

824 TZKI90

*Please refer to:*  
HELSEKONTORET / NORAD

United Republic of Tanzania - The Kingdom of Norway

LIBRARY  
INTERNATIONAL REFERENCE CENTRE  
FOR COMMUNITY WATER SUPPLY AND  
SANITATION (IRC)

JOINT REVIEW

OF

COMMUNITY PARTICIPATION AND HEALTH EDUCATION  
IN THE KIGOMA WATER SUPPLY PROGRAMME. (TAN 055)

Mission in December 1990.

824-TZ-10392

This report expresses the views of the participants of the Review Team and do not commit NORAD (Norway) and the Government of Tanzania.

WATER IS THE KING OF FOOD

(African proverb)

ISBN 10 392  
824 7290



<b>TABLE OF CONTENTS</b>	<u>Page</u>
Summary of main findings and recommendations.	1-3
1. INTRODUCTION.	4-5
1.1 Purpose of the Joint Review Mission.	
1.2 Composition of the team.	
1.3 Itinerary.	
2. OVERVIEW OF WATER POLICIES.	6-8
2.1 National setting.	
2.2 Sustainability.	
2.3 Gender considerations.	
2.4 Environmental aspects.	
3. ORGANISATION FOR COMMUNITY PARTICIPATION.	8-16
3.1 MAENDELEO	
3.2 MAJI CPHE unit.	
3.3 Kigoma Integrated Development Programme (KIDEP)	
3.4 Development structures.	
4. PLANNING WITHIN THE SECTOR.	16-22
4.1 Initiation of water projects.	
4.2 Setting priorities.	
4.3 Resource allocation.	
5. CONSTRUCTION OF WATER INFRASTRUCTURE.	23-25
5.1 Choice of technologies.	
5.2 Allocation of tasks.	
6. OPERATION AND MAINTENANCE.	26-28
6.1 Division of responsibilities.	
6.1.1 Procedures and organisation.	
6.1.2 Salaried personnel.	
6.1.3 Community funding.	
6.2 Tools and spares.	
6.3 Training.	
7. MONITORING.	28
8. CONCLUSIONS AND RECOMMENDATIONS.	29-35
8.1 MAJI CPHE Unit.	
8.2 MAENDELEO.	
8.3 Kigoma Integrated Development Programme.	
8.4 Annual Water Plans.	
8.4.1 Leadership from MAJI.	
8.4.2 The role of AFYA.	
8.5 The setting of priorities within the programme.	
8.6 Integration of gender issues into water programme.	
8.7 Training and other resources.	



## **Annexes**

Annex I Terms of reference.

Annex II Working programme for the Review Mission team.

Annex III List of persons met.

Annex IV Unit construction costs from Kigoma Rural District.

Annex V Overview of planning system.

Annex VI Gender and community participation.

Annex VII Selected bibliography.





## LIST OF ABBREVIATIONS

CDA	Community Development Assistant.
CDO	Community Development Officer
CP	Community Participation.
CPHE	Community Participation and Health Education.
DC	District Commissioner
DCDO	District Community Development Officer.
DDC	District Development Committee.
DED	District Executive Director
DWE	District Water Engineer.
DP	Domestic Point.
HE	Health Education.
KIDEP	Kigoma Integrated Development Programme
NORAD	Norwegian Agency for Development Cooperation.
O&M	Operation and Maintenance
RCDO	Regional Community Development Officer.
RDD	Regional Development Director
RMO	Regional Medical Officer.
RPO	Regional Planning Officer
RWE	Regional Water Engineer
TAS	Tanzania Shillings.
TBA	Traditional Birth Attendant.
UWT	Umoja wa Wanawake wa Tanzania (Women's Organisation).
VHW	Village Health Worker.
VIP	Ventilated Improved Pit Latrine

### NOTE:

AFYA	= Ministry/Department of Health.
KILIMO	= Ministry/Department of Agriculture.
MAENDELEO	= Ministry/Department of Community Development.
MAJI	= Ministry/Department of Water



## SUMMARY OF MAIN FINDINGS AND RECOMMENDATIONS

The Review Team has completed its work in accordance with the Terms of Reference in annex 1. Its recommendations (Chapter 8) can be summarised as follows:-

1. Proposals for water supply schemes are based on the 1982 Regional Water Master Plan and there is currently no scope for communities to become involved in this process. Justification for projects in the Plan are mainly technical, with little socio-cultural dimensions. To address this problem, a planning process under the Regional Water Engineer (based on district plans submitted from District Water Engineers) is recommended, and to be executed within the KIDEP framework of decentralised planning.

2. Although the community is not involved in planning, it is involved in the digging of trenches for gravity scheme pipes, provision of some building materials, and maintaining the various water schemes (through a village level water fund which must be set up prior to any work on a water scheme commencing). It is recommended that annual programme targets, information on anticipated resource availability, unit construction and maintenance costs, and other planning information be made available to districts as part of strengthening community participation in the setting of priorities in the programme.

3. Major constraints limiting the effective involvement of communities in the water programme are related to a lack of re-planning processes outside the Water Master Plan - which would draw communities into discussions over priorities, choice of technologies, construction and maintenance procedures, etc. Although MAENDELEO has a staff complement close to 80 (AFYA has even more, every ward has an elected Councillor and every village has over 20 members in each Village Council), the CPHE teams at regional and district level are suffering from a lack of personnel to mobilise in the villages and wards. Inappropriate structure seems to be the main hindrance here, compounded by a lack of inter-sectoral strategies for community participation and health education. It is recommended that regional and district CPHE teams be broken up and handed back to MAENDELEO (for Community Participation) and to AFYA (for Health Education) as part of a package where KIDEP planners are made available to these two departments during the planning and monitoring stages. As part of the same package, it is recommended that the drawing up of regional and district water plans be left to the RWE and DWE respectively, who will integrate inputs from AFYA and MAENDELEO. MAJI will also produce planning guidelines for AFYA and MAENDELEO, and provide information on service levels, construction and O&M costs - which can be used to set sub-targets at ward and village levels depending on existing water coverage figures.

4. The CPHE staff are now full time in MAJI, which has led to its isolation from line departments at both regional and district levels - relying on those officers seconded from line departments at each of these levels. Implementation of recommendations made



in 3 above would remove this constraint.

5. Some demonstration Ventilated Improved Pit (VIPs) latrines have been built at a few public places, and this activity should be expanded. Some individuals have also been supported with subsidised concrete slabs to build VIPs, but there is no comprehensive strategy on the promotion of better waste disposal in the villages. Although AFYA has seconded officers to the CPHE teams at regional and district level, this has not led to a mobilisation of the potential offered by the very large number of health workers in the districts and wards. The integration of HE into AFYA should start to address most of these constraints (item 3 above) as AFYA would be responsible for setting targets in the sanitation component. At the village level, the development of a health education strategy (including sanitation) is particularly recommended.

6. The KIDEP approach, as stated in various documents, provides the best strategy for integrating water supply programme into rural development. With the current planning exercise where KIDEP personnel (planners with a staff member seconded from each line department) have functioned as a mobile planning team to solicit projects from villagers (c.f. CHPE approach in 3), it is doubtful whether the water programme will fare any better under KIDEP management without some changes in the planning methodology. It is recommended that the Community Development Officer seconded to KIDEP be re-deployed into MAENDELEO (same with AFYA staff), and KIDEP instead make the services of a planning officer available to these sectors for their planning exercises. The planner should stay in the planning unit, only going to AFYA and MAENDELEO for planning and monitoring meetings, review exercises, and as resource person at district workshops.

7. Training activities will be needed for various personnel to understand and undertake their roles in community participation (CDOs, CDAs, Health Officers, Councillors, Ward Secretaries, Village Chairmen, Village Health Workers, etc.) in the proposed institutional re-arrangements. It is recommended that this training be undertaken by line departments with input from KIDEP.

8. Due to socio-cultural practices, women in the region are not able to fully participate in discussions at public forums in the villages. As there are a few womens' forums (UWT, women's clubs, some cooperatives, etc.), it is recommended that female extension workers at the district and ward levels be trained on how to mobilise women in small groups so that they can participate in village development discussions. There will also be need to mobilise men, using male extension workers, on the special needs of women and how the provision of readily accessible clean water leads to an improvement in women's situation. Women should also receive preference when recruitment for paid positions in the water supply programme (currently low) takes place.

9. Many of those interviewed by the Review Team and asked to identify resource requirements readily cited transport as the most important one if community participation is to be



successfully promoted. A detailed specification of requirements cannot be made at this stage, until the Community Participation activities are re-integrated into MAENDELEO and Health Education issues into AFYA. Secondly, transport requirements should be based on what targets are set for the water programme (water points to be constructed, training to be undertaken, refresher courses to be held, etc.). It is recommended that transport be planned within the framework of implementing an integrated programme where every department does not necessarily need a vehicle - mileage allowance (with budget being controlled by line department) and access to a vehicle being quite sufficient. All other resources needed should be handled within the same integrated and decentralised planning process.





## **1. INTRODUCTION**

### **1.1 Purpose of the Joint Review Mission**

In the new phase of the Kigoma Water Supply Programme, covering 1989-91, NORAD has approved a contribution of NOK 33million. In the agreement, there are plans to incorporate the water supply and sanitation activities into the Kigoma Integrated Development Programme (KIDEP) in which community participation will be an important element.

At the last Annual Meeting of the Programme, it was agreed that a joint review should be undertaken in late 1990, specifically concerned with community participation and health education.

This joint review is aimed at assessing how the Community Participation and Health Education component in the water programme will be executed, and how best to make it more effective. Discussions have been held with various persons at regional, district, and village levels of the programme management (annex 2 and 3). During the field visit, detailed assessments of the programme were conducted as follows: regional level aspects in Kigoma Regional offices, district level activities in Kasulu district, and ward/village level activities in Kibondo district. In Kibondo, the team visited a village with a functioning water programme, one with a partly functioning water programme, and a third without a programme. In each of these villages, aspects of community participation, gender approaches, and health education were covered during discussions.

At the end of the Team's field visit, senior staff in the regions were briefed on the main findings and recommendations before the team left Kigoma for Dar-es-Salaam. Further briefings were held with NORAD staff in Dar-es-Salaam.

The Review Team wishes to express their thanks to regional and districts personnel for the excellent programme prepared for us, for the provision of information, and for giving us their time. We appreciated much the warm welcome and enjoyed fruitful discussions with personnel and people at ward and village level. We hope the content of this report will stimulate discussions throughout the region on how to meet the needs and challenges in the water sector in the years to come.

The Team has approached the community participation issue from the view that it is an integral part of the planning process, where resources are matched against needs and priorities are set accordingly. Furthermore, community participation is seen as the lead element in the provision of community water infrastructure because it makes it possible for communities to consider options and make commitments to the chosen strategy. Through community participation, development structures (government, party and popular organs) are able to facilitate the planning and implementation of development programmes using community priorities as the starting point.



In the context of a rural water supply programme, community participation plays the key role of initiating projects and facilitating the setting of priorities (the two key elements in planning). Furthermore, it provides inputs into the construction and maintenance of the water infrastructure (accounting for a substantial part of the cost of rural water programmes). It is for these reasons that this review has discussed the planning and implementation strategies deployed in the Kigoma Water Supply Programme in great detail. The goal has been to identify ways of ensuring that the provision of water to communities is supported and implemented by these very communities in partnership with government departments.

In recognition of the heterogeneous nature of the target population, this review has taken note of the need to consider ways of reaching women with water programmes. Gender issues have been identified as important and have been taken into account in the review of this programme. The workings of village councils, water committees, UWT, and other organs of popular power have been given particular consideration because community participation in the water programme can only become a process if women are able to fully participate in these institutions.

## **1.2 Composition of the team**

The Team was composed of:-

Ms Vigdis Wathne, Senior Executive Officer, NORAD Health Division, Oslo (Team leader).

Ms Christine Warioba, Ministry of Community Development, Women's Affairs and Children, Tanzania.

Mr Charles Igogo, Prime Minister's Office, Tanzania.

Dr Mungai Lenneiye, Consultant to NORAD, Zimbabwe (Report write-up).

## **1.3 Itinerary**

The Team assembled in Dar-es-Salaam on 3 December 1990 for a briefing. It left for Kigoma on 4 December and stayed there until 11 December 1990. During that time, it visited three districts and held discussions with a variety of people involved in the implementation of the programme (see annexes 2 and 3).

The team spent two days discussing and drafting the report. A further two days were put into producing a working draft.



## **2. OVERVIEW OF WATER POLICIES**

### **2.1 National setting**

The adoption of Ujamaa villages in Tanzania was partly in recognition of the problems experienced in providing services to a scattered population in the rural areas. The policy aimed at bringing health, schooling and water facilities close to people.

Polluted water resulting from poor sanitation is linked with communicable diseases in the world, and tackling this problem is a major strategy in the promotion of good health (the WHO estimates that approximately 80% of all diseases are partly linked to inadequate water and poor sanitation). Hence the government of Tanzania included the provision of domestic water to villages high on the national agenda.

In the context of villagisation in Tanzania, the government in a water plan of 1971 set itself the goal of providing villages with adequate, potable, clean water within 400 metres of each household by the end of 1991. During the 1980s, the International Drinking Water Supply and Sanitation Decade (IDWSSD) of the UN provided substantial resources towards the fulfilment of this objective based on a strategy of universal coverage.

The goals of the IDWSSD have proved to be very ambitious, and little by way of reaching the targets has been achieved by the end of the Decade - the projects having been costly to implement and only a few people having been served with water in relation to need. Besides the rising population, another issue hindering the attainment of IDWSSD's goals has been the decline in the economy of many African countries and the resulting reduction in recurrent funds to maintain water supplies. The Kigoma Water Supply Programme thus reflects the common experience in the water sector in many countries.

### **2.2 Sustainability**

In the Tanzania policy of self-reliance, much emphasis is put on the need for communities to embark on those projects which they can afford to implement and maintain. The investment costs by communities during the construction of water points as well as the costs of maintaining these systems should be important considerations in this programme.

NORAD's policy in the water sector recognises the provision of water and sanitation as important elements in the promotion of improved health for all and the reduction of women's workload. It is acknowledged that funds from Norway for the Kigoma programme will remain at current levels (Joint Review, December 1989). It is therefore recommended that activities within the programme be revised, taking into account lessons from the past.



In order to arrive at sustainable solutions, investment costs will need to be reduced, even if that will mean that the service levels are lower than before.

The dilemma facing both governments (Tanzania and Norway) is summarised in the last Joint Review of TAN 055 Kigoma Water Programme, which noted:

"If the benefits of improved water supply are to be provided to more than a fraction of the Region's population a reduction in per capita investment costs must be achieved"

preferably by the diversification of technologies employed in the programme. However,

"A change in technology would not necessarily reduce recurrent costs, and could well increase them, but it may be possible to reduce the financial burden on government by involving villages more actively" (page 14).

The over-riding principle should be that the participation of village populations becomes the essential element of providing water, reflecting the needs and priorities within what the community can afford to build and easily maintain (technically and financially).

### 2.3 Gender considerations

Government policy on the participation of women in development activities is well articulated in several documents (see summary in annex 6). A recent study (MAENDELEO, 1988) found that water in the homes is fetched by women (75%) and children (20%), with men accounting for a mere 5%. Technical solutions in the water programme should therefore take into consideration the needs and priorities of women and secure women's participation in all aspects of the programme.

In the same study cited above, five areas were identified as of high priority if women are to be fully integrated into the mainstream planning process:

1. Reducing and easing women's workload to improve their health status and increase their productivity.
2. Improving the educational and technical skills by the development of gender-sensitive education and training programmes that can increase women's ability to deal with their daily activities.
3. Increasing women's access to credit and other resources as a way of improving their economic status.
4. Improving the participation of women in policy and





decision-making processes at all levels in political and government organisations.

5. Making available gender disaggregated data which can reflect the contribution of women in the socio-economic development of the country.

The water programme can play its role by identifying ways of making this framework applicable to the planning and implementation of its activities.

## **2.4 Environmental aspects**

Environmental concerns have become important in the planning of sustainable development programmes. In the case of water supply and sanitation programmes, planning needs to take into account the increasing pressure on water resources and the impact this is likely to have on the environment.

Existing sources of water will need to be safeguarded through environmentally sound planning strategies, and the water programme will need to identify those strategies which communities can undertake and sustain.

In many discussions with villagers where water has been provided, cleaner homes, more vegetable gardens, improved housing, and general personal cleanliness were cited as visible benefits from the programme. Although it might be difficult to draw a direct correlation between the provision of water and the improvements cited by villagers and their leaders without a detailed study, it is significant that these general perceptions are held. Thus, the environment within which live people is perceived to have improved following the provision of clean water to communities.

## **3. ORGANISATION FOR COMMUNITY PARTICIPATION**

### **3.1 MAENDELEO**

The department has three important sections; planning, training and construction (Building Brigades). Building Brigades are expected to assist self-help efforts in communities. They comprise a team of artisans with a mobile workshop (in each district) formed to support village self-help projects by training local artisans. Although they could participate in the water and sanitation programme by deploying the team of mason, carpenter, and plumber to train in the villages, they have problems with:

- Transport (each brigade is supposed to have a Land Rover and a 7 tonne truck, but they are not available).



- Tools which are in short supply and are expensive when available.

The CDAs are expected to serve one village each, but they often have to look after five villages due to staff shortages. Without transport, these cadres have great difficulties covering the areas they are supposed to support. It is recommended that bicycles be given to CDAs upon completion of their training to mobilise for water and sanitation in the villages.

MAENDELEO field staff complement in the region is shown below, and it is these cadres which can be strengthened by training to mobilise communities for the water and sanitation programme.

Area of deployment	Number
Regional	5
Kigoma Urban	12
Kigoma Rural	21
Kasulu District	32
Kibondo District	22
<b>TOTAL REGION</b>	<b>92</b>

This number of 92 workers in MAENDELEO includes CDOs and Technicians.

The Forestry programme has no team comparable to the CPHE in water, and forestry has been integrated into MAENDELEO activities. Preference in MAENDELEO is to work through such integration as opposed to setting up specialised teams like the CPHE - as long as resources are made available to make this integration possible.

### 3.2 MAJI Community Participation & Health Education Unit (CPHE)

The CPHE unit is located in MAJI where it services the various sections in the department.

A project is usually initiated by MAJI officers using the Regional Water Master Plan. The MAJI Project Planning and Preparation Section uses the CPHE team to inform people on the need for a water scheme. The CPHE team in particular explains to communities that:

- They must accept to start and continue the scheme.
- The Water Fund is important and that a water project will only start after this fund has been set up.

In executing its work, the CPHE team shows films and slides to villagers - so that they can see construction in other villages and become enthused. One District CPHE team outlined some its activities in accordance with its membership:

- The health assistant explains the importance of water and



latrines.

- The CDA and a Technician seconded from MAENDELEO split up, and one works on the construction of slabs for VIPs while the other holds mobilisation seminars and meetings in the villages.

After communities have set up a Water Fund, the Planning section sends out laboratory staff to assess water quality from surface water sources. Hydrogeology section staff come later to assess underground water sources.

Even in the execution of its technical role, the capacity of MAJI is at the moment severely handicapped by the loss of senior staff (section heads) who had built up a good understanding of the water programme. In these circumstances, the Review Team believes that the most suitable strategy of maximising the output of technical cadres in the department is seen to take the administration of community participation activities to MAENDELEO and for health education to AFYA.

### **3.3 Kigoma Integrated Development Programme (KIDEP)**

Although this is a review of community participation and health education aspects in the Kigoma water supply programme, the workings of KIDEP have had to be reviewed in light of the statement that "it has been agreed that from next year, the water supply and sanitation activities will be incorporated into the Kigoma Integrated Development Programme - KIDEP (in which community participation is intended to be an important element)" (TORS, Annex 1).

Two government policy statements are particularly relevant to this review with respect to KIDEP; (a) to see it as "part and parcel of the Government system and not a final decision making body", and (b) to ensure that in projects prepared for development, "women's needs are properly analysed and measures suggested to incorporate women in the activity" (KIDEP, 1990).

In KIDEP, increasing people's participation in planning at the village level is governments' goal, and this is expected to be done through a strategy of strengthening the capacity of line ministries combined with decentralisation. For this, the need for a clear definition of the roles of Community Development Department has been identified as requiring urgent attention. Thus, in line with this objective, the review is part of the region's attempt to identify strategies to strengthen the Community Development Department "as a channel for promotion of community participation" (ibid).

The goal of integration has remained an important aspect of NORAD-Government of Tanzania cooperation. In this context, the deployment of a CPHE Unit in MAJI was done as a temporary measure while community participation capacity in line departments was



developed. In its operation, the CPHE Unit has promoted community participation without sufficient involvement with non-MAJI units, thus building up a community participation component in MAJI, but not in the whole system. The Review Team was therefore interested in seeing how KIDEP is approaching this rather difficult process of integration, and to apply its lessons to the water supply programme during its integration into decentralised planning and programme implementation.

With respect to community participation strategies, KIDEP seeks to "train community development workers at all levels,... train council and committee members..., render services [planning] to the other departments,...[and] assist villages in initiating, prioritizing, planning and implementing development activities" (ibid). Given that KIDEP has a small team of staff, the implementation of this strategy can only be successful if it is undertaken through line departments and their staff at all levels.

KIDEP staff are currently involved in a process of soliciting village-level priority projects. This process has deployed planning cadres to conduct seminars at district, ward and village levels. Projects have been identified and ranked in order of priority. The planners are now taking these priority projects through the relevant planning bodies at the district.

In terms of how community participation fits into this process, several issues were taken up with the KIDEP staff by the Review Team:-

- (a) How are competing priorities between villages to be sorted out given the limited resources in contrast to the requests?
- (b) Without the Ward Development Committee first deciding on priorities between villages, how will the district decide on priorities between wards?
- (c) How are priorities at village, ward, and district levels determined for the various sectors being supported under KIDEP?
- (d) How much is community participation in this process understood as a source of cheap community labour, and how much as a peoples' input in the deciding of development priorities?

The current exercise by KIDEP planners in going to the villages to identify projects with villagers has not necessarily supported the programme's stated goal of strengthening line ministries. The KIDEP is in effect building up its own capacity to conduct community participation (at least as it might be understood by the planners). Furthermore, staff under KIDEP are taking on the responsibilities of line ministry staff rather than training these staff members to execute relevant activities. As one senior official pointed out, this is also very expensive in terms





of allowances paid out to regional and district staff to stay in villages and wards for extended periods.

The goal of "establishing monitoring procedures for the projects as well as discussing and agreeing upon performance indicators prior to implementation of activities, and giving training to the sectoral departments in developing such tools on their own" remains a viable strategy for KIDEP. Nevertheless, the current exercise has not utilised this strategy because, in the words of one planner, "there was pressure of time to produce plans for the donor planning cycle".

In the health sector, KIDEP seeks to strengthen "district outreach services and preventive measures, backed up by sustainable referral services". Health education and community participation in health development activities are important elements of this strategy. The training and equipping of VHWS and TBAs is part of this strategy. In the planning process so far deployed, it is not clear what role health workers have played in:-

- (a) helping villagers articulate their health priorities in line with primary health care strategies, and
- (b) bargaining with other sectors in KIDEP over the allocation of resources between all the sectors.

In recognition of the limited mandate of this Review Mission, its recommendations with respect to KIDEP planning procedures are confined to community participation in the water sector. In view of the current planning strategy in use, it is recommended that Community Participation should be developed under the leadership of Community Development Department rather than the building up of parallel capacities in CPHE, KIDEP, or anywhere else. This capacity in MAENDELEO can be part of KIDEP's stated planning strategy if the RCDO chairs a planning group (within the Regional Management Team) whose task is to develop community participation procedures for use in various development programmes. In the case of water supply, the Community Participation Planning Group can be strengthened by having a KIDEP planner, a MAJI officer, and a Health Officer as members. Plans from this group should be submitted to KIDEP for integration with plans from other sectors under the leadership of the Regional Planning Officer.

Similarly, health education strategies should be planned under a planning group chaired by the Regional Health Officer, with relevant departments being represented.

During implementation, community participation funds and resources should be deployed through the Community Development Department within the financial procedures developed under KIDEP. Those for health education should be channelled through AFYA once the plan has been passed by the relevant regional planning authorities (with technical support from KIDEP).



With such a re-orientation of KIDEP planning and integration approaches, it will not be necessary to second officers from line departments to either KIDEP or CPHE (this one will have been broken down into Community Participation and Health Education components to be managed under the leadership of relevant line departments). Furthermore, KIDEP would only retain Planning Secretariat and Financial Control functions without any implementation responsibilities. As a Planning Secretariat, it would also undertake monitoring activities in the implementation of water and sanitation programmes in the districts. Similarly, it would then be in a position to strengthen the capacity of district staff to plan, implement, and monitor activities in the water supply programme.

Within this framework of coordinating planning by KIDEP, its stated desire to strengthen districts can be achieved by using regional personnel in the provision of supportive supervision to district staff - whereby the districts' planning capacity would be integrated with the implementation of programmes rather than being a separate activity reserved for professional planners.

As KIDEP administration sees itself as leading a planning strategy whose role in the release of funds is to advise the RDD on the needs of districts within the new District Focus, the water programme should fit into the process with minimum problems. District plans prepared under the DWE's leadership and passed through the DED should be easily funded under the KIDEP approach.

The sentiment that too many staff are based at the regional level to be useful to a new district focus strategy needs to be assessed and a strategy formulated to increase districts' planning and management capacity. The team-building concept of KIDEP is the strategy seen as most promising for the integration of water into KIDEP activities.

### **3.4 Development structures**

The success of integration as proposed in KIDEP will to a large extent depend on how successfully existing development structures respond to this initiative. For the sake of understanding the possibilities offered for the integration of water into the development system, these structures are summarised below (see an overview in annex 5). In addition, important aspects of this system are summarised.



**STRUCTURE****COMPOSITION**

- Regional Dev. Ctee. - Chaired by the Regional Commissioner.  
- Regional and Districts' CCM Party Chairmen.  
- National Executive Committee Member representing the region.  
- District Councils' Chairmen  
- 2 Councillors from each District Council.  
- Regional Development Director (Secretary).  
- District Commissioners.  
- Members of Parliament.  
- District Executive Directors.  
- Regional Functional Officers (ex officio)
- KIDEP - Headed by the Regional Planning Officer.  
- Coordinator and Financial Controller.  
- Line department officers on secondment.  
- Planning officers.
- Regional Mgmt. Team - RDD as Chairman.  
- Regional Planning Officer (Secretary)  
- All sectoral heads.
- District Council - Councillors, each representing a ward.  
- District Commissioner.  
- Member (s) of Parliament in a district.  
- District Executive Director.  
- District functional officers (ex officio)
- District Dev. Ctee. - District Commissioner (Chairman)  
- District Administration Officer.  
- Member(s) of Parliament in a district.  
- Councillors.  
- District Executive Director.  
- Sectoral heads in a district.
- District Mgmt. Team - DED as chairman.  
- Sectoral heads in district.
- Ward Dev. Ctee. - Ward Secretary.  
- Sectoral assistants.  
- A ward Councillor.  
- Village Chairmen and Secretaries.  
- Ward Education Officer.
- Village Council - 23 elected members.
- Village Water Ctee. - 3 women and 3 men.
- UWT - Women's organisation affiliated to CCM.



## **IMPORTANT ASPECTS OF DEVELOPMENT COORDINATION**

### **Regional level coordination.**

The coordination of government and party programmes takes place under the Regional Commissioner.

The Regional Development Director is in charge of government development activities (assisted by four administrative departments to cover regional planning, regional administration, local government and finance; and twelve development sectors).

The integration of key sectors in the region is expected to take place under the Regional Planning Officer working through a KIDEP coordinator.

Sectoral heads constitute a Regional Management Team to oversee project management.

### **District level coordination.**

The District Development Committee brings together the District Commissioner (chairman), sectoral heads, members of parliament and CCM officials to coordinate project planning and implementation.

District Councils handle all rural development activities, with the chief executive being the District Executive Director.

All expenditures for district councils are sanctioned by the Regional Commissioner who oversees the work of the RDD and CCM. Those funds requested through the RC come directly to the District Councils.

Personnel for District Councils and the approval of funds for town/urban councils are handled through the Minister of Local Government.

Under the 1972 policy on decentralisation, sectors in the district were put under the District Councils. Many of the District Council officials (including the DEDs) are appointed and paid by the Local Government Services Commission - their link to central government.

The District Commissioner is assisted by a District Administrative Officer (who handles issues of security in the district) and the District Executive Director. Assistance is also available from a Treasurer and a Planning Office (with three sections covering Production, Economic services and Social services), as well as 12 development sectors.

Although there is a Divisional level below the district, this is weak, acting as a liaison mechanism between wards and districts.





### **Ward level coordination**

The Ward Secretary coordinates activities of village government, and supervises the sectoral assistants.

The Ward Sectoral Assistants are paid by District Councils and are technicians to assist programme implementation in the villages.

Each Ward has an elected councillor to represent it on the District Council.

### **Village level coordination**

A village comprises of 250-600 families.

Villagers elect a Village Council of 23, and this Council then sets up various committees, with five members each, to cover Finance and Planning, Social Services, Security, and Production. Village Councils are also empowered to set up sub-committees to handle issues deemed important for such a structure.

The Village Council and CCM branch have the same Chairman and Secretary to coordinate village development activities.

Some villages have a Village Health Worker and a Community Development Assistant to assist villages with technical issues. There might also be a Traditional Birth Attendant.

Where water programmes are run, there is a Village Water Committee, and for gravity schemes a Water Attendant. Water programmes are managed under a Water Fund.

## **4. PLANNING WITHIN THE SECTOR**

### **4.1 Initiation of water projects**

Projects for implementation under this programme have already been identified by the 1982 Regional Water Master Plan. Communities can nevertheless identify reliable sources of water, and these can be protected under the programme. In a few cases, information from people who know the area well has led to the modification of plans in the Water Master Plan, and community participation could in future be used to identify sites for water sources using local knowledge.

Discussions with representatives of UWT indicated that many women are very aware of the need for water to be available. The UWT



is mobilising women for a variety of development activities, including water supply. With a full-time salaried Secretariat, the UWT provides one potential mechanism for mobilising women to participate in the initiation of water supply projects.

One district CPHE team discussed a strategy with the Review Mission on possible ways of increasing its effectiveness through:

- the regional CPHE training the District CPHE (4 members), CDOs from MAENDELEO (3), UWT representatives, and the CCM Social Services Secretary. These cadres would become trainers for ward level staff.
- training Councillors, CDAs, Health Assistants, and Adult Education Coordinators to become trainers at village level sessions.
- training village government leaders, UWT representatives, and Water Committee members to mobilise communities.

This strategy would strengthen the work of relevant agencies involved in community participation. The CPHE had experienced problems with follow-up because it took a long time before its members could pay a second visit to a village.

Some village leaders expressed the view that the work of CPHE is hindered by the exclusion of local people from the team because it finds itself in the role of a stranger in every village. They recommended the inclusion of village leadership and councillors in the mobilisation teams.

Other leaders, in districts and wards, thought that information given in seminars is often too difficult for most participants, and visual aids might be more appropriate.

Within community participation, various agencies can be involved in the initiation, planning and implementation of the water programme. Below is an example of some agencies and the kind of activities they might be involved in.

For a decentralised planning process to take community participation on board, a flow of clear information is necessary from the higher levels. This information (planning guidelines) should be simple statements of targets set and the level of funding likely to be available for various activities. These tentative allocations of funds should be negotiated between the Regional officers involved in water (AFYA, MAJI and MAENDELEO) with mediation from the planning office (incorporating KIDEP). These allocations should be based on crude estimates of activities needed to implement the programme.

This information can then be passed down the planning hierarchy (scheme A below).

The flow of guidelines down the planning system should ensure that everyone involved understands the resource limitations and



what will be needed to obtain maximum benefits from available resources. The successful outcome of this process should see the formulation of project requests based on village priorities, and these can make their way up the system (scheme B below) so that competing priorities between different villages, wards and districts can be set on the basis of need.



## A. FLOW OF PLANNING GUIDELINES

Level	Institution/cadre	Role/activities
Regional	Reg. Water Engineer	Produce programme targets for use by AFYA, MAENDELEO and MAJI planning teams.  Explain targets to district MAJI staff.
	Reg. Management Team	Translate programme targets for district-level personnel.  Provide technical back-up to district personnel after this.
District	Dist. Executive Dir.	Brief both the District Council and the District Development Committee on programme targets and tentative budget.
	District Council	Discuss programme targets and tentative budgets; then ask the Councillors to take this information to the wards.
	Dist. Mgmt. Team	Provide technical back-up to ward technical team to facilitate support to the deliberations of the Ward Development Committee.
Ward	Councillor	Brief Ward Development Committee members on programme targets and what is expected from the villages.
Village	Chairman/Secretary	Call meetings of village assembly to discuss programme targets (and work with the Village Council to prepare a list of village priorities).
	Ward Technical Team	Be in attendance to brief village assembly and Village Council on each of the components covered by the targets from the district and ward.





## B. FLOW OF PROJECT REQUESTS AND BUDGETS

<b>Institution/cadre</b>	<b>Role/activities.</b>
Village Chairman/Sec.	Obtain village commitment on inputs (labour, materials, etc.)  Take village priorities to the Ward Development Committee.
Ward Dev. Committee	Discuss and decide on priorities between villages.
Ward Technical Team	Advise the Ward Development Committee when it sets priorities.
Ward Councillor	Take ward priorities to the District Council and defend them.
District Council	Consider plan from District Management Team and set priorities for the district (based on ward arguments and technical support from the District Mgmt. Team).
Dist. Mgmt. Team	Advise District Council when deciding on priorities between wards.  Cost priorities and provide the technical justification for projects.  Submit draft district water plan to District Development Committee for approval.  Give District Council feedback on any budgetary adjustments made by DDC on account of resource constraints.
District Dev. Ctee.	Approve priorities (between wards) which form the basis of a district water plan.
Regional Mgmt. Team	Review district water plan; request planning groups (AFYA, MAJI, or MAENDELEO) to revise a component in view of resource constraints.  Suggest priorities between districts.
Regional Dev. Cttee.	Set priorities between districts and approve water plans.



The approved water plans should contain all the details from submissions made by villages, wards and districts (hence each of these levels must submit the full inputs). The plans can then be disseminated for implementation.

The above set of guidelines on planning are rough, and would need detailed work to be put into effect within the water sector. (They can be expanded during the first year of their use).

#### 4.2 Setting priorities

Priorities in the water sector have been set in the Regional Water Master Plan. Within wards, priorities between villages are dependent on the capacity of a village to cope with the programme - demonstrated by the setting up of a Water Fund. Thus, the main considerations are financial (Water Fund) and technical (Regional Water Master Plan). It is not clear how changing needs and water coverage rates in the villages since 1982 when the Plan was prepared are being accommodated.

Some villages explained to the Review Mission that their participation in the water programme had been stimulated by district staff who had asked the villagers whether they wanted a water programme. In two villages, they had agreed to participate in the water programme, even if their priority would have been a dispensary, for fear that they would lose the money being offered for water.

A participatory process of deciding on needs using the best available information on construction costs, organisational requirements, and O&M costs has instead been recommended in this report.

#### 4.3 Resource allocation

The allocation of resources in the water supply programme is dependent on the priorities identified in the Regional Water Master Plan, and modified by each village's willingness to set up a Water Fund. Indicators using expenditures in various schemes (per capita, by type of water source, etc.) have not yet been produced.

One District has tried to produce some such indicators (see annex 4) for use in budgeting and allocating resources to different types of water schemes for communities. Examples of such indicators are:-

A protected spring can serve up to 3000 people (one such source visited by the team had so much water that the only limitation was the speed of filling water containers.)

A borehole serves 250 people.



A gravity scheme can serve up to 3 villages (7 500 people).

Transport costs vary widely depending on the district, but a working figure of TAS 60-75 per km. has been used in Kigoma Rural District. Such a figure can be used to allocate vehicle mileage to different departments once they indicate the level of activity needed in a given year to implement the water programme. Departments can then share the vehicle without the programme having to buy a vehicle for each department.

Kigoma Rural District has estimated the costs of construction using the Domestic Point as a way of comparing costs (see annex 4 for details). Per capita cost figures could also be worked out by relating the number of people served by each type of Domestic Point.

#### COST PER DOMESTIC POINT FROM KIGOMA RURAL DISTRICT, 1990

Water source	TAS 000s
Spring protection	190
Hand augered well	360
Shallow well	450
Gravity scheme	1550
Borehole	1800

These costs exclude community participation and are a measure of the level of investments needed under this programme. Although these figures are a sample based on averages worked out in one district, they give an indication of what kind of work needs to be done to produce planning figures (for assisting communities to make choices and for preparing budgets in the programme).

The district is also preparing figures on O&M costs, but they were not ready at the time this Review Mission visited the programme. Nevertheless, the Mission was informed that approximate costs for O&M are 2.5-4% of costs for gravity schemes, and 10% for boreholes (which would give an annual cost per Domestic Point of TAS 39-62 for gravity schemes and TAS 180 for boreholes). These figures are given to demonstrate the kind of analysis that is needed to develop planning tools for the water programme.

There is an attempt to improve the speed of implementation (which might influence costs by shortening a project's completion time since price changes are so rapid). Plans have been made to pay bonuses to those who meet their targets within MAJI - these targets have yet to be set.

While avoiding the setting up of too complex a monitoring system, there is need for a simple system that can yield information on how effective the programme has been in meeting community water needs.



## 5. CONSTRUCTION OF WATER INFRASTRUCTURE

### 5.1 Choice of technologies

The protection of springs has been found to be the cheapest type of technology (both from construction and O&M perspectives). These springs are nevertheless very far from homesteads, and they are not many. In one district, the spring protection programme has been extended into a 'mini gravity scheme' programme by providing 2-5 Domestic Points in a spring. These points are usually along the path followed by the spring so that people can continue to draw water from the old sites. Wherever this is technically feasible, it is highly recommended as a cheap and reliable source of safe water.

Although some interest has been shown in shallow wells, there are problems because villagers have been moved away from those areas with a high water table. Secondly, pumps for these wells are supplied from Morogoro, and this is an unreliable source. Breakdowns are another problem, one district had fitted four such pumps, but none was working during the review mission.

There was no information on the use of buckets in protected sources, and this might be investigated for suitability in areas where shallow wells are technically feasible. It might even be possible to promote bucket shallow wells in individual homesteads to minimise the risk of contamination.

Boreholes are being drilled, but they are relatively expensive because they rely on rigs that use imported inputs. The supply of pumps is unreliable (one district has 18 boreholes awaiting the arrival of pumps because old stocks were exhausted a year ago). The long tube in a borehole often experiences movement which leads to cracking (plastic), and many one-year old boreholes have been fitted with plastic stabilisers to reduce this problem. Pistons and pump cylinders are also wearing out, and spares are expensive and difficult to find.

Breakdowns of boreholes are frequent, and with the cost of spares and their unavailability, a village whose borehole breaks down often has to go for a long time before the services can be restored. In one village, a relatively new borehole has been out of action for over a month and will not be repaired until August 1991 when villagers expect to receive money from the sale of their produce.

Data from the O & M section on breakdowns in gravity schemes show that these schemes are highly reliable. 88% were operating at the beginning of 1990. Hand pumps are difficult to assess because not enough schemes are included in the records available to the Review Team.

Pumps are the critical element in shallow wells, deep wells and boreholes. It is recommended that the strategy of using these be dependent on the building up of a reliable national capacity





to produce a sturdy pump that can work with fewer breakdowns than the Morogoro one.

Gravity schemes have proved to be the main technology in the water supply programme. These schemes are reliable (one scheme built in 1985 has operated without any problems for these five years). The problems of gravity schemes are:-

- They require a lot of organisation in the community and extensive manual labour to build. It is women more than men who are burdened by these labour demands, and gravity schemes would require more mobilisation to motivate men.
- The investment costs are high (only a few can be built).
- Water coverage rates in districts from these schemes is low (few schemes).
- Attendants need training and support from district staff.
- Women are often excluded from the paid positions of Water Attendant on account of the argument that these attendants often have to be away from the village for long periods.

Some of the breakdowns associated with gravity water schemes are related to the use of wrong pipes (which burst under excess pressure), as well as the wearing out of valves and taps.

Motorised schemes had been provided in the region, but these first stopped working because the government could not maintain diesel supplies as originally promised. The pumps were then vandalised once they stood idle for some time, eventually becoming unworkable without completely refitting with new pumps.

Some of these old motorised schemes are being rehabilitated into both gravity schemes and protected springs, but they are sometimes proving to be nearly as expensive as new gravity schemes - the extent of breakdown being too extensive to allow any significant reductions in the cost.

It is recommended that communities be thoroughly prepared before a choice is made between various technological options. It may well be cheaper to provide a gravity scheme to a group of villages than given them all boreholes (the implied higher level of organisation to construct and maintain for gravity schemes should be a major consideration when making the choice).

## 5.2 Allocation of tasks

**Gravity schemes.** Tasks are divided between government and the communities as follows:-

Community.

- collect money and set up a Water Fund.



- dig trenches from water source to the storage tanks.
- deliver hand pipes and materials to builders.
- bring to site any local building materials.
- back fill the trenches after the pipes are laid.

Government (MAJI).

- initiate setting up of a Water Fund.
- send out a water quality testing team.
- undertake geological investigations.
- supply pipes, cement, bricks, taps, etc. for scheme.
- pay builders.

In these schemes, there is usually a site foreman, a plumber, two masons and one water attendant. For several of these projects, it was the site foreman who worked with the village government to organise community participation for the construction. For heavy construction work, villagers often chose to employ labourers rather than do it as a group. In the rainy season, communities are often too busy on their farms to participate in the water programme, and this should be taken into account when planning the construction phase (being one of the issues that cannot be planned without community involvement).

**Spring protection:** Communities identify their traditional water sources and provide the labour. MAJI provides cement, sand, and any piping needed.

**Shallow wells:** Communities provide labour for the digging; MAJI provides all the building materials and skilled labour to do the building.

**Boreholes:** In the construction of these, communities have no input, the whole process being contracted out to a drilling and construction team.

**Washing slabs:** These are constructed by communities under the supervision of the CPHE team (which provides cement, piping and sand). Communities provide labour. As these slabs are an important contribution to the reduction of women's labour, it is recommended that their construction be part of the cost of a water point rather than being treated as an extra item. In the community participatory process, the benefits of having washing slabs, as well as communities' obligations, should be explained thoroughly. Some of the slabs already built have been said to be inappropriate because they are flat and cannot hold the soapy water during the washing. Sufficient community dialogue on the design and demand for washing slabs is needed - some women pointed out that washing lines would be needed, while others thought the slabs were not practical because one had to wait around the water point until the clothes dried for fear of theft. These issues need further clarification with target communities.



## **6. OPERATION AND MAINTENANCE**

### **6.1 Division of responsibilities**

Most of the maintenance work on water schemes is undertaken by the villagers themselves, supported by the structure in districts and the region.

#### **6.1.1 Procedures and organisation**

Major breakdowns in gravity schemes and those affecting hand-pumps (shallow wells and boreholes) are expected to be rectified by MAJI personnel. Minor breakdowns are the responsibility of communities.

The problem facing this set up is particularly related to the poor definition of what constitutes a major or minor breakdown. Thus, although central government allocates TAS20 000 per year per borehole and TAS30 000 per year per gravity scheme to cover the major breakdowns, few schemes benefit from the allocation because there are no criteria.

It is recommended that using the costs of spare parts and estimated average rural incomes, a clear definition of major and minor breakdowns be made available to village, ward and district personnel and leadership. Procedures for requesting assistance for major breakdowns need to be formulated and disseminated. These tasks should be undertaken by the Regional MAJI office in collaboration with the district offices. Future training for water supply programme should cover these issues in detail.

#### **6.1.2 Salaried personnel**

During construction, some villagers participate in the scheme (usually gravity ones) and Village Councils tend to nominate one of these villagers to become the Water Attendant for the scheme. Attendants are paid by the community from the Water Fund. Although these attendants tend to be the best participants during construction, there is concern that no special effort has been made to draw women into these paid positions at the village level. It is recommended that an assessment of vocational training centres be undertaken so that ways of encouraging women to attend courses at these centres can be found.

MAJI has also supplied free bicycles to the Water Attendants as a form of incentive for these cadres to stay on in the programme even when they experience delays in receiving payment (some go for as long as one year without receiving their salary from the community).

#### **6.1.3 Community funding**

Community funding comes in two phases: during construction and



in the maintenance. Labour to construct is the main contribution communities make to the construction of water points. In consideration of communities, preventive maintenance (tightening bolts, greasing, inspection, campaign against vandalism, etc.) needs to be promoted in the villages. Furthermore, the provision of continuous water service requires a functioning Water Fund, and communities should be conscientised on the need to maintain the fund and pay the Water Attendant.

Communities could reap more benefits than just clean water for the investments made - by for instance undertaking gardening using excess water. For this to take place, MAJI staff need to identify schemes where there may be sufficient excess water for gardening, and make this information available to MAENDELEO staff with guidelines on what level of agricultural activity each scheme can support. It should then be up to village government to regulate the use of water in line with these guidelines.

Although there are no calculations to substantiate the size of community participation during construction, the programme works on a notional figure of 10% of the construction costs. It would be of interest to the community participation component to obtain more specific and accurate figures on this. The number of person days put into schemes in the past or currently can be noted and used to provide a more accurate figure for this, e.g.

Labour is commercially paid at TAS 200 per day, and one person can dig 2 metres a day (it of course varies according to type of ground) for a 1 metre trench in one scheme. Labour costs for this can be calculated using the length of the trench constructed by the community.

Similarly, materials supplied by communities during construction can be costed for existing schemes and added to the labour costs. Figures of community participation costs should be made available to all those persons and institutions engaged in mobilisation so that they can hold more meaningful planning dialogue with communities.

## **6.2 Tools and spares**

When MAJI Construction Section completes a scheme, it hands the scheme over to the community. The O&M Section then supplies spanners and spare parts to the Water Attendant.

Spares are mainly available from district MAJI offices, although a few can be bought in shops at much higher prices. There is concern that communities are spending a lot of their money and time in the procurement of these spares (in some instances sending all three signatories of the Water Fund to draw money in the towns to buy spares). Bus fares and allowances for those going to buy these spares are all depleting the Water Funds. It is recommended that alternative ways of distributing the spares be investigated (including the use of local shopkeepers and cooperative outlets). The option of setting up an expensive





network of MAJI stores in the wards or villages should be reviewed very carefully as the costs may in the end be passed on to the communities.

### 6.3 Training

The O&M Section in Maji has deployed an inspector and instructor to train village water attendants.

Although various discussions were held with personnel involved in the water programme, it is not clear what training is given to Village Water Committee members upon construction or any other time in the course of the year.

## 7. MONITORING

Within the framework outlined by the Water Master Plan for the region, projects under implementation are monitored for progress in construction (especially a follow-up of equipment and other materials utilisation). Some districts have also kept some records on the construction costs of some projects, but not in a systematic manner (except in Kigoma Rural where an attempt has been made to produce these figures as a way of monitoring the expenditure of funds - annex 4). Monitoring related to population coverage with water and sanitation services has not been done, making it difficult for the region to consider different options within the programme.

In the context of community participation, monitoring information is needed on prevalence of water-borne diseases, coverage of population with water services, unit costs for the construction of various water technologies, etc. This information can then be used to decide on priorities at the various planning levels, and to prepare budgeted plans by districts.

Monitoring of financial disbursements for various activities (construction, allowances, community mobilisation, spares, etc.) has not been done - making it very difficult for the Review Team to comment on whether communities are getting the best value for monies invested by government and by themselves (labour and materials).

The proposed programme by KIDEP to develop indicators for monitoring progress in projects under it should make significant contribution to the planning and implementation of this water programme.



## **8. CONCLUSIONS AND RECOMMENDATIONS**

### **8.1 MAJI Community Participation & Health Education Unit (CPHE)**

This review has addressed the two processes identified as important for the successful implementation of a rural water supply in Kigoma, (a) community participation, and (b) integration of gender issues. In so doing, it has considered the three channels available for community participation: (a) as a component within MAJI, (c) its integration into MAENDELEO, and (c) its incorporation into community structures set up to promote development.

The CHPHE Unit was constituted as a temporary structure to develop community participation procedures and health education strategies before their incorporation into MAENDELEO and AFYA respectively. In the course of its development, the CPHE Unit has become another component of implementing the water supply programme in MAJI. In this, the Unit has been very successful, both at the regional and district levels. However, the Unit has achieved little success in mobilising the government and democratically elected development structures (especially in the ward and village levels) for the programme. The CPHE Unit has therefore developed into a competent mobile social mobilisation unit for MAJI, but not for the critical institutions needed for successful community participation.

Having reviewed the complex interactions between agencies and individuals in the promotion of successful community participation, the Review Team has concluded that this process implies a careful division of responsibilities between key agencies and personnel available to support development projects in the region.

It is therefore recommended that the CPHE Unit be dissolved as part of a package to strengthen existing government and other institutions whose task it is to implement community participation. The CP component can be handed back to MAENDELEO, while HE is handed back to AFYA. Other elements of this package are outlined below.

### **8.2 MAENDELEO**

Although the lead government agency for the promotion of community participation is MAENDELEO, this department has not been actively involved in the programme. In view of resource constraints experienced by the department, the handing over of CP activities to it will require the provision of some resources. On the basis of targets set by MAJI for the Regional Water Programme, MAENDELEO should be expected to produce a Community Participation Plan (with resource estimates) to cover the Plan's implementation in the whole region.



It is further recommended that this plan be prepared by a working party drawn from the Regional Management Team and comprised of:

- Regional CDO as its leader.
- A planner
- AFYA representative.
- MAJI representative.

MAENDELEO should submit its draft plan for community participation in the water sector to this group for discussion and refinement. Once finalised, the draft plan should become one component of the water plan, although the flow of funds and resources for the component would be through MAENDELEO.

MAENDELEO staff would require orientation in the procedures implied by a community participation strategy that seeks to ensure that democratically-elected development structures oversee the setting of priorities, and that government officials are available to provide advice to communities during this process.

Elected representatives (councillors and village council members) should also receive some orientation of procedures for setting priorities and how to obtain help from the government extension system.

### **8.3 Kigoma Integrated Development Programme (KIDEP)**

KIDEP has embarked on a process of receiving village development priorities using a group of planners with officers seconded from line ministries. On the face of it, this looks like the beginnings of a mobile planning team very much along the lines of the CPHE Unit.

As KIDEP represents the most ambitious strategy for integrating various development activities, the review team recommends the integration of water planning into KIDEP. It is therefore hoped that this report will provide an important input into the January 1991 Logical Framework Approach workshop planned by the Region to discuss approaches for the integration of water supply programme into KIDEP.

Senior staff in KIDEP have in principle welcomed the proposed re-organisation of CPHE into the two line ministries, with the proviso that training will be conducted for all agencies and personnel with community participation responsibilities so that they can promote projects through existing structures without by-passing them for their own convenience.

Given the open-ended and multi-sectoral planning approach adopted by KIDEP, the Review Team expressed its concern that this will raise community hopes to far higher levels than available resources are able to meet. The current 'shopping list' of village priorities prepared by KIDEP has been without any ceilings on resources, and community participation might be



undermined when KIDEP is unable to meet these needs because the process of priority-setting has been separated from needs identification (creating the impression that KIDEP has unlimited resources). It is for this reason that the Team recommends the procedure of setting water programme targets first, followed by community participation within stated resource constraints and options.

KIDEP will have a critical role to play in the promotion of community participation by providing planning input into the work of MAENDELEO when the CP component of the water plan is prepared. KIDEP will in turn benefit from this process by way of:

- (a) developing a pool of planners with sectoral planning expertise so that the integration of projects and project components can be successfully tackled,
- (b) using inputs from different projects to strengthen each sector's capacity to implement those activities under its mandate, and
- (c) avoiding the possibility of building a planning team that is isolated from the sectors it is supposed to be supporting (however competent the team might become in undertaking planning on its own).

It is recommended that once this strengthening of sectoral planning capacity is undertaken within KIDEP, and MAENDELEO is built up to execute its mandate, the Community Development Officer currently seconded to KIDEP should return to MAENDELEO and work with the RCDO to produce a CP input into the water plan.

Although there was support expressed by senior regional staff for the community participation strategy developed here, there was concern that the next project review might reverse these recommendations in favour of the existing arrangements. It was therefore noted that both NORAD and the Government of Tanzania will need to consider these recommendations carefully and allow sufficient time for new institutional changes to develop and stabilise.

## **8.4 Annual Water Plans**

### **8.4.1 Leadership from MAJI**

Although the CPHE Unit under the proposed changes will no longer be part of MAJI, the ministry will remain responsible for overall planning in the water sector. The setting of targets to achieve defined coverage levels, the definition of activities needed to reach these targets, the production of unit costs needed to prepare realistic plans, and the preparation of annual and longer-term water plans will remain the responsibility of





MAJI.

A planner will need to be part of the team that prepares (under the leadership of the Regional Water Engineer) the planning guidelines for use by AFYA, MAENDELEO and MAJI to prepare their components of the water plans in the region.

MAJI will also retain the monitoring role, and a planner will again need to participate so that the water programme is able to remain within the integrated planning strategy currently being promoted in the region.

#### 8.4.2 The role of AFYA

Under the CPHE Unit, health education aspects of sanitation have been promoted by the holding of workshops on VIP construction. Some pilot VIPs have been put up at public places and some members of the community supported in the construction of VIPs at home by selling them slabs at the subsidised price of TAS 500. The Health Assistants in district CPHE teams have run training sessions on how VIPs are constructed. Village builders have also been trained in some districts with the idea that villagers will hire these builders to put up VIPs. This has not fully taken off in the community, and it should be intensified.

One member in a district CPHE team summed up their success in the sanitation programme by observing that: "theoretically we have built toilets in the villages".

The strategy to develop health education materials and strategies usable by communities and AFYA staff has been over-shadowed by the CPHE Unit's efforts in general social mobilisation. It is recommended that health education on sanitation aspects of water availability and use be developed and used during the mobilisation of communities to participate in the programme. The goal of having a toilet for each household should be promoted, with the possibility of this programme providing subsidised concrete slabs to individual households.

In the new proposed strategy, a small working group under the leadership of the RMO would prepare a health education plan to go into the water plan. This small group would again have representation from MAENDELEO, MAJI and the Regional Planning Office. As with CP, HE activities would be developed in line with targets provided by MAJI for the water sector in a given year/period. It is in the health education section that strategies should be proposed on how to use sanitation concerns to mobilise villages and wards for the water programme.

Funds for health education should be estimated during the plan preparation period, and channelled through AFYA. Such funds should cover the production of visual aids (posters especially) for use during mobilisation in the villages.



## 8.5 The setting of priorities within the programme

Priorities in the water sector are currently based on the 1982 Water Master Plan, with little revision in spite of changes in the country's population and economic status. There is concern that the current water development strategy is too slow to meet the requirements of safe water to most of the population, let alone bringing water to within 0.4 km. While there are discussions on the need to change the choice of technologies so that handpumps for wells and boreholes are included, there are strong arguments for a thorough and careful review of such a strategy. While such a change would reduce capital investments (by government and donors), it is likely to increase communities' investment due to the relatively higher operation and maintenance costs said to be associated with boreholes in this region.

It is recommended that several indicators be developed for use by communities and government to assess the choice of technologies in the water supply sector. Gravity schemes are perceived as more reliable as a source of water in the region, but if they were to remain the long-term preferred option, substantial funds would have to be provided from communities and the Tanzania government.

In order to meet the short-term goal of increasing safe water to a wider population in a relatively short-time, it is recommended that the spring protection programme be speeded up and made a top priority in the water sector. The practice of building protected springs with several Domestic Points is highly recommended (a form of mini-gravity schemes), and provides a compromise between sustainability and speed of implementation in this programme.

**Protected springs** with several DPs are recommended as a first-line target in the water programme.

**Shallow wells and tube wells** are recommended as a second-line target in the programme (construction costs are low, and the relatively small number of users per water point might lead to fewer breakdowns). This is subject to confirmation - MAJI should produce O&M costs for these water points.

The relatively expensive **borehole**, combined with higher O&M costs (more people use it and its depth has led to a cracking of the long plastic tube) makes it a less attractive option for communities.

Using unit costs for both boreholes and gravity schemes and relating them to sustainability, suitability and reliability, communities should be assisted in the selection of the right technology for a group of villages whenever possible. Communities should be offered the two basic choices;

either (a) choose to invest less of their time during construction and get boreholes (with the implied



higher O&M costs, frequent breakdowns leading to long periods when the community resorts to using the traditional protected sources which are far from the homesteads),

or

(b) choose to invest more of their time and money during the construction of gravity schemes (which might require several villages to cooperate - demanding higher inputs by way of organisation, labour, materials like stones and sand, and even money to buy inputs like cement and bricks), but benefit by getting a more reliable water supply programme that is relatively cheap to maintain.

These are the kind of issues that village and ward level personnel (government and leaders) need to be trained in so that they can assist communities make the right choice. The formulation of targets and other activities in the water programme should be oriented towards the implementation of this strategy for the provision of an appropriate water supply programme.

In the case of sanitation, the advantages of safe waste disposal need to be promoted through the leadership and government workers at village and ward levels. In particular, the choices should be outlined:

(a) an ordinary pit latrine which eliminates the risks of contaminating water sources, and cuts down on flies and unpleasant odours in the homestead;

or (b) the more expensive VIP which fully achieves all three goals. The nature of support (slabs, fly screens, etc.) that communities can receive from government and the conditions under which this support is provided needs to be fully spelt out in the programme.

## **8.6 Integration of gender issues into the programme**

The team recognises that successful community participation is a precondition for the effective integration of gender issues in the water programme (the majority of village residents are women, and they are more affected by water issues than men are).

In view of traditional practices where women are reluctant to speak out in public, the team recommends the holding of mobilisation sessions for women on their own so that they can be informed of the structures and strategies they can use to make the water programme more responsive to their needs. The use of UWT and any other women's organisations (groups, clubs, etc.) should be utilised for this, and MAENDELEO staff should be trained in this process. Other female extension workers at ward and district levels should be trained to become trainers



for this.

Secondly, it will be necessary to sensitise men on the need to make the water programme meet women's needs, and how labour demands on women and their social welfare are affected by the provision of safe water at reasonable distances. Councillors and village leadership should be trained in the mobilisation of men on gender awareness. Male workers at district and ward levels should be trained to become trainers for this process.

## 8.7 Training and other resources

Training and resource requirements for the realisation of these changes will mainly depend on the targets set for the water programme, and the kind of community participation and health education activities the attainment of these targets demands.

It will be up to the AFYA, MAENDELEO and MAJI senior staff, working with planners, to prepare equipment, transport, training, and other costs needed to implement the water supply programme in a given year.

In the most recent Joint Review of this project (TAN 055 Kigoma Water Programme), training needs were identified for:-

- regional community participation personnel "to become supervisors and trainers of trainers".
- district community participation staff "to work independently" within the strategy of promoting decentralisation.
- "technical staff at regional and district level in communication... and the consequences of the new water policy".

The same Review recommended the training of VHWS in AFYA, but there seems to be a shortage of these cadres. In one district visited in December 1990, there were less than five villages with these cadres, and the only training school (with a training capacity of 12 at a time) is not operating due to a shortage of funds.

This programme (VHW training) is important because it trains village level cadres who can promote water and sanitation related health education; and it provides one of the few salaried village positions for women. A detailed assessment and strategy to increase these cadres should be one of the first activity for AFYA within the new distribution of responsibilities.





## TERMS OF REFERENCE

## Community Participation and Health Education in the Kigoma Water Supply Programme: A Joint Review

## 1.0 BACKGROUND

Norway has provided support to the water supply sector in Kigoma since 1979. A new phase of the programme covering the period 1989-91, with a Norwegian contribution of NOK 33 million, has been approved, but it has been agreed that from next year the water supply and sanitation activities will be incorporated into the Kigoma Integrated Development Programme - KIDEP (in which community participation is intended to be an important element). At the latest annual Meeting of the Programme it was agreed that a joint review should be undertaken in autumn 1990, specifically concerned with community participation and health education (CPHE).

The most recent review of the project, carried out by a joint Norwegian-Tanzanian team in 1989, welcomed the efforts being made to involve the community more fully throughout the planning and implementation stages of water supply schemes, but identified a need to enhance this activity, stressing that this would require changes in the roles and attitudes of those responsible for the programme, and further strengthening of the capacity of the CPHE (community participation and health education) teams. The review also noted that health education should be given higher priority, as a complementary, and even preparatory, activity in the programme.

## 2.0 OBJECTIVES

The general objectives of the water supply programme are improved health, increased social welfare, and reduced workload for women.

The objective of this review is to assess current and proposed future community participation and health education activities in the programme, and to recommend measures to make these more effective.

## 3.0 SCOPE OF WORK

The Team shall review the relevant documentation in Norway and Tanzania, shall visit Kigoma for discussions with project personnel, and shall undertake the following tasks:

1. Assess how and to what extent the community is at present involved in initiating proposals for water supply schemes.
2. Assess how and to what extent the community is at present involved in planning, constructing, maintaining and operating water supply schemes.



3. Identify constraints limiting the effective involvement of the community in the programme. Here should be included an assessment of the approach currently being employed by the CPHE teams, and the adequacy of the resources of these teams - in terms of numbers of staff, training and experience - to carry out the task required of them.
4. Where changes in the CPHE activities have already been proposed at Regional level, these proposals should also be assessed.
5. Assess the methodology being used in hygiene education and the cooperation between the CPHE team and MOH staff at regional and district level.
6. Assess whether, and how, water supply could be used as an "entry point" for other community based initiatives under KIDEP.

On the basis of the foregoing, the team shall:

7. Recommend necessary changes in the institutional arrangements relating to the future regional and district CP and HE activities including the role of the CPHE teams.
8. Recommend necessary training needs.
9. Recommend necessary other resources, if any, required to enhance the effectiveness of the CP and HE activities.

In undertaking the above tasks, the Team should not assume that "the community" may be regarded as a homogeneous whole. Differences of gender or ethnic group, for example, may be of importance for an understanding of how community participation may be made effective in practice. In their work, the Team shall specifically address the question of gender by looking at the relationship between men and women in decision making, sharing of responsibilities and in work-load.

#### 4.0 IMPLEMENTATION

The Team will be composed as follows:

- NORAD: Ms. Vigdis Wathne, Senior Executive Officer, Health Division (Team Leader)  
Dr. Mungai Lenneiye, Consultant to NORAD, Zimbabwe
- Tanzania: Mr. Charles Igogo, Prime Minister Office  
Ms. Christine Warioba, Ministry of Community Dev.  
Women's Affairs & Children

The Team shall mobilize in Dar es Salaam on or about 3rd December 1990, and prepare draft findings for discussion in Tanzania before the Team member from Norway depart. The report of the Team shall be finalized by end-January 1991.



## ANNEX II

## WORKING PROGRAMME FOR THE REVIEW MISSION TEAM

DURATION 6 DAYS (5/12 - 11/12/90)

DATE	ACTIVITY	VENUE
5.12.90	Call at RDD's Office by the Review mission	RDD's Office
	Discussion & briefs	O&M Office
	Discussion & briefs	Construction Office
	Discussion & briefs	MNO's Office
	Discussion & briefs	KIDEP
	Discussion & briefs	RCDO's Office
	Field visit Gungu & Kibirizi spring protection	CCN Office Kibirizi & Gungu
	Field trip to Kasulu	Kasulu
	Brief discussion with DWE & CPHE Districts	DWE's Office
	Tea break	DWE's Office Relation Hotel
	Meet & discuss with District authorities DED, DEDO, DMO, UWT	At responsible Officers' Office
	Lunch	Relation Hotel
6.12.90	Trip to Kobondo	
	Short visit Mugombe	Mugombe Village
	Arrival	Kibondo
7.12.90	Call at DED's Office Brief discussion	Kibondo
	Visit water schemes Borehole, shallow well & spring protection	Biturana
	Visit a gravity scheme to be prepared by DWE and to meet village leaders and wards	Kigogo to be prepared by DWE Kibondo
	Visit village without water scheme	Ijaba
	Lunch	
	Brief discussion with DWE & CPHE district team	Maji
	Back to Kigoma	
8.12.90	Writing of preliminary report	Kibirizi
10.12.90	Discussion with RPLO, Planning Officers and KIDEP coordinator	RPLO
	Dinner	Railway Hotel
11.12.90	Meet & discussion with DWE Kigoma Rural	
	Summing up with Ag. RDD/Planning Unit	RDD
	Summing up with CPHE-Naji	Airport



## LIST OF PERSONS MET

KIGOMA REGIONAL OFFICES

J.K. Kileo	RDD
A.J. Abuya	RPLO
Mr. Muta	Planning Officer
Mr. Chijana	Planning Officer
Mrs. Thorsen	F.C.
Mr. Mshote	RCDO
Mr. Matisen	KIDEP Coordinator
C.M.W. Maheri	RWE
M.R. Mabula	CPHE
P. Kiliho	PP&P
Stanley Katiyahagira	Construction
Ahmed Kissala	O&M

KIGOMA RURAL DISTRICT

S. Kienzi	DWE
J. Eklund	Asst. DWE

KASULU DISTRICT

S.N. Cedrick	DWE
L.M. Shiliye	CCM (W)
A. Ndoliki	UWT Secretary
W. Waziri	CDO
A.S. Mashili	Ag DO
I.G. Masanja	Ag DED
H.J. Masika	Ass District Principal Secretary CCM
Peter D. Milali	Councillor Msambara Ward
Godfrey S. Shija	Health Assistant
Khalfan Rubelu	CPHE Coordinator - Maji Dept
Charles Nkankira	Health Officer DHO - Health Dept
Jovin Barongo	Community Dev. Tech IV - CDEV Dept

KIBONDO DISTRICT

Josephina Nanyura	CPHE - Kigoma region
Celina Ntingelegwa	Comm. Dev. Women Affairs & Children
P.S. Rulimbiye	UWT (W) Kibondo
Martin Juma	O&M (CPHE) Kibondo
J.P. Mtaki	CPHE - Kibondo
E.N. Bwimba	CPHE - Kibondo
Jackson Mutazomba	DWE - Kibondo
Ivar Dahlen	Ass DWE Kibondo
Representatives of Village Council for Bitwana & Water & Health Sub committee	
Representatives of Village Council of ITABA	





KIGOGO VILLAGE

Raphael Kahitina M.	Councillor Itaba Ward
Peter H. Mpagaze	Chairman Kigogo district
Fortunatus K. Kibiriti	Asst District Principal Secretary
Gerald Musule	Messenger - Maji
Juma H. Toyi	CCM Branch secretary Kibirizi

OTHERS

Maria Ibrahim	UWT, Regional Secretary
---------------	-------------------------



#### **Annex IV Construction unit costs from Kigoma Rural District**

- Tube well construction (10m. deep)
- Shallow well construction (4m.deep)
- Gravity schemes
- Bore holes.
- Construction costs (per Domestic Point).
- Completion reports.



TUBE WELL CONSTRUCTION: (10m deep)

	QTY	RATE	AMOUNT
<b>MATERIALS:</b>			
Cement	10 bags	1,500.00	15,000.00
Coarse aggregate	3 m <sup>3</sup>	3,000.00	9,000.00
Stones	2 m <sup>3</sup>	300.00	600.00
Sand	3 m <sup>3</sup>		
Timber, 1" x 6"	8 m	300.00	2,400.00
Wire nails, 1.5"	0.5 kg	400.00	200.00
Wire mesh	2 ea	1,500.00	3,000.00
Binding wire	4 m	20.00	80.00
Pump w/rising main 4" gs	1 ea	250,000.00	250,000.00
<b>EQUIPMENT:</b>			
Pan mortar	4 ea	2,000.00	8,000.00
Bucket	4 ea	3,300.00	13,200.00
Pick axe	4 ea	2,200.00	8,800.00
Spade	4 ea	2,200.00	8,800.00
Sisal rope	1 roll	1,500.00	1,500.00
Spirit level	1 ea	9,000.00	9,000.00
Carpenter saw	1 ea	1,200.00	1,200.00
Chisel	2 ea	1,200.00	2,400.00
Hammer	2 ea	2,500.00	5,000.00
<b>ALLOWANCE:</b>			
Night outs	30 days	10 x 1000.00	10,000.00
<b>TRANSPORT:</b>			
Light vehicles	90 km	50.00	4,500.00
Heavy vehilces	180 km	70.00	12,600.00
<b>TOTAL COST</b>			365,280.00



SHALLOW WELL CONSTRUCTION  
CONSTRUCTION COSTS FOR ONE WELL, H=4m

	QTY	RATE	AMOUNT
<b>MATERIALS:</b>			
Coarse aggregate	4 m <sup>3</sup>	3,000.00	12,000.00
Coarse aggregate (from lake)	6 m <sup>3</sup>		
Stones	3 m <sup>3</sup>	300.00	900.00
Sand	4 m <sup>3</sup>		
Concrete rings (Porous)	4 m	9,000.00	36,000.00
Concrete rings (tight)	4 ea	9,000.00	36,000.00
Cement	14 bags	1,500.00	21,000.00
Filter sheet	10 m	300.00	3,000.00
Timber, 1" x 6"	3 ea	900.00	2,700.00
Wire nail, 1.5"	0.5 kg	400.00	200.00
Wire mesh	8 ea	1,500.00	12,000.00
Binding wire	10 m	20.00	200.00
Pump	1 ea	153,000.00	153,000.00
<b>EQUIPMENT:</b>			
Pan mortar	4 ea	2,000.00	8,000.00
Bucket	4 ea	3,300.00	13,200.00
Pick axe	4 ea	2,200.00	8,800.00
Spade	4 ea	2,200.00	8,800.00
Sisal rope	1 roll	1,500.00	1,500.00
Spirit level	1 ea	9,000.00	9,000.00
Carpenter saw	1 ea	1,200.00	1,200.00
Chisel	2 ea	1,200.00	2,400.00
Hammer (6 kg)	1 ea	3,000.00	3,000.00
Hammer (2.5 kg)	1 ea	2,500.00	2,500.00
Panga	1 ea	600.00	600.00
<b>FUEL LUBRICANTS:</b>			
Jerry can	1 ea		





	QTY	RATE	AMOUNT
Grease	2 kg	300.00	600.00
Petrol	80 lt	160.00	12,800.00
Oil (5%)	4 lt	400.00	1,600.00
<b>ALLOWANCE:</b>			
Night outs	60	1,000.00	60,000.00
<b>TRANSPORT:</b>			
Light vehicles	160 km	50.00	8,000.00
Heavy vehilces	400 km	70.00	28,800.00
<b>TOTAL COST</b>			447,800.0 0



## GRAVITY SCHEMES

### (MGARAGANZA GROUP SCHEME)

-	POPULATION SERVED	:	7.500 p.e.
-	CONSTRUCTION PERIOD	:	2 years (1982-84)
-	DOMESTIC POINTS	:	27 no
-	TOTAL LENGTH	:	16.000 m
-	STORAGE TANKS	:	1 ea (V=100 m <sup>3</sup> )
-	TOTAL COST	:	(5,3000.00/= TAS 84) 41,900.00/= TAS 90
*	COST PR.M	:	2,620/= TAS 90
*	COST PR.DP	:	1,5500.00/= TAS 90
*	COST PR.CAPITA	:	5.590/= TAS 90

### BOREHOLES:

1	BOREHOLE (COMPLETE w/50 m RISING MAIN PUMP AND SLAB)	:	1,800,000/TAS
---	--	---	---------------



CONSTRUCTION COSTS

INVESTMENTS:

	COST/DP
1. SPRING PROTECTION	190,000.00
2. TUBE WELL (AUGERED)	360,000.00
3. SHALLOW WELL	450,000.00
4. GRAVITY SCHEME	1,550,000.00
5. BOREHOLE	1,800,000.00

The construction costs are costs experienced in Kigoma District and are worked out for internal use.

The costs will vary to some extent in the different districts mainly on account of transport costs.



COMPLETION REPORT:

SCHEME: BIMBO SHALLOW WELLS (3)  
VOTE: TAN 055 - 860.04 - WSD 432 - 115  
CONSTRUCTION: 20.02 - 15.09.1990  
ACTIVITY RESPONSIBLE: S. Kibila  
SITE FOREMAN: I. Baragamba

SCHEME INFORMATION:

SWN/1: Depth: 4.8m  
Depth water table: 2.4m  
SWN/2: Depth: 3.6m  
Depth water table: 2.7m  
SWN/3: Depth: 3.6m  
Depth water table: 1.5m

COSTS (3 SHALLOW WELLS):

	QTY	RATE	AMOUNT
<b>MATERIALS:</b>			
Coarse aggregate (Mazanga)	12 m <sup>3</sup>	3,000.00	36,000.00
Coarse aggregate (Ziwani)	18 m <sup>3</sup>		
Stones	9 m <sup>3</sup>	300.00	2,700.00
Sand	12 m <sup>3</sup>		
Cement	43 bags	1,500.00	64,500.00
Filter sheet	30 m <sup>3</sup>	300.00	90,900.00
Pumps	3 ea	153,000.00	459,000.00
Concrete rings (tight)	10 ea	9,000.00	90,000.00
Concrete rings (porous)	10 ea	9,000.00	90,000.00
Timber, 1" x 6"	9 ea	900.00	8,100.00
Wire nail, 1.5"	0.5 kg	450.00	225.00
Iron bars, 12mm	36 m	1,800.00	64,800.00
Wire mesh	24 ea	1,500.00	36,000.00
Binding wire	30 m	20.00	600.00
<b>EQUIPMENT:</b>			
Pan mortar	6 ea	2,000.00	8,000.00
Bucket	8 ea	3,300.00	26,400.00
Pick axe	4 ea	2,200.00	8,800.00
Spade	5 ea	2,200.00	11,000.00
Sisal rope	4 roll	1,500.00	6,000.00
Spirit level	1 ea	9,000.00	9,000.00





	QTY	RATE	AMOUNT
<b>TRANSPORT:</b>			
Light vehicle	1400 km	50.00	70,000.00
Heavy vehicle	2000 km	70.00	140,000.00
<b>ALLOWANCE:</b>	120 <sup>m</sup> / <sub>d</sub>	1,000.00	120,000.00
<b>TOTAL COST</b>			<b>1,155,500.00</b>
<b>COSTS PR. DP 190,000.00</b>			



	QTY	RATE	AMOUNT
Carpenter saw	1 ea	1,200.00	1,200.00
Chisel	2 ea	1,200.00	2,400.00
Hammer (6 kg)	2 ea	3,000.00	6,000.00
Hammer (2.5 kg)	1 ea	2,500.00	2,500.00
<b>FUEL/LUBRICANTS:</b>			
Jerry can	1 ea		
Grease	6 kg	300.00	1,800.00
Petrol	240 lt	160.00	34,400.00
D.L (5%)	12 lt	140.00	1,680.00
<b>TRANSPORT:</b>			
Light vehicle	480 km	50.00	24,000.00
Heavy vehicle	1160 km	70.00	81,200.00
<b>ALLOWANCE:</b>	180 <sup>2</sup> / <sub>a</sub>	1,000.00	180,000.00
<b>TOTAL COST</b>			1,347,205.00
<b>COSTS PR SH WELL:</b>			
360,000.00			



COMPLETION REPORT:

SCHEME: KINDAGA SPRING PROTECTIONS (2)  
VOTE: TAN 055 - 860.04 - WSD 433 - 105  
CONSTRUCTION: 15.02 - 15.09.1990  
ACTIVITY RESPONSIBLE: S. Kibila  
SITE FOREMAN: A. Kiomone

SCHEME INFORMATION:

SPRING PROTECTION NO. 1:

- Sprint protection
- Storage tank (m<sup>2</sup>, cm<sup>3</sup>) with DP
- Gravity pipes: 50mm PEP, PN.10, 670m
- 2 DP

SPRING PROTECTION NO. 2:

- Sprint protection
- Storage tank (m<sup>2</sup>, cm<sup>3</sup>) with OP
- Gravity pipes: 50mm PEP, PN.10, 553m
- 2 OP

COSTS (2 SPRING PROTECTION)

	QTY	RATE	AMOUNT
<b>MATERIALS:</b>			
Coarse aggregate	12 m <sup>3</sup>	3,000.00	36,000.00
Coarse aggregate	6 m <sup>3</sup>		
Stones	6 m <sup>3</sup>	300.00	1,800.00
Sand	9 m <sup>3</sup>		
Cement	45 bags	1,500.00	67,500.00
Iron bars, 12mm	60 m	1,800.00	108,000.00
50mm PEH, PN. 10	123 cm	360.00	442,000.00
Fittings		LS	50,000.00
Timber, 1" x 6"		900.00	5,400.00
Blocks	360 ea	100.00	36,000.00
Filter Sheet	12 m <sup>2</sup>	300.00	3,600.00
<b>EQUIPMENT:</b>			
Pan mortar	3 ea	2,000.00	6,000.00
Bucket	3 ea	3,300.00	9,900.00
Pick axe	8 ea	2,200.00	17,600.00
Spade	8 ea	2,200.00	17,600.00
Spirit level	2 ea	9,000.00	18,000.00
Carpenter saw	1 ea	1,200.00	1,200.00
Chisel	1 ea	1,200.00	1,200.00
Hammer (6 kg)	1 ea	2,500.00	2,500.00
Panga	2 ea	600.00	1,200.00



AN OUTLINE OF PEOPLES' PARTICIPATION IN INITIATION,  
PLANNING AND IMPLEMENTING RURAL DEVELOPMENT PROJECTS  
IN TANZANIA by Charles Igogo

## 1.0 INTRODUCTION

The question of involving people in the identification, planning and implementation of their own development plan is not a new one. In 1962, a year after independence the government created development committees at village, district and regional levels. These committees were charged with the responsibility of drawing plans and implementing those plans in their respective areas. The village development committees were autonomous and were expected to initiate and implement the village based projects such as dispensaries, schools, construction of shallow-wells, tree-nurseries, block farms, etc.

These early development committee did not function as expected due to a number of constraints. Some of the limiting factors were:

- High level of illiteracy prevailing in the rural areas by then.
- Centralized government administrative structure which operated from the headquarters in Dar es Salaam.
- The failure of the technocrats at district level to support the villagers.

## 2.0 THE ARUSHA DECLARATION OF 1967 AND THE PARTY GUIDELINES OF 1971

The Arusha Declaration of 1967 outlined the nation's ideology of socialism and self-reliance. The declaration placed emphasis on the people in villages to achieve the goal of self-reliance. The participation was viewed a vital strategy of bringing about rapid economic and social development in the rural areas.

The Party Guidelines of 1971 went further by stating clearly that people's participation in the decision making process was not development strategy but a revolutionary act. The people in villages were urged by the Party to make decisions on all matters affecting their lives without fear.

## 3.0 THE PERIOD BETWEEN 1967-1972

The period between 1967-1972 witnessed many changes which enhanced greatly peoples participation in the decision making process. some of these changes were the establishment of Ujamaa villages, the creation of Ministry of Regional Administration and Rural Development responsible for co-ordinating rural development programmes.





The approval of the Second Five Year Development Plan by the Parliament in July, 1969. The Five-year Plan emphasized the promotion of planning at village and ward-levels. Consequently the team of experts were formed in the regions to assist the villagers particularly those living in the Ujamaa villages to prepare sound development plans.

#### 4.0 DECENTRALIZATION ACT OF 1972

In 1972 by the Act of Parliament the government made a bold decision of decentralizing its administrative structure. The main objective of the decentralization policy was to give more power to the people by strengthening the local organs of participation. Under the move the local institutions, the village development committee and higher development committee at district and regional levels were given powers of planning and implementing their local plans without referring to Dar es Salaam. District and regional personnel were organized and categorized as rural management team under District and Regional Development Directors respectively. Each management team at both levels basically consisted of three staff: planning officer, personnel and financial controller who assisted the directors to supervise the performance of nine decentralized development ministries. The decentralized development ministries were: agriculture, livestock, land, communication, industries, education, health, water and natural resources.

The decentralized ministries were to be treated as part of the regional or district management team and their development activities were coordinated by the RDD or DDD as the case may be and not the Principal Secretaries. The decentralization policy of 1972 failed to deliver the goods to the people living in the villages as it clearly turned out to be just a transfer of power from the government headquarters in Dar es Salaam to the region and district headquarters.

#### 5.0 DEVOLUTION OF POWER 1982

In 1982 by the Act of Parliament the government re-established local government which was abolished in 1972. The Local Government Act of 1982 created and empowered district, town and city councils authorities to enact by laws to raise their own funds and to be responsible for planning and implementation of their local development plans. These councils consist of the elected members representing wards-"councillors", Members of Parliament in that area, the District Commissioner and the district functional officers ex-officio. The central government do provide grants to assist the local government authorities to meet most of their recurrent and development expenditures but the councils are still autonomous and retain the freedom to decide for themselves on what type of projects and expenditure they would like to make. The Regional Commissioners are the "proper" officers to the district councils in their respective regions assisted by the District Commissioners.



## 6.0 PLANNING SYSTEM AT REGIONAL LEVEL

- 6.1 The current position observed in the regions including Kigoma region is that almost all government supported and donors financed projects are initiated and planned by the district and region. Even in the cases where it is claimed that the original request had come from the villagers, villagers are not fully involved in the planning process which includes priority setting. This in principle is wrong and unacceptable.
- 6.2 The purpose of the changes and re-organizations mentioned in this paper was to ensure that planning of rural development projects starts from the grass-root and serves the people. It is the responsibility of District Management Team and ward technicians to ensure that the project ideas are sought from the people in villages and that the villagers are assisted in identifying their felt-needs. The project proposals from the villages are submitted and discussed at Ward Development Committee meetings before they are submitted to the District Development Committee. The members of Ward of Development Committee are: Ward Secretary, Ward Technicians, Village Chairmen, Councillor, Village Secretaries and Ward Education Officer. The main responsibility of the committee is to assign ward priorities before the approved village project proposal are submitted to the district council and finally to the district development committee. The district popular organs discuss, scrutinize and approve the submitted project proposals from the wards. Again it is the responsibility of the district management team to guide District Council and District Development Committee to decide upon the viability of the projects submitted and to check if they are consistent with district priorities. The approved district development plans which are to be funded by the government or donors are submitted to the Regional Development Committee for final approval. The Regional Management Team provide technical assistance to enable the Regional Development Committee to decide on the priorities of the region.



COMMUNITY PARTICIPATION IN SOCIO-ECONOMIC DEVELOPMENT AND THE  
INTEGRATION OF GENDER IN THE MAINSTREAM OF THE PLANNING PROCESS  
by Christine Warioba

---

1.0 Introduction: An Overview of the role of women in  
socio-economic development

The population of Tanzania is 23 million and its growth rate is high i.e. 2.8 per cent (1988 census). Agriculture is the main stay of the economy, it contributes about 50% of the GDP, over 75% of the export earnings and 90% of food consumed is produced in the country.

Women constitute 51.12% of the population of which 87% live in rural communities engaged with peasant agriculture producing both cash and food crops. They contribute about 75% of the labour force in food production. About 13 percent of the female population is employed in the formal employment sector. Women in both rural and urban settings are involved in the socio-economic development as producers, reproducers, home managers and community managers. However their potential talents are not fully utilized due to the level of technology they use in performing the various tasks. The technologies are traditional, time and energy consuming yet productivity remains low. The social support services have not been in a better position to serve the majority of the rural population.

Assessing from the activities they perform with such limited technological tools, limited social support services, low level of skills and the produce obtained from their work, there is a clear indication that women are a potential human resource group if and when properly developed and utilized, and have the potential of contributing and participating fully to the socio and economic development of this nation.

2.0 Government policies on the Integration of gender in  
the mainstream of the Planning process

The integration of women concerns in the mainstream of the planning process cannot be discussed in isolation from community participation. In this case we need to discuss Government policies which gear towards community participation before the integration of women concerns in the mainstream of the planning process.

The Arusha Declaration of 1967 is the blue print of all development policies which have been outlined in the country. This Declaration has four major principles, among them are:

- (a) The absence of exploitation of man by man. This emphasizes the principle that every able-bodied person must work for



one's well being and for the development of the society.

- (b) Democracy - the right for workers and peasants to choose their leaders, participation in decision making and implementation of development projects and programmes.

For easy translation and implementation of the Arusha Declaration sectoral policies were developed and each ministry was responsible to coordinate and oversee that its policy was being implemented. Sector policies to mention only a few include the national Agricultural Policy, the National Water Policy, the Health policy, the Education policy, etc. All sectoral policies are urging for people community participation and that people should be involved in decision making, planning, implementation and evaluation of projects/programmes aimed to improve their own development.

Community participation is the voluntary involvement of people in making and implementing all major decisions directly affecting their lives. 'Voluntary' means that participation cannot be imposed. It is based on willingness of all parties concerned to solve problems together. 'Major' means participation is not practical and useful when trivial decisions need to be made; 'directly' means that participation is not useful and practical when decisions are required on matters that are remote from people's daily lives.

Participation is a human right and as such an end in itself. People have the right and duty to participate in the planning, implementation and management of projects which concern their lives; hence is a means to improve project results. If people participate in the execution of projects by contributing their combined resources (know-how, labour, ingenuity and skills), the results will respond better to the needs and priorities of communities.

Community Participation in development programmes stimulates people to seek participation in other spheres of life. Participation builds up the spirit of and capacity for self-reliance and co-operation in communities. It is a learning process by which people become capable of dealing actively with their problems. It leads to social and political stability.

Communities consist of the male and female gender. The social relations between these genders differ based on the different roles they play at the household and community level. If planning has to succeed the female gender must be involved in the decision making process and the planning process has to be gender aware. It has to develop the capacity of an integrative approach which takes account of women's particular requirements. The rationale for gender planning focuses specifically on how to solve practical gender needs.





### 3.0 Women in Development policy and the Integration of gender in the Planning process

A draft of the Women in Development Policy in Tanzania has been prepared by the Government and submitted to the Party, Chama Cha Mapinduzi, for approval. The policy has prioritized five major areas which hinder women's full contribution and participation in the political, social and economic development as:-

- (a) Heavy workload due to using inefficient technological tools, lack of social support measures within reasonable reach.
- (b) Lack of education and skills to enable women to participate effectively and efficiently in their daily activities.
- (c) Low level of economic status due to lack of resources e.g. capital, land ownership, credit facilities, etc.
- (d) Low level of participation of women in policy and decision making positions at all levels.
- (e) Lack of gender disaggregated statistical data which indicate the contribution of women in the socio-economic development.

The WID policy is multisectoral. In order to remove the obstacles which hinder the effective and efficient participation of women in the socio-economic development, the policy has outlined a programme of implementation and has mentioned parties concerned in solving the problems above. In this respect, the communities, all ministries, parastatal organisations, the private sector, non-governmental organisations and the international community have a major role to play in the sectors they are responsible for/or support. The Ministry of Community Development, Women's Affairs and Children, which is responsible for its implementation, will work closely with all the above mentioned to give direction and make proper co-ordination on the implementation of the policy so that the objectives are achieved. Priority areas to be addressed will be as follows:-

- (a) Reducing women's heavy workload through facilitation of procurement of appropriate technologies which will give rise to increase productivity and improve health conditions.
- (b) Develop gender sensitive education and programmes and provide education and skills which will enable women improve their working abilities. It also calls for increased training opportunities in male stereotype traditional jobs.
- (c) Provide credit facilities to enable women to purchase and acquire appropriate technologies and enable them to raise their economic status.



- (d) Increase the participation of women in decision making process, leadership and managerial skills.
- (e) To have gender disaggregated data which will indicate the contribution of women and men in the socio-economic development.

To implement the above programme and achieve the objective that women should be full contributors and participants in the socio-economic development as well as full beneficiaries of the benefits attained, women's concerns should be mainstreamed in the national policies, plans, programmes. This means that at the macro-level policies, plans and programmes must be gender sensitive and at the micro-level projects should be gender sensitive too. Policy and decision makers, planners, resource allocators and implementers at all levels must be gender aware when planning and implementing for the communities. They should always take a concern that men and women have different roles to play at the household and community levels and that women will readily participate in programmes and projects which aim at solving their practical gender needs. Hence, strategies devised to implement the policy objectives should have a bottom-up approach involving the community as much as possible and women in particular to better understand the real situation in the communities as regards the gender needs, resources available within the communities, and what type of plans and projects can be drawn to solve the gender needs.

The Community Development Workers with communication skills should be utilised fully as far as community participation is concerned. They need to be equipped with gender awareness and gender planning skills to make them integrate gender issues in the socio-economic development.

Apart from the integration process deliberate efforts must be made to ensure that women are beneficiaries and fully participants of these programmes. Targets must be set to ensure that participation of women is achieved. The integration of women in the water sector can be raised with setting targets to increase employment opportunities to female water attendants, in the construction unit, drivers, O&M, mechanics. Targets can be set as it has been done in the water committees where women constitute 50% and men 50%. After setting the targets for the participation of women in the water sector, training programmes should be developed.



## SELECTED BIBLIOGRAPHY

- Per Lunden - COMMUNITY DEVELOPMENT IN KIGOMA - A study of the Community Development Department in Kigoma Region - March 1989.
- Sigrun Møgedal - COMMUNITY PARTICIPATION FOR HEALTH AND DEVELOPMENT - RUDEP Rukwa TANZANIA - April 1989.
- Caroline O.N. Moser - WORLD DEVELOPMENT VOL. 17, NO. 11. PP.1779-1825, 1989 - Gender Planning in the Third World: Meeting Practical and Strategic Gender Needs.
- Per Lunden - REPORT ON COMMUNITY PARTICIPATION AND HEALTH EDUCATION (CPHE) ACTIVITIES IN WATER DEPARTMENT, KIGOMA REGION - 5 June 1990.
- United Republic of Tanzania, Ministry of Water - KIGOMA REGION WATER DEVELOPMENT - 2nd Union Five-Years Plan 1989/90-1993/94.
- Kjell Havnevik, Mary Kabelele, Jon Lomøy, Kristi Anne Stølen - FEASIBILITY STUDY OF A POSSIBLE RURAL DEVELOPMENT PROGRAMME, KIGOMA REGION - October 1987
- WHO Collaboration Centre - IRC International Water and Sanitation Centre 1988.
- Janne Lexow, Else Skjønsberg - EVALUATION REPORT 6.88 - GOOD AID FOR WOMEN? - February 1989.
- UNDP - Taking the Pulse for Community Management in Water and Sanitation - PROWESS - September 1990
- United Republic of Tanzania/The Kingdom of Norway - Joint Review of TAN 055 Kigoma Water Programme - February 1990
- United Republic of Tanzania, "Sera ya wanawake katika maendeleo - Tanzania", MAENDELEO, August 1988.
- United Republic of Tanzania, Ministry of Water - STUDY OF COMMUNITY PARTICIPATION APPROACHES IN RURAL WATER SUPPLY AND SANITATION SECTOR IN TANZANIA - March 1990.
- Mona Gleditsch, Jon Lomøy, Ophelia Mascarenhas, Knut Samset - TAN 055 REVIEW OF THE COMMUNITY PARTICIPATION AND HEALTH EDUCATION PROJECTS IN RUKWA AND KIGOMA - October 1986.
- Erik Nordberg, Uno Winblad - ENVIRONMENTAL HYGIENE IN SIDA-SUPPORTED PROGRAMMES IN AFRICA - Review and Recommendation - February 1990.



Bjorn Brandberg, Keziah Mwandemani, Issa Musoke, Hans Knut  
Otterstad - HEALTH SECTOR REVIEW RUKWA - 15 September  
1989.

KIDEP (1990) "Agreed minutes from 1st Annual Meeting of Kigoma  
Integrated Rural Development Programme (KIDEP)", Kigoma,  
16 March 1990.

Extract from a KIDEP document "t. Strategy and organizational  
structure of the Community Development Department".

TAN 055 "Agreed Minutes from the 1st Annual Meeting in the  
Water Supply Programme, Kigoma, 26 June 1990.

Nyerere, J.K. Freedom and Socialism, Oxford University Press  
(1968)

URT: The Agricultural Policy of Tanzania Ministry of  
Agriculture, 1983

URT: The Situation of Women in Tanzania, Ministry of  
Community Development, Culture, Youth and  
Sports, 1988











