

PAK-GERMAN CO-OPERATION FOR RURAL WATER SUPPLY AND SANITATION WORKSHOP ON COMMUNITY PARTICIPATION



3 - 7 DECEMBER, 1988
AT
Pearl Continental Hotel Peshawar, Pakistan

ORGANISED BY

PUBLIC HEALTH ENGINEERING,
DEPARTMENT (PHED) NWFP,
PESHAWAR, PAKISTAN.

ADVISOR

INGOGUHR
GERMAN AGENCY FOR
TECHNICAL COOPERATION
(GTZ) ESCHBORN FED REP,
GERMANY.

205.1-88PA-7534/

KICK-OFF WORKSHOP

for introducing
a major component/strategy to a project/institution.

Here: community participation in rural water supply
and sanitation schemes to personnel of the
Public Health Engineering Department of the
North West Frontier Province of Pakistan.

STEPS:

1. Problem analysis and description of present
situation by workshop participants.
-

Here: Listing of existing problems in community par-
ticipation from: participants' statements
earlier ZOPP-Workshop
international agencies' reports

and describing the present steps of implementa-
tion for a typical village water supply with
hardly any form of community participation.

2. Division of participants into working groups with
different topics.
-

Here: 15 different topics related to planning,
financing, implementing and maintaining
water supply and sanitation schemes.

3. Description of future approach/strategy of the
project/institution by workshop participants.
-

Here: Proposed steps of implementation for water
supply and sanitation schemes of the Public
Health Engineering Department in the future
including community participation and

recommendations to the government as basis for
the realisation of community participation.

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RN: ISN 7534

EO: 205.1 889A

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1.1 WORKSHOP SUMMARY

Community Participation Workshop for the sector namely; Rural Water Supply - Health and Sanitation was held as a follow up to the GTZ project appraisal mission in April, 1988 on the establishment of a Pak/German Cooperation Project on Rural Water Supply and Sanitation.

The objectives of the workshop were to gear up awareness of the concerned personnel in the sector towards design and induction of participation programme to create a common understanding how PHED rural water supply and sanitation schemes be implemented in future to achieve a higher degree of user involvement and to provide the basis for closer inter-sectoral linkage.

Instead of teacher/student lecture-type arrangement, the knowledge and experience of the participants was utilised by working in groups and developing implementation proposals and recommendations to the Government for creating the rules and regulations for better gradually integrating community participation into PHED procedures.

The main objective of those recommendations is to create conditions under which the users of future PHED schemes might be willing to take over part of the capital costs and all the operation and maintenance costs or at least to be responsible for operation and maintenance themselves.

The workshop (purely a Provincial one), was attended by PHED engineers, representatives of the departments for LG&RDD, P&D, Education, Information, Health and Social Welfare, the PMRC (Khyber Medical College), IRDP, PDA, UNHCR, the Commissionerate of Afghan Refugees, UNICEF and Dorsch Consult. Many of the guests invited assisted as resource persons.

During the workshop, problems identified by: (a) the participants; (b) by the earlier ZOPP-Workshop, and (c) by the International Agencies Reports together with the STEPS OF IMPLEMENTATION as the present implementation procedures of PHED served as background material against which the workshop participants developed a procedure for future implementation in the form of PROPOSED STEPS OF IMPLEMENTATION. Furthermore recommendations were made to the Government outlining certain actions to be taken without which community participation might not be feasible.

5 senior employees of PHED were selected as working group leaders. They prepared themselves for their task through a 2-day project visit to the Integrated Rural Development Programme (IRDP) in Mardan. The IRDP employees very generously shared their own experience with the PHED colleagues. By the end of the project visit it was agreed the IRDP and PHED would jointly implement one or more rural water supply and sanitation schemes.

1.2 LIST OF ABBREVIATIONS

LG&RDD	Local Government and Rural Development Department.
PMRC	Pakistan Medical Research Centre.
UNHCR	United Nations High Commission for Refugees.
IRDP	Integrated Rural Development Programme.
PDA	Peshawar Development Authority.
VDO	Village Development Organization.
MPA	Member of Provincial Assembly.
MNA	Member of National Assembly.
PA	Provincial Assembly.
NA	National Assembly.
NGO	Non-Governmental Organization
PHED	Public Health Engineering Department.
XEN	Executive Engineer.
SDO	Sub-Divisional Officer.
SE	Superintending Engineer.
PCI	Planning Commission Form-1.
P&D	Planning and Development.
LHV	Lady Health Visitor.
O&M	Operation and Maintenance.
ADP	Annual Development Programme.
UC	Union Council
DC	District Council
DDAC	District Development Advisory Committee
ECNEC	Executive Committee of the National Economic Council.
LCCPS	Low-Cost Community Participation Schemes.

1.3 PAK-GERMAN CO-OPERATION FOR RURAL WATER
SUPPLY AND SANITATION

WORKSHOP ON COMMUNITY PARTICIPATION

Welcome Address by the Secretary, PHED. December 3, 1988

نحمده و نصلى على رسوله الكريم ه
اعوذ بالله من الشيطان الرجيم ه
بسم الله الرحمن الرحيم ه

Honourable Guests, distinguished participants Ladies and Gentlemen!

Assalamu Alaikum!

Indeed I feel pleased and greatly honoured in welcoming you to the Workshop being held on community participation in providing drinking water and sanitation facilities to our rural population of the Province.

The workshop, as you know, is being sponsored by PHED in collaboration and co-operation of a German agency for Technical Assistant called GTZ for which we are grateful to the F.R. Germany. The workshop is of immense value to us as we expect that its participants would be in position to indicate practical steps necessary to mobilise the beneficiaries to participate besides developing an effective inter-sectoral strategic plan.

Present rural water supply and sanitation (WSS) levels are poor in Pakistan. It is estimated that out of the rural population of 70 million, only about 35% have access to safe water supplies and 17% have any means of sanitation. Despite rapid economic growth in recent years, health indicators are poor. Life expectancy at birth is only 50 years and infant and young child mortality rates are 160 per 1,000 live births. The largest cause of young child mortality is diarrhea/dehydration, accounting for 45% of all deaths associated with poor water supply and sanitation.

Rural water supply and sanitation is the responsibility of the Provincial administration. The PHED provides and maintains piped water schemes to towns and larger villages in the NWFP, while LG&RDD constructs smaller schemes. PHED though technically competent enough, is not community focussed and projects may not reflect community priorities. The Local Government and Rural Development Department (LG&RDD) on the other hand has a better community focus but lacks technical expertise. Links between the two organizations are poor and links with other related departments such as Health, Education and Social Welfare are also very poor.

The Government is according increased priority to rural development. Quantitative investment plan is prepared by PHED which however is generally lacking in institutional development or community participation focus.

Prior to the present workshop, if you remember, we had the ZOPP-Workshop which was held also in close co-operation between PHED and GTZ in April this year. The Workshop was to evaluate requirements for technical co-operation for water supply and sanitation in NWFP. Principles have been formulated jointly on our future technical co-operation between PHED and GTZ (FRG). You may be remembering that shortly before the ZOPP-Workshop took place, PHED with LG&RDD and the Social Welfare Department of NWFP had the opportunity to participate in a National Workshop on "Rural Water Supply - Health and Sanitation" followed by a Conference on Sectoral Policy organized at Islamabad. Both programmes were sponsored by the Government of Pakistan in collaboration of World Bank and CIDA. Very important recommendations were made in this Conference regarding community involvement and inter-sectoral co-ordination of various concerned organizations.

On sanitation side it is sad to reveal that so far very little or negligible work has been done. Villagers use to defecate in open fields, waste waters stagnate in unpaved streets having no proper drainage. Solid wastes are thrown haphazardly having no collection system. Low level of education, poverty and lack of awareness are the contributing factors towards poor sanitation. The villagers, on account of their ignorance, have little or no sense of recognition for their grossly insanitary environment and this is a challenge for all those responsible for promotion of good health and rural development.

It is necessary to consider that presently our rural society is not in the position to change the situation by themselves without extended support. Therefore change in such a situation would require support at all tiers of the Government.

The provision of water and sanitation facilities should have been complementary. Good hygienic conditions without improved sanitation cannot be achieved alone through a safe and adequate supply of water. Main emphasis in the past, unfortunately, has been on drinking water by the decision makers with little or no attention towards the most important aspect of sanitation.

With the grace of 'ALLAH' PHED, NWFP has done a good job on water supply side by attaining a service level of 50% in rural areas and has remained mostly engaged with year to year increasing responsibilities on operation and maintenance of these facilities. It may be mentioned that for certain constraints the present project execution policy totally lacks the community participation which is not only resulting in over-burdening the existing organisational structure of PHED with increasing maintenance and operational problems but is also adding to the financial burden of the Government to finance it.

Therefore, the trend in the past has not remained conducive for PHED to attend sanitation jobs and so its performance in this field could only reach 1% coverage so far. In fact full health benefits at the village level cannot be realised unless water supply, rural sanitation and social development are given the same recognition. It should be considered that only with such 'Sanitation Package' diseases

can be prevented and the pre-condition can be created for an overall rural development.

Fundamental for the success of the development process is the active community participating during all stages of project preparation, implementation, operation and maintenance. That means that the community has to be included in the decision making and the planning process. Therefore involvement of the rural population in implementation of such like development programmes is considered to be of great important and the development of this aspect may be slow, would require community mobilization. Furthermore the project so prepared shall react to the demands and needs of the people in accordance with their social, cultural and religious requirements. Only a technology accepted by the individuals and the society, will be used and maintained continuously. Further only such a technology should be selected which the community can afford and maintain by themselves.

I believe the discussions and dialogues in this workshop, forming base for the project implementation considering the effective community involvement would not be an easy tasks. We, therefore, will be required to participate actively and also to have some kind of brain storming in presenting problems and short-comings in the sector.

I, on behalf of PHED, feel obliged for your cooperation to be here with us. I am anxiously look forward for useful outcome as a result of your lively discussions and contribution in the workshop.

Thank you.

Pakistan Zinda Bad!

1.4. PERSPECTIVE ON FUTURE PHED RURAL WATER SUPPLY AND SANITATION PROJECTS

Ingo Guhr, Community Participation Advisor, GTZ

*Honourable Chief Guest, and
Secretary of PHED.*

Distinguished guests and dear participants.

We have met here to work together on the better integration of community participation into rural water supply and sanitation.

Never in recent history has more money been set aside for this sector than now. The Pakistan Government, in order to improve the health of the rural population, has allocated Rs. 8.1 billion for rural water supply for the period 1986-90. This is a large amount. However, it is not sufficient to provide water and sanitation for all. There is hardly any country around the world where the Government can afford to pay for water and sanitation for all. everywhere, the people have to share the costs with the Government, if not even pay the entire costs for water supply and sanitation.

Similarly, here in your country some of the costs have to be borne by the people.

Thus, politicians cannot say any more: "Water is free for all". And why should it be? People also are paying for their electricity as they are paying for their gas. Why should not they also pay for their water? So the people in the rural areas have to be convinced to take over some of the costs either in kind of coin. And this is where community participation comes in.

Most people are not willing to pay for something they have not asked for and in the development of which they have not been involved. These probably are the two main influencing factors for the success of water supply and sanitation schemes.

1. Who made the application? Is it a politician heaping favour on his constituents? Or is it a community desperate for water? In the latter case, collecting contributions in cash, and, labour or building materials will not be that much difficult.
2. Who plans the schemes? Who decides on the standards and therefore also on the costs? Is this done entirely by the PHED personnel with a token contribution from the villagers. Or are the villagers involved from the beginning to the end? Here again, the latter case will pave the way for future operation and maintenance by the community.

If they consider the schemes as their own and not as a PHED schemes, which they have applied for and which they have built, then they also might use it and care for it in the future.

This means that the Government only should do what the people cannot do themselves.

There are more influencing factors which might hamper the long term success of a schemes:

1. Water supply can only improve the health of people if accompanied by the sanitation measures like latrines, waste disposal and drainage. And again, those sanitation measures only can become effective if the people do understand the connection between bad hygiene and their health. So hygiene education is the combining component of water supply and sanitation schemes.
2. Women are responsible for the supply of water to the family. They are the main users of water and at the same time they are most influential on health and hygiene in their families. If they do not understand the basic principles of hygiene, e.g. the need for personal hygiene, for hygienic water storage, for household hygiene, hygienic defecation, etc; then the water supply scheme only makes the life easier but will not have much effect on the improvement of health.
3. The technology chosen for such schemes should be affordable by Government and users and manageable by the users so that they can take over operation and maintenance.

For this workshop, all this means that we will sit together in working groups for developing proposals how the users of such schemes can be mobilised and fully involved. Those proposals might only gradually change the present procedures applied since rapid changes never work.

However, at the same time recommendations will be formulated by the working groups requesting the Government to provide framework for those changes to take place.

I am confident that useful and practical results will be produced by the participants of this workshop.

Thank you for your attention.

1.5 PROBLEMS LISTED BY PARTICIPANTS

PHASE-I: IDENTIFICATION, APPLICATION, PLANNING & APPROVAL

- (A)
1. Non-participation of women.
 2. No involvement of women who are the prime users of water and mainly responsible for sanitation.
 3. How to involve women into hygiene education.
 4. People of rural areas are unaware about importance of potable water supply and sanitation.
 5. Schemes applied for by elected representatives/community may include socio-economic survey.
 6. Before planning a project, community should be asked about the problems they are facing and to solve them on priority basis.
 7. Rural community is mostly illiterate and therefore have no technical know-how.
 8. Rural community is not too sound financially to participate in water supply and sanitation.
 9. Rural poverty.
 10. Social problems like responsibility to share costs.
 11. Public ignorance.
 12. Reluctantness of community to pay.
 13. No effective leadership or organisation in community.
 14. People demand costly schemes.
- (B)
1. Missing co-ordination of allied departments.
 2. Implementation of schemes only in villages where the population is willing to contribute self-help (cash/labour) and take responsibility for maintenance.
 3. More attention to sanitation projects.
 4. Political rift effecting rural developmental works.
 5. Approval powers should be enhanced to avoid delay.
 6. No proper identification of the scheme.
 7. Non-involvement of community in decision making.
 8. Present organisational structure of PHED is not reflecting community participation.
 9. Lack of appropriate training to PHED staff.
 10. Lack of proper planning.
 11. Need of social survey.

PHASE-II: CONSTRUCTION

1. How to involve villages in cost sharing based projects.
2. No such a responsible organisation exists in community who really wants to support the department during constructional work.

PHASE-III: OPERATION, MAINTENANCE AND MONITORING

1. To sort out ways for avoiding conflicts in-between the volunteers forming the village organisation and the political elements of a project area to ensure proper maintenance of project through self-help after completion.
2. Community should look after maintenance schemes, separate organisation for maintenance.
3. Maintenance of scheme is not assisted by the community as a whole.
4. Cost recovery on account of operation and maintenance from the users is lacking.
5. Maintenance of water supply schemes should be the responsibility of local bodies instead of PHED so that the people can actively participate through their elected representatives.
6. Operation and maintenance is the main problem of PHED. Community should be involved to operate the schemes on no-loss/no-profit basis.
7. Users misuse the facilities.
8. Lack of proper awareness of community work.

PROBLEMS IN COMMUNITY PARTICIPATION LISTED DURING ZOPP-WORKSHOP

1. USERS SIDE

- 1.1 Expectation that Government will provide.
- 1.2 Political message "water is free for all".
- 1.3 Ignorance of need for cost sharing
- 1.4 Ignorance of process of planning, construction O&M of system.
- 1.5 Ignorance of relation between bad health + hygiene.
- 1.6 Community power groups make joint ventures.

THIS RESULTS IN:

- Schemes are not used efficiently and hygienically.
- Contribution with cash and labour is low.

2. PHED SIDE

- 2.1 Department neglects need for combined water supply and sanitation.
- 2.2 Neglect of community involvement.
- 2.3 Neglect need for cost sharing.
- 2.4 Neglect need for low cost technology.
- 2.5 Lack experience in low cost technology and community participation.
- 2.6 Lack of personnel spare parts, limited budget and training.

THIS RESULTS IN:

- PHED personnel plan in isolation.
- Construction work left to contractors.
- Neglect of preventive maintenance.
- Neglect community participation.

3. GOVERNMENT SIDE

- 3.1 Insufficient co-ordination among departments.
- 3.2 Insufficient promotion of community participation and appropriate technology.
- 3.3 Insufficient importance to cost recovery.
- 3.4 Insufficient coverage of training needs.
- 3.5 Insufficient concern for combined water supply and sanitation.

THIS RESULTS IN:

(As listed by the International agencies).

- High O&M costs.
- High capital cost.
- Inadequate community involvement.
- Inadequate co-ordination among agencies for project implementation.
- Need for consistency of approach among donor agencies.
- Need for combined approach in water supply and sanitation.
- Multi-disciplinary approach needed.

1.6 STES OF IMPLEMENTATION

PHASE-I: IDENTIFICATION, APPLICATION, PLANNING AND APPROVAL

S T E P T S	PARTIES INVOLVED	RESULTS/COMMENTS
1. Different people apply for water supply sanitation projects to District Council. The Council recommends to MPA/Minister.	Villagers, Chairman District Councils.	Maximum number of schemes included in ADP.
2. MPA meeting with DDAC for schemes inclusion in ADP. Final list sent to P&A and PHED.	MPA, District Council, PHED.	Priorities fixed and recommended to PHED.
3. PHED prepares feasibility report with approximate cost.	Villagers and PHED officials.	PHED involved with people and project feasibility study since beginning.
4. PHED collects District schemes for draft ADP. Submit to P&D Deptt: for final ADP.	PHED and P&D Deptt.	Feasible schemes included in ADP.
5. P&D Deptt: presents to Provincial Assembly final ADP.	P&D Department/MPAs.	Provincial Assembly involved in final approval.
6. Provincial Assembly authenticates Budget and ADP.	Provincial Assembly.	Provincial Assembly fully involved.
7.1 PHED contacts villagers to discuss water supply sector. (i) site for water supply is selected. (ii) Survey of village. (iii) Other problems in implementation are discussed.	PHED staff and villagers.	PHED get support of villagers.
7.2 <u>Sanitation Sector:</u> Discussion on sanitation development for involvement in execution and maintenance.	PHED staff and villagers.	Community awareness commitment.
8. PHED conducts survey and prepare the preliminary estimate.	PHED staff and villagers.	Estimate sound and prepared by trained staff.

S T E P S	PARTIES INVOLVED	RESULTS/COMMENTS
9. Estimate is approved by competent authority as follows:	Competent authority.	...
PDWP ... 10.0 M		
CDWP ...		
ECNEC ...		Effective for January, 1989.
Chief Engineer ... 1.0 M		
Secretary ... 1.5 M		
Secretary with ... 7.5 M		
committee.		
<u>PHASE-II CONSTRUCTION</u>		
1. P&D provides funds in budget.	PHED and Finance Department.	...
2. N.I.T. published for execution of work.	PHED and Information Department.	...
3. Authority accepts rates.	PHED and approved contractors.	...
3.1 Projects executed as:-		
<u>WATER SUPPLY SECTOR:</u>		
On establishment of source, contract work with cement pipes handed over by the department.	PHED officials, contractors of department and villagers.	...
3.2 <u>SANITATION SECTOR</u>		
Sanitation works by Govt: contractors and PHED.	PHED officials, contractors of department and villagers.	People do not co-operate resulting in delay of completion.
<u>PHASE-III: OPERATION, MAINTENANCE AND MONITORING</u>		
1. <u>Water Supply Sector:</u>		
PHED responsible for rural water supply and sanitation sector.	PHED staff and villagers.	Maintenance provided by ADP and people concerned.
2. <u>Sanitation Sector:</u>		
Maintenance rests with beneficiaries.	...	Villagers need training for maintenance.

1.7 PROPOSED STEPS OF IMPLEMENTATION.

1.7 PROPOSED STEPS OF IMPLEMENTATION

PROPOSED STEPS OF IMPLEMENTATION BY PARTICIPANTS

S T E P S	PARTIED INVOLVED	COMMENTS
<u>PHASE-I</u>		
<u>APPLICATION, IDENTIFICATION, PLANNING AND APPROVAL</u>		
1. Request by elders or VDO through elected representatives or VDO directly to PHED at District level.	1. Villagers/VDO elected representatives, XEN PHED.	..
2. 1st meeting in the village XEN PHED + VDO (if no VDO exist request formation) with women representation. Discussions:-Their water needs -Interest in sanitation. -Inform about new criteria for selection of schemes. -Preliminary survey of project area.	2. XEN PHED + VDO or Elders + Social Workers PHED (member of mobile unit).	2. Promotion of VDOs. -Training of technical staff of PHED on community participation. -Mobile unit in all Divisions of PHED including social workers in PHED. -Educate villagers through mosque at Hujra level mass medial.
3. Tentative cost estimate of different alternatives at PHED office.	2. XEN PHED.	3. Essential step to be prepared for discussion with VDO.
4. 2nd meeting in village XEN PHED + VDO. Discus:-Organization/effectiveness of VDO: -discuss and select alternative with cost sharing. -Written undertaking by VDO for their part of the work.	4. XEN PHED VDO Social Worker PHED.	4. Comments:- In case of violation of the agreement, the work will be stopped on the scheme.
5. Priority list finalised on basis of new criteria by DDAC + XEN PHED.	5. DDAC + XEN PHED as member of DDAC.	5. XEN officially included in DDAC.

S T E P S	PARTIES INVOLVED	COMMENTS
<p>6. Priority list bifurcated into:</p> <p>(a) Low cost community participated schemes.</p> <p>(b) Other schemes and forwarded to Chief Engineer PHED.</p>	<p>6. DDAC + XEN PHED Chief Engineer, PHED</p>	<p>...</p>
<p>7. Draft ADP for NWFP bifurcated into:-</p> <p>(a) Low cost community participated schemes.</p> <p>(b) Other schemes, prepared Chief Engineer PHED + newly created Directorate Low Cost Community Participated Schemes and forwarded to P&D.</p>	<p>7. Chief Engineer PHED, P&D Department, Directorate, Low Cost Community Participated Schemes.</p>	<p>7. Directorate for Low Cost Community Participated Schemes to be established at Chief Engineer Office PHED.</p>
<p>8. Approved ADP received by CE, PHED and sent to XENs for implementation with funds allocation.</p>	<p>8. P&D Department, Chief Engineer, PHED.</p>	<p>8. Funds allocated for Low Cost Community Participated Schemes should be non-lapsable.</p>
<p>9. For Low Cost Community Participated Schemes:-</p> <p>3rd Meeting with VDO for:-</p> <p>-formation of project committee.</p> <p>-execution of agreement.</p>	<p>9. XEN PHED. VDO, Social Worker PHED.</p>	<p>Conditions for construction and operation/maintenance of scheme setup and responsibilities of PHED and VDO clearly specified.</p>
<p>10. For Low Cost Community Participated Schemes.</p> <p>Cost estimate and PC-I prepared + forwarded to newly created Directorate for Low Cost Community Participated Schemes for approval.</p>	<p>10. XEN PHED, Chief Engineer, Directorate, LCCPS.</p>	<p>10. All steps of approval + acceptance procedure have to be expedited.</p>
<p>11. Floating of tenders for works to be carried out by contractor (for Low Cost Community Participated Schemes).</p>	<p>11. XEN PHED.</p>	<p>11. Preference should be given to contractors of the project area.</p>

PHASE-2

CONSTRUCTION

S T E P S	PARTIES INVOLVED	COMMENTS
12. For Low Cost Community Participated Schemes: Approval of the tenders and selection of contractors in consultation with VDO.	12. XEN PHED, VDO, Social Worker.	12. XEN should be fully empowered to approve tenders to avoid delay.
13. Review meeting with VDO/PV: - Women organization will be formed. - Training of PC/village skilled workers.	13. XEN through mobile unit, VDO relevant line department/organization.	13. From here women motivation can start.
14. Start of construction work: - monthly evaluation of project progress at village. - Additional training if required to all parties involved.	14. Mobile unit P.C. together villagers/contractor.	...
15. Project completion, final evaluation, acceptance of work, formal handing-over of project to VDO.	Mobile unit, P.C. + villagers.	15. VDO is fully responsible to operate and maintain schemes. P.C. will become O&M committee. PHED will only provide assistance.

PHASE-3

OPERATION, MAINTENANCE:

16. Follow up:- - Cost recovery; - Monitoring for O&M; - Regular quarterly review meeting. - Refresher training.	16. VDO, O+M.C./Mobile unit.	16. PHED will provide technical assistance on regular basis at the beginning and later on, if required.
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RECOMMENDATIONS TO THE GOVERNMENT.

RECOMMENDATION FOR ACTION TO BE TAKEN

1. Policy on low-cost community participation, rural water supply and sanitation schemes to be formulated:
 - Bifurcating:
 - (a) Low-Cost Community Participation Schemes.
 - (b) Other schemes.
 - New selection criteria for LCCPS;
 - Community participation from planning to operation and maintenance through VDOs;
 - Cooperation with other department clearly defined.
 - Block allocation of funds for LCCPS district-wise;
 - Contractor/community work sharing;
 - Material supply partly by PHED;
 - Women organizations promoted and their functions have to be identified.
2. WORKSHOP ON POLICY FORMUALTION TO BE CONDUCTED.

With: Community Leaders;
Departments;
Resource persons;
PHED.
3. PC-I FOR STRENGTHENING OF PHED TO BE PREPARED, APPROVED AND IMPLEMENTED.

Comprising: Directorate for LCCPS at PHED Headquarters.
Training Cell at PHED.
Mobile Units at PHE Division level.
4. SELECTION CRITERIA

For identification of LCCPS to be formulated, approved and implemented.

 - Schemes submitted to reflect villagers needs.
 - Cost sharing willingness which they have to prove.
 - Water needs.
 - Quality and quantity of water sources.
 - Cost/benefit ratio of scheme.
 - Willingness for operation and maintenance.
 - The village should pay at least 5% of capital costs in form of cash, labour, land, materials.

5. Coordination Committee for cooperation in LCCPS of line departments and international agencies to be established.

6. VILLAGE DEVELOPMENT ORGANIZATION TO BE STRENGTHENED BY PHED FOR ORGANIZING LCCPS

With the following functions:

- Represent the village in all negotiations with PHED.
- Form Project Committee which later on becomes Maintenance Committee.
- Form/initiate women organization.
- Be responsible for financial and legal transactions including financial contributions by village.
- Take part in monitoring and evaluation.

7. WOMEN ORGANIZATIONS TO BE PROMOTED BY PHED

FUNCTIONS:-

- Hygiene education of their own families.
- Collecting cash contributions from villagers.
- Income generation (Line departments).
- Establishment of women centres.
- Promotion of sanitation through pit latrines, building of soakpits, protection of water sources.
- Lady Health Worker to monitor child diarrhea (CDD).
- Assist in monitoring general (cleanliness).

8. DIRECTORATE FOR LCCPS

To be established at PHED Headquarter to be responsible for administrative and technical approval of schemes. Directorate has to be delegated with adequate power.

9. TRAINING CELL OF PHED.

To be established for:-

- Training of engineering staff on community participation low cost technology and organization.
- Training of staff of the mobile units.
- Training of V.D.Os.

10. MOBILE UNIT AT XEN OFFICE LEVEL

To be established with the following functions:—

- 1.8
- Village surveys (social, needs, technical feasibility).
 - Strengthening of V.D.Os.
 - Technical training of village workers.
 - Work organization and supervision.
 - Training of village master key training in social skills, administration, accounting, hygiene education.
 - Women involvement through formation of woman organizations.
 - Training of women on use and maintenance of water supply and sanitation facilities.
 - Support V.D.Os. (O/M Committee) in operation and maintenance.
 - Monitoring and evaluation.

The Mobile Unit shall consist of:—

- Social motivator/educator.
- Female motivator/educator.
- Engineering person.
- Skilled craftsman.
- Hygiene motivator/educator.

11. EDUCATION DEPARTMENT REQUESTED TO INCLUDE COMMUNITY PARTICIPATION ON LCCPS INTO SYLLABUS OF ADULT EDUCATION AND SCHOOLS.

12. Laboratory to be upgraded for also including LCCPS.

13. ASSISTANCE TO BE REQUESTED OF INTERNATIONAL AGENCIES.

For:

- Training
- Fellowships
- Equipment

PART II
WORKSHOP ORGANIZATION

2.1 PREPARATION

After a general agreement on the workshop contents had been reached by PHED and GTZ as a follow-up to the Goal Oriented Project Planning Workshop conducted in April, 1988 for PHED personnel, details of the workshop programme were prepared by GTZ. The programme then was finalised in a meeting at the office of the Chief Engineer of PHED by the Chief Engineer, employees of the Department and the GTZ Community Participation Adviser seconded by GTZ for the workshop.

2.2 WORKSHOP OBJECTIVES

The programme was not arranged in form of lectures given to the participants in a teacher/students situation. Instead, the knowledge and experience of each participant was appreciated and recognized by forming working groups with the task of identifying the main problems related to their work and community participation and of developing proposals for improving the situation.

Thus, the working had the objectives of raising awareness among the participants and to reach a common understanding on how in future PHED rural water supply and sanitation schemes might be implemented with cost sharing between government and people, appropriate low-cost technology, women involvement, operation and maintenance done by the villagers and with the assistance of other departments/agencies. Changes proposed are expected to be only gradually implemented.

2.3 EXPECTED RESULTS OF WORKSHOP

Description of model schemes by:

1. LISTING ALL STEPS from planning, constructing, operating and maintaining such schemes including monitoring;
2. INDICATING THE PARTIES INVOLVED in all steps (who should do what?), especially, which responsibilities should be taken over by the users in terms of work/cost-sharing and how women can be involved;
3. INDICATING THE PHED MANPOWER NEEDS for such schemes and the possible co-operation with other institutions/organizations like LGRDD, Health Department, Education Department, UNICEF, etc.
4. INDICATING TRAINING AND INFORMATION NEEDS of all parties involved.
5. SUGGESTING INSTRUMENTS FOR INVOLVING THE COMMUNITY like motivation campaigns, hygiene and health education, etc.
6. SUGGESTING A SET OF CRITERIA under which PHED supports applications like cost sharing by community, etc.
7. SUGGESTING SHARING OF WORK BETWEEN CONTRACTORS AND COMMUNITY in water supply and sanitation schemes with appropriate technology.

2.4 SELECTION OF WORKING GROUP LEADERS

For organizing the work of the working groups effectively, the following 5 senior employees of PHED were selected as working group leaders:-

- Group-A : Mr. Mohammad Aslam,
Executive Engineering, Sanitation Division.
- Group-B : Mr. Ghulam Saeed Khan,
Superintending Engineer, PHE Circle, Kohat.
- Group-C : Mr. Gulfam Khan,
Design Engineer,
O/O Chief Engineer, PHED, Peshawar.
- Group-D : Mr. Gul Mast Khan,
Superintending Engineer,
PHE Circle, Mardan.
- Group-E : Mr. Abdul Aziz Khan,
Superintending Engineer,
PHE Circle, Peshawar.

Each of the working groups covered 3 different topics in the course of the workshop, altogether 15 topics related to community participation in PHED rural water supply and sanitation schemes.

2.5 TOPICS COVERED BY THE WORKING GROUPS:

GROUP-A

<u>1st Topic</u>	<u>2nd Topic</u>	<u>3rd Topic</u>
Community Participation	Women Involvement	Village Organization

GROUP-B

1. Cost Recovery	2. Approval Criteria	3. Proposed Steps of implementation.
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GROUP-C

1. Low-Cost Technology	2. Contractor/Community work sharing	3. Model of PHED Movable workforce.
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GROUP-D

1. Training and Information needs	2. Manpower needs	3. Instruments for Community Participation.
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GROUP-E

1. Mass Scale Implementation	2. Monitoring of Community Participation.	3. Co-operation with other Agencies.
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2.6 PROJECT VISIT BY WORKING GROUP LEADERS.

To prepare themselves for the group work during the workshop, the 5 working group leaders after a briefing in Peshawar went for 2 days on a project visit to the Integrated Rural Development Programme in Mardan under Pak/German Co-operation. Earlier, it had been planned to visit more than one project. However, due to time constraints, only IRDP could be visited on November, 29/30, 1988.

Each of the working group leaders received a task sheet of which one sample follows. In each task sheet a general introduction is given to each of the 3 topics of each working group. The introduction is then followed by a number of questions as a guideline for the discussion between the PHED working group leaders and

the colleagues of IRDP. Other questions seen relevant by the working group leaders were to be added.

IRDP had arranged for a one-day field visit and for one-day discussions at their office.

During the field visit, schemes built in 3 villages with community participation were to be looked at. In the first village, a hudschra was opened which gave ample opportunity for discussing with the community leaders their experience in planning, constructing and operating the scheme. Afterwards the gravity system was visited from the source to the storage tank including the stand points. In the second village, the water supply system and organized waste collection points were shown. There was not sufficient time for the third village.

During the second day, IRDP organized talks with all major sections who had been involved in those schemes visited. The discussion was interesting, very open and the IRDP colleagues took great pains to reply all questions put to them. The day ended with a common agreement between IRDP and PHED to jointly undertake at least one project.



IRDP Office in Mardan

TASK SHEET : GROUP-A

Group 'A' will cover the following 3 topics:

1. COMMUNITY PARTICIPATION
2. WOMEN INVOLVEMENT
3. VILLAGE ORGANIZATION.

Therefore, the Working Group Leader of Group-A will during the project visit to the Pak/German Integrated Rural Development Programme (IRDP) in Mardan investigate all aspects related to the above 3 topics. All what he learns negative as well as good experience, during the project visit might afterwards not only benefit him but also his working group. One learns best from what went wrong So we should try to create during our talk with the colleagues in the Mardan project such a good atmosphere so that they are willing also to share their negative experience with us.

1. Background or How should PHED water and sanitation projects look like in the long run?

They are important principles to be followed.

1.1 SUBSIDIARITY

This means that the Government only does that what the people cannot do themselves.

1.2 SUSTAINABILITY

Sustainability means that the design of a system is based only on that what the Government and the users can afford in:

- (a) building a system; and
- (b) operating and maintaining it.

1.3 ADDING SANITATION TO WATER SUPPLY

All over the world it has become obvious that water supply projects without sanitation and hygiene education do not improve the health of the people.

1.4 MAINTENANCE

Water supply systems only will work in the long run provided a functioning maintenance system with spare parts has been build up, so that repairs can and are done and the users can do part or all of the maintenance.

1.5 VILLAGE ORGANIZATION

Strengthening village organization is must when building water supply and maintenance projects. Individuals alone cannot maintain a system in the long run.

The objective is that such projects are functioning over the years with little or no external support and are used effectively and hygienically by the people.

2. TASKS OF WORKING GROUP LEADER, OR

What one should observe during a project visit.

Find out how the scheme we are visiting has been implemented by asking the following questions.

However, those questions only are examples. Feel free to ask any other question which is of importance to your work.

QUESTIONS FOR ALL WORKING GROUPS:

- 2.1 Which were the steps of implementation of that scheme?
- 2.2 Does the IRDP have a different approach for other schemes?
- 2.3 Has water supply been combined with sanitation?
- 2.4 If yes, why and in which form?
- 2.5 Which were the mistakes from which the Mardan colleagues have larned most?
- 2.6 How did they overcome those mistakes?
- 2.7 Which were the bottlenecks which the IRDP colleagues could not overcome?
- 2.8 Which advise can they give us for our schemes?
(For example: Which is the best way to get community participation?).

3. COMMUNITY PARTICIPATION

Community participation is a practical, down-to-earth approach, if not even a technical approach. The Government wants to improve the health of the rural population. This only is possible with the combination of water supply and sanitation. Without proper sanitation water supply as such cannot improve the health of the population. However, the budget available is not sufficient to provide water and

sanitation for all. Therefore, some of the costs have to be born by the people. And here the question is how to convince the people to share the costs of water supply and sanitation with the Government. If I drive a Government vehicle I will not be careful as I would be with my own car. Therefore, the people should develop the understanding and feeling that the water supply and sanitation scheme is their own system. Sense of ownership is very important. And that only can be provided if the people are involved from the very beginning in the planning, building, operation and maintenance of the system.

QUESTIONS:

- 3.1 Who in the village community were actively involved?
(men, women, youth, official, local council, religious, etc).
- 3.2 What were their first tasks?
- 3.3 Were they volunteers or were they paid?
- 3.4 Did they form a committee?
- 3.5 If yes, how many of the villagers were behind that committee?
- 3.6 What did the committee do to get members/supporters?
- 3.7 What type of motivation and IRDP do, how often?
- 3.8 What did the committee actually do in planning the scheme?
- 3.9 And what in construction?
- 3.10 And what in operation and maintenance?

4. WOMEN INVOLVEMENT

Women are responsible for the supply of water to the family and they are the main users. Women have to tend to the sick members of the family. However, whenever a water supply system is built, everything is planned by the men. Do they know best?

QUESTIONS:

- 4.1 Were women members of the committee?
(lady health visitors, lady councillors, house-wives, etc.).
- 4.2 If yes, who and what did they do?
- 4.3 If not, why not?
- 4.4 What did IRDP do for the women of the village?
- 4.5 Where do the women meet?

5. VILLAGE ORGANIZATION

If a village committee is formed for the planning and execution of a water supply scheme and a sanitation scheme, how long should it exist?

- Until the agreement with the authorities has been reached?

- Or until the system has been completed?
- Or how long should it operate?

QUESTIONS:

- 5.1 Has this committee become a recognized village body?
- 5.2 Does it have rules and regulations?
(governing body, executive committee, etc.).
- 5.3 Is there a contract between IRDP and the village?
- 5.4 Who are the most active member of the committee?
- 5.5 Which are the main problems the committee is facing?
- 5.6 What is the present function of the committee, what are they doing?
- 5.7 Has this committee started other schemes or activities?
- 5.8 Do you think that this committee will remain for a long time? If yes, doing what? If no, why?
- 5.9 Are there any lady member?

2.8 FINDINGS DURING PROJECT VISIT

After the project visit to IRDP, each of the 5 working group leaders noted down the most important aspects relevant to those topics referred to in their tasks sheets. In the following a condensed picture of their findings is given:

- The villagers of Sher Darra told the visiting team that since they were involved right from the planning stage until completion they got the feeling that this is their own scheme.
- First, the request has been made by the village with the help of the local councillor.
- Then the Social Section came in and requested the villagers to form a village development organization. IRDP was working in collaboration with a representative of the Local Government.
- Certain parts of the vilage were opposing. It took much time until most of the villagers agreed to co-operate.
- A written agreement between VDO and IRDP has been made at the District Council Mardan. The villagers could not fulfil all the conditions agreed upon.
- Then a project committee was formed.
- The community also should know the technical aspects like quality of water, design criteria, consumption per capita, the need for protecting the water source, laying, joining, cutting, threading of pipes, etc.
- The feasibility study, survey and planning was done with the help of the VDO. The design and costing was done by IRDP.

- A piece of land for the storage tank was provided free of cost by the community.
- Materials are supplied by IRDP free of cost.
- The villagers agreed to provide free labour. However, after some time they demanded payment which was given to them at a reduced rate (Rs. 20/- per day instead of Rs. 25/-).
- The quality of the scheme was seen as of proper standard.
- Also some sanitation improvement had been done in the village consisting of pit latrines, health, education, motivation, construction of drainage and pavement of streets.
- Implementation took a long time.
- A contractor had been hired for the storage tank who could not finish it and left the work. Then the villagers with the assistance of IRDP completed the tank.
- The scheme is maintained by the village as a good example for operation and maintenance through community participation. A sub-committee had been formed and some people trained. certain draw-backs were also recognized in the maintenance which were understood to have come up due to limited supervision by IRDP.

The same approach was used in Bahu, the second village visited:

- Here, the waste disposal is carried out very well organised. Cow dung and debris is deposited in stone enclosures.

SPECIFIC ISSUES:

The main difference between PHED and IRDP schemes seem to be community participation promoted by IRDP and not by PHED.

IRDP has not made sufficient efforts to involve the local PHED staff.

From the IRDP side it was clearly mentioned that each of their schemes is shown to the local PHED office from where they do not seem to get much of assistance.

IRDP has developed a fullfledged monitoring section without which PHED cannot be expected to monitor community participation.

The first scheme visited has been built with higher per capita costs than a PHED scheme. However, it was also understood that this was IRDP's first scheme, furthermore it there were were hardly any maintenance costs.

The VDO had collected Rs. 10/- or Rs. 15/- from every house-hold and deposited the amount with IRDP which showed the interest of the community in getting such a system.

The cash contribution to capital costs were considered to be to small.

The sanitation component (latrines) perhaps due to lack of motivation staff and improper planning could not reach a wider distribution.

IRDP could effectively organize women involvement by first introducing income generation like training on sewing, cooking, etc. and then using the same trainees as their sanitation promoter in the villages.

The methodology on building up the village organization should be reviewed so that there should be a positive influence on the neighbouring villages to get the system duplicated by itself.

The initial project cost, supervisory staff, cost for supervision and time taken for completion and other problems faced by the executing agency are the deciding factors to consider this as a model project for mass scale implementation.



Source



Storeage Tank

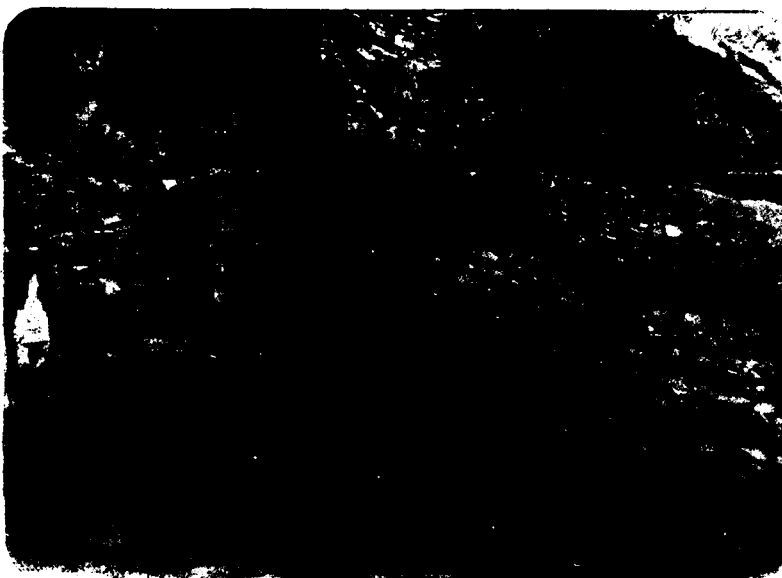


Stand Post



*Cleaning the drain in
Sher Darra*

*The 5 Working Group Leaders
meet villagers at a Hujra in
Sher Darra*



Waste collection in Banu

2.9 EXPECTATIONS IN THE WORKSHOP BY PARTICIPANTS

After recitation from the Holy Quran, the official opening by the Secretary of PHED, the 'Perspective on future rural water supply and sanitation projects' by the GTZ Community Participation Advisor, the participants introduced themselves to each other and expressed their expectations in the outcome of the workshop as follows:-

1. To learn about the involvement of community in water supply and sanitation schemes.
2. To develop a methodology for motivating the rural people.
3. Viable, feasible recommendations are also implemented + followed-up.
4. Local councillors should also participate in the next workshop.
5. Recommendation for no-profit/no-loss basis; all costs recovered from community.
6. The community to take over maintenance + operation.
7. To involve communities who already have water also in sanitation.
8. To educate villagers for maintenance and operation.
9. Education Department to assist in sanitation cooperation.
10. Clear pictures how community workers should work.
11. To find out how the project personnel work with the people.
12. Health, education + participation by people.
13. Principles of future strategies/policy for community participation and for cooperation with other departments/institutions.
14. Recognise magnitude of problems + practicable useful recommendations.
15. Users understand the need for cost sharing.
16. Recommendations for gradual changes.
17. All our rich experience comes up with a practical + viable document.
18. Awareness/understanding.

2.10 GUIDELINES ON TOPICS OF WORKING GROUPS

Each working group received for each of their 3 topics to cover one of the following one-page guidelines.

Attached is here as a sample the results produced by Working Group-A on the topic A1 Community participation.

Out of this and out of the results by the other working groups, the PROPOSED STEPS OF IMPLEMENTATION and the RECOMMENDATIONS TO THE GOVERNMENT were developed jointly on the last day of the workshop.

G U I D E L I N E
FOR
WORKING GROUP A1
COMMUNITY PARTICIPATION

-1. What do we understand under community participation in rural water supply and sanitation schemes?

- community involvement is required from the very beginning of planning such schemes all the way through to operating and maintaining them for being successful.
 - water supply and sanitation is combined; water supply alone cannot improve the people's health.
 - community participation is the basis for cost sharing between the government and the water users; one gets more development with scarce resources.
 - community participation helps to choose the technology which is affordable to government and people and which the people can handle.
 - community participation helps to strengthen village organization and to create a 'we' feeling.
-

2. Tasks of Working Group:

2.1 DETAILS PROBLEMS:

Since community involvement should be realised in each step of such schemes, follow in detail the presently applied STEPS OF IMPLEMENTATION and describe all obstacles presently hindering community involvement.

2.2 PROPOSALS:

Develop for each problem/obstacle a proposal how community involvement can be improved and give the reason why in that particular step it should be improved.

2.3 Describe the actions to be taken accordingly by the government or by others.

GROUP-A
"COMMUNITY PARTICIPATION"

PROBLEMS	PROPOSALS	RECOMMENDATIONS
1. The political decisions restricted wider community participation.	The department may observe strictly the feasibility study and planning documents.	Circular/notification for the competent authority to the low formation for first strict compliance.
2. The existing organization of PHED cannot execute effective community participation.	The existing PHED organization should be strengthened to attract wider community participation.	The PC-I for the re-organization of PHED should be prepared, approved and implemented.
3. Lack of proper training of PHED personnel as well as lack of technical know-how regarding community participation.	The in service training courses in community development and social change are required to be conducted from time to time for the personnel of PHED. For this a training and research cell comprising of related expertises is proposed to be established in PHED Secretariat.	...
4. Lack of social awareness health, education and extremely low literacy rate coupled with ignorance are preventing the needed community participation.	The adult literacy/mass education authority may be approached to include motivational aspects in their functional literacy classes. The syllabus/course contents may be revised to cover sanitation aspects.	Education Department should be consulted by PHED for incorporating the desired changes in the syllabus.
5. Absence of proper linkages, coordination and effective professional support from concerned line departments.	There should be clearly define role of each related sector duly reflected and incorporated in the policy instruments as well as in other project documents.	PHED should organize a high level meeting with the head of all related sectors for defining the relevant role of each organization so as to have a final policy instrument.
6. Lack of proper comprehensive surveys of the area.	A survey and investigation cell should be established within PHED.	P&D and Finance Department may be approached by PHED to get such a cell approved.
7. Lack of knowledge of low cost technology which results in expensive projects, where participation at community level was not possible.	The appropriate technology for water supply and sanitation should be formulated by PHED.	PHED should perform continuous training of its staff.

PROBLEMS	PROPOSALS	RECOMMENDATIONS
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- | | | |
|---|--|--|
| <p>8. Non-existence of permanent institutional arrangements exclusively concerned with drinking water and sanitation schemes at community level.</p> | <p>The department may established permanent committees/organizations for the purpose in question at gross root level.</p> | <p>Education and Motivation Cell should be established at each Divisional Headquarter of PHED which should work under the guidance of training and research cell already proposed in Serial No. 3.</p> |
| <p>9. Presently no clear policy instruments are available regarding level and extend community participation in planning, implementation and maintenance and operation of water supply and sanitation projects.</p> | <p>PHED should have a clear policy indicating the community participation from planning to operation and maintenance stage of water supply and sanitation project.</p> | <p>A workshop on the subject with participation of the community leaders head of the department and experties from all the related sectors is suggested to frame this policy instruments for its implementation in water supply and sanitation projects.</p> |

G U I D E L I N E
FOR
WORKING GROUP-B
(COST RECOVERY)

1. What means Cost Recovery in PHED Water and Sanitation Schemes?

The Government wants to improve the health of the rural population by water supply and sanitation schemes. This means water for all. However, this does not any more mean that water is free for all as many politicians do promise. No Government in the World with a few exemptions is in the position to provide water free to all the people of the country. People have to pay some of the costs so that more people can be reached.

The consequence for PHED projects is:—

- that sanitation schemes have to be added to water supply since water alone cannot improve the health of people.
 - that people have to contribute in kind and cash to the costs of their scheme.
 - that people have to take over the operation and maintenance costs of their scheme.
-

2. Tasks of Working Group:

2.1 SITUATION AT PRESENT:

Describe which part of the costs of PHED water supply and sanitation schemes are presently paid by the people in which way and how much.

2.2 COST RECOVERY BY OTHER ORGANIZATIONS:

If other organizations are more successful in cost recovery describe which organization and how.

2.3 OBSTACLES TO PHED COST RECOVERY:

Describe all the reasons why people are not willing to pay for PHED water supply and sanitation schemes and in which way they avoid payment (e.g. attitude of public and Government, etc.).

2.4 PROPOSALS:

Development proposals in which way through community participation PHED cost recovery can be improved stepwise.

2.5 RECOMMENDATIONS:

Describe the actions to be taken accordingly by the Government or others.

G U I D E L I N E
FOR
WORKING GROUP-C1
(LOW COST TECHNOLOGY)
(Also called Appropriate Technology)

1. What is Low Cost Technology or Appropriate Technology?

The technical components of the water supply and sanitation scheme should be designed in a way, that:

- the users understand it.
 - it can be easily repaired.
 - materials are strong and locally available.
 - operation, repair and maintenance costs are low.
 - the scheme with some technical assistance can be almost entirely built, operated and maintained by the users.
 - the scheme is fully functioning for a number of years.
-

2. Tasks of Working Group:

2.1 TECHNICAL STEPS OF IMPLEMENTATION

List in detail all technical steps of planning, building, operating and maintaining a water supply and sanitation scheme starting with the feasibility study/rough cost estimates usually made by PHED.

2.2 PROBLEMS IDENTIFICATION:

List in detail all problems referring to the technical aspects of a water supply and sanitation scheme following the TECHNICAL STEPS OF IMPLEMENTATION starting from the feasibility study/rough cost estimates made by PHED.

2.3 RECOMMENDATIONS:

Develop proposals for the problems identified by involving the villagers as much as possible, State each time who is doing that. Those proposals should show how it should be done in the future. Changes cannot be done immediately. Therefore, if possible, step-by-step changes should also be shown.

GUIDELINE
FOR
WORKING GROUP-D1

TRAINING AND INFORMATION NEEDS

1. What are Training and Information Needs related to Community Participation in PHED Water and Sanitation Schemes?

Community participation from the very beginning of such schemes is the basis for long-term functioning. Involving the community is not easy. One cannot expect from technically trained people that they also fully know the social side. Therefore, training is needed for the existing personnel, and in addition more personnel is required. However, training also might be required for the villagers who are taking over some of the tasks. And on top of that, villagers will further cooperate, if they are fully informed about what is going on.

2. Tasks of Working Group:

2.1 QUALIFICATION OF PERSONNEL:

List the steps in detail of the entire process from planning to operation and maintenance of water supply and sanitation schemes whenever different personnel is required and describe the qualification of all the personnel required (technically, socially, etc.).

2.2 TRAINING FOR PERSONNEL:

List in detail where and how training inputs can be incorporated in the steps of implementation.

2.3 TRAINING FOR VILLAGERS:

List in detail where in the process, how and on what the community including women might need some training.

2.4 INFORMATION:

The community only will consider the scheme as their own if they take part in decision making. For that, they regularly need all the information which the project staff has. Describe in detail in each step which information is needed by the community. What do they need to know? And also describe accordingly in each step in which way they are informed best.

2.5 RECOMMENDATIONS:

Describe the actions to be taken accordingly by the Government or others.

**G U I D E L I N E
FOR
WORKING GROUP-E1**

MASS SCALE IMPLEMENTATION

1. How can a Pilot Water Supply and Sanitation Scheme be repeated on a Large Scale in many Villages?

Implementation of many PHED schemes at the same time in many villages requires:

- well training technical and social personnel, voluntary and paid villages, personnel from other institutions.
 - an appropriate low-cost system which the government and the people can afford and the people can handle.
 - a pilot scheme with full community participation from planning, building to operation and maintenance of the scheme with villagers involved in decision making.
 - on the basis of community participation cost sharing between Government and users.
 - the building up of village development organizations to ensure that the schemes do not collapse shortly after.
 - a detailed monitoring system for identifying those components of the pilot scheme which might work or not in mass implementation.
-

2. Tasks of Working Group:

2.1 PROBLEMS:

List the problems at present for PHED when schemes are implemented in large numbers at the same time.

2.2 OBSTACLES TO COMMUNITY PARTICIPATION:

Identify those problems related to community participation which might occur when in the future many projects with community participation are implemented at the same time.

2.3 PROPOSALS:

Develop in detail the most cost effective proposal for mass implementation and how the experience in one scheme can be best transferred to many schemes referring to all the components listed under Serial No. 1.

2.4 RECOMMENDATIONS:

Describe the actions to be taken accordingly by the Government and others.

G U I D E L I N E
FOR
WORKING GROUP-A2
WOMEN INVOLVEMENT

1. Why are Women so important for Water Supply and Sanitation Schemes?

- women are responsible for the supply of water to the family.
- women are the main users of water (cooking, washing, etc.).
- women are very influential in a family to improve hygiene and health.

If the objective of such schemes is to improve health, this only is possible if the water supply is accompanied by sanitation measures. Sanitation does not only mean drainage, it includes all measures to make our living environment healthy like latrines, waste removal, drainage, etc. and it also includes hygiene education for making the people understand why a dirty environment is bad to our health.

- since it is not possible for an organization like PHED to slowly change the hygiene habits of each rural family someone else has to do it and this task is best done by the women in their own families.
-

2. Tasks of Working Group:

2.1 OBSTACLES TO WOMEN INVOLVEMENT:

Describe the reasons why women normally are not involved in PHED schemes.

2.2 PROPOSALS FOR WOMEN INVOLVEMENT:

Keeping in mind the strict purda traditions of NWFP, develop proposals for tasks from planning to maintenance in which women can be involved or which can be taken over by women.

2.3 HYGIENE EDUCATION:

Nobody is interested in hygiene education. Develop proposals step by step how women might be motivated by some activities of their interest and then to do something for hygiene improvement in their own families.

2.4 MANPOWER FOR HYGIENE EDUCATION OF WOMEN:

This means that someone has to first give hygiene education to the women before they can do something with their own families. Develop how some people living in that village can be trained to regularly talk with the women about hygiene.

G U I D E L I N E
FOR
WORKING GROUP-B2
A P P R O V A L C R I T E R I A

1. Why should there be new Approval Criteria for PHED Water Supply and Sanitation Schemes?

- Schemes given to the villagers by influential people do not have much of a chance to be used and maintained properly in the long run.
 - only those communities should be supported who badly want such a scheme.
 - Conditions for receiving a water supply and sanitation scheme should be made known to the public.
-

2. Tasks of Working Group:

2.1 PRESENT PROCEDURES:

Describe who presently is applying for schemes, in which details and in which steps is normally the community involved, and which approval criteria are applied at the different steps of planning and approval at present.

2.2 PROBLEMS:

Describe the problems existing.

2.3 PROPOSALS:

Develop selection criteria which can serve as conditions so that only those communities get a water supply and sanitation scheme who want it and also qualify for it (willingness and prove for cost sharing, etc.).

2.4 RECOMMENDATIONS:

Describe the actions to be taken accordingly by the Government or others.

**G U I D E L I N E
FOR
WORKING GROUP-C2**

CONTRACTOR COMMUNITY WORK SHARING

1. How can in future Contractors and Communities share the Work of Building PHED Rural Water Supply and Sanitation Schemes?

- For allowing community participation, should the technical components of such schemes be designed in a way that the users understand the technology, can build most or all of it and do the operation and maintenance.
 - If some of the components of the system cannot be built by the villagers, a contractor has to come in.
-

2. Tasks of Working Group

2.1 PROBLEMS AT PRESENT:

Describe in detail the problems with contractor in PHED rural water supply and sanitation schemes at present.

2.2 PROBLEMS IN THE FUTURE:

Describe in detail which problems might come up with contractors in smaller schemes with community participation.

2.3 PROPOSAL:

Develop a proposal in detail for such schemes on qualifications and hiring procedures of contractors, which part of the work can be taken over by the community including building materials supply (rest to be taken over the contractor), how and by whom coordination and supervision can be done.

2.4 RECOMMENDATIONS:

If required, describe the actions to be taken accordingly by the government and others.

G U I D E L I N E
FOR
WORKING GROUP-D2
M A N P O W E R N E E D S

1. What are the Special Manpower Needs related to Community Participation in PHED Water and Sanitation Schemes?

In order to develop the essential work force for community participation in such schemes.

- not only technical but also social personnel is required to work closely with the villagers.
 - some of the tasks can only be done by the villagers themselves or by people living in the village.
 - working in a large number of villages at the same time requires assistance by people in the village as well as assistance by personnel from other institutions/organizations.
-

2. Tasks of Working Group

2.1 PRESENT SITUATION:

Describe in detail the problems at present in manpower development including those working conditions influencing the team spirit negatively.

2.2 MANPOWER REQUIREMENT FOR ONE SCHEME:

List in detail all personnel required for one water supply and sanitation scheme including:

- PHED personnel.
- people working in the village (volunteers and paid).
- personnel by other organizations.
(keep in mind the role of women as prime users of water and as health workers; coordinate with Group A2).

2.3 WORKING CONDITIONS:

Develop proposals for creating the best of team spirit among those different personnel involved.

2.4 MASS SCALE IMPLEMENTATION:

Develop proposals how the same personnel with only few additions can work in a large number of schemes at the same time (coordinate with Group E1).

2.5 RECOMMENDATIONS:

Describe the actions to be taken accordingly by the government or others.

**G U I D L I N E
FOR
WORKING GROUP-E2**

MONITORING OF COMMUNITY PARTICIPATION

1. Why is Monitoring so important for PHED Rural Water Supply and Sanitation Schemes?

Regular feedback of information will:

- on the side of PHED make management and organization of such schemes more efficient.
 - on the side of the villagers make village development organizations more effective.
 - be the basis for transferring experience made in pilot schemes to mass scale implementation in many villages.
 - show the results of community participation.
-

2. Tasks of Working Group

2.1 PRESENT MONITORING:

Describe in detail which components of PHED rural water supply and sanitation schemes are presently monitored, which data are collected, how and by whom and how often, how the data are processed and what PHED does with them.

2.2 PROBLEMS:

Describe in detail the problems experienced.

2.3 PROPOSAL:

Physical components are easily monitored. Social activities are difficult to measure.

Describe in detail all components of community participation to be mentioned in the future (hygiene education, women involvement, etc.), results expected, indicators for success and how and by whom the indicators of success will be measured (PHED and villagers).

2.4 RECOMMENDATIONS:

If required, describe the actions to be taken accordingly by the government or others.

G U I D E L I N E
FOR
WORKING GROUP-B3

PROPOSED STEPS OF IMPLEMENTATION

1. For which purpose will those PROPOSED STEPS OF IMPLEMENTATION of PHED Rural Water Supply and Sanitation Schemes be prepared?

- At the beginning of the workshop, STEPS OF IMPLEMENTATION were presented showing the present procedures of PHED schemes.
 - All working groups are developing proposals for improving separate aspects of those procedures so that with full community participation users might be motivated to pay some of the costs and do operation and maintenance.
 - Those proposals which are viable are to be included into a new model for future PHED procedures which was called here "PROPOSED STEPS OF IMPLEMENTATION".
 - First a framework of the future procedures will be prepared which then is to be filled up with all the proposals made by the different working groups.
-

2. Tasks of Working Group

2.1 PREPARATION OF OUTLINE:

List the PROPOSED STEPS OF IMPLEMENTATION on the basis of the discussions so far with the main aim of enlisting community participation from the beginning to the end of future PHED rural water supply and sanitation schemes.

Describe an ideal picture as it should be even if it was very difficult to implement.

Describe all steps as detailed as possible with 'parties involved' listed in the second column and with 'results and comments' in the third column.

2.2 INTEGRATION OF PROPOSALS:

Collect all proposals so far made by the working groups and try to integrate them into your outline.

Those PROPOSED STEPS OF IMPLEMENTATION will then be completed jointly with the other working groups on Day 5.

**G U I D E L I N E
FOR
WORKING GROUP-C3**

MODEL OF PHED MOBILE WORKFORCE

1. What is meant with the above topic?

- At present, there are problems with finding and hiring the right contractors for low-cost rural water supply and sanitation schemes.
 - There might be even more problems with sharing the work between contractors and community.
 - Alternatives for the construction and supervision of schemes with community participation should be explored.
-

2. Tasks of Working Group

2.2 EXISTING PROBLEMS:

Describe in detail present problems with construction works, buildings materials supplies and work supervision in PHED rural water supply and sanitation schemes.

2.3 ALTERNATIVES:

Make a brain storming in which other ways such problems might be overcome.

2.4 PHED MOBILE WORK FORCE

Out of this, develop a proposal on a work force of PHED which could be made available for such schemes to certain villages under certain conditions.

Describe the functions of such a work force and the conditions under which a village might benefit from it.

2.5 RECOMMENDATIONS:

If required, describe the actions to be taken accordingly by the government or others.

G U I D E L I N E
FOR
WORKING GROUP-D3

INSTRUMENTS FOR COMMUNITY PARTICIPATION

1. For which purpose are instruments for Community Participation needed?

- These are techniques and skills for community development and for motivating the users to get involved.
- There is a variety of such techniques and skills which are applied for reaching different goals in different phases of such schemes.

Participatory observation; village survey; information campaign; use of mass media; use of audi visuals; field visits to other schemes; hygiene education; health education; training workshops; training of village development organizations; training of volunteers; monitoring and participatory evaluation; regular information distribution; etc.

2. Tasks of Working Group

2.1 PRESENT PRACTICES;

List which of those techniques/instruments listed or others are applied at present in PHED rural water supply and sanitation schemes.

2.2 PROPOSAL:

List in detail at which step of implementation of future PHED rural water supply and sanitation schemes which of such techniques/instruments should be applied and for which purpose and by whom (by PHED or other departments, etc.).

2.4 RECOMMENDATIONS:

If required, describe the actions to be taken accordingly by the Government or others.

**G U I D E L I N E
FOR
WORKING GROUP-E3**

CO-OPERATION WITH OTHER AGENCIES

1. Why is such Co-operation needed?

- Community participation requires techniques and skills which are new to most of the PHED personnel.
 - Some of the existing personnel will be trained, some additional might be hired by PHED.
 - However, when it comes to mass implementation of such schemes apart from village volunteers assistance by other departments/organizations is required.
-

2. Tasks of Working Group

2.1 EXISTING EXPERIENCE;

Describe in detail by whom, in which way, for how long and for what PHED has enlisted the co-operation of other departments/organizations (financial, technical, academic/training, manpower, etc.).

2.2 PROBLEMS:

Describe in detail the problems experienced.

2.3 PROPOSAL:

Development a proposal for assistance by other departments/organizations for the different steps of implementation (identification, village survey, planning, etc.) which clearly indicates what can be done by them with the existing resources and which goes beyond the warm promises often given during workshops.

2.4 RECOMMENDATIONS:

Describe the actions to be taken accordingly by the Government or others.

**G U I D E L I N E
FOR
WORKING GROUP-A3**

V I L L A G E . O R G A N I Z A T I O N

1. Why is the Village Organization so important to Rural Water Supply and Sanitation Schemes?

An organization like PHED cannot do the operation and maintenance of all schemes in all villages, especially when PHED will also do more schemes in smaller villages. Therefore, such schemes should be planned in a way that most, if not all, of operation and maintenance can be done by the villagers themselves.

- individuals cannot maintain a system alone.

- there is the need for initiating a new body or supporting an existing one which will be responsible in the future for the maintenance so that such schemes can function in the long run.

- If such bodies are only responsible for the water supply and sanitation scheme they will be active during construction and then dissolve; therefore, such bodies need to be established in a way that they last longer by taking over responsibilities for other development activities. Basically, these are the tasks of Village Development Organizations.

2. Tasks of Working Group

2.1. PROBLEMS OF VILLAGE ORGANIZATION:

Describe the problems of present village organization and committees.

2.2. RESPONSIBILITIES:

Describe in detail which responsibilities such village organization should take over for future PHED schemes.

2.3. ESTABLISHMENT OF VILLAGE ORGANIZATION:

Development a proposal in detail how a village organization should be formed which first will organize the PHED water supply and sanitation scheme and then later will be responsible for other development and at the same time take care of operation and maintenance. In this, consider the coordination of PHED schemes with schemes by other organizations.

2.4. RECOMMENDATIONS:

Describe the actions to be taken accordingly by the Government or others.

PAK-GERMAN CO-OPERATION ON RURAL WATER SUPPLY AND SANITATION

This is to certify that _____ graciously contributed as Coordinator / Resource person at the PHED/GTZ Workshop on Community Participation in Rural Water Supply and Sanitation Project.

3-7, DECEMBER 1988, HELD AT
HOTEL PEARL CONTINENTAL, PESHAWAR PAKISTAN.

TOPICS DISCUSSED :-

(1) Community Participation (2) Women Involvement (3) Village Organization (4) Cost Recovery (5) Approval Criteria (6) Proposed steps of Implementation (7) Low-cost Technology (8) Contractor/Community Work sharing (9) Model of PHED Movable Workforce (10) Training and Information Needs (11) Manpower Needs (12) Instruments for Community Participation (13) Mass Scale Implementation (14) Monitoring of Community Participation (15) Co-operation with other agencies.

Engr : Nazeer Hussain Afridi
Secretary PHED N.W.F. P.

Mr. Ingo Guhr
GTZ, Community Participation
Advisor.

LIST OF PARTICIPANTS

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23.	Mr. Laiq Khan	Secretary Local Council	Municipal Committee, Peshawar.	78501
24.	Engr: Fawadul Haq	Councillor	Municipal Committee, Charsadda.	40354
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26.	Mr. Tahir Ayub	Asstt: Motivator Officer	PHE Sanitation Divn; Peshawar.	71969
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34.	Mr. Haider Zaman	Programme Officer.	UNICEF, Peshawar	78524
35.	Mr. Amin Hussain	Information Officer	Directorate of Information, Peshawar.	72303
36.	Mr. Parkash Raj	Programme Officer.	UNHCR P.O. box 767, University Town, Peshawar.	41037
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P R O G R A M M E

D A Y 1

- 9.00-10.00 * Recitation from Holy Quran
* Official Opening of Workshop
by Secretary, P.H.E.D.
- Government Policy on Water Supply and Sanitation
 - Objectives of Workshop
- * Perspective on future
- * Water Supply and Sanitation Projects
by Mr. Guhr, GTZ
- * Address
by Chief Guest
-
- 10.00-10.30 TEA/COFFEE BREAK
-
- 10.30-12.30 * Personal introduction of all participants
Points to be considered:
1. WHO HE OR SHE IS
 2. WHICH WORK HE OR SHE DOES
 3. WHICH ARE HIS OR HER EXPECTATIONS IN THE WORKSHOP
 4. WHICH ARE THE 2 MAIN PROBLEMS IN COMMUNITY PARTICIPATION
- * Listing of existing problems:
by Ms. Khattak
- from participations' introduction
 - from earlier ZOPP-Workshop
 - from World Bank report.
- * Steps of implementation
(present implementation strategy of P.H.E.D.)
by Mr. Aziz, P.H.E.D.
-
- 12.30-13.30 PRAYERS AND LUNCH
-
- 13.30-16.00 * Overview of the workshop
by Mr. Guhr, GTZ
- * Formation and start of working groups
with tea and coffee.

D A Y 2

8.30-10.30

* Continuation of working groups on:

- Group A: COMMUNITY PARTICIPATION
 - Group B: COST RECOVERY
 - Group C: LOW-COST TECHNOLOGY
 - Group D: TRAINING AND INFORMATION NEEDS
 - Group E: MASS SCALE IMPLEMENTATION
-

10.30-11.00

TEA/COFFEE BREAK

11.00-12.30

* Plenary presentation of working group results/discussion:

12.30-13.30

PRAYERS AND LUNCH

13.30-15.00

* Same working groups with new topics:

- Group A: WOMEN INVOLVEMENT
 - Group B: APPROVAL CRITERIA
 - Group C: CONTRACTOR/COMMUNITY WORK SHARING
 - Group D: MANPOWER NEEDS
 - Group E: MONITORING OF COMMUNITY PARTICIPATION
-

D A Y 3

8.30-10.30 * Continuation of working groups on:
Group A: WOMEN INVOLVEMENT
Group B: APPROVAL CRITERIA
Group C: CONTRACTOR/COMMUNITY WORK SHARING
Group D: MANPOWER NEEDS
Group E: MONITORING OF COMMUNITY PARTICIPATION

10.30-11.00 TEA/COFFEE BREAK

11.00-12.30 * Plenary presentation of working group results/discussion

12.30-13.30 PRAYERS AND LUNCH

13.30 * Same working groups with new topics:
Group A: VILLAGE ORGANIZATION
Group B: PROPOSED STEPS OF IMPLEMENTATION
Group C: MODEL OF PHED MOVABLE WORKFORCE
Group D: INSTRUMENTS FOR COMMUNITY PARTICIPATION
Group E: CO-OPERATION WITH OTHER AGENCIES

D A Y 4

8.30-10.30 * Continuation of working groups on:
Group A: VILLAGE ORGANIZATION
Group B: PROPOSED STEPS OF IMPLEMENTATION
Group C: MODEL OF PHED MOVABLE WORKFORCE
Group D: INSTRUMENTS FOR COMMUNITY PARTICIPATION
Group E: CO-OPERATION WITH OTHER AGENCIES

10.30-11.00 TEA/COFFEE BREAK

11.00-12.30 * Plenary presentation of working group results/discussion:

12.30-13.30 PRAYERS AND LUNCH

13.30-16.00 * Reserved for additional topics

D A Y 5

8.30-10.30 * Preparing the presentation of working results
- Steps of implementation as suggested by the workshop particulars of future P.H.E.D. water supply and sanitation projects.
- detailed recommendation developed by the working groups on certain topics.

10.30-11.00 TEA/COFFEE BREAK

11.00-12.30 * Continuation

12.30-13.30 PRAYERS AND LUNCH

CONCLUDING SESSION AND AWARD OF CERTIFICATES

* Presided over
by Mr. Nazeer Hussain Afridi
Secretary, PHED, Govt. of NWFP.

* Chief Guest
Mr. Muhammad Amin Khattak
Secretary Irrigation Deptt. Govt. of NWFP.

13.30-16.00 - Recitation from Holy Quran.
- Presentation of Workshop results to invited guests.
- Plenary discussion of results
- Workshop evaluation by participants.
- Distribution of awards to Co-ordinators, and resource persons by the Secretary, Public Health Engineering Department, NWFP.
- Award of Certificates to the participants by the Secretary, Irrigation Department, Govt. of NWFP
- Address by Secretary PHED.
- Vote of Thanks - Mr. Ingo Guhr
- TEA.