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**COMMUNITY PARTICIPATION IN WATER
AND SANITATION PROGRAMMES**

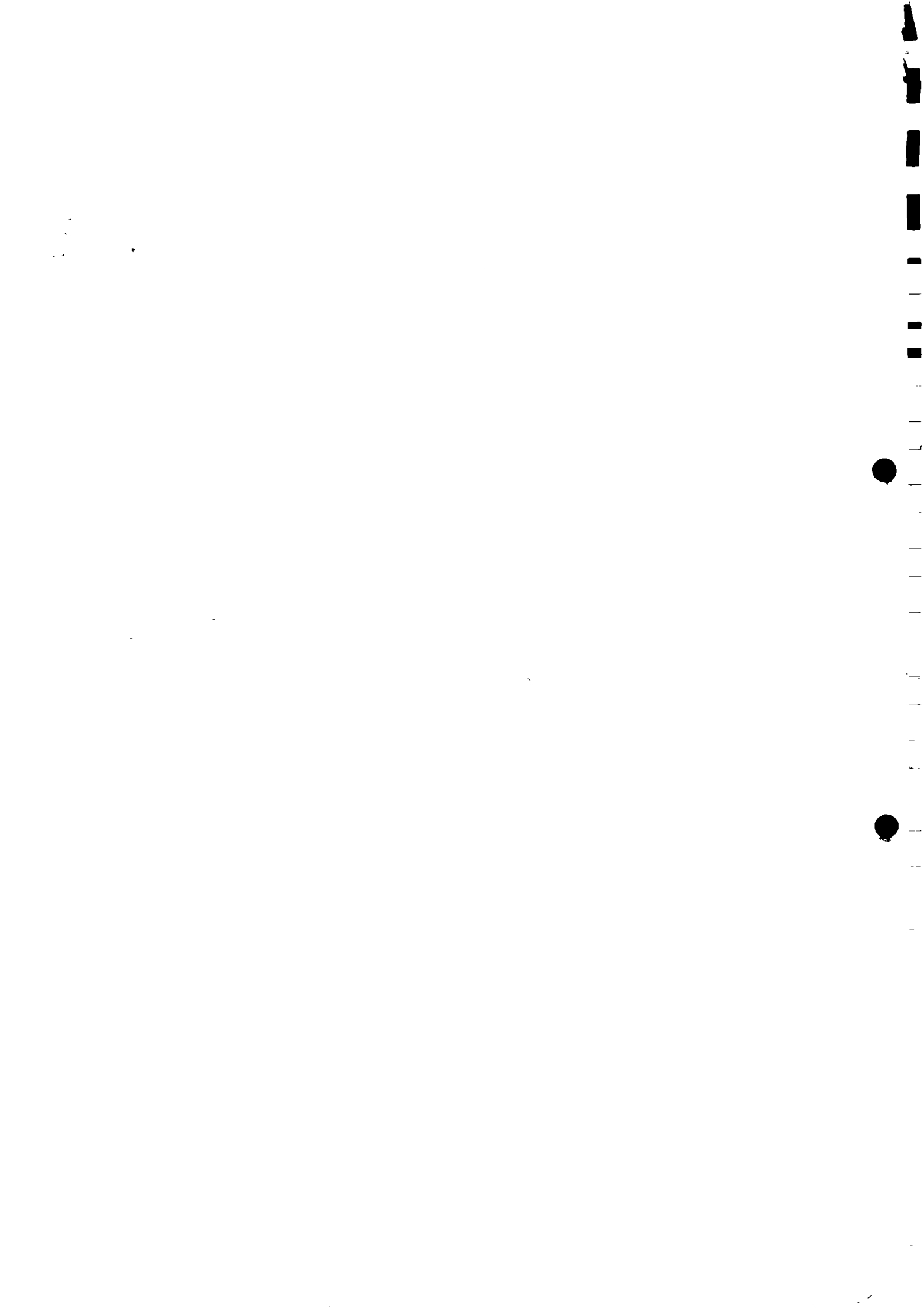
The role of Ministry of Community Development and Women's Affairs

April 1987

A study prepared for the Norwegian
Agency for International
Development

K.F. Samset

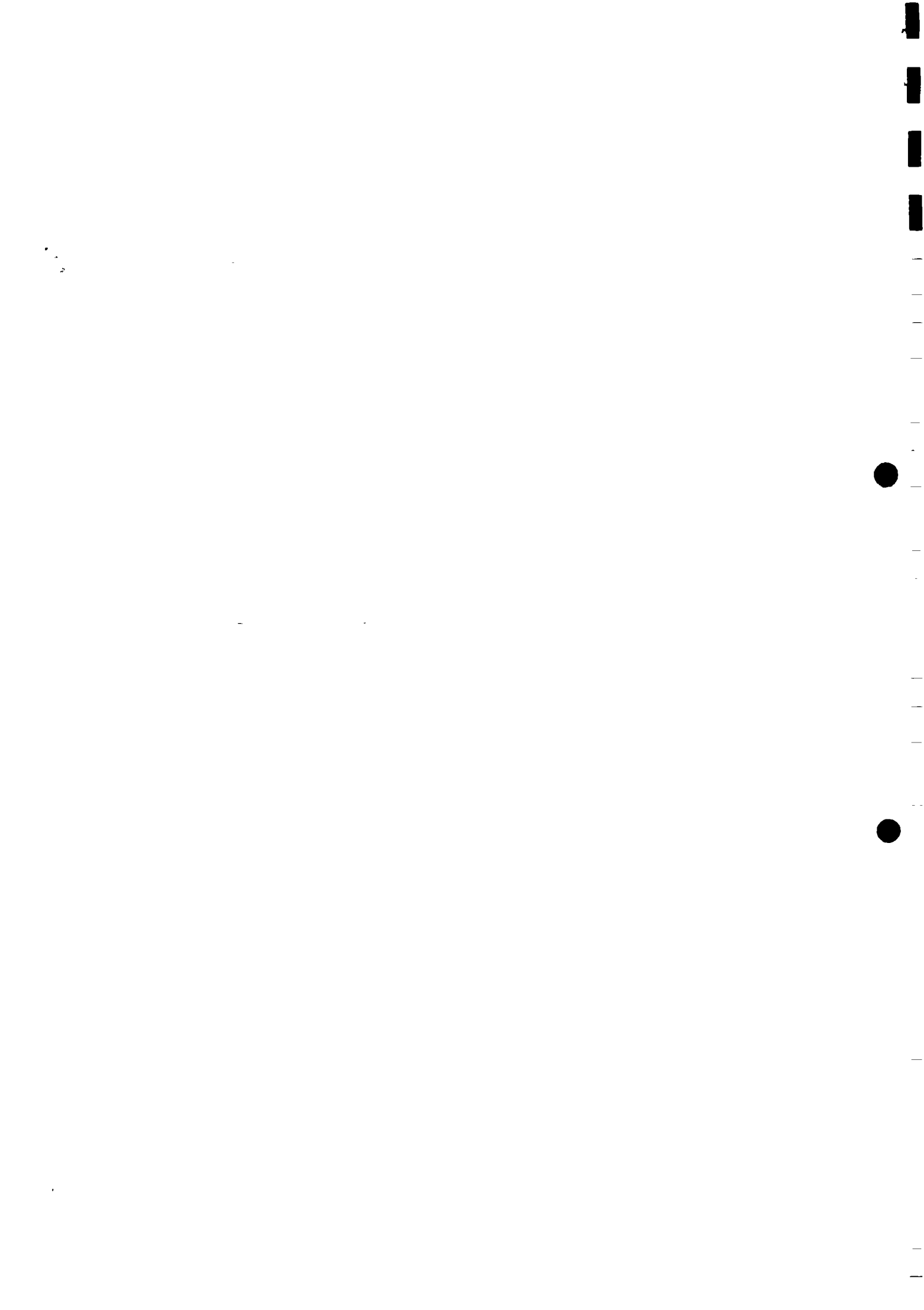
N.M. Lenneiye



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LIST OF ABBREVIATIONS

CAWIDS	Computer Aided Water Information Development System
CP	Community participation
CPC	CP Coordinator
CPO	CP Officer
DA	District Administrator
DC	District Council
DCDO	District Community Development Officer
DDC	District Development Committee
DDF	District Development Fund
DHI	District Health Inspector
EDP	Electronic Data Processing
HA	Health Assistant
LGPO	Local Government Promotion Officer
MCDWA	Ministry of Community Development and Women's Affairs
MEWRD	Ministry of Energy and Water Resources and Development
MLGRUD	Ministry of Local Government and Rural and Urban Development
MOH	Ministry of Health
M/M	Man-month
MYSC	Ministry of Youth, Sports and Culture
NAC	National Action Committee
NGO	Non-Governmental Organisation
NMWP	National Master Water Plan
NORAD	Norwegian Agency for International Development
PA	Provincial Administrator
PCDO	Provincial Community Development Officer
PDC	Provincial Development Committee
PGHI	Provincial Government Health Inspector
PHSA	Provincial Health Services Administrator
PLGPO	Provincial Local Government Promotion Officer
PLANOP	Plan of operation for Norad assistance to the Government of Zimbabwe for Rural Water Supply and Sanitation activities, July 1987-June 1988
PWO	Provincial Water Officer
VCW	Village Community Worker
VHW	Village Health Worker
VIDCO	Village Development Committee
WADCO	Ward Development Committee
WCC	Ward Community Coordinator
WL	Women's League
WS&S	Water Supply and Sanitation



SUMMARY: MAIN FINDINGS AND RECOMMENDATIONS

Norwegian support to the Ministry of Community Development and Women's Affairs (MCDWA) in connection with the on-going water supply and sanitation (WS&S) programmes should be seen in a wide perspective - not limited to short-term support for activities in only one sector.

The long-term objective should be to support the decentralisation process, which strengthens the local government/administrative system's capability to plan and coordinate community-based development programmes. This will counteract the current trend to undermine decentralisation by alienating local authorities by externally-operated programmes.

The short-term objective is two-fold: (1) provide necessary mobilisation support to the Norwegian-funded pilot WS&S programme in Mt. Darwin district (Mashonaland Central), and (2) provide necessary inputs towards the long-term objective of institution-building.

MCDWA has the responsibility for mobilisation for all development activities at the village level. It is the only ministry with the necessary extension system at ward and village level.

MCDWA sees its role as a promoter of decentralised development, which should be administered mostly at district and ward levels. Unlike some other ministries, MCDWA does not find it feasible to run local programmes from national level. This is an important standpoint that should be supported. Consequently, the previous proposal to establish a permanent Task Force for WS&S mobilisation is not feasible.

It should also be noted the MCDWA is concerned with mobilisation in general, and does not intend to build up specialised capability for sectoral activities like WS&S programmes.

Mobilisation cannot be seen only in a sectoral perspective. In order to serve one sector, the ministry must become operational in the area of mobilisation for local development programmes in general. The pilot programme, which deals only with the water and sanitation sector, should be used as a field test to develop tools for mobilisation in general.

MCDWA does not at present have the necessary capacity to provide mobilisation support to the pilot programme. This should be done by the use of external assistance, but under guidance from MCDWA

The support should aim at strengthening existing structures e.g. through training and human resources development. Technical assistance inputs should therefore be seen as temporary.

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Mobilisation for community-based programmes pre-supposes a thorough understanding of local cultures. National staff should therefore be preferred, and expatriate staff should only be used for short-term and specialised assignments.

In order to support the short-term objectives as mentioned above, the following inputs are recommended:

A Mobilisation Advisor (MA) to be seconded to MCDWA on contract with NORAD for a two year period. The main responsibility of the MA will be to translate experiences from the pilot programme and other WS&S programmes into workable procedures, policy guidelines etc., for decentralised planning and the coordination of externally supported development programmes.

A Planning Advisor (PA) to be seconded to MCDWA on a two year contract with NORAD. THE PA will be responsible for developing and introducing planning procedures, administrative systems, monitoring/evaluation systems, etc., which will enable decentralised planning and coordination of local development programmes.

A Community Participation Support Team consisting of three officers, to be based in the province/district for the duration of the pilot programme. The responsibility of the Support Team will be two-fold: (1) to solve the immediate problems of mobilisation for community participation in connection with the pilot programme, and (2) to find ways to involve local authorities/administration in the coordination process, and test out procedures that can be used in WS&S programmes elsewhere, but also in connection with other types of local development programmes.

The Support Team will be working under direct guidance of the MA. In addition, the MA will make use of external consultancy services to produce training materials, training courses, manuals, etc.

In course of the period 1987/88, the advisors should support MCDWA in identifying the necessary inputs for a decentralised mobilisation strategy in the coming years.

In this report, an analysis of activities of various ministries in connection with mobilisation for WS&S programmes, and the responsibilities, capabilities and constraints of MCDWA is included in chapters 1-4. Major findings, conclusions and recommendations are included in chapters 5-7.



1 COMMUNITY PARTICIPATION FOR DEVELOPMENT: MAJOR PHASES

1.1 Needs identification

Needs identification takes place both at national and local level. The formulation of national programmes - like the National Master Water Plan - is initially identified at national level. The implementation of programmes is similarly initiated at this level.

Once a decision has been taken nationally to embark on a programme, the provinces are informed, and they in turn inform the districts, wards and villages. The identification of local needs should then take place, within the resource framework defined nationally. These two processes are complementary and must be articulated in water supply and sanitation programmes (WS&S), as in all other programmes

1.2 Planning

Once needs have been identified, planning must follow in order to translate priority needs into programmes. This process may be familiar to planners involved in the formulation of national programmes, but it is less so in the case of locally defined projects.

Village needs should be used to consolidate a ward plan, which would form the basis for district planning. A lot of the details needed by a plan are obtained at this level where government officers with sufficient planning skills should be found. At this level, village and ward needs as well as priorities are translated into a District Plan, which is then submitted to the provincial level - as a basis for a provincial plan. It is then expected that central ministries will utilise these plans to formulate national programmes.

1.3 Coordination

At the national level, the MLGRUD coordinates the national water policy and strategy, and the implementation of national rural water programmes. The MCDWA on the other hand is expected to take the lead in fostering community participation for rural WS&S programmes, while the MOH is responsible for coordinating the construction of toilets and wells. In these areas, the four ministries have a mandate to coordinate policy, planning and general implementation guidelines.

The co-ordination of water programmes at the provincial and district levels is co-ordinated by the MLGRUD, while the MCDWA should take the lead in co-ordinating ward and village level water programmes. At the district level, co-ordination is achieved by the working together of the DDC and the District Council. The PDC and the Provincial Council co-ordinate activities at provincial level.



MOH co-ordinates the sanitation programme at all levels, calling the other two ministries to provide support at the various levels of operation. The VIDCO is supposed to work with the VCW in co-ordinating village level activities, while the WADCO works with the Councillor and ward level extension staff in co-ordinating ward activities. At these two levels, certain arms of the political party (like the Women's League) may play an active part in co-ordinating mobilisation activities.

1.4 Implementation

All implementation is undertaken at village level, with support from extension workers based in the village (VCW), from the ward (WCC, agricultural ext. worker and HA), and from the district (where most ministries are represented). There are also a number of NGOs involved in the implementation of WS&S programmes, with staff based at the various levels. Implementation should primarily be coordinated by the extension workers, with some support also coming from the development committees and political bodies.

1.5 Training materials production and training

Various ministries and agencies involved in development work related to water and sanitation produce training material for use in the promotion of their programmes. Some of these training materials should be produced as part of a wider attempt to standardise training materials for use by extension workers and communities. In the case of water and sanitation, all materials available should reflect an attempt to replicate or relate to the Government extension system and development structures.

Similarly, a variety of training courses are run by Government and NGOs in connection with WS&S programmes. The range of training materials should cover all the steps needed by a programme, especially at the local level where implementation takes place, and be based on a broad policy formulated within a programme.

1.6 Systems development

Several agencies involved in WS&S programmes have tried to develop procedures which can be replicated in the implementation of programmes outside pilot areas. This includes systems for:

- logistics support in the form of equipment, technical assistance for various activities, vehicles, etc.
- mobilisation, especially the roles to be played by communities, government and NGOs in this process. Similarly, there are attempts to produce standard procedures to foster community participation in the implementation of WS&S programmes.
- monitoring and evaluation for use by all those involved in the implementation of the programme.

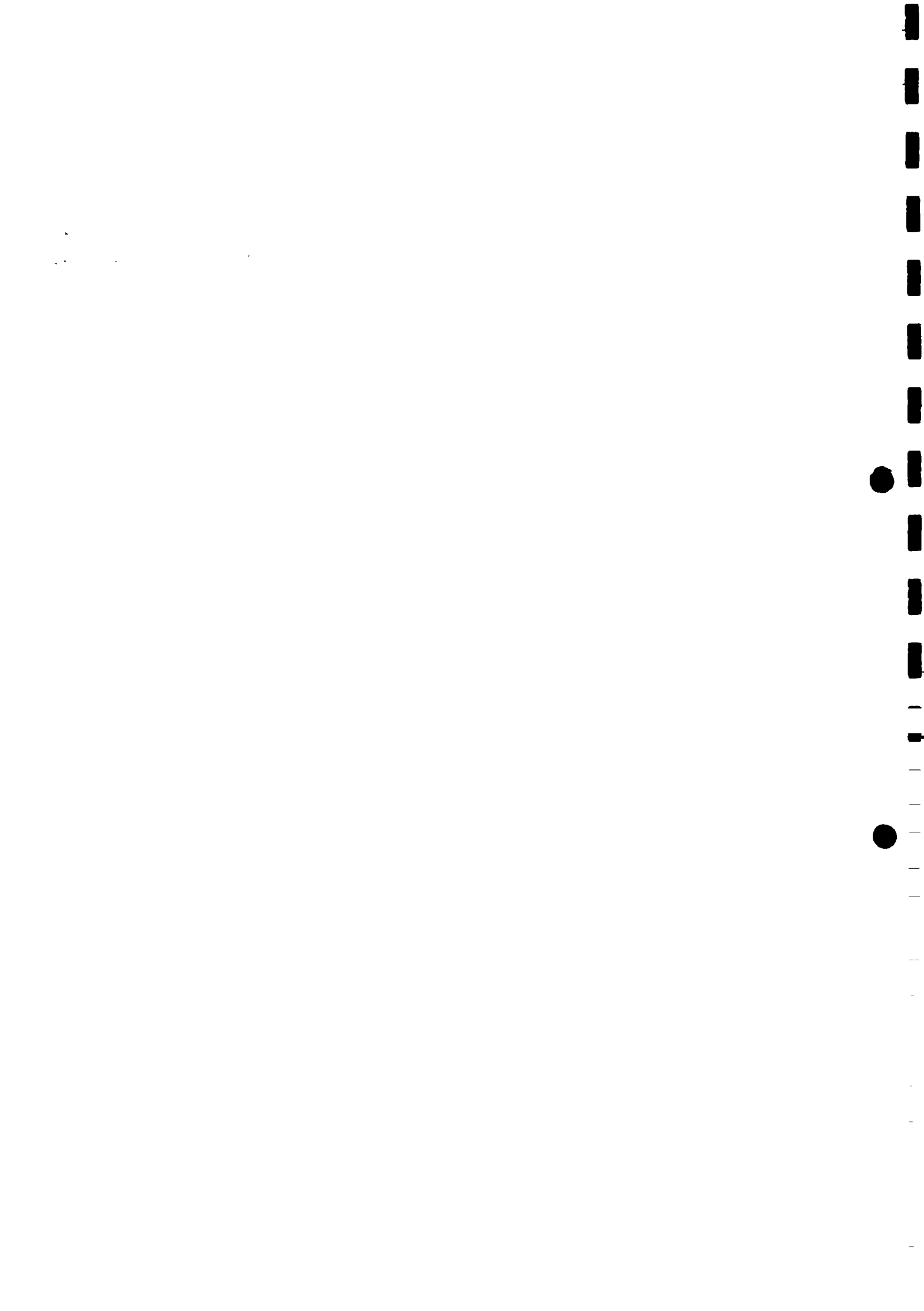


2 MOBILISATION FOR COMMUNITY PARTICIPATION

The following is an attempt to review various activities to be performed by the different agents in connection with community-based development programmes:

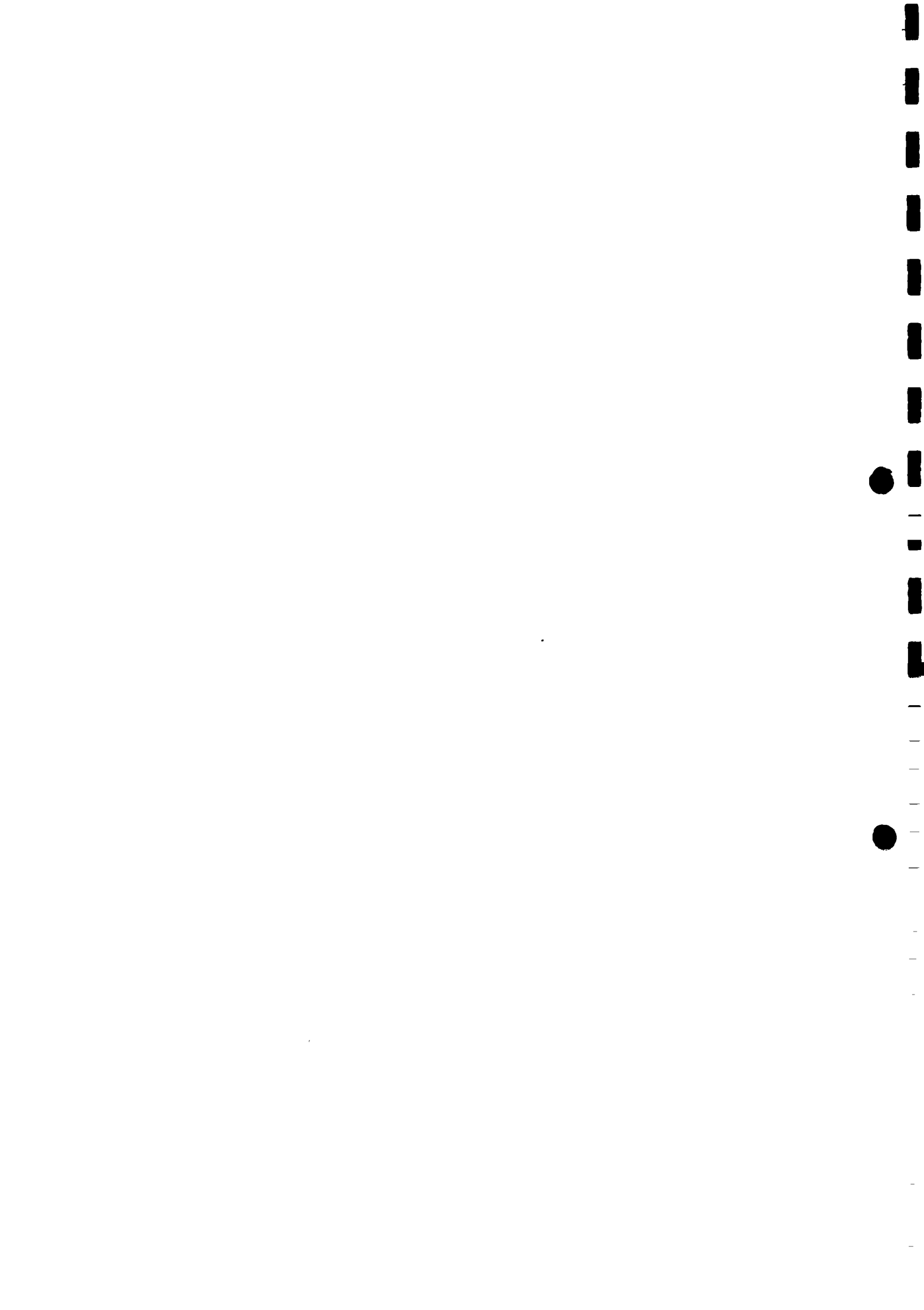
1. NATIONAL LEVEL

PHASE	OBJECTIVE	ACTIVITIES	AGENT
1. NEEDS IDENTIFICATION	Produce central guidelines on programme	- Achieve Head Office inter-ministerial co-operation and action	MLGRUD/MEWRD MCDWA/MOH
		- Inform provinces on funds available	MLGRUD
	Stimulate planning for water and sanitation	- Send guidelines to provinces - Train Provinces in planning	MCDWA/MLGRUD/ MOH MLGRUD
2. FORMULATION OF PROCEDURES	Standardise the procedures needed for mobilisation	- Identify procedures used in different programmes	MCDWA
		- Liaise with ministries and propose standard procedures for mobilisation	MCDWA
		- Get NAC endorsement on standardised procedures	MCDWA
3. TRAINING MANUALS AND TRAINING	Introduce standardised procedures at all levels	- Prepare and produce manuals	MCDWA
		- Organise provincial training	MCDWA
		- Train MCDWA departments in CAWIDS, monitoring/evaluation	MCDWA
4. MANAGEMENT SYSTEMS	Introduce planning monitoring and evaluation systems	- Define CAWIDS input	MCDWA/MLGRUD
		- Establish monitoring and evaluation system	MCDWA/MLGRUD
		- Undertake monitoring and evaluation	MCDWA/MLGRUD



2. P R O V I N C I A L L E V E L

PHASE	OBJECTIVE	ACTIVITIES	AGENT
1. TRAINING	Introduce mobilisation procedures	- Attend training course in mobilisation and planning	PWO/PCDO/PLGPC PHSA/PGHI
		- Introduce planning and mobilisation procedures to the districts	PCDO/PLGPO/ PGHI
2. PLANNING	Initiate decentralised planning	- Brief district administration on programme	PA
	Allocate resources	- Use district plan as basis for funds allocation to the districts	PDC/PA
3. MONITORING	Utilise community data to improve province management	- Review district reports on programme for possible action at PDC	PLGPO/PCDO/ PGHI
		- Transmit data and reports to Head Office	PCDO



3. D I S T R I C T L E V E L

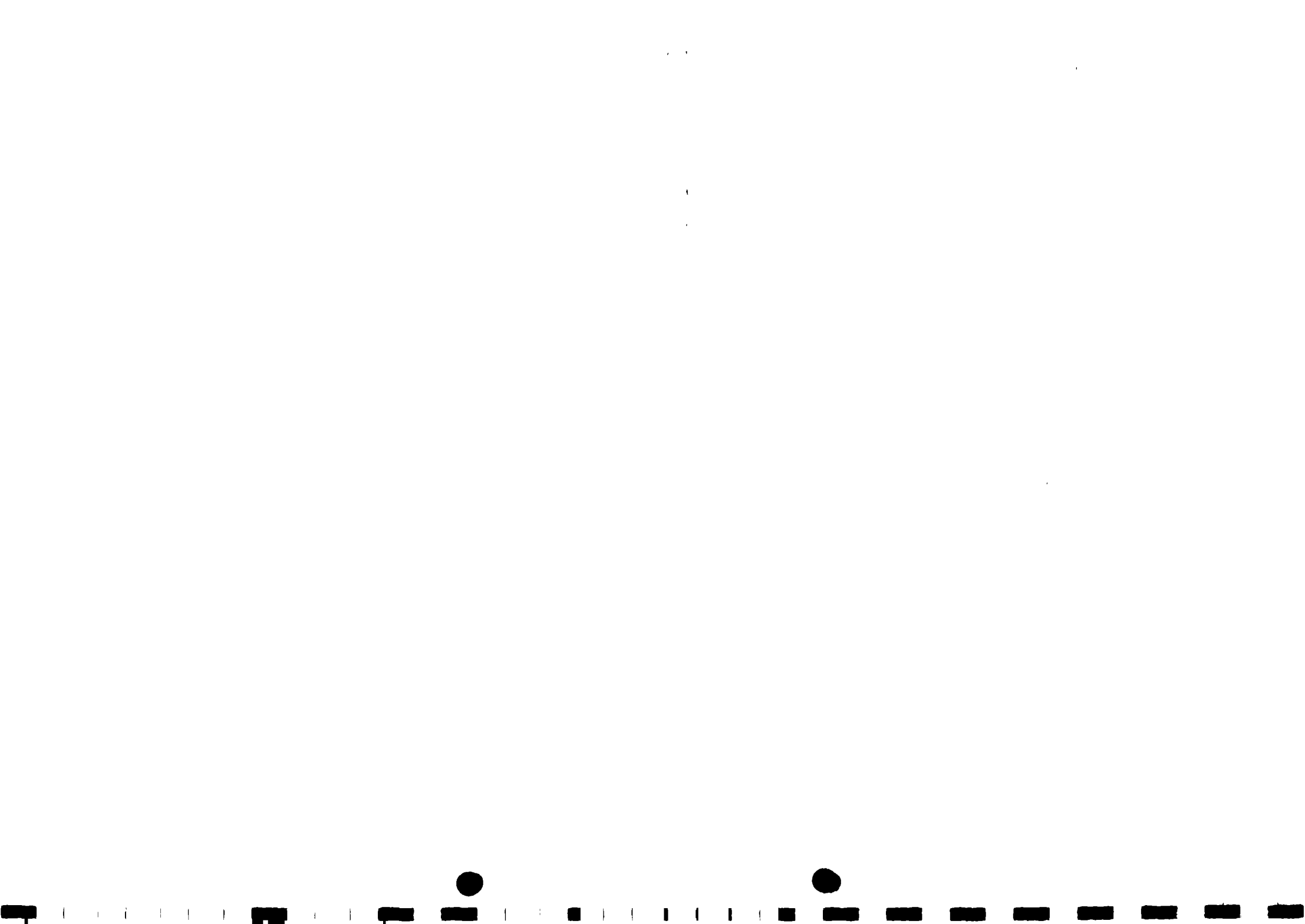
PHASE	OBJECTIVE	ACTIVITIES	AGENT
1. NEEDS IDENTIFICATION	Initiate decentralised planning	- Brief the District Council and the DDC	DA
		- Inform wards and villages of programme and resources available	LGPO/DCDO/DHI/Ward Councillor
2. PLANNING	Produce district plan on the basis of ward priority lists	- Set district priorities	DC
		- Establish district plan	DDC/DA
3. TRAINING	Training of committees	- Organise and undertake training of WADCOS and VIDCOS	LGPO
	Training for mobilisation	- Train WCCs and HAS	DHI/DCDO
		- Train VCWs and WL members	WCC/HA
4. SITING	Co-ordinate siting exercise	- Request technical inputs and inform the councillor	DA/DDF
		- Provide feedback to councillor after siting	LGPO
5. MONITORING	Build a community data base	- co-ordinate data collection and compile reports for province and Head Office	DCDO/LGPO/DHI

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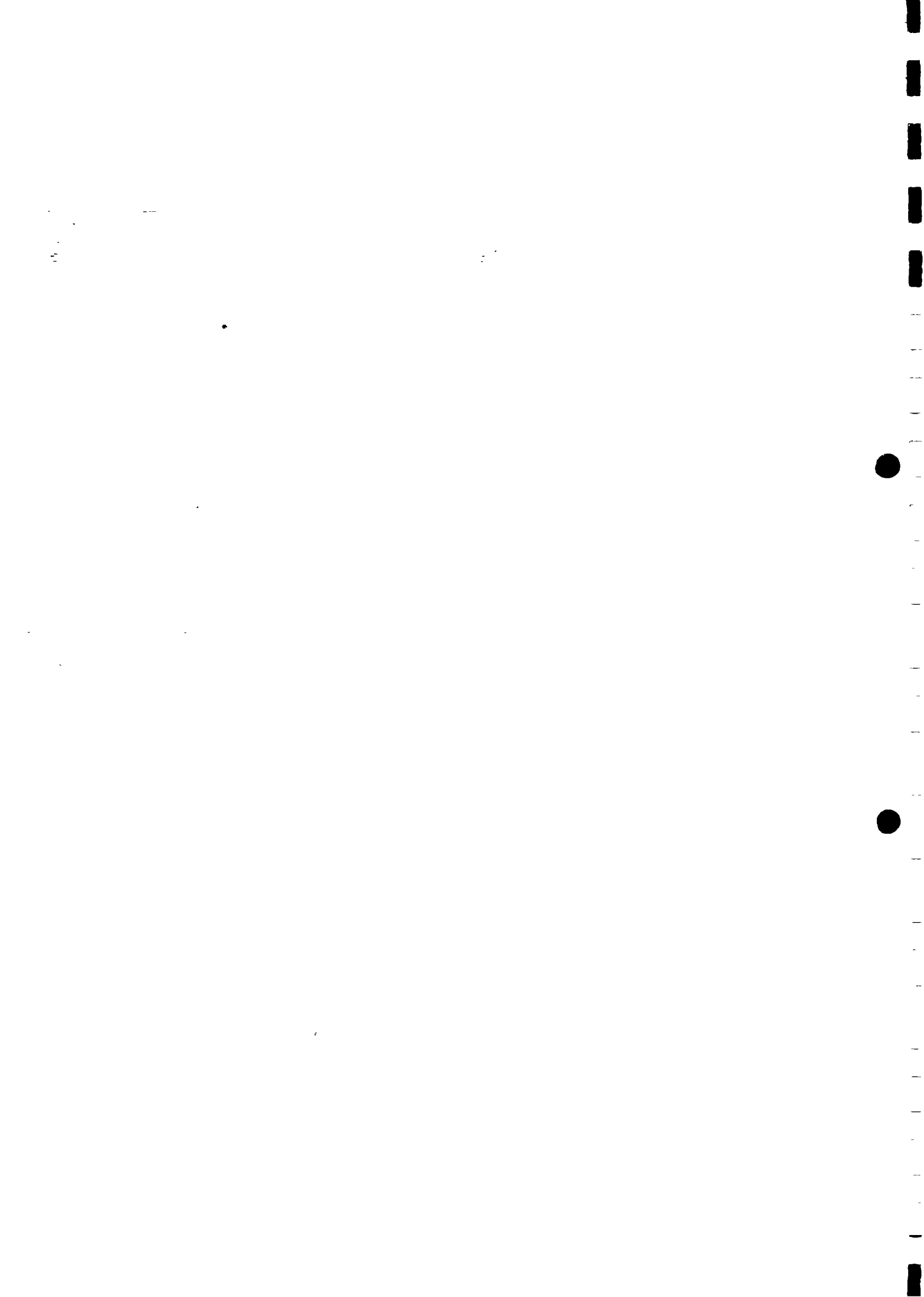
4. W A R D L E V E L

PHASE	OBJECTIVE	ACTIVITIES	AGENT
1. NEEDS IDENTIFICATION	Engage the WADCO in the programme	- Convene ward meeting	Councillor/LGPO
	Mobilise VIDCOs for needs identification	- Call VIDCO meeting - Brief the VIDCOs	Councillor WCC/HA
2. PLANNING	Prepare a ward WS plan	- Obtain lists of preferred sites	WCC/HA
		- Details to be part of ward and district plans	WCC/HA
3. TRAINING	Prepare the WADCO members for their role	- Attend training on planning	WADCO/WCC/HA
		- Attend training on mobilisation	Councillor/ WCC/HA/WL
4. SITING	Co-ordinate siting	- Organise meetings for siting	Councillor
		- Transmit feedback from district to WADCO after siting	Councillor
5. IMPLEMENTATION	Provide necessary community inputs	- Request meeting to elect WS committee	WCC/HA
		- Elect pump caretakers by VIDCOs	WCC/HA
	Undertake construction with community input	- Collection of materials by community	VIDCO/VCW
		- Construction of fence, wash slab etc. by community	WCC/HA
Initiate other activities around water supply	- Opening ceremony	Councillor/WCC DDF/HA	
	- Encourage villagers to use excess water productively	WCC/AGRITEX/ VIDCO	
6. MONITORING	Provide inputs to the data base	- Complete various instruments designed to monitor and evaluate programme	WCC/HA



5. V I L L A G E L E V E L

PHASE	OBJECTIVE	ACTIVITIES	AGENT
1. NEEDS IDENTIFICATION	Identify priorities	- Attend briefing meeting on the programme	VIDCO/VCW
		- Identify priority sites	VIDCO/VCW
		- Submit list of sites to WADCO	VIDCO Chairman
2. SITING	Participate in siting	- Attend pre-siting meeting	Community/ VIDCO/VCW
		- Discuss result of siting with members	VIDCO Chairman/ VCW
3. IMPLEMENTATION	Provide community inputs	- Elect WS committee	Community
		- Select pump caretakers	VIDCO/WL
		- Mobilise for collection of materials	VIDCO/WL
		- Mobilise labour for construction	VIDCO/WL
		- Mobilise for opening ceremony	VIDCO/WL



3 THE ROLE ON MCDWA: RESPONSIBILITIES, CAPABILITIES AND CONSTRAINTS

3.1 NEEDS IDENTIFICATION

RESPONSIBILITIES

- liaise with the other three key ministries (MOH, MLGRUD and MEWRD) in the preparation of guidelines on projects for the provinces.
- participate in the NAC where the planning guidelines are endorsed.

- prepare mobilisation-related guidelines needed for the planning phase at the ward and village level.
- participate in the training of provincial level staff in their roles as trainers for districts.
- at the VIDCO and WADCO levels, participate in the mobilisation of communities for needs identification.

CAPABILITIES

- the ministry has been charged with the responsibility to co-ordinate decentralised development at the ward and village levels.
- with the re-orientation of VHWS to become multi-purpose VCWs under the administrative supervision of the Ministry, needs identification at the community level will be greatly strengthened.
- with a complete hierarchy of extension workers from national to village level, the Ministry is in a good position to coordinate mobilisation.
- given its close liaison with the Party Women's League, the Ministry can better coordinate mobilisation for community participation.

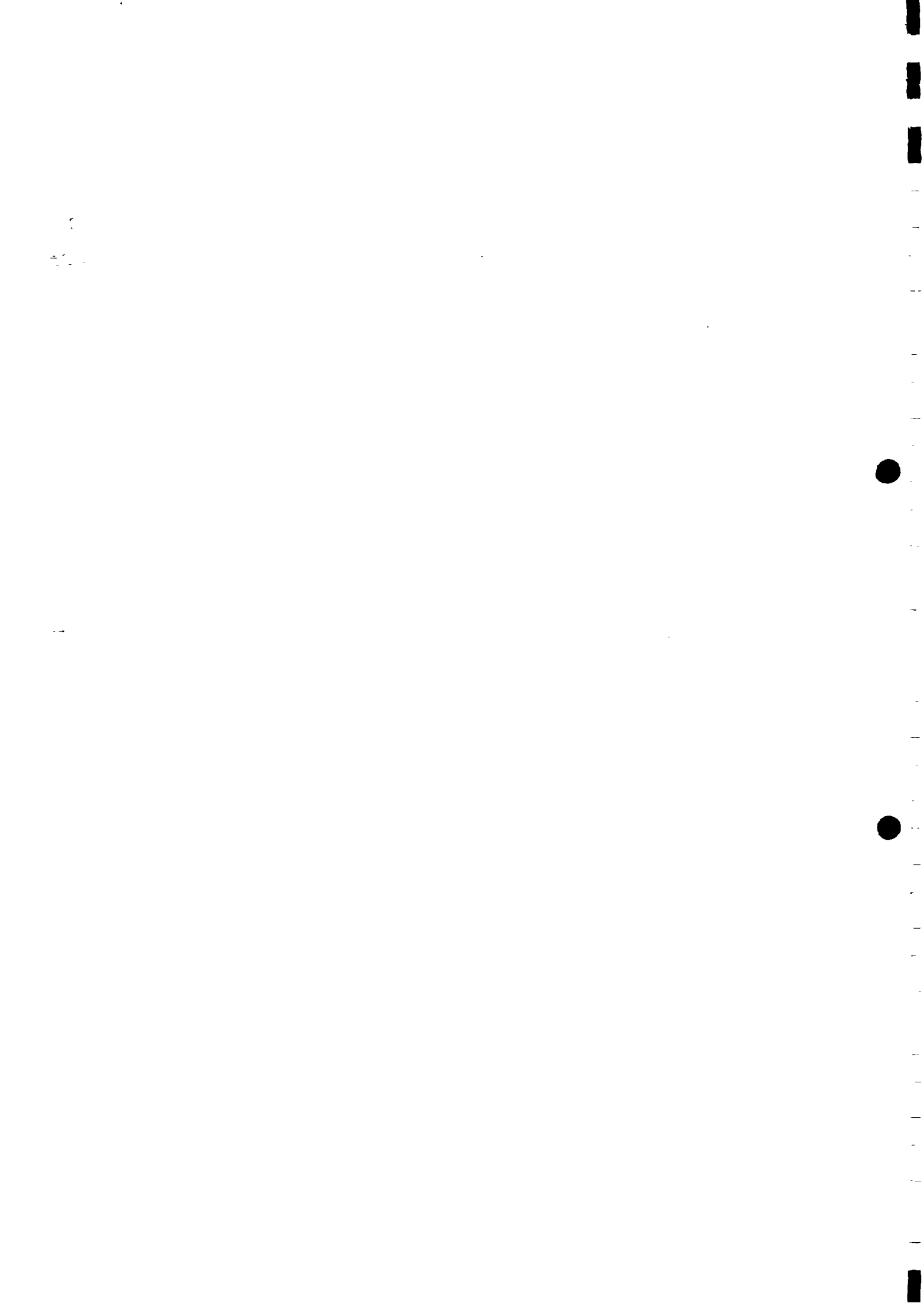
CONSTRAINTS

- the ministry does not have sufficient planning capacity to liaise with other ministries and agencies in the preparation of guidelines needed for planning by provincial staff in the integration of mobilisation in their strategies
- in view of its staff shortage, the ministry is not able to fully participate in the NAC, which is necessary for the coordination of various development strategies.
- there is inadequate training materials on community mobilisation for development, most experience currently being available within a variety of agencies.

3.2 PLANNING

RESPONSIBILITIES

- on the basis of identified village needs, the WDCO is expected to produce a ward plan - with the assistance of ward-level staff (includes the WCC).



- as members of the DDC, the DCDOs participate in the consolidation of ward plans into a district plan, which in turn forms the basis for a provincial plan (where the PCDO participates).
- project documents from national level should be sent to provinces where they can be used as planning guidelines for various projects.

CAPABILITIES

- the ministry will have personnel at all these levels
- WCC and VCW are expected to assist the WADCO and VIDCO respectively in the planning process.
- a manual on village level needs identification/planning has been prepared by the ministry and will soon be in use.

CONSTRAINTS

- not every VIDCO has a VCW and similarly not every WADCO has a WCC.
- most of the extension workers in the ministry who are expected to assist the local structures in planning are not trained in this activity.
- the ministry does not have sufficient funds to cover training workshops on planning.
- experienced planning personnel to undertake the training are not available.

3.3 COORDINATION

RESPONSIBILITIES

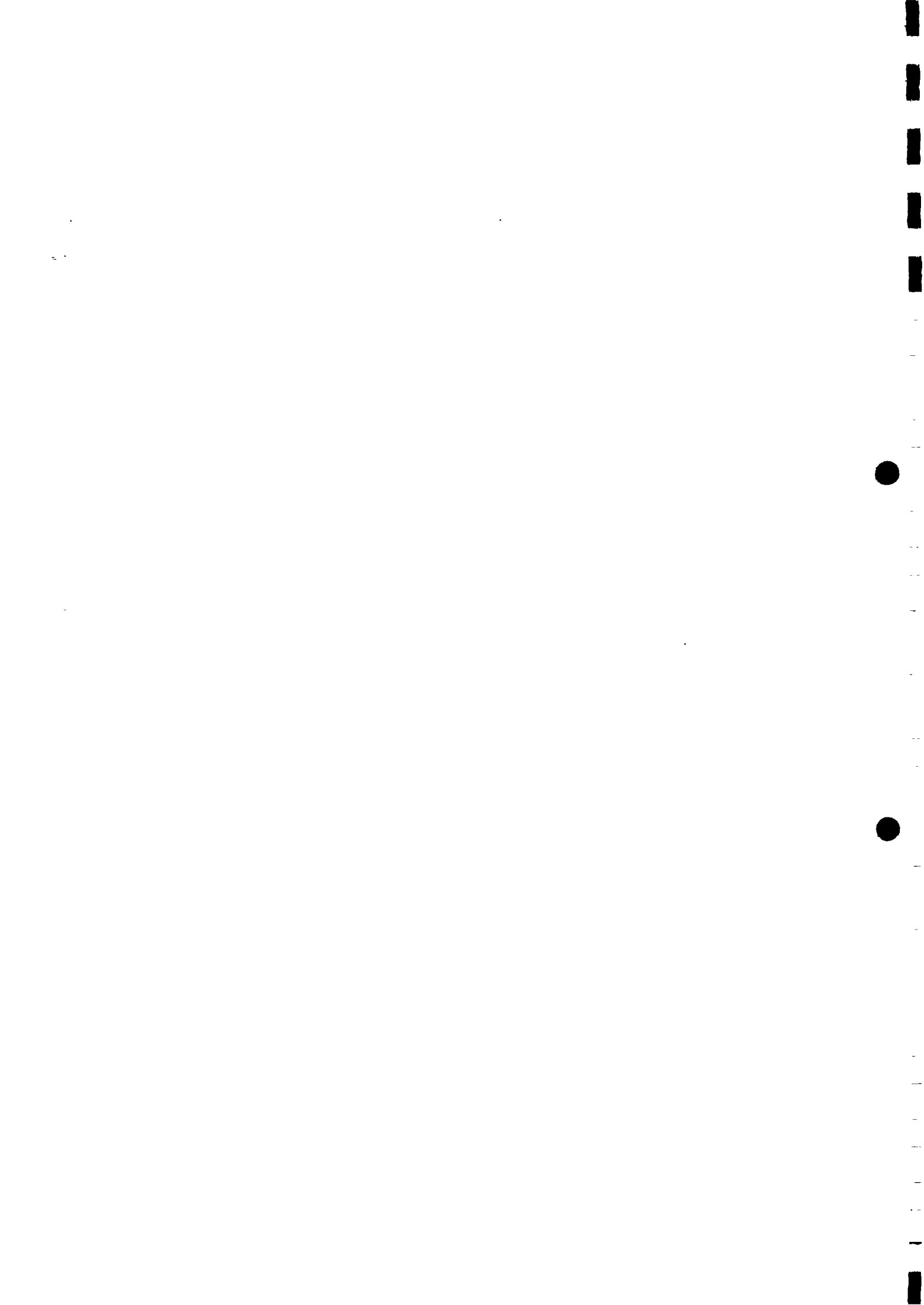
- coordinate the activities of ward level extension workers in support of the WADCO
- coordinate the preparation of procedures and strategies for mobilisation at all levels.

CAPABILITIES

- the personnel are there as per Prime Minister's directive.
- ministry is represented on all bodies involved in the planning of development activities.

CONSTRAINTS

- ministry structure does not at present, however, provide for personnel who can undertake intersectoral coordination as would be needed by mobilisation for programmes such as the WS&S
- training in coordination-type work for ministry staff has not been available.



3.4 IMPLEMENTATION

RESPONSIBILITIES

- participate in explaining pre-siting and siting procedures to the VIDCO and WADCO.
- VCW to participate in the selection of sites by communities.
- take list of identified sites to the WADCO
- mobilise communities to provide inputs needed by programme.
- participate in the community construction of facility.
- request community meetings to elect water committees and pump caretakers.
- promote activities needed for integrated WS&S programme.

CAPABILITIES

- these are all activities which fall within the brief of the WCC and VCW.

CONSTRAINTS

- there are no training materials for preparing the VHWS for their new roles as VCWs; and for the WCC to act as coordinators of programme implementation.
- the work of the ministry's extension staff depends on support from the Councillors and Party Women's League, but there are no materials to train the latter two agencies for their roles.
- materials suited for the development of other activities around a water point not available.

3.5 TRAINING

RESPONSIBILITIES

- to participate in the training of provincial staff in planning related to mobilisation.
- training of MCDWA departments in CAWIDS, monitoring and evaluation.
- introduce mobilisation procedures to provinces and districts
- train the WADCO, VIDCO, WCC, HA, VCW and Agritex workers, and all others involved in mobilisation at the village and ward levels.

CAPABILITIES

- the ministry has the responsibility, and there is a head office section dealing with training, as well as the presence of training officers in the provinces.



CONSTRAINTS

- lack of training strategies and materials on planning for mobilisation in the ministry, and even in most of the government system.
- lack of personnel who can train in CAWIDS, monitoring and evaluation procedures demanded by the WS&S programme.

3.6 SYSTEMS DEVELOPMENT

RESPONSIBILITIES

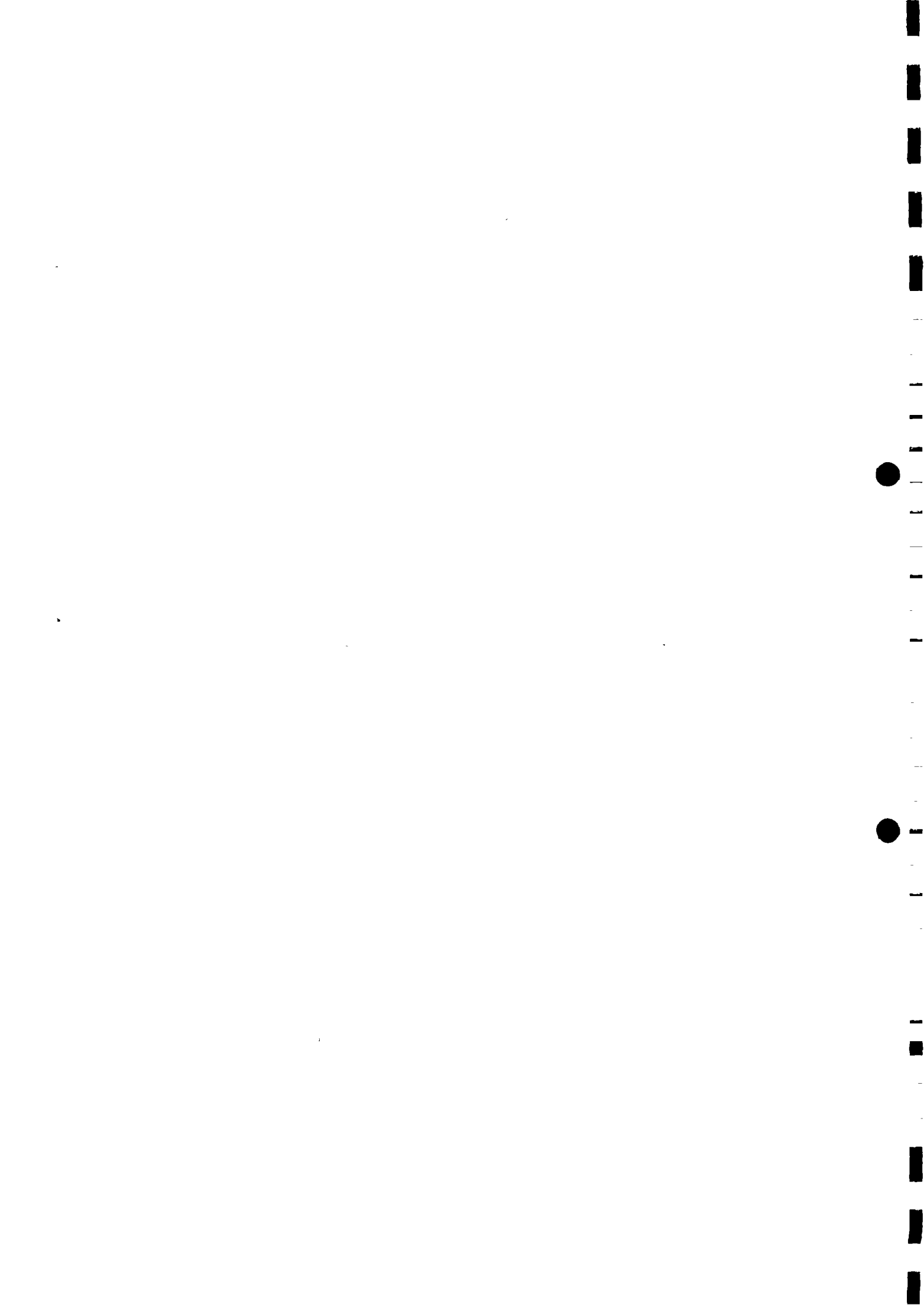
- to define the management systems needed to implement a community mobilisation strategy in the WS&S programme.
- define CAWIDS inputs.
- undertake monitoring and evaluation for the programme with respect to mobilisation.
- participate in community studies aimed at building a community data base.

CAPABILITIES

- there is a section charged with the task of planning, research and project preparation for this.
- the personnel are there to be trained.

CONSTRAINTS

- lack of personnel to develop the system.
- lack of trainers in these activities.
- personnel not trained in research methods for these studies.
- lack of funds for the hardware needed by CAWIDS and those funds needed to run training workshops.



4 ROLES OF OTHER MINISTRIES IN COMMUNITY MOBILISATION

At present, attempts are being made by different agencies to adopt the community based approach in their water supply and sanitation programmes.

4.1 MINISTRY OF ENERGY AND WATER RESOURCES AND DEVELOPMENT (MEWRD)

MEWRD is coordinating a number of programmes in all provinces and has recognized the need for community participation in integrated water supply programmes.

To this effect, MEWRD is making use of two private consultants: Interconsult in the Norwegian-financed WS-programmes in Masvingo and Manicaland, and Martinelli Associates in the EEC-financed WS-programme in Matabeleland South.

MEWRD is coordinating these programmes, including the CP components, although the ministry does not have the specialized personnel.

The involvement of MEWRD in CP activities is seen as a temporary solution, which should be terminated when other ministries are able to take over the responsibility for CP activities in relation to WS-programmes. MEWRD does not have any ambitions to build up their own capacity in this sector.

MEWRD is not represented below provincial level, and therefore would not be in the position to establish permanent institutions responsible for CP at community level.

4.2 MINISTRY OF LOCAL GOVERNMENT, RURAL AND URBAN DEVELOPMENT, (MLGRUD)

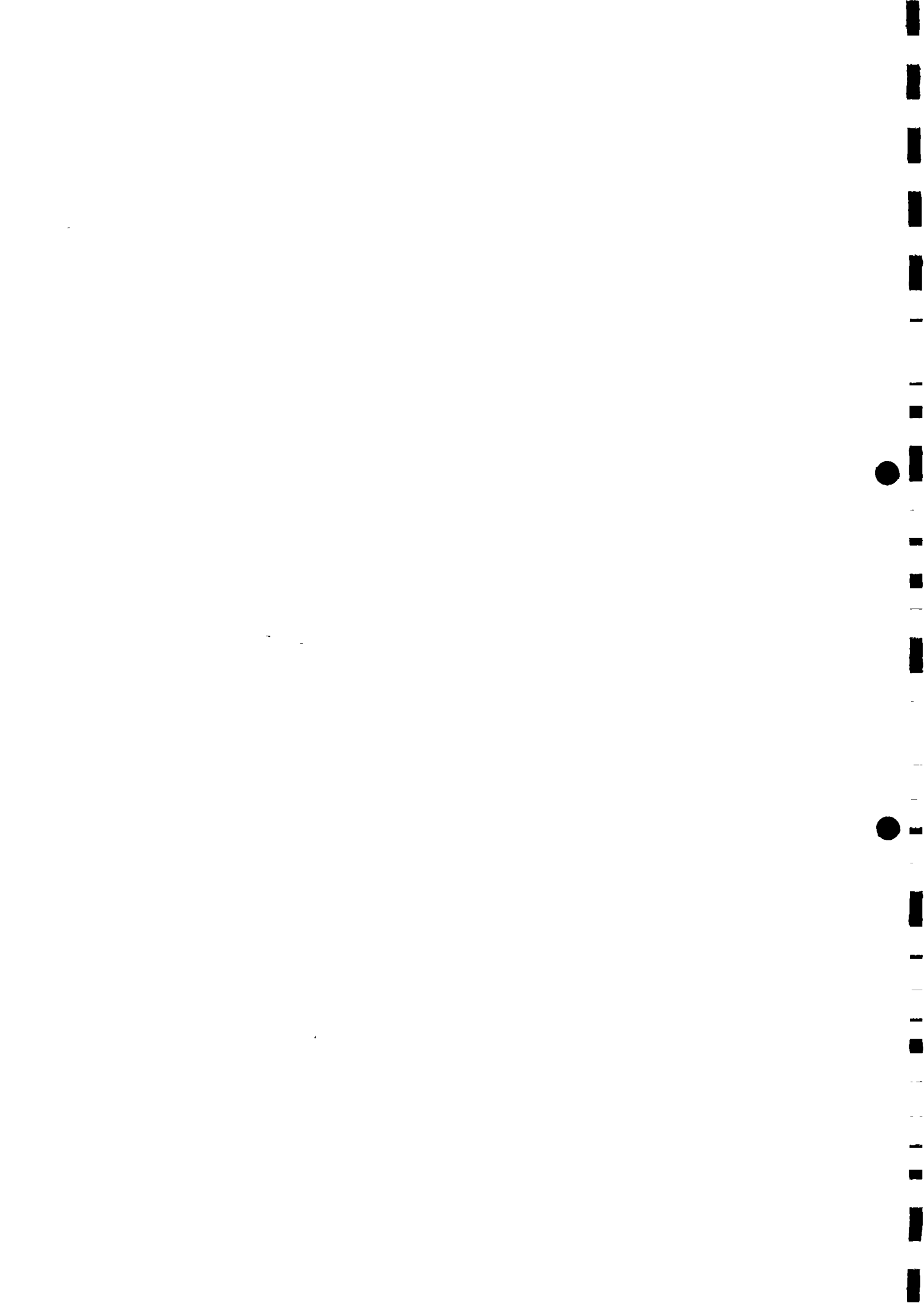
MLGRUD has the overall responsibility for national coordination and management in the rural water and sanitation sector, in accordance with the recommendations in the NMWP. The ministry is directly involved in the water sector through DDF

MLGRUD does not have a strategy for mobilising and training personnel in this sector, but would welcome a coordinated programme which would involve LGPOs in order to train them as communicators and promoters between the district administration and the local government system.

4.3 DISTRICT DEVELOPMENT FUND (DDF)

Operation and maintenance

DDF is currently establishing a maintenance section, consisting of 2 professionals, 2 technicians and 1 project assistant.



As a pilot project, which is expected to cover 8 districts within 2 years, DDF is introducing a 3-tier maintenance system based on recommendations in the NWMP,

The programme is organised on multi-bilateral basis by UNICEF based upon Danish funds, and involve traing of district staff, ward councillors, extension staff and village caretakers.

The LGPOs are used extensively in organising training activities and liaising with local authorities. They are being provided with a motorbike by the programme.

The main concern at present is to make the already existing LGPOs (which are under-utilised) operational, and provide funds for the pump-minders, which would answer the DDF's Water Division concerns in this area.

There has been no liaison between DDF and MCDWA at head-quarters level, but local MCDWA staff are involved whenever feasible.

Construction

DDF's Water Division constructs about 400 boreholes each year. Because of the allocation process, the boreholes are distributed in almost all the districts in the country.

The Water Division in DDF therefore has to travel around the whole country each year. This is done with two teams of drilling rigs, which always operate in neighbouring districts for logistic reasons.

It is expected that DDF's maintenance division will prepare the ground for the construction teams. The idea is that the technicians will arrive in the districts well ahead of the construction teams, and in consultation with the LGPOs organize for the necessary mobilisation of communities.

DDF has found that the district administration is the main bottleneck in the process, and see a need for permanent strengthening of existing structures. No specific plans are at hand.

DDF sees a strong need to improve and coordinate the process of identifying needs and will welcome initiatives from other ministries in this.

4.4 MINISTRY OF HEALTH (MOH)

MOH has been active in the construction of water supply (wells) and sanitation facilities as elements in the continuing preventive health programmes. MOH has a decentralized network of rural health centres and health extension personnel. It has the widest coverage and the highest number of extension workers of any ministry. The target has been to have one Health Assistant in each ward and one



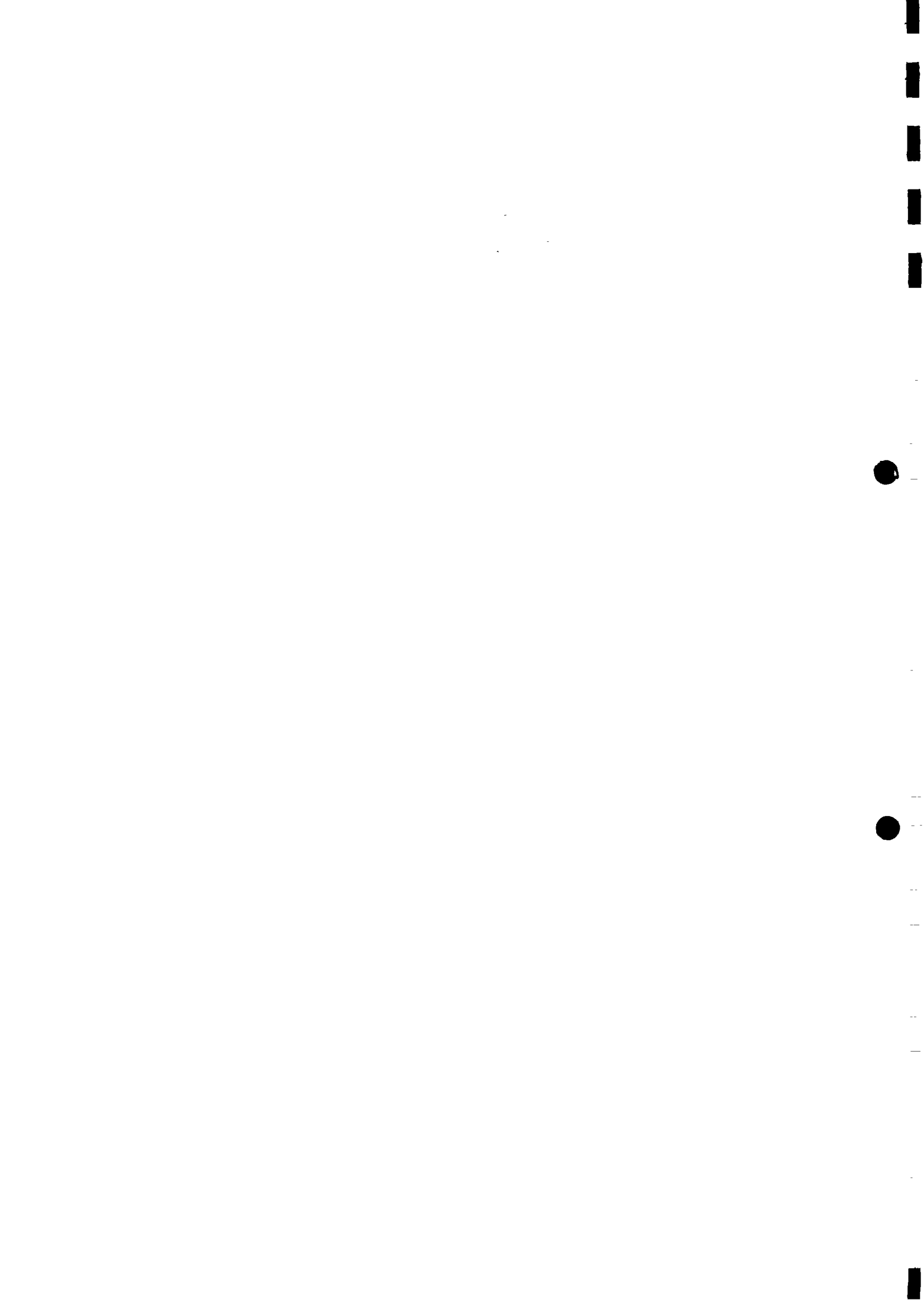
Village Health Worker for every 200 families, i.e. a total of 1000 and 12000, respectively.

Since 1982, 1000 VHWs have been trained annually, and the total number early 1987 was about 7000.

The training of VHWs is of 12 weeks duration. VHWs are not Government employees, but selected by the villagers themselves. They receive a small monthly remuneration of Z\$ 36. They are also provided with bicycles for transport.

Evaluations of VHWs made by MOH in 1983 and 84 indicate that the VHW programme has been very successful. It was found that 60 per cent of the population consult the VHWs as their first choice when there is illness in the family. Teaching the villagers about clean water and sanitation is one of the most central topics. Over 90 per cent of the VHWs felt that the communities were supporting their work. Common problems mentioned were that the monthly allowance was too low, the distances to travel too long, and the villager's expectations too high. It was found that in the training of the VHWs, there was a need for more emphasis on communication and social processes, and more involvement of village communities, political channels and other sectors such as education.

In February 1987, it was decided to transfer the VHWs to MCDWA. It is anticipated that the VHWs will remain the direct responsibility of the District Councils, who will continue to pay their allowances from a MCDWA block grant. The arrangement is expected to be effective from the budget year 1987/88 onwards. The intention is to train an increasing number of VHWs making them into multi-purpose Village Community Workers.



5 THE INVOLVEMENT OF MCDWA IN WS&S PROGRAMMES

On the basis of the findings presented in the previous chapters, a number of conclusions can be drawn:

1. In the long term, the existing administrative structures and the local government system should be utilized fully in the mobilisation for community-based WS&S programmes. It is important to build upon and support the decentralized government/administrative system in Zimbabwe, not undermine it by alienating it from externally operated programmes.
2. Today, WS&S programmes are implemented by a number of agents, assisted by different donors, and based upon different concepts/models with varying degree of involvement from the decentralised structures and the communities affected. There is therefore a great need for guidelines and standardised procedures regarding mobilisation, planning and community participation in such programmes.
3. In order to successfully mobilise for community-based development programmes, the local government structure (i.e. VIDCOs, WADCOs and District Councils) must be fully involved in the process of identifying needs and planning, from the earliest phases onwards. In addition, the political structure represents an important resource in the mobilisation work, particularly the Party Women's League.
4. In the Norwegian supported water supply programmes too little attention has so far been made to the involvement of these forces and the communities in the initial phases of the programme.
5. MCDWA is the only ministry which has the (potential) administrative structure and the formal responsibility to mobilise communities through the local government system. It is important, therefore, to provide the necessary support to MCDWA for it to take a lead in this work.
6. A major part of this support should entail the development and testing of procedures for inter-ministerial cooperation in the mobilisation of the communities. It should also include the development of training courses, training material, monitoring and evaluation systems and administrative procedures.
7. An immediate concern for NORAD is that MCDWA should become able to mobilise communities to participate in water and sanitation projects, and provide the necessary extension services at grassroots level. Clearly, mobilisation cannot be seen only in a sectoral perspective. In order to serve one sector, the Ministry will have to become operational in the

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area of mobilisation work for local development projects in general. Consequently, there is need for a general strengthening of those parts of MCDWA responsible for mobilisation activities.

8. The Norwegian funded WS&S pilot programme in Mashonaland Central, Mt. Darwin district, which is concerned only with the water and sanitation sector, will provide a field test for the development of procedures, manuals, courses etc. for mobilisation in general (as mentioned above), that can eventually be applied in other districts, and in other types of community-based development programmes as well.
9. In order to achieve this, other WS&S programmes in the country must also be followed closely and experiences from these programmes must be taken into consideration.
10. MCDWA does not at present have the necessary capacity or capability to organise the mobilisation work in connection with the pilot WS&S programme. This should be done through the use of external assistance, but under professional guidance and supervision from MCDWA.
11. The main objective of the support to the MCDWA, as outlined below, should be the institution-building aspect - namely the translation of experience from the pilot WS&S programme into procedures, guidelines and training programmes which in the future will enable the existing administrative system and local government structure to plan and coordinate community-based development programmes offered by different ministries and NGOs.



6 STRATEGY FOR STRENGTHENING THE INVOLVEMENT OF MCDWA IN WS&S PROGRAMMES

6.1 GENERAL ISSUES

The scope of the present feasibility study is limited by its mandate (appendix 1) to indicate MCDWA activities related to the pilot WS&S programme in Mashonaland Central, and the necessary resources for the coming budget year.

What is spelt out below is therefore only the beginning of a process. In the course of the one-year period, more detailed studies have to be done by those involved, in order to refine the long-term strategy and determine the necessary inputs and activities.

Some fundamental issues have been agreed as basic principles in the strategy:

1. National staff should be preferred. Expatriates should only be used in short-term and specialized assignments. This is because of:

- the importance of being familiar with the local culture
- the availability of qualified personnel in the country
- the reduction of costs
- the possibility in the long run to retain in Government service the personnel that is being trained.

2. Whenever possible, external assistance, e.g. consultancy services and secondments, should be utilised as the most cost-effective option to solve problems which are of a temporary nature, e.g. curriculum development, production of training material, community mobilisation in connection with the pilot programme, etc. Recruitment of Government staff should be limited to key personnel necessary to administer and supervise activities on a regular basis.

This is because of the general concern to avoid major build up of public expenditures, (and especially recurrent expenditures through expansion of Government staff) as a result of externally assisted infra-structural programmes.

3. Consultancy services should be based as much as possible on the recruitment of national personnel
4. MCDWA at central level should not build up capacity to run projects directly, (e.g. a Community Participation Task Force as suggested in the Plan of Operation for the Norwegian funded WS&S programmes). This is because MCDWA see its role as a promoter of decentralised development, which should be administered mostly at district and ward levels. With the adverse experiences from other countries in the region in mind, we feel

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that this is an extremely important standpoint that should be supported.

5. Most of the activities and inputs mentioned below are temporary measures, designed to extract and translate experiences from ongoing WS&S programmes into workable procedures and policy guidelines, manuals, training material etc. that can be used to strengthen the functioning of local administrative structures in the long run.
6. The actual training and coordination of mobilisation work in connection with WS&S programmes should eventually be done by the ministry and the decentralised government structure itself.
7. The production of training material for WS&S programmes should be done not by MCDWA but by the responsible ministries and implementing agencies themselves. Before such material is produced, however, it should be endorsed by MCDWA in order to ensure that it is consistent with the decentralisation policy.
8. Training material regarding mobilisation in general, decentralised planning and coordination of community based development programmes, etc, should be produced by MCDWA.

6.2 ORGANISATIONAL ASPECTS

Within MCDWA, community mobilisation is organised under the Community Development Section, through its division for Training and Adult Literacy and its extensions into the districts. At headquarters level there are no sections specifically responsible for community mobilisation.

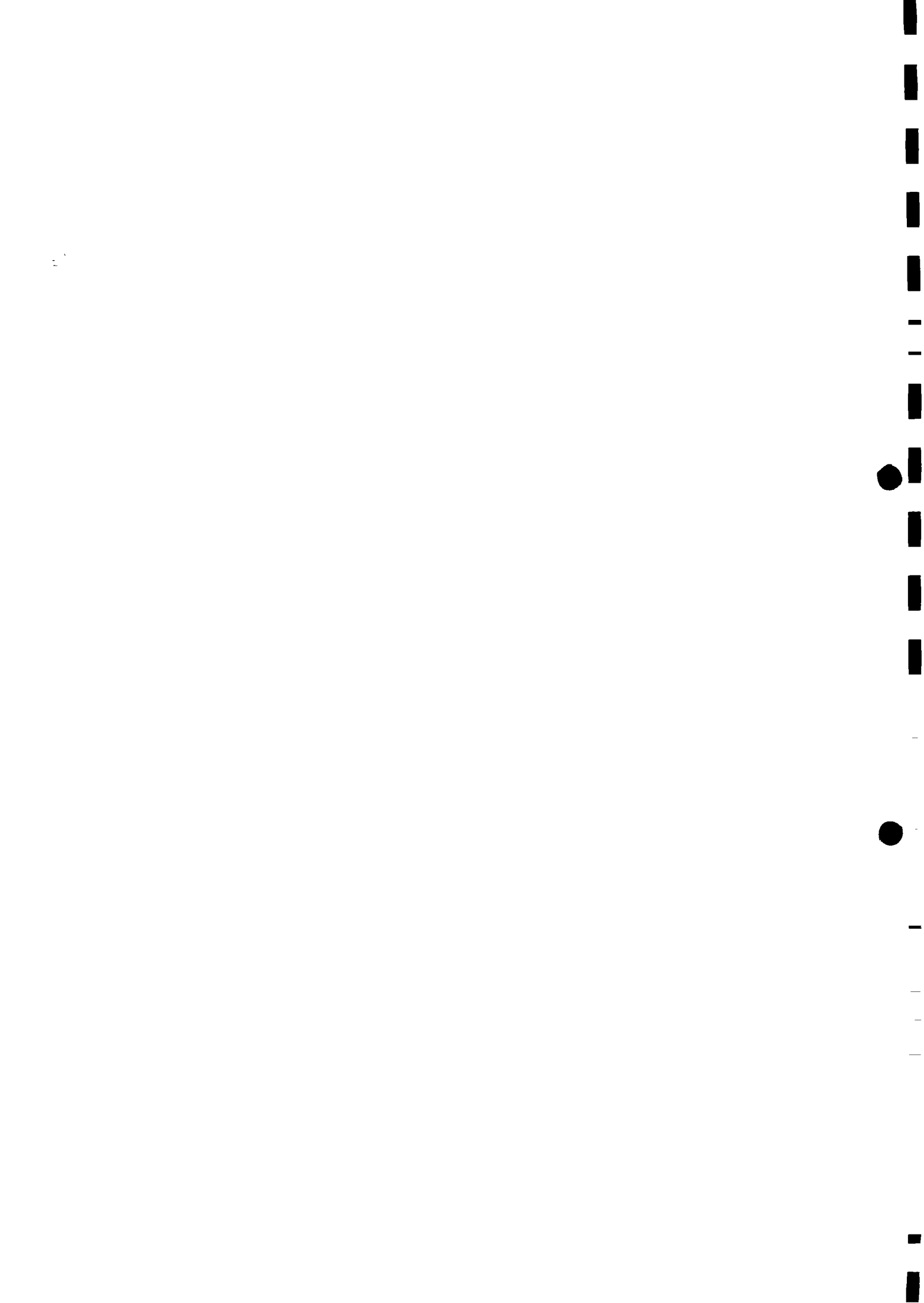
The organisational chart below depicts some of the central agents at different levels, in the future organisation of community-based WS&S programmes, and the temporary support functions suggested in connection with the pilot programme. Reference is also made to chapter 2.

The National Action Committee (NAC) is the coordinating body with members from the ministries involved.

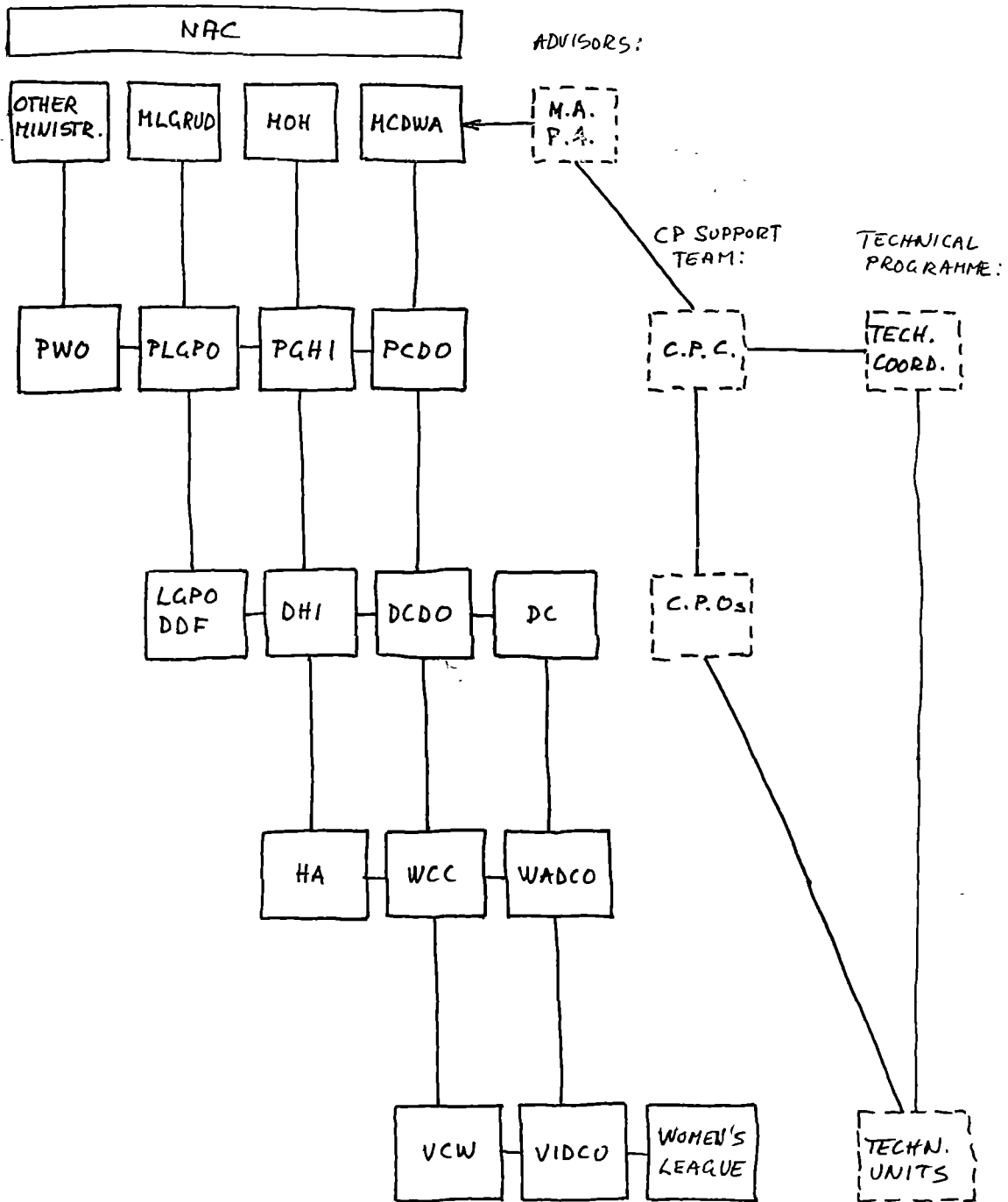
At provincial level and below, a number of agents are involved, mainly from MCDWA, MLGRUD, MOH, and the local government system. MCDWA will have a central role in involving these agents in the mobilisation process.

On the technical side, external agents are employed for specialised parts of the implementation work at village level, e.g. siting, drilling, repair, etc.

In connection with the pilot programme in Mashonaland Central, there is need for additional intervention from outside, in order to solve the immediate problems of

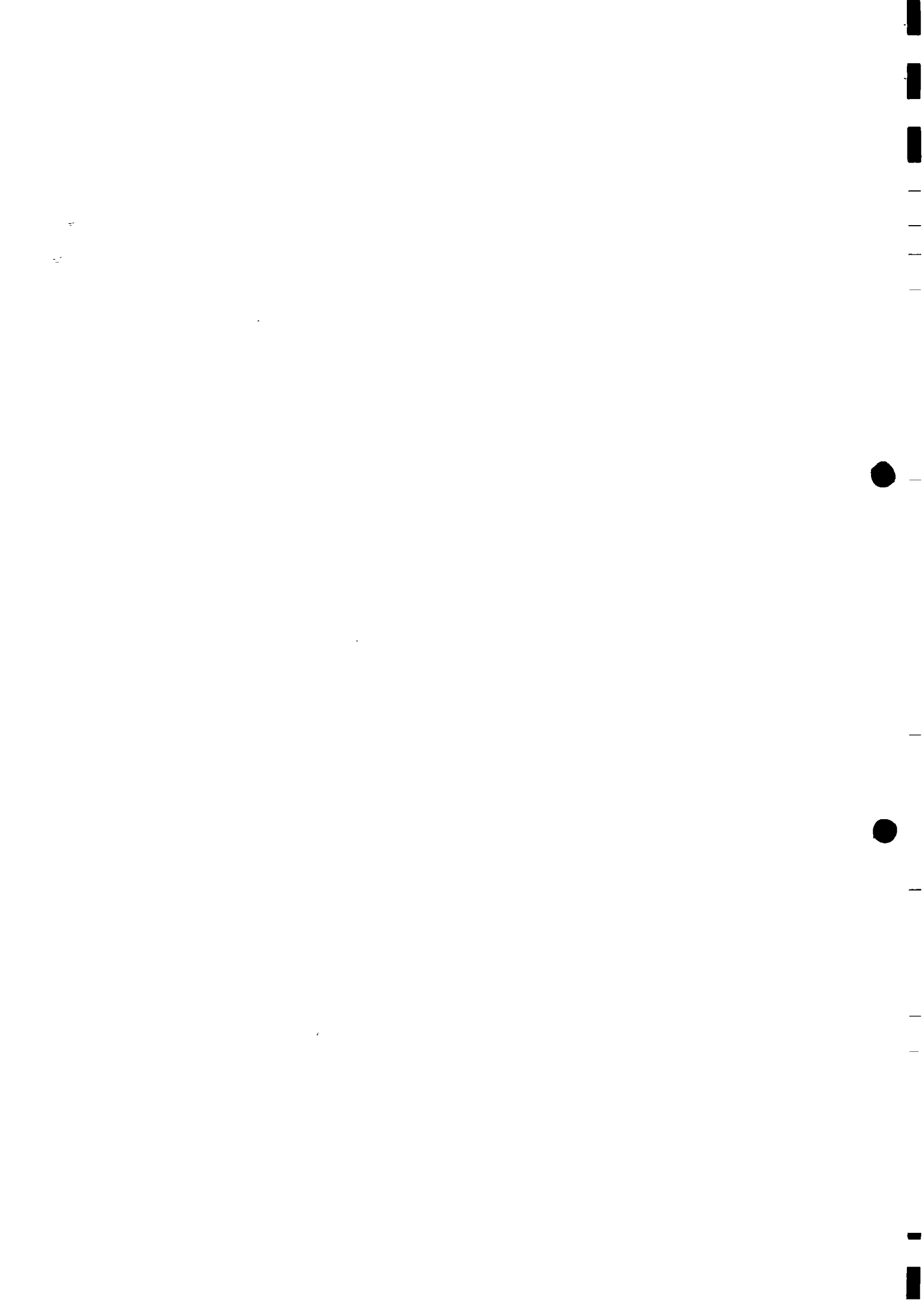


MAJOR AGENTS INVOLVED IN COMMUNITY-BASED DEVELOPMENT PROGRAMMES,
AND TEMPORARY SUPPORT FUNCTIONS FOR THE WS&S PILOT PROGRAMME



PERMANENT STRUCTURE
 TEMPORARY SUPPORT FUNCTION

M.A. = MOBILISATION ADVISOR
 P.A. = PLANNING ADVISOR
 CPC = CP COORDINATOR
 CPO = CP OFFICER



mobilising for community participation and coordinate the local administrative machinery.

It is suggested that this is done by a Community Participation Support Team which will be working at province, district and ward levels.

A main responsibility for the support team, in addition to the direct mobilisation work will be to find ways to involve local authorities/administration in the coordination process and test out procedures that can be used elsewhere and in connection with other types of local development programmes.

In the day-to-day operations the support team should be administered by a CP Coordinator, which will provide the necessary link between the technical side of the programme and MCDWA.

Seconded to MCDWA should be a Mobilisation Advisor (MA) responsible for the professional guidance of the support team. The main job of the MA will be to translate experiences from the pilot programme and other WS&S programmes into workable procedures, policy guidelines, etc, in consultation with other ministries, which can be endorsed by MCDWA and NAC for future application in other programmes.

The MA should be directly answerable to the Deputy Secretary for community development. She/he should support the MCDWA representative in NAC, and work directly with the different departments in MCDWA.

Also seconded to MCDWA on a contract with NORAD should be a Planning Advisor (PA). The PA will work under the MA, and be responsible for developing and introducing planning procedures, administrative systems, monitoring and evaluation systems etc.

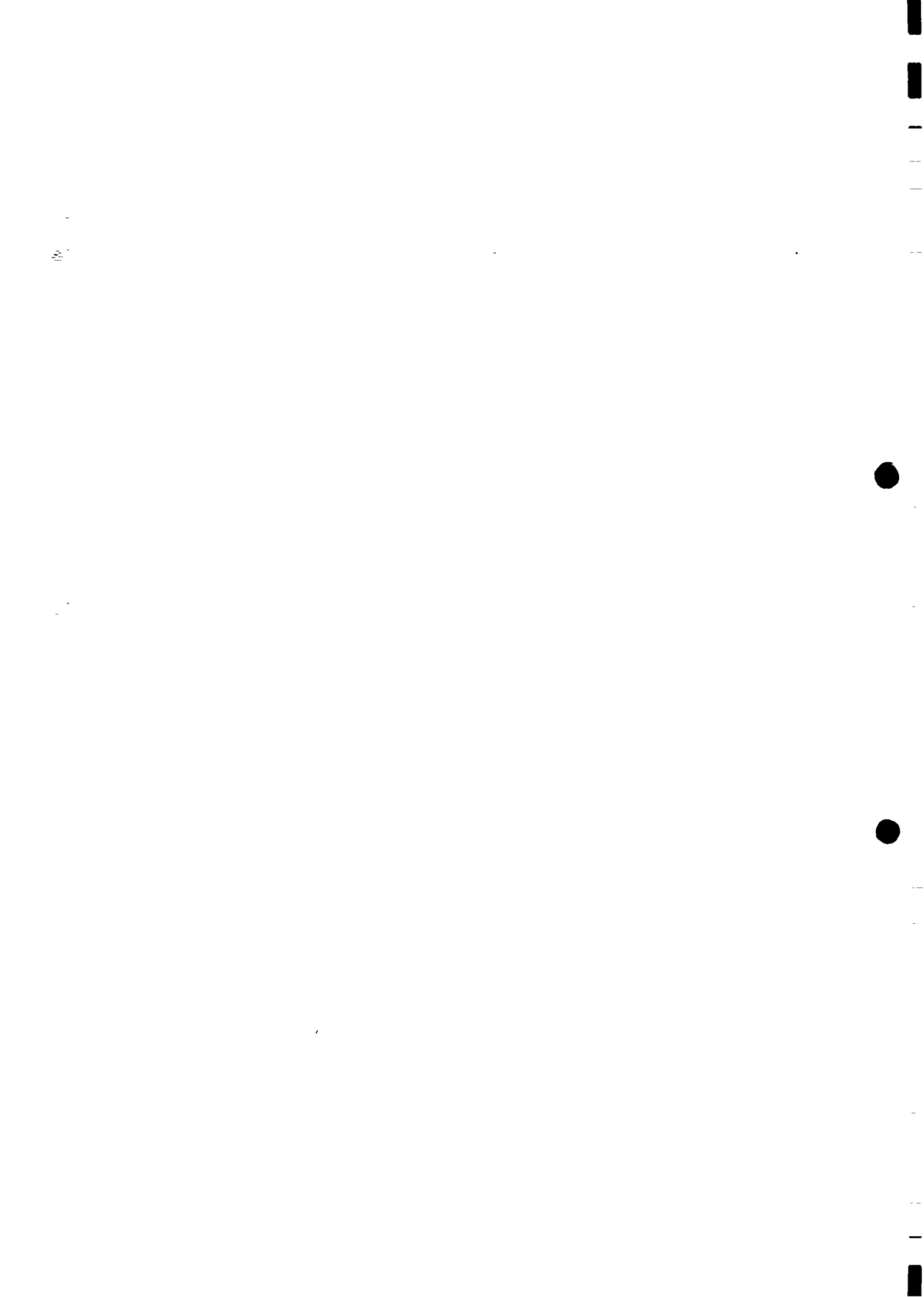
In the development of training material, manuals etc., the MA and the PA will rely upon the external assistance from a curriculum developer, writer/editor and an illustrator. Their work should be coordinated and supervised by the CP Coordinator.

Personnel should be assigned initially for two years only, which is the anticipated duration of the piloted programme.

6.3 PERSONNEL

The following personnel should be engaged as soon as possible, preferably at the beginning of the budget year 1987/88, i.e. July. 1 :

- 1 Mobilisation Advisor
- 1 Planning Advisor
- 1 CP Coordinator
- 2 CP Field Officers



At a later stage, by the beginning of 1988, assistance from the following personnel should be included:

- 1 Curriculum Developer
- 1 Writer/editor
- 1 Illustrator

In addition, there might be need for specialized expertise on a short-term basis, e.g. in EDP systems development, planning and monitoring/evaluation.

Mobilisation Advisor

It is suggested that a Mobilisation Advisor (MA) be seconded to the Ministry on a 2 year consultancy contract with NORAD. The person will assume an advisory position at assistant secretary level, answerable to the Deputy Secretary for Community Development.

The candidate should have:

- academic qualifications in social science
- experience in organising community mobilisation and participation work.
- experience from work within ministries in Zimbabwe

The Mobilisation Advisor should primarily be responsible for developing the policy guidelines, procedures, manuals, training materials etc, necessary for the future mobilisation of communities in connection with local development projects that are offered by various Government Ministries and NGOs.

The MA shall not be responsible for the day-to-day operations of the mobilisation and community participation work in connection with the pilot programme, but in the professional guidance and the transfer of experience and know-how from the CP support team to the Ministry.

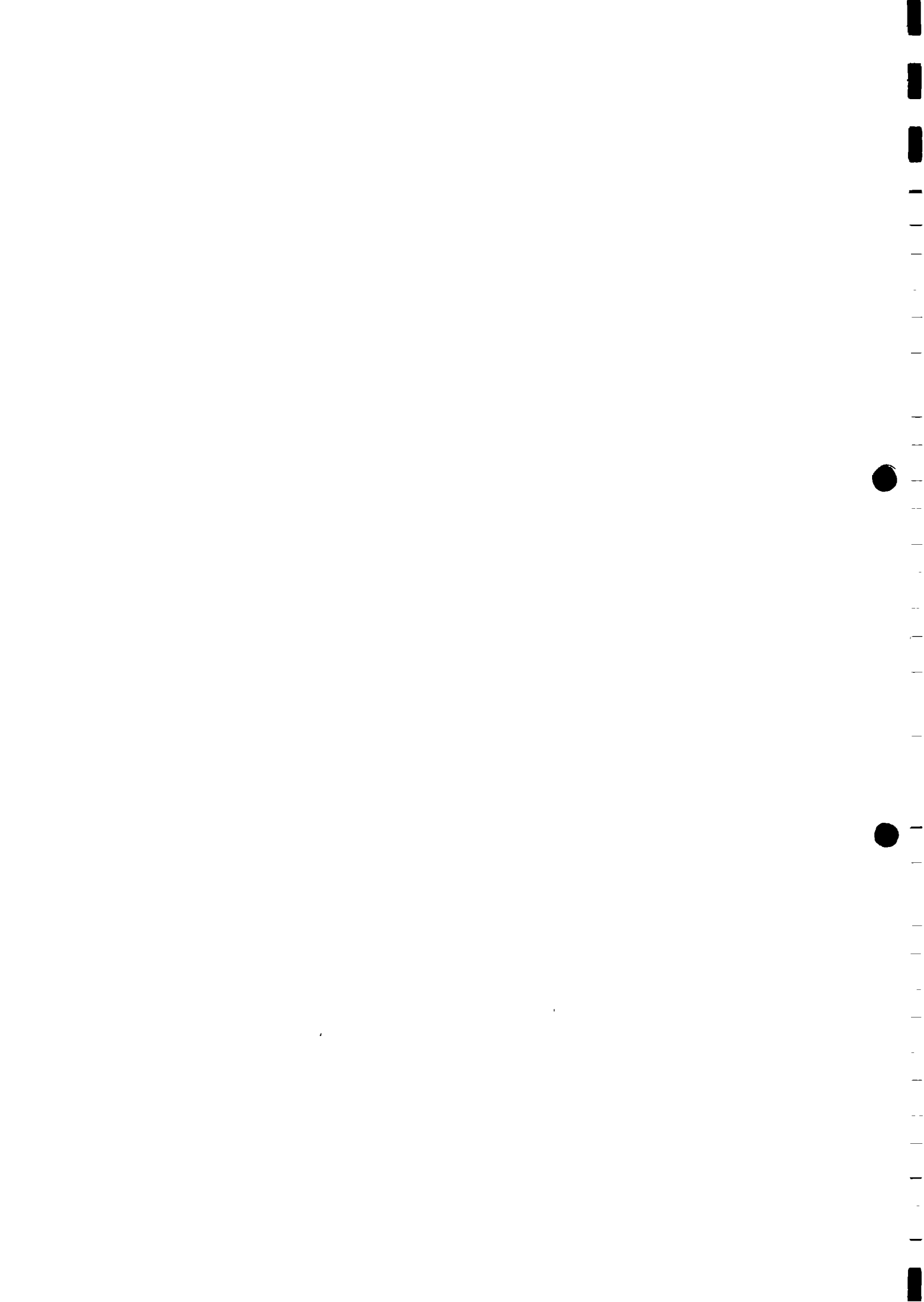
The MA should use the WS&S sector as a case study, but be concerned about the **general** problem of mobilising for development projects regardless of sector.

A job description for the Mobilisation Advisor is included in appendix 7

Planning Advisor

MCDWA has a section for Projects, Research and Planning under its Community Development Division. There is a general need for the strengthening of the planning function at all levels of MCDWA.

As a result of the recent transfer of extension workers from MOH, the number of ward workers is expected to double, while the number of village level workers under MCDWA will go up by a factor of ten. The training, recruitment, and utilisat-



ion of these workers presents the ministry with a planning and administration problem of a new order.

At present, MCDWA is preparing, with the assistance from SIDA, a training manual for project planning at community level. Training courses will be organised for VCWs and VIDCO members towards this end. The ministry will also need assistance in developing a system for the planning, coordination, monitoring and evaluation of community based programmes at higher levels.

It is therefore suggested that a Planning Advisor (PA) be seconded to MCDWA on the basis of a two year NORAD contract. The PA will work under the MA, and in close cooperation with the different departments in the ministry.

The candidate should have:

- Academic qualifications in social science, preferably in economics/project planning.
- Experience in developing planning systems
- Experience in working with ministries in Zimbabwe

A proposed job description for the PA is included in Appendix 7

CP Coordinator

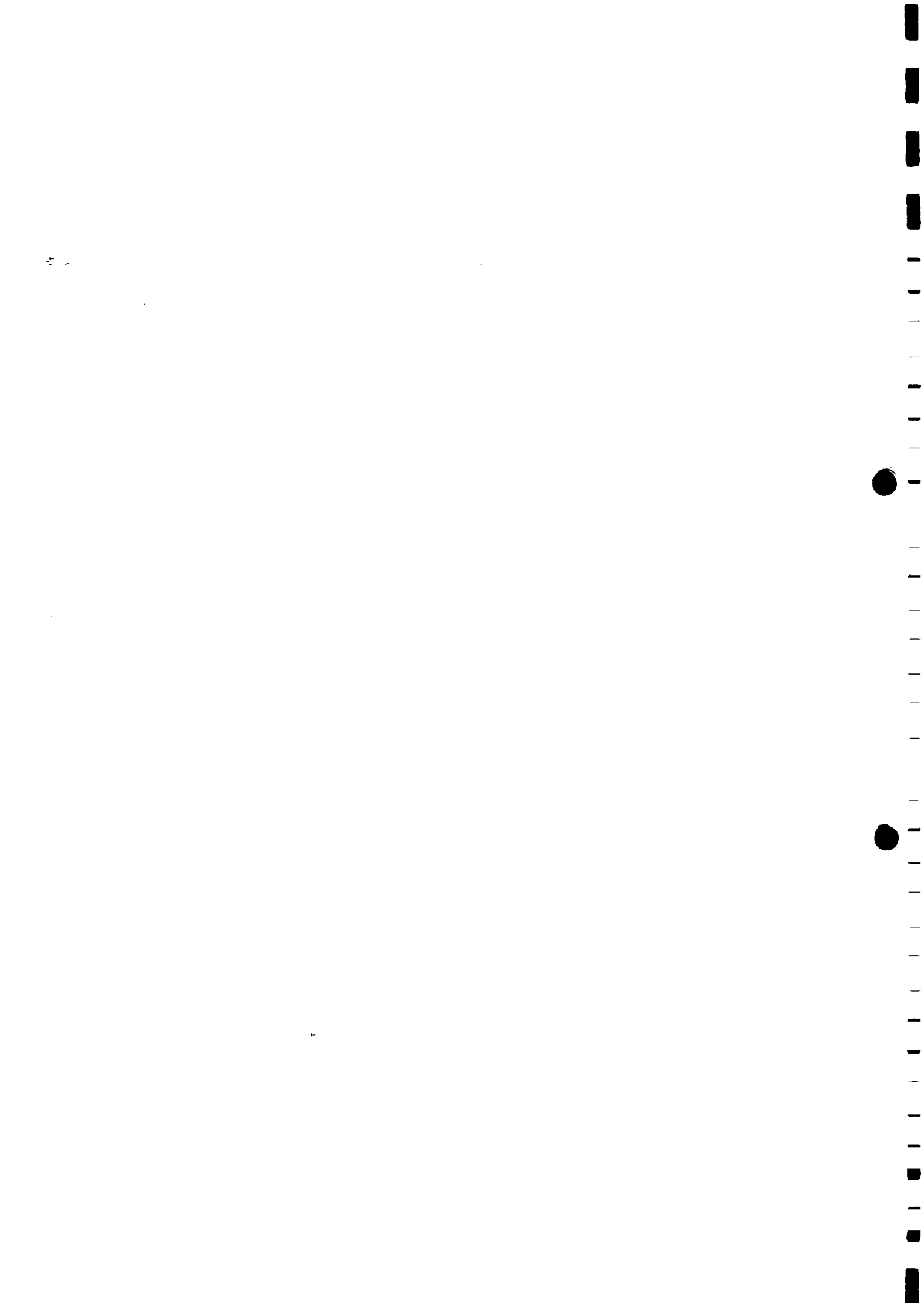
The CP Coordinator (CPC) will be responsible for the day-to-day coordination of mobilisation and community participation activities in connection with the pilot programme in Mashonaland Central.

The CPC will work under direct guidance of the MA.

The CPC and her/his team will function as a catalyst in the mobilisation and community participation process in the pilot programme, by assisting Government agencies, the local Government system and political organisations in coordinating activities in connection with the WS&S programme.

The main function of the CPC and the support team will however be to:

- identify and test procedures that effectively utilize existing Government structures at various levels in the implementation of community participation in local development projects.
- identify the needs for the strengthening of MCDWA at various levels in order to mobilise for local development projects.
- develop training material for community mobilisation in general, and water and sanitation projects in particular.



- undertake training in mobilisation for personnel from MCDWA and other ministries at headquarters, provincial and district levels.

- develop and test procedures for the administration of extension workers, and monitoring and evaluation systems for mobilisation and community participation activities.

- develop a strategy for the upgrading of extension workers and strengthening of MCDWA in order to provide extension services to local development projects on a national scale.

The CPC should have:

- Academic qualification in social science
- Extensive experience in coordination of community-based programmes at the field level.

A proposed job description for the CPC is included in appendix 7

CP Officers

The pilot programme is limited to one district consisting of 30 wards and approximately 180 villages. The scope of the programme is to construct 90 wells, 80 boreholes and 2000 latrines within a 2-year period.

The CP Officers (CPO) will be responsible for the day-to-day coordination of CP-activities in connection with the programme.

Moreover, the CPOs will work directly with government staff and extension workers at provincial, district, ward and village levels, in order to identify and test workable procedures, and identify bottlenecks and necessary inputs that will enable effective decentralised coordination of community-based programmes in the future.

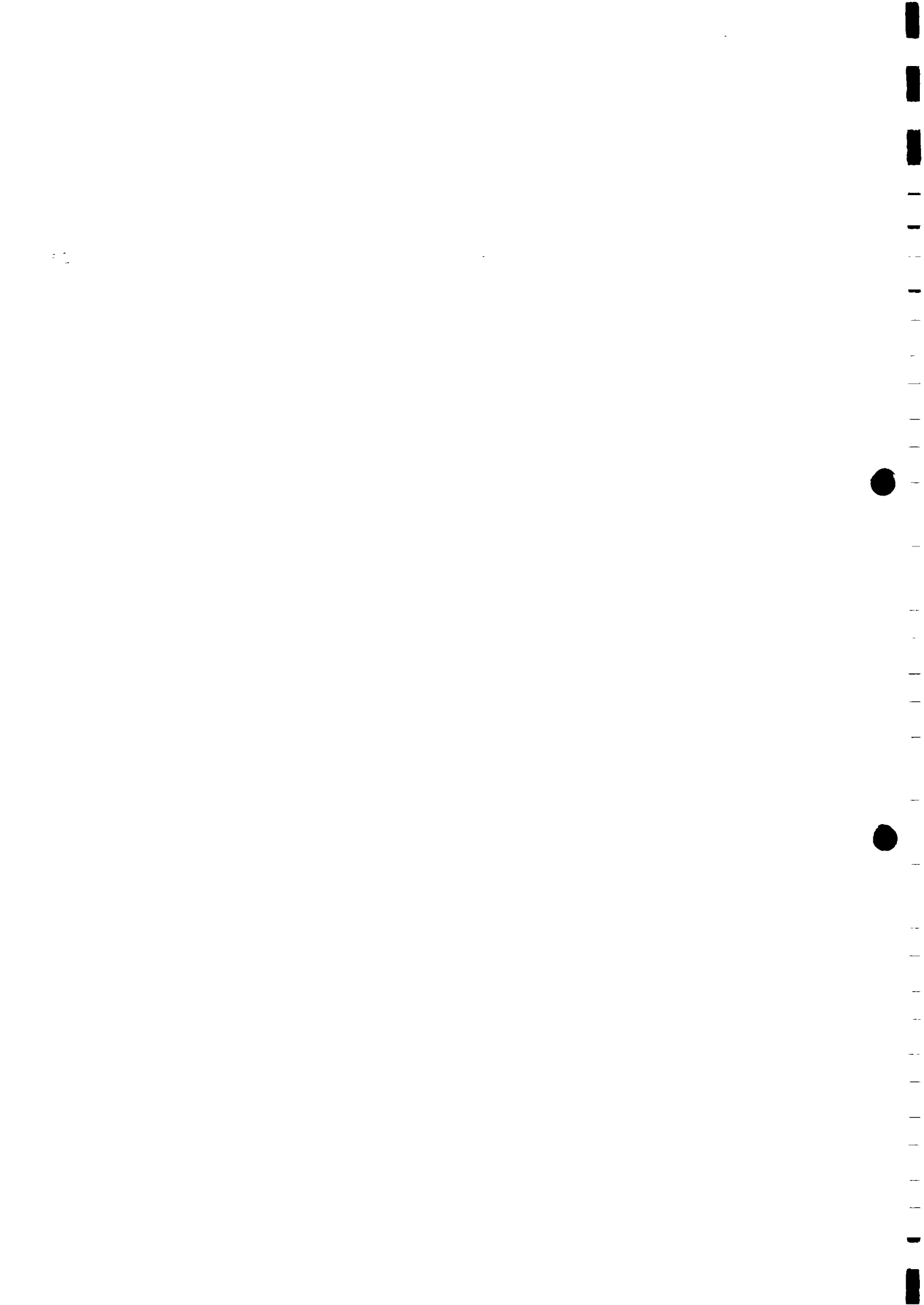
The CPOs should therefore also have analytical training and experience. They should have extensive experience with coordination of community-based programmes.

One of the CPOs should have academic qualifications, preferably in social studies and management.

A job description of the CPOs is included in appendix 7.

6.4 MANUALS AND TRAINING MATERIALS

There is a need for manuals and training materials which cover the two main areas:



- Mobilisation procedures and inter-ministerial cooperation in general
- Community participation in relation to water and sanitation projects

Standardisation is a major concern in the NMWP, with respect to implementation procedures, technology, training material etc. Since MCDWA is the lead ministry in the coordination of community development activities, emphasis should be made to develop training materials that can be used nation-wide.

The CPC and the CP support team should, in close cooperation with the MA, the PA and the training department of MCDWA, develop necessary manuals and training materials to be used at various levels. This should be done on the basis of procedures developed for community mobilisation.

As mentioned above, training materials for WS&S programmes should be developed and produced by the ministries and implementing agencies responsible for the different programmes, in consultation with MCDWA.

In particular, the department for Adult Literacy in MCDWA should be involved in the development of simple and relevant material that can be used directly in the adult literacy campaign in the villages.

6.5 TRAINING

In future, province staff will train district staff, who would then take part in the training of Ward Community Coordinators, and subsequently the Village Development Workers.

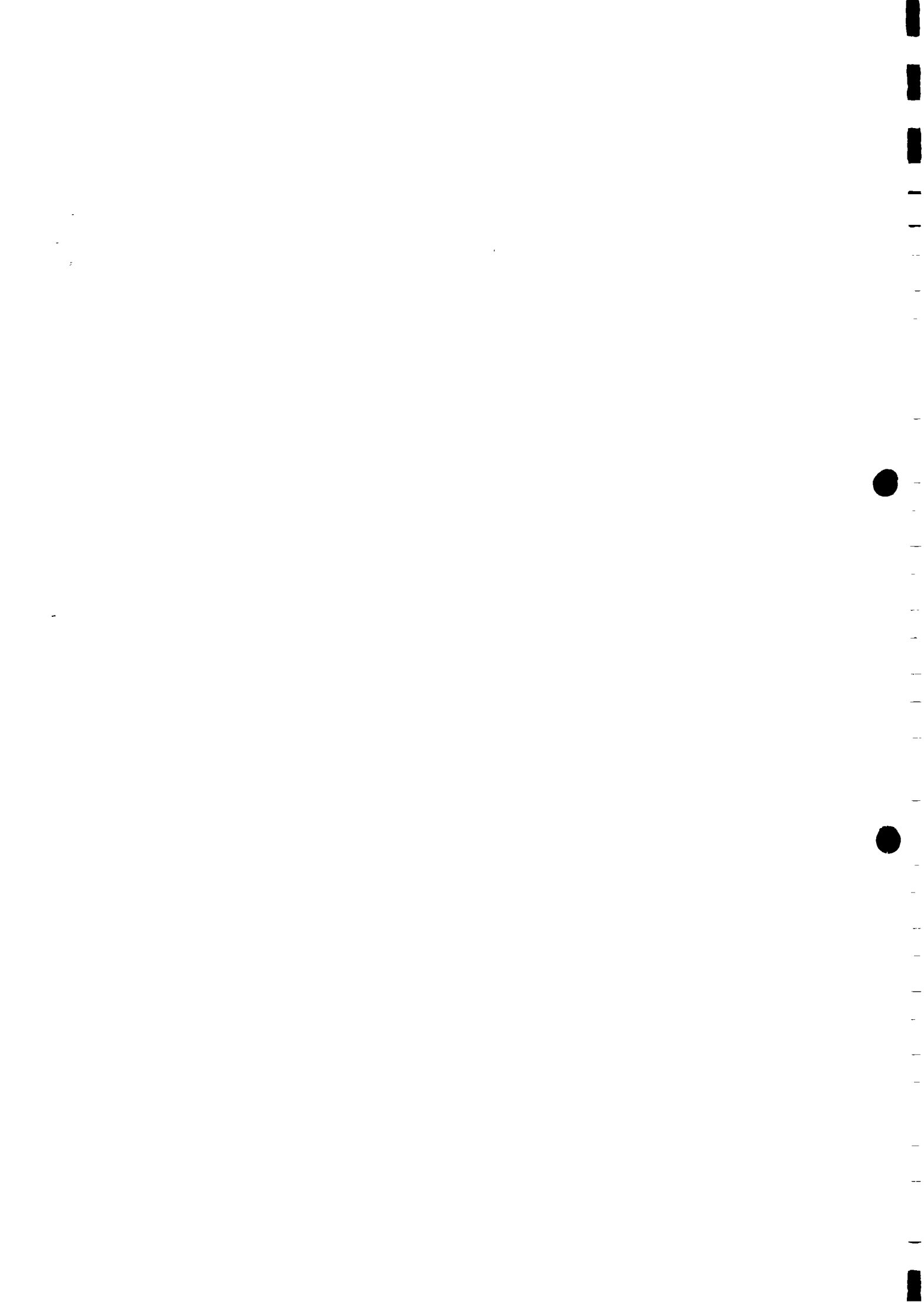
During the pilot project period, training needs should be identified, and training courses at all levels prepared and tested in order to design methods and materials that can be used in the future.

At headquarters level, there is a need for training in:

- mobilisation work in general
- planning
- administration
- inter-ministerial cooperation at various levels

The following departments should be involved in training activities:

- Adult Literacy Campaign
- Projects
- Research
- Planning
- Women's Organisations
- Administration and Finance



At provincial level, there is need for training in a number of areas:

- mobilisation procedures
- interministerial cooperation
- planning and administration
- monitoring and reporting
- training of district personnel
- mobilisation in water and sanitation projects

At district level, inter-ministerial workshops should be designed covering:

- interministerial cooperation
- training of village and ward personnel
- mobilisation and community participation in relation to water and sanitation projects

Ward and village level extension workers are expected to be trained by district personnel. During the period of the pilot programme, the CP support team should help defining training courses in cooperation with district staff, and monitor and evaluate such courses in order to improve their effectiveness.

6.6 ADMINISTRATIVE SUPPORT

During the pilot programme period 1987-89, the need for administrative support to MCDWA is expected to be limited, because the build-up of extension workers will proceed gradually, and because the number of development programmes serviced by the Ministry will be limited in the near future.

The MA and PA should, in cooperation with the different departments of MCDWA, identify administrative bottlenecks in the Ministry, and the need for administrative support in the future.

6.7 MONITORING AND REPORTING

The coordination of mobilisation and community participation activities will mostly involve district, ward and village level personnel. The need for monitoring of these activities at higher level is limited.

Nevertheless, a system of monitoring and reporting should be developed for the purpose of:

- effective administration
- allocation of resources
- evaluation of performance
- coordination with other ministries

The system should address the needs of the province and headquarters for effective management.

The PA, in close cooperation with the CP team, should



develop and test the necessary monitoring and reporting procedures.

6.8 EDP DEVELOPMENT

In connection with the NMWP programme, a computer-based information system has been developed for the purpose of improving the communication and exchange of information between ministries cooperating in the NMWP. The system will be used to develop and update compatible data bases and develop management systems.

EDP support to cooperating ministries will be coordinated and financed through MEWRD. A 1987/88 budget of Z\$ 158,500 for MCDWA has been proposed by the consultant. This includes:

- feasibility study
- the installation of three PC units
- training
- maintenance
- system development.

In the proposal, it is suggested that the PC units should be used in three different departments:

- the typing pool for general increase in typing capacity
- the training department for the establishment of a data base for Village Community Workers
- the planning section for exchange of information with other ministries and computerizing PSIP procedures.

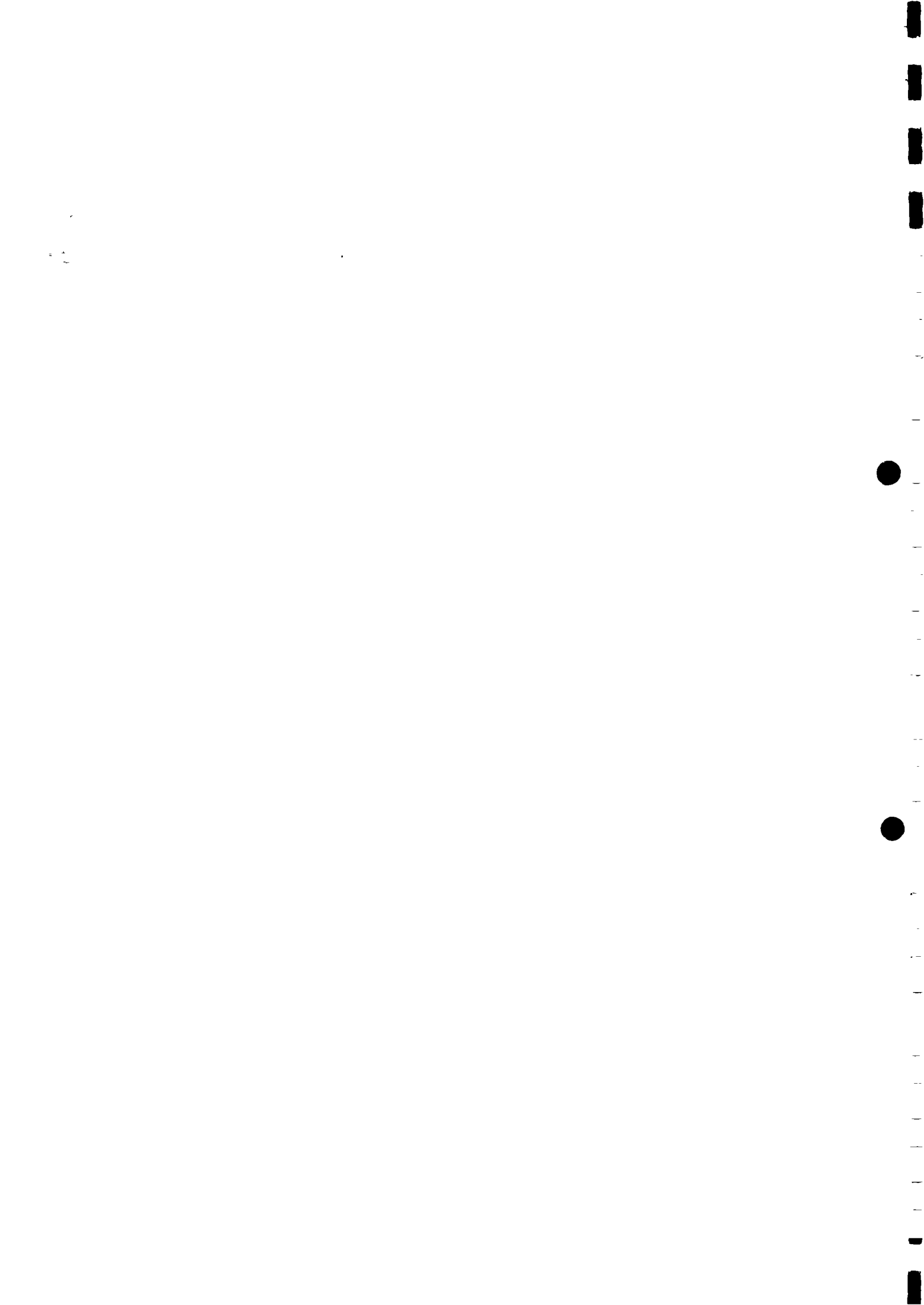
At present, the development of data systems in relation to planning, administration of extension workers, mobilisation and community participation is premature, because of the lack of activities and established procedures. It is important therefore, that the feasibility study and subsequent system development is initiated in agreement with the MA and in close cooperation with the PA and synchronised with the work of the CP support team.

6.9 TRANSPORT AND EQUIPMENT

At present, activities of MCDWA at district ward and village level is greatly affected by the lack of transport.

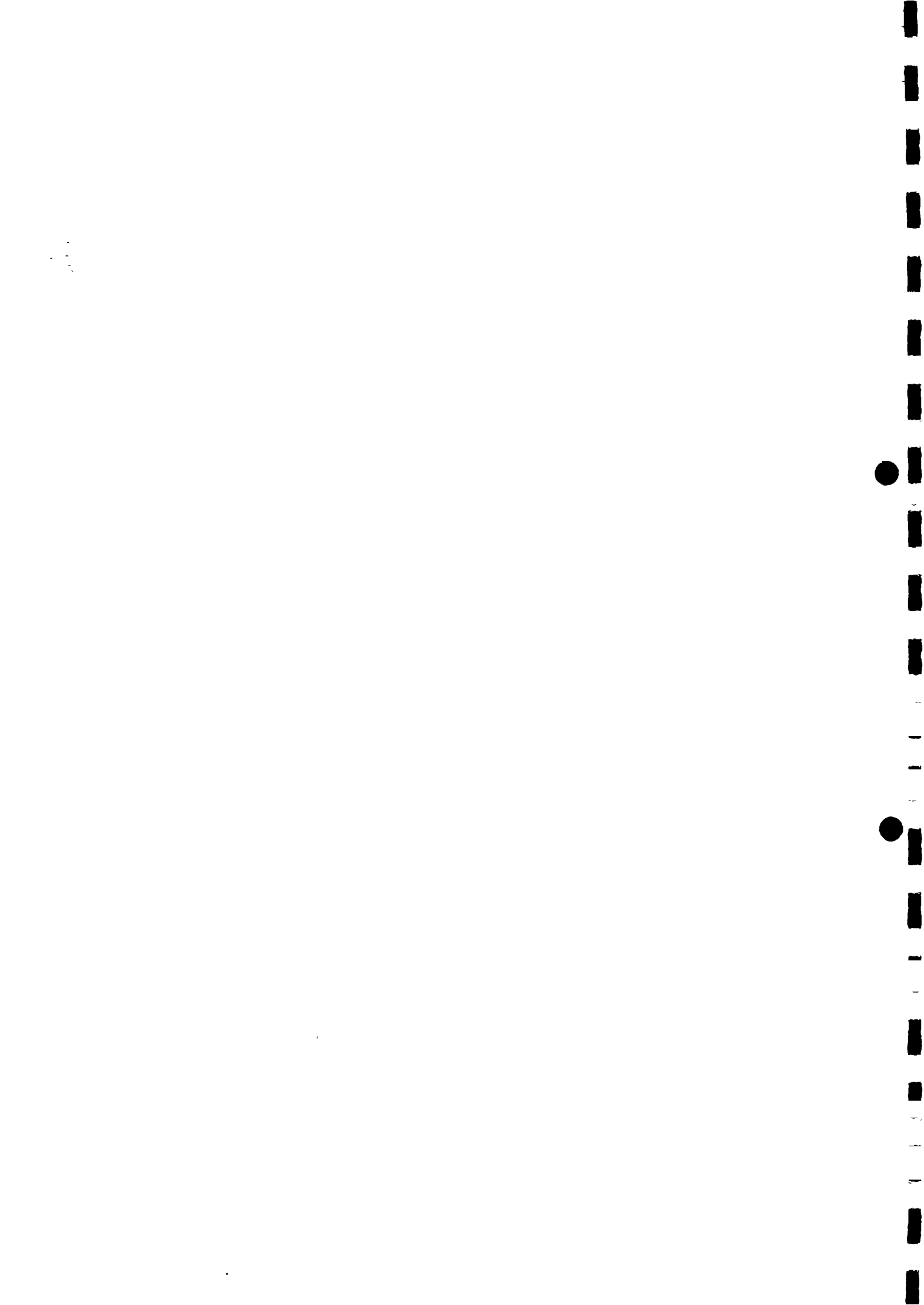
After the anticipated expansion of the number of extension workers has been completed, there should be one Ward Community Worker in each ward and at least one Village Community Worker in each village. As a result, the transport problem at ward and village level is expected to be indirectly reduced. There will still remain a transport problem at district level.

The MA and the CP support team should identify the transport problems in the pilot project area, and suggest feasible solutions that will make MCDWA able to perform its duties



effectively in the districts. The need for transport of different personnel should be analyzed, and to what extent the problems can be solved by increased travel allowances, or if there is a need for motorbikes or vehicles.

In the budget for 1987/88, provisions have been made to meet the problem of transport for the CP support team and the local personnel in the pilot district.



7 BUDGET FOR THE YEAR 1987/88

7.1 TOTAL FUNDS FOR CP-ACTIVITIES

In the proposed budget for 1987/88, approximately Z\$ 1 Million has been earmarked for organising community participation activities in connection with the Norwegian funded NMWP programmes.

As indicated below, these funds have been split up in four different budget components:

- Manicaland Integrated WS&S Project
- EDP support to MCDWA
- Mashonaland Central WS&S Project
- General support to MCDWA

Norwegian funds proposed allocated for cp-activities 1987/88
(source: planop, March 1987)

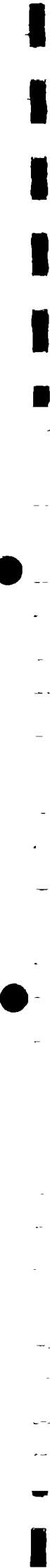
	Financed through MEWRD		Financed through MCDWA		
	Manical. Integr. Project	EDP support	Mashonal Central	General support	Totals
Techn. Assist.	60,000			128,000	188,000
Transp/equipm.	40,000		40,000		80,000
Training	35,000		30,000		65,000
Consultants	100,000		100,000		200,000
EDP support Task Force		158,500		350,000	158,500 350,000
Totals	235,000	158,500	170,000	478,000	1041,500

7.2 BREAKDOWN OF BUDGET

MANICALAND INTEGRATED PROGRAMME

Funds allocated to Manicaland Integrated project intended for community participation activities are already committed by MEWRD, who at present make use of external consultants for this. During the budget period, MCDWA will not handle these funds, but will be able to influence the use of funds through its Mobilisation Coordinator.

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community participation support (MEWRD)

Technical assistance	60,000
Transport/equipment	40,000
Training	35,000
Consultants	100,000
subtotal	235,000

EDP SUPPORT TO MCDWA

The funds for EDP are also handled by MEWRD. It will be used for the procurement of hardware, and systems development done by the consultant already used by MEWRD.

estimated costs (Z\$)

Feasibility study	25,000
Hardware (3 PC units)	37,000
Software	5,000
Training	4,000
Manpower	85,000
Transport	2,500
subtotal	158,500

MASHONALAND CENTRAL AND GENERAL SUPPORT TO MCDWA

The funds for Mashonaland Central will be allocated through MCDWA directly in order to cover the costs necessary for organising community mobilisation and participation in the pilot project area.

In addition, funds have been earmarked for technical assistance to MCDWA directly, and the establishment of a task force within MCDWA as suggested in the 1987 Plan of operation for the programme. With reference to Chapter 6, above, we suggest that these funds should be used somewhat differently, but should be channelled directly to MCDWA.

personnel	m/m	Z\$/mnth	Z\$
Mobilisation Advisor	12	5,100	61,200
Planning Advisor	12	5,100	61,200
CP Coordinator	12	2,000	24,000
CP Officer	12	1,800	21,600
CP Officer	12	1,800	21,600
Curriculum Developer	6	4,500	27,000
Editor	6	4,500	27,000
Illustrator	6	4,500	27,000
Short-term consultants	4	13,500	54,000
Casual staff	24	700	16,800
subtotal	102		341,400



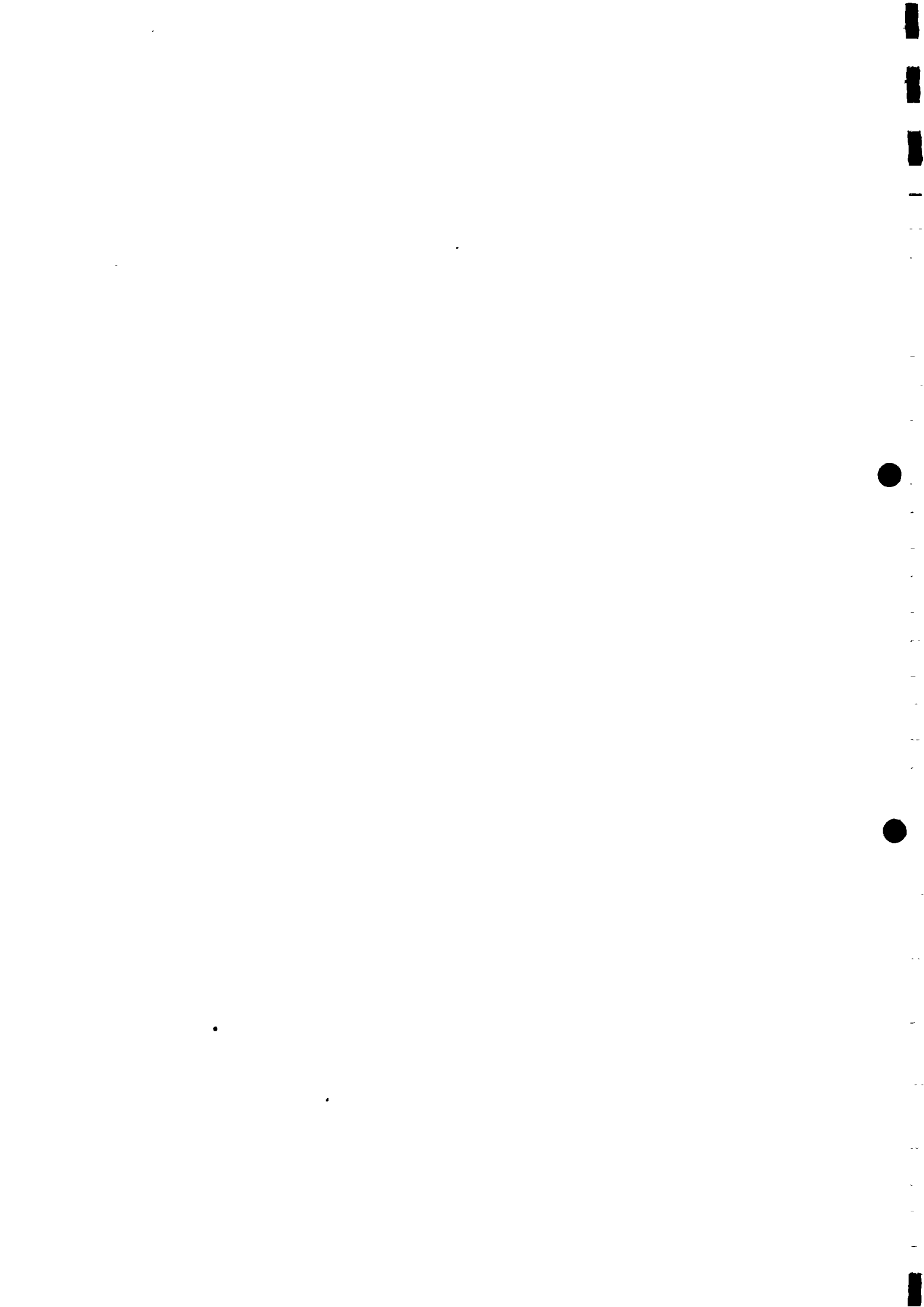
other expences

Administration of CP-team	80,000
Field allowances 46x30xZ\$13	18,000
International travel	10,000
2x 2WD Vehicles	35,000
3x 4WD Vehicles	75,000
2x Pickups	27,000
Operating expences vehicles	30,000
Materials production	10,000
Secretarial services	3,000
PTT	1,500
Photocopying	6,000
Miscellaneous	6,000
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subtotal	301,500
TOTAL BUDGET MEWRD	393,500
TOTAL BUDGET MCDWA	642,900

7.3 MCDWA PROGRAMME INPUTS

For the budget period 1987/88, MCDWA has indicated the following commitments to the programme:

personnel	m/m	Z\$
-----	-----	-----
Supervision of advisors	1	2,500
Attendance NAC	3	6,000
Province support Dept. PCDO	6	9,000
District support DLC	6	6,000
Ward support	54	18,000
Village Community Workers	780	28,000
Secretary to advisors	12	8,000
-----	-----	-----
subtotal	862	77,500
other inputs		
-----	-----	-----
Training materials		5,000
Training courses		5,000
Transport local staff		12,000
Office support 4 offices		4,800
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subtotal		26,800
TOTAL INPUTS MCDWA		104,300





18/2-87.

DET KONGELIGE DEPARTEMENT FOR UTVIKLINGSHJELP

MINISTRY OF COMMUNITY DEVELOPMENT AND WOMEN AFFAIRS (MCDWA)
TERMS OF REFERENCE FOR SHORT TERM CONSULTANCY SERVICES

For The Norwegian-funded water sector support programme in Zimbabwe, inputs are expected from MEWRD and DDF, and co-operation with MOH and MCDWA has been sporadic and mainly at regional or district levels.

The integrated approach to water sector development envisaged in the National Master Water Plan (NMWP) presupposes a more active involvement of all the ministries mentioned above.

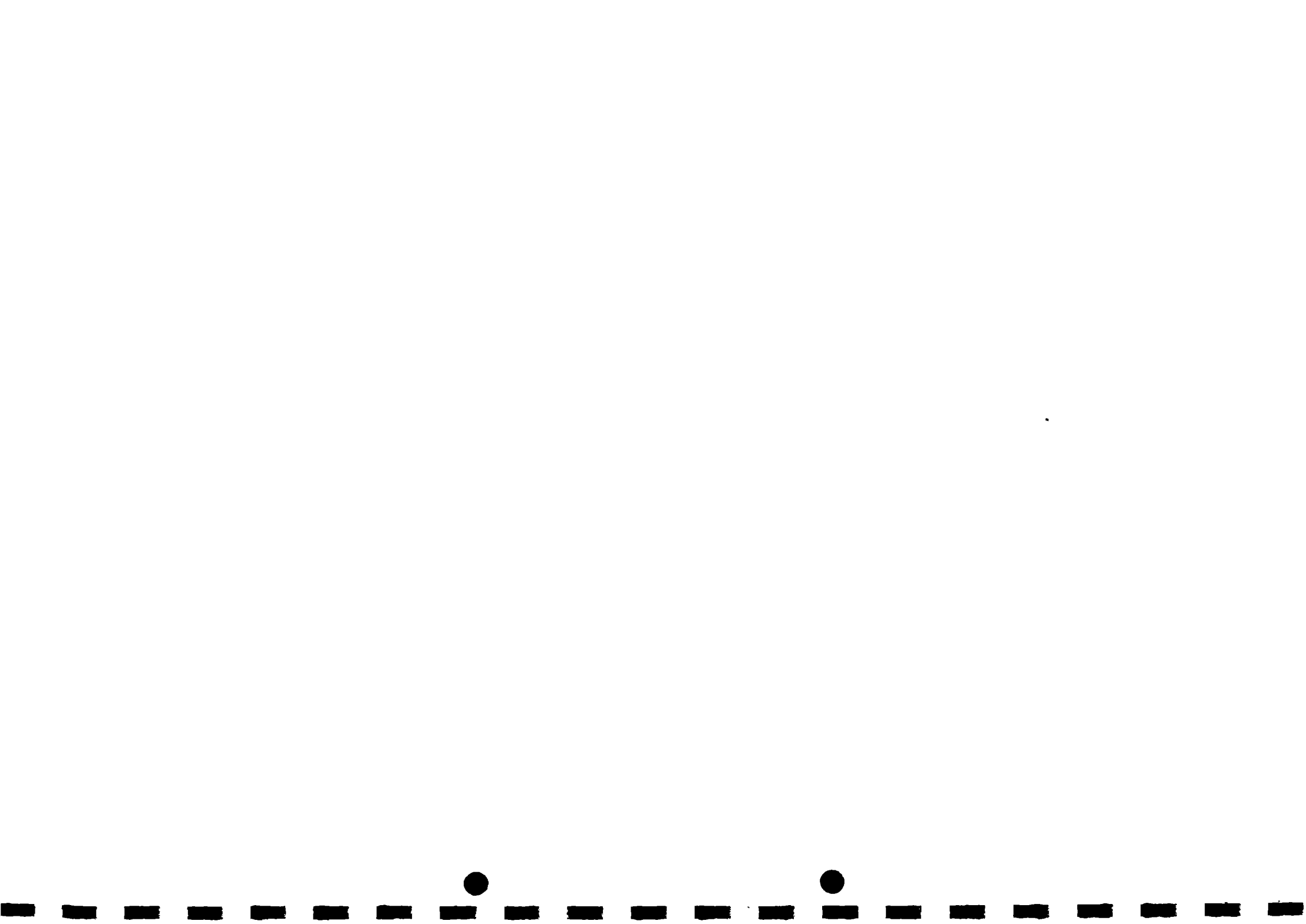
In the request from Zimbabwe to Norway for support to water sector developments, the activities to be performed by the MCDWA and the inputs needed by the ministries to perform the envisaged functions, are not listed in the detail that are the activities and inputs for the other institutions.

To aid the MCDWA in the detailing of these activities and inputs in time for a draft Plan of Operation by March 31. 1987, a short-term consultant shall be provided by Norway.

The consultant shall:

- detail the activities which the MCDWA shall perform in relation to the mobilisation of the local communities in the pilot project districts
- indicate what inputs the MCDWA needs in order to perform these functions in the short term (i.e. task force)
- indicate the need for consultancy services for
 - a) the task force unit needed for 1987/88 and
 - b) co-ordination within the ministry in the interim period before the recruitment of an expatriate co-ordinator in the MCDWA
- list the activities of the MCDWA in relation to training of personnel for the use of a community participation strategy
- indicate other activities the MCDWA will perform at central provincial and district levels to strengthen the integrated approach to the water/sanitation sector and the decentralized planning procedures
- budget these activities showing local and foreign contributions.

The consultant shall be recruited and paid by Norway, and shall perform these tasks within a four week period in March 1987. The consultant will work in close co-operation with the officials of the MCDWA, as well as with the National Co-ordinator in the MLGRUD. The consultant shall make no report other than what is necessary for the above-mentioned tasks which shall form the basis for the draft Plan of Operation, to be used at the discretion by the MCDWA.



Appendix 2

INDIVIDUALS MET

HARARE

Ms T. BARE	SECRETARY, MCDWA
Ms M. MUBI,	ACT. DEPUTY SECRETARY, MCDWA
Mr W. TICHAGWA,	ASST. DEPUTY SECRETARY
Mr G. BOE,	RESIDENT REPRESENTATIVE, NORAD
Mr AA. KRUGER,	ASS. RESIDENT REPRESENTATIVE, NORAD
Mr. ZHAKATA	UNDER SECRETARY, MCDWA
Ms.R. CHADA	ASSISTANT SECRETARY, MCDWA
Mr.M. NYIKAYANAKA	FINANCE SECTION, MCDWA
Ms.R. CHITIGA	ASSISTANT SECRETARY, MCDWA
Mr M. MOYO,	DEPUTY SECRETARY, MLGRUD
Mr P. PVUNZAVABAYA,	ASST. DEPUTY SECRETARY, MLGRUD
Mr A. NAROZNY,	RESIDENT MANAGER, INTERCONSULT
Mr D. DORE,	CONSULTANT, INTERCONSULT
Mr D. HEYWOOD,	HYDROGEOLOGIST, INTERCONSULT
Mr M. TAREMBA,	CP COORDINATOR, INTERCONSULT
Mr P. CROSS	ADVISOR, MOH
Mr J. HOLLAND,	ENGINEER, MEWRD
Mr P. AHLBERG,	NWMP COORDINATOR, MEWRD
Mr K. HAUKLAND,	NAC SECRETARY, MLGRUD
Ms B. MADSEN,	CONSULTANT, DDF
Mr P. WILLIAMS	CONSULTANT, DDF
Mr L. CARLSSON,	CONSULTANT, DDF
Mr S. MAWUNGANIDZE,	COMMUNITY LIAISON OFFICER, INTERCONSULT
Mr.S. STOVELAND,	NAC SECRETARY, MLGRUD

RUSAPE

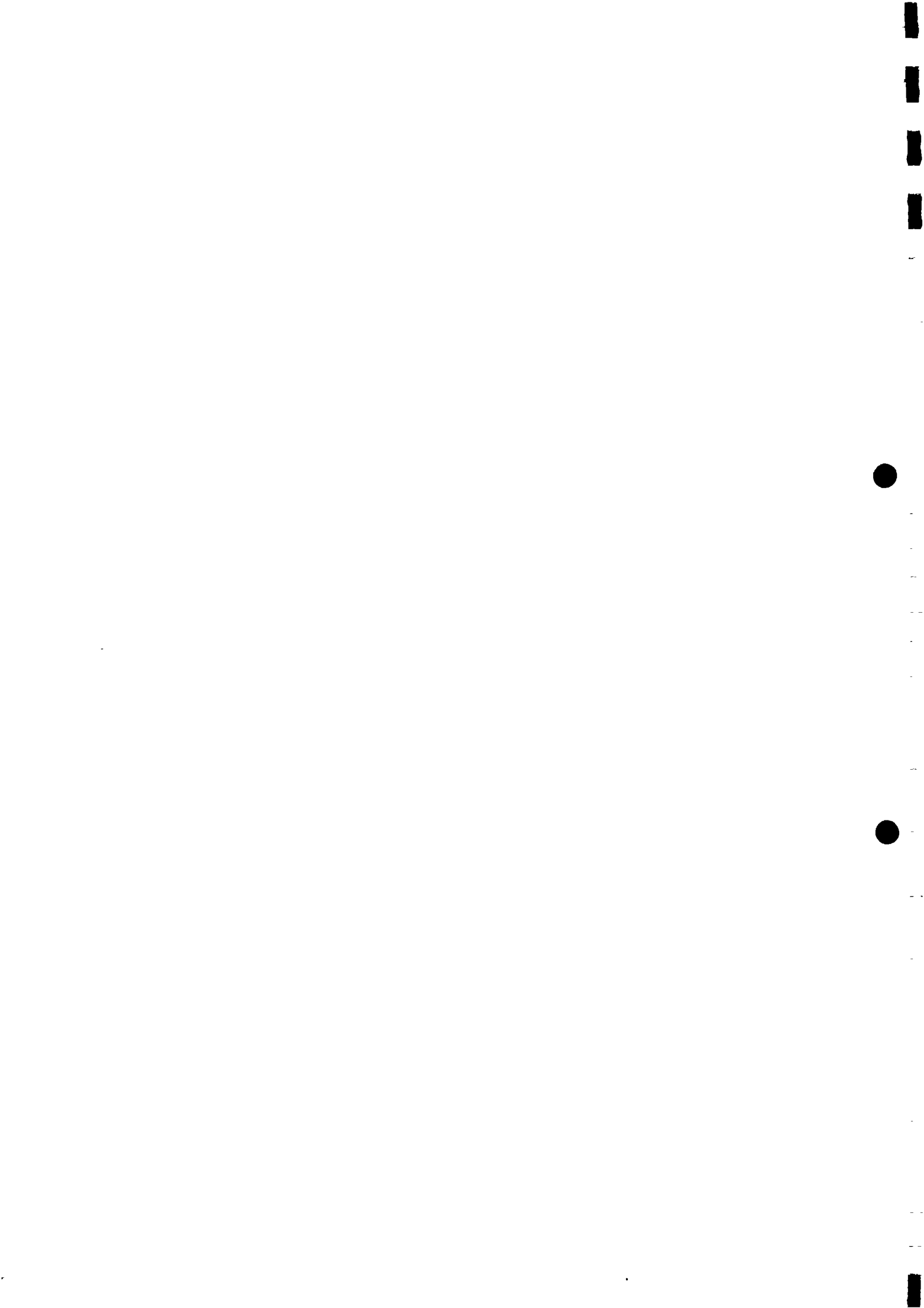
Ms CHIKASHA	PCDO MANICALAND PROVINCE, MCDWA
Mr E. NYAGWAYA	DA MAKONI DISTRICT, MLGRUD
Ms I. MUFANDAEDZA	DCDO, MAKONI DISTRICT, MCDWA
Mr.C. MATIRINGE	SENIOR DHI, MAKONI DISTRICT, MOH
Mr MUTASA	DLC, MAKONI DISTRICT, MCDWA
Mr.N. MADONDO	POLITICAL COMMISAR, MAKONI DISTRICT
Ms.L. MANGES	PARTY CHAIRMAN, MAKONI DISTRICT
Ms.M. MADI	CHAIRMAN WOMAN'S LEAGUE, MAKONI DISTRICT

BINDURA

Mr.S. CHATITAI	PCDO, MASHONALAND CENTRAL, MCDWA
Mr.S. KARUMA	PCO TRAINING, MASHONALAND CENTRAL, MCDWA
Mr.B. MUNAKIRA	PHSA, MASHONALAND CENTRAL, MOH

MT. DARWIN

Mr.M. CHIUNWE	DA, MT.DARWIN, MLGRUD
Ms.J. KADZINGA	DCDO, MT.DARWIN DISTRICT, MCDWA
Mr.K. MAREGERE	DLC, MT.DARWIN DISTRICT, MCDWA
Ms.J. MAKONI	DCW, MUDZERENGERE WARD, MCDWA



Mr. ZUZE

CHAIRMAN, MT.DARWIN DISTRICT COUNCIL

Mr. MHUMA

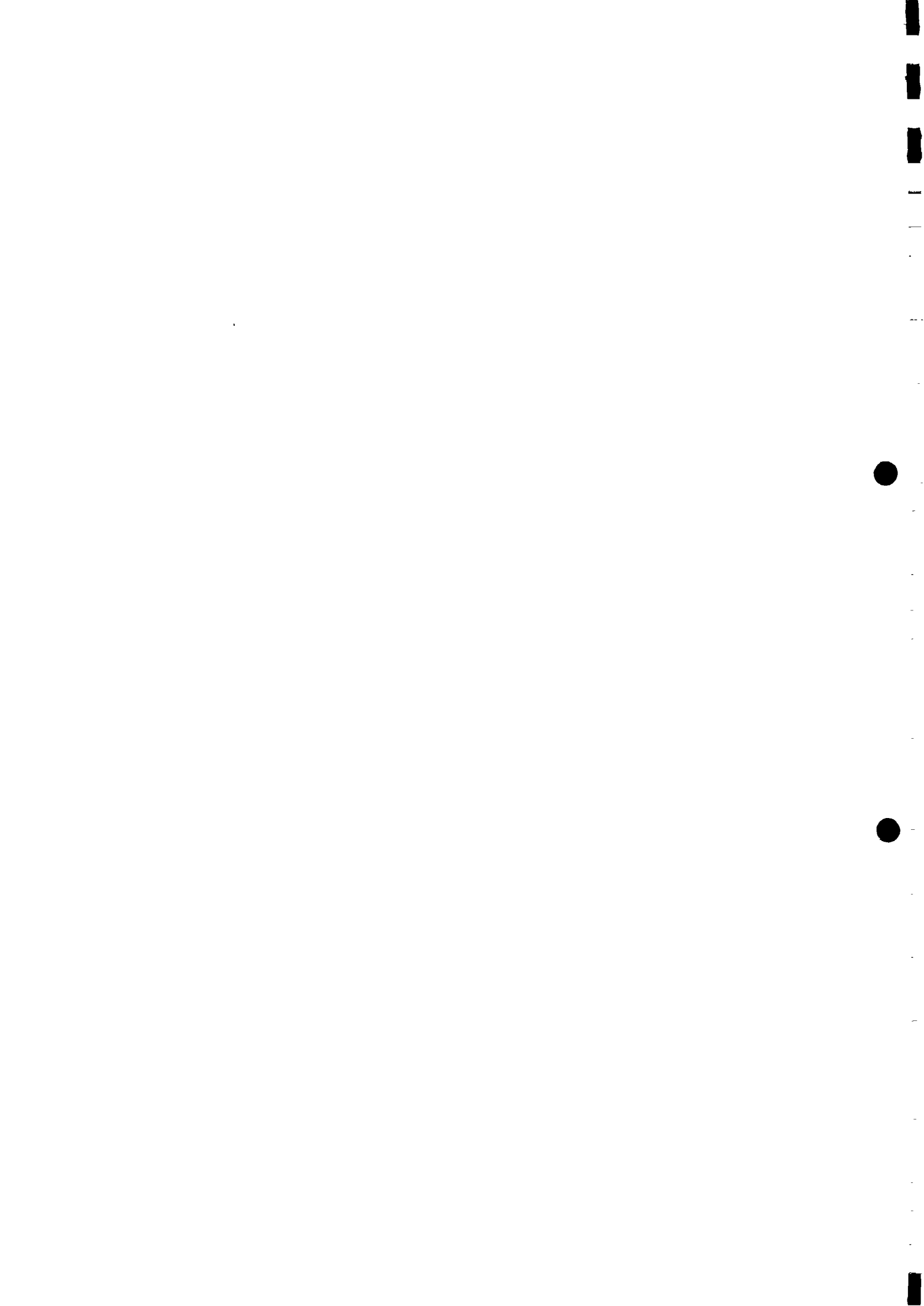
DSEO, MT.DARWIN DSITRICT, MLGRUD

Mr. MASIKE

DEO ADMIN., MT.DARWIN DISTRICT, MLGRUD

Mr. MUPFEKI

DEO PROJECTS, MT.DARWIN DISTRICT, MLGRUD

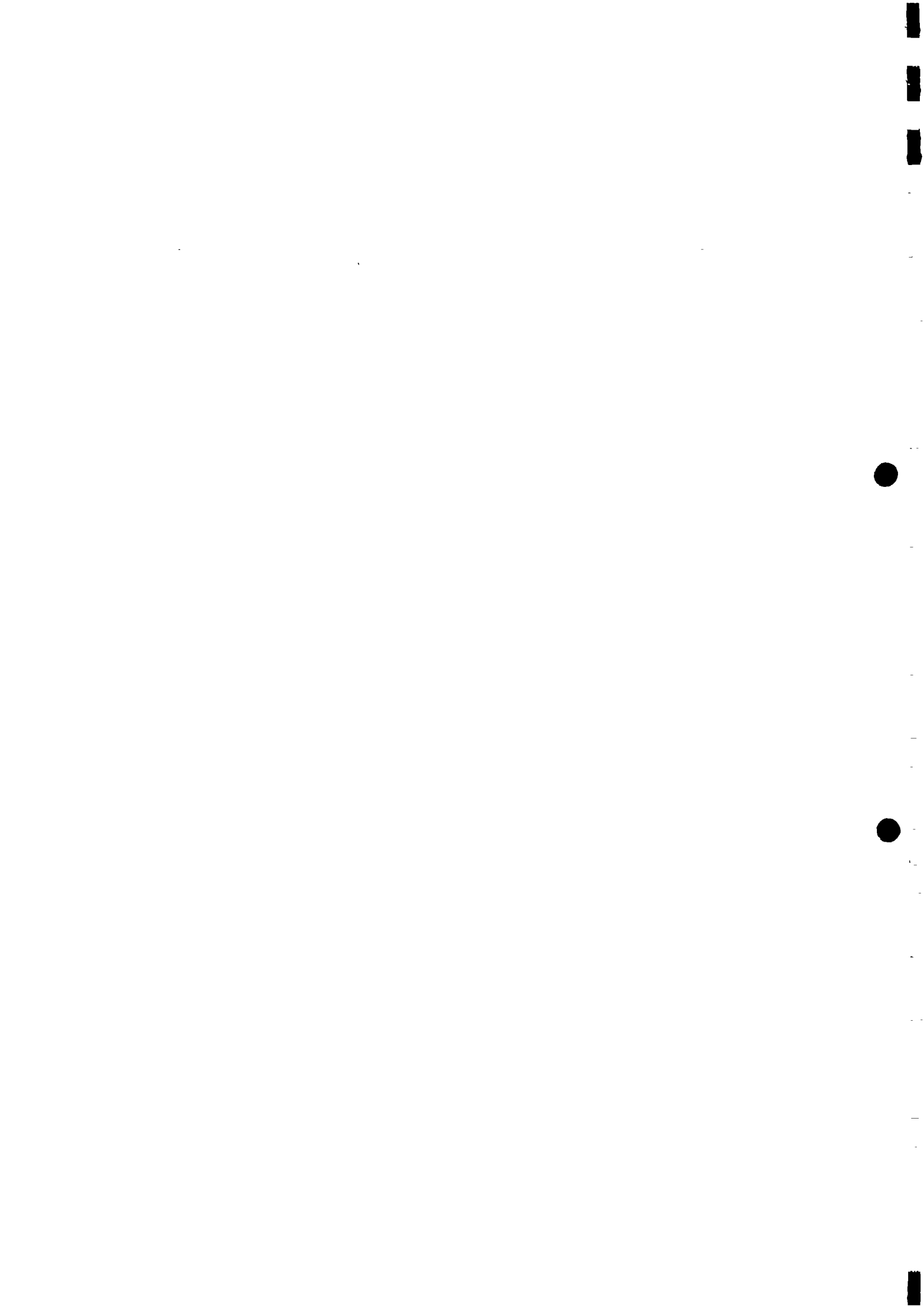


MCDWA COMMUNITY PARTICIPATION FOR WATER SUPPLY PROGRAMMES

WORKING SCHEDULE FOR THE CONSULTANTS

Week 10 March 5-8	Initial meetings Field visit	MCDWA NORAD Interconsult Rusape district
Week 11 March 9-15	Initial meetings	MEWRD MLGRUD DDJ MOH Provincial and District Government staff in Manicaland and Mash. Central LWF Matabeleland North
Week 12 March 16-22	Meeting Further consultations Field visit	MYSC with different Ministries and agencies Masvingo
Week 13 March 23-29	Presentation of preliminary findings Detailed consultations	by the beginning of the week with MCDWA and NORAD
Week 14 March 30-5	Writing up of final report	
Week 15 April 6-8	Presentation of final report final discussions	at the beginning of the week

Consultants: M. Lenneiyе
K. Samset



The Ministry is headed by a Minister who is an elected Member of Parliament. Administratively, the Ministry is headed by a Permanent Secretary who works under the Minister, assisted by two Deputy Secretaries (see organogram 1).

1. Women's Affairs Division

(Headed by a Deputy Secretary and assisted by an Under Secretary). Its primary function is to accelerate the development of women.

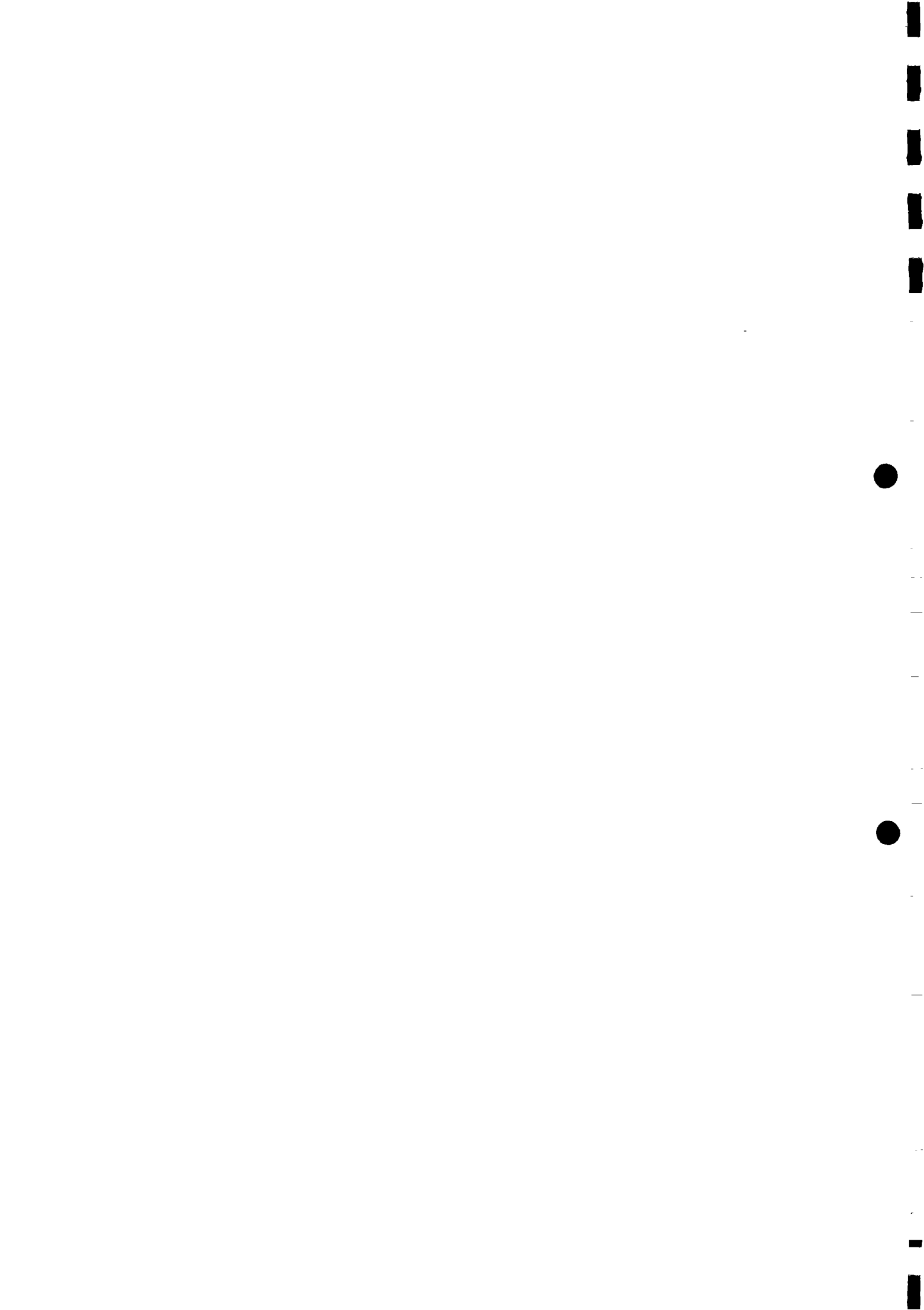
Departments (Headed by Assistant Secretaries)

(1) Legal and Equal Opportunities deals with:-

- a. Legal affairs; and
- b. Employment problems. In the legal field, it works for the removal of discriminatory practices - social, economic and legal. It also examines traditional and civil laws and norms that discriminate against women. In the employment sphere, it seeks to identify factors that discourage and discriminate against women at the place of work. Here, its goal is to create equal opportunities between men and women in national development, and for women to get equal pay for equal work, equal employment opportunities.
- c. Runs referral services to women with problems.

(2) Women's Organisation deals with national and international women's issues:

- establishes links with international organisations by way of direct communication; joint mounting of activities and consultations at workshops, seminars and meetings by visiting delegations;
- maintains a register of all women's organisations;
- liaises with non-Governmental Organisations active in the areas of women and community development;
- disburses small grants to women's groups to launch self-help projects and advises on the viability of projects;
- arranges exchange programmes with international women's organisations;
- encourages women to form groups and undertake social and economic projects;
- mobilises women's groups for all Government development activities, like for Primary Health Care, Adult literacy, Construction, etc.



(3) National Pre-School encourages the formation of pre-school groups for the 3-5 year olds. It also establishes criteria for establishment of pre-schools, designs the curriculum, provides training for pre-school staff and runs the St. Mary's Early Learning Centre.

II. Community Development Division (headed by Deputy Secretary, assisted by an Under Secretary). It complements the work Women's Affairs by co-ordinating the field staff - in the provinces. The Adult Literacy Campaign falls under this Department, but no staff are specifically hired for the campaign as it came with no Head Office staff when it was transferred from the Ministry of Education in 1982. Only 110 District Adult Literacy Co-ordinators came with the programme and the Ministry was to run the campaign while the Ministry of Education would produce the materials. The campaign was launched in 1983 by the Prime Minister and it has been running with voluntary literacy tutors. The Department also runs two training centres - National Women's Training Centre and the Roger Howmann Centre.

Departments (headed by Assistant Secretaries).

(1) Urban Community Development adopts programmes and projects for urban areas since most of these have been developed for the high priority rural areas.

(2) Training Department services the whole Ministry and supervises the various training institutions under the Ministry. It promotes, mobilises, produces materials, supervises teaching, and co-ordinates the National Adult Literacy Campaign. For the Adult Literacy Campaign, the Department utilises the provincial structure (see organogram 1).

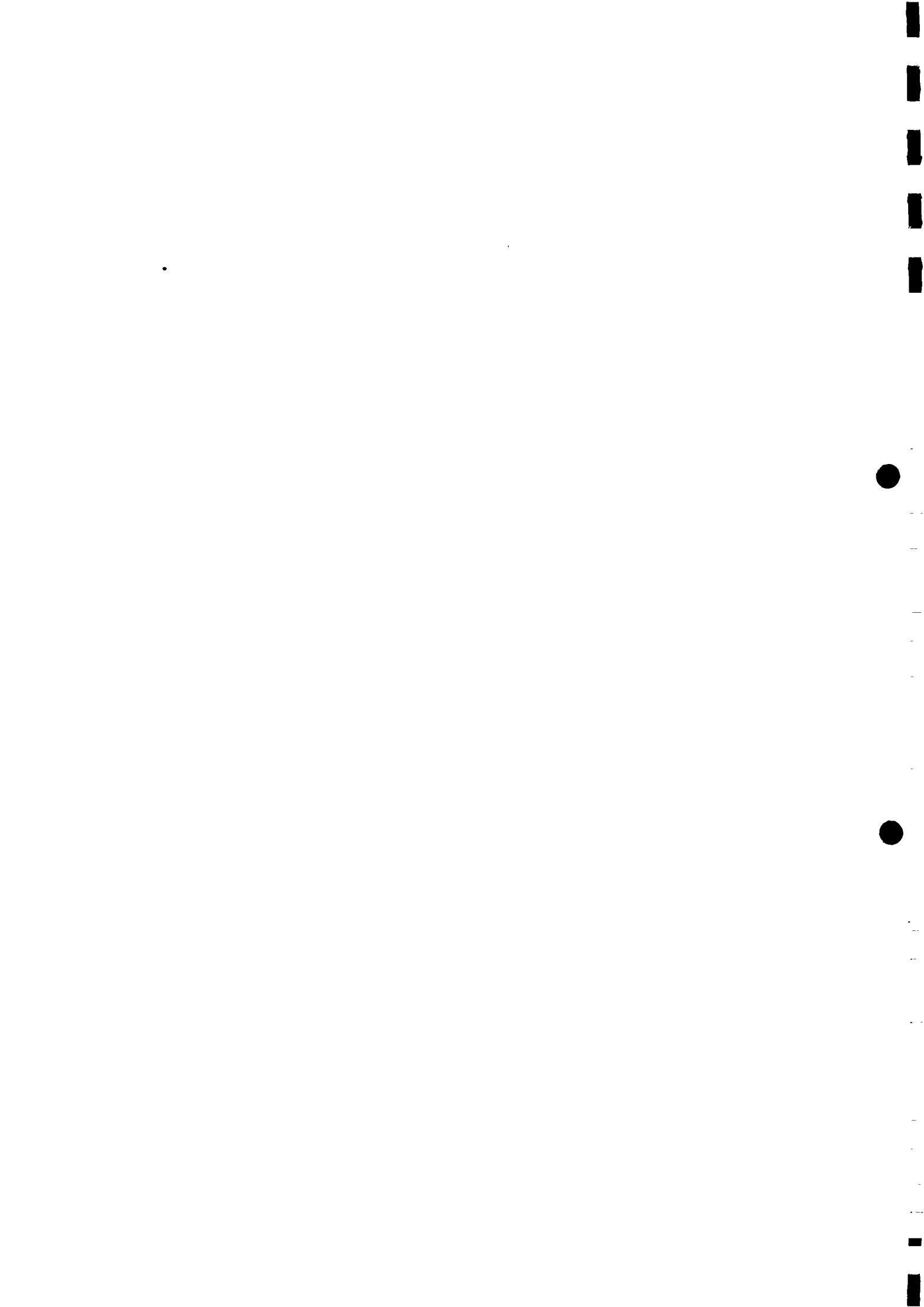
(3) Community Development Fund. This was established in 1983 with the support of USAID. Using the initial capital from USAID, a revolving fund has been set up to assist group and individual projects. Disadvantaged areas and communities are given priority.

III. Other Sub-Divisions (headed by Under Secretaries)
or Sections

(1) Research, Planning and Projects. This sub-division services the whole Ministry and has three units - each headed by an Assistant Secretary (the sub-division has recently been placed under the division of Community Development). Its three units are:-

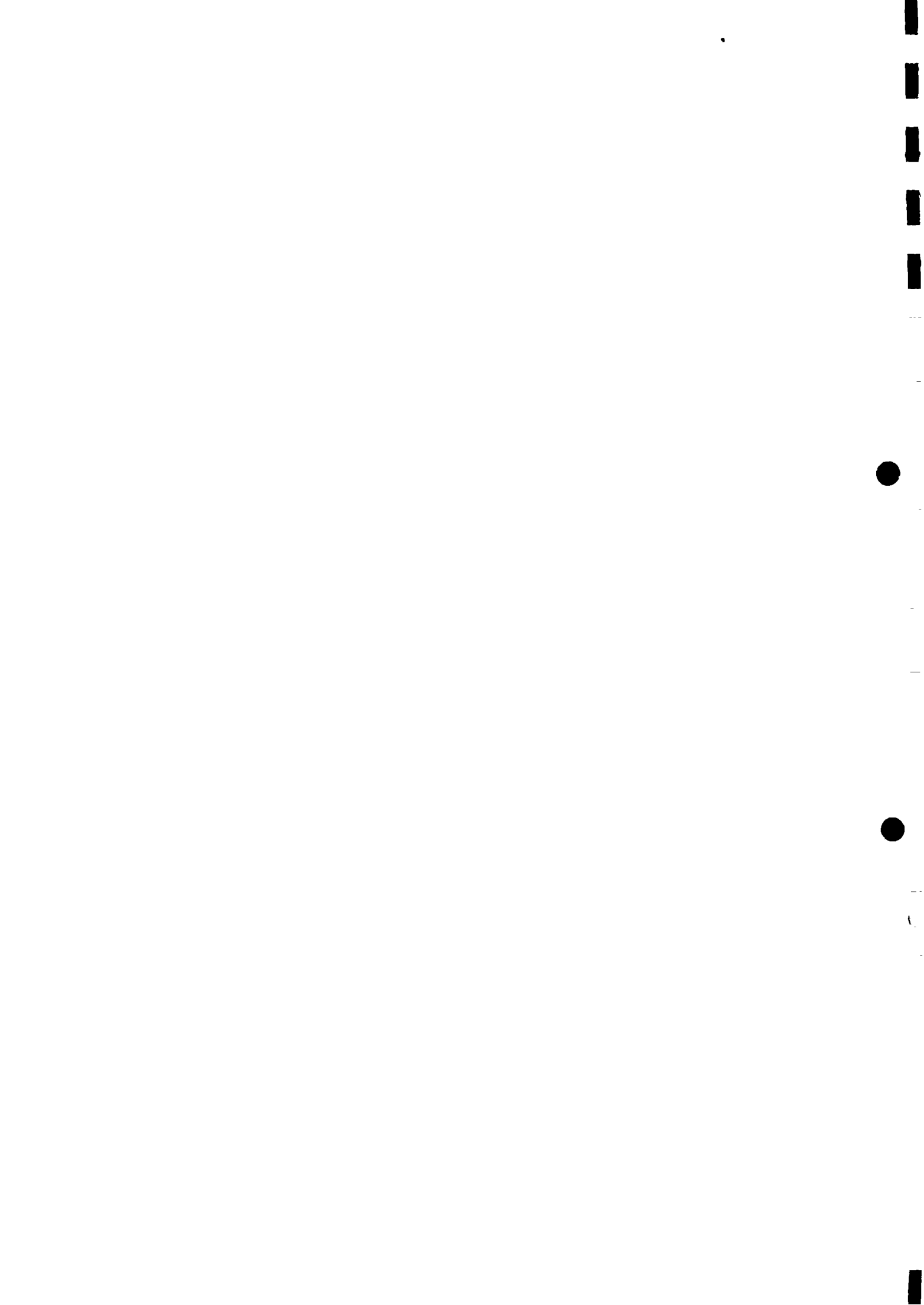
- a. Research Unit- conducts action research to assist in Ministry activities.
- b. Planning Unit liaises with the central planning Ministry in formulating Ministry plans, especially capital investment projects and funding from aid agencies.
- c. Projects Unit costs out and monitors progress of projects and works with the planning unit in liaison with aid agencies. Priority is given to the most disadvantaged communities, and the majority of these are often women.

(2) Administration, Finance and Staffing (headed by an Under Secretary).



Its functions are self-explanatory and are standard in all ministries. It services the whole Ministry - estimates recurrent expenditure, disburses funds and is in charge of clerical and office personnel.

In late 1986 an expanded structure of the Ministry was approved by the Public Service Commission (PSC) (see organogram 2).



APPENDIX 5

MCDWA AND DECENTRALISATION

1. GENERAL COMMUNITY PARTICIPATION

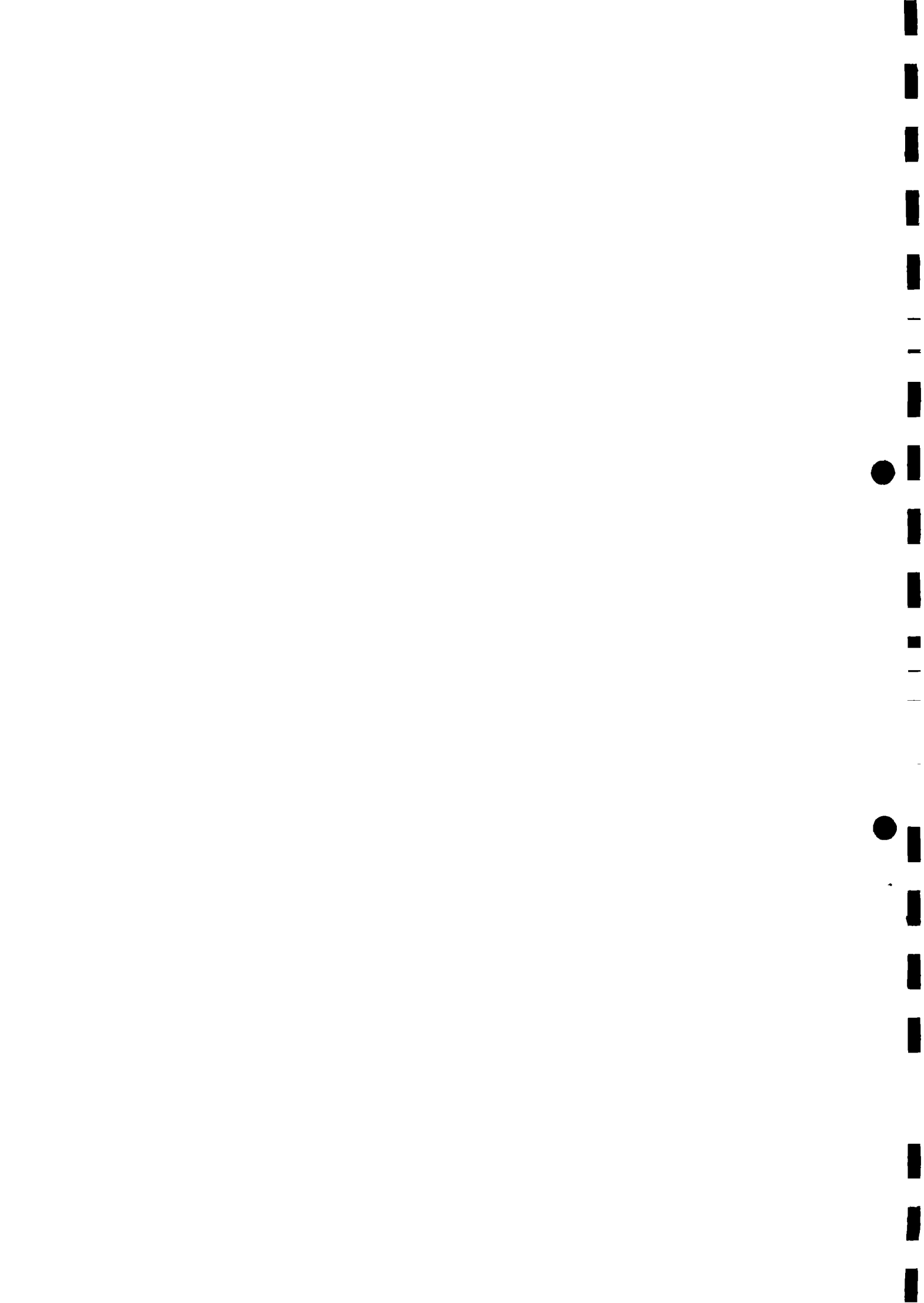
The MCDWA was set up in 1981 in order to mobilise and organise community members in the identification and articulation of their needs, and further assist communities in taking appropriate actions to meet these needs. Towards this goal, the Ministry advocated the formation of community groups and associations involved in:

- income-generating activities (keeping chickens, making school uniforms, vegetable gardening, etc.).
- the construction of schools, clinics, bridges, and other infrastructure needed by communities
- the construction of smaller facilities like wells, toilets, small dams, and others needed by individual families of small groups of people; and
- general development activities like promoting political consciousness, training, home hygiene, pre-schools, and general civil rights at community level.

Thus, the Ministry had a broad mandate to promote community action in a variety of development activities. While the Ministry was expected to deal with mobilisation, other agencies were to play different roles in community projects. Many NGOs had in the past mobilised communities into groups such as women's clubs engaged in income-generating activities, savings clubs, and home-economics type activities. In agricultural-related projects, agricultural extension workers and some NGO employees were involved in mobilising and providing inputs as needed. Teachers and Parent Teachers Associations were active in promoting the construction of schools, councillors were promoting the building of clinics and bridges, Local Government Personnel were promoting the building of small dams, health workers were promoting the building of toilets and wells, political parties were promoting political consciousness; just like every activity in the community had some support from outside agencies.

It is in this rather crowded field of community activities that the MCDWA was to add its input, with the added advantage that its mobilisation was for all community projects, and not just for one sector. Clearly, there was room for a lot of overlap between other agencies and MCDWA in the mobilisation of communities for development activities.

While wishing to promote specific projects in the mobilisation of communities, the MCDWA further tried to articulate a broad framework within which its activities would be undertaken. Right from the beginning, the Ministry has seen its mandate as being to promote community development (with all other agencies working in the field).



2. Decentralisation Strategy of 1984 (*Extract from a Paper on "Planning for Community Development," 1985, by N M Lenneiye.

On 27 February 1984, the government announced a decentralisation programme that would involve provinces, districts, wards and villages (The Herald, 28 February 1984). In terms of the new health plan of 1984, provincial and district structures would remain relatively unchanged by this decentralisation programme. It is at the Ward and Village levels that new relationships would be established between the health service and the community. Within the decentralisation process, the Ministry of Political Affairs and Provincial Development Co-ordination would oversee the inter-sectoral co-ordination at the development level in the country. A provincial Governor would head a provincial council (a political administrative body) served by a Provincial Development Committee (made up of all Provincial heads of various ministries). At the District level, a District Council (a political body of councillors) would be served by a Rural District Development Committee made up of district officers from the various ministries.

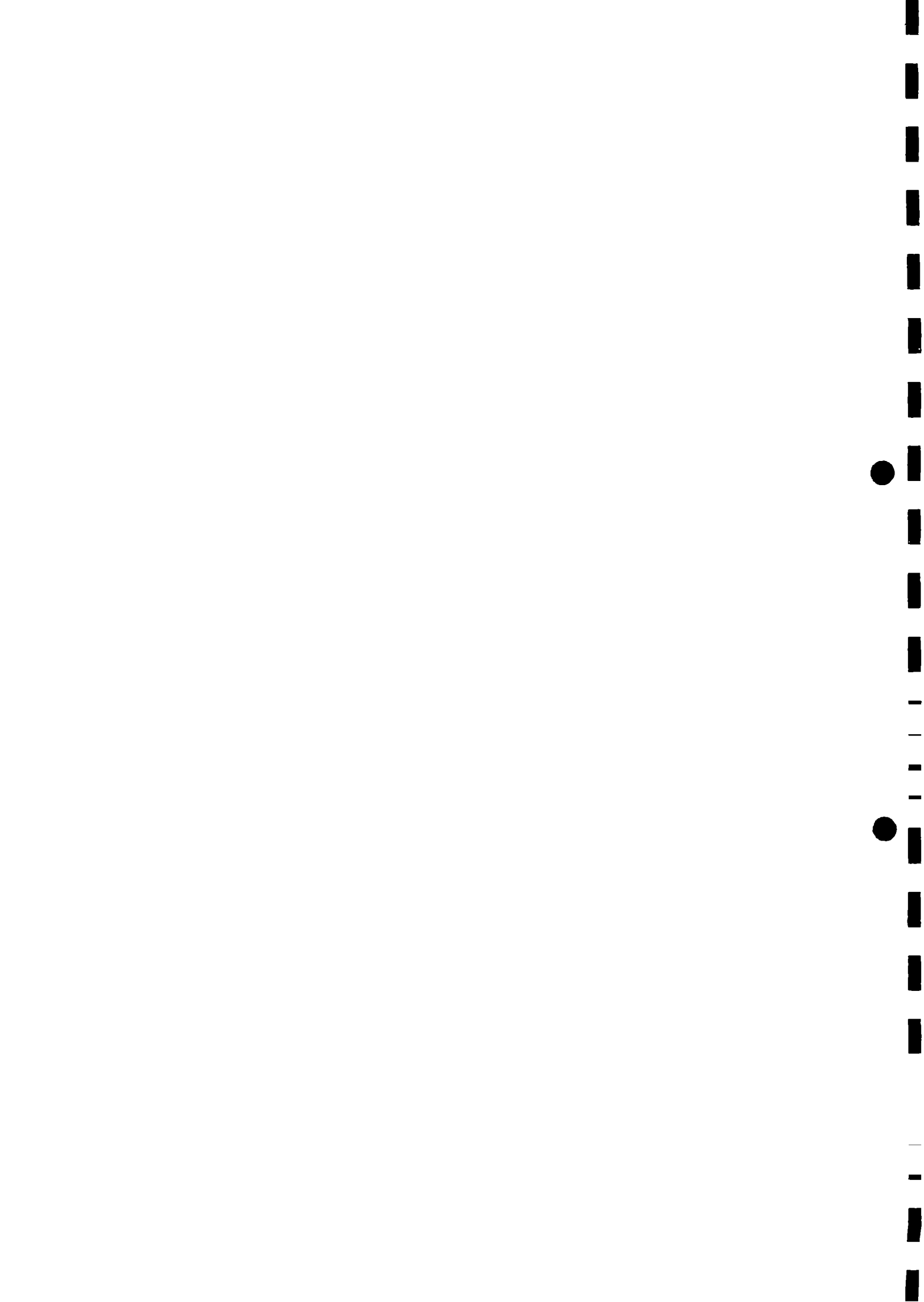
The development structures at the District and Provincial levels would be administered by the Ministry of Local Government and Town Planning. The co-ordination of health as a development activity would be led by inter-ministerial bodies working with political structures so that health can be given its due weight in development matters. At the Ward and Village levels, this co-ordination function would be undertaken by democratic structures working with inter-ministerial teams of development workers. While the Ministry of Local Government and Town Planning would carry out the administrative work for these structures at the District and Provincial levels, this function at the Ward and Village levels would be undertaken by the Ministry of Community Development and Women's Affairs.

At the Village level, the new decentralisation programme proposed to set up Village Development Committees. The plan stated:

"A Village is the basic unit of the provincial structure and will carry a population of 1,000. The Village Development Committee will comprise at least six persons, four of whom will be elected by all the village adults, while the youth and women's mass organisations will each elect one representative. Their tenure of office will be two years, so as to coincide with that of the district councillors. It can co-opt members. The Committee is the village forum for organising itself, for identifying and articulating its needs, for mobilising villagers to undertake self-reliance projects and for relaying its needs, ideas and development plans to the Ward, District and Province". (Prime Minister, The People's Weekly, March 7, 1984).

The idea of an integrated development structure formed the cornerstone of this decentralisation policy. Continuing the exposition, the plan continued :-

"The village Development Committee will be headed by a chairman elected by the village. It will plan and establish a Village Development Centre which will be the operational centre for all kinds of services such as pre-school, market stalls, consumer co-operative shops, dispensaries, adult literacy groups, library facilities and income generating projects such as poultry and pig-keeping, grinding mills, craft shops and other services" (IBID)



Under the plans, Village Development Committee would report to the Ward Development Committee. A ward would have an approximate population of 6,000 and the Ward Development Committee would comprise all the chairman and secretaries of Village Development Committees within a ward, a representative of the women's mass organisation and a representative of the youth mass organisation within that ward. This Committee would be chaired by the councillor who also represents the ward on the Rural District Council.

In terms of planning, the Ward Development Committee

"would formulate, interpret and co-ordinate all village plans and send its plan recommendations to the Rural District Council. It must report to the Rural Council" (IBID).

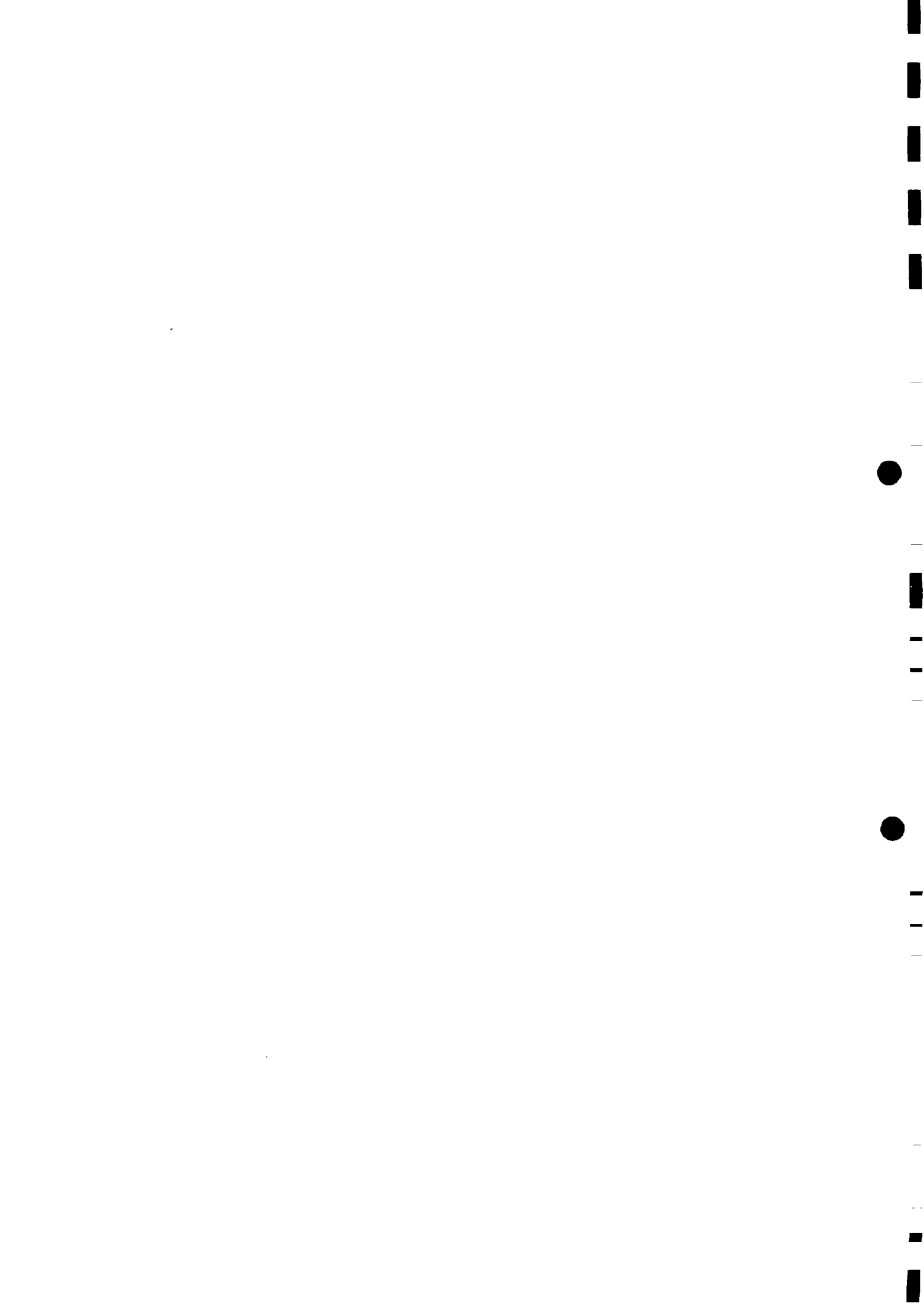
The Rural District Council would plan and supervise development programmes and projects in accordance with government plans. The Rural District Council would utilise as its operational organ, the Rural District Committee which "will formulate or interpret district plans, programmes and projects on a co-ordinated basis and submit them to the council for approval" (IBID).

The Committee would plan, co-ordinate and supervise district activities and be chaired by the District Administrator, who is also the rural district executive. The Provincial Council and the Provincial Development Committee would be the corresponding structures at the Provincial level; and Provincial Administrator (from the Ministry of Local Government and Town Planning) would head the Development Committee.

In this decentralised structure for development, the importance of the grassroots was emphasised. The policy statement concluded by stating:

"If we cannot take the Village into account, then I do not know what we will be talking about in terms of development" (IBID).

The government's hopes for decentralisation and development were thus pinned on these Village Development Committees; and most important aspect in their operation would be how they relate to the extension workers at various levels.



Village Community Worker

A distinction is made between a Village Health Worker (VHW) and a Community Health Worker (CHW) - the VHWs "extend the coverage of the primary health care services" and come under the control of the medical profession. The CHWs on the other hand are "a part of the local community and often have development and political functions as well as those of health".

(Vaughan, 1980 : 4). The term Village Community Worker (VCW) is even broader and emphasises the development nature of this cadre in the decentralisation plans of Zimbabwe. The VCW will be a multipurpose cadre to work with the Village Development Committee in serving the population that comprises a village.

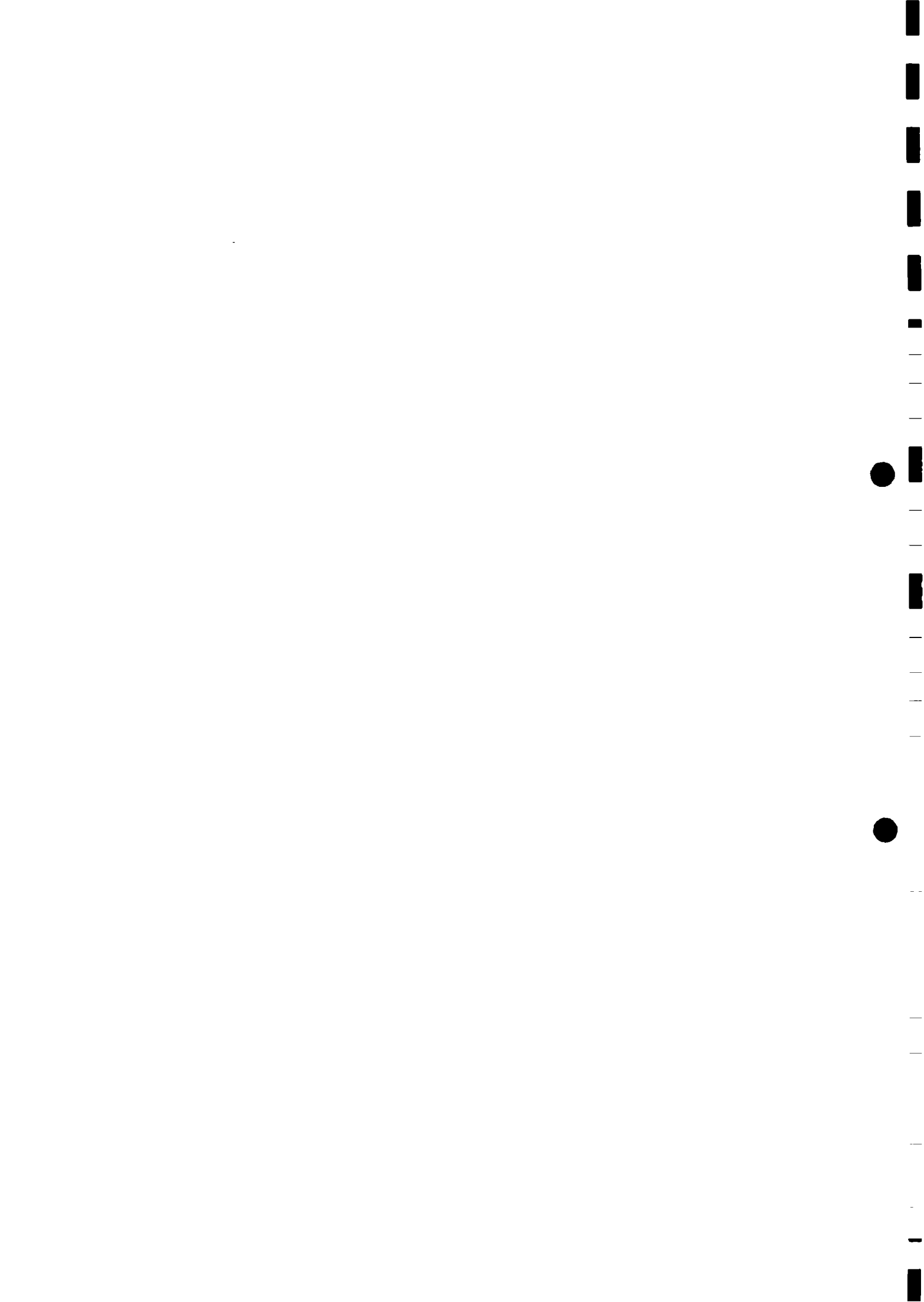
The Ministry of Community Development and Women's Affairs deploys Home Economics Demonstrators (HEDs) at the village level. HEDs are women who are over 21 and who are able to work as volunteers or with some little pay in the community. The community selects HEDs who then attend a four weeks course on home economics. Recruits for HED training must therefore have functional literacy. The Ministry of Health on the other hand deploys VHWs who must be over 30. Candidates must also be residents of the area and be respected by the village people.

In the new structure, VHW and the HED would be combined to produce a Village Community Worker for the Village Development Committee. The VCW would then be the only extension worker at the village level and the re-training of this new cadre would aim to produce a multi-purpose worker. Each VCW would serve a population of 500 or less so that each Village Development Committee can have two VCWs. The VCW would work with adult literacy organisers and with those promoting youth and women's activities in the village. The VCW would also promote the formation of such interest groups as savings clubs and women's-clubs and promote the starting of income-generating projects in the village. She would also liaise with the Ward Community Co-ordinator in providing support for the village.

The above are functions that deal with consultations as there would also be community-designated- people taking charge of the above activities and the VCW would only need to support them when it comes to training and mobilisation. The VCW would nevertheless have very specific tasks - those of promoting public health measures in the community, the distribution of contraceptive aids and referring people to the rural health centres. The work of VCWs would involve the combination of some activities previously promoted by the VHW. The Ministry of Community Development and Women's Affairs role in Primary Health Care was thus clearly spelt out and it would form the basis of work at the village level. This role would be:-

- a. "articulation of communities' felt needs (Voice of the People)
- b. conscientisation and promotion of adult literacy and education
- c. community mobilisation, and
- d. co-ordination at community level of the work of other ministries"

(Ministry of Health 1983 : 44).



These four goals would be met through the work of VCWs and Ward Community Coordinators working with the democratic development structures at the village and ward levels. At the village level, the Ministry of Community Development and Women's Affairs would thus promote:

- a. the advancement of women
- b. the formation of community projects to meet articulated needs
- c. the implementation of various community projects
- d. the mobilisation of communities for primary health care activities
- e. the training of community members in various skills
- f.- pre-schools and
- g. adult literacy classes

The VCW would specifically promote the construction of wells and toilets in conjunction with the health assistant - who would continue to train communities in the siting and construction of water and sanitation facilities. The VCW would also promote oral rehydration, immunisation and child spacing (aided by the Ward Community Co-ordinators).

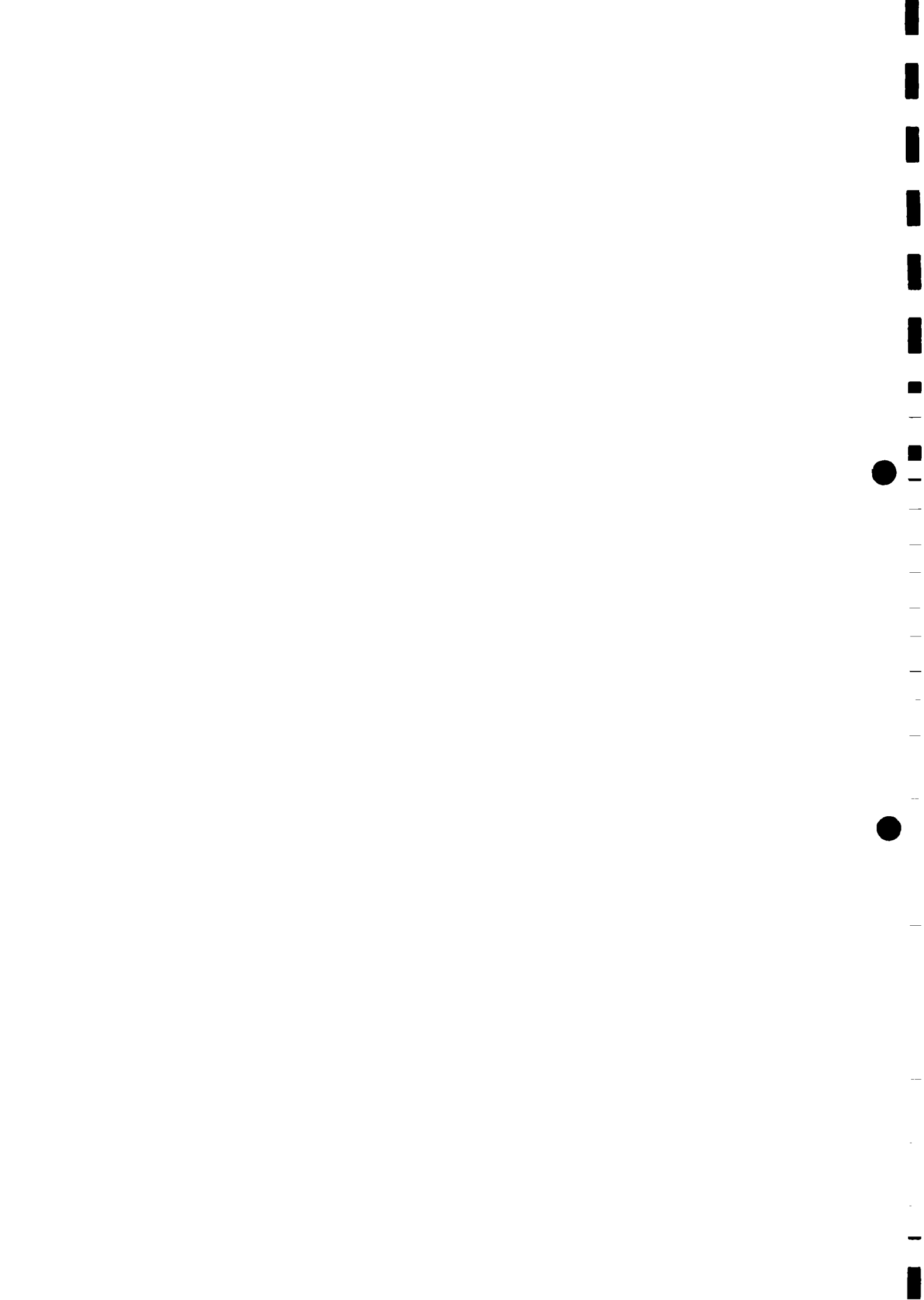
It is this new team of VCWs and Ward Community Co-ordinators which would spear-head- the promotion of primary health care activities within the framework of integrated community development. The team would- also work with voluntary workers on the pre-school programme to maintain statistical records for a community-level information system. Such a system would make it possible to document socio-economic conditions, the position of women, nutrition/food availability, water/sanitation, health status (especially of mothers and children) and access to PHC services (Ministry of Health, 1983). The implementation of a primary health component dealing with the Village Development Committees.

The Ward Community Co-ordinator

According to the decentralisation plan,

"The community workers at the ward level will be those working as agricultural extension workers, rural health workers and ward community co-ordinators, carrying out such functions as promotion of literacy, family planning and child spacing, establishment of small scale enterprises, co-operatives and other kinds of community projects".

(The People's Weekly, 7 March 1984).



The Ward Community Co-ordinator would be a new cadre formed out of the amalgamation of two already existing extension workers. The Child Spacing and Family Planning Council has Educator/Distributors of contraceptives deployed for the promotion of family planning activities in the rural areas. The Ministry of Community Development and Women's Affairs has Community Development workers (CDWs) employed to promote a series of community development activities in their areas. A merger of Educator/-Distributors and CDWs would produce a new cadre of Ward Community Co-ordinator. It is this cadre who would provide the administrative supervision for the Village Community Workers and facilitate co-ordination between the Ward Development Committee and other ward-level extension workers.

The Ward Community Co-ordinator would ensure that ward-level extension workers are informed of all activities undertaken by the Ward Development Committee. She would work with the VCW in the training and mass mobilisation of villagers for primary health care and other development activities. Through mass meetings, the Co-ordinator would promote oral rehydration, child spacing, immunisation, better nutrition and formation of pre-schools. The co-ordinator would also ensure the adequate supply of contraceptive aids to the VCW and discuss the progress of PHC activities with the Rural Health Centre Team. The latter team would comprise of health workers based at the rural health centre, who would provide the technical supervision and training for Village Community Workers on matters related to health.

In the decentralisation plans, the VCW would receive much support from extension workers operating at the Ward level. The promotion of better nutrition and food production would be undertaken by the agricultural extension workers with VCW providing support in mobilisation. Health related matters would be supported by the Rural Health Centre Team comprising of Medical Assistants, Health Assistant and any other health personnel at that level. General development issues and the integration of health into development programmes would be undertaken by the Ward Community Co-ordinator who would also see to it that administrative problems in the work of a VCW are dealt with. In this plan, the VCW could not feel isolated or abandoned as she would have the support of the community and that of extension workers at the ward level. The ward would thus be served by a co-ordinator, a team of health workers from the Rural Health Centre and one or two agricultural extension workers. In these plans, this is the team that would work through the VCW in providing support for community development efforts.

Intersectoral Co-operation at The Village Level

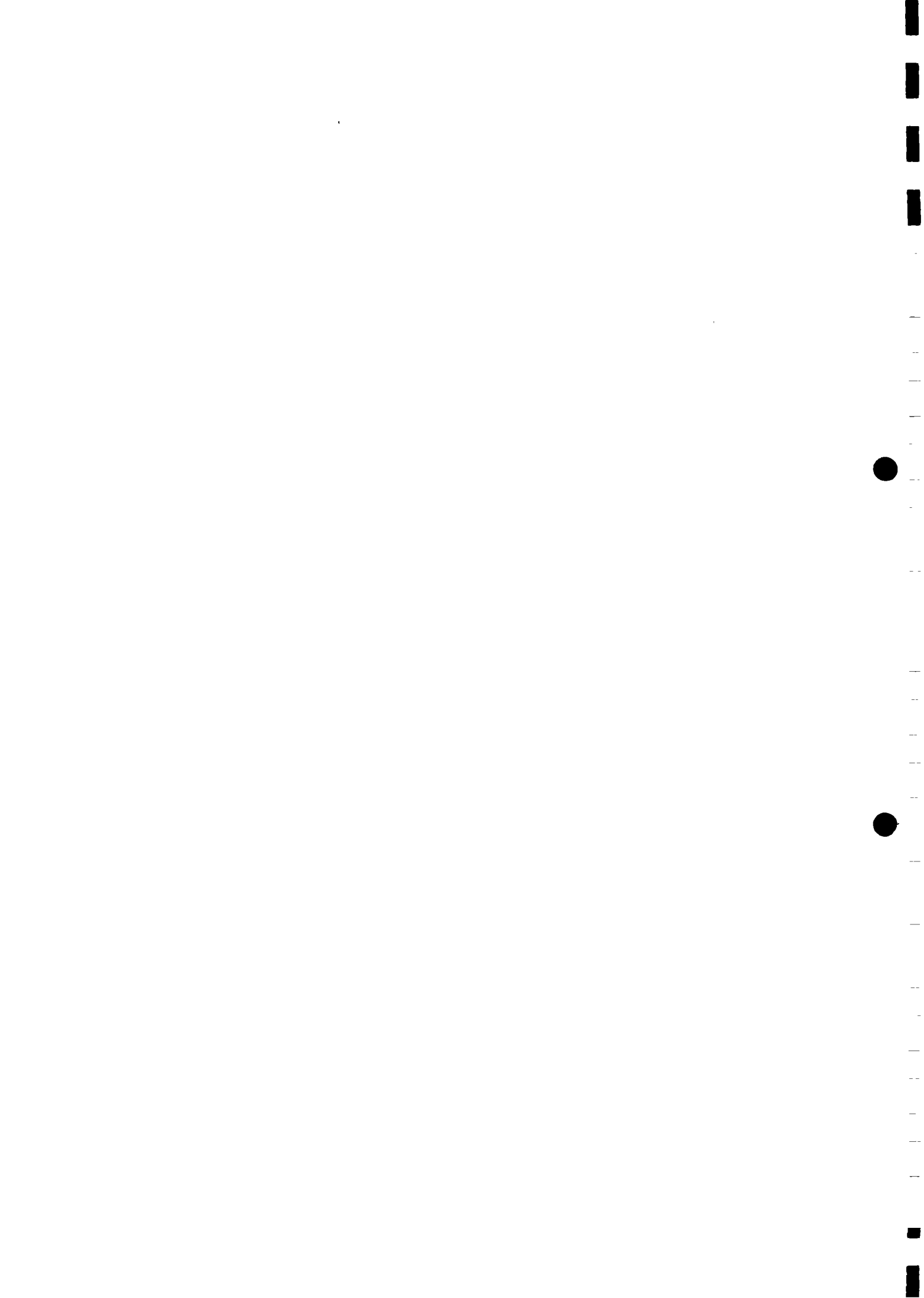
In the decentralisation plan, all the other sectors (besides health and agriculture) would thus service Wards and Village through the Ward Community Co-ordinators and Village Community Workers. All other workers would then be based at the district level and service the whole district.

Each district would have:

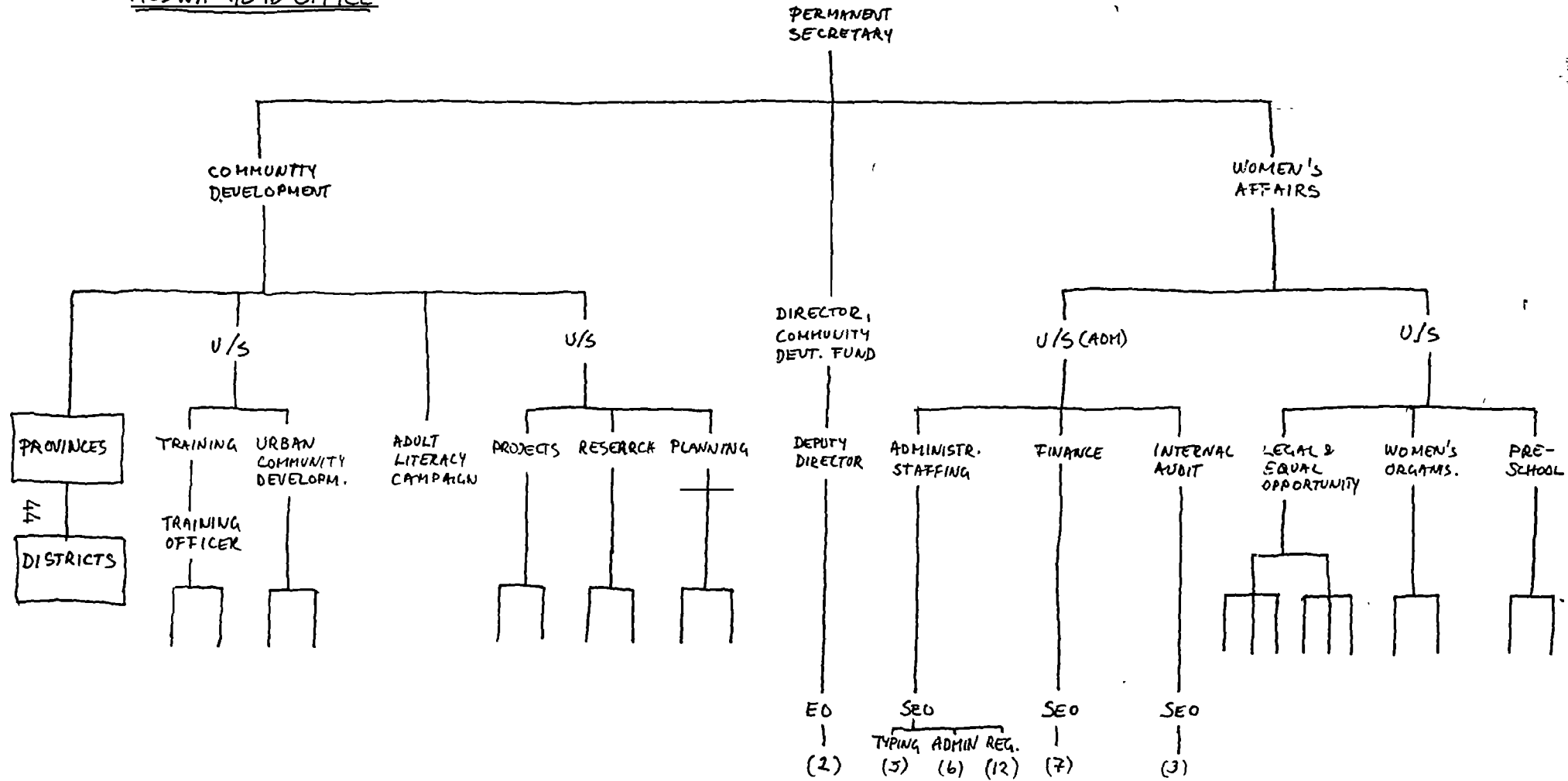


- a. Four Local Government Promotion Officers to train ward and village Development Committees in the role of local authorities in development,
- b. five or six co-operative and Resettlement Officers to promote co-operatives, train villages in co-operative work and oversee the land resettlement programme,
- c. four youth promoters to train ward and- village youth in development work,
- d. two district literacy and pre-school Co-ordinators to assist Ward Community Co-ordinators, VCWs and the Village Development Committees in their efforts to run pre-schools and adult literacy classes, and
- c. a District Community Development Officer supervising Ward Community Co-ordinators and Village Community Workers and providing- them with training.

At the village level would be primary school teachers who would continue to be active in development activities. At the Ward level, secondary school teachers would be able to participate in the work of Ward Development Committees - the teachers being especially important in the pre-school and adult literacy programmes. Their work would particularly be enhanced by the existence of adult literacy committees and Parent Teacher Associations (in the case of pre-schools as well as for the regular schools).



MCDWA HEAD OFFICE



LEVELS:

D/S

U/S

A/S

AA/AO

SEO/EO

SENIOR CLERK



MCDWA LOCAL STRUCTURE

PROVINCE

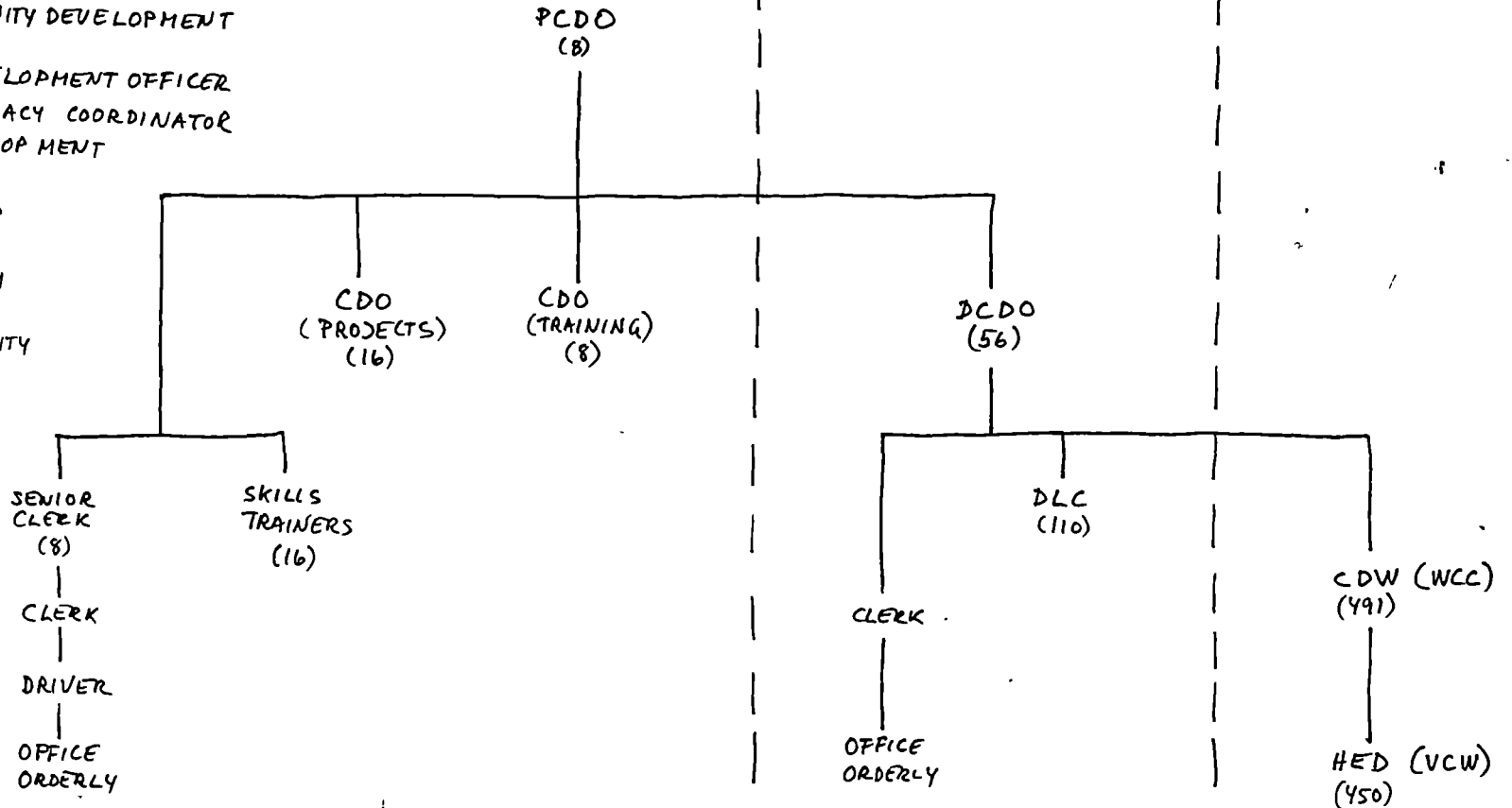
DISTRICT

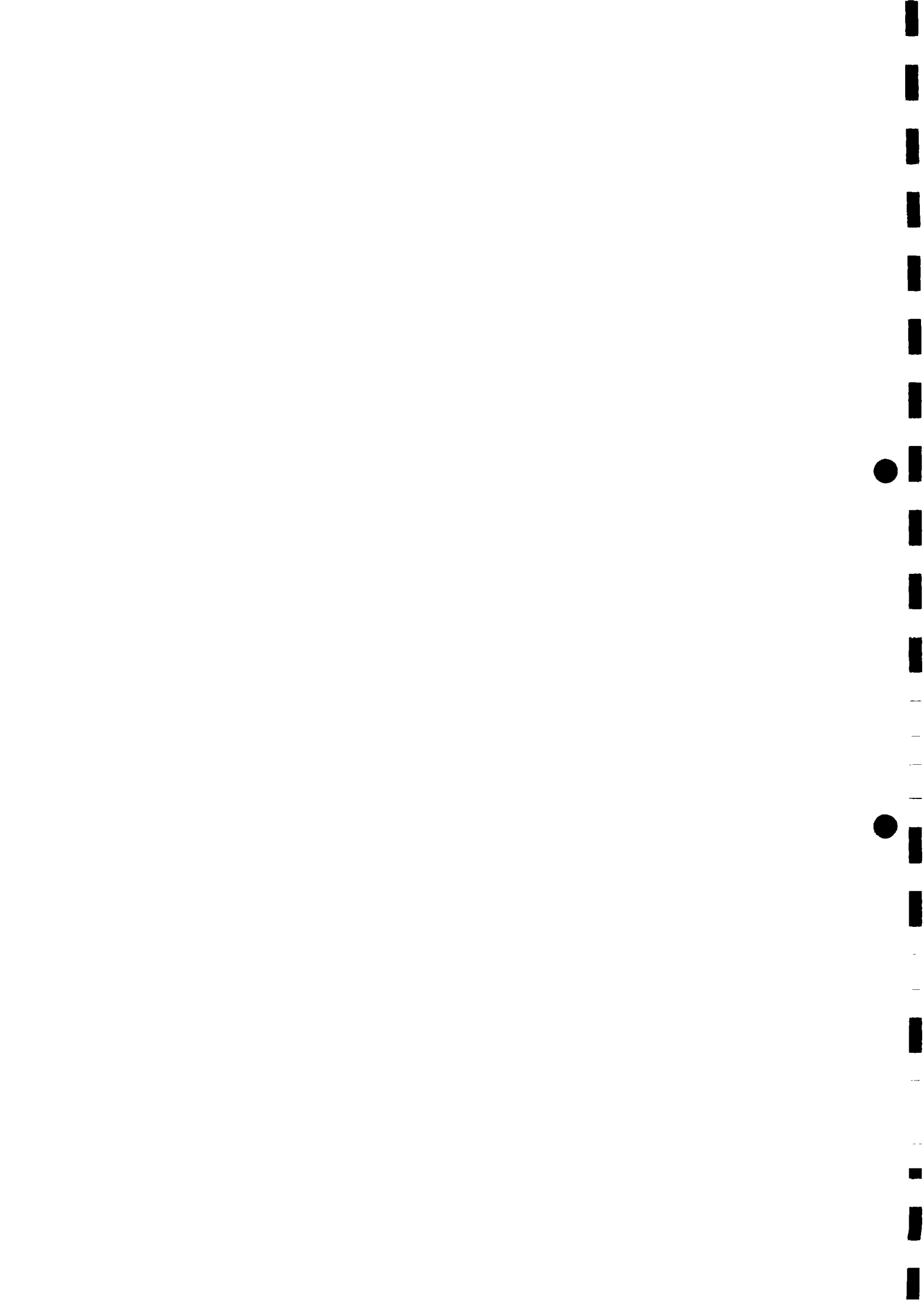
WARD/VILLAGE

LEGEND:

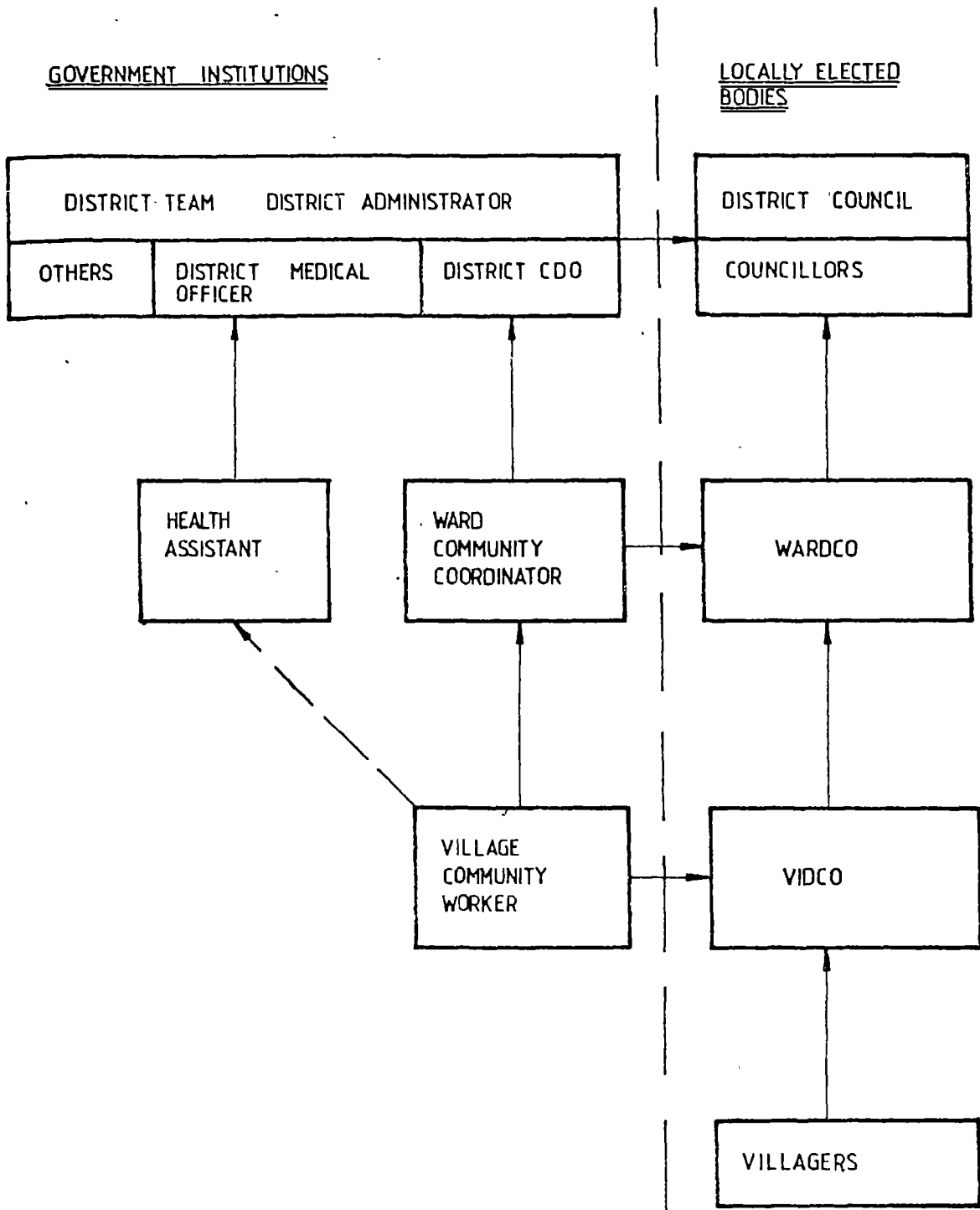
- PCDO : PROVINCIAL COMMUNITY DEVELOPMENT OFFICER
- DCDO : DISTRICT COMMUNITY DEVELOPMENT OFFICER
- CDO : COMMUNITY DEVELOPMENT OFFICER
- DLC : DISTRICT LITERACY COORDINATOR
- CDW : COMMUNITY DEVELOPMENT WORKER
- HED : HOME ECONOMICS DEMONSTRATOR
- WCC : WARD COMMUNITY COORDINATOR
- VCW : VILLAGE COMMUNITY WORKER

45





ORGANIZATION OF COMMUNITY-BASED PROJECTS





Appendix 6. Functions of VCW and WCC.

1. The VCW will:

- work with the VIDCO in identifying village problems and strategies to overcome these.
- work with a community-selected person who will keep the pre-school.
- liaise with the village person responsible for adult literacy classes.
- liaise with the village person in the village whose work will be the promotion of youth and women's activities.
- encourage the formation of interest groups: savings clubs, women's clubs, etc. - and support their efforts in starting projects such as uniform making, vegetable gardens, etc.
- mobilise and teach communities about basic hygiene measures, teach general health education, treat minor illness and refer people to the clinic.
- liaise with ward-level community workers who will provide supervision, training expertise and any other support as will be needed.
- mobilise farmers for agricultural activities.

2. The WCC will:

- work with the WADCO in identifying ward problems and strategies to overcome them.
- coordinate the activities of ward-level community workers with those of the VCW
- ensure that ward level workers are informed of the work of WADCO.
- provide teaching expertise in community development activities to VIDCO through the VCW.
- support the VCW in the mobilisation of people for mass programmes in child spacing, oral rehydration therapy, immunisation, combating malnutrition, etc.
- support the VCW in the initiation and coordination of development projects in the wards, and train clubs in management and leadership.
- collate information from pre-school on child nutrition surveillance and other community-based Maternal and Child Health (MCH) activities.
- liaise between the VCW and the Child Spacing and Fertility Association in the supply, distribution and supervision of contraceptive aids and how they are used.
- reach parents at home, at the pre-school and at various training sessions to discuss community activities such as MCH.
- ensure that Women's Mass Organisations at the village and ward levels have elected their representatives to the VIDCO and WADCO.

Taken from the Prime Minister's directive of 1984.



MOBILISATION ADVISOR

JOB DESCRIPTION

Objective:

The Mobilisation Advisor shall assist MCDWA in strengthening the basis for, and promoting decentralised planning and coordination of community-based development programmes.

The Mobilisation Advisor will be answerable to the Deputy Secretary for community development.

Scope of work:

- prepare procedures and policy guidelines for decentralised planning and coordination of community-based development programmes on the basis of experiences from the pilot programme in Mashonaland Central and other WS&S programmes in the country
- guide the work of the CP Coordinator assigned to the pilot programme.
- liaise with other ministries regarding policy issues in connection with mobilisation and coordination of community-based development programmes.
- assist the MCDWA representative to NAC on questions related to WS&S programmes.
- supervise the development of training materials, manuals, etc. for mobilisation and coordination.
- prepare a strategy for training and human resources development of MCDWA staff and extension workers.
- identify constraints and needs for external support which will enable MCDWA to implement a strategy for decentralised planning and coordination of community-based development programmes in the future.

Qualifications

- a degree in social science
- extensive experience in organising community mobilisation and participation work, both centrally and at field level.
- experience from work within ministries in Zimbabwe

The candidate should be a Zimbabwean national



PLANNING ADVISOR

JOB DESCRIPTION

Objective:

The Planning Advisor shall assist the MCDWA in the development of planning and administrative procedures, that will enable decentralised planning and coordination of community-based development programme.

The Planning Advisor will work closely with the sectors of (a) Planning, projects and research, (b) Finance and administration. She/he will be answerable to the Deputy Secretary for Community Development.

Scope of work:

- identify weaknesses in the present administrative structure of the ministry and inputs necessary to overcome these constraints
- develop and introduce administrative procedures for the decentralised planning and coordination of community-based development programmes in MCDWA.
- supervise the development of training materials and manuals regarding planning and administration at various levels.
- develop and test a monitoring and evaluation system for community-based development programmes.
- assist the Mobilisation Coordinator in the supervision of the CP support team.
- provide the necessary supervision in connection with the introduction of a computer aided information system for WS&S programmes (CAWIDS)
- liaise with other ministries regarding administrative procedures for inter-ministerial cooperation in decentralised coordination of community-based programmes.

Qualifications

- a degree in social science, preferably in economics/ planning/management.
- extensive experience in designing tools for planning and management.
- experience from work within ministries in Zimbabwe.



COMMUNITY PARTICIPATION COORDINATOR

JOB DESCRIPTION

Objective:

The CP Coordinator shall head the community participation support team in connection with the WS&S pilot programme in Mashonaland Central. The Coordinator will work under guidance of the Mobilisation Advisor in MCDWA, and in close co-operation with the coordinator of the technical implementation of the programme.

The coordinator will be based in the provincial capital, Bindura.

Scope of work:

- develop and test local administration procedures for decentralised planning and co-ordination of community-based development programmes.
- liaise with provincial authorities about inter-ministerial co-ordination in connection with such programmes.
- co-ordinate mobilisation work, in close co-operation with the coordinator for the technical part of the pilot programme.
- supervise the community participation support team at district level in their day-to-day work.
- supervise the development of training materials, manuals, etc. as requested by the Mobilisation Advisor.
- work in close contact with the mobilisation advisor in developing an inter-ministerial training programme for co-ordination of community-based development programmes.

Qualifications:

- a degree in social science, preferably in sociology or pedagogy
- experience with co-ordination of community-based development programmes
- experience with management-oriented training and development of training materials.

The candidate should be a Zimbabwean national.

