those problems, etc	What action should be taken	
Lack of transport	Integrated program approach First priority to be given to water and sanitation other than council duties	Travel and subsistence issue (transparency)
Poor community participation	Food to be provided at all levels i.e. if district staff bring food to their meetings to give to villagers they should also give food to villagers who so the work of headwork conservation. Materials to be at area level before the community is told to take the activities. Strengthening of CBM	Lack of camping equipment
Poor co-ordination	District staff to liase with staff in the ward other than arranging meetings with the community without knowledge of the extension staff who are the very people in contact with the people	
Lack of review meeting	At least to hold quarterly meetings with extension staff	

**ACTIVITY NUMBER 4**

Problems in order of importance

**GROUP NAME**

**BENEFICIARIES**

Those problems which we can solve now		Those problems for which more information is needed
Those problems, etc	What action should be taken	
Toilet pits fill up whilst awaiting material deliveries	Materials should be delivered in good time	Procurement and delivery of cement and other materials
Lack of follow up after workshops	Monitoring of recommendations should be implemented.	More surveys on borehole capacity to supply enough water
There are more workshops than work done at district level	Communities should give more time to projects than before	Find out from Management committee why payments are not paid on time.
Local leadership not participating at workshop	They should be invited to take part at workshops	
Some borehole have no water but some water troughs have been put in place	Those boreholes should be deepened	
Late payments to contractors	Contractors should be paid in time so that they do their work properly	
Lack of transport to ferry materials like brick from one place to another	Transport which is at that level should be better utilized.	

ACTIVITY NUMBER 5

GROUP NAME PWSSC

These problems about which further information is needed	What information do you need?
Slow adoption of sustainability strategies	Various sustainability strategies apart from CBM Community input an alternative sustainability strategies Government/local authority policy on sustainability
Inadequate representation from other sector ministries	Staffing procedures
Desertion of trained latrine/headworks builders	expectations of the builders

ACTIVITY NUMBER 5

GROUP NAME DWSSC

These problems about which further information is needed	What information do you need?
Training of DWSSC on the implementation of water and sanitation Standardization of the reporting system	How can we source funding for the training NCU to liaise and agree with the donor on the reporting system

ACTIVITY NUMBER 5

GROUP NAME IMPLEMENTORS

These problems about which further information is needed	What information do you need?
Travel and subsistence issue Lack of camping equipment	Why travel and subsistence is not honoured? Why old dates are still in use? Why supplementary is not paid? Why claim forms are always lost? Is there an expiry date for travel and subsistence claim? What is the criteria for paying advance on travel and subsistence to certain staff T & S forms to be brought back to individuals involved if there is no money Why is T & S entitled to certain individuals only? Is it for district staff only or for everybody involved in the project

ACTIVITY NUMBER 5

GROUP NAME BENEFICIARIES

These problems about which further information is needed	What information do you need?
Procurement of cement and other materials More surveys on borehole capacity to supply enough water Find out from management committee why payments are not paid on time.	Accountability of amount budgeted Statistic should be provides to communities on number of shallow boreholes and number of new ones. Communities need to know amounts/budgets for contractors