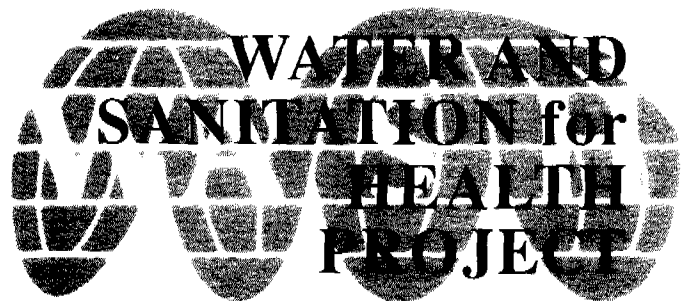


# SUMMARY REPORT OF THE ACTION PLAN TO DEVELOP THE NATIONAL STRATEGY TO CREATE AND MONITOR WATER USER ASSOCIATIONS

WASH Field Report No. 368  
June 1992

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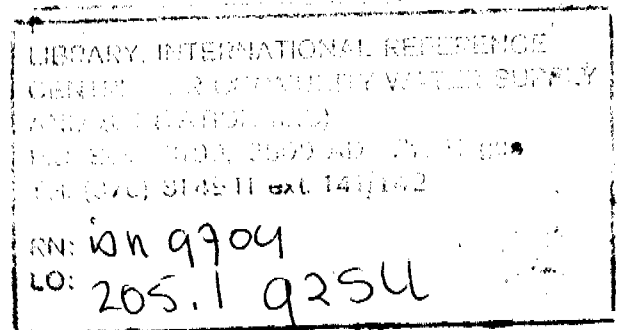
**SUMMARY REPORT OF THE ACTION PLAN  
TO DEVELOP THE NATIONAL STRATEGY TO  
CREATE AND MONITOR WATER USER ASSOCIATIONS**

Prepared for the USAID Mission and  
the Ministry of Agriculture in Tunisia  
under WASH Task No. 369

by

Fred Rosensweig  
Tahar El Amouri  
Lee Jennings

June 1992



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- Mr. Aneur Horchani, Secretary of State for Water Resources from the Ministry of Agriculture, provided high-level support and a valuable perspective throughout the implementation of the Action Plan.
- Mr. Abdelkader Hamdane, Director of Rural Engineering in the Ministry of Agriculture, gave of his time freely and provided useful guidance to the various teams.
- Mr. Mahmoud Baccar, Head of the WUA Promotion Service in DGGR, was responsible for arranging the various activities. He was an enthusiastic supporter throughout and a committed spokesperson for the WUA program.
- Mr. Khemais Alouini, former Director of Rural Engineering, was one of the first who believed in the importance of WUAs. He provided valuable support during the first year of the Action Plan. We will all miss him.
- Mr. Salaheddine Chniti, Director of DHMPE, and Mr. Hedi Akremi, Chief of Sanitation, Potable Water, and Health Education in DHMPE, played key roles in developing a closer working relationship between the Ministry of Agriculture and the Ministry of Health.
- Mr. Ridha Fekih, Director of ODESYANO of the Ministry of Agriculture, was one of the first supporters of WUAs in the Ministry of Agriculture and served as an advisor during the Action Plan.

Many other Tunisian officials played an important role in our work. A few who deserve special mention are Salah Triki of the Ministry of Social Affairs, Moncef Abdelhedi of the CRDA in Sfax, Youseff Sardouk of DGGR, and Mohamed Attia of DGGR, and Najette Mkacher of DGGR.

Second, we would like to thank the consultants who played a major role. Although there were a number who worked on Action Plan activities, there was a core group of Tunisian and American consultants who worked on multiple activities. We would like to acknowledge the contribution of these people.

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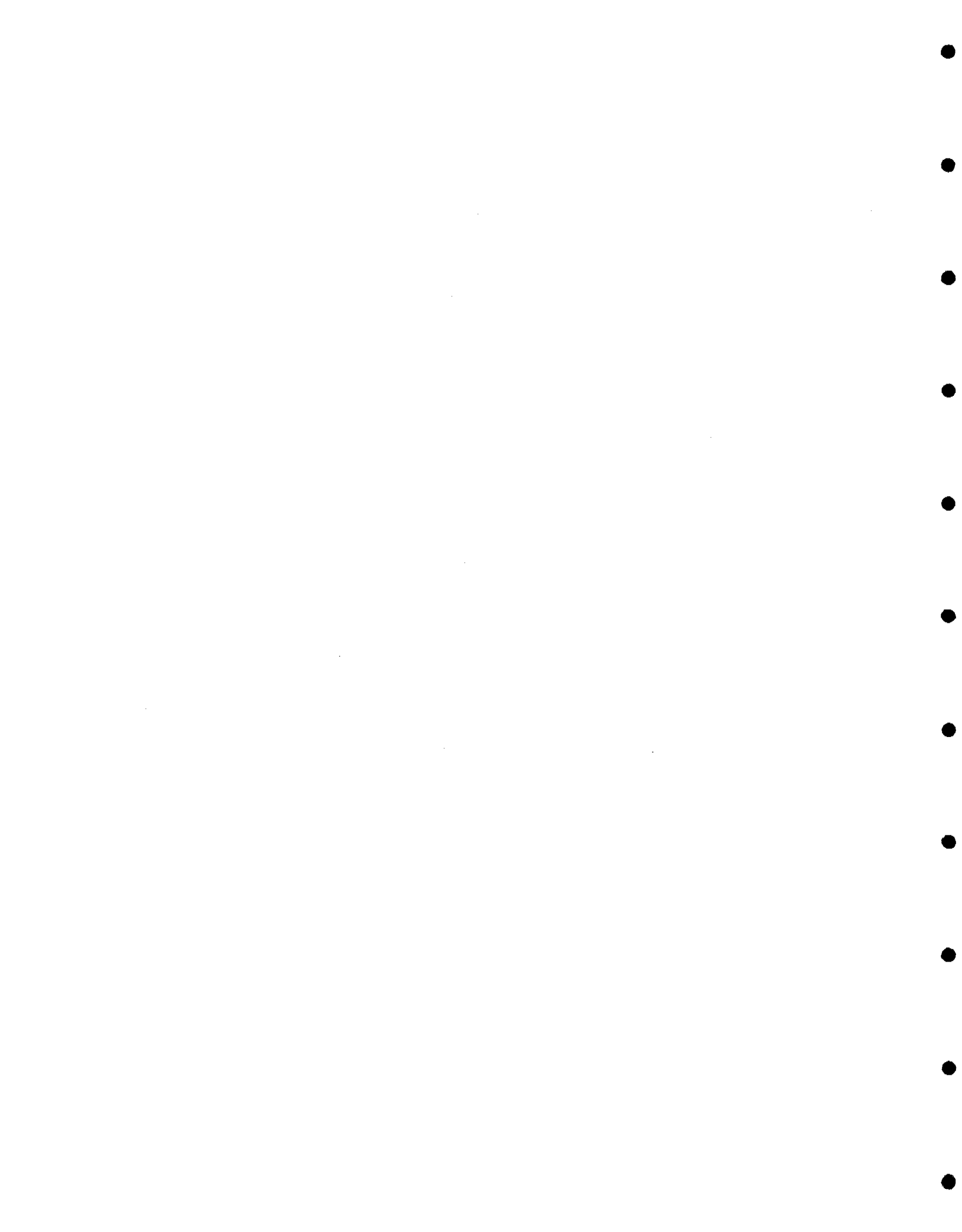
Any effort involving 22 activities required the help of many other people whose names are not mentioned here. We would like to thank everyone who played a role, big or small, in what has proven to be an exciting and meaningful project.

## ABOUT THE AUTHORS

Fred Rosensweig has been the Associate Director for Human Resources and Institutional Development for the WASH Project since 1981 and a Vice President of Training Resources Group since 1984. He is experienced in the development of training plans and systems, management consulting, and workshop design and delivery. He has lived overseas in Senegal, Cameroon, and Tunisia and has provided short-term technical assistance in more than 30 countries in Africa, the Americas, Asia, and Europe. Mr. Rosensweig was the Team Leader for the ISPAN/SARSA/WASH team that developed the Action Plan in February 1990 and managed all the WASH technical assistance related to the Action Plan.

Lee Jennings is a Senior Trainer of Training Resources Group and has done more than 30 missions for the ISPAN and WASH Projects since 1983. His development work began in Tunisia as a Peace Corps Volunteer in 1962-64. Subsequently, he has worked in more than 40 countries in Africa, the Americas, and Asia. He was the Team Leader for the midterm evaluation team for the USAID/Tunisia-financed Rural Potable Water Institutions Project in 1989. The recommendations of this evaluation led to the development of the Action Plan. Mr. Jennings was involved in eight Action Plan activities. He carried out the midterm evaluation of the Action Plan and played a central role in the National Strategy and the development of the WUA procedures manual.

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## ACRONYMS

AIC	Association d'Intérêt Collectif (Water User Association)
A.I.D.	U.S. Agency for International Development (Washington)
AME	Arrondissement de la Maintenance des Equipments (Maintenance Section)
AVFA	Agence de Vulgarisation et de Formation Agricole (Agency for Agricultural Extension and Training)
<i>chef d'arrondissement</i>	chief of a CRDA division
CRA	Centre du Recyclage Agricole (Agricultural Retraining Center)
CRDA	Commissariat Régional du Développement Agricole (Regional Agricultural Development Organization)
<i>délégation</i>	district in a governorate
<i>délégué</i>	district administrator
DGGR	Direction Générale du Génie Rural (Department of Rural Engineering)
DHMPE	Direction d'Hygiène du Milieu et de la Protection de l'Environnement (Department of Hygiene and Environmental Protection of the Ministry of Health)
DRE	Arrondissement des Ressources en Eau
GIH	Groupement d'Intérêt Hydraulique (Governorate Water Resources Committee)
GOT	Government of Tunisia
<i>governorate</i>	<i>governorate or state in Tunisia</i>
GR	Génie Rural (Rural Engineering Unit of the Ministry of Agriculture)
ISPAN	Irrigation Support Project for Asia and the Near East
KfW	Kreditanstalt für Wiederaufbau (German Development Bank)
MA	Ministère de l'Agriculture (Ministry of Agriculture)
MIS	management information system
MOA	Ministry of Agriculture

MSP	Ministère de la Santé Publique (Ministry of Public Health)
ODESYPANO	Office de Développement Sylvo-Pastoral du Nord Ouest (Northwest Regional Development Office for Forest and Pasturelands)
RCD	Rassemblement Constitutionnel Démocratique (Democratic Constitutional Assembly)
SARSA	Systems Approach to Regional Income and Sustainable Resource Assistance
TD	Tunisia dinar (1 TD = \$1.17 in January 1991)
TOT	training of trainers
USAID	U.S. Agency for International Development (overseas mission)
WASH	Water and Sanitation for Health Project
WUA	Water User Association

## EXECUTIVE SUMMARY

In February 1990, a USAID-funded team developed the Action Plan for a national strategy to create and monitor water user associations (WUAs) in Tunisia. The Action Plan was implemented over a two-year period from June 1990 to June 1992 by three A.I.D. projects: the Water and Sanitation for Health (WASH) Project, the Irrigation Support Project for Asia and the Near East (ISPAN), and the Systems Approach to Regional Income and Sustainable Resource Assistance (SARSA). The Action Plan consisted of 22 activities covering a wide range of topics.

This report is a summary of the Action Plan. It reviews the current status of the WUA program, describes what was accomplished during the Action Plan, provides final recommendations to guide the Government of Tunisia (GOT) in the implementation of the national strategy, and provides some overall lessons learned and several concluding remarks. In addition, the report has a chapter on the three concluding seminars at which the National Strategy was presented and adopted.

### **Overview of Action Plan**

The Action Plan was divided into four components: applied studies and consultancies, monitoring of pilot projects, training, and development of the strategy and other synthesis activities. The applied studies component addressed some of the long-range, more complicated issues, such as determining the true cost of WUA promotion at the governorate level, defining the most effective methodology for creating and developing WUAs, determining the best way to organize backup maintenance, and identifying the institutional support needed from the Ministry of Agriculture (MOA). The pilot project monitoring involved following 20 WUAs over an 18-month period to understand the processes of establishing functioning WUAs in different regions. The training component involved training of trainers the development of training materials, a training system, and a social marketing plan and Asia study tour for senior officials. The last component, development of the national strategy, consisted of synthesizing what had been learned in all the other activities and developing several key synthesis documents.

### **Major Outcomes**

The major outcomes of the Action Plan are the following:

- Better understanding of the issues involved in developing a national WUA program
- Increased number of trained governorate-level staff
- Linkages among the various ministries involved in the WUA program

- Common understanding of the various program elements
- Clear direction for the future

## **Recommendations**

The concluding activity of the Action Plan involved three seminars: two interregional, and one national. The two interregional seminars were for governorate-level staff and the national, for central ministry staff. The purpose of the seminars was to present the National Strategy and agree on recommendations for its implementation. The recommendations are targeted at the responsible ministries: Agriculture, Public Health, Interior, Finance, and Social Affairs. Some of the key recommendations are listed below.

### *Ministry of Agriculture*

- Strengthen the WUA Promotion Service of DGGR
- Implement the communications and social marketing program
- Organize training of trainers workshops for the 13 governorates who have not yet participated in previous training activities
- Assign responsibility for all backup maintenance to one maintenance unit or division in each CRDA
- Strengthen the WUA Promotion Units of each CRDA
- Plan and implement a systematic training program for WUAs

### *Ministry of Public Health*

- Strengthen the regional offices of the DHMPE with adequate staff, budget, and transport to carry its WUA promotion role
- Develop annual plans in each governorate to coordinate hygiene education activities with WUA promotion

### *Ministry of Interior*

- Encourage self-financing and promote WUA financial autonomy while at the same time providing some exceptional assistance for WUAs in trouble
- Strengthen the role of the Groupement d'Intérêt Hydraulique (GIH) and assure the administrative and political support for WUA promotion

### *Ministry of Finance*

- Agree on and implement a new simplified system for conducting WUA financial audits

### *Ministry of Social Affairs*

- Participate in WUA promotion activities through information and the training of rural female extension workers in order to develop social service activities

Two recommendations which deserve special attention are the strengthening of DGGR's capacity to carry out its role and agreement on a new, simplified WUA financial management system. Both of these were identified as concerns when the Action Plan was written, but as yet have not been fully resolved.

### **Lessons Learned**

The Action Plan provided a number of important lessons learned:

- Importance of involving government officials at every stage
- Value of using local consultants extensively in tandem with American consultants
- Benefit of drawing heavily from field experience
- Need to be flexible and adapt to changing circumstances
- Importance of a strong central ministry role in a decentralized program
- importance of support from the USAID mission

The Action Plan has provided a solid basis for the future. The Tunisian Government has a clear sense of direction, an understanding of its role, a number of practical documents, and a critical mass of people who understand and support the program. If the GOT shows the same commitment in the coming years that it has shown during the past two, the program will surely evolve and prosper.

## **Chapter 1**

### **INTRODUCTION**

#### **1.1 Background**

For the past two years the U.S. Agency for International Development—overseas mission (USAID) has supported the development of the national strategy to create and monitor water user associations (WUAs) in Tunisia. In February 1990, a USAID-funded team developed the Action Plan to develop the national strategy. The team consisted of representatives from three USAID projects: the Water and Sanitation for Health (WASH) Project, the Irrigation Support Project for Asia and the Near East (ISPAN), and the Systems Approach to Regional Income and Sustainable Resource Assistance (SARSA). The Action Plan, which consisted of 22 activities covering a wide range of issues, was developed to support the efforts of the Government of Tunisia (GOT) to develop water user associations throughout the country to manage rural water systems.

When the Action Plan was developed, the culminating activity was to be a national seminar to present the National Strategy to decisionmakers. The intent was to provide an opportunity for high-level decisionmakers to review the strategy and agree on the actions needed for its implementation. In March, 1992, a two-person WASH team held discussions in Tunisia with officials from the Ministry of Agriculture (MOA) on the nature of the seminars. The importance of involving decisionmakers in the final activity was reaffirmed during this visit. It was also decided that three seminars would be held, two regional seminars for decision-makers in the governorates and one national seminar for senior officials from the concerned ministries. Originally only one seminar had been anticipated, but it was agreed that the National Strategy should be reviewed by as wide an audience as possible in the governorates as well as in the central ministries.

It was also agreed during that visit that the report on the seminars would serve as a summary report for all Action Plan activities. Génie Rural (GR) believed a concise summary report would be more useful than a seminar report since this was the concluding activity of the Action Plan.

#### **1.2 Purpose of the Report**

The purpose of this report, therefore, is the following:

- Review the current status of the WUA program
- Describe what was accomplished during the Action Plan
- Summarize the results of the national seminars

- Provide final recommendations to guide the GOT in the implementation of the national strategy
- Provide overall observations on the Action Plan and the development of the national strategy

### **1.3 Organization of the Report**

The report is organized into five chapters. Following the introduction, the second chapter provides a brief overview on the current status of the WUA program. The third chapter summarizes what was accomplished during the Action Plan, including a brief synopsis of each activity. The fourth chapter describes the seminars. The fifth chapter provides the final recommendations which are necessary to implement the national strategy. In the final chapter the consultants provide overall comments on the two-year effort and some final suggestions for the future.

## Chapter 2

### STATUS OF THE WUA PROGRAM

#### 2.1 Beginning of the WUA Program

The WUA program has experienced rapid growth, especially in the last two years, since the concept of WUAs was introduced in 1986. That year, a USAID-financed project to support the development of central Tunisia, primarily the governorate of Kasserine, promoted the concept of organizing water users into associations that would assume some of the costs and responsibilities of operating and maintaining rural water systems. The concept of WUAs was not entirely new to Tunisia. It had existed in the oases in the south for centuries to provide for the rational use of water. In addition, during the colonial era the French instituted a program that formed water user associations around water points to recover costs. These associations were not created to manage the water systems, however, but to collect a tax on water users to recover some of the costs. After independence, the Tunisian government assumed the costs of constructing and maintaining the rural water supply systems.

Despite its good intentions, the government was not able to adequately maintain the rural water systems. The systems, which require costly and complex technologies because of the deep water table, required more maintenance than the government could provide. Operating the systems required paying the costs of fuel, frequent oil and filter changes, constant minor repairs, and occasional major breakdowns. All of this could not be provided from the governorate capitals.

To address these problems in the Kasserine region, the USAID-funded Potable Water Institutions Project began to promote water user associations. By the end of 1987, functioning WUAs had been formed by the Central Tunisia Development Authority (now merged with the Commissariat Régional du Développement Agricole [CRDA] in Kasserine) in the governorates of Kasserine and Gafsa. By early 1989, more than 120 WUAs had been created and 80 of these were soon to be legalized, as the National Assembly had passed a law in 1987 which gave the WUAs legal status and allowed them to collect and disperse funds.

During this same period, the WUA concept spread to the governorate of Kairouan, which became interested in the approach. Kairouan began to create water user associations at a rapid pace in 1987 and 1988.

Because of the success in creating functioning WUAs in Kasserine and Kairouan, in 1989 GR asked all its governorate level offices to begin organizing communities to assume responsibility for maintaining rural water systems. Génie Rural realized, however, that this would not happen on a national scale without a clear strategy and an understanding of what was involved in developing a national WUA program. USAID supported this decision by allocating funds from the Rural Potable Water Institutions Project to develop an Action Plan that would help the government develop the national strategy. This Action Plan is described in Chapter 3.



## **2.2 Current Status**

At the time the Action Plan was developed at the beginning of 1990, there were approximately 300 WUAs either created or being formed, mostly in the governorates of Kairouan and Kasserine. By the end of 1991, about 20 months after the Action Plan was written, 1,406 WUAs for potable water had been created or were in the process of being created. This remarkable growth can be attributed to the generally strong political support that the program has received and the recognition of the value of the WUA concept from government officials and communities.

The Eighth Five-year Plan envisions the creation of 900 additional WUAs for potable water, or a total by the year 1997 of 2,300 WUAs, serving over one million rural dwellers. The program has truly become national in scope. Nearly every governorate in the country has functioning WUAs and that number will continue to increase.

The rapid increase in the number of WUAs has led to widespread interest in the program and a growing body of experience. The program has sufficient flexibility to allow governorates to try out new approaches in providing such support services as maintenance and training. Every governorate has created a WUA promotion unit within the regional office of GR and devoted full-time staff to it. Many governorates have held regional seminars to exchange experiences and build support among the various concerned ministries for the program. The program has taken on its own momentum at this point, particularly in the governorates.

## Chapter 3

### SUMMARY OF ACTION PLAN

#### 3.1 Overview of Action Plan

In February 1990, a three-person team developed the Action Plan for the Development of the National Strategy to Create and Monitor Water User Associations. The purpose of the Action Plan was to identify and describe a set of activities that would result in a well-developed national strategy. The Action Plan was carried out over a two-year period from June 1990 to June 1992 by WASH, ISPAN, and SARSA.

The Action Plan was designed to address 12 key issues:

1. Clear definition of the division of responsibilities for operations and maintenance between the WUAs and the CRDAs
2. Determination of the true cost of creating, developing, and monitoring WUAs
3. Examination of the effectiveness of the financial management system used to track WUA funds
4. Development of a workable approach for incorporation of hygiene education into WUA promotion activities
5. Determination of whether water systems designed solely for potable water, solely for irrigation, or for both, required different approaches in how to create and develop the WUA
6. Development of standardized training materials for pump operators, presidents, treasurers, WUA members, and hygiene educators
7. Training of CRDA staff in how to train key individuals critical to WUA operation
8. Retraining of CRDA staff in community organization
9. Determination of the most effective approach for creating WUAs
10. Determination of the institutional support required by GR at both the CRDA and central levels
11. Assessment of the capacity of WUAs to undertake other community development activities
12. Sensitization of government officials to the issues involved in WUA creation and development of techniques for marketing the WUA concept

Implementation of the Action Plan over a two-year period confirmed the importance and accuracy of these issues. The only issue of the twelve which was not addressed during the

Action Plan was whether irrigation WUAs required a different approach than potable water or mixed-use systems. The Action Plan focused its attention primarily on potable water and mixed-use systems. Although there is general agreement that irrigation WUAs are somewhat different because of their commercial nature, many of the findings should be applicable to creating and monitoring irrigation WUAs.

The Action Plan was divided into four categories of activities: (1) applied studies and consultancies, (2) pilot project monitoring, (3) training, and (4) development and finalization of the strategy. During the course of the implementation of the Action Plan, 22 separate activities were carried out in the four categories (see Table 1).

The Action Plan developed in February 1990 called for 21 activities. Of the original 21, all but two were carried out: the development of a management information system (MIS) and the evaluation of training. The MIS activity was not done because GR felt it should be incorporated into the new Kreditanstalt für Wiederaufbau (KfW) project, which has as part of its scope of work, the development of an MIS. During the Action Plan, however, an overall monitoring and evaluation system was developed including information to be collected at the CRDA and central levels. This monitoring and evaluation system should provide the framework for the MIS.

The evaluation of training was not done because there was a higher priority to develop a training system that would address all WUA training needs, and because the midterm evaluation identified the development of a training system as the main training need. The resources which have been set aside to evaluate prior training activities were instead reallocated to the development of a training system.

In addition to the training system activity, another added activity included two workshops to improve coordination and planning between the CRDAs and the regional offices of the Direction d'Hygiène du Milieu et de la Protection de l'Environnement (DHMPE) in 20 governorates to better integrate hygiene education into WUA promotion activities.

One of the key features of the Action Plan was coordination with the Kreditanstalt für Wiederaufbau (KfW) which is currently supporting the installation of 80 new rural water systems throughout Tunisia. As part of that project KfW requires that each KfW-financed system be managed by a WUA. To achieve coordination, two consultants from KfW participated in joint discussions with the USAID team which developed the Action Plan and contributed to its development. To maintain this coordination, many Action Plan consultants stopped at KfW offices in Frankfurt on their way to and from Tunisia to brief KfW staff on their upcoming activities. All reports were shared with KfW to keep them fully informed. One of the most comprehensive activities, monitoring the formation of WUAs in 20 communities, was directly linked to the KfW project in that 16 of the 21 sites monitored were KfW-funded.

One of the key management decisions made prior to implementation of the Action Plan was to focus the activities on 10 governorates. These included six pilot governorates (Siliana, Beja, Zaghuan, Mahdia, Sidi Bou Zid, and Gabes) and four governorates which had already been active in establishing WUAs (Kairouan, Kasserine, Le Kef, and Gafsa). The reason to focus

**Table 1****ACTION PLAN ACTIVITIES**

<b>Activity</b>	<b>Date Occurred</b>
<b>1. Applied Studies</b>	
A. Comparative Analysis	September 1990
B. Cost Benefit Study	September 1991
C. Policies and Procedures for Maintenance	January 1991-April 1992
D. Institutional Analysis	September 1991
E. Assessment of WUA capacity for other community activities	January 1992
<b>2. Pilot Projects Monitoring</b>	June 1990-April 1992
<b>3. Training</b>	
A. Asian Study Tour	August 1990
B. Development of Training Materials	
■ Pump Operators	September 1990-April 1992
■ Presidents	December 1990-January 1992
■ Treasurers	December 1990-January 1992
■ WUA members	April 1990-January 1992
■ Health Educators	April 1990-April 1992
C. Training of Trainers	
■ Engineers and Technicians	May 1991
■ WUA agents in GR	January 1991
■ Health Educators	February 1992
D. Refresher Training	
■ Engineers and Technicians	January 1992
■ WUA agents	January 1992
E. Development of a Training System	January 1992
F. Workshops to Raise Awareness and Plan Integration of Hygiene Education into WUA Promotion	February 1992
G. Development of social marketing plan	June 1991
<b>4. Finalization/Synthesis</b>	
A. Midterm evaluation of Action Plan	September 1991
B. Procedures Manual for WUA Program	January-May 1992
C. Development of National Strategy Statement	January-April 1992
D. National and regional seminars	June 1992

on 10 governorates was to try out some approaches on a limited number at first, build a body of experience, and not spread the focus of Action Plan activities too thinly. This decision to focus on 10 governorates meant that the WUA program would be implemented in two phases, first the 10 governorates followed by the remaining ones.

### **3.2 Description of Each Action Plan Activity**

Below is a description of each Action Plan activity. The descriptions are divided by the four components of the Action Plan.

#### **3.2.1 Applied Studies and Consultancies**

This component addressed the long-range, more complicated issues that needed to be resolved to develop a national strategy. The activities ranged from a single consultancy to activities which required multiple trips. Each activity resulted in a formal report.

##### *Comparative Analysis*

The purpose of this study was to examine the approaches used in Kasserine, Kairouan, and Le Kef to promote and create WUAs and to draw out lessons for application on a national scale. At the time of this activity these three governorates were the only ones with significant experience in creating WUAs for potable water. The team found that the approaches used in each governorate had largely converged in terms of the institutional support necessary from the CRDA, the resources needed, and the style of community organization work. The team also confirmed the importance of political rapport from the governor and *délégués* and the need to modify the financial management system.

##### *Cost-Benefit Study*

The purpose of this study was to determine the true cost and benefits of the creation and monitoring of WUAs. The study team looked at the costs and benefits in four governorates - Gabes, Kasserine, Kairouan, and Beja. The study found that the creation of WUAs resulted in significant savings by the government and less wastage of water, energy, and equipment. Investments by the government in creating and promoting WUAs had a return on investment of more than 400 percent. Other benefits that were noted include ones more difficult to quantify. These include health, income generation, and social services, all of which can accrue from new forms of rural community organization.

##### *Policies and Procedures for Maintenance*

Over an 18-month period, the team developed the national policy for maintenance of rural water systems and a procedures manual for the organization of maintenance and repair

services. The policy sets forth basic principles, describes how maintenance should be carried out, and suggests what steps are required to implement the policy. The procedures manual consists of three submanuals for the Maintenance Division in the CRDA, for the WUA, and for the WUA technician. The manual carefully delineates the division of responsibilities for maintenance and describes how to organize regional maintenance support. It provides numerous practical aids including forms, flow charts, and checklists.

### *Institutional Analysis*

The purpose of the institutional analysis was to identify the institutional changes needed within the Direction Generale du Génie Rural (DGGR) and the CRDAs needed to support the WUA program. The report identifies what is required to strengthen the organizational unit within DGGR to support the program, as well as the key functions that the unit needs to carry out. The organizational unit within the CRDA is similarly described including its functions, its place in the hierarchy, and personnel needs.

### *Assessment of WUA Capacity for other Community Development Activities*

This activity assessed the capacity of WUAs to undertake other community development activities. The team visited 12 communities to determine the kind of activities that have been undertaken by some WUAs and what would be required for this to happen on a larger scale. The report concludes that WUAs should not be pushed to undertake other community development activities, especially in the short- to medium-term. In the medium- to long-term, a more active community development role is possible, depending on the interest of the WUA. The consultants cautioned against pushing the WUAs too fast, but agreed that WUAs should be encouraged if they demonstrate the interest.

### **3.2.2 Pilot Project Monitoring**

This activity involved the monitoring of 21 WUAs in the six pilot governorates (Beja, Gabes, Mahdia, Sidi Bouzid, Siliana, and Zaghoul) over an 18-month period. Sixteen of the 21 WUAs which were monitored were KfW-funded sites. The purpose of the monitoring was to understand better the processes of establishing functioning WUAs in different regions. The study suggests how the procedures for organizing WUAs might differ according to the regional socio-economic variations and whether rural populations respond differently. Each community was visited four times over the 18-month period.

### **3.2.3 Training**

The purpose of the training component was to provide direct assistance in developing the capacity of governorate-level staff in carrying out WUA-related tasks. In addition, this component included several activities aimed at raising awareness about WUA issues. The component involved the development of training materials and training of trainers. Training activities were aimed at CRDA staff in the 10 target governorates (six pilot governorates plus Kasserine, Kairouan, Gafsa, and Le Kef).

#### *Asian Study Tour*

Five Tunisian officials visited Sri Lanka and the Philippines to learn from the experience of these countries how to carry out a WUA program on a national scale. The five officials included two from the MOA, one from the Ministry of Interior, one from the Ministry of Finance, and one from the Ministry of Social Affairs. These five officials became an informal advisory group to the consultants who carried out various activities.

#### *Development of Training Materials*

This component consisted of a series of activities aimed at developing WUA-level training materials. Each training guide was pilot tested several times before it was finalized. Five training guides were developed, directed at five categories: presidents, treasurers, WUA members, pump operators, and hygiene educators. Training events for the first three categories would be administered by CRDA WUA unit staff; training for pump operators, by CRDA technicians from the Maintenance Division; and for hygiene educators, by regional educators from the Ministry of Health.

The training guides for presidents, treasurers, and pump operators are designed for two-day workshops. The WUA member training guide consists of seven sessions intended to be delivered over a one to two year period. The hygiene education training guide is a seven and a half day workshop for training regional MSP-level staff in developing and implementing a community hygiene education program.

#### *Training of Trainers*

Three training-of-trainers (TOT) workshops were conducted to develop the skills of the people who conduct WUA-level training. Each TOT was two weeks in length and focused on the training skills needed to conduct effective training and on becoming familiar with the relevant training guides. The participants in the first two workshops listed below were from the 10 target governorates, while the participants in the hygiene education workshop were from all the governorates. The following groups were trained:

- engineers and technicians to train pump operators
- agents from the CRDA WUA unit to train presidents, treasurers, and WUA members
- regional health educators to train other MSP staff in hygiene education

### *Refresher Training*

Two refresher workshops were held, one for the same engineers and technicians who attended the first TOT workshop, and the other for the same WUA promotion agents who attended the TOT for WUA agents. The purpose of the refresher workshop for the engineers and technicians was to upgrade their technical skills in maintenance and repair. The purpose of the workshop for the WUA promotion agents was to further develop their training skills. Each workshop was one week in duration and was conducted six to nine months after the initial TOT.

### *Development of a Training System*

This activity, which was not in the original Action Plan, defined the major elements of a training system. The midterm evaluation determined that although the training guides and training-of-trainers workshops constituted the basic building blocks of a training system, they were not sufficient to ensure that training would occur on a regular, systematic basis. The activity defined the elements of a training system and what would be required to put it in place.

### *Workshops to Raise Awareness and Plan the Integration of Hygiene Education into WUA Promotion*

Action Plan consultants organized two workshops to better integrate hygiene education into WUA promotion activities. The two workshops brought together four people from each governorate: Chief of Rural Engineering Office, Head of WUA Promotion Unit, Chief of Regional DHMPE Office, and the Regional Educator from the MSP. Each workshop covered 10 governorates, for a total of 40 participants in each workshop. The purpose of the workshop was to improve the understanding of CRDA and MSP staff on what each other did and to develop collaboratively plans for better integrating hygiene education into WUA promotion activities.

### *Development of a Social Marketing Plan*

This activity involved the development of a communications plan to promote the WUA concept. The plan includes an analysis of the current situation and the principal information gaps, a communications strategy, and a specific program including estimated costs. The communications strategy includes three types of materials: videos, graphics (logo, brochures,



calendars, water containers, tiles, etc.), and a mass media program (television and radio spots, billboards, and advertising). Although the MOA has concurred with the plan, funding has not yet been secured.

### **3.2.4 Development and Finalization of the Strategy**

The last component of the Action Plan was to synthesize the lessons learned during the Action Plan activities and to present formally the major findings.

#### *Midterm Evaluation of Action Plan*

The midterm evaluation reviewed the overall WUA program to determine how the Action Plan could respond to the major outstanding issues. The technical assistance team believed that it was important to make sure that the remaining activities were the right ones. The evaluation also identified some issues outside the purview of the Action Plan but important to the success of the WUA program. With the exception of two new activities, the value of the remaining activities was confirmed.

#### *Development of National Strategy Statement*

The National Strategy statement defines the basic policy and strategy which underlies the implementation of the WUA program. The statement represents the synthesis of the major lessons learned during the course of the Action Plan. The statement describes the context in which the WUA program has developed, defines the goals of the program, states the basic principles guiding the program, and defines nine strategic elements of the program. A two-page version of the National Strategy is included as Appendix A.

#### *Procedures Manual for Creation and Promotion of WUAs*

The procedures manual is intended to be a complete handbook to implement the national WUA program. It contains all the information necessary to implement the program at both the central and regional levels. The procedures manual contains eight chapters, covering eight of the nine strategic elements in the National Strategy statement. The manual is intended for those responsible for implementation of the program, especially DGGR and the CRDAs of the Ministry of Agriculture and the DHMPE of the Ministry of Public Health.

#### *Regional and National Seminars*

The concluding activities were three seminars, including two interregional seminars for governorate-level staff and one national seminar for central ministry staff. The purpose of the seminars was to inform key staff of Action Plan activities, present the National Strategy, and

agree on key actions needed to implement the strategy. The seminars are described in more detail in Chapter 4. A video was produced for the seminars describing what a WUA is.

### **3.3 Major Products**

The Action Plan has had some important tangible outputs in assisting the Government of Tunisia in developing a national WUA program.

#### *Key Written Documents*

- National Strategy statement
- procedures manual for the creation and promotion of WUAs
- policy statement and procedures manual for maintenance
- five training guides: presidents, treasurers, WUA members, pump operators, health educators

#### *Activity Reports*

Each Action Plan activity resulted in a written report. The reports which should be of particular interest are the following:

- Action Plan for the Development of the National Strategy to Create and Monitor Water User Associations in Tunisia
- Midterm Evaluation of the Action Plan for the Development of the National Strategy for the Creation and Monitoring of WUAs
- National Communications Plan for the Promotion of WUAs in Tunisia
- Institutional Analysis
- A Comparative Analysis of Approaches to Creating Water User Associations for Potable Water in Rural Tunisia
- Cost-Benefit Analysis of the Creation and Promotion of WUAs in Rural Tunisia
- Assessment of Water User Associations' Capacity for Community Development in Tunisia
- Pilot Project to Monitor the Formation and Functioning of Tunisian Rural Water User Associations

In addition to these formal reports, which exist in both French and English, there are a number of short trip and workshop reports, all of which exist only in French.

A complete list of all the reports produced can be found in Appendix B.

*Promotional Materials*

- 20-minute video describing a WUA
- brochure in French and Arabic for government officials describing the WUA program
- brochure in Arabic for beneficiaries of the WUA program
- wall charts on various routine maintenance tasks for the pump station

*Training Designs*

- introductory two-week training-of-trainers workshop for WUA agents
- introductory two-week training-of-trainers workshop for engineers and technicians
- two-week training-of-trainers workshop for hygiene educators
- one-week refresher training-of-trainers workshop for WUA agents
- one-week refresher workshop for engineers and technicians on strengthening maintenance skills

**3.4 Major Outcomes**

In addition to the products resulting from the Action Plan, there were a number of significant outcomes which have helped move the WUA program forward. These outcomes are worth noting to gain a full appreciation of what was accomplished.

- Better understanding of the issues which the Action Plan was intended to address including the importance of hygiene education, the need to modify the financial management system, the definition of training needs, clarification of responsibilities for maintenance, and determination of the institutional support needed
- Increase in the number of trained governorate-level staff who are capable of implementing the WUA program
- Building of linkages with other concerned ministries
- Increased understanding of the complexity of the program and what the various program elements are
- Clear direction for the future including what the short and medium priorities are
- Acceptance of the national strategy and commitment to carrying it out

- Identification of a pool of Tunisian consultants who are available to assist in the implementation of the national strategy



## **Chapter 4**

### **INTERREGIONAL AND NATIONAL SEMINARS**

#### **4.1 Background**

In the original Action Plan, it was proposed that the last activity be a national seminar for decisionmakers in which they would have an opportunity to make final comments on the National Strategy and approve it. The seminar was intended to serve as a kickoff event for implementing the strategy.

Due to the very positive impact of the two interregional seminars held in March 1992 to plan governorate-level hygiene education activities, and due to the desire to involve as many decision makers and implementors as possible in the approval of the National Strategy, the decision was made in March 1992 to organize two interregional seminars and one national-level seminar.

#### **4.2 Goal and Objectives**

The overall goal of these seminars was to promote and accelerate the implementation of the national strategy.

##### **4.2.1 Specific Objectives**

- Inform the participants about the following:
- the current situation of the WUA potable water program
- the results of the Action Plan for the Development of the National Strategy
- Present, clarify, and discuss the National Strategy document
- Agree on the essential actions that need to happen for the national strategy to be achieved during the period of the Eighth National Development Plan

#### **4.3 Sites and Participants**

The first interregional seminar was held at the Hotel Abou Nawas Sfax-Center in southern Tunisia on May 28, 1992. The nearly 70 participants came from the governorates of Gabes, Gafsa, Kairouan, Kasserine, Kebili, Mahdia, Medinine, Sfax, Sidi Bouzid, Tataouine, and Tozeur, as well as representatives from DGGR in Tunis.

The participants included the following:

- representatives of the governorates
- CRDA commissioners
- GR division chiefs of the CRDAs
- chiefs and agents of the WUA promotion units of the CRDAs
- representatives of the DHMPE division of governorate-level MSP offices.

The second interregional seminar was held at the Centre du Recyclage Agricole (CRA) of the MOA near Bou Salem/Jendouba in northwest Tunisia on June 1, 1992. The nearly 50 participants included representatives from the same organizational units as the first seminar. However, they came from the governorates of Beja, Bizerte, Jendouba, Le Kef, Monastir, Nabeul, Siliana, Sousse, and Zaghouan; as well as from the DGGR in Tunis.

The national-level seminar was held at the Agence de Vulgarisation et de Formation Agricole (AVFA) of the MOA in Sidi Thabet near Tunis on June 3, 1992. The nearly 50 participants included the same organizational participants as the two interregional seminars from the governorates of Ariana, Ben Arous, and Tunis plus representatives from the central offices of the Ministries of Agriculture, Finance, Interior, Public Health, Planning, and Social Affairs. There were also representatives from the national political party Rassemblement Constitutionnel Democratique (RCD), KfW, and USAID. In addition, most of the Tunisian consultants who had participated in different Action Plan activities attended the national seminar.

Appendix C contains lists of the actual participants who attended each seminar. There was some disappointment in attendance because high-level decisionmakers were not fully represented at the interregional seminars, i.e. commissioners of the CRDAs and representatives of the Governors, or at the national seminar, i.e. directors of ministry divisions related to the WUA program. There was, however, a very good representation of government offices most directly involved in the implementation of the WUA program, i.e. heads of the GR divisions of the CRDAs, chiefs of the WUA promotion units of the CRDAs, and heads of the regional offices of the DHMPE of the MSP.

#### **4.4 Methodology and Approach**

Since it was most important for the MOA to demonstrate their ownership of the proposed National Strategy, the Director General of the DGGR of the ministry took the lead in presenting, clarifying, and defending the proposed strategy. The WASH team assisted the DGGR by proposing the schedules, assisting in making logistic arrangements, and preparing overhead transparencies and handouts. In addition, Mr. Rosensweig made the presentation about the accomplishments of the Action Plan, and Mr. El Amouri made the presentation about the proposed essential actions for the strategy to be implemented during the Eighth National Development Plan. ISPAN provided funding for the El Amouri Institute to produce a 20-minute video on the WUA program.

The WASH team also assisted the DGGR in making minor modifications in the schedule for the second and third seminars based on the reactions and results of the previous seminars. The most important modifications concerned the wording of the proposed essential actions since these needed to reflect the consensus of the participants in all three seminars.

#### **4.5 Schedules**

The schedule for the interregional seminars was as follows:

- 9:00 Opening and introduction by the Director General of the DGGR/Tunis, Mr. Abdelkader Hamdane
- 9:30 Current situation of the potable water WUA Program in Tunisia by the Head of the WUA Unit of the DGGR/Tunis, Mr. Mahmoud Baccar
- 9:45 Viewing of a video on potable water WUAs in Tunisia by the Director of the El Amouri Institute in Tunis, WASH Consultant, Dr. Tahar El Amouri
- 10:10 Sharing of experiences by two WUA Presidents
- 10:40 Accomplishments of the Action Plan for the Development of the National Strategy by the Associate Director of the WASH Project, Mr. Fred Rosensweig
- 11:00 Coffee break
- 11:15 Presentation of the National Strategy by Mr. Hamdane
- 11:45 Clarification and discussion of the National Strategy
- 12:30 Lunch break
- 2:00 Presentation of the essential actions to consider for the realization of the National Strategy by Dr. El Amouri
- 2:15 Plenary discussion of the essential actions led by Mr. Hamdane
- 3:30 Coffee break
- 3:45 Summary of agreements, understandings, and recommendations of the day by Mr. Hamdane
- 4:00 Closing by Mr. Hamdane

The schedule for the national seminar was the same except for the following:

- an opening address by the MOA's Secretary of State for Hydraulics, Mr. Aneur Horchani
- the presentation of a slide show on hygiene education activities in the Governorate of Ariana by the regional DHMPE Educator, Mrs. Thouraya Attia



- the absence of presentations by two WUA Presidents
- the presence of a seminar president, Mr. Moncef Ben Said, Charge de Mission of the Cabinet of the MOA, who ably introduced each presenter, facilitated the discussions, made appropriate summaries, and officially closed the seminar.

#### **4.6 Results**

The seminars were well received by the participants. Almost 200 people participated in the three seminars, thus reaching a large number of the key program implementers. The seminars served to close out the Action Plan in a formal way and provide a transition to the implementation of the national strategy. The seminars had the following results:

- common understanding of the current situation of the WUA potable water program, the activities and products of the Action Plan, and of the key elements in the National Strategy
- adoption of the National Strategy
- agreement on the essential actions that need to be taken by the concerned ministries and departments if the strategy is to be effectively implemented

## Chapter 5

### RECOMMENDATIONS

#### 5.1 Introduction

The following recommendations concern the essential actions that each concerned ministry or department is responsible for carrying out in order for the national strategy to be effectively implemented. They incorporate the changes that were suggested and agreed upon by the participants who attended the two interregional seminars and one national seminar. The recommendations reflect the consensus of the participants. After each recommendation is a brief explanation.

#### 5.2 Ministry of Agriculture

##### 5.2.1 Division of Rural Engineering (DGGR)

- **Strengthen the WUA Promotion Service of the DGGR by increasing the number of staff with the necessary skills.**

During the course of the Action Plan, the Ministry of Agriculture has not strengthened the WUA Promotion Service. It has remained a one-person office, even as the program has grown dramatically. The Service, as it is presently constituted, cannot play the coordinating, monitoring, and facilitating role which is needed for the program to be successful. National-level training programs have to be organized, the social marketing program implemented, and technical assistance needs to be identified and delivered, to name a few of the tasks which need to be carried out. The first steps have been taken to strengthen this unit and action is urgently needed.

- **Implement the communication and social marketing program (designed during the Action Plan) in collaboration with the Agence de Vulgarisation et de Formation Agricole (AVFA) and the CRDA.**

The social marketing program has been accepted by the MOA, but as yet the program has not been funded. The MOA has requested funding from KfW as part of the new KfW project, but no decision has been reached. The social marketing program is key to promoting a consistent message about the WUA program and to facilitate the work of the WUA agents. If funding is not available for the full program, then it should be partially funded. The program is designed in such a way that selected aspects could be implemented and still be useful.

- **Assist in creating an inter-ministerial coordinating committee to promote WUAs.**

The WUA program requires the cooperation of a range of ministries. Although the MOA has lead responsibility for the program, other ministries play important roles. In order for these ministries to work together effectively, a mechanism is needed for them to meet regularly. Over the last two years, coordination has improved among various ministries, especially at the governorate level, but as yet there is no regular forum at the national level for these ministries to work together. DGGR should play a lead role in creating this committee and in organizing the meetings.

- **Implement the monitoring and evaluation system (proposed in the National Strategy) at the national level.**

There is broad agreement on the importance of having a monitoring and evaluation system. The parameters of the monitoring and evaluation system are defined in the *Procedures Manual for the Creation and Promotion of WUAs*. The manual defines the information which needs to be collected from the WUAs by the CRDA and from the CRDAs by DGGR. One of the main areas that the new KfW project will address is the development of a management information system. As soon as the KfW project is operational, the monitoring and evaluation system should be implemented following the broad guidelines which have been established.

- **Organize training-of-trainer workshops for the technicians of the Arrondissement de la Maintenance des Equipments (AME) and the WUA Promotion Unit (Cellule des AIC) in the 13 governorates that have not yet benefitted from Action Plan training activities.**

During the Action Plan, only 10 governorates benefitted from the various training-of-trainer workshops with the exception of the hygiene education TOT. TOTs for the technicians and WUA agents should be organized as soon as possible, using the same training designs as for the first round of TOTs.

- **Assure the use and the follow-up of the five training guides and the two procedures manuals.**

The training guides and procedures manuals have been developed and distributed to governorate-level staff. It is essential to ensure that these manuals are used and do not sit on a shelf. The various documents have been thoroughly tested, reviewed, and revised and should be of great use to staff involved in WUA activities. Follow-up by DGGR will help ensure their use.

### **5.2.2 Regional Agricultural Development Organization (CRDA)**

- **Strengthen the WUA Promotion Units of each CRDA with adequate staff, budget, and means of transport.**

Every CRDA has created a unit whose exclusive role is WUA promotion. In addition, each CRDA has received for the first time in 1992 a budget for WUA promotion

activities. These steps have greatly facilitated the WUA program in the governorates. Some of these units, however, remain understaffed and lack adequate transport. It has been demonstrated that when these units have adequate resources they are more likely to create sustainable WUAs.

- **Assign the responsibility for all backup maintenance to the maintenance unit or division (AME) of each CRDA.**

Although one of the goals of the WUA program is to transfer responsibility for maintenance to the communities, some responsibility for providing backup assistance will remain for the foreseeable future. In many CRDAs responsibility for maintenance is divided among several offices, often leading to overlapping responsibilities and inadequate support. A few CRDAs have successfully centralized all responsibility for backup maintenance of rural water systems in one office (AME). The recommendation is that all the CRDAs centralize the responsibility for maintenance in one office.

- **Improve the coordination between the offices of rural engineering, GR; maintenance, (AME); and water resources, Arrondissement des Ressources en Eau (DRE) of each CRDA in order to better promote WUAs.**

Although GR, AME, and DRE are all organizational units within the same division in a CRDA, they do not always coordinate their efforts. Since WUA promotion starts at the initial choice of site and system design and continues after the system is functioning, it is very important that all the CRDA offices that have contact with the community give the same messages. This requires close coordination among the three offices. To date, most of the Action Plan activities have focused on GR staff, and to a lesser extent, on AME staff. Each CRDA needs to decide on how best to assure improved coordination.

- **Organize periodic consciousness-raising and coordination meetings for representatives of concerned ministries.**

Consciousness-raising and coordination among the concerned ministries is an ongoing need. Staff in the various ministries not only need to understand the WUA program and support it, but they also need to coordinate their efforts. Many governorates have organized day-long seminars that have proven to be effective. These types of seminars as well as regular coordinating meetings are as necessary at the regional level as they are at the national level. GR has recently requested each governorate to form a water committee, which could be used as the mechanism for this coordination.

- **Plan and implement an extension and training program destined for WUA presidents, treasurers, technicians, and members.**

To be effective training needs to be systematic and routine. The availability of training materials and TOTs should provide the basic building blocks for training. What is needed is for each WUA promotion unit to develop a plan to make sure that all the

presidents, treasurers, pump operators, and members are trained. Some of the CRDAs have developed such a plan, but it should be done in every governorate.

- **Implement the WUA monitoring and evaluation system at the regional level.**

The monitoring and evaluation system described in the WUA procedures manual needs to be implemented at the regional level just as at the central level. The monitoring and evaluation system is an integrated one in that the data collected by the CRDA is organized and sent in summary form to DGGR. There should not be two separate monitoring and evaluation systems.

### **5.3 Ministry of Public Health**

#### **5.3.1 Department of Hygiene and Environmental Protection (DHMPE)**

- **Strengthen the regional offices of the DHMPE with adequate staff, budget, and means of transport to carry out its role in WUA promotion.**

Just as the WUA Promotion Units within the CRDA need to have the necessary resources, so do the regional DHMPE offices. DHMPE staff need regular access to transport, funds for organizing training events and producing materials, and enough staff to carry out what is essentially a labor-intensive job.

- **Organize workshops in each governorate to reinforce the skills of staff responsible for hygiene education programs.**

One person from each governorate participated in the hygiene education TOT. These participants should in turn organize governorate-level workshops to train local MOH staff to carry out hygiene education activities. The hygiene education training guide produced under the Action Plan should serve as the basis for conducting these workshops.

- **In collaboration with the CRDAs, develop annual plans in each governorate to coordinate hygiene education activities with WUA promotion.**

As a result of the planning and coordination workshops involving GR and DHMPE staff, most governorates have developed annual plans to coordinate their efforts. This should be done in each governorate on an annual basis.

- **Involve the DHMPE in the choice of sites and the design of potable water supply and sanitation systems.**

Hygiene education begins at the time sites are selected and the system is designed. The MOH, which is responsible for water quality analysis, needs to be involved at the point of site selection to make sure that the water is of acceptable quality. MOH input at the time of system design can also aid hygiene education efforts later on. Asking the MOH to get involved once the system is functioning will require the MOH to play

catch up for a long time. Involvement at the earliest stages will strengthen the hygiene education program.

#### **5.4 Ministry of Interior**

- **Strengthen the role of the regional Water Affairs Group, Groupement d'Intérêt Hydraulique (GIH) and assure the administrative and political support for WUA promotion.**

The GIH, chaired by the governor's office, has a key role to play in coordinating water resource issues at the governorate level. Active support for WUA promotion and provision of administrative support, including at the delegation level, will greatly assist the efforts of the CRDA.

- **Encourage self-financing and promote WUA financial autonomy while at the same time maintaining the possibility of some exceptional assistance for WUAs in trouble.**

The National Strategy clearly states that each WUA should strive to meet its operating costs as well as have control over its own financial resources. Encouragement for these policies from the Ministry of Interior is fundamental to achieving these objectives because of the control which the governorate has over the budget which supports rural water systems. However, there is clear recognition that some WUAs will require assistance, especially in their beginning stages, until they are fully able to assume all the operating costs.

- **Strengthen the potable water program in the context of integrated rural development projects.**

Integrated rural development projects will benefit if potable water is included more frequently as a component of these projects. To the extent that potable water is viewed as a natural complement to rural development projects, potable water efforts will be greatly enhanced.

#### **5.5 Ministry of Finance**

- **In collaboration with the Ministries of Agriculture and Interior, agree on and implement a new, simplified system for conducting WUA financial audits.**

Participants at all three seminars expressed the near-unanimous sentiment that the current financial management system, which requires close monitoring and control by the government, is not working. There is widespread agreement that the system needs to be simplified and that WUA funds need to be subject to audit rather than tight control. The Ministry of Finance has not yet agreed in principle to changing the

system. Changing this system and giving the WUAs greater autonomy over their financial resources is fundamental to achieving WUA self-sufficiency.

## **5.6 Ministry of Social Affairs**

- **Participate in WUA promotion activities through information and the training of rural female extension workers in order to develop social service activities, especially for rural women.**

The Ministry of Social Affairs plays an active role in the rural areas. To date, social affairs agents have been minimally involved in WUA promotion. However, as WUAs become increasingly self-sufficient, they are likely to undertake other community development activities, some of which would be enhanced by participation from social affairs agents. In the near term, the Ministry of Social Affairs could play an important role in involving women in WUA activities since the Ministry of Social Affairs is the only ministry with female agents with easy access to rural women.

## Chapter 6

### CONCLUSIONS

#### 6.1 Lessons Learned

On any major undertaking such as the Action Plan, it is worthwhile to step back and determine the lessons learned so similar efforts in the future could benefit. These lessons not only touch on the approach taken, but also on the development of national WUA programs.

- **It was important to involve national-level officials at every stage of the Action Plan so there was ownership over the National Strategy.**

The consultants worked closely with ministry officials at every stage of the Action Plan to allow every opportunity for feedback and modification. This process began at the earliest stages of the conceptualization of the Action Plan by soliciting ideas from Tunisian officials about what the Action Plan should focus on. This type of involvement continued as the Action Plan was implemented. DGGR staff briefed consultants at the beginning of each activity, provided guidance, and were formally debriefed at the end of each assignment. The result of this constant interaction was that by the time the National Strategy and Procedures Manuals were written, the concepts were clearly understood and agreed upon.

- **During the implementation of the Action Plan, governorate-level staff directly responsible for WUA promotion were constantly involved in different activities.**

Governorate staff provided useful input throughout the Action Plan. Many of the activities allowed for extensive interaction between the consultants and field staff. The findings of the midterm evaluation were based on the input provided by field staff at a two-day workshop on the progress of the WUA program and other issues that still needed to be addressed. Consultant staff regularly talked to CRDA commissioners, GR heads, WUA Promotion Unit staff, and regional DHPME staff, as well as WUA members. These perspectives aided immeasurably in keeping the findings reality-based.

- **The cooperation between the American and Tunisian consultants was exemplary and contributed to the success of the Action Plan.**

The three A.I.D. projects (WASH, ISPAN, and SARSA) used teams composed of Tunisian and American consultants on nearly every activity. This allowed the consultants to adapt the experience gained in other countries to the Tunisian reality. The extensive use of Tunisian consultants was invaluable in understanding the subtleties in developing a national program, especially one involving a number of ministries and a diverse number of work areas such as health, public financial management, engineering, and social development. The use of Tunisian and



American consultants was mutually beneficial and a key factor in the success of the effort.

- **The Action Plan benefitted from the practical experience of promoting WUAs, which was going on at the same time.**

The objective of many of the Action Plan activities was to resolve certain key issues such as the financial management system, the institutional support needed, and the definition of training requirements. Rather than working on these issues in a vacuum, the consultants used the experience gained in the governorates, which was happening at the same time as the Action Plan, to further understand the issues and identify possible solutions. The Action Plan was not a theoretical exercise, but one which attempted to take advantage of the rapidly growing experience. During the period of two years, more than a thousand WUAs were created, an experience which the consultants drew from heavily. This allowed the development of the national strategy to be consistent with field realities.

- **The Action Plan was implemented with a certain amount of flexibility.**

During the implementation of the Action Plan, a number of changes were made from what was originally planned. Extensive contact with the field, feedback from people involved in the WUA program at all levels, and the midterm evaluation provided the information necessary to make adjustments in the original plan. Several activities were added; a few were dropped. Within activities, the scope of work was often significantly modified. In any activity lasting two years, there will always be changes. It is important to be open to changes and to devise ways to get information for determining such changes.

- **Without the involvement of Tunisian consultants, logistical support would have been a major problem.**

The Action Plan, which consisted of 22 activities, required logistical support which neither the USAID nor the MOA could have provided. It was not the USAID's responsibility. The MOA did not have the staff to do it, and the A.I.D. contractors could not do it from the United States. In particular, the training activities required extensive logistical support to arrange the site, obtain training equipment, contact participants, and duplicate written materials. Many trip and workshop reports were produced in-country. This responsibility was handled by several Tunisian consultants.

- **The approach to improve the coordination between the Ministry of Agriculture and the Ministry of Public Health was very effective.**

At the beginning of the Action Plan, the coordination between the ministries of health and agriculture needed improvement, especially at the governorate level. The two workshops held in February 1992 proved to be effective in improving this coordination and had immediate, positive results. The approach brought together governorate-level representatives from both ministries to raise their awareness about what each one did

and to develop plans to better coordinate their efforts. This approach contributed to a better understanding of the WUA program and to the development of hygiene education plans, some of which are already being implemented. This approach could be used to strengthen ties with other ministries such as Finance and Social Affairs.

- **The role of the central ministry office is essential in carrying out the national-level WUA program.**

One important area that has had limited success to date is the strengthening of the WUA Promotion Service in DGGR. As the WUA program has grown, the responsibility of DGGR has increased, but the corresponding strengthening of DGGR's capability has not. Even in a decentralized program, the role of the central ministry remains important, although it is different. The role is no longer one of implementation, but of monitoring, facilitating, and coordinating. During the period of the Action Plan, the consultants did their own backstopping. However, as the program evolves and the Action Plan ends, DGGR will have to carry out these functions. Any program which is national in scope requires significant coordination and monitoring.

- **The support and assistance from USAID was indispensable.**

The consultant team had a smooth working relationship with the USAID. Whenever assistance was requested, it was provided in a timely manner. Early on in the Action Plan, the mission helped to get the project off the ground by explaining activities to the GOT and providing direction to consultants. As the Action Plan progressed, the nature of this assistance changed to one of follow-up, support in high-level meetings, and some logistical backstopping. USAID's interest in the project and consistent support was a major factor in the results achieved.

## **6.2 The Future**

Chapter 5 details the immediate actions needed for implementing the national strategy. This section offers some concluding suggestions for the GOT in implementing the national strategy.

### **6.2.1 Priorities**

Although the recommendations in Chapter 5 represent the consensus of most of the key actors in the WUA program, there are two issues that deserve special attention.

**Strengthening the WUA Promotion Service in DGGR.** The first is strengthening DGGR's capacity to manage the WUA program. Although the MOA accepts the recommendation, progress has been slow. The issue was first raised at the beginning of the Action Plan, reiterated during the midterm evaluation, and discussed at other times. It is never easy to increase the size of a government office, especially at a time of limited resources and a desire to cut back on the size of government. Nevertheless, this program requires a stronger

management role by DGGR which cannot be done by the current WUA Promotion Service with only one professional staff member.

**WUA Financial Management.** The second issue is financial management. Although there is widespread agreement that the system should be changed, there continues to be resistance from the Ministry of Finance. The Ministry of Finance has listened to the reasons for changing the system, but has not yet demonstrated the willingness to revise it. It is particularly important to resolve this issue if the goal of self-sufficiency is to be achieved. A special effort may be needed to move the discussions toward resolution.

### 6.2.2 Continuity

**Access to information.** The Action Plan has resulted in the development of some very valuable documents. This includes not only the training guides and procedures manuals, but many of the activity reports. This information should be organized and put in one place in the DGGR library, so it is accessible to staff. A master list should be produced and distributed for staff involved in WUA promotion to make them aware of what exists and how to access it.

**Follow-on KfW project.** The new KfW project, which is scheduled to begin in the fall of 1992, should build on the results of the Action Plan. Assistance from KfW consultants will be beneficial to the government to implement recommendations. As the new KfW project gets underway, it is critical that the consultants maintain continuity and foster the continued evolution of the WUA program.

## 6.3 Conclusions

The Action Plan gives the government an understanding and a clear sense of direction for the WUA program. The government understands what its role should be. Progress has been made on many issues identified by the Action Plan. There is a significant number of individuals who understand and support the WUA program at all levels. Ties have been strengthened among key ministries. In the last two years, many of the essential building blocks for the future have been put into place.

Nevertheless, much work remains to be done, both at the regional and central levels. This work will require continued support from ministry and political officials. If the same commitment to the WUA program is maintained as was evidenced during the past two years, the program will surely continue to evolve and grow.

## **Appendix A**

# **DECLARATION DE LA STRATEGIE NATIONALE POUR LA CREATION ET LE SUIVI DES ASSOCIATIONS D'INTERET COLLECTIF D'EAU POTABLE**

### **But de la stratégie**

La stratégie nationale vise à définir la politique et la stratégie fondamentale qui sous-tendent la mise en oeuvre du programme des Associations d'Intérêt Collectif (AIC) d'eau potable dans tous les gouvernorats du pays.

### **Problématique**

La population rurale de la Tunisie est de 3,2 millions d'habitants, soit 41 % de la population du pays. Environ 63 % de la population rurale est desservie: 30 % par la SONEDE et 33 % par le Génie rural (GR). A la fin de l'année 1991, 1406 AIC d'eau potable ont été créées ou étaient en cours de création. Au cours du 8ème Plan, le GR prévoit l'alimentation en eau potable pour environ 500.000 habitants et la création d'environ 900 AIC d'eau potable, portant ainsi à 2300 le nombre total des AIC d'eau potable.

### **Contexte socio-politique actuel**

Le déploiement actuel des AIC est l'expression de plusieurs priorités nationales récentes en Tunisie qui ont créé un contexte favorable à la mise en place d'un programme national. Ces priorités sont la décentralisation administrative, le désengagement de l'Etat des activités économiques pour avoir une meilleure efficacité économique, la gestion locale des ressources pour éviter les gaspillages, et la démocratisation.

### **Buts du programme des AIC d'eau potable**

Trois grands buts sous-tendent le programme des AIC.

1. Mettre en place des systèmes d'approvisionnement en eau exploités et entretenus en premier lieu par les utilisateurs.
2. Redéfinir le rôle du Gouvernement dans l'approvisionnement en eau des zones rurales lui demandant à présent de se charger de la création des AIC, de la formation, des réparations coûteuses et compliquées, et de veiller à l'efficacité des AIC.
3. Promouvoir l'esprit d'auto-suffisance

## **Principes fondamentaux**

Les principes fondamentaux du programme des AIC sont les suivants:

- Le Gouvernement ne devrait être responsable que pour les dépenses d'investissement du système fondamentale d'approvisionnement en eau.
- Les rôles et les responsabilités de tous les intervenants devraient être clairement délimités.
- La souplesse devrait être de rigueur pour le développement des AIC.
- Le programme des AIC a besoin d'un soutien politique continu.
- Le programme devrait chercher à faire participer le secteur privé.
- La privatisation des systèmes d'eau en zone rurale constitue un but souhaitable dans le long terme.

## **Approche stratégique**

Le programme des AIC comprend neuf domaines stratégiques à prendre en compte si l'on veut que le programme soit efficace.

1. Créer et suivre des Associations d'intérêt collectif
2. Faire participer les communautés à la conception des systèmes d'eau
3. Mettre en place un programme d'entretien
4. Apporter un soutien institutionnel au niveau du gouvernorat et au niveau central
5. Mettre sur pied une approche systématique à la formation
6. Sensibiliser et créer une demande pour le programme des AIC
7. Mettre sur pied un système simple et compréhensible de gestion financière
8. Elaborer un système simple de suivi et d'évaluation du programme
9. Intégrer l'éducation sanitaire à la promotion des AIC

## **Conclusion**

Dans le court et moyen terme, le programme devrait chercher à ce que les AIC arrivent à mieux exploiter et entretenir leurs systèmes d'eau. Dans le long terme, l'accent pourra être mis sur des questions plus difficiles telles que la participation accrue du secteur privé, les capacités des AIC à entreprendre d'autres activités de développement communautaire, les

capacités des communautés à assumer leur part dans les coûts d'investissement, et le transfert des biens physiques aux AIC.

Le programme évoluera sûrement au fil du temps et d'autres questions se présenteront. C'est en restant souple et prêt à s'adapter aux circonstances au fur et à mesure que le programme va de l'avant que la réussite sera au rendez-vous.



## Appendix B

### LIST OF TUNISIA REPORTS—ACTION PLAN ACTIVITIES ONLY

#### **National Strategy**

*La Stratégie nationale pour la Création et le Suivi des Associations d'Intérêt collectif d'Eau potable*

#### **Procedures Manuals**

*Manuel de Procédures pour l'Entretien des Systèmes d'Eau publics*, Alan Wyatt, Alan Malina, et Moncef Maalel, mars 1992

*Manuel de Procédures pour la Création et la Promotion des AIC d'Eau potable*, Curt Grimm, Lee Jennings, Belgacem Khessaissia, Moncef Maalel, Fred Rosensweig, et Alan Wyatt, mai 1992

#### **Training Guides**

*Guide du Formateur: Présidents*, Belgacem Khessaissia, Lee Jennings, et Tahar El Amouri, septembre 1991

*Guide du Formateur: Sous-régisseurs*, Belgacem Khessaissia, Lee Jennings, et Tahar El Amouri, septembre 1991

*Guide du Formateur: Usagers*, Belgacem Khessaissia et Tahar El Amouri, septembre 1991

*Guide du Formateur: Gardiens Pompistes*, Michelle Moran, Moncef Maalel, et Tahar El Amouri, mai 1991

*Guide du Formateur: Educateurs sanitaires*, Elaine Rossi, Hedi Akremi, Tahar El Amouri, et Suzanne Reier, avril 1992

#### **Applied Studies and Consultancies**

*Action Plan: Development of the National Strategy to Create and Monitor Water User Associations in Tunisia*. ISPAN Report No. 26. WASH Field Report No. 300 and SARSA report (also available in French), Fred Rosensweig, Pamela Stansbury, and Curt Grimm. May 1990.

*A National Communications Plan to Promote Water User Associations in Tunisia*. WASH Field Report No. 344 (also available in French), Jamil Simon, September 1991.



- A Comparative Study of Approaches to Creating Water User Associations for Potable Water in Tunisia.* ISPAN Report No. 38 (also available in French), Nicholas Hopkins, Richard Huntington, and Mohammed Salah Redjeb, February 1991
- Cost-Benefit Analysis of Tunisian Rural Water User Association Creation and Support.* (also available in French), Curt Grimm and Mohamed Salah Redjeb, Institute for Development Anthropology, décembre 1991.
- Mid-Term Review of the Action Plan to Develop the National Strategy to Create and Monitor Water User Associations.* ISPAN Report No. 42 (also available in French), Fred Rosensweig and Lee Jennings, October 1991.
- Analyse institutionnelle: Plan d'Action pour le Développement de la Stratégie nationale Visant à la Création d'Associations d'Intérêt collectif dans les Zones rurales en Tunisie,* Rapport ISPAN No. 43, Lee Jennings, Tahar El Amouri, et Mohamed Frioui, septembre 1991
- Assessment of Water User Associations' Capacity for Community Development in Tunisia.* ISPAN Report No. 47 (Also available in French), Sheila Reines and Aziza Medimegh Dargouth, May 1992
- Pilot Project to Monitor the Formation and Functioning of Tunisian Rural Water User Associations.* Institute of Development Anthropology (also available in French). Fred Huxley, Ridha Boukraa, and Curt Grimm. April 1992.
- Summary Report of the Action Plan to Develop the National Strategy to Create and Monitor Water User Associations in Tunisia.* WASH Field Report No. 368. Fred Rosensweig, Tahar El Amouri, and Lee Jennings. June 1992.

### **Workshop Reports**

- Rapport sur l'Atelier de la Formation des Formateurs pour les Spécialistes de l'Organisation Communautaire, 9–19 janvier 1991—Kairouan, Tunisie, Tahar El Amouri, Belgacem Khessaissia, et Dick Wall, janvier 1991*
- Rapport sur l'Atelier de la Formation des Formateurs pour les Gardiens Pompistes des AIC, 27 mai–8 juin 1991, Tahar El Amouri, Moncef Maalel, et Belgacem Khessaissia, juin 1991*
- Rapport sur l'Atelier complémentaire de Formation des Formateurs pour les Spécialistes de l'Organisation communautaire, 27 au 31 janvier 1992—Sidi Thabet, Tunisie, Tahar El Amouri et Belgacem Khessaissia, février 1992.*
- Stage de Perfectionnement des Techniciens d'Entretien des CRDA du 13 au 18 janvier 1992, Moncef Maalel et Tahar El Amouri, janvier 1992*
- Atelier de Formation des Formateurs d'Educateurs sanitaires, Hammet du 10 au 22 février 1992, Suzanne Reier et Tahar El Amouri, mars 1992*

## **Trip Reports**

*Politiques et Procédures pour l'Entretien et la Maintenance des Equipements des Points d'Eau publics*

Alan Wyatt, Alan Malina, et Moncef Maalel—Janvier 1991

Alan Wyatt, Alan Malina, et Moncef Maalel—Juin 1991

Alan Wyatt—Septembre 1991

Alan Malina—Novembre 1991

Alan Wyatt, Alan Malina, Moncef Maalel, et Tahar El Amouri—février 1992

*Accords pour le Développement d'un Système de Formation afin d'assurer systématiquement les Formations nécessaires pour la Création et le Développement des Associations d'Intérêt collectif (AIC) en Tunisie, Lee Jennings, février 1992*

*Rapport sur les Ateliers régionaux de Sensibilisation et de Planification pour les Activités d'Education en matière d'hygiène, Lee Jennings et Suzanne Reier, mars 1992*



## Appendix C

### LIST OF PARTICIPANTS ATTENDING THE FINAL SEMINARS

#### Participants from Both Interregional Workshops in Sfax and Bou Salem

##### Participants de Sfax

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1. Mohammed Chadly Akrouf	Dir. Finances
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16. Sadok Gouisah	Instituteur
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18. Abdelhamid Kolsi	GR
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25.	Tarzi	Rachid	Directeur Adjoint	Ministère de Finances
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## THE WASH PROJECT

With the launching of the United Nations International Drinking Water Supply and Sanitation Decade in 1979, the United States Agency for International Development (A.I.D.) decided to augment and streamline its technical assistance capability in water and sanitation and, in 1980, funded the Water and Sanitation for Health Project (WASH). The funding mechanism was a multi-year, multi-million dollar contract, secured through competitive bidding. The first WASH contract was awarded to a consortium of organizations headed by Camp Dresser & McKee International Inc. (CDM), an international consulting firm specializing in environmental engineering services. Through two other bid proceedings since then, CDM has continued as the prime contractor.

Working under the close direction of A.I.D.'s Bureau for Science and Technology, Office of Health, the WASH Project provides technical assistance to A.I.D. missions or bureaus, other U.S. agencies (such as the Peace Corps), host governments, and non-governmental organizations to provide a wide range of technical assistance that includes the design, implementation, and evaluation of water and sanitation projects, to troubleshoot on-going projects, and to assist in disaster relief operations. WASH technical assistance is multi-disciplinary, drawing on experts in public health, training, financing, epidemiology, anthropology, management, engineering, community organization, environmental protection, and other subspecialties.

The WASH Information Center serves as a clearinghouse in water and sanitation, providing networking on guinea worm disease, rainwater harvesting, and peri-urban issues as well as technical information backstopping for most WASH assignments.

The WASH Project issues about thirty or forty reports a year. *WASH Field Reports* relate to specific assignments in specific countries; they articulate the findings of the consultancy. The more widely applicable *Technical Reports* consist of guidelines or "how-to" manuals on topics such as pump selection, detailed training workshop designs, and state-of-the-art information on finance, community organization, and many other topics of vital interest to the water and sanitation sector. In addition, WASH occasionally publishes special reports to synthesize the lessons it has learned from its wide field experience.

For more information about the WASH Project or to request a WASH report, contact the WASH Operations Center at the above address.

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