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# HESAWA

Health through Sanitation and Water

Mid-term Evaluation 1996



Evaluation Report

The Hague, December 1996  
IRC and NETWAS

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## Health through Sanitation and Water

Sida-supported programme in Mwanza, Kagera and Mara region,  
Tanzania

### Mid-term Evaluation 1996

#### Evaluation Report

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## ACKNOWLEDGEMENTS

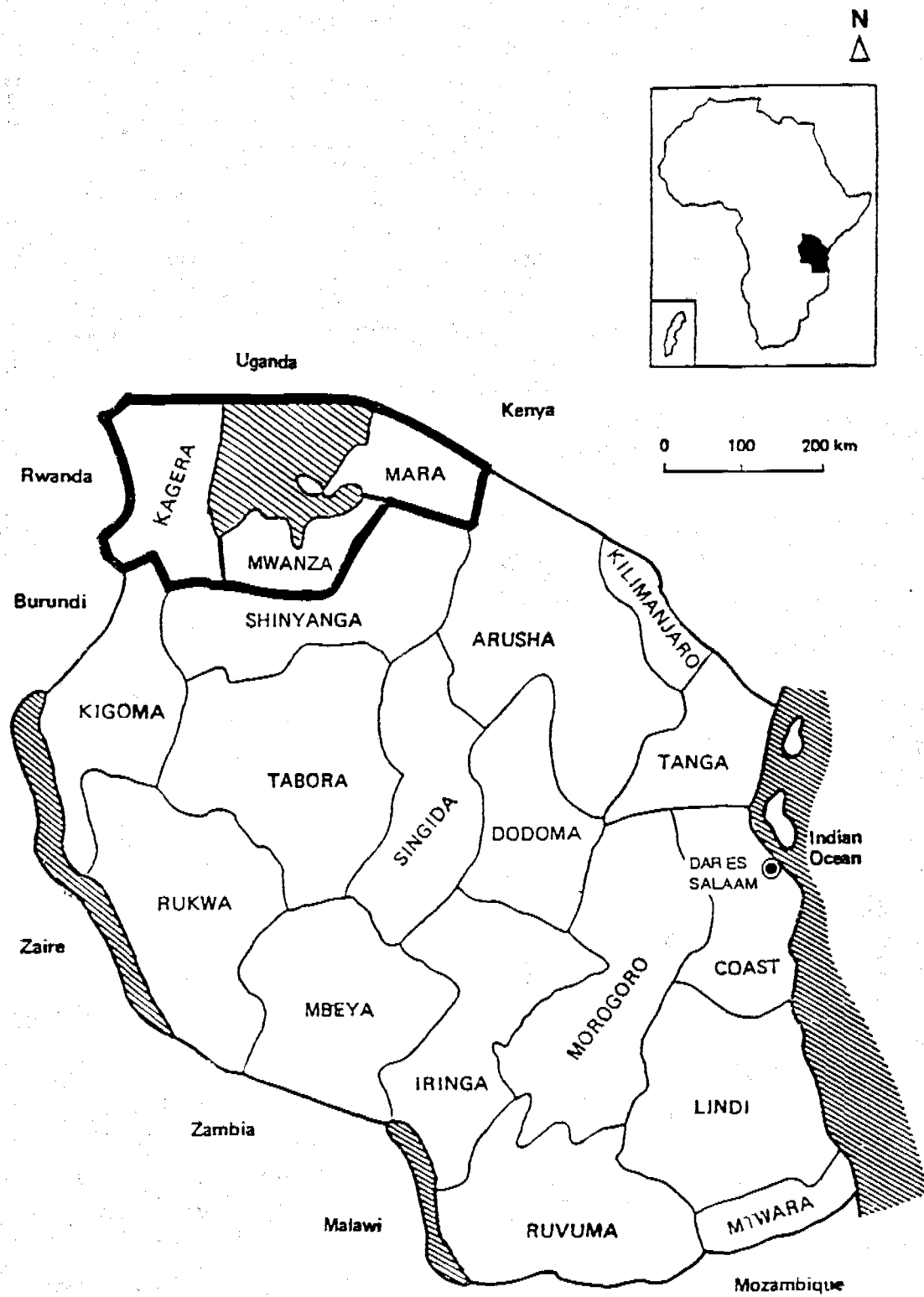
An evaluation with such an intensive character as the HESAWA Evaluation 1996, can only be successful if Programme staff are very committed. The evaluation team would like to express their thanks to all those involved for devoting their time and energy to make the evaluation possible in the time set by Sida. Particular thanks are due to the HESAWA Management, the Sida adviser, the Programme staff in the zonal, regional and district offices, and the consultants, for the support provided to the team, and for their openness and creative ideas for the future of the HESAWA Programme expressed in the District workshops. A very large number of community members spent much time to discuss with the team and show them their facilities, this is greatly acknowledged.

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## ABBREVIATIONS AND ACRONYMS USED

HESAWA	Health through Water and Sanitation
HRD	Human Resources Development
NETWAS	Network for Water and Sanitation
SWOT	Success, Weaknesses, Opportunities, Threats (Workshop methodologies)
TBA	Traditional Birth Attendants
VHW	Village Health Workers
DED	District Executive Director
DWE	District Water Engineer
DCDO	District Community Development Officer
DHO	District Health Officer
DT	District Treasurer
DHC	District HESAWA Coordinator
DPA	District Promotion Advisor
O&M	Operation and Maintenance
LFA	Logical Framework Analysis
CDA	Community Development Assistant
HA	Health Assistant
PRA	Participatory Rural Appraisal
VHC	Village HESAWA Committee
VG	Village Government
Tsh	Tanzanian Shilling
SEK	Swedish Kroner
VIP	Ventilated Improved Pit Latrine





TANZANIA - ADMINISTRATIVE BOUNDARIES (REGIONS)

## 0. EXECUTIVE SUMMARY

The Sida-supported HESAWA Programme in the three Lake regions in Tanzania was evaluated in the period 25 September to 16 October 1996 by a team composed of staff from IRC International Water and Sanitation Centre, The Netherlands, and NETWAS, Kenya.

The focal points for the evaluation were: progress and achievements; follow-up to recommendations of 1992 Evaluation and 1995 Agreed Minutes; HESAWA concept at village level; sustainability of HESAWA interventions; HRD; district councils and decentralisation; environmental impact; and internal and external risks.

The Evaluation Team had discussions at zonal and regional offices, had participatory SWOT workshops in nine districts, and focus group discussions and observations in 19 villages.

The HESAWA Programme made a major change towards sustainability and decentralisation with the start of Phase III in 1994, following the recommendations of the 1992 Evaluation. The Plan-of-Action provides a good framework.

Progress is good and physical achievements have increased compared to the previous phases. Household latrination is gaining momentum although the coverage with improved latrines over the three regions remains very low, and other strategies are needed. The output of water supply systems meets the target, resulting in increase in coverage, although the estimated portion of non-functioning systems remains at some 30%.

Good progress is also achieved in merging the Programme in the decentralised government system; integrating the Programme in all districts (except Mwanza Municipality); decentralising the planning, management and accounting of HESAWA activities to the districts; commendable development in HESAWA concept using the School Health Package and the PRA for village planning; the gender awareness efforts; introducing management of water systems by end-users; capacity building at district and village level for continuation of the HESAWA approach and the sustainability of the water and sanitation systems, and also capacity building on new methodologies (LFA, PRA) and specific skills (e.g. accounting).

Although good progress on many Programme items was made, the impression remains that the cost-efficiency and effectiveness could be much improved. A lion's share of the budget remains under the direct control of the zonal office and a large proportion is utilised by the zonal and regional offices.

The HESAWA concept is well known in the villages. The new approaches of school health and PRA contributed to this. It is not fully clear to what extent villagers have a real choice in the water and sanitation technologies. A wider range could be presented. Surveys and siting of wells need urgent attention for improved reliability and accessibility. O&M costs are within the affordability of most villagers, but replacement cost may jeopardise the continuation of the technology, particularly the

water lifting part. HESAWA committees need training on financial management and accountability.

Latrinsation is a well-developing Programme element. It must be based on awareness of the families and not on force or conditionality for water supply improvements. Effective strategies for a multiplying effect have to be identified to achieve significant coverage figures, now only 1%. Upgrading approaches may have great potential.

Gender awareness could be more related to water and sanitation activities. Women and men can participate in very specific planning and management activities.

The sustainability of water systems was tested in phased-out villages. HESAWA committees had become weak or had dissolved. General and financial management were poor while hardly any repair capacity (i.e. pump mechanic) was present. The district teams did not visit these phased-out villages anymore. This practice is to be reviewed; 'old' villages need structured advice and guidance on organisational, technical and managerial issues, including on the new approach to have management at the lowest possible level: the end-users.

The Programme really failed to sufficiently address two issues critical for sustainability: repair capacities in/near villages; and availability of spare parts. Immediate action is recommended including training of private ward pump mechanics next to the water point caretaker/attendant with repair skills. The Mwanza-based handpump supplier need to be pressurised to set up a spares distribution network as a basic after-sales service.

The impression that the Programme favours shallow wells with handpumps (MAJI bias) could not be removed. As in the future villagers may have to pay the investment cost themselves, a range of more affordable water lifting devices and well protection is to be introduced soon, using world-wide experiences. Significant cost reductions in well construction are expected feasible and need to be identified.

HRD activities are well appreciated at all levels and more was requested. The effectiveness is below satisfaction. At district level, follow-up structures based on learning from experiences and adapted application need to be introduced. For HRD at village level and for technical district staff, the training should be more practical, performance-oriented. Clear hygiene behaviour messages for motivation and real changes need to be included in all training for school screening, VHWS, TBAs, HAs, CDAs, etc.

The decentralisation of HESAWA activities faces some risks for sustainability: financial, manpower and logistic resources are or will become limited when Sida stops funding HESAWA. This demands drastic changes in approach. District staff indicated (as in PoA) that the private sector takes over the construction of village water and sanitation systems, well before 2002. Therefore, the Programme should gradually transfer this task to village fundis and district contractors, starting as soon as possible to transfer the task fully by July 1998, the start of Phase IV. This implies that the Programme supports and advises the private sector to take on this task in a sustainable way. The transfer of construction to the village/district private sector supports the

need for introduction of simpler, and more affordable and sustainable, water supply technologies and water lifting options.

The district HESAWA Teams will continue with the promotion, capacity building, hygiene education, and monitoring of functionality, utilisation and behavioural change.

Monitoring systems as indicated above do not exist; these need urgently to be developed, as they will assist strategy development, planning, management and follow-up support. Monitoring of implementation progress, and on functionality and utilisation is also to be done by the water committees for their own purposes.

The HESAWA advisory structures have to be adapted to the decentralised structure, and based on the demand of the districts. Consultants should advise and support capacity building, but not implement. They are better posted at the regional level to work for one or more districts. The number of Advisors-to-the -Districts can be reduced. Consultants on substance (Health, HRD etc.) should be in the regions and not at zonal level. The zonal level, having some 70% of the total consultant's staff (including support staff), may want reduce its staffing to functions related to Programme co-ordination, financial disbursement, and financial control tasks only.

Concluding, the HESAWA Programme has made good overall progress but much is still to be done to make the Programme more effective, to make village water and sanitation systems sustainable, and to build a bridge to a sustainable and replicable district and village HESAWA Programme beyond 2002. Strong involvement of the private sector is one of the fundamental pillars of this bridge.

## 1. INTRODUCTION

The HESAWA (Health through Sanitation and Water) programme was started in 1985 and operates in Kagera, Mara and Mwanza regions of Tanzania bordering Lake Victoria. It is currently in its third phase, covered by a specific agreement between the Governments of Tanzania and Sweden (1994-1998). This mid-term evaluation of Phase III, as stated in its Terms of Reference:

*...is considered an important exercise within the context of phasing out external assistance and making a satisfactory transition from a heavily-subsidised programme to a sustainable consumer-driven programme based on self-reliance.*

The major issues on which the evaluation focused were the progress and achievements; follow-up actions to evaluation recommendations of 1992 and Agreed Minutes 1995; the HESAWA concept at village level; gender aspects; sustainability of HESAWA interventions; HRD; roles of district councils and the prospects of the decentralisation; and HESAWA-related environmental issues. (see Terms of Reference, Appendix 1). The evaluation was conducted from 25 September to 16 October 1996 by a team from the IRC International Water and Sanitation Centre, The Hague, The Netherlands, and NETWAS (Network for Water and Sanitation), Nairobi, Kenya.

The evaluation sought to emulate the participatory spirit of the HESAWA programme itself. The team, composed of two members from IRC and two from NETWAS, visited in the three regions 9 districts (three per region) and 19 villages. (The list of visited villages with the HESAWA interventions is attached as Appendix 2) Most of the villages had been pre-selected to include those phased-out, previously un-integrated in the programme, ongoing villages and new villages recently involved in the new promotion programme. The plan of the mission consisted basically of four activities:

- In the districts, the team conducted SWOT (successes, weaknesses, opportunities, threats) exercises with small groups from district departments<sup>1</sup> and HESAWA programme staff. These exercises focused largely on sustainability and decentralisation. A summary of the SWOT methodology is given in Appendix 3.
- In the villages, one member of the team had an interview with the HESAWA committees, village government and visited HESAWA intervention sites. Another team member, in the same village: (a) interviewed TBAs, VHWs, fundis, ward staff, (b) held semi-structured discussions with small groups of users and (c) met with men and women in their households, also examining hygiene and sanitary conditions.
- Discussions were held with staff at Zonal and Regional levels.
- HESAWA Programme documentation and progress reports were reviewed.

The detailed programme of the Evaluation Mission is added as Appendix 4, and the list of people met during the Mission as Appendix 5.

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<sup>1</sup> District Departmental staff usually included those involved in the HESAWA Programme: DED, DWE, DCDO, DHO, DT, the HESAWA Programme staff usually included the DHC, DPA, DHESAWA Accountant, HESAWA Storekeeper.

Because a limited number of villages were visited, it was not always possible to draw tested, binding conclusions. However, the team approached its task from two points of view. First, discussions in six of the 14 districts provided insights which seem valid (for example: spare parts are not available in several districts). Secondly, the in-depth visits to a relatively small sample of villages, were organised like a double-sample (quality control) exercise. Having defined a set of principles for the HESAWA programme, evidence was sought regarding adherence to these in each village (for example: Were users involved in decision-making about site selection? Are water supply systems functioning?). The village visits provided rich information. Thus, it is also suggested that district HESAWA staff take time during each visit to a village to discuss problems and successes with Village Government, HESAWA committees and caretakers/mechanics, to visit some households, examine household sanitation, and/or discuss with users at the water supply systems.

Near the end of the evaluation, on 14 October, the mission organised a workshop with HESAWA Zonal staff and colleagues from the districts which were and were not visited. The purpose of the one-day meeting was to examine critically the preliminary findings, conclusions and recommendations deriving from the evaluation. The mission is thankful for the useful comments which were made during this workshop.

## 2. ACHIEVEMENTS AND PROGRESS IN PHASE III

### 2.1 Overall Progress made

The progress in physical implementation of systems and capacity development are the best measurable outputs of the HESAWA Programme. The quantitative achievement since the start of the Programme in 1985 are given in Table 1. Table 2 focuses on the last two years 1995/95 and 1995/96 which mark the beginning of Phase III.

Table 1: HESAWA Progress Implementation Statistics Water 1985/86 - 1995/96

REGION	HD	DW	MD	REH	PN	PR	DPs	ITWS	RHH	RI	WJ
<b>KAGERA TOTAL</b>	233	200	116	39	27	4	894	365	125	49	475
<b>MWANZA TOTAL</b>	0	1333	146	322	3	1	38	346	9	41	181
<b>MARA TOTAL</b>	0	509	36	8	10	2	157	343	5	22	250
<b>GRAND TOTAL</b>	233	2042	298	369	40	7	1089	1054	139	112	906

HD=Hand-drilled; DW=Dug well; MD=Machine-drilled; REH=rehabilitated well; PN= Piped supplies New; PR= Piped Supplies Rehabilitated; DP=Domestic Point; ITWS=Improved Traditional Water Sources; RHH=Rainwater Harvesting at household; RI=Rainwater at institutional level; WJ=water jar

The total number of water supply systems constructed would theoretically supply some 1,300,000 people in the three regions assuming that all systems function<sup>2</sup>. Effectively, the number of people supplied would be some 900,000 or about 18% of the total estimated of 5 million people in the three regions. In the 1992 Evaluation, the overall (not effective) coverage was 20%, assuming that all systems function and are being used by 25% more people than the design figure of 250 (because of the incomplete coverage), and excluding the urban population. Applying the same assumptions, the coverage would be some 35%. An increase of some 15% compared to the findings of the 1992 Evaluation.

<sup>2</sup> A total of 5085 community water supplies would (if functional) theoretically be able to supply water to  $5085 * 250 = 1,271,250$  people. The ineffective coverage due to breakdown, dried-up wells etc. may represent 30% or some 380,000 people, giving a number of about 900,000 people are reached. The individual household systems (rainwater systems and jars ( amounting to 1045 units) could provide water to some extra 6500 people (assumed 6 members per household).

Table 2: HESAWA Progress Implementation Statistics Sanitation and HRD 1985/86 - 1995/96

REGION	LI	LHH	VHW	TBA	WDP	VF	PA	PM	WS
<b>KAGERA TOTAL</b>	105	2853	412	37	1067	423	2	6	0
<b>MWANZA TOTAL</b>	230	4679	570	301	2384	753	258	41	70
<b>MARA TOTAL</b>	141	1551	342	212	702	294	11	23	28
<b>GRAND TOTAL</b>	476	9083	1324	550	4153	1470	271	70	98

LI=Institutional latrines; LHH=Household latrines; VHW=Village Health Worker; TBA=Traditional Birth Attendant; WDP=Well/Domestic Point Caretaker VF=Village Fundi; PA=Pump attendant; PM=Pump mechanic; WS= Washing slabs

The coverage of improved household latrines increased significantly during the first two years of Phase III. The total coverage is now some 1% (out of the total estimated number) of 900,00 rural households. This represents an increase of 525% compared to the coverage reported in the evaluation of 1992 (0.16%). A good increase but still very low coverage.

Table 3: Relative achievements 1994/1996

PARAMETER	GRAND TOTAL 1985/1996	TARGET 1994/1998	ACHIEVEMENT 1994/96	ACHIEVEMENT 1994/96: % OF TARGET 94/98 (to be ≥50%)	ACHIEVEMENT 1994/96 OF GRAND TOTAL (average 18 %)
1. New wells	2573	1384	704	51	27
2. Rehabilitation of wells	369	168	76	45	21
3. Piped schemes # of DPs constructed/DPs rehabilitated	1089	24	79	329	7
4. ITWS	1054	712	275	39	26
5. Inst. RWH tanks	112	222	52	23	46
6. HH RWH tanks	139	352	30	9	22
7. Water jars	906	3100	245	8	27
8. Institutional latrines	476	552	276	50	58
9. Household latrines	9083	127621	4915	4	54
10. Washing slabs	98	900	37	4	38
11. Training of VHWs	1324	750	266	35	20

Phase III contributes substantially to the grand total achievements. The construction of water supply systems (new wells, rehabilitated wells and ITWS) are close to the target, but the rainwater are far behind. The fact that the subsidy rules changed, resulting in lower demand, illustrates the present replicability. Particularly, the achievement percentage for household latrines is far below the set target, although it scores 54% for the grand total. This illustrates more the low attention given to household sanitation in the past than the success of the present.



Table 4: HESAWA water supply improvements by type of technology:

	GRAND TOTALS 1985/1996	% 1985/1996	ACHIEVEMENT S 1994/96	% OF ACHIEVEMENTS
Wells	2942	57	780	68
Improved Traditional Water Sources	1054	21	275	24
Domestic Points of Piped Water Supply	1089	21	79	7
Household Rain water tanks and Water Jars (:30 HHs)*	(1045) 35	1	(275) 9	1
<b>TOTAL</b>	<b>5120</b>	<b>100%</b>	<b>1143</b>	<b>100%</b>

\* to be able to compare the relative application of different technologies, the number of household tanks and water jars (assumed to be used by one household each) is divided by 30, being the assumed number of households using one water point (well; ITWS; DP)

Wells remain the primary technology for water supply improvements, in this Phase III nearly three times more wells were constructed/rehabilitated than ITWS. The replicability of the shallow wells installed with handpumps by individual households or community users groups is questionable seen the high costs: TSh 1,366,000<sup>3</sup> or US\$2400 for a 10 metres deep dug well with a NIRA 85. See also section 5.2.5 Technology selection.

## 2.2. MAJOR ACHIEVEMENTS

On the basis of the evaluation findings, the major achievements of the HESAWA programme in the past two years can be summarised as follows:

- During the first two years of Phase III a substantial output in terms of units of physical water supply and sanitation facilities has been realised as shown in the previous section. Compared to the targets for Phase III, the water supply (except the rainwater systems) and institutional latrines meet the target. The household latrines remain at a very low percentage of the target.
- The HESAWA programme at District level has been largely merged into the existing government structure. The district authorities have now taken over most of the planning and implementation roles which were formerly carried out by the zonal office and the consultants. These roles include promotion, construction of facilities, facilitation of HRD activities, procurement of locally available materials, maintenance of programme vehicles, and the administration of funds for all HESAWA activities at district level.

<sup>3</sup> source: Cost Analysis of HESAWA Programme's Activities, ZHCO, November 1995

- The Programme realised a reduction in the number of non-government staff (international and national consultants, including support staff) from 135 in 1994/95 to 114 in 1995/96 to 99 with effect from July 1996. The zonal office proposed a further gradual reduction for the coming years and Phase IV. The Evaluation Team proposes more drastically reduction of the number of consultants in the Programme (see Chapter 8. Decentralisation).
- The Programme continued the building of capabilities and capacities at the district level, ward and village level. At the district level this included project planning (LFA) and management as well as financial management, accounting, procurement and stores management. At ward level this included training of CDAs and HAs. And at (sub-) village level this included promotion, training of caretakers, fundis, VHWs and TBAs training.
- The promotion strategy has been completed and the district promotion teams are using it integrally in the village HESAWA promotion activities. The HESAWA promotion strategy puts the end-users in the villages as the focus of the Programme. The end-users are now responsible for planning and implementation of HESAWA programmes in their villages.
- The implementation of the 'soft-ware' components particularly promotion, school health package and HRD representing the HESAWA concept is being done by the HESAWA district teams.
- Participatory Rural Appraisal (PRA) as a common planning methodology in the promotion strategy has been introduced and is applied. PRA is as much as possible integrated with the School Health Package
- The endeavours to promote gender awareness/balance among all the actors and villages has increased.
- The Programme management introduction of the production bonus system which initially only included the physical production and later included the promotion team members and health personnel has, accordingly to Programme reports<sup>4</sup>, improved the workmanship and quality of most completed facilities. It was not possible for the Evaluation Team to confirm this statement.
- The Programme has been able to bring down the management of the water supply system from the village HESAWA committee to sub-village HESAWA committee. Nonetheless, in situation with more than one water point in one sub-village the management should be brought to the end-users group level.
- District staff involved in the HESAWA Programme have absorbed the HESAWA concept and approach to a very large extent and apply these in the actual work in the village. This has created a strong foundation for long-term sustainability of the HESAWA approach at district level.

<sup>4</sup> Annual Review/Extended management meeting 1996; Evaluation Report for Production Bonus System, September 1996

### 3. FOLLOW-UP TO EVALUATION 1992 AND TO AGREED MINUTES 1995

This chapter examines the actions taken by the HESAWA Programme, and their adequacy, as follow-up to the external evaluation conducted in 1992<sup>5</sup> and the Agreed Minutes of 1995<sup>6</sup>. Two tables are shown which indicate the actions taken by the HESAWA programme regarding each major recommendation. It should be kept in mind that in general, for any project or programme, compliance with every recommendation may not be possible or even desirable. Circumstances may change, for example, that make the recommendation of one year inadvisable for another year. New challenges and opportunities may appear. Some recommendations may be beyond the capacity of the Programme because of internal or external circumstances.

It is important, however, that non-compliance or partial compliance with a recommendation be based on well-reasoned judgement of the Programme and evidence or advice from programme partners and staff. Thus, some of the observations from these tables and related comments could usefully be discussed with the best Programme staff and District partners, at various levels with hands-on implementation experience. Their advice and vision is essential in framing a response to Programme recommendations. The same may be applicable to the recommendations deriving from the present evaluation exercise.

#### 3.1 Recommendations from the 1992 Evaluation

The Table below lists the major recommendations of the 1992 evaluation. Action taken, as seen by the present mission in the Districts, is noted in the second column. Specific comments are given in the third column where applicable.

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<sup>5</sup> . see *Health through sanitation and water: A study from a village perspective*. SIDA Evaluation Report 1/93

<sup>6</sup> . see *HESAWA in Kagera, Mara and Mwanza Regions: Agreed minutes between MCDWC and EoS/Sida, February 1996*

**FOLLOW-UP ON 1992 EVALUATION RECOMMENDATIONS**

<b>FUTURE DIRECTION</b> from SIDA Evaluation Report 1993/1 , <i>Health Through Sanitation and Water</i> (pages 118-119)	<b>FOLLOW UP AS AT OCTOBER 1996</b>	<b>COMMENTS</b>
RECOMMENDATIONS		
1. An operational system for supporting community managed O&M, including sale and distribution of spare parts, is to be put in place as a matter of greatest urgency.	Not Done	The sale and distribution of spare parts has not been done. The programme should follow up the spare distribution and districts outlets for purchase urgently
2.a The conceptual and operational details of the implementation strategy, particularly relating to phasing in and phasing out should be closely reviewed.  2.b Also possibility of eliminating distinction between integrated and non-integrated districts.	Ongoing  Done, all districts are integrated except Mwanza Municipality (phased-out)	For phase-in villages contracts/agreements are now being signed between district councils and village governments which stipulated the responsibilities of each party and time frames of the respective agreements. A completion certificate is given when the obligations in the agreement has been fulfilled. Villages phased-in before 1994 do not follow the new strategy.
3. Efforts should be continued and strengthened to merge the HESAWA programme more effectively into the existing government structures; a. scaling down dependence on non-government staff b. adoption of a more explicit advisory role c. progressive reduction in dominance of Zonal Co-ordination Office	a. ongoing b. partly done c. not done	a. only advisors requested by Districts  b. Advisors position needs to be looked into; advisors to become more genuine advisors and capacity builder c. zonal office staff to be reduced more drastically
4. Efforts should continue in promoting the HESAWA concept at all levels.	Ongoing	positive developments at village, ward and district levels
5. Roles of women in the HESAWA programme should continue to be strengthened including: - assessing impact of gender awareness programme - investigate ways to strengthen and adapt it more to Tanzania context and local conditions	Ongoing	Great efforts has been put to this but there is still need to attend to issues such as to how and when to involve women in concrete activities related to water, sanitation and hygiene

6. Monitoring and information management systems should be developed to support effective planning, co-ordination, implementation and provision of advise and support to communities.	Only done for physical construction and numerical outputs in HRD	Monitoring only done on progress of programme activities. Monitoring should be interpreted more widely than presently including regular monitoring of the function and utilization of the constructed systems. Monitoring information is to be used for planning and management at all HESAWA levels.
7.a Development of appropriate water and sanitation technologies should continue 7.b standards of workmanship be improved.	a. Not done b. Done	a. Need for common acceptance of wider range of water technologies. b. The production bonus has improved the workmanship of the facilities..
8. Discussion should continue on the possibility of promoting broader uses of water, including economic uses to more thoroughly meet village felt needs. where economic use is not feasible, this should be more clearly explained to community.	Not done	Observation at the field has not revealed much development in this area. It thus remains as a recommendation for the Programme to look into.
9. Efforts should be made to more closely integrate and consolidate the HRD and health, hygiene and sanitation components of the programme.	Ongoing	The specific HESAWA - related training of management committees should continue but should be extended to include management issues. There is need to simplify the total promotion programme and PRA and refining the overall package. The School Health Package has been integrated with Promotion Strategy.
10. Further development of the HRD component should seek to maximise the involvement of operational staff in the overall development of the HRD package.	Ongoing	Much has been improved
11. Actively encourage greater involvement from local private sector in both implementation and the manufacture and distribution of spare parts.	Partly done (only in household latrines by village fundis)	Mission recommends to have all water supply and sanitation construction done by private entrepreneurs at village and district level by July 1998. Handpump distributor to establish spares' distribution network and guarantee basic stock of spares.
12. Serious consideration should be given to either dropping or radically altering the Study Group Programme.	Done, dropped	

<b>FOCAL POINTS IN ADDITION TO THE RECOMMENDATIONS NOTED ABOVE (FROM PAGES 113 -118 OF SIDA EVALUATION REPORT)</b>	<b>FOLLOW-UP AS AT OCTOBER, 1996</b>	<b>COMMENTS</b>
1. More systematic support to communities in learning to cope with local management of water supplies	not done	more support required from district teams for learning in management by HESAWA committees
2. Potential role of the private sector to be closely examined	not done	urgently needed in view of sustainability and phasing out
3. Questions about community management capacities, and willingness and ability to pay cost of keeping facilities in good repair need to be answered	Ongoing	good programme achievement by bringing management of systems down to sub-village level. However, institutional and organisational arrangements especially in phased-out villages need urgent attention through follow-up visits by District HESAWA teams.
4. More systematic approach to education and more support to VHWs and TBAs at community level.	Partially done	VHWs and TBAs to get trained on clear HESAWA-related messages
5. Health and sanitation aspects need greater attention, particularly the latrine programme	Ongoing	commendable achievement during last years, particularly in latrinisation
6. HRD packages to be strengthened	Ongoing	improved & needs further improvement
7. Government service requires much strengthening for effective decentralisation including financial management	Ongoing	much improved but absence of support in learning-by-doing after training is reducing effectiveness of training
8. Decentralise all but minimum amount of control over funds.	done too large extent	a.o. material acquisition can be further decentralised
9. Ensure protection with a more thorough accounting system.	Ongoing	internal audits need more accurate follow-up
10. Relevance of sanitation approach low. Sanitation component to be given more central role.	Ongoing	much improved through integrated Promotion and School Health Package
11. Improve efficiency by reducing overheads & strengthening management capacities/procedures.	Ongoing	needs serious attention by Programme Management

12. HESAWA concept should be thought through thoroughly in operational terms.	Partially done	Work needed to make the HESAWA concept more operational.
13. Ensure adequate support structure is in place at district levels to allow communities to take on their roles as managers.	Very partly done	Backstopping by District HESAWA Team for phased-out villages is very weak and not structured
14. Introduce more flexibility and allow communities more power and decision-making authority in determining the kind of improvements they wish to make.	Ongoing	PRA -better process on decision making on technology by community

### **3.2 Recommendations of the 1995 Agreed Minutes**

In the 1995 Agreed Minutes, 32 specific recommendations and issues of fundamental nature were raised. Further there were 23 recommendations/decisions related to one or another of the three regions. In addition to comments on the audit, the Programme prepared a well-organized report on follow-up, the table of which appears in Appendix 6 to this report.

A few comments about the follow-up which reflect the experience of the Mission in the districts may be useful.

#### ***Districts with low output***

The programme should seriously consider that districts with very low output, which have not taken steps to change the situation, may be discontinued for some time from programme activities while greater concentration is given to other districts. It is suggested that apparent differences in cost-efficiency should be examined by the programme among the districts in each region. The programme should continue and perhaps enhance its new policy of provision of commodities and funds based not only on agreed budgets, but on needs at the district level and actual output.

#### ***Late District financial contribution***

The continuation of Districts being late in payment of their contribution is of great concern because it is delaying implementation of many activities. Although emphasising that late payment is unacceptable there is need to look at this issue more seriously.

#### ***Phased-out Villages***

Although the programme indicates that phased-out villages are now shown in annual progress reports, it is clear that the district teams are not doing follow up on phased out villages. Institutional and organizational arrangements in phased out villages need follow-up by the District HESAWA teams.

#### ***Spare Parts***

The issues of spare parts has not been addressed sufficiently. The programme has failed to develop the crucial element of handpump spare parts availability while it is in the agenda for more than five years. Village HESAWA Committees (VHC) do not know where to get spares for handpumps, district do not have them. The handpump supplier in Mwanza did not have spares for NIRA 85 nor current spares for SWN 80 to whom villagers are referred to buy spare parts.

#### ***Gender Awareness***

The programme has put a lot of effort into gender awareness. The results may not be encouraging, but it cannot be expected that a project dedicated to community management in the water and sanitation sector will transform a society. However, the gender concept, as it is developed, does not seem to attend in sufficient detail to issues such as how (and when) to involve women



in concrete activities related to water sanitation and hygiene. These concrete issues are central to realising the benefits of a water and sanitation project.

### ***Promotion Strategy***

The promotion strategy, while having many good features, may be in danger of being too rapidly disseminated throughout the region before sufficient internal assessment has been acted upon. The procedure is very demanding of the district staff and the quality of PRA local animation at the village level needs careful testing. Practical issues need to be considered such as the number of villages that can be covered.

### ***HRD***

The effectiveness of the training of district staff, mechanics and other cadres is below expectation. The absence of a structured follow-up and a 'learning' approach for trained district, ward and village cadres contributes to much struggling and low pace of changing to sustainable management systems or even sticking to systems and procedures.

In HRD the specific HESAWA-related training of management committees (VHCs) should be extended to include management issues.

### ***School Health Package***

The School Health Programme is appreciated but the programme could consider looking into the quality control of the activity, for example improvement of the efficiency of the screening and the subsequent dialogues and other promotion at village level.

## 4. ACCEPTANCE AND APPLICATION OF THE HESAWA CONCEPT AT THE VILLAGE LEVEL

### 4.1 Operationalizing the concept

The *HESAWA concept* was formulated at the initiation of the programme and has remained a consistent reference point, although the strategies for implementing it have changed over the years. As stated in the Plan of Action for Phase III of the programme:

*The over-riding goal of the Programme is to improve the health and welfare of the rural population through improved health education, environmental sanitation, water supply, community participation, capability and capacity building at village, ward and district levels. Programme implementation assumes active community participation by women, as well as men, in decision making, planning and implementation. The Programme activities are based on user-ownership concepts of affordability, sustainability, replicability, credibility, and cost efficiency... The end-users will own the facilities and will take full responsibility for the management, financing, operation and maintenance of the facilities after completion. (p. 3)*

This chapter focuses on the understanding and application of this concept, including the process, at the village level. Assessing this, however, requires judgements which should be made against clear standards; the concept must be operationalised. The mission, as part of its exercise, developed some operational principles to be used for its assessment. These principles are listed below under each of the following headings: active participation and village/user ownership, water supply, environmental sanitation, and gender. Health, hygiene and user education are largely dealt with in chapter 8 (HRD); while sustainability issues are dealt with in chapter 5. It is suggested that HESAWA and district staff undertake a similar exercise, preparing a small number of operational (practical) questions which can be used at all levels.

### 4.2 Active participation and village/user ownership

#### 4.2.1 Understanding and involvement

- *Are community members, both men and women, informed about the programme? Do users perceive the facility (and its repair) as their responsibility? Did they attend key meetings? Are community members and users actively involved in planning, implementation and management of their water and sanitation facilities?*

Being informed is a first condition for participation and ownership. More than 4200 village leaders, councillors and senior district staff attended promotion meetings and workshops on the HESAWA concept and gender awareness during the last reporting year. Among those whom the mission met, the knowledge and understanding of the programme's principles was generally high, indeed, higher than usually exists in large-scale projects. Many noted with appreciation the user self-reliance aspects.

Community leaders, pump attendants, fundis know they have to pay for services/maintenance.

The users of facilities knew less about the programme. To most who were interviewed, HESAWA means just 'water and latrines'. More men than women have heard of the programme. A small set interviewed in villages said that the users owned the water facility. Many more stated that the village government or HESAWA committee owned it (that is, not the users). The previously un-integrated and phased-out villages were noticeably farther behind; although there were cases where users purchased parts and made repairs even in the absence of information about the programme and its guidelines.

More men than women in the villages visited have attended local meetings about the programme and are therefore familiar with its principles. Women frequently noted that they were too busy to attend meetings, but knew about them, although vaguely.

The programme has made considerable progress, it was found, in providing villages with information about costs and maintenance needs of various technologies. The mission commends HESAWA on its efforts, which should continue. Information should also include data on O&M costs for different technologies. In the villages visited, the school screening and new PRA planning activities have enlarged substantially the proportion of the community which is directly involved in planning. Nonetheless, making payments and working to construct facilities (implementation activities) seem to be the main forms of participation, rather than planning and management.

#### 4.2.2 Consultation and access

- *Was the user-group, both men and women, consulted on location and determining the time of opening? Is there access to the service by the majority of the community or group living in the area?*

Convenient access and adequate spatial location of water facilities are essential ingredients for ensuring: a high level of coverage, continued maintenance, drinking safe water, and, in some areas, that facilities are not vandalised. The two conditions for this are good site selection (within the limitations posed by local hydro-geological conditions), and social/financial rules which do not limit women from collecting water for domestic purposes, within the bounds of water availability. Consulting users is essential for site selection. However, the level and approach to consultation which community members mentioned does not seem to be in line with HESAWA principles.

##### ***Location and access***

In three of the five villages having HESAWA-supported water points visited in the Kagera region, the location of water points were not evenly or appropriately distributed. In two of these villages, water points in the gravity systems had been selected by the district's staff. The first were all located along the main road in the village. Families living off the road complained. In the second village, only one water point was located on the hill leading into the village. Families living on the hill periodically cut the pipeline to get water. In a third village most of the shallow wells were located in the compounds of richer families who had paid first, and perhaps most, of the required contribution. The families said they owned the wells; two did not provide easy access to poorer families. Another charged a modest fee (but set it without consultation with the users).

In one village of the Mwanza and Mara regions, the general area of the wells had been determined by the male caretakers who noted that women did not have time for this. In another village the HESAWA committee and local government selected the sites. In one village, a well was located directly in back of the office of a well-known herbalist/healer and not apparently used by other households. In some other villages, where pumps have been stolen from isolated locations, the siting did not seem to be convenient or obviously based on availability ground water resources. Locations which are distant from houses, noted in parts of Mwanza and Mara regions, mean that the new system is not much more convenient (and time-saving) for women than the old. The isolated pumps are also difficult to monitor and 40 pumps have been stolen.

***It is recommended that district authorities and HESAWA take immediate steps to improve site selection procedures and ensure compliance to these procedures.***

*Illustration of site selection strategy*

In a village with insecure water resources, district water staff identified areas which may have sufficient ground water resources with men from each subvillage known for their knowledge of this. It would be useful if they used a village map or the PRA map. A few areas are identified and visited with the men. A few choices can often be identified in each area. Selection among these, that is, where drilling or digging will begin, should be decided by the women who live in that area and signing a paper indicating approval of the site and promise to maintain it by four or five households (including some women) together with provision of that paper to the technicians.

In parts of Mwanza and Mara regions, access also depends on the time during which the standpost is unlocked for use and other approaches to rationing, specifically, the number of buckets allowed per household. In view of the high proportion of under-functioning wells, this is an important issue. The mission found that the reasons for rationing (not enough water? attendant not available? prevent vandalism?) and approaches to timing (attendant decides? committee decides? women decide?) varied between villages and within villages. The male attendants on some occasions said that they set the times when women could collect water. Ways in which the decision-making process of these issues could be improved and checked deserve more attention.

#### **4.2.3 Contribution/payment**

- The issue identified was: *Is community able and willing to pay, in cash and kind, according to HESAWA rules?*

Over the past few years, the number of people in villages who have paid, in labour, materials and financially, for the implementation of interventions is substantial. The user group provides unskilled labour, sand, aggregates and pays into the bank accounts meant for O&M. User contribution is higher than in other projects in the region.

Contributions relate to affordability and willingness to pay. In Tanzania, poorer rural households seem to be under increasing financial pressure. Typical contributions required from rural households during the year are: exercise books and school materials for children, school construction contributions, bicycle tax, development levy, market dues, medical fees/drugs and, with HESAWA, water and/or latrine construction. Thus, it may be important to ensure that the way in which water facilities are financed does not drive poorer families to unsafe sources. In order to

provide at least some hard data for the discussions now going on in HESAWA about cost sharing and contributions, the programme (or perhaps one adviser and a few local staff) may wish to undertake a small-scale (3 to 4 co-operative informant families in one district per region) study of affordability including income and expenditure by category.

In two cases, payment seems to have reached a threshold of affordability and willingness to pay. Specifically, when a 55% (currently 340,000 shillings) payment for 23 cu.m.tanks plus labour and sand and a 10% payment for gravity systems were introduced, HESAWA expected, and found, vanishing demand. A 100% payment for a shallow well would require from each of about 30 user households about 25,000 to 40,000 shillings (that is about 280 to 440 SEK each). It is not expected that the average and less advantaged households in the community will be able and prepared to meet 100% of the cost of installations by 2002, even with the most effective promotion. Cost reductions by increased self-help and increased efficiency (through private sector involvement) are needed and would make the individual or group contributions (planned by the programme to increase this gradually) feasible. In view of this, HESAWA should re-think its stated plan of progressively increasing required contributions within its current strategy of community involvement.

Payment for water has received considerable attention in the Programme and its training activities. Several different suggestions have been made (such as flat rates, fines, levies, payment by bucket). This should be approached deliberately and with feedback from field trials. Payment should, preferably, be paid by flat rate to enable longer opening times at the water point when someone collecting money can not be present. If the required O&M costs would be some TSh 40,000 per year, the costs per cubic meter of water would be about TSh 20. Assuming 30 users families, increasing to about 50 families at the end of the dry season, implies payments amounting to about 40,000 shillings a year. The cost recovery for the water amounts to 20 shillings a cubic meter. At these rates even private ownership (and private purchase of the well) with vending of water to users, becomes a possibility.

Private ownership might not reach large areas in the region but coupled with water vending might possibly provide wide coverage to all people. HESAWA should undertake some small-scale trials to test this hypothesis. A village visited in Bukoba Rural could serve as an entry point for such experimentation. The questions to be answered include: what payment system will not drive the poorer families away, for example, during the wet season? Secondly, how to ensure that the vendor or owner allows access, for example, also to needy families in the dry season? Will the owner/vendor take full responsibility for maintenance and repairs?

Cost control is another important way of contributing to affordability at the village level. The HESAWA analysis of unit costs of facilities (1995) provided a good beginning for this. However, this analysis should proceed to the next step addressing issues such as: Are the lowest-cost options are being followed at the district level? How can this be improved and how can costs be controlled? What are practical ways of reducing the costs of each line item in the construction of shallow wells? If construction is privatised, how can quality control and cost control be ensured? Current financial staff in HESAWA are capable of carrying out such an analysis.

#### 4.2.4 Management: finance

- Key issues related to management include: *Do committees/user groups control their own finances and follow their rules? Are financial accounts and contributions managed transparently and honestly? Do management committees meet periodically and carry out agreed tasks.*

HESAWA is to be commended on having set up structures for village management of water, sanitation and health education over such a large geographic area. The new structures at the sub-village level seem promising, although these may deserve some internal monitoring before wider dissemination. Good management (and the credibility of the Programme) is an important condition for ownership. This depends in part on how well the districts, HESAWA and village government/committees carry out their roles: major repairs, technical advice, site selection, easy purchase. Effective programme management is perhaps the greatest challenge for a participatory programme such as HESAWA.

Greater accountability is needed at all levels, including the village. The goal should be to set up systems which are more self-regulating. Built-in checks and balances may be particularly appropriate for: ensuring proper ownership of wells, site selection, payment for repairs, quality/timeliness of repairs, honest use of bank account and deposits.

*It is strongly recommended that, first through small-scale experimentation, and then through wider dissemination, a few key and practical self-regulating mechanisms be built into financial management at the village and district level.*

A few examples may serve to illustrate this point:

Strategies for checks and balances are often creatively developed by the best field workers who have first-hand knowledge of the situation. It is important, however, to test them, make them as simple as possible and implement them through good information and education activities.

For greater efficiency and transparency, it is further recommended that financial and physical audits be done at each district also comparing expenditures with spot checks on reported physical outputs and spot village audits. Districts which have repeatedly not followed HESAWA financial guidelines and the basic principles of reliable financial practice should be dropped from the HESAWA programme. Funds which are saved in one district can be used to increase coverage, reaching more disadvantaged families in another district which is more efficient and sincere.

#### 4.2.5 Management: communication and transport

- *Do extension agents meet with each committee at least twice a year and keep records of these contacts? Are there on-going activities (for phased-out villages)?*

With respect to management structures, phased-in villages tend to have communication through subvillage HESAWA committees. By contrast, phased-out villages and the previously non-integrated villages seem to only have remnants of village HESAWA structure. HESAWA committees function little or are absent and where the village government is strong. It has taken over all tasks. This, and the issue of selection of volunteers in villages, is discussed in chapter 7.

Personal contact by district and regional HESAWA staff with villages is very important for the remainder of Phase III and Phase IV. It should be extended to phased-out villages, as well. Despite the greatly enhanced transport capacity at the district level, transport (lack of, poor organisation of) were sighted in all districts as a major bottle-necks in this. One partial approach to this challenge is to use private transport facilities for shipment of commodities, a strategy which would probably enhance the private sector involvement, and add to the sustainability of the programme.

However, during the remainder of Phases III and IV, it is suggested that HESAWA ward and district staff should monitor the functionality of the water systems; meet with the VHC; meet some users and the caretakers as part of their regular visits (once to twice a year) to villages. This is to learn about their progress and problems and advice them where possible.

#### 4.3 Water supply

Some important issues related to water supply are:

- *Is the system functioning? sufficient quality? sufficient quantity?*
- *Maintenance system in place? Are repairs paid by villagers and completed timely fashion? Are spares efficiently available at fair cost?*
- *Are contributions sufficient to pay for repair/replacements?*

##### **Functioning**

Unfortunately functionality data (for example, number of systems and water points by village which supply insufficient quantity or have been broken and out of operation for more than two months) were not available at any regional or district office.

The mission observed several defects in shallow well and gravity systems, however. Similar observations had been made in the 1993 evaluation report about wells running dry and or having sand intrusion. During this mission it was found in most villages visited that 30% or more of the water points visited were not functioning or had low yield. There were some questions raised about the depth of the wells (which seem often to be less than 10 meters) and the procedures used for digging, deepening and desilting.

### **Maintenance and repair**

Handpumps, in particular, seem fairly well tended and may have fewer repair problems than in some other projects. However, maintenance and repair will be needed. The 1993 evaluation report noted: *An operational and effective system for supporting community managed operation and maintenance, including the sale and distribution of spare parts, is to be put in place as a matter of the greatest urgency (p. 118)*. It was startling to find that, with the possible exception of one district, these systems are still not in place. Some districts do not have any stock of spares held by private shops or with the district. Lack of spare parts at the district level was mentioned as a constraint in all six districts which the mission visited.

It is recommended that, as an urgent priority and not later than mid-1997, the functioning and availability of spares for new and existing water facilities be improved immediately. This would involve:

- improving the spare parts distribution and outlets for purchase in all districts;
- putting in place a monitoring and referral system for functionality, including a system which identifies repairs which have been paid for and not made within 2 months;
- investigating improved techniques or applying known techniques for desilting, deepening and implementation of deeper wells and,
- improved hydro-geological investigation.

It is difficult to understand how a programme which emphasises sustainability and replicability could not have put repair systems in place.

### **Contributions**

In almost all villages visited, accounts have been set up for operation and maintenance of water supplies. It is surprising to observe that in very few of the villages visited has the account been used while the value of the currency is devaluing.

It is therefore recommended that:

- new guidelines be developed and first tried out on a small scale to enlarge the scope of the village account to include, for example, advance purchase of spares, making small repairs such as cracks in aprons which compromise water quality, deepening of wells, payment to VHWs during the time of campaigns, for example, for latrination and health education.
- three people in the village be the signatories of the village bank account. These should be unrelated individuals such as: a member of the HESAWA committee, a member of local government and another (religious leader or attendant selected among water point attendants...). This replaces the current awkward and inefficient signature system requiring the participation of the district engineer.

### **Rain-water harvesting**

With respect to rainwater harvesting, the Programme is already planning to offer a smaller (4 cu.m.) tank. The Programme may wish to consider a 'bottom-line' product of subsidised gutters for roofs, leaving the owner responsible for organising containers, siphons and fixing the gutters. The Mission saw three such improvised systems in households and was informed that the limiting factor was payment for the gutters. As rainwater harvesting for drinking purposes can offer some health advantage, this option could be considered as part of a 'step-by-step approach'. Furthermore, it fits



**RELIABLE WATER SUPPLY?**



well with the emphasis of the programme on self-reliance and could make use of the existing HESAWA structure at village level (the committee and VHW). As with other suggestions in this document, it should be tried out on a small scale, reviewed and refined, before broader dissemination.

#### 4.4 Environmental sanitation (latrines)

The HESAWA Programme has increased its emphasis on latrinisation with considerable success in some districts. As some staff have noted, it may be that the latrinisation is gathering its own momentum and will grow rapidly. This is, however, perhaps in large part to the new requirement that 90% of the households have latrines before major water implementation is carried out. This requirement has, in some areas apparently, been interpreted to mean improved, VIP latrines.

##### 4.4.1 Design/construction

- Issues which are examined are: *Do the latrines offer health advantage over previous practice? Is this the least-cost option (in terms of initial capital and O&M costs) among alternatives that provide a similar level of benefits?*

A major goal of a latrine programme is to remove the disposal of human excreta from the human contact. The VIP latrine has, though not in all cases, been implemented as the design of choice in the project. HESAWA has calculated that the material input to the latrine slab is worth 6,000 shillings of which the beneficiary is required to contribute 1,500 shillings and then cover the remainder of the costs (pit digging, lining, superstructure and pipe or chimney). This represents a fairly heavy burden for some families who may not place it as a high priority.

However, where the existing latrine is a shallow hole with open logs having a small enclosure with no roof, a deeper hole, cement slab and superstructure with roof probably presents a health and convenience advantage. The convenience derives from the fact that the latrine can be used conveniently in the rain (a roof). The health advantage derives from the fact that there is less possibility of contact (for example through feet) with excreta and the slab can be cleaned more easily. Water should be used for cleaning sometimes, although in general people seem still to sweep the slab as they have done with the log-platforms.

Many of the VIPs, however, had flies which defeats the purpose of this rather more expensive construction. Furthermore a minority of the households in the programme already had satisfactory latrines (deep pits, burnished floor) which might indicate that the replacement with a VIP model offered relatively little health advantage.

The mission could not identify a household which practices open air defecation. Thus the basic concept of latrine seem to be well accepted, although some facilities are very simple. It is suggested that consideration may be given to a step-by-step programme, which caters to households of different income groups using different types of latrines at present.

Specifically, this would mean:

- For those few families practising open-air defecation, any type of a rudimentary latrine should be constructed and used. Motivation is not high, incomes are low and therefore the easiest solution may be the most practical. This group deserves special attention.
- For families that have rudimentary latrines (shallow pits, soiled logs, no roof), and fewer resources, a subsidised slab could be provided, but without requiring pipe or chimney. The requirement would be to construct a deeper pit and superstructure with a roof.
- For those families with a pit latrine having a roof, and probably more resources, the option offered could be a well-constructed VIP latrine.

The goal of the latrinisation would then be to replace the existing excreta disposal system with latrines providing a greater health advantage and matching the resources of the household.

There has already been considerable experimentation with the production of latrine slabs. However, to stimulate sustainability at the household level, it is suggested that further efforts be made to reduce the weight of the slab, making it easier to move the slab to a new hole.

#### 4.4.2 Coverage

- *Is the level of coverage sufficient to have a health impact? Is the programme reaching the poorer households adequately?*

It is generally considered that at least 75% of a population must consistently use latrines before a significant health impact can be observed. Although the mission was told that 50% to 75% of the households generally have latrines in the region, it was not possible to find one family without some kind of a latrine (although real use could not be checked during the mission).

The latrinisation programme seems to use three approaches: (a) entry through the school screening programme, (b) requiring 90% coverage with (improved) latrines before a water intervention can be undertaken, (c) beginning with early acceptors who are more influential or affluent. Thus, although the new pilot villages in the most active districts are well within reaching the goal of 90% coverage with new, improved latrines (208 in one village and 280 in another) and the mission admires their energy, it is recommended that the 90% rule requiring new improved or VIP latrines be dropped. This rule:

- imposes a high level of conditionality which slows the water programme;
- may drain resources of the poor if the only option is the VIP;
- was seen in some cases to lead to the replacement of adequate latrines with new latrines offering a similar health advantage; and,
- as the mission learned in some villages, leads to compulsion of some families.

The approach (item c above) which begins in more affluent, leadership families can lead to abuse in the provision of subsidies. This should also be reconsidered by HESAWA possibly in favour of the school screening. Unfortunately the one school screening which was examined was not linked clearly to household sanitation. Conditionality also means that the Programme does not react to the genuine demand of the people; the demand-driven approach is one of the principles of HESAWA.

It was particularly gratifying to see a few households which had moved the slabs when the original pit had filled, pointing the way to possible long-term sustainability within the household.

Of concern is that hygiene behaviours are weak so that the full health advantage of the latrine is not fully realised. This is discussed in chapter 7.

#### **4.4.3 Institutional latrines**

The institutional latrine programme is well appreciated. It also fits well with Government policy requiring the construction of school latrines. The impact of new latrines is stronger on children if construction of the school latrines is coupled with formation of active school health clubs. School health clubs in most projects require some teacher training. This would require some small amount of teacher training during which teacher make their own activity plans, and involvement of the district education department.

The size of the hole in the school (and some of the household) latrines seems too small to enable cleanly use by the children. Urine and faecal content could be seen around the top of many of the small holes.

### **4.5 Gender**

The HESAWA programme has made a commendable effort to stimulate gender awareness among the community at large, government officers and its own staff. Thousands of people have received training; and, at the village levels there are quotas for women in committees and positions (VHWs, caretakers). However, the gender issue is introduced in the programme more as a general concept and not usually as a detailed set of strategies relevant to water and sanitation. The mission therefore concentrated on the most concrete gender issues in water and sanitation programmes, that is, specific activities where women and men have, or should have roles, by virtue of the fact that they are men and women. These activity areas relate to knowledge, participation, decision-making and benefits.

#### **4.5.1 Knowledge**

- *Do women understand the HESAWA concept? Do they know how their water system works?*

Visits to households and water points were made by the mission where they held discussions with women. With few outstanding exceptions, women are less

knowledgeable about HESAWA than men. Compared to male standpost attendants and caretakers, the women attendants/caretakers were less knowledgeable about their systems and how they operate.

The VHWs concentrate on larger meetings and at clinics and rarely visit households. This seemed to be one reason why women are not being reached and receiving messages. The orientation course, which might be one vehicle to stimulate discussion about how to reach women, does not include specific information about exactly how and when to involve women.

#### **4.5.2 Participation**

Very few women met at the households attended HESAWA meetings related to water and sanitation. In general, their husbands had but had not informed them about the issues discussed. The mission feels that women probably will not attend meetings in substantial numbers unless forced to do so. In one case, they were fined if they did not appear. Compulsion is, however, not the means to ensure that women receive information or participate. This practice should be discontinued immediately.

Women are too busy to attend many meetings, and they must receive permission from their husbands. In addition, certain times of the day and of the year are particularly inconvenient for women. This was evident during the mission when women were working in the fields, in addition to their already heavy workload. However, the programme does not seem to have taken these issues into account, or if so, has not implemented specific programming features. Thus, the mission recommends that the programme consider, plan and try out a limited number of ways in which women may be involved in a small number of specific meetings or activities. The planning should take into account that above how and when to involve women.

Among the VHWs, the mission had the impression that men are more active and tend to concern themselves with first aid, immunisation and latrination. This may be a function of their training. Women, on the other hand, seemed to be less active. Indeed, it is difficult to combine work at home with the long walking distances (usually unpaid) for VHW home visits. The VHW are a weak link to women in the household but they could be used for other things: providing information and motivation at large gatherings and campaigns.

Within villages, the traditional birth attendants (TBAs) seem to be the only sustainable person who can reach women. Unfortunately, their training within the programme has related almost exclusively to midwifery, through the Ministry of Health/UNICEF curriculum. Good midwifery is without doubt useful and needed in the villages as a basic preventive health measure. However, HESAWA should immediately undertake steps to provide TBAs with at minimum a small amount of training focused on basic hygiene relevant to water and sanitation programmes, including ways of communicating these messages. For more enterprising TBAs, a wider range of information about HESAWA could be useful.

A HESAWA policy is that there should be an equal numbers of men and women in committees. Do they represent all the women? Do they pass messages to the rest or are they passive listeners? The mission feels that the programme could investigate

further how women are selected for the committee and whether or not other women in the village have a say about who should represent them.

#### 4.5.3 Decision - making

- *Do women participate in decision making on issues which affect them?*

One area which needs special attention is the role of women and men in site selection. For example, in siting, men should be consulted on water resources while women should be consulted about preferred locations among alternatives. This does not seem to be the case currently, although the rule is known. It is suggested that a study be done by the programme on how to involve women in site selection.

Another area is the consultation with women about the times which pumps are open during the dry season. Once again, the rule of consulting women does not seem to be followed in several cases. Attention should be given to the mechanics of how to consult women and also to the possibility that male attendants decide on the times, thus driving women to other sources.

It should be noted that it is not easy to arrive at positive change with respect to gender issues immediately. The process is slow. However, the process should not alienate men; it should not make men in districts or villages feel that they are forced to pay lip-service to beliefs and practices that they do not agree with or follow. Negative cultural attitudes which are rooted in most of the communities are not easy to remove. The Programme should not have too high expectations about the impact of its gender awareness programme in general. This is a labour and time intensive Programme component requiring inputs of skilled and dedicated programme staff.

In the concept course, the gender concept, as it has been developed, however, does not seem to attend in sufficient detail to issues such as how (and when) to involve women in concrete activities related to water, sanitation and hygiene. Thus, it is recommended that a study be undertaken on how and when to involve women at the village level in : (a) meetings; (b) decisions about site selection; (c) decisions about time of opening of water points; (d) decisions about technology choice. The study should include a try-out in various locations and thus would be conceived as small action-research. The results of the study, it is expected, will vary from community to community. Thus the output could be a set of concrete steps that enable people, principally district and villagers, to decide how to proceed in achieving each item (a to d above). It is suggested that priority be given to this study, even if it is at the expense of more general gender awareness activities.

#### 4.6 Conclusion

The HESAWA concept can be operationalised in a number of ways. While the application of the approach may not be uniform, it should be consistent. Decisions about operational practices have changed over time. In several of the districts, it was felt that these changes may be too top-down or too frequent to enable districts to adjust sufficiently. This chapter has therefore focused largely on the consolidation and

qualitative improvement of current work at the village level and concrete ways to being this about.

The major recommendations, that is, areas where immediate action were recommended are:

**1. FUNCTIONING:** *It is recommended that, as a priority, the functioning and availability of spares for new and existing water facilities be investigated and dealt with immediately. This would involve:*

- *improving the spare parts distribution and outlets for purchase;*
- *investigating improved techniques or applying known techniques for desilting, deepening and implementation of deeper wells and,*
- *a referral system for repairs paid for but not made within a specified time*
- *improved site selection.*

*Progress on these should be officially reviewed, as a primary condition for the programme, in one year's time.*

**2. MANAGEMENT:** *Efficiency and financial management should be improved at the village and district levels leading to savings and greater transparency at all levels. This includes, beginning immediately with action on: audits, self-regulatory procedures in villages, greater use of village bank accounts, reducing and controlling construction costs, experiments with private ownership and vending.*

**3. STEP-BY-STEP:** *It is recommended that step-wise approaches be developed for up-grading household latrines and rainwater harvesting. The rule requiring 90% of the households to have improved latrines as a condition for water facilities should be discontinued.*

**4. GENDER AWARENESS** *should be made more specific to water and sanitation activities, specifically, ensuring the reality of women's participation in site selection, time of opening, ability to attend key meetings and perhaps technology choice.*

## 5. SUSTAINABILITY OF HESAWA INTERVENTIONS AT VILLAGE, WARD AND DISTRICT LEVEL

### 5.1 What is sustainability?

Sustainability is one of the five pillars of the HESAWA concept. It deserves therefore ample coverage in this evaluation. A practical definition of sustainability is: *the continuing functioning of a certain developed service and its continuing utilisation by the group it was meant for resulting in the benefits originally aimed, while the 'external' support has stopped.*

For the rural and low-income urban water supply systems *sustainability* means in practical terms that the systems and the services put in place with the support of the HESAWA Programme will continue to function adequately and to be used by the intended group, long after the HESAWA Programme has phased out the village or town. The sustainability of the systems is the real test of the effectiveness of the HESAWA Programme. Has the service and the specific water supply system really been absorbed by the local community with all the organisational, managerial and financial consequences? For some water supply systems that do not need much operational and maintenance attention such as the shallow well with a NIRA Handpump, the test for sustainability may come only after several years.

Many factors influence the sustainability of the water supply service or system. The most important ones are: local institutional arrangements; management organisations and capacities; financial management arrangements and control systems; selected technology; local operational and maintenance capacities; availability of spare parts; appreciation by the users group; reliability of the supply/service; district support.

The interpretation of *sustainability* applies equally to the HESAWA Programme interventions at the Ward and District level. The main question here will be whether the Ward staff involved in the HESAWA Programme and the District HESAWA Team with the support from other District departments will be able to continue with the HESAWA interventions at village level using the same approach after the external financial and material support has ceased.

The Evaluation Team looked at four areas: (i) the sustainability of the water systems and services at village and rural towns level; (ii) the sustainability of the household and institutional sanitation systems; (iii) the sustainability of the HESAWA interventions at village level; and (iv) the sustainability of the HESAWA interventions at Ward and District level.

### 5.2 Sustainability of water supply and services in villages and rural towns

The sustainability of the water supply services and systems depends on many factors and conditions mentioned above. These factors were included in the Team's discussions with Programme staff and villagers, and in its observations.



### 5.2.1 Functioning

#### *Rural Water Supplies*

The most simple test for sustainability of water supply services and systems is their functioning now and in the recent past. The Mission found in the villages visited (see Appendix 2) a substantial number of water systems not functioning because of breakdowns or stolen handpumps, or not operational because of a low yield or a seasonally dried-up aquifer. Although no exact percentage can be given, the estimated percentage of non-functioning or inoperative water supply systems is about 30%. This percentage is the same as found in the 1992 Evaluation. More than half of the villages visited by the Mission were phased-out villages, but it is exactly there where the sustainability is at test.

Unfortunately, neither District nor Region keeps a record on the functioning and utilisation of the systems. For that reason, the Programme could not confirm this indicative percentage of 30%. Neither are the frequency of breakdowns and the downtime of systems being monitored. The management committee at village level, that is the HESAWA sub-village committee or Village HESAWA Committee, should for management purposes have a continuous record of the functioning with an indication of the reasons of breakdown, and a record of the utilisation indicating the number of users or using households. HESAWA Committees in presently being phased-in villages do usually keep a record of the user families. These data are required to enable proper management by the committees, including the amount of money required per year for O&M of their specific systems, the nearing of the end of the lifetime of the handpump, etc. It will therefore also help to have an adequate and realistic tariff-setting which may vary with the age of the system. (see also section 8.3.3 on Monitoring).

For one reason or another, the Village HESAWA Committees or the Village Governments tend to under-report on the functionality of their water supply systems. All villages were clear that they are responsible for the O&M of the system. Nevertheless, some systems had been broken down for over four years. In Mara region the number of stolen handpumps amounts to more than 40!

#### *Rural Towns Water Supplies*

Rural town water supplies have been generally poorly organised, which is also reflected in the nearly 100% non-functioning of piped water supplies in these towns. The Programme is doing pilot projects in five rural towns to rehabilitate the piped water supplies systems. Feasibility studies were done by the Programme. Unless issues as autonomy and independence of responsible organisation, transparency in financial management, users involvement, full cost recovery of both O&M and investment costs, and business-like running with a price control, are sufficiently addressed the services will never operate or will deteriorate within a couple of years, giving people the right to abscond from paying the bills. The Programme may want to use the above issues to test the feasibility studies which the Mission could not study. There is a risk that local authorities may want to dominate the new organisational set-up.

### 5.2.2 Local institutional arrangements

The ownership of the village water supplies is supposed to be in the hands of the villagers themselves. In several villages Committee members and users confirmed this. But there are also still villages that state that the water supply belongs to the HESAWA Programme! Genuine ownership lays the foundation for community-based management and the acceptance of payment for O&M, and so contributing to sustainability. The Programme should further emphasise this issue also in phased-out villages.

In phased-out villages, the Village HESAWA Committee (VHC) is commonly the institution responsible for the management of all the water supplies in the village, sometimes being 8 or more. It is obvious that particularly in villages with a vast surface area, the management and control over all these systems by one Committee is nearly impossible. In many situations the Village Government has taken over from the VHC because of different reasons including drop-out, misuse of funds but also to increase the power of the VG itself as HESAWA accounts have usually a relatively substantial amount of money compared to the general Village Account. The institutional and organisational arrangements in phased-out villages need urgent attention.

The Programme has made a commendable achievement to promote the establishment of sub-village HESAWA Committees in the new villages as recommended by the previous Evaluation. The Village HESAWA Committee is still present in these newly phased-in villages, but correctly has only a role of overseer; the decision-taking power is at the sub-village level. Nevertheless, the Programme may want to look into the situation where more than one water system exist in a sub-village; then the move to users' groups may be more appropriate to have the management at the lowest appropriate level.

### 5.2.3 Management organisations and capacities

Although having the management at the sub-village level or users group level is a good move towards long-term sustainability, organisationally these Committees have a lot to learn. The Mission learned that the emphasis in training of the (sub-)VHCs is still very much on the HESAWA concept and not on the management, communication and participation capacities of those committees. The village administration and organisation is well established in Tanzania, but it also has a great deal of authority and power (and even force) of a small group of village leaders. This authority may not always contribute to the trust and co-operation of the entire user community in the case of water supply. Due to the changing political situation, the Village Government seems to loose some its strong authority and power.

Villages have to learn over time how to address their problems best; the support of the Districts in this process may greatly contribute to the HESAWA credibility in the villages.

*The Mission therefore recommends that the district HESAWA Teams give a more systematic support, particularly to phased-out villages in terms of advice on more efficient and effective institutional structures and organisational arrangements,*

*and on the development of related Committee capacities. This would increase the sustainability of the systems.*

#### **5.2.4 Financial management arrangements and control systems**

The HESAWA Programme has succeeded in the establishment of Village HESAWA Accounts containing substantial amounts of shillings. Most 'older' VHCs spend little or nothing at all on O&M; their accounts remain untouched although there is a need for preventive maintenance. It is still to be seen if the new approach of the HESAWA Programme to have HESAWA accounts at the sub-village level may significantly increase its use for preventive and corrective maintenance. It appears that the VGs keeps a strong handle on the financial management for reasons claimed as necessary financial control. Transparency, through proper record-keeping of income and expenditures, and accountability through regular reporting to users' groups on the financial state-of-affair, needs attention; and the Programme may want to develop guidelines on this. A simple 'external' audit may further increase the level of trust and may also make the 'control' on expenditures by the District HESAWA Team unnecessary. As far as could be assessed, the training at village level does not address these basic financial management issues, which will improve the credibility of the HESAWA Committees by the users.

Given the present economic situation of Tanzania, with continuing high inflation rates, the upkeep of the HESAWA account at a level of some 10% of the capital cost of the handpump, is not recommended. Villagers have shown that if they have to raise money, they can do so in a relatively short period of time. Regular collection is a good way to keep the users aware of costs involved, but the fee should be based on actual expenditures such as replenishment of stock of spares; payments to private pump mechanics; caretakers; and VHWs.

*The Programme should include guidelines on financial management including accountability and communication to users on financial status in the training of HESAWA committees. This should include suggestions on running the HESAWA account and its utilisation.*

#### **5.2.5 Technology selected**

The technology selected has a direct bearing on the sustainability of the system because of its effect on O&M costs, skills and spares required and so on. On the other hand, more advanced technologies such as shallow wells with handpumps may give, for example higher user satisfaction through better water quality.

Many of the improved traditional water sources run dry during the dry season because of inadequate design and construction depth. These sources are usually known to have had water year-round. ITWSs do usually not face problems such as breakdown of the water-lifting device. People continue to use the ITWS if the installed windlass breaks, by using their own bucket and rope. The technology used in ITWS is generally quite reliable and so sustainable. The earlier poor standard of workmanship has much improved.

Shallow wells with handpumps face longer breakdown periods due to the many requirements for repair: money, skills, spares and tools. The long-term sustainability and replicability of imported handpumps is very much doubted. Gradual water supply improvements are to be considered. The Mission did not get sufficient evidence that the HESAWA Teams seriously consider the technology options and that they present these to the village meetings with technology implications (O&M costs) for final decision. The present bias of MAJI staff for handpumps should be adjusted to a balanced view on appropriate water lifting devices. International experiences recommend more sustainable water lifting options for technical capacities and socio-economic conditions as in HESAWA regions. The technical HESAWA staff may not readily accept these options for reasons of personal and professional interest.

The replicability of the shallow wells installed with handpumps by individual households or community users groups is questionable seen the high costs: TSh 1,366,000<sup>7</sup> or US\$2400 for a 10 metres deep dug well with a NIRA 85.

The breakdown of the cost items are given in table 5. The Programme should seriously look into ways to drastically reduce the costs to allow replication. Cost items such as labour and overheads would be possibilities if self-help is optimised and the private sector involvement is aimed at. Alternatives for the handpump to lift the water, such as rope pump or windlass, would increase the affordability for users groups and individuals. These alternatives and the related O&M costs should be presented to the new users groups. The same applies for rainwater harvesting; the Programme may want to present affordable alternatives and a gradual upgrading approach, from a simple short gutter with a small tank to a more advanced water collection and storage system.

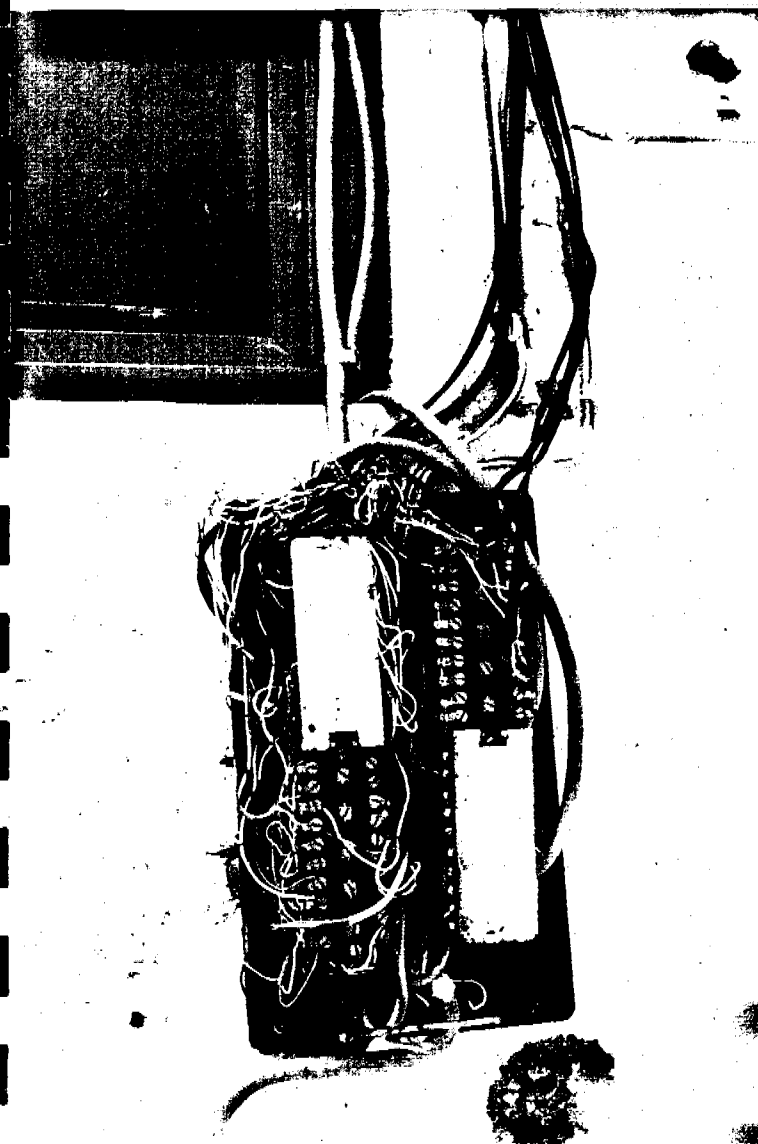
Table 5: Breakdown of construction costs of shallow-dug well (10 m. deep) installed with NIRA 85

Item	cost Tsh	Cost US\$	%
Labour	261,600	460	19
Materials (cement, gravel, sand)	257,400	450	19
NIRA AF 85	392,000	690	29
Overhead costs	455,500	800	33
Total	1,366,500	2400	100

The reliability and the dependency on 'external' support only increases for gravity-fed and motorised piped water supply systems. So the general sustainability decreases for such technologies, as was also noticed by the Mission in their village observations.

<sup>7</sup> source: Cost Analysis of HESAWA Programme's Activities, ZHCO, November 1995

APPROPRIATE TECHNOLOGY?



***In view of sustainability, the Programme should develop among the District HESAWA Teams a common acceptance of the principle of gradual water improvements and acceptance of a broad range of water lifting options.***

#### **5.2.6 O&M costs**

Although the Programme has not produced an indicative figure for the yearly O&M cost of different water supply technologies, the Mission estimates O&M costs for a shallow well with handpump in the order of TSh 400-800 per household per year<sup>8</sup>, which would be affordable for most households. These figures include preventive and corrective maintenance, and payment of a private pump mechanic for more problematic repairs. For ITWSs and rainwater systems the O&M costs are expected to be much lower. The expenditure related to the replacement<sup>9</sup> may not be of a high priority for many villagers.

***HESAWA staff should inform villagers on the O&M and replacement costs of handpump and other water lifting options before villagers make a decision on the technology choice to be applied.***

#### **5.2.7 Local operational and maintenance capacities**

In general the capacities for proper operation and maintenance at village and ward level are disappointingly low. The Programme failed to address this crucial element for sustainability adequately. Table .. give an overview of number of different water supply systems versus the available trained caretakers, pump attendants (PA) and pump mechanics (PM).

The ratios are in most districts very high indicating the lack of operation (by caretakers/PA) and maintenance (by PM or PM/PA). The ratios are even too positive as they neglect the drop-out of caretakers, PAs and PMs. As a consequence of too limited O&M capacities, preventive maintenance is not being done. Caretakers are only allowed to keep the surroundings of the well clean. They are not being trained for any maintenance, even not for VLOM handpumps as NIRA 85 and AFRIDEV. They have few or no tools and are not being remunerated or credited in any way. Some caretakers are allowed to water their nearby vegetable garden. The Programme wants to combine the capacities of caretaker and village pump mechanic in one person but has not yet started training for this. In Phase III, only one district (Kwimba) trained pump mechanics. Village pump mechanics are not included in the training package anymore.

<sup>8</sup> . The figures are based on an estimated O&M cost of TSh 20,000/year in the first years increasing to some TSh 40,000/year for an aged handpump water system, and shared over a users' group of 50 households.

<sup>9</sup> . Replacement cost for NIRA 85 (including cylinder, riser/rods for a 12 metre lifting height) is about TSh 400,000 or about US\$ 700.

Table 6: Water supply systems versus trained caretakers, PAs and PMs, per district

Districts	Year of integration	no. of wells/DPs	no. of ITWSs	no. of trained caretakers, PA (also for ITWSs)	no. of trained PA	no. of trained PM	Ratio of no. tr. caretakers /PA against no.wells/DPs/ITWSs	Ratio of no. trained PM against no wells/DPs	Ratio of no. trained PM/PA against no. wells/DPs
Biharamulo	before 1994	296	133	186	0	3	1:2.3	1:98.7	1:98.7
Bukoba (R)	before 1994	426	136	396	0	2	1:1.4	1:213	1:213
Karagwe	1994	226	35	151	2	0	1:1.7	no PM	1:113
Muleba	1994	449	29	206	0	0	1:2.3	no PM	no PM/PA
Ngara	1994	82	32	166	0	0	1:0.5	no PM	no PM/PA
Kwimba	before 1994	723	62	1330	138	0	1:0.6	no PM	1:5.2
Magu	before 1994	559	112	522	120	26	1:1.1	1:21.5	1:3.8
Mwanza (MUN)	before 1994	155	74	225	0	8	1:1.0	1:19.4	1:19.4
Geita	1994	157	20	236	0	4	1:1.7	1:39.3	1:39.3
Sengerema	1994	82	12	156	0	3	1:0.6	1:27.3	1:27.3
Ukerewe	1994	132	66	196	0	0	1:1.0	no PM	no PM/PA
Bunda	before 1994	251	166	196	11	0	1:2.1	no PM	1:22.8
Musoma (R)	before 1994	113	57	244	0	10	1:0.7	1:11.3	1:11.3
Serengeti	1994	180	93	342	0	8	1:0.8	1:22.5	1:22.5
Tarime	1994	170	23	120	0	0	1:1.6	no PM	no PM/PA

Although records indicate a high number of trained pump mechanics and pump attendants (>340), the effectiveness of this activity is very low. Ward pump mechanics and pump attendants quit their jobs for under-utilisation and not being paid in any way for their services as their jobs are supposed to be done voluntarily. To expect the ward or the district to pay for the ward pump mechanic is unrealistic considering their financial capacities. The Programme failed to adequately address the issue of privatisation of the ward pump mechanic, an issue strongly raised in the previous Evaluation and indicated in the Plan-of-Action Phase III. Most VHCs said that they will go to the District when they are in need of repair capacities.

*It is strongly recommended that the Programme takes up with the highest priority this issue of repair capacities by addressing the training village caretakers/mechanics and privatisation of ward pump mechanics. These cadres are among the major pillars on which the sustainability rests.*

### 5.2.8 Availability of spare parts

This is another very important area for continuing functioning of the water supply systems, being on the list of Programme concerns for the last five years but still not solved and not sufficiently addressed.

None of the villages visited has a drawing of an "exploded" handpump including all the components. The list of spares and prices sent to the Districts for distribution did not reach any of the villages visited. Villagers do not know where to go to purchase spares or believe the District will have a stock. District HESAWA teams indicated that if they are approached by the villagers, they will refer them to the spare parts' supplier in Mwanza, WASACO. This new company is the sole agent for the three common types of handpumps installed in the three regions: NIRA 85, AFRIDEV and

SWN. The HESAWA Programme buys through them yearly some 600 handpump units. The supplier was visited by the Team and it was observed that there is a stock of non-current SWN spares but none for the NIRA 85 and AFRIDEV, the presently most popular VLOM handpump types in the regions. The supplier of NIRA in Dar es Salaam claims to ensure quick supply when spares are ordered. But what does that help the villagers travelling half-a-day, spending thousands of Shillings on bus fares and hotel, to hear that the part will be available next week! The concept of after-sales services does not appear to be developed at all in the agent's view as compared to the short-term, easy and presently very lucrative sale of complete handpumps to the HESAWA Programme.

***The Programme should urgently stimulate (with some pressure) the Mwanza-based supplier and local hardware shops to establish agents at district level for the sale of spares and to stock the most current spares.***

A system is to be developed to make slow-going spares available at the district agents within less than a week after ordering from a Mwanza supplier. In some districts (e.g. Serengeti, Tarime (also for dewatering mines for which handpumps are now stolen)) there appears to be a market for handpumps for individual households. To increase the demand for spares, the HESAWA District teams should promote preventive and corrective repairs of handpumps, also through the training of village-based caretakers/mechanics and private ward pump mechanics. Both actions will contribute to the long-term sustainability of the systems. To increase the awareness of preventive maintenance, the Programme may consider motivating users groups to buy at the time of installation, some basic and current spare parts for preventive maintenance from WASACO or its suggested district-based agents.

Recently the districts carried out a survey to assess the repair needs and related costs of all handpumps in their respective districts. The list of needed repairs was not always realistic. The spares' costs were indicated and checked versus the balance of the Village HESAWA Accounts. Because of the backlog in repairs and the unrealistic repairs indicated, the cumulative spares' costs are often far above the balance. This scared off the Village HESAWA Committees to do anything and it remains unclear what they will do: raise the often hundreds of thousand of Shillings or just leave it.

#### **5.2.9 Appreciation by the users group**

Where the water supplies systems were functioning and operative, the users appreciated the service. Distrust was noted where one VHC controlled many systems. This was also due to the absence of financial management transparency. Where people had contributed in the past and broken-down systems had not been repaired, the willingness to pay again for repairs was very low. In these cases people expressed distrust in their committees. They went back to their traditional water sources.

The Mission observed that many ground water supply systems are still at a long-walking distance, up to several kilometres. This means that the potential benefit of convenience - saving energy and much time - is not achieved.



In Mara Region, the risks for theft of handpumps is remarkably high. Apparently, other applications of the handpumps apart from domestic water supply, make stealing a lucrative activity. Systems far-away from homesteads give low security and therefore increased chances for such actions.

*For the above reasons, the Programme and the Districts may want to address this urgently by looking carefully in the siting and geo-hydrological survey procedures and techniques used. Women's first choice for well-siting (or as close as is technically easible to this choice) must be aimed for.*

#### **5.2.10 Reliability of the supply/service**

The reliability of water supplies depends on many factors of which some are beyond the control of the community, such as varying climatic conditions, falling ground water levels and low yield of the aquifer. The same recommendation on siting and surveys as above applies. The District Teams may want to advise villagers on deepening of wells after tests for yield of lower aquifers in case of falling water levels.

#### **5.2.11 District support**

The Districts achieved great successes through their increased implementation outputs and training various cadres at village level. As was mentioned earlier the prospects for sustainability are still to be tested. Phasing out a village is not supposed to mean leaving the village on its own. The new management skills including O&M has then still to start. For this process of learning the District ought to act as advisors and a sounding board.

The Mission noted that phased-out villages are not visited anymore by the District's HESAWA teams, at least not on a regular basis and if they visit the villages, the Teams are not giving the required advisory support. The District Teams are apparently fully occupied with promotion, training and implementation activities in newly phased-in villages. With the limited staff available the implementation targets must be achieved, but this goes at the expense of the sustainability in the phased-out villages. The previous Evaluation stated (p.15): *"..The greatest shortcoming of the HESAWA Programme at present is the simple failure to fully think through the post-construction phases at village level, and ensure that an adequate support structure is in place to allow communities to take on their roles as managers...."*. It is very sad to conclude that after four years one of the greatest short-comings of the Programme has not been sufficiently addressed.

District HESAWA Teams are not providing the phased-out villages and their institutions (VHC, sub-village committees, users committees) the required backstopping in technical, organisational, management and capacity building terms. HESAWA is a dynamic and not a static Programme. The lessons-learned in the Programme are translated in new methodologies (e.g. PRA, School Health Package). However, the phased-out villages are somehow static in their HESAWA approach as they have no room to learn and are not informed on the new developments that have taken place in HESAWA. This refers for instance to developments as bringing the management to the lowest appropriate level (end-users); training for caretakers;

introducing O&M systems; changed role of district in framework of decentralisation, etc. Where required, new institutional and organisational arrangements could be introduced; this may include the management of the water supply systems at the sub-village or users' group level. The district support role applies also to being a sound-board for the problems occurring in management and users-committee relationships. The district staff could advise on possible solutions in such conflicts using their wide experiences built up in the district.

*The Programme has a great challenge ahead: to find the right balance between new promotion, training and implementation on one hand and advice/support to phased-out villages on the other hand.*

#### **5.2.12 Support from the private sector**

The involvement of the local private sector in the HESAWA regions is not very much developed. In the previous sections, the role for a private ward pump mechanic, local and regional spare parts suppliers and agents is sufficiently stressed as paramount building blocks for long-term sustainability.

### **5.3 Sanitation systems**

Two sanitation systems have been looked at during the mission: the private household latrines and the institutional latrines at primary schools. Their sustainability is tested versus factors as construction quality, requirements for maintenance, provision for emptying and to re-use the slab in the constructing of a new latrine.

#### **5.3.1 Household latrines**

The presently built household latrines are generally of good structural quality. The local fundis building these latrines received sufficient on-the-job training. The HESAWA Programme provides full subsidy for the materials needed for the slab, i.e. half a bag of cement and one piece of wire-mesh for re-inforcement. If the subsoil is not stable enough full lining of the pit is required for which usually burnt bricks or cement blocks are being used. This makes the latrine construction quite expensive.

The requirements for maintenance are minimal during the lifetime of the latrine, some 8-10 years (for pit depth of 3.5 m). Only some plastering of cracks may be required during these years which involves minor costs.

The present design does not have a provision for emptying the pit when it is filled up. As the structure becomes more or less permanent, and when also a substantive investment has been made for the lining and superstructure people may prefer to empty the pit. The Programme may pilot test already existing designs that provide for emptying from the surface (slightly off-set latrine pit) or through the side wall (under ground entrance).

Where preference is given to digging a new pit and build anew latrine, the strong and durable slab could be transferred by manpower to the new pit. The Programme may

want to introduce lifting eyes in slab casting to ease this transfer and reduce the health risks while transferring.

Overall, the household latrines are sustainable systems.

The replicability of this HESAWA Programme activity after 2002 is very much doubted because of the cost element of the pit lining, slab and superstructure, etc. But an upgrading philosophy starting with a simple pit latrine and gradually upgrading as the household financial situation allows, would make the activity more sustainable.

### **5.3.2 Institutional latrines**

The Mission visited several institutional latrines built with substantial subsidy of the HESAWA Programme at the premises of Primary Schools. The construction quality was, although not in all cases, generally of a high standard. The construction was done by fundis from Maendeleo, although also local fundis could have been used under supervision of a Maendeleo fundi. This would reduce the costs, strengthen local capacities and stimulate private sector building at village level.

The requirements for maintenance and the provision for emptying or to re-use the slab for constructing new one are the same as for the household latrines, except that because of intensive use at the school, the filling up of the pit may take a shorter time period depending on the intensity of use by the school kids.

### **5.4 HESAWA interventions at village level**

The main interventions at village level are (i) promotion and planning; (ii) HRD; (iii) physical implementation of water supply facilities; (iv) school health package; and (v) latrinitisation at institutions and individual households. These interventions and their sustainability are discussed in detail in chapter 8. Decentralisation.

### **5.5 HESAWA interventions at Ward and District level**

#### **5.5.1 HESAWA interventions at Ward level**

Staff at the ward level involved in the HESAWA Programme are Community Development Assistants (CDA) and the Health Assistants (HA). They are beneficial to the effectiveness of the Programme as these staff are close to the villages. But much depends on the guidance and steering they get from the CDO and the HO at district level.

#### **5.5.2 HESAWA interventions at District level**

The HESAWA interventions at District level are currently being sustained by: (i) provision of promotion advisors; (ii) running of stores; (iii) provision of transport; (iv) provision of non-locally available materials and equipment; and (v) the training of staff.

***Provision of advisers***

For reasons of limited finances, the promotion advisers can definitely not be maintained.

***Running of stores***

The district would be able to continue this activity. However, if the Programme would leave the construction of water supply and sanitation systems to the private sector at district and village level, as being recommended, then the running of stores for material and equipment distribution will become obsolete.

***Provision of transport***

It will be very difficult if not impossible to sustain the present transport, i.e. two pick-ups and one lorry per district; If the Programme opts for privatisation as said above, then one car for promotion and follow-up activities in the future will suffice but could cause some sustainability problems. The district might prefer more appropriate transport means, for example motorbikes or even hiring transport.

***Provision of non-locally available materials and equipment***

Those required for construction and software implementation can be ordered through the private sector in the regional or national capitals provided district finances allow, which is doubtful.

***Training of staff***

Training of district staff for specific HESAWA-specific activities will be drastically reduced if external funds are not available. The diminishing of district institutional memory about HESAWA (for example, because of staff transfers) may jeopardise the sustainability of many HESAWA activities and concepts. The Programme has to look into this and identify in Phase IV more affordable national training institutes or resource centres. These could assist in training and backstopping of planning, methodologies and specific substance areas. After 2002 resources may again limit the utilisation of such national services.

## **6. DISTRICT COUNCILS**

### **6.1 Introduction**

The Local Government Act of 1982 spells out the roles, responsibilities and the authority of the District Councils. Other acts related, for example, to education, land etc., complement the Local Government Act. Local authorities can recruit staff and generate income for their operations, and set by-laws that facilitate control and enforcement of the regulations. The formation of local authorities is meant to empower the public to make their own decisions. The District Councils are the administrative units for developmental activities in the districts.

The organisational structure of the district council, and its general roles and responsibilities are listed in Appendix 7.

The present evaluation included an indicative assessment of the capacities of the districts in terms of manpower, financial and other resources required to implement and sustain the HESAWA programme activities.

### **6.2 Specific functions and responsibilities of District Councils in HESAWA activities**

During the ongoing Phase III of the Programme the districts play a more prominent role regarding the HESAWA activities than in previous phases. Their present HESAWA-related functions and responsibilities are listed below.

- They provide a local contribution equivalent to 5% of the HESAWA external budget for the district, which is paid to the District HESAWA account. This contribution is used as a condition for the Programme for the release of donor funds for HESAWA interventions in the district.
- The district political leaders, including the district commissioner and councillors, are involved in the promotion of HESAWA activities.
- District staff, including district treasurers, are involved in the programme activities.
- They are responsible for promotion of HESAWA Programme activities and concept through the District Promotion teams which are composed of five members, two from Maendeleo, two from Afya and one from Elimu.
- Most District Councils have appointed full-time District HESAWA Co-ordinators and HESAWA accountants.
- They are responsible for preparing annual plans and budgets for submission to the HESAWA Zonal Office for approval and financial allocation.
- They supervise and monitor the implementation of HESAWA activities in their districts.
- They are responsible for preparing quarterly expenditure returns for submission to HESAWA Zonal Office. The submission of acceptable financial returns is a condition for further disbursements.
- They are responsible for the local procurements.
- They provide extension support services to the villages through CDAs, HAs and ward Pump Mechanics (if present and active)

More details of involvement and responsibilities of the district authorities in the Programme activities are given in Appendix 8.

### **6.3 Resources and manpower capacities**

District councils have the responsibility to provide social services, including water supply, sanitation and health. Therefore, HESAWA activities fall directly under their responsibility. However, these authorities are faced with insufficient financial resources. For some districts this has resulted in delays in the implementation of the Programme activities as district contributions were not made in time to facilitate the release of donor funds. Central Government funds have not been always forthcoming either, which means that Government staff at the district level have not been paid their field allowances.

Furthermore, staff salaries are sometimes paid late, especially those of the District Councils. These factors have led to reduced morale and commitment on the part of the district actors which consequently affects the implementation of the programme. This was identified as a major constraint in the sustainability of the Programme activities in almost all the districts that were visited by the evaluation team. In some districts like Karagwe and Ngara where many other donors are operating because of the influx of refugees from Rwanda, district actors prefer to work on those other programmes that pay their allowances.

The decentralisation of the Programme activities to the districts resulted in an increase in work load for the district actors who have also to participate in other activities besides those of the HESAWA Programme. The ongoing national programme on the retrenchment of government staff together with the freeze on new recruitment, has not made the situation easier. On the other hand, in most districts HESAWA is the largest development programme. In general there are no other donor-supported programmes in water, sanitation and hygiene, except in Kagera Region because of refugees influx. The HESAWA Programme represents often 90% or more of the total available development funds in a district.

In general, the districts have sufficient staff assigned to the HESAWA Programme. This is also due to the insisting stand of the Programme on the condition of required district staff for the Programme activities.

*The Programme may need to address the issue of employment security of district staff involved in HESAWA to ensure continuation of the Programme activities.*

### **6.4 Capacity Building of District Staff**

Over the last two years, the Programme Management has decentralised its implementation activities to the districts and the villages. To enable the districts (and the villages) to carry out their roles and responsibilities, the Programme emphasised the capacity building of district staff in project planning, financial management, and procurement and stores management. Included were District HESAWA Co-ordinators (DHCs), district treasurers, supplies officers, storekeepers and district accountants responsible for Programme funds.

The Advisers (at district and regional level) have had a positive effect on the knowledge and operations of the district staff, although their involvement should be more on advice.

The Programme's capacity building and the contributions of the advisers created a good foundation for the quality of the village HESAWA interventions (both software and hardware)

*The Programme should continue its emphasis on capacity building at district and village level so as to equip the actors with necessary knowledge and skills enabling them to cope with the increased responsibilities.*

## 6.5 HESAWA District Advisors

The primary role of the advisory services is to advise the district HESAWA staff in their activities and to develop capacities to plan, manage and implement these activities.

In July 1996, the total number of consultants (expats and local) and consultant's support staff in the Programme was 104 (5 plus 99). Their distribution is given in the table below:

	staff on substance	staff on administration, stores, support, etc.
zonal level	9	62
regional level	18	2
district level	13	-
total	40	64

The HESAWA Programme Director and the HESAWA Programme Advisor (Sida-paid) are not included

Although the advisers have contributed to the high physical output and to the district staff capacities, their role in the districts is not always appreciated by the district staff. Some district staff saw the District Promotion Advisers as 'controllers' of the zonal office. The mission noted in several districts visited negative attitudes towards HESAWA Advisers from their counterparts which was a.o. attributed to the huge differences in remuneration. Advisers sometimes complained of not receiving adequate co-operation from their district counter-parts, some of whom were reportedly unmotivated and lacking the necessary commitment.

The mission has the opinion that the District Promotion Advisers are much involved in the actual field activities, e.g. doing the promotion, in stead of advising and developing capacities. If the workload of the district staff would be too high because of the high investment and implementation targets of the Programme, the Programme could consider payment for employment of 'temporary staff' at the district for promotion and village capacity building activities, but not for construction of systems as that can be done by the private sector. Promotion and village capacity building is thought to remain best under the district HESAWA departments. These temporary staff, being not on the payroll of the Local or Central Government, should work under comparable conditions as the district staff.

*The Mission recommends that advisers only operate from regional level to advise and contribute to the capacity building at district level. If temporary manpower support at district level for promotion and village capacity building is needed, then the Programme may consider temporary employment support of such manpower, under somehow similar conditions as regular district staff.*

## **6.6 Limiting factors and challenges**

- Local contribution from several district councils are not made on time. This has resulted in implementation activities starting very late and hence failing to meet implementation targets.
- Central Government contribution does not come as pledged. This is affecting implementation of activities for which budgets are to be complemented by Central Government.
- Non-payment of staff field allowances and occasional delays in payment of salaries have led to low staff morale which results in loss of commitment to implement programme activities.
- Due to the many village requests and limited financial resources the District Councils are faced with the problem of prioritising their activities.
- In some districts, District councils are faced with conflicting donor conditions. There is need to co-ordinate donors' activities to avoid duplication of efforts and possible double financing of activities. Guidelines of the Local Authorities regarding community involvement should be followed by donors.
- Weak leadership in some districts has an adverse effect on the decision making process.
- In several districts the communication within the HESAWA Team and with other district departments needs improvement to strengthen co-ordination, efficiency and effectiveness of the district activities in the villages.

## **6.7 Future Direction**

### **6.7.1 Attitude**

#### *Supportive attitude towards village and ward*

This attitude seems to require further attention. In some districts visited, staff showed to be directive and not participatory and service oriented. They should facilitate processes at village level. Villagers may not be so knowledgeable about certain technical issues and they depend on the support and advice from the district.

#### *Supportive towards private sector*

The private sector may be seen by some district staff as competitors. This would be justified regarding the old 'implementing' roles of the district. However, now the



districts became facilitators, they need the private sector to assist them in their activities towards the villages e.g. to do surveys and do implementation. In the new set-up of the decentralised administrative system, districts do not have the capacities in number and qualifications to plan and implement all activities.

### ***Support role***

Phased-out villages are not visited any more by the district, at least not on a regular basis to give these villages and their institutions (VHC, sub-village committees, users committees) the required backstopping services in technical, organisational, management and capacity building terms. See also section 5.2.11 District Support. The district financial resources would be enough to continue a backstopping role towards the phased-out villages to contribute towards the sustainability of HESAWA achievements.

### **6.7.2 Implementing role**

Because of constraints in resources at the district level more efficient modalities of support to the villages have to be identified. These methods should fit in the changing role of the districts from implementors to facilitators. For reasons of absence of private sector capacity in promotion and village capacity building, it is suggested to remain these tasks within the district departments, at least for the time being. But construction of water supply and sanitation systems could efficiently be done by the private sector at village and district level. This would require support from the Programme for capacity building among private entrepreneurs. The district will control the quality of the construction (if systems are district funded) after which the constructed facilities can be commissioned.

### **6.7.3 Capacity building role**

This will remain the role of the district authorities. Although in the long run private training institutions, national or regional resources centres and consulting firms may be called in to assist. Also to keep up the capacities at the district level. This will contribute to the quality and efficiency of delivery of the training products. Specialised institutions as resource centres will be much more up to date with the latest training approaches and substance developments taking place in the sector.

### **6.7.4 Funding**

For the time being, it is expected that the income situation of the districts will remain weak. Unless the economic development boosts and the revenue collection systems of the districts substantially improve. The trust of the villagers in an efficient and effective local government is not yet established.

Internal and external funds will be required to subsidise the construction of water supply and sanitation systems, and the required preceding promotional activities. Local and international ESAs could be of assistance here. As much as possible this money should either be managed by the communities themselves or by the district. NGOs should not implement on their own unless they follow strictly the regulations in promotion and implementation of the district.

The subsidy should be based on actual poverty indicators and may therefore differ by village. The Local Government should establish criteria and regulations for the percentage of subsidy and the minimal lifeline service level for which grants can be provided. This will result in a more balanced utilisation of the reducing ESA's funds, and result in more facilities being constructed.

Criteria for financial support based on poverty indicators will encourage the more affluent communities and particularly the richer individual families, to invest their capital in water and sanitation facilities and not wait for possible subsidies. This will reduce the dependency-syndrome in villages towards external support and contribute to the concept of self-reliance. It remains obvious that promotion, high-quality advice and facilitation by the district will be required in such arrangements.

In the further future, communities could get grants or loans directly from government/donors or lending institutions (e.g. Rural Water Supply Development Fund), and could control the spending and quality of the workmanship using district or consultants.

## **7. HUMAN RESOURCES DEVELOPMENT**

### **7.1 Concept of human resources development**

The HESAWA training activities are generally appreciated; and, at all levels, people requested more. Training, and software aspects in general, amount to 10% to 12% of annual expenditure. The concept of human resource development (HRD), as used here, is two fold. It refers to the development of skills, largely through training and orientation activities, and the ability (through activities or positions) to exercise these skills. Thus the major issues which were examined by the mission were:

*What are the roles of men and women in the programme? Are they appropriate? Do they have sufficient knowledge and training to take on needed roles? Do they carry out these roles?*

### **7.2 Building capacities for planning and management in the community**

Training, or orientation, have been provided at the village level to a wide range of individuals: village leaders (government, religious...), village health workers, traditional birth attendants, village technicians (fundis), well and water point caretakers, village animator, and users of water and sanitation facilities. See the tables at the chapter's end.

#### **7.2.1 Village and Sub-village HESAWA Committee**

The position and functioning of the main manager, the Village HESAWA Committee VHC, was a somewhat confusing issue for the mission. The committee is officially a sub-committee of the village's social welfare committee. Thus, it is two levels down the hierarchy from the leaders in the village government. The actual responsibilities of the VHC were not entirely clear to the mission.

Particularly now sub-village committees and end-users groups assure the management and control of the water points. Contacts from district and HESAWA personnel seemed often to be directly linked to village governments rather than with the VHCs. Training opportunities have been less for the VHCs. Furthermore sub-committees of five people are being set up in each sub-village while at the same time an animator is being appointed for each village whose role as the main contact person would theoretically be reserved for the VHC. Some committees seemed weak. There is a tendency for village government to take over the VHC functions after phase-out.

HESAWA staff may need to rethink the role and responsibilities of the VHC with respect to other actors including the management at sub-village or end-users level. It is suggested that the committee be strengthened through ways such as:

- training (e.g., with experiences on how to work together, facts on simple finance, health education, how to get spares and report faults in facilities)
- clear operating rules are needed about making decisions (unanimously and publicly), when to replace a member (e.g., does not attend a meeting 3 times), how to replace a member.

Depending on their specific roles and responsibilities, VHC, sub-village HESAWA committees and end-users groups need strengthening through training on:

- communication (to village government, and other committees)
- participation (of users through participatory methodologies)
- team work and in (the committees)
- decision-making
- financial management and accountability, including regular reporting financial status
- how to organise O&M, including getting spare parts, calling in pump mechanic and motivating caretakers
- the committee's role in hygiene education and motivating VHWs.

For the HESAWA committee and other village positions, good selection guidelines result in more appropriate trainees and better final work. Some guidelines which are given for selection of people to work with the programme may be to be further systematised taking into account: (a) personal traits (for example, sincere, honest, good talker, can write/read), (b) representatives (# of women, where they live, did women select the woman), (c) institutional links (from schools, women's groups etc.).

### 7.2.2 Village animator

The new *village animator* is assigned challenging responsibilities. Among these is the organisation of PRA activities which requires skilled facilitators. Furthermore, the programme is assigning the animator a continuing job, that of being the primary link between the entire village and the programme. Past experience has indicated, however, that voluntary, unpaid work involving personal contact with households, is not sustained beyond the short term. In addition, the animator does not seem to be linked institutionally to the committee. Thus, it is suggested that HESAWA proceed with caution and review the experience with the animator on a small scale first before disseminating this throughout the programme area.

### 7.2.3 Promotion programme

*Are the programming steps appropriate? Are communities following the HESAWA programme development steps and procedures?*

The new (1995) village-level programme steps are shown below. This new promotion programme represents an effort on the part of HESAWA to focus on: community planning, improved management, participation of a larger proportion of the households.

#### *HESAWA village promotion programme steps*

##### Year 1

1. village introductory meetings
2. identify and train village animator
3. concept workshop for village leaders
4. school screening, ending in parent resolution
5. children's sanitation survey
6. PRA, community action plan (with parent resolution)
7. form sub-village committees (5 people) and village HESAWA committee

8. open bank account with initial 15% deposit of total required
9. village animators trained committees: O&M, health, sanitation
10. sign village agreement
11. train VHWs, village fundis (and TBAs)
12. executing agencies prepare plans for DAT
13. construction institutional latrines and HH latrines, improvement of traditional water sources

Year 2

14. construction of water facilities (wells, tanks, gravity systems)
15. train pump attendants, caretakers
16. promotion monitoring, follow-up

It is the view of the mission that the new promotion trajectory, while having good features, is being too rapidly disseminated. A preliminary internal assessment identified several problems not all of which were acted on. The whole trajectory is very demanding of district staff and resources. The quality of PRA local animation at the village level (with dependence on the village animator) needs careful testing. All the 16 steps in the promotion trajectory together represent a high level of conditionality for villages and districts. There was some indication that the 16 steps are difficult to connect. Complicated trajectories can too easily fall apart into un-related (and therefore not very powerful) pieces unless periodically refined on the basis of feedback from the field.

The promotion programme is the heart of the HESAWA effort. It must be good. A thorough internal evaluation of this programme (by a small, good group of HESAWA and district staff) is recommended to reflect upon it, learn and follow-up by action. The aim is to simplify and improve the quality of the each activity and the overall management, emphasising self-regulation, of programme implementation at the village level. This must include in-depth field visits and should have priority, to be done within the next four to six months. District staff should receive an honorarium involvement in this major effort. This process would probably need to be repeated as more experience is gained.

The internal evaluation could include items aiming to:

- link more effectively the work of the various actors at the village level (HESAWA committee, VHW, local government, fundis, TBAs, schools and so on)
- provide clearer guidelines be formulated for villagers to consider in selecting people for tasks, for training and as committee members.
- train fundis more practically with checks to ensure that each area has a trained fundi and that they are deployed appropriately (currently planned)
- ensure that all caretakers pump attendants and mechanics know where spare parts can be purchased for what price.
- train caretakers on how, exactly, to involve women in deciding about opening times, rationing
- practical and verifiable site selection procedures
- ensure that health and hygiene messages are incorporated into almost all on-going activities and are tailored to the specific area or village
- change the level of expectation about the sustainability of VHW work, focusing more on short-term campaigns involving VHWs
- improve the training, or add extra orientation to the training of the VHW and TBA so that the water and sanitation behaviour content of their work increases.

- develop a way of controlling/ensuring the quality of school screening, for example, by use of a one-page checklist held by health, school and HESAWA staff
- greatly simplify the PRA including dropping the wealth ranking and perhaps calendar
- find a way to ensure that the PRA and school screening feed into the village contract, or merge them.
- determine what minimum inputs are needed and feasible for phased-out villages and villages which are following the older trajectory, for example, information about purchase of spare parts would be needed by these villages.

For each of the above items, the mission found examples of problems in its field visits.

Promotion indicators have been prepared in connection with an interesting LFA exercise. It is recommended that the list of indicators be reformulated, made much shorter and more practical. Small-scale trials are needed.

#### **7.2.4 Focus on the water user group**

There is a tendency to scale down to the user group in the HESAWA programme. A user-focused strategy must be able to provide information which the user group needs to know to keep a water facility working. Training issues have been listed in 7.2.1 (village and sub-village HESAWA committees) for further consideration by the programme.

The user group is simpler, more sustainable and direct user educator is very much in keeping with the HESAWA concept. However, the user group is vast, difficult and expensive to reach. With user groups, there might be tendency for the male caretaker attendant to become more like a vendor, collection money, setting timing and rationing of water. A field trial is suggested for direct user education for management, preferably carried out by senior HESAWA district staff. Ways of linking in the programme a water user-group focus to school screening and household sanitation should be sought. If this test is positive and feasible logistically, then the current promotion trajectory should be dramatically simplified so as to remain within district capacities.

#### **7.2.5 Pump mechanics and attendants, and fundis**

Pump mechanics are central to the maintenance and sustainability of improved water supplies. In some districts such as Sengerema, no ward or village mechanics have been trained. Private fundis (masons etc.) are the backbone of the replication potential of the HESAWA technologies in the villages. Their capacities on technical skills and entrepreneurship are to be further developed and strengthened. Areas include latrine construction, well digging, concrete ring-casting, well development, pump or windlass installation. Some of these tasks may be beyond the level of the village fundi but more at the level of a district-based contractor. Training would also include aspects important for small private entrepreneurs such as planning, organisation of work, simple cost-calculation, book-keeping and banking.

In some districts, such as Karagwe, fundis seem to be deployed (and paid) by other programmes for implementation. Training of fundis should continue as a key focus in the future.

### **7.3 Building capacities for health and sanitation in the community**

As was noted in the 1993 programme evaluation, hygiene and health education require greater emphasis if the benefits of the programme are to be realised.

#### **7.3.1 Traditional Birth Attendants**

*Traditional Birth Attendants (TBA)* were interviewed wherever possible by the mission. None voluntarily identified a water and sanitation message which they gave to pregnant women. They are trained following national curricula set by the Ministry of Health with UNICEF. This is important for safe midwifery. However, this training is not particularly relevant to water and sanitation. A great opportunity is lost here as the TBA is a primary link to women, who usually does not attend meetings.

It is recommended that the training of the TBA be supplemented with specific messages for women such as the importance of hand-washing after defecation, the delicate issue of the danger and safe disposal of young children's faeces, and face-washing for children. Simple but convincing demonstrations are needed as just giving the messages usually does work.

#### **7.3.2 Village Health Workers**

The VHWs seem primarily interested in first aid and immunisation. As with the TBA, the two or three month national training curriculum does not seem very relevant. VHWs reported that the training helps them take on a curative orientation and but that they receive so many messages that it is difficult to select among these. However particularly the male VHWs (and health assistants) who have received HESAWA training in latrines/environmental sanitation seemed active and productive. During the time of latrine implementation at the household, the VHW visits. This would also be a good time to give a few simple hygiene messages, for example, on handwashing or even disposal of children's faeces. When this is not done, an opportunity to use the household contact fully is lost. No VHW mentioned such personal hygiene messages when interviewed.

VHW work is very difficult. In many projects, VHW approach formats work best for short-term (less than a year and a half) campaigns with tangible results; immunisation and latrines are such. The female VHW, for whom health messages at the household level may be more useful, appears to be far less mobile. This is understandable given the heavy workload of most women and the great walking distances in most villages.

#### **7.3.3 User education for hygiene behaviours**

*To ensure health benefits, do households practice healthy behaviours for use of the improved water quality and sanitation facilities?*

Behaviours being highlighted internationally as providing the greatest health benefits are:

- Consistent use of improved water sources for drinking and personal hygiene
- increasing the quantity of water used for hygiene, specifically, by handwashing after defecation, more frequent face (and body) washing particularly for children.
- Consistent use of latrines by all members of the household
- the safe disposal of young children's faeces.

(See, for example, the WHO publication *Improving water and sanitation hygiene behaviours for the reduction of diarrhoeal disease*, May 1992, Geneva. and *Indicators for sanitation: yardsticks for cleanliness?* by Astier Almedom, Waterlines, January 1995.)

With respect to the latrines, use by children and adults seemed good. There was no indication of much of an awareness about washing hands after using the latrine, which is an important health behaviour. This is a difficult message but a very important one as contamination through dirty hands is an important vector of disease.

Motivational health and hygiene messages appear to be somewhat uniform from district to district (for example: messages about why a latrine should be improved: an improved latrine stops diarrhoea and saves trees). Such messages do not take into account differences in personal motivations or environment within which decisions of potential acceptors are made. Questioning acceptors is one simple, effective way of developing tailor-made messages. And this can be done by field staff. For example: the mission asked some acceptors of latrines about their reasons for accepting. Men in Kabera noted that the improved latrine is more expensive in the short-run but is cheaper in the long run as the slab can be re-used and does not require expensive timber. The implication of this would be that this economic message would be useful with men in this area. More sophisticated, but also very useful, is to do a small study in which non-users are asked to try a new behaviour (such as hand-washing) and are visited frequently to find out about how it went, what difficulties were encountered.

It is suggested that content messages, that is, the more important and specific hygiene behaviour concepts, be inserted in almost all on-going activities: school screening, work of VHWs, TBAs, ward and district health and community development staff. It is also suggested that motivational messages be more tailored to different locations. Lastly, the training which these groups receive should include these contents.

#### 7.3.4 School screening

School screening is justifiably appreciated even though expensive. It is meant as a starting point, among others, for the household sanitation activities and also provides an important service to children. It is potentially an important way of reaching parents.

The one school screening programme which the mission was invited by district staff to investigate led to the conclusion that the activity has great potential but that quality control and further monitoring would be useful to ensure that the school screening activity is consistently effective.



In the school screening which was investigated:

- teachers were not fully briefed and debriefed so impression was left that the activity was not fully understood;
- the numbers of health problems had not been aggregated for teachers or parents (for example, '102 children or 1 in 3 children has worms'). Parents had only been given the cards directly. Thus teachers had little information to follow up;
- the survey conducted by children was not used and other children did not know what it was about (It is not sufficient for this to be a 'baseline survey'.);
- the results, reasons and conclusions were told to parents. There was not time for a discussion;
- the results were not obviously linked to latrines, among other things
- there was no follow-up by the teachers;
- the same number of days is allocated in the screening activity to a school with 100 and a school with 600 students.

It is important to take enough time at end of school screening to tell parents (and teachers) the numbers and proportion (1 out of how many) of children have a health problem, what the problem means in body of child, how to remedy it now and stop it from recurring. It is also important to link the activity to future activities in the school, to the community planning and sanitation activities of the project (on the assumption, as seems to be the case, that a high proportion of the children suffer from parasites or diarrhoea diseases). These considerations were originally built in the School Health Package as and adult-learning methodology.

#### 7.4 HRD at district and ward level

The old un-integrated districts seem to be much weaker in terms of training and capacity development. It will take them some time to catch up. An important question is the capacity and will of the programme/districts to revisit the previously un-integrated villages to provide at least a minimum of software inputs with a view to ensuring sustainability of the hardware interventions already in place. The mission was not aware that plans for this exist at district levels.

Training at the district and ward level varies from district to district. As may be expected, those with most active programmes, and previously integrated districts, have been involved in more training. The training programme is very broad, involving over the years more than 20 different courses, workshops and training experiences within and outside the HESAWA programme.

Typical training of the training currently being provided to leaders in the districts are:

Typical training provided to leaders at the	district level
District Commissioner	concept
District Executive Director	concept, planning
District HESAWA co-ordinator	
Health Officer & staff	training of trainers, environmental sanitation, water quality, PRA and its application
HESAWA accountant/Treasurer	tailor-made finance training
Education Officer & staff	PRA and its application
Community Development Officer & staff	environmental sanitation, PRA and its application
Water Engineer & technicians (including storekeepers)	rain water harvesting tanks, improving traditional sources,

Training covering a wide range has also been provided to lower level district and ward staff (stores keeper, community development assistants, health assistants, water technicians, education officers).

There were suggestions in several districts, and having reviewed a limited amount of course files the mission agrees, that some training courses be restructured. Training contents should limit/eliminate theory and focus on practical application specific to the task of the individual or department. The caretaker/pump attendant/mechanic training programme is being revised in this way presently. It is hoped that this revision will continue. Training should include practice in applications wherever possible. HESAWA Zonal office has formulated several new plans for HRD at the village level. These include: explicit village training targets, influential people workshop (which, however, does not explicitly include the HESAWA committee), reducing the theoretical training for artisans, combining caretaker and pump attendant/mechanic training. In general these seem to be useful plans, although they should first be examined on a small scale and, in particular it should be checked to see if combining pump mechanic and caretaker has a gender bias, limiting the participation of women or having some negative effect on the quality of the training.

An exception to this is the LFA which seems to have been particularly appreciated by those who participated. It is suggested that the LFA experience be made available to district staff in general. Other requests for training from the district level included:

- training needs assessment
- management skills,
- technical in construction, rainwater harvesting
- latrine construction and management of latrine programmes (including beneficiary/technology matching)
- knowledge and tools in communication, planning budgeting, reporting: staff need training, stores
- technical knowledge in rainwater harvesting and shallow well construction

District and ward training will continue to be a major capacity building feature in the HESAWA programme. Its impact will be circumscribed by the level of staff transfers, as for example, there are now several new District Executive Officers. This in-built inefficiency in any training system means that the activities must be pursued with particular vigour.

It should be noted that the quality of a training programme is not usually validly assessed by pre-post questionnaires, although these give good information about satisfaction among trainees. Assessment is needed in field, by observing training and following up one or more groups participants after the course (usually some months).

## 7.5 Way forward

It would be expected, in a programme which emphasises HRD, that after 10 years a significant proportion of management and planning functions would be carried out at the district and local levels (ward and village). If this were the case, then the number

of external personnel would have diminished significantly. However, the number of directly-hired consultants and advisers remains high (41\* in 1996). It consumes a significant proportion of the budget. 20% of the total 1995-96 budget of 4.1 billions shillings, equivalent to about 45.4 million Swedish Kroners, was consumed by the two groups, Hifab and BSC. This was 38% of the expenditure of the zonal office. Some graphs and tables on expenditures in budgets and the HESAWA Programme are added as Appendix 9. (Prepared by the zonal office). Concern was expressed at the district workshops about the heavy loading of advisers and consultants. The mission concurs that this unusual number appears to detract from the development of self-reliance and local capacities in planning and implementation. An example of this is the rather complex PRA/promotion strategy which, at least thus far, is planned and mainly implemented in several districts by the consultants/advisers.

With respect to the HRD programme, the aim for the future should be sustainability of capacities which require local structures and linkages that are useful for villagers and personnel. Sustainability of HESAWA's HRD programme beyond 2002 is probably not a realistic possibility, given its requirements of transport, training of trainers, allowances for attendance and logistics support. Retaining some HRD capacity would probably require the development of a small training resource, of very limited size, in the region which could be called upon on demand.

In the absence of this, however, the most sustainable aspects of the HRD programme beyond 2002 lie in its results at the village level. This could include, for example, in the sustained use and spontaneous replication of household latrines and household rainwater harvesting, good maintenance of the improved water sources and a private enterprise capacity for repairs and construction of new sources. The school screening (linked to sanitation) is a good candidate for continued support by other agencies and groups which work in the region.

However, to achieve this, it is suggested in the short-term the HESAWA priorities be:

- An in-depth internal evaluation of HRD activities (by a small, good group of HESAWA and district staff) is recommended with followed by action. The aim is to simplify and improve the quality of the each activity and the overall management, emphasising self-regulation, of programme implementation at the village level. This must include in-depth field visits and should have priority, and may be repeated subsequently.
- The quality of training course be improved, specifically, with less theory, more practice, contents directly related to the performance expected from the trainee. This would include special attention to the training (and working) of the HESAWA committees, the VHW, TBA, fundis, caretakers, and pump mechanics
- It is suggested that content messages, that is, the more important and specific hygiene behaviour concepts be inserted in almost all on-going activities: school

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\* In total the hired consultants and consultants' staff was 105 in July 1996 including management (1), administration (35), finance (5), stores and workshop (22), and 9 advisers, all at zonal level, advisers' and 2 drivers and 31 at regional/district level.

screening, work of VHWs, TBAs, ward and district health and community development staff. It is also suggested that motivational messages be more tailored to different locations. Lastly, the training which these groups receive should include these contents.

## ACCOMPLISHMENTS

Category	Region	Implementation 1985-96	Implementation 95-96	95-96 as % of 1985-96 (average 9%)
Traditional Birth Attendants	Mwanza	301	30	10
	Mara	212	22	10
	Kagera	37	10	27
	total	550	62	11
Village Health Worker	Mwanza	570	93	16
	Mara	342	54	16
	Kagera	412	20	5
	total	1324	167	13
Water Point Carctaker	Mwanza	2384	614	26
	Mara	702	-	-
	Kagera	1067	44	4
	total	4153	658	16
Village Fundi	Mwanza	753	119	16
	Mara	294	27	9
	Kagera	423	72	17
	total	1470	218	15
Pump Mechanic	Mwanza	41	-	
	Mara	23	-	
	Kagera	6	-	
	total	70	-	

### Selected training & orientation activities for year 1995-96

Training/orientation activity	participants	Number
Workshop on HESAWA concept	village leaders	2,084
workshop on HESAWA concept	councillors	471
Management & organisation workshops	ward development committee members	242
course on village planning	finance & planning committee members in villages	347
Promotion workshops on environmental sanitation		1,488
promotion meetings on school health activities	parents	about 12,000
Workshop 'From vision to reality'	Senior district personnel	
Initial preparatory promotion meetings	villagers in villages being phased in for new promotion programme	about 14,000

Sources: *Annual Progress Report (July 1995-1996)*, HESAWA. and *Implementation of promotion activities, 1995/96* HESAWA.

## 8. DECENTRALISATION

### 8.1 Introduction

Decentralisation could be defined as transferring authority and responsibility for decisions, management, and resource mobilisation to local governments. This is also what happened in Tanzania, a mere devolution, and less a deconcentration in the sense of placing resources and staff at lower levels within the same administrative structure.

The decentralisation in the whole of Tanzania became a fact as of July 1996. Decentralisation is therefore still very young and districts have to learn a lot in their new roles. The role of the region has been marginalised and also the resources at that level are minimal. The HESAWA Programme has acted adequately to the recommendations of the 1992 Evaluation and was somehow slightly ahead of the nation-wide decentralisation process.

The decentralisation of the HESAWA programme was received in the districts with mixed feelings. It was perceived to lead to several successes, creating opportunities and new challenges for the future while facing at the same time many limitations and risks. This picture came clearly from the District Workshops organised by the Evaluation Team in nine districts.

This chapter reviews these experiences and views on decentralisation, and also builds upon these to provide a potential scenario for the future of the Programme in Phase IV and the HESAWA District-based Programme beyond 2002.

### 8.2 Findings from the District Workshops

The nine District Workshops\* gave the following major findings on strengths, weaknesses, opportunities and threats (SWOT) as expressed by district staff (full workshop reports in Appendix 10): (These workshops findings do not always concur with the mission findings)

#### *Decentralisation in general and more specifically in the HESAWA Programme .....*

##### *strengths:*

- puts the power on decisions and the (Sida) funds at the appropriate level
- motivates and increases commitment by staff
- builds up capacities and experience among district staff
- allows more realistic planning and direct monitoring of implementation
- leads to outputs that fit in the district context
- reduces bureaucracy at regional and zonal level
- improves the supply of materials and so the speed of implementation
- facilitates contacts with villages, their committees and the end-users

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\* District workshops using the SWOT methodology were conducted in Magu, Kwimba, Sengerema, Bukoba Rural, Muleba, Karagwe, Musama rural, Serengeti and Bunda. These workshops took 4-6 hours.

***weaknesses:***

- shows the limited capacities in planning, management, financial management, monitoring etc. at district level
- shows lack of communication and transparency among staff
- shows lack of adequate co-operation and co-ordination among departments
- may lead to misuse of power by certain Programme staff
- shows lack of accountability and transparency
- shows the limited financial capacities of the district
- shows the limited capability of the district to cater for allowances
- shows the lack of transport capacities to execute all HESAWA activities
- shows lack of repair capacities and spare parts for transport at district level
- shows the difficulty to purchase materials locally

***opportunities:***

- could further enhance the community-oriented HESAWA approach
- could improve interdepartmental and team spirit
- should first build sufficient district capacities in communication, team working, and on their specific new tasks such as planning, management, financial management, monitoring, etc. for an effective execution
- indicates need to restructure training courses towards specific practical needs of district
- should allow for supervision and advice from higher administrative levels
- should allow for the purchase of all required materials through local and national suppliers
- encourages the use of locally available resources and materials
- encourages higher contribution from end-users
- allows to further contract certain HESAWA activities
- urges to improve the income base (including revenue collection) by the district

***threats:***

- may face poor leadership at district level
- may lead to low morale of staff through lack of motivation
- may face poor income and financial situation at district council
- faces and may face reduced contribution from Central Government
- may limit or stop the further capacity building and learning opportunities
- may stop the implementation of HESAWA interventions after 2002, unless the HESAWA approach is adjusted
- has to cope with competitions for the limited resources for different district programmes
- may not stop the higher levels (national, zonal and region) to impose their bureaucracy, leading to frustration of district staff
- retrenchment or transfer of district HESAWA staff and losing of district HESAWA "knowledge base"
- may increase the interference of political nature on implementation
- may experience lack of maintenance capacities and spare parts for transport

### **8.3 Sustainability of the HESAWA process at district level**

#### **8.3.1 Sustainability of planning**

The annual planning is done at district level, supervised by the regions. It was noted as a positive development that last financial year a LFA planning workshop (Logic Framework Analysis) for district staff was organised to assist them in their planning, and another workshop on LFA has been scheduled to take place soon. The implementation of this planning methodology resulting in year plans etc. have not been seen yet. Introduction of new planning methodologies should fit in the entire district administration to make this sustainable. If only the HESAWA Programme follows the new planning methodology, then continuation of this methodology beyond 2002 will not be ensured. The District staff indicated that continued training and learning opportunities in planning and management should be created to develop the required capacities and practical skills.

Considering the suggested scenario for phase IV and after 2002, to be outlined later in this chapter, the district HESAWA Programmes may have a different nature and the volumes of activities directly implemented by district staff may be drastically scaled down (construction will be transferred to the private sector). This has direct effects on the planning, although the activities implemented by the private sector need also careful planning and follow-up.

At this moment, the Mission has not sufficient evidence to conclude that the district planning will continue in a proper way in all districts beyond 2002.

#### **8.3.2 Sustainability of implementation**

Implementation refers here to both the execution of construction of water supply and sanitation facilities in the villages and of software activities at village level, such as Promotion and Planning, HRD, and School Health Package.

##### ***8.3.2.1 Construction of water supply and sanitation facilities***

The Mission has observed the good development that most districts are capable to produce facilities of an adequate technical quality.

At this moment, the construction of water supply systems depends in terms of supply of materials almost completely on donor subsidy. If these donor subsidies will cease, the district will definitely not be able to continue this rate of implementation using Local or Central Government funds unless new donors with subsidies for materials come in. This is very unlikely in the present trend of donor support. So, the financing of the construction of new water supply systems will rest completely with the villagers themselves. This will expectedly scale down the construction of new systems after 2002.



There are two basic options for continuing construction after 2002:

- (i) the District HESAWA teams continue constructing
- (ii) the private sector takes over, i.e. at village level the local fundis, masons and well diggers, and at district level the local contractors for concrete rings, well sinking, hand-drilling and handpump installation.

The justifications to keep the construction within the district departments are questioned for the following reasons:

- the anticipated low cost efficiency of the construction by the districts' staff in view of the long-term perspective of highly reduced implementation volumes because as from 2002 no donor or government subsidies will be available
- increasingly, districts face the problem of scarce financial resources which has a direct effect on the payment of allowances to district technical staff constructing the systems in the villages. This may jeopardise the sustainability of the construction of the system.
- furthermore, the role of the districts is gradually changing from an implementor to a facilitator and advisor in the process of village-based HESAWA interventions.

***The Mission therefore recommends that the private sector at village and district level as indicated above, will gradually take over the construction of water supply and sanitation systems starting as soon as possible so that by July 1998 all construction tasks will be done by the private sector.***

Privatisation is also very much the direction of the Plan-of-Action for Phase III and the recommendations of the 1992 Evaluation. Both documents promote the private sector involvement a.o. in the construction of water supply and sanitation facilities. The Mission learned that the training of private fundis for the construction of household latrines resulted in capable masons doing good quality work in masonry. Furthermore, digging is already done by villagers or village-based well diggers.

In view of this self-financing by villagers, the affordable technologies could range from very simple rainwater harvesting and ITWS to motorised-pumped piped water supplies depending on the financial capacities of the users. However, the expectation is that the lower end of the technology range will be pre-dominantly selected. The technologies may need further development and improvement, particularly those at the lower end of the scale, and represent options for a gradual upgrading of water supply technology.

In some areas the development of water supply systems may be beyond the capacity of the people, particularly where deep boreholes are needed or hard rock formations make well construction impossible and where surface and rainwater sources appear to be insufficient. In such cases, well construction through 'blasting' using dynamite or machine-drilling could be considered. Funding will remain the limiting factor while private specialised groundwater survey and drilling companies should be given the execution of these tasks.

***The Programme may want to make the necessary preparations for the beyond 2002 situations, by introducing more affordable technologies implementable by district contractors and village fundis; by studying the possibility of well "blasting"; and by***

*the identification of financial sources for shared funding of water supply in hydro-geologically difficult areas.*

### **8.3.2.2 'Software' implementation**

The 'software' components, particularly Promotion, village-based HRD and School Health Package, very much represent the HESAWA concept and should therefore be continued by the district HESAWA team also after 2002. This was also confirmed by the District HESAWA Teams in the District Workshops. Furthermore, there is no private capacity in the region and district that can take on that responsibility. The District capacities on these software elements should be fully established and refreshed by 2002, to have a good starting point.

There are serious risks that within some five years after 2002, most of the original 'knowledge base' of HESAWA may have gone. HESAWA staff may be transferred, leave, retire etc. It may financially be difficult but not impossible to have new district staff trained on HESAWA concept by national training or resource institutions. The Programme may want to look in these future training options. Other risks include finance and transport required for intensive village-based activities, while on the other hand the yearly number of villages requiring the software implementation may be limited as a consequence of the self-financing condition.

Specific recommendations on these software elements have been covered in Chapter 4. HESAWA Concept.

### **8.3.3 Sustainability of monitoring**

The Programme has developed a good monitoring system for the progress of the construction and training activities vice-a-vice the planning. The Region does a commendable job in the verification of the completed systems. The results are given in well-structured quarterly progress reports from the districts which are further compiled per region. This monitoring will continue in Phase IV, also if the Programme Management decides to implement the privatisation of the construction. The improved planning methodologies (LFA) that are being developed and for which capacities are built at district level, would further facilitate the proper monitoring.

However, the term monitoring needs to be interpreted in a broader way including regular monitoring of the functionality and utilisation of the constructed systems, and other effects of the Programme activities such as behavioural change. In principle, the users' group and VHCs should do this because this information is very important for the planning, management and organisation of their activities. Also the implementation of the 'software' components need monitoring for conceptual (what) and procedural (how) issues, but this may be the task of the regional level.

The Programme can use these functionality and utilisation data. It would facilitate early detection of and need for action on organisational, managerial and technical problems around the implemented systems. Implementation and follow-up strategies can be adjusted using these monitoring results. These fields for monitoring are further of

great importance for the long-term sustainability of the systems and the HESAWA approach in itself as it gives justification to continuation in terms of goal attainment.

*The Programme needs to develop a monitoring system for use at village and district/regional level on functionality and utilisation of the water supply and sanitation systems, and of the software activities with practical and verifiable indicators such as behavioural change. The monitoring system has to be field-tested and widely introduced for village and district/regional use. The number of indicators should be realistic and the frequency of data collection must be manageable.*

The risks that this monitoring at district/regional level can not continue beyond 2002 are mentioned under the software implementation.

#### **8.3.4 Sustainability of follow-up**

Follow-up is interpreted here as the activity of the districts to visit villages with trained HESAWA committees and completed HESAWA facilities, for giving them advice on organisational and technical issues, problems etc. they face and that may put the continuing functioning and utilisation of the facilities at risk.

The Mission can be short on this follow-up, it hardly exists, and where it is done the HESAWA staff mostly does not raise the issues of importance for the village management committees. The need for this follow-up advice was also indicated in section 5.2.11. District Support.

*In view of this short-coming, the Mission recommends the urgent development of such a systematic follow-up system by the District HESAWA Teams to give advisory support on organisational, managerial and technical issues to the HESAWA Committees.*

#### **8.4 Basic scenario for Phase IV and beyond**

There are positive developments in the districts and villages on ownership and responsibility towards their water supply. The requests for improvement of village water supply are beyond what the HESAWA Teams can manage. These seem to be good points to look ahead towards the Phase IV and beyond.

The starting point of this basic scenario is the long-term sustainability of the HESAWA approach at district and village level and the creation and/or strengthening of the required institutions and actors involved in this approach.

The suggested scenario for the Phase IV and beyond hinges on four basic principles:

- the private sector in villages and districts will take on the construction of HESAWA water supply and sanitation facilities, starting as soon as possible leading to a situation in 1998 for Phase IV and beyond that nearly all construction will be done by them

- in Phase IV the subsidy for the construction materials and the construction of water supply and sanitation facilities will continue though gradually scaled down
- after 2002, the villagers will fully finance the construction materials and construction of HESAWA facilities
- the district HESAWA teams will be responsible for all the software activities, planning, monitoring and follow-up.

If the Programme Management decides that this scenario is to be followed, the Programme need to further elaborate these principles. The Mission suggests only a rough framework on these four principles for the future.

The Programme may consider this approach valid for certain districts, while other districts because of different reasons would not be able to accommodate this approach. Examples of such districts may be Ngara and Karagwe for reasons of disturbance of districts dynamics by NGOs' involvement in emergency aid and relief activities.

The Programme may want to start the transfer of physical hardware implementation in some 'strong and committed' districts already by the financial year 1997/1998 on an experimental basis for learning purposes.

The building-in of regular reviews for reflection (learning) and further adjustments of the new HESAWA Programme model may be considered very useful.

Consequently, the Programme may want to promote the further development of these private sector capacities in the villages and districts in the years towards 2002. Promotion, training and facilitation of this privatisation should be taken up from by regional advisors.

*It is therefore recommended that if the Programme Management accepts this scenario it assists the private sector to gradually take over fully from the districts the construction of the water supply and sanitation facilities starting as soon as possible. This needs proper preparation, and time points for reflection on direction and progress have to be built in the planning towards this major move.*

The roles of the different actors in the following sections may not be exhaustive.

#### **8.4.1 Private sector roles**

- construction of village and rural towns water supply and sanitation systems
- provision of repair capacities beyond the capacities of the village-based caretaker/mechanic
- distribution of hardware (pumps etc.), spare parts and tools at regional and district level
- provision of survey and drilling services for hard-rock geological conditions
- provision of advisory, backstopping and training services

#### **8.4.2 District HESAWA Teams' roles**

- provision of promotion, planning support (PRA), School Health Package; hygiene education, capacity building, technology advice
- provision of advice in siting using basic surveying techniques
- during Phase IV provision of subsidies for hardware implementation
- carrying out monitoring
- giving follow-up to villages, users-groups, VHCs

#### **8.4.3 HESAWA Programme's roles**

- overall steering of the adapted Programme's direction
- financing and financial control
- capacity building at district level
- promoting and developing jointly with the district HESAWA Teams, village, ward and district private sector capacities and follow-up support
- funding overall advisory and learning services
- gradual diminishing role in facilitating advisory and learning services, and transfer this to districts

#### **8.4.4 Programme's hardware subsidy**

The subsidy on the physical water supply and sanitation facilities will gradually reduce from the present 100% (for the SWs and ITWSs). Good procedures for new phased-in villages need to be developed. Drastic cost reductions in water supply systems should be also strived for, by opting for cheaper water lifting technologies. Cost reductions through private sector involvement in construction and self-helps in digging etc. are expected. These cost reductions would make the self-financing feasible and the subsidy reductions more acceptable. The programme has to look into this urgently.

For the future, Central and Local Government, and Rural Development Banks may want to consider the establishment of a Rural Water Supply Development Fund from which villages and users groups can get soft loans or even small grants for rural water supply improvements

### **8.5 HESAWA Programme structure in a decentralised environment**

The districts and regions have developed increased capacities over the years through the support of advisers; nevertheless some advisory support may be required also in view of the suggested Programme adaptations, and to facilitate proper disbursement and control of the finances versus the planned activities.

#### ***At district level***

The District Promotion Advisors have significantly contributed to the present achievements of HESAWA in the districts. Nevertheless, their presence at district level is still an issue of concern, as it was in the previous 1992 Evaluation. The same arguments for having these advisors at the regional level are still valid, and have again been confirmed by the district HESAWA staff. In a decentralised environment the dynamics are very sensitive and skewed situations in terms of resources and

remuneration may upset the entire structure and puts the commitment of district staff, and so the sustainability at risk. The operational thinking has to move from the advisors to the district staff. To strengthen the operational district Capacity in Promotion of HESAWA in the villages, temporary staff can be recruited for the period of high targets (i.e. number of phased-in villages and planned implementation).

***The Mission therefore recommends to remove the district advisors and have only regional advisors to the districts. The Programme may want to consider in consultation with the District to temporarily finance additional operational capacities.***

#### ***At regional level***

This should be the focus of the advisory structure. The Mission is not in the position to evaluate the performance of the regional advisors. The general impression is that the number of advisors is high and could be substantially reduced, particularly as also district promotion advisors will join them. The advisory functions on substantial matters that are presently carried out by advisors at the zonal level, should be brought to the regional level if decided that their services are still required. Only the ones with a good professional record should be kept and only when their field of expertise is demanded by the districts.

Also at this level applies that it is time to leave the operational thinking to the regional staff; after an advisory period of more than 10 years, sufficient operational capacities should have been built up. Permanent advisory services on substantial matters beyond the year 2000 are not advisable. The districts ought to be gradually prepared for the situation beyond 2002. Specific advice can be more efficiently obtained from specialised institutions on an ad-hoc basis and by making more use of already developed and field-tested methodologies known by national or regional 'knowledge centres'.

***The Mission recommends to maintain a limited number of consultants at the regional level for advisory and capacity building at the district level.***

#### ***At zonal level***

The reasoning followed above is also applicable to the zonal level. The proposal of the zonal office to reduce staff is a good attempt but not sufficient. The efficiency and effectiveness at this level is quite low. Reference is also made to Appendix 9 on the expenditures of zonal office versus districts/regions.

***The Programme Management may consider to further reduce the staffing at this level to functions related to Programme co-ordination and financial disbursement and financial control tasks only.***

## 9. ENVIRONMENTAL IMPACTS OF HESAWA INTERVENTIONS

### 9.1 Introduction

The environmental impacts of HESAWA interventions were assessed from observations at a number of water and environmental sanitation facilities that were visited during the field visits of the villages, and also on the basis of the villages and also on the basis of available information.

### 9.2 Micro level impacts

On the whole, the extent of environmental degradation around water facilities is not serious. Most of the environmental impacts of the improved water supplies and sanitation interventions, using the technologies applied in HESAWA programme, are small and localised.

#### Direct impacts

- *Soil erosion and overgrazing*

Soil erosion, gulleying and overgrazing lead to diminished soil fertility, loss in vegetation cover, declining productivity and general environmental degradation, all of which are negative impacts. Apart from some gulleying in some steep sections of the pipelines, and limited soil erosion at the springs due to their unavoidable location at the bottom of the valleys, there are no serious cases of soil erosion and overgrazing in the project areas. One way to arrest the gulleying situation from getting worse is by terracing. Erosion at the springs can be stopped by terracing the approach paths with stones or gravel, and to line them with shrubs so that people keep to the paths. Erosion along the drains at roof catchment facilities, hand pumps and distribution points can be curbed by lining the drains. During the installation of water facilities such as pumps, spring protection structures or roof catchments, clearing of bush and other vegetation should be kept to a minimum, so that areas around the facilities are not left bare and unnecessarily exposed.

- *Pollution*

Maintenance and cleanliness of environment are key factors in controlling environmental pollution at water points in terms of health and sanitation. For this reason, the importance of health education must continue to be stressed. Pollution due to detergents and soaps for washing clothes is considered to have negligible impacts on the environment. Ground water sources particularly in Mwanza region may be naturally polluted due to chemicals (such as chlorides and sulphates) dissolved in the water through leaching and the flow of water through soluble formations. Chemical pollution of those sources due to fertilisers/pesticides is likely to be negligible, since there is no intensive agriculture being practised in the catchment areas. The bacteriological analysis of water is being carried out on regular basis. The usefulness and sustainability of this exercise are however questionable. While it is easy to condemn a well on the basis of bacteriological contamination, it is not easy to offer an alternative solution. The sustainability aspect of it is not guaranteed especially

when the donor fund are no longer available. The Programme should concentrate more on identifying in a participatory way with the users the sources of such pollution and taking corrective measures. Obvious sources of pollution such as broken aprons; no cleaning of wells after drilling; no proper sealing of rings. These and improved development of wells (gravel packing) should be given urgent attention.

The emphasis of the Programme on latrinisation is encouraging and should be continued as indiscriminate defaecation leads to contamination of water sources and the soil. The use of concrete slabs in latrine construction has somehow a positive impact on the environment as trees are saved which are otherwise cut and used as logs for making the flooring of latrines. On the other hand in some areas latrine walls are built with burnt bricks for which a lot of firewood is used.

- ***Ponding***

Ponding is a major negative impact resulting from provision of improved water supplies. Again, maintenance is instrumental in containing the problems associated with ponding, particularly health risks with water-related diseases. The importance of vector control must be emphasised through effective health education programmes. Where facilities are located in areas of flat terrain the drains should have a slight gradient to allow proper drainage of water. Soakaway pits should be incorporated where waste water is not utilised for micro irrigation purposes.

- ***Depletion of aquifers***

The lake regions have very sustainable resources and there is little risk of aquifer depletion. The depletion of aquifers is not a serious issue at present and may therefore be viewed as a neutral impact.

- ***Catchment and water sources protection***

Although no serious environmental problems were observed within the water catchments, still, human activities within these areas should continue to be discouraged. To ensure future water supply, the catchment areas must be protected through management of land use practices in the water shades or in groundwater infiltration areas, and through restoration and enhancement of the catchments through check dams, revegetation, control of grazing, burning and clearing etc. Communities should be made aware of the benefits of protecting water catchment areas and especially its relationship to water quantity and quality. Protection of other sources of water such as shallow and deep wells should be continued. Fencing, drainage and general cleanliness are some of the issues that need attention.

### **9.3 Indicators for environmental monitoring**

Environmental monitoring should, in principle, serve two purposes. Firstly it should assist in assessing whether the designs of the water facilities are suitable and satisfactory, and secondly, it should facilitate better management of the facilities and raise awareness on possible environmental problems. Indicators which may be used by both the villagers and district staff for monitoring purposes were developed during the course of the evaluation and are added as Appendix 11.



Once the causes of the problems related to these indicators are established, it is then possible to decide whether the solution is in design or in better management.

## **10. EXTERNAL AND INTERNAL RISK FACTORS**

In six districts workshops, the mission asked district leaders about risk factors that can effect the efforts to sustain and decentralise the programme. These are combined with the mission's own assessment in this chapter.

### **10.1 External risk factors**

External risk factors are those which are largely beyond the control of the project. To the degree possible, however, the programme should be planned taking these into account by building structures and procedures which are less sensitive to changes in these external factors.

- inflation of the Tanzanian shilling combined with rural poverty which may limit the capacity of rural households to invest in water and sanitation facilities.
- political instability which would imply a lack of continuity
- lack of commitment at the district level, and specifically, in adequate finance and deployment of staff for the project
- lack of transport capacity which limits contact between district/ward personnel and villages, as well as limiting transport of commodities
- quality of leadership at the district level
- quality of leadership in the village. District staff also felt that illiteracy and 'ignorance' of people in villages also limits involvement in and the impact of the programme.
- culture and norms: women aren't so important. You can expect failures if you concentrate too much on women.

The greatest concern expressed by district staff was the winding down of financial assistance from the Government of Sweden. It is believed, with justification that the survival of the programme, as it is now structured, depends on the continuation of donor support at this point in time. Dependency on external donations has not stimulated efforts to develop independent processes of Programme development. Particularly in parts of the Kagera region, there are several donors and NGOs with softer conditionality in the implementation of water and sanitation projects. It was noted that there can be confusion at the district level in organising activities based on different policies between HESAWA and other projects.

### **10.2 Internal risk factors**

#### **At the programme level**

- Over-dependence on advisers and consultants limiting district capacity development. Some consultants execute activities or do not give the type of support which district personnel feel they need.
- Discouraged advisers and consultants who do not carry out their work adequately.
- Too many donor conditions.
- Insufficient planning (or action on plans) for phasing out.

**At the district level**

- Manpower and financial resources lacking for sustained activities after phasing out.
- Transport as a limiting factor was mentioned in most districts. Transport problems may occur, due to insufficient planning, poor control of vehicles, and too ambitious programmes.
- District Council might not comply with requirements for contribution.
- Misuse of resources: It was noted in one district, among others: 'Some people can misuse this opportunity (for decentralised programming at the district level).. Managers have access to funds and transport. Thus good management depends on personality.'

**At the village level:**

- Technology choice not always appropriate, and payments for O&M replacement may be beyond the means of some villages or villagers.
- Rejection of activities by villagers if plans are perceived to be imposed.
- Lack of spare parts and skills in maintenance results in facilities not being maintained.
- Level of conditionality (number of steps in programme) perceived to be too high for some villages.
- Lack of motivation for village actors: VHWs, animators, caretakers, pump attendants and pump mechanics. Need to improve internal selection criteria.

## 11. OVERALL FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

### *General*

The Plan-of-Action for Phase III gave a good framework for the transformation of the Programme. A lot has been achieved in line with the recommendations of the Evaluation of 1992. The Programme has been re-directed towards the district as a focus from where planning and implementation is being done. It can be said that the Programme merged largely into the Tanzanian government structures. Now all districts in the three regions are integrated, except Mwanza Municipality, that was phased out in 1994. The dependency of the district implementors on the regional and zonal office has somehow been reduced, although there is still a feeling at the districts of 'paternalism' by the zonal office. The Programme's decentralisation has not led to substantial reductions in zonal staff capacities. Overall progress is made but much is to be done to make village water systems sustainable, and to build a bridge to a sustainable village and district HESAWA Programme for beyond 2002.

Although the Evaluation did not include to make an assessment of overall efficiency and effectiveness, the general impression is that there is ample room to improve these. The zonal office and the consultants consume a major part of the total available budget, as compared to the portion used by the districts (and spent in the villages), where the real focus of the HESAWA Programme ought to be.

Regarding the *physical achievements*, Phase III of the HESAWA Programme has substantially contributed to the grand total output. Progress is noted on outputs of new shallow wells and institutional latrines. Physical achievements such as ITWSs, institutional rainwater harvesting tanks, institutional latrines, household latrines are above the annual average although the target set for Phase III has not been met. Particularly the output of household latrines is far below the target, only 4% achieved, while on the other hand latrinisation has gained a good momentum. This needs further attention on strategies to apply.

Knowledge and understanding of the *HESAWA concept principles at village level* was generally high. The School Health Package, including screening and subsequent latrinisation, and the new PRA planning activities have enlarged substantially the proportion of the community that is directly involved in the planning. Location of water systems cause problems in security and inconvenience because of distance. A too high number of wells run dry. Payment for water seems acceptable and the fees affordable. The present water supply technologies have acceptable and affordable O&M costs but replacement costs may be beyond users capacities. HESAWA committees need further training on financial management and accountability.

- *It is recommended that, as a priority, the functioning, also related to the availability of spares, of new and existing water facilities be investigated and dealt with immediately. This would involve:*
  - *improving the spare parts distribution and outlets for purchase;*
  - *investigating improved techniques or applying known techniques for desilting,*

- *deepening wells and implementation of deeper wells and,*
- *improved hydro-geological surveys procedures and techniques by district or private sector for good site selection. Whenever possible, women's first choice for well-siting or as close as possible to this choice must be aimed for. Progress on these should be officially reviewed, as a primary condition for the programme, in one year's time.*
- *Efficiency and financial management should be improved at the village and district levels leading to savings and greater transparency at all levels. This includes, action on: audits, self-regulatory procedures in villages, greater use of village bank accounts, reducing and controlling construction costs, experiments with private ownership and vending.*

The HESAWA Programme has increased its emphasis on **latrinisation** with considerable success in some districts. The technology applied is fine but in case of unstable soils, the costs for lining and slab may become a problem. Subsidy for latrine slabs can not be sustained by the districts.

- *It is recommended that step-wise approaches be developed for up-grading household latrines and rain harvesting. The condition of 90%-coverage of improved latrines before the Programme supports any water supply improvement is to be discontinued.*

The Programme has made a commendable effort to stimulate **gender awareness** among the community at large, government officers and its own staff. However, the gender issue is introduced as a general concept and the strategies are not clearly linked to water and sanitation. It should be made more specific on how and when to involve women.

- *Gender awareness should be made more specific to water and sanitation activities, specifically, ensuring the reality of women's participation in site selection, time of opening, ability to attend key meetings and perhaps technology choice.*

To achieve **sustainability of HESAWA water supply systems** many conditions have to be fulfilled: from availability of spare parts to good management by the responsible committee. Although the Programme has made some headway in the sustainability, particularly in bringing the management down to the sub-village and end-users level, there is still a lot to be done both in the village (i.e. management) and on the enabling factors (including repair skills and spare parts). The sustainability of the systems is particularly at risk in phased-out villages where management arrangements are weak and different than in phased-in villages.

- *The Mission therefore recommends that the district HESAWA Teams give a more systematic support, particularly to phased-out villages in terms of advice on more efficient and effective institutional structures and organisational arrangements, and on the development of related Committee capacities. This would increase the sustainability of the systems.*

- *The Programme should include guidelines on financial management including accountability and communication to users on financial status in the training of HESAWA committees. This should include suggestions on running the HESAWA account and its utilisation.*
- *It is strongly recommended that the Programme takes up with the highest priority this issue of repair capacities by addressing the training of village caretakers/mechanics and privatisation of ward pump mechanics. These cadres are among the major pillars on which the sustainability rests.*
- *The Programme should urgently stimulate (with some pressure) the Mwanza-based supplier and local hardware shops to establish agents at district level for the sale of spares and to stock the most current spares of supplied handpumps.*

A major concern is the replicability of the water supply technologies. The impression is that MAJI staff continues to have a bias to shallow wells with handpumps, and leaving out other water lifting devices. Serious cost reductions and offering of a wider technology choice are needed to have success in the future situation of payment of investment costs by the users. Despite the many technical advisers, these issues are not adequately developed.

- *In view of sustainability, the Programme should develop among the District HESAWA Teams a common acceptance of the principle of gradual water improvements and acceptance of a broad range of water lifting options.*
- *HESAWA staff should inform villagers on the O&M and replacement costs of handpump and other water lifting options before villagers make a decision on the technology choice to be applied is taken. Further cost reductions in water technologies are needed.*

The *sustainability of the HESAWA activities at District level* depends very much on financial, manpower and logistic conditions. The District HESAWA Teams are usually committed, although improvement in planning, management and communication would strengthen the team spirit and their effectiveness. The Evaluation's outlook towards Phase IV and beyond, put the sustainability of district HESAWA activities in a different and risky framework.

- *The Programme may want to address the issue of number of trained district staff to ensure that this does not hamper the future implementation of the Programme activities, also beyond 2002. Further, the Programme should continue to stress on capacity building at village and district levels so as to equip the actors with necessary knowledge and skills which will enable them to cope with the increased responsibilities.*

The HESAWA *human resource development* activities are generally appreciated, and, at all levels, people requested more training. Good achievements have been noted on the Promotion programme and the focus on the end-users level. Also at the district level a substantial HRD effort was made, although not always giving the expected

cost-effectiveness. The absence of a learning structure to follow-up the newly learned and developed approaches, makes the introduction and consolidation of these new approaches difficult. Adequate follow-up of the training activities is recommended.

- *An in-depth internal evaluation is recommended to be carried out as soon as possible with follow-up action. The aim is to simplify and improve the quality of each activity and the overall management, emphasising self-regulation, of programme implementation at the village level.*
- *The quality of training courses is to be improved, specifically, with less theory, more practice, contents directly related to the performance expected from the trainee.*
- *It is suggested that content messages, that is, the more important and specific hygiene behaviour concepts be inserted in almost all ongoing activities: school screening, work of VHWs, TBAs, ward and district health and community development staff. It is also suggested that motivational messages be more tailored to different locations. Lastly, the training which these groups receive should include these contents.*

The Programme has been successful in the **decentralisation** of the HESAWA Programme to the district level and contributed greatly to the overall decentralisation process to the districts and, the capacity and methodology development in the districts. This applies for instance to planning methodologies (LFA) and accounting procedures. The District Workshops created good fora for discussing the future of HESAWA at district level. Financial, manpower and logistic constraints put a strain on the HESAWA activities beyond 2002. The districts will assume their new roles, i.e. from implementors to facilitators of development. Their tasks will change accordingly, leaving much to the private sector.

- *The Mission therefore recommends that the private sector at village and district level as indicated above, will gradually take over the construction of village water supply and sanitation systems starting as soon as possible so that by July 1998 all construction tasks will be done by the private sector.*
- *It is recommended that if the Programme Management accepts this scenario, the Programme will assist the private sector to enable them to take over the construction component. This needs proper preparation. Time points for reflection on direction and progress of privatisation of construction have to be built in in the planning.*
- *The Programme may want to make the necessary preparations by introducing technologies more affordable by users and implementable by district contractors and village fundis; and by the identification of financial sources for shared funding of water supply in hydro-geologically difficult areas.*

The Programme developed improved management arrangements at sub-village and end-users level. However, these are not communicated to the phased-out villages, that

struggle much with organisational, financial and other management issues. There the sustainability is at risk, actually many systems do not function there. The districts accept the clear role they have in village-based HESAWA activities, now and in the long future. The districts indicated that they have capacities to continue after 2002 with HESAWA promotion, village-based capacity development, hygiene education, and monitoring. No data on functionality, utilisation and behavioural change are available for strategy, planning, and management purposes.

- *The Programme needs to develop a monitoring system for use at village and district/regional level on functionality and utilisation of the water supply and sanitation systems, and of the software activities with verifiable indicators such as behavioural change. The monitoring system has to be field-tested and widely introduced for village and district/regional use. The number of indicators should be realistic and the frequency of data collection must be manageable.*
- *The Mission recommends the urgent development of a systematic follow-up system to phased-out villages by the District HESAWA Teams to give advisory support on organisational, managerial and technical issues to the HESAWA Committees.*

Through the support of Programme advisers, the districts have developed reasonable capacities. More district capacities and continuing advice may be needed, particularly in view of the proposed changes and transfer of construction to the private sector. The present support structure of HESAWA advisers is not based on demands from the districts. Furthermore, the decentralisation of activities did not lead to a consequent decentralisation of advisers. The consultant's staff structure is quite top-heavy with its centre of gravity at the zonal office (73 out of 105). The efficiency and effectiveness of this structure is doubted. The operational thinking has to move from the advisers to the district staff. Short-time advice could be obtained more effectively from specialised training institutions and national or regional 'knowledge centres'.

- *The Mission therefore recommends to remove the district advisors and have only regional advisors to the districts.  
The Mission recommends to maintain a limited number of local consultants at the regional level for advisory and capacity building at the district level. Number and expertise are to be based on the specific requests for advice and capacity building from the districts.  
The Programme Management may consider to further reduce the staffing at the zonal level to functions related to Programme co-ordination and financial disbursement and financial control tasks only.*

There are no direct environmental impacts but environmental issues as water source and catchment protection, and environmental monitoring need attention.

The HESAWA Programme placed emphasis on capacity development and need to continue this in view of the recommended transformation. The stronger involvement of the private sector is not a threat but a real challenge for the districts and the entire Programme, aiming at increased replicability and sustainability of approach and village systems.

## **APPENDICES**

1. **Terms of Reference**
2. **List of visited villages with the HESAWA interventions**
3. **SWOT methodology**
4. **Programme of Evaluation Mission**
5. **List of people met during Evaluation Mission**
6. **Report on Follow-up on Recommendations/decisions of Agreed Minutes 1995  
(by Zonal HESAWA Co-ordination Office)**
7. **District Council's organisational structure, and roles and responsibilities**
8. **Involvement of District Authorities in HESAWA Programme and specific responsibilities**
9. **Some graphs and tables and expenditures in budgets and the HESAWA Programme**
10. **Results of district workshops**
11. **Possible indicators for environmental monitoring**



APPENDIX 1.

TERMS OF REFERENCE

Department for Natural Resources and the  
Environment  
Margaretha Sundgren

1996-06-25

Diarienummer

NATUR-1995-0079

## **TERMS OF REFERENCE FOR PHASE III MID-TERM EVALUATION OF HESAWA PROGRAMME, TANZANIA**

### **Introduction**

The Government of Sweden, through the Swedish International Development Cooperation Agency (Sida) and the Embassy of Sweden (EoS) in Dar es Salaam, has supported the Government of Tanzania's Health through Sanitation and Water (HESAWA) Programme since 1985.

HESAWA is a large rural water supply, sanitation and hygiene improvement programme covering the Lake Regions of Tanzania - Kagera, Mara and Mwanza regions. Together these three regions have an estimated total population of 5 million. As of 1995, about 600 villages and approximately 1 million people have benefited from the Programme. The total Swedish HESAWA investment to date is SEK 893 million. The executing agency for HESAWA is the Tanzanian Ministry of Community Development, Women Affairs and Children (MCDWC).

The Programme is currently in its third phase, covered by the Specific Agreement Between the Government of Sweden and the Government of Tanzania on Rural Water Supply Support - Sector Support 1994-1998. Both parties have agreed that the present form of Swedish financial and technical support to the Programme will be phased out by no later than end-2002.

A mid-term evaluation of Phase III is provided for in the "HESAWA Phase III Plan of Action" for July 1994 through June 1998. This evaluation is scheduled for the second half of 1996 and shall be conducted by an independent team of international experts engaged by Sida. Results from the Evaluation will serve as input to Sida/EoS/MCDWC in planning possible Swedish support to a fourth programme phase covering the period 1998-2002.

### The Mid-Term Evaluation

The Evaluation is considered an important exercise within the context of phasing out external assistance and making a satisfactory transition from a heavily-subsidised programme to a sustainable consumer-driven programme based on self-reliance. The Evaluation shall be completed and a final report should be submitted to Sida-S, EoS, MCDWC and the Programme by November 1, 1996. The focus of the Evaluation is to be sustainability of HESAWA interventions at district- and specifically at village-level by 2002 and in years beyond.

There are nine intended outputs of the Evaluation:

1. A **status report** of achievements and brief **assessment** of overall Programme progress made during the first two years of Phase III implementation.
2. An **evaluation** of actions taken by the Programme, and their adequacy, as follow-up to:

Recommendations contained in the external evaluation conducted by the International Water and Sanitation Centre (IRC) in 1992 (Ref "Health Through Sanitation and Water: A Study from a Village Perspective". Sida Evaluation Report 1/93).

Actions identified in the 1994/95 Annual Review (Ref "Agreed Minutes of the 1995 Annual Review of the HESAWA Programme", signed by MCDWC and EoS in February 1996).

3. An **assessment** of how well the HESAWA concept, including cost recovery and gender equality aspects, is understood and applied at village level.
4. An **assessment** of understanding, acceptance and implementation of gender equality aspects.
5. An **assessment** of sustainability of present HESAWA interventions in districts, wards and villages.
6. An **examination** of present and future roles, functions and responsibilities of district councils.
7. An **assessment** of the human resources development (HRD) /training programme impact at district-, ward and specifically village/sub-village level.
8. A **professional opinion** of prospects for effective, sustainable

decentralisation of implementation, monitoring and follow-up responsibilities beyond 2002.

9. A **professional opinion** based on information available, observations, etc, of environmental impacts - positive and negative, quantified to the extent possible - of HESAWA health, sanitation and water interventions.

10. **Recommendations for:**

Improvement of implementation during the remainder of Phase III.

Phase IV planning purposes, recognising the emphasis of a possible Phase IV shall be on strengthening capacities, particularly at district- and village-level, to ensure continued sustainability of the HESAWA concept up to 2002 and beyond.

The evaluation report produced by the Evaluation Team shall include separate chapters that adequately present findings, conclusions and recommendations related to each of the above nine outputs. The report shall also include an additional chapter in which external as well as internal factors that may affect the Programme and its sustainability are identified and discussed (discussion shall include the Evaluation Team's professional opinion of risks associated with each identified external/internal factor). (See section entitled "Reporting" for suggested contents of report.)

#### **Additional Background Information Related to Current Programme Implementation**

The cornerstones of HESAWA are active community participation in decision-making, planning and implementation, and human resources development. Development priorities are to be set by the villages, with planning assistance from the MCDWC. District technical departments are to advise and support the villages in making their development goals both achievable and sustainable. The principles on which HESAWA activities are founded are affordability, sustainability, replicability, credibility and cost-efficiency.

Sida/EoS will phase out its present form of financial and technical support to HESAWA by no later than end-2002, a fact that has obvious implications for programme implementation from now onwards to 2002. Several other major points of interest, in terms of implementation during Phase III and a possible Phase IV, should also be mentioned:

- The Programme has revised its promotion strategy, as reflected in the document "HESAWA Promotion Strategy", which took effect from July 1995.
- Programme Management should give priority to sustainability aspects while maintaining implementation of agreed physical outputs.
- Sida/EoS's top priorities are capacity-building, improving capabilities and sustainability. It must be ensured that districts and villages continue to sustain the HESAWA concept over the long term.
- Improved sanitation and hygiene are to be emphasised for the remainder of Phase III and during a possible Phase IV of the Programme.

### Methodology

The Evaluation shall be carried out using a combination of assessment/evaluation techniques. Including review of existing documentation, review of reports prepared by Programme Management specifically for the Evaluation, interviews, and field visits (sites to be selected by the Evaluation Team). The specified assessments and evaluations required shall be based on the Evaluation Team's collective experience and judgement of presented facts and observations. It is expected that team members work closely with one another at all times to cross-check information and ensure team consensus on report findings, conclusions and recommendations.

Suggested methods of investigation for each of the intended outputs are outlined below:

Output	Suggested Primary Methods of Investigation
1. Achievements, Phase III progress to date (emphasis on soft ware)	Review of special report prepared by Programme Management (PM) and other existing monitoring and annual reports, interviews, random site visits
2. Follow-up taken re: * Sida Evaluation Report 1/93 * Agreed Minutes 1995 Annual Review	Review of special report prepared by PM, interviews, random site visits Review of special report prepared by PM, interviews, random site visits

3. HESAWA concept as applied and understood at village level (prior to involvement, at phasing in/out stages)	Field interviews, random site visits, observations at village level
4. Sustainability of present HESAWA interventions	Review of documents, interviews, random site visits
5. District Councils	Interviews and inspection of facilities
6. HRD impact at villages, hindering factors	Indepth studies of villages (interviews, random site visits)
7. Decentralisation of responsibilities (incl roles and responsibilities and performance at all levels)	Interviews, random site visits
8. Environmental impact	Review of documents, interviews, random site visits, observations
9. Recommendations re: Inputs	Drawn from findings, conclusions and recommendations from first six outputs

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Interviews, site visits, etc shall be well-coordinated by Evaluation Team members to ensure all information related to various outputs being systematically gathered in resource-efficient manner.

Workshops with key implementors and other means of information-gathering may also be used where appropriate.

It is suggested that when organising its work programme, the Evaluation Team allow sufficient time towards the end of the assignment to work together to summarise Team findings, draw conclusions and develop the specific recommendations considered useful for a) implementation during the remainder of Phase III, and b) planning a possible Phase IV of the Programme. It is emphasised that recommendations shall be practical, constructive, realistic, figure-directed and solution-oriented (rather than past-directed and problem-focused).

#### **Required Inputs (Document and Reports)**

In addition to progress, monitoring and annual reports that shall be made available to the Evaluation Team on arrival by Project Management, the following documents are considered essential for the Evaluation and will be distributed beforehand.

- An up-to-date summary status report of Phase III accomplishments vs. Planned targets.
- "Health Through Sanitation and Water: A Study From a Village Perspective". Sida Evaluation Report 1/93.
- Report by Programme Management indicating point by point what actions have been taken to follow up recommendations contained in "Health Through Sanitation and Water: A Study from a Village Perspective". Sida Evaluation Report 1/93. Action by whom and completion dates shall also be indicated, along with relevant comments related to action/inaction.
- "Agreed Minutes of the 1995 Annual Review of the HESAWA Programme", February 1996.
- Report (to be prepared beforehand by Programme Management) indicating point by point what actions have been taken to follow up recommendations contained in "Agreed Minutes of the 1995 Annual Review of the HESAWA Programme". Action by whom and completion dates shall also be indicated, along with relevant comments related to action/inaction.
- "HESAWA Promotion Strategy", March 1995.
- "Phasing Out Plan" (1996/97 - 2001/2002), prepared by the Zonal HESAWA Coordination Office, January 1996.
- "Extended Management Meeting Agreed Minutes and Supplementary Comments to the Meeting, 2-4 November 1994".
- "Community Development Policy from MCDWC".
- "Local Government Acts".

To enable timely prior distribution of the above-mentioned documents to Evaluation Team members, the reports to be prepared by Programme Management - the summary status report and the two reports on actions taken in response to the 1993 evaluation and the 1995 Annual Review - shall be submitted to Sida no later than three weeks prior to scheduled commencement of the Evaluation, i.e. by 21 July 1996.

### Timing

The Evaluation shall be held during the period 15 August to 1 November 1996.

### **Review Team**

The Evaluation Team shall be proposed by the Consultant.

### **Reporting**

The Evaluation Team shall de-brief HESAWA Programme Management and EoS/MCDWC, and submit five (5) copies of its first-draft to EoS/MCDWC prior to departure from Tanzania.

The evaluation report shall be written in English.

The Evaluation Team shall submit its final report (one original and two copies) and on diskette to Sida Stockholm and EoS no later than November 1, 1996. Subject to decision by Sida, the report will be published and distributed as a publication within the Sida Evaluations series. The evaluation report shall be written in WP 6.1 for Windows or a compatible format and should be presented in a way that enables publication without further editing.

The evaluation assignment includes production of a summary according to the guidelines for Sida Evaluations Newsletter and the completion of Sida Evaluations Data Work Sheet, attached to these terms of reference. The separate summary and completed Data Work Sheet shall be submitted to Sida along with the draft report.

Content-wise, the final report shall include the following:

- \* Acronyms and Abbreviations
- \* Detailed Table of Contents
- \* Executive Summary
- \* Introduction, including organisation of work, methodology of Evaluation Team and other pertinent details
- \* General comments, overall findings, conclusions and/or recommendations, etc (if appropriate, either at beginning or towards end of report, whichever is considered best)
- \* Separate chapters on each of the nine outputs
- \* Chapter on identification and discussion of external factors that may affect the Programme and its sustainability
- \* Final Remarks (if appropriate)
- \* Appendices

### **Logistics**

Transport, computer printing and photocopying services required by the Evaluation Team, plus limited administrative assistance, will be provided by the Programme, under the overall coordination of Programme Management. In general, office facilities and computers are limited, which means the Evaluation Team must be as self-



sufficient as possible (i.e. members should bring their own personal computers and diskettes).

**Sida Contact Person**

The Sida contact person for the Evaluation shall be Ms Margaretha Sundgren, Senior Programme Officer, Department for Natural Resources and the Environment, Africa Division, Sida, S-105 25 Stockholm, Sweden. (Telephone +46 8 698 5000 (central switchboard) or 698 5331, Telefax +46 8 698 5653) and the Programme Officer, DCD while the evaluation team is in Tanzania.

**APPENDIX 2.**

**LIST OF VISITED VILLAGES WITH THE HESAWA INTERVENTION**

## APPENDIX 2

## VILLAGES VISITED DURING THE HESAWA EVALUATION 1996

The data on technologies etc. are from the Agreed Minutes 1995 Chapter V: HESAWA Activities (data are incomplete and not up-to-date)

The 1996 situation is not recorded in this overview.

District	Ward	Village	Water supply technologies				Impr. San. systems		VHW	TBA	Care-takers	Year	population 1995
			PWS	SW	ITWS	RWH	LI	LHH					
Magu	Nyanguge Mwamabanza	Matela*	--	5	9	??	??	240	3	1	??	1986	2123
		Malinha	--	5	--	--	--	--	4	1	4	1994	2332
Sengerema	Tabaruka Sengerema	Katunguru	--	--	--	--	--	--	10	--	--		
		Nyamililo	--	--	--	--	--	--	--	--	--		
Kwimba	Misungwi Kasololo	Iteja*	--	13	--	--	??	244	2	2	20		3222
		Igumo	--	10	--	--	??	--	--	--	16		
Musoma Rural	Butuguri Nyamamange	Bukabwa*	--	--	3	--	--	--	--	--	--		
		Kyamkoma	--	5-2	2	--	4	10	4	2	12		
Serengeti	Kisangura Malgumu Mugumu	Nyambuli	--	3	2	--	1	--	--	9	6		3462
		Matare	--	7	4	--	--	--	--	--	14		8137
		Mugumu Town	1 (10) <sup>1</sup>	5	--	--	--	--	--	--	10		
Bunda	Mcharo Guta	Kitarama	--	3	3	17	2	36	2	4	6		2089
		ka*	--	1		1	1	20	2	4	2		2873

<sup>1</sup> . Figures between brackets give the number of standposts (domestic points)

		K/Mbwiga											
Bukoba Rural	Kaibanja Kitobo	Kasambya Bugorola	1(7) --	13 2	-- 5	1 --	1 --	-- --	2 2	-- --	16 --		2298 1827
Karagwe	Kihanga .....	Kihanga Nyaishozi	1(21) --	-- --	1 --	-- --	1 1	-- --	-- --	-- --	21 --		3427
Muleba	Ikondo Bulyankashaju	Ikondo NyaKahama	1(12) 1(12)	-- 3	2 2	10 --	2 1	23 9	2 2	2 2	24 24		1919 2463

\* means also included in Village Study of 1992 Evaluation

**APPENDIX 3**

**SWOT METHODOLOGY**

# METHODOLOGY TO IDENTIFY PROGRAMME'S STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS

## SWOT

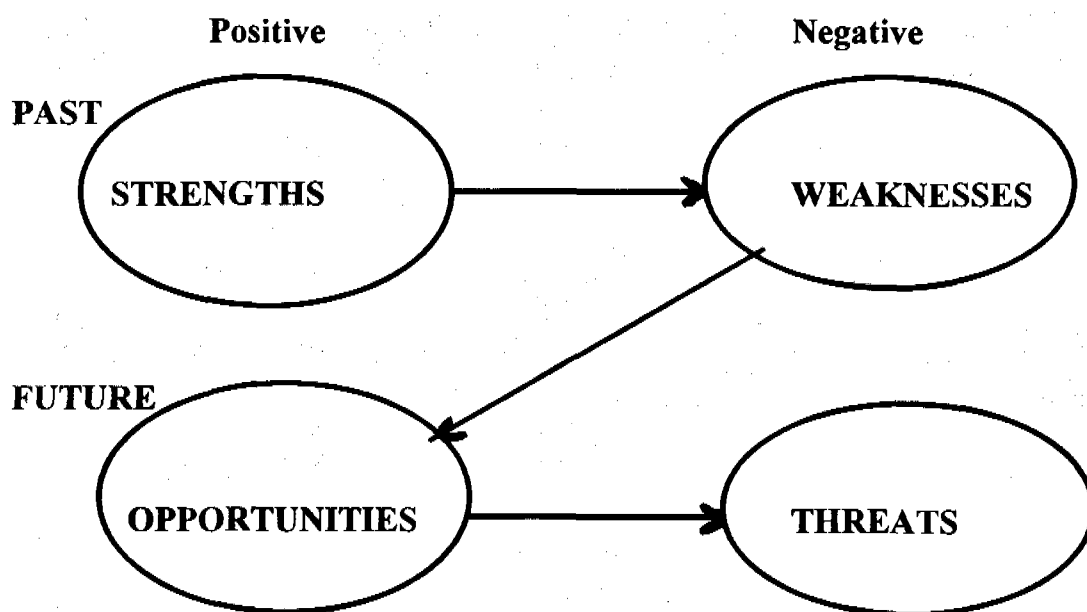
SWOT is a methodology to analyse a programme, project or a specific activity. It can be done in a participatory way involving all the actors, brought together and using visual techniques such as cards and drawings. It therefore draws on the opinion of the participants, how they see the programme's past, present and future.

SWOT can be used in evaluations and planning exercises.

SWOT distinguishes:

- past and future:  
past or review: strengths and weaknesses  
future or perspective: opportunities and threats
- positive and negative elements:  
positive: strengths and opportunities  
strengths are also called successes  
opportunities are also called potentials, ideas, visions, building blocks  
negative: weaknesses and threats  
weaknesses are also called defects, negative effects, impacts  
threats are also called limitations, risks, obstacles
- all four elements can refer to community and agency or any other actor

SWOT leads to a common better knowledge, better approach etc.



**APPENDIX 4**

**PROGRAMME OF THE EVALUATION MISSION**

**PROGRAMME FOR HESAWA EVALUATION 1996**

visits to Districts involved discussions with DED, DPIO, DWE, DCDO, DHO, District Finance Officer and HESAWA Advisors in District

- Tues 24 Sept 96 Travel Netherlands-Tanzania via Nairobi to team up with NETWAS team members
- Wed 25 Sept 96 a.m. Travel to Mwanza  
p.m. Briefing at HESAWA Zonal Office  
Fine tuning of Evaluation Programme
- Thu 26 Sept 96 a.m. Mwanza Region: team 1&2: Magu District  
p.m. review documentation
- Frid 27 Sept 96 team 1: Kwimba District  
team 2: Sengerema District
- Sat 28 Sept 96 team 1&2: visit villages in Magu: Matela and Mwalinha
- Sun 29 Sept 96 a.m. free  
p.m. evaluation team discussions
- Mon 30 Sept 96 Mwanza Region: team 1: visit villages in Kwimba: Iteja and Igumo  
team 2: visit villages in Sengerema: Katunguru and Nyamililo
- Tues 1 Oct 96 a.m. Zonal Office and Regional office (RAS, RHMO and advisers)  
p.m. Zonal Office and review documentation  
evening: team 1 leaves for Kagera Region
- Wed 2 Oct 96 team 1: Kagera Region: and District Bukoba Rural  
team 2: travel to Mara and visit to Musoma Rural District
- Thu 3 Oct 96 team 1: Kagera Region: visit to Region: RHMO and visit to Villages in Bukoba Rural: Kasambya and Bugorola  
team 2: Mara Region: visit Region (RHMO) and visit to villages in Musoma Rural: Bukabwe and Kyamkoma
- Frid 4 Oct 96 team 1: Kagera Region: visit to Muleba District  
team 2: Mara Region: visit to Serengeti District
- Sat 5 Oct 96 team 1: Kagera Region: visit to villages in Muleba District: Ikondo and NyaKahama  
team 2: Mara Region: visit to Mugumu town
- Sun 6 Oct 96 a.m. free  
p.m. team discussions
- Mon 7 Oct 96 team 1: Kagera Region: visit to Karagwe District  
team 2: Mara Region: visit to villages in Serengeti District: Nyambuli and Matare
- Tues 8 Oct 96 team 1: Kagera Region: visit to villages in Karagwe District: Kihanga and Nyaishozi  
team 2: Mara Region: visit to Bunda District
- Wed 9 Oct 96 team 1: Kagera Region: travel to Bukoba  
team 2: Mara Region: visit to villages in Bunda District: Kitaramaka and K/Mbwiga



Thu 10 Oct 96 Travel from Kagera and Mara Regions to Mwanza  
Frid 11 Oct 96 Evaluation Team discussions and report writing  
discussions with Zonal Office staff  
Sat 12 Oct 96 Evaluation Team discussions and report writing  
Sun 13 Oct 96 a.m. free  
p.m. Evaluation Team discussion and preparation workshop  
Mon 14 Oct 96 10-16 h Evaluation workshop with selected HESAWA Zonal,  
Regional and district staff  
Tue 15 Oct 96 Team discussion and writing draft Evaluation Report  
Wed 16 Oct 96 a.m. Final debriefing and submission of draft Evaluation Report at  
HESAWA Zonal Office  
13:00 Departure for Nairobi  
23:00 Departure for the Netherlands  
Thu 17 Oct 96 a.m. arrival in the Netherlands

**APPENDIX 5**

**LIST OF PEOPLE MET DURING EVALUATION MISSION**

**LIST OF PERSONS MET DURING FORMAL EVALUATION****ZONAL HESAWA CO-ORDINATION OFFICE:**

Mr. M.U. Mtui	National HESAWA Programme Director
Mr. B.U. Bergman	Programme Advisor
Mr. R. Njoki	Financial Analyst
Mr. Chris A. Jushiku	Planning Officer
Mr. Dan Makerere	Health Advisor
Mr. Katigula	HRD Advisor
Mr. Ismail Mwishashi	Promotion Advisor
Mr. L.K.A. Kileo	Library Assistant/Statistician
Mr. Thomas Mtandu	Financial Officer

**REGIONAL HESAWA MONITORING OFFICES:****MWANZA:**

Mr. R.R. Kiravu	Regional Administrative Secretary
Mr. Antony B. Bunduki	Regional HESAWA Monitoring Officer
Mr. Örjan Westerlund	HESAWA Adviser-to-the-Districts
Mr. Alexander Dawson Mawi	District Technical Resource Specialist (Health)
Mr. Simon Mazuka	District Technical Resource Specialist (Water)
Mr. Deogratias Kitama	District Administrative Adviser
Renatus Gumba	Maji Technician
Zacharia	HESAWA Accountant
Mrs. Ophia Musomi	P/Officer - HESAWA Supplies Officer
Mrs. Yuster Ngatunga	HESAWA Store Keeper
Gedion Mshumbusi	Health Assistant
Silvester Kilunga	Health Assistant
Mayala	Child Survival and Development Officer

**KWIMBA DISTRICT:**

S. Lugeye	District Commissioner
A.J. Kitula	District Executive Director
N.A. Shigeta	District Health Officer
K.M. Swema	Community Development Officer
A.K. Mulukwa	District Education Officer
J.D. Maganga	District Treasurer
L.Mabumbu	HESAWA Accountant
T.Mwanda	Technican Maji
C.D. Matessi	Technician Maji
Lugisah S. Nyerere	Technican

**SENGEREMA:**

Mrs. Manueta Sanka  
Lucas Jephuta  
Robert Itendelebanya  
Deusdedit Kilimabuganga  
Kalembo L.L.  
M. David Njiga  
Abogast Chrisant  
Gabriel Shiliye  
Joseph Mkamba  
Joseph Maziku

District Commissioner  
District HESAWA Co-ordinator  
District Water Engineer  
Planning Control Assistant  
District Planning Officer  
District Treasurer  
District HESAWA Account  
Maendeleo Technician  
District HESAWA Storekeeper  
District HESAWA Purchasing Officer

**MUSOMA RURAL:**

Captain Msangi  
S.A. Mashindile  
Emmanuel Agalla

Leodgar Haulle  
Majogoro J.M.  
Felix F.S. Mboje  
Mjika Sarizuh  
Ms. Tanna A. Nyabange  
Ujodi Nicolaus  
Peter J. Nhuyu  
Emmanuel Ryobya

District Commissioner  
District Executive Director  
Ag. District HESAWA Co-ordinator  
(Health Officer)  
District Promotion Adviser  
District Community Development Officer  
District Water Engineer  
PCA - Ag. District Planning Officer  
Community Development Officer  
Environemtnal Health Assistant  
Community Development Technician  
Maji Technician

**SERENGETI:**

Mulemwa  
Sostenes Maseke  
James M. Mikenze  
Peter Muolo  
S.F. Mohene  
J. Matale  
Mkaruka  
N.F. Malima  
Ms. S.J. Mkaruka  
J.Mbarouk  
L.Musiba  
M. Masanja

District Executive Director  
District Administrative Secretary  
District HESAWA Co-ordinator  
District Promotion Adiviser  
District Planning Officer  
District Community Development Officer  
Ag. District Water Engineer  
District Treasurer  
Health Officer  
Team Officer  
RWH - Technician  
RWH Tank incharge  
Shallow Well incharge

**BUNDA:**

Mr. A.J. Masanje	District Commissioner
M.E.M. Buliga	District Executive Director
S.S.Z. Lugira	District HESAWA Co-ordinator
Msangya L. Msangya	District Promotion Adviser
T.S. Kayungilo	District Water Engineer
Ms. Ade Masige	Health Officer
C.M. Ninalwo	District Treasurer

**BUKOBWA RURAL DISTRICT:**

C.M. Kiberenge	District HESAWA Co-ordinator
A.A. Abdallah	District Water Engineer
Dr. Jempanju	District Medical Officer
F. Mikindo	for District Planning Officer

**KARAGWE DISTRICT:**

H.P. Kashaija	District Education Officer
Ms. Ashura Kajuna	District HESAWA Co-ordinator
W.Y. Shuma	District Water Engineer
Makana M.Mkana	District Health Officer
Scarion E. Ruhula	District School Health Programme Co-ordinator
M.M.A. Tibashengwa	District Planning Officer
A.M. Kisili	District Promotion Adviser
B.B. Bampabula	Ag. District Community Development Officer
D.K. Makatu	Community Development Officer/District Promotion Team Leader

**MULEBA DISTRICT:**

Mr. E.N. Tondi	District Executive Director
Ms. Hysintha Luseikila	District HESAWA Co-ordinator
Mr. A.H. Sabuhoro	District Community Development Officer
Mr. T.B.F. Kwatila	District Water Engineer
Ms. Deborah Magesse	District Promotion Adviser
Mr. I.M. Kaura	District Planning Officer
Mrs. Triphina Rwangube	Health Assistant

And members of the Village Governments, Village HESAWA Committees, VHWS, TBAs, users and other community members of the 19 villages visited (see list)

**APPENDIX 6**

**REPORT ON FOLLOW-UP ON RECOMMENDATIONS/DECISIONS OF  
AGREED MINUTES (1995)  
(BY ZONAL HESAWA CO-ORDINATION OFFICE)**



FOLLOW-UP ON AGREED EVENTS  
FROM THE 1995 ANNUAL REVIEW

ZHCO: 30 SEPTEMBER, 1996

## FOLLOW-UP ON AGREED EVENTS FROM THE 1995 ANNUAL REVIEW

CONCERN	RECOMMENDATIONS	DEADLINE	ACTION BY	FOLLOW UP AS AT 30th SEPTEMBER, 1996
How is the Programme preparing for mid-2002 onwards, after EoS/Sida support has been phased out?	1. Bring all actors into decentralisation process so they are fully aware of their changing roles and increasing responsibilities.	Immediately	PM/MCDWC	Ongoing.
	2. Define desired 2002 organization structures and prepare a capacity building action plan to put functioning structures in place.	15/10/96	PM/MCDWC	Done.
	3. Investigate other forms of possible support for water, sanitation and health development e.g. NGOs and trusts.	15/10/96	PM/MCDWC	Still being sorted out
	4. Monitor/assess capacity building action plan progress at future Management meetings.	15/10/96	PM/MCDWC	Ongoing
Can poorly - performing Districts expect continued Programme support?	5. Develop/distribute criteria for terminating support to poorly performing districts	30/6/96	PM	Not Done
What actions is taken against Districts that are unduly late in payment of their contributions to the Programme?	6. Continue emphasising that late payment is unacceptable by swiftly taking required actions.	Continuous	PM	Ongoing
What criteria for phasing in new villages will be applied in the future?	7. Prepare proposals for presentation and consideration at upcoming Management Meetings.	30/6/96	PM	Done.



CONCERN	RECOMMENDATIONS	DEADLINE	ACTION BY	FOLLOW UP AS AT 30th SEPTEMBER, 1996
Do adequate data exist for proper cost analyses and determinations of unit costs?	8. Ensure the existing data bank is improved and regularly updated so that current cost figures are always available.	Continuous	PM	Ongoing
Do adequate data exist for other types of required analyses?	9. Ensure the existing data bank is improved and regularly updated.	Continuous	PM	Ongoing
Should the production bonus be extended?	10. Review payments made to date to check the fairness and reasonables of bonus payments.	March 1996	PM	Done.
	11. Revise the bonus formula to incorporate the points noted, with focus on verifiable results. E.g. %H/H with impr. Lat. after 1/2/3 years etc.	March 1996	PM	Done.
	12. Present the result of 1 and 2 at the next Management meeting.	March 1996	PM	Done
	13. Evaluate the bonus system after the second trial year. Make the evaluation report available to the Review Team at the next Review.	November 1996	PM	Done See appendix I
Why are phased-out villages no longer shown in annual progress reports?	14. Ensure that such data are included in future summary overview reports?	30/6/96	PM	Done
What can be done to keep experienced, trained personnel in the Programme?	15. Find ways in which loss of trained personnel can be avoided/minimized. Report on at the next Management Meeting.	March 1996	PM	Done

CONCERN	RECOMMENDATIONS	DEADLINE	ACTION BY	FOLLOW UP AS AT 30th SEPTEMBER, 1996
Do adequate data exist for proper cost analyses and determinations of unit costs?	8. Ensure the existing data bank is improved and regularly updated so that current cost figures are always available.	Continuous	PM	Ongoing
Do adequate data exist for other types of required analyses?	9. Ensure the existing data bank is improved and regularly updated.	Continuous	PM	Ongoing
Should the production bonus be extended?	10. Review payments made to date to check the fairness and reasonableness of bonus payments.	March 1996	PM	Done.
	11. Revise the bonus formula to incorporate the points noted, with focus on verifiable results. E.g. %H/H with impr. Lat. after 1/2/3 years etc.	March 1996	PM	Done.
	12. Present the result of 1 and 2 at the next Management meeting.	March 1996	PM	Done
	13. Evaluate the bonus system after the second trial year. Make the evaluation report available to the Review Team at the next Review.	November 1996	PM	Done See appendix I
Why are phased-out villages no longer shown in annual progress reports?	14. Ensure that such data are included in future summary overview reports?	30/6/96	PM	Done
What can be done to keep experienced, trained personnel in the Programme?	15. Find ways in which loss of trained personnel can be avoided/minimized. Report on at the next Management Meeting.	March 1996	PM	Done

CONCERN	RECOMMENDATIONS	DEADLINE	ACTION BY	FOLLOW UP AS AT 30th SEPTEMBER, 1996
	16. Take this matter up with donors. Report on progress at the next management meeting.	March 1996	PM	Not done
How much flexibility do Districts have to reallocate funds?	17. Formulate procedures and appropriate monitoring and control systems.	March 1996	PM	Done.
Why are over expenditures shown in some District reports when no money exists to cover these amounts.	18. Identify and quantify what budget implications such a practice has.	Immediately	PM	Done.
Are villagers ready to pay more for installations in relation to actual costs, as well as pay fees for water?	19. Give appropriate attention to HESAWA accounts not being used as anticipated. Investigate forms for water charges and ways to ensure contribution.	30/6/96	PM	Ongoing
Can the Programme rely on VHWs?	20. Clarify the present/future status of VHW cadre in the Programme area.	April 1996	MoH	Not done
Can the Programme rely on VHWs?	21. Investigate and take necessary follow-up actions.	30/6/96	PM	Not done
What about Community Development Assistants (CDAs)?	22. Determine the additional number of CDAs required in the Programme area.	April 1996	PM/DEDs	Done
	23. Forward recommendations to MCDWC for appropriate action.	April 1996	PM/DEDs	Done

CONCERN	RECOMMENDATIONS	DEADLINE	ACTION BY	FOLLOW UP AS AT 30th SEPTEMBER, 1996
Are completion certificates being issued. What is the purpose of formally handing over.	24. Communicate the solution reached to all Programme actors so that this terminology and these procedures are understood and used onwards.	29/2/1996	PM	Done
Spareparts must be readily available.	25. Report on progress made in establishing viable spare parts supply system at Management Meetings.	Continuous	PM	Ongoing.
Is proper management of water source points sufficiently emphasized during promotion efforts?	26. Organize a meeting for Community Development Officers (CDOs) and District Promotion Advisers (DPAs).	29/2/1996	PM	Done.
	27. Continue emphasizing to all Programme actors the link between good management practices, improved health and sustainability.	Continuous	PM	Ongoing
	28. Ensure that proper management is adequately promoted at consumer level.	Continuous	PM	Ongoing
Is the programme doing enough to promote gender equality?	29. Train/employ gender-aware Programme staff who actively promote gender at every opportunity.	30/6/96	PM/Hifab/BCS	Done.
	30. Develop impact indicators for gender balance improvement at all levels of Programme activity.	Immediately	PM/Hifab/BCS	Done.
	31. Improve routines for collection and analysis of gender statistics.	Immediately	PM/Hifab/BCS	Ongoing
	32. Adopt and use gender promotion as one criterion against which each programme staff member's yearly performance is assessed.	Continuous	PM/Hifab/BCS	Not done

CONCERN	RECOMMENDATIONS	DEADLINE	ACTION BY	FOLLOW UP AS AT 30th SEPTEMBER, 1996
	33. Issue guidelines to PM on how to implement NPAWA.	30/6/1996	MCDWC	Ongoing. The guidelines are yet to be approved by the cabinet. Once done, they shall be distributed immediately.
Are Programme staff gender aware?	34. Actions similar to 18.01 - 05 above Devise methods for testing gender awareness among Programme actors.	30/6/96	PM/Hifab/BCS	Done.
	35. Actions similar to 18.01 - 05 Organize further gender training for Programme Staff.	30/6/96	PM/Hifab/BCS	Ongoing.
	36. Actions similar to 18.01 - 05 above. Review all course files and revise appropriately to reinforce and increase gender awareness.	30/6/1996	PM/Hifab/BCS	Done
What is the status of MCDWC's Gender Awareness Conditions, a guide for recruitment and employment of consulting staff.	37. Review the draft paper and return comments to MCDWC.	Immediately	MCDWC/PM/EoS/Sida	Done
	38. Discuss the draft paper at the next management meeting.	March 1996	MCDWC/PM/EoS/Sida	Done
	39. Finalize the paper, print and distribute it.	15/05/96		Ongoing. The paper needs polishing. Once done it shall be printed and distributed.

CONCERN	RECOMMENDATIONS	DEADLINE	ACTION BY	FOLLOW UP AS AT 30th SEPTEMBER, 1996
What is the status of MCDWC's Gender Awareness Conditions, a guide for recruitment and employment of consulting Staff.	40. Though only a guide, enforce its intent. Give preference to qualified women.	Continuous		Ongoing.
What criteria are used to decide which women economic group activities receive Programme support	41. Develop appropriate guidelines/criteria for presentation at the next management meeting.	March 1996	PM	Done.
The "HESAWA" Promotion Strategy is an excellent document, written as the basic strategy guide for the programme. What else can be done to ensure that it is a fully-operational document.	42. Organize a meeting for promoters. (Suggested item for discussion as everyone always talks about the HESAWA concept it may be useful to develop a short concise statement that embodies the Programme's objectives and principles e.g. Hygiene improvement sanitation and water supply through self-action).	29/2/1996	PM	Done.
	43. Supplement the document as necessary to ensure its usefulness and operability.	Ongoing	PM	Done.
	44. Review and revise the HESAWA concept coursefile.	Ongoing	PM	Done.
How is the impact of promotion measured?	45. Formulate promotion impact indicators that reflect knowledge, skills and action among/by consumers.	30/6/1996	PM	Done.

CONCERN	RECOMMENDATIONS	DEADLINE	ACTION BY	FOLLOW UP AS AT 30th SEPTEMBER, 1996
	46. Monitor and assess impact of promotion at regular intervals; taking corrective actions where required.	Continuous	PM	Ongoing
What are the experiences of using PRA in village promotion work to date?	47. Present the PRA assessment report at the 3rd Quarter Management Meeting and take appropriate actions.	March 1996	PM	Done
What criteria are used to determine when village are to be phased out?	48. Review and revise criteria to suit both current and near-future situations.	30/6/1996	PM	Done
In some cases promotion and mobilisation activities did not take place before commencement of constr. Activities.	49. Determine why promotion was not carried out and take corrective actions to avoid such situation occurring in the future.	29/02/1996	PM	Done.
HRD and Capacity building. There is considerable training done as part of the Programme. What is the impact?	50. Formulate HRD impact indicators that reflect consumer knowledge, skills and actions.	30/6/1996	PM	Done.
	51. Monitor and assess HRD impact at regular intervals, taking corrective action where required.	Continuous	PM	Ongoing.
Are drilled wells considered the last option?	52. Ensure through promotion activities that consumers in areas where drilling might be an option understand and accept Programme Policy	Continuous	PM	Ongoing.

CONCERN	RECOMMENDATIONS	DEADLINE	ACTION BY	FOLLOW UP AS AT 30th SEPTEMBER, 1996
Should existing drilling rigs be replaced?	53. Assess the alternatives and present recommendations at the next Management Meeting.	March 1996	PM	Done
Hygiene education is not being adequately carried out	54. Formulate impact indicators for hygiene reflecting consumer knowledge, skills and actions.	30/6/1996	PM	Done.
	55. Develop/revise course files and training programmes for hygiene educators accordingly.	30/6/1996	PM	Not done because the Programme—is using the MoH Curriculum used in training of VHWs.
	56. Ensure that hygiene educators are correctly imparting information through field observations and interviews with consumers.	Continuous	PM	Ongoing.
What steps should be taken to encourage schools to construct latrines for pupils?	57. Note the Review Teams viewpoint in the cover letter to be sent with these Agreed Minutes.	Immediately	PM	Promotion through School Health Activities.



**APPENDIX 7**

**DISTRICT COUNCIL'S ORGANISATIONAL STRUCTURE, ROLES AND  
RESPONSIBILITIES**

## Organization structure of the District Councils

To facilitate smooth operations of the councils, these are to main actors in their organisation:

1. Councillors: These are the authorities who have the responsibility of running the councils
2. Employees: These are the implementors of council activities and have the responsibility to provide various services.

Every District Council has the following members:

- a. Elected councillors from each ward
- b. Three nominated councillors. Nominations are done by the Regional Commissioner based on popularity knowledge and experience of the individuals in certain skills.
- c. Chairmen of village Governments who serve on three year terms. Their number should not exceed one percent (1%) of the total number of elected councillors
- d. Members of Parliament from every constituency in the district.

### Roles of Councillors

- To ensure that National goals, their own decisions and plans are implemented
- To direct and supervise all matters regarding the operations of their Council
- To decide and approve plans whose objectives are geared towards the improvement of the operations of the councils and to approve budgets for normal operations and development activities in accordance with the objectives.
- To monitor the implementation of the planned activities and decisions made from time to time in the main committees and to ensure the implementation of development projects and social services that are entrusted to the council.

### Roles of employees

- To provide professional advise to enable the councillors approve plans that are geared towards the smooth running of the council
- To administer the daily activities of the council and to provide social services. To facilitate the implementation of he above activities, the council officials have the authority to make decisions regarding the running and implementation of activities without interferences from councillors.
- The District Executive Director (DED) of every council as the accounting officer (in accordance with section 33(4) of the local government finances Act no. 9 of 1982) is responsible for finances and incomes and their utilization. For this reason it is the responsibility of the councillors to protect and allow him to exercise that authority for the benefit of their council. Still, they have the right, authority and responsibility to supervise him/her following the laid down procedure and the existing laws.

### Roles and general responsibilities of the District Councils

Together with the roles and responsibilities as stipulated in the Local Government Act Chapter III, it is the responsibility of every District council in their areas of jurisdiction to do the following:

- a. Initiate, steer and supervise the implementation of all economic, commercial, industrial and social developments in its area of jurisdiction.
- b. Monitor and supervise the implementation of activities and operations that are undertaken by the departments and employees of the council.
  - c. Ensure the collection and proper utilisation of the council's incomes.
- d. Make by-laws that will be used in its areas of jurisdiction, and to approve those that are made by village councils that are within their area of jurisdiction.
- e. Consider, supervise and steer development plans, projects and programmes for the villages and urban councils that are within their area of jurisdiction to ensure beneficial development and emphasis on ways and means of generation of resources in the village authorities and small towns and their utilisation in:
  - i. improving lives in the villages
  - ii. accelerating economic and social development of villages
  - iii. emphasizing productivity
- f. Supervision and monitoring of collection and utilization of village and urban councils' incomes
- g. In accordance with the existing laws, to perform their roles as would be expected, from a government of the people at the level of a district.

**APPENDIX 8**

**INVOLVEMENT OF DISTRICT AUTHORITIES IN HESAWA PROGRAMME  
AND SPECIFIC RESPONSIBILITIES**

## Involvement and responsibilities in Programme activities

### i. The District Commissioner (DC)

The District Commissioner is involved in the promotion of HESAWA programme activities and plays a prominent role in mobilising communities to participate in the implementation of activities. He/she is the chairperson of the District action team (DAT) whose responsibilities are:

- To advise on technical matters
- To monitor the progress of implementation of activities
- To re-allocate resources.

There is a general feeling that the District Commissioner has a prominent role in local politics and should therefore not head the DAT

### ii. The District Executive Officer (DED)

The District Executive officer is the accounting officer of the District council who is responsible for finances and incomes and their utilization. The DED provides accounting, secretarial, office, stores and other support services to the programme, in addition to the Programme Promotion role.

The office of the DED also plays a key in the preparation of village plans through the village and Ward Executive officers.

### iii. The District HESAWA Coordinator (DHC)

This is an appointee of the District council who represents the District Executive Officer in HESAWA activities. He/she is responsible for overall coordination of the programme activities in the district.

### iv. The District Community Development Officer

- provides programme promotion services through the two members in District Promotion team
- Implements improved traditional water sources and institutional rain water harvesting activities.
- Undertakes community mobilisation activities through the community development assistants at the ward level.

### v. The District Health Officer

- Undertakes the latinisation activities of the programme through the Health Assistant at the ward level
- Undertakes the health/hygiene education activities through the Health Officers and head of dispensaries.
- Participates in the programme promotion activities through one member of the District promotion team

- Participates in the school screening activity of the programme

vi. The District Water Engineer (DWE)

- Implements water activities i.e construction of shallow wells, piped water supplies, rainwater harvesting facilities etc. through technicians and artisans
- Provides Operation and Maintenance support services through pump mechanics
- Provides technical services in surveying, designs and draughtsmanship

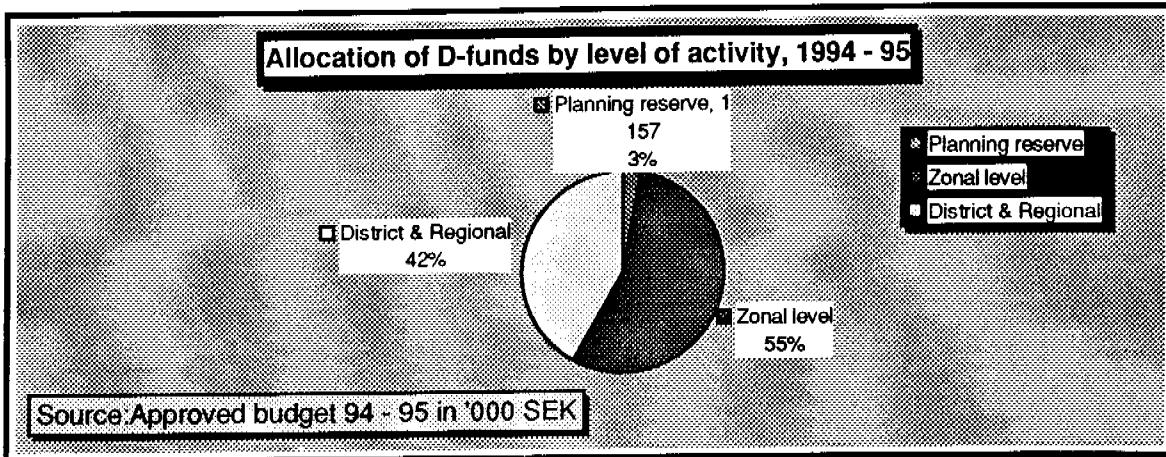
vii. The District Education Officer

- Participates in programme promotion activities through one member of the district promotion team
- Participates in the schools latinisation activity through the ward education coordinators and teachers
- Participates in the school screening activity of the programme

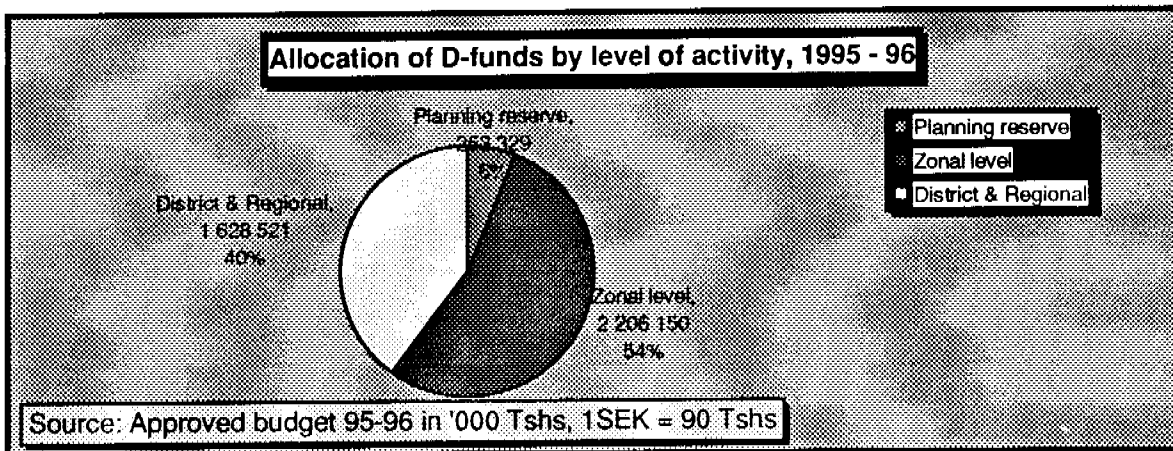
**APPENDIX 9**

**SOME GRAHPS AND TABLES AND EXPENDITURES IN BUDTEST AND THE  
HESAWA PROGRAMME**

1994 - 95	
Planning reserve	1,157
Zonal level	23,198
District & Regional	17,695



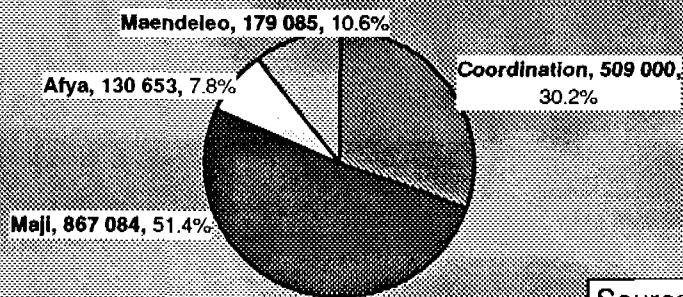
1995 - 96, Tshs ('000)	
Planning reserve	253,329
Zonal level	2,206,150
District & Regional	1,628,521





Coordination	Maji	Afya	Maendeleo
509,000	867,084	130,953	179,085
30.2%	51.4%	7.8%	10.6%

### ALLOCATION OF FUNDS TO REGIONS, BY DEPARTMENT 1996 - 97



Source: Approved budget 96/97, in '000 Tshs

**Table 8. Costs of advisory and consultancy support to the HESAWA programme, 1995 - 96**

	Tshs ('000)	%
HESAWA Programme Adviser	29,449	3.1%
Short term consultants	35,439	3.7%
Consultancy contract, Hifab	423,349	44.4%
Consultancy contract, BCS	410,715	43.1%
Termination costs, (consult)	54,036	5.7%
<b>Total</b>	<b>952,988</b>	<b>100.0%</b>

Remark: HESAWA Programme Adviser only 6 months

**Table 9. Detailed breakdown of the zonal budget expenditures, 1994 - 95 and 1995 - 96**

	1994- 95 SEK ('000)	%	1995 - 96 Tshs ('000)	%
Consultancy and contracted services	11,324	63.0%	939,669	52.5%
Deputy Directors Office	1,238	6.9%	103,217	5.8%
Zoonal Pool Vehicles	432	2.4%	33,649	1.9%
HRD Unit	401	2.2%	125,057	7.0%
Monitoring/Evaluation Unit	211	1.2%	23,364	1.3%
Other Zonal Units	67	0.4%	10,994	0.6%
CD Store	4,292	23.9%	555,107	31.0%
<b>TOTAL</b>	<b>17,965</b>	<b>100.0%</b>	<b>1,791,057</b>	<b>100.0%</b>

1995 - 96: 1 SEK = 90 Tshs

**APPENDIX 10**

**RESULTS OF DISTRICT WORKSHOPS**

**SWOT ANALYSIS ON DECENTRALISATION****STRENGTHS/SUCCESES IN DECENTRALISATION**

- it empowers the District (and down to village) in planning, implementation and monitoring of projects
- it improves the grass-root participation and awareness
- it creates initiatives and stimulates ideas from District staff towards work and solving problems
- it increases ownership by end-users and awareness on sustainability
- it increases responsibility of District staff
- it increases the understanding of problems and so leads to effective problem-solving
- it facilitates local purchase of materials and so eases the procurement
- it reduces dependency in decision-making
- it reduces the bureaucracy
- it brings higher efficiency in implementation of projects

**WEAKNESSES/PROBLEMS IN CENTRALISATION**

- it lead to consultants at District level who should be more advisors; the ZCO listens more to them!
- it gave more financial responsibility to District while this fails to timely fulfil the requirements for the release of funds
- as District planning is poor and manpower capacities at District level are limited, the District can not meet all demands from villages
- as materials are sometimes not available in local shops, the implementation is delayed
- sometimes lack of funds to pay allowances of District staff
- (it requires high commitment among actors and administrator)

**OPPORTUNITIES/BUILDING BLOCKS FOR FUTURE DIRECTION IN CENTRALISATION**

- District promotion be geared towards making communities less dependent on external funds
- the Local and Central Government to take over the HESAWA Programme after Sida ceases funding
- the creation of a sustainable finance system for spares for water supply systems
- he training of District Heads on planning and management to enable them to take over when consultants leave
- new and refresher training for HESAWA staff to increase their knowledge and skills on planning, management, construction and maintenance
- to include more District Departments in HESAWA Programme
- to pan for bigger water supply systems using water from Lake Victoria
- to include the building of staff houses in the Programme activities

**THREATS/RISKS IN CENTRALISATION**

- poor implementation as nobody "supervises"; you are on your own!
- over confidence of implementors

- decentralisation goes hand-in-hand with cost-sharing, so increases financial contribution from all people, and under unfavourable economic conditions this may create an imbalance
- little contribution from central and local government and end-users
- political outlook
- control of resources may be in danger as a result of political influences
- laxity of leaders (district/ward/village) to monitor constructed facilities may waste resources
- donor funds may stop or get delayed because non-adherence to Programme's rules and regulations
- less control on reporting system which may lead to less reliable data
- reduced communication to central level on situation at grassroots
- project may collapse if donor pulls out too early

#### OPEN DISCUSSION ON SUSTAINABILITY OF THE HESAWA CONCEPT/PROCESS

- overview of remarks made:
- HESAWA promotion is very good, and this should continue also when Sida stops funds
- HESAWA Promotion should proceed all activities in village
- gender issues are good, but the change of attitudes at village level takes a long time
- problem is the volume of implementation of village activities, as District financial position is weak
- villages should be encouraged to take over the costs of implementation
- the ratio between donor and District contribution (now 95/05) should gradually go to 50/50, so that the pull-out is not too abrupt
- HESAWA approach is good as it emphasises the capacity development of all staff, also on issues as planning, finance and management
- HESAWA Programme should finance the study to find ways to improve the District's financial position.

The group began by deciding that decentralization means giving more power to lower level, not depending on decision-making from above.

**SUCSESSES AND STRENGTHS**

- District HESAWA workshop for spare parts means less expensive and more easily available parts for users in a district where all wells must have pumps.
- Local procurement of materials leads to greater efficiency in implementation (2 responses).
- Feel that donor funds management is more satisfying. For example, at end of year funds can be retained for work.
- HESAWA concept is better understood in villages as there is more access and contact with villages.
- There is more positive gender responsiveness.
- Decision making has improved at the district level.
- Implementation has improved and targets are being reached better. District has managed to plan and implement activities on time.
- There is greater commitment among programme implementors.
- Beneficiaries know the importance of maintenance of projects that were constructed.

**WEAKNESSES AND FAILURES**

- District Commissioners should not be chairmen of the District Action Teams as they are politicians.
- Increasing the community contribution for maintenance. (2 responses)
- More training is required for the implementors.
- People should have the spirit of HESAWA at all levels. Within the communities, the people should have more awareness of their roles and responsibilities related to sustaining the programme.
- Intersectoral collaboration needs to be improved.
- Transfers of staff to the HESAWA project should be examined critically.

**THREATS AND RISKS**

- what happens after the phasing out in the villages?
- Political stability. Political and ideological problems. (2 responses)
- Economic problems at the District Council and among the villagers
- councillors should not be allowed to participate in foreign projects.
- there is risk of mismanagement of donor funds in the district.
- People should be made to depend on their own resources rather than the donors'.
- Since no many will flow after 2002, many projects will collapse and local people will fail to contribute.

**Discussion on Sustainability:**

Issued raised were;

1. Try to continue to encourage contributions from villages and improve arrangements for spares.
2. Institutional latrines are a problem and will not be sustainable.

3. After 2002, very little will remain when the donor withdraws. The only way would be to increase contributions and privatize the physical work. Both of these will be difficult to achieve. We will not have vehicles and therefore the link between the district and village will be weak.

## **RESULTS DISTRICT WORKSHOP IN SENGEREMA DISTRICT 27.09.96**

9 participants (all males) duration 3 hours

fair participation: DHC; DPIO (new) Assistant to Planning Officer; District Treasurer; D.HESAWA Accountant; Technician Maendeleo; HESAWA\Storekeeper etc.

(district had expected us the previous day, poor communication by ZHCO)

### **SWOT ANALYSIS ON DECENTRALISATION**

#### **STRENGTHS/SUCCESSSES IN DECENTRALISATION**

##### **decentralization started only in July/August 1996**

- it empowers the District staff and they give full support also in follow-up and supervision
- it enables the District staff to see the projects as their own; it builds up more experience
- it motivates the District staff to do their work well because they have got direct responsibilities
- no bureaucracy; decisions are taken at District level and not at zonal or regional level
- it facilitates easier and faster contact with the villages and committees (bottom-up approach)
- it facilitates quick supply of materials (locally available) and so less delay in implementation
- quality of materials has improved; before they had to accept what was given

#### **WEAKNESSES/PROBLEMS IN CENTRALISATION**

- it is too early to comment (only since July/August 1996!!)
- there are no weaknesses
- lack of competence; you need good capacities and competence to do all activities
- need for increased capacities to make 'decentralisation' effective and render good quality service
- lack of materials, transport and funds to exercise the 'decentralized' powers
- demand from the villagers is higher than district can implement, mainly because of the limited funds, not the implementation capacities!

#### **OPPORTUNITIES/BUILDING BLOCKS FOR FUTURE DIRECTION IN CENTRALISATION**

- manpower skills among heads of (HESAWA) departments should be increased (courses; seminars; etc.) on monitoring, HESAWA concept; the same level as ZHCO must be reached!
- there must be a mechanism above district level to make a close follow-up
- experience with monitoring must be built up
- use of the locally available resources more than those from outside
- the contribution from end-users must be increased
- transfer some equipment and facilities now at the ZHCO to the districts



### **THREATS/RISKS IN CENTRALISATION**

- many systems in the districts can not operate properly if spares are needed from outside region or abroad
- not enough stores to keep the materials
- government staff from zonal and regional and even national level should not frustrate the district staff by imposing bureaucracy
- budget for implementation is limited as no "planning reserve" available; so no extra implementation above approved budget
- interference of political nature on implementation.

### **OPEN DISCUSSION ON SUSTAINABILITY OF THE HESAWA CONCEPT/PROCESS**

overview of remarks made:

- approach is good; they will continue, for the benefit of the District and people
- HESAWA approach ensures good communication with villagers
- Approach good as it makes communities feel that they are the owners of the facility.
- Compared the approach to other projects e.g. RIDEP where facilities were installed but communities did not feel that they owned them
- Felt the process has changed a lot from the beginning (getting better) and it is a good process
- Felt that even politicians have accepted the project and are happy about the approach
- The idea of having a promotion adviser was not good and they did not like it. They felt that the work she is doing could easily be done by someone from the Maendeleo people (community dept) The Community Dept. has the capacity to do the work at the District level. They saw the Promotion Adviser as a watchdog and was creating confusion in the District.

Note: Apart from the Maendeleo technician in charge of HESAWA, there was no other person in the meeting so this allegation needs to be investigated further if possible.

**SWOT EXERCISE: BUKOBA RURAL DISTRICT 2 OCTOBER**

What is decentralisation?

A way of ensuring that resources go directly to district and then villages.  
Moving responsibility to district and villages.

**SUCCESSSES**

- Decision-making: It is easier for districts to make decisions.
- Community participation has improved as there are more district cadres active in villages.
- utilisation of resources: Resources are being utilised well at the field level. Local purchase is done one time. (4 responses) Example given: we are able to buy handpumps without waiting.
- Transport management has improved, is more efficient. Now failures will be our fault and not others.
- Financial management has improved. now we know about the money spent. There is transparency as we are the source of the financial reports.
- funds are available. Fund release is relatively quick.
- Bureaucracy is less.
- Our implementation capacities have increased (for example: water harvesting)

**WEAKNESSES/FAILURES**

- No weaknesses (2 responses)
- Little support from the Regional Office.
- Precondition for release of funds: contribution from district. Before decentralisation the districts did not have to contribute before release of funds.
- sometimes items purchased locally are of high cost.

**POSSIBLE BENEFITS/VISION OF THE FUTURE**

- As districts gain experience, their efficiency (that is, output) will improve.
- More funds will be available for target groups because overhead is reduced.
- Greater capacity building in management skills at the district level.
- Flexibility for easier and quick expansion of the programme in the district. for example, in areas where the community is ready, mobilisation should start first.
- Programme is now covering areas where water is lacking. In future we could try to cover those areas with natural, traditional resources needing upgrading.
- Districts will attain their set objectives.

**THREATS & RISKS**

- Some people can misuse this opportunity. Managers have access to funds and transport. Thus good management depends on personality.
- Survival of the programme depends on the continuation of donor support at this point in time.
- Economic situation
- donor fatigue/dependence

- political disagreement
- Higher costs for transport. Private garages will charge more and are not as reliable (for example they can exchange spare parts).
- Donor competition in the Kagera region. Some donors might leave. There can be confusion among the people in the district and this can make people more dependent and limit the sustainability of the facilities (specifically, different policies between HESAWA and Netherlands-supported project).
- District Council might not comply with requirements for contribution.

What is sustainability?

- a. the facility continues to serve the consumer.
- b. society which gets support will continue on their own without external assistance.
- c. new installations should be installed.
- d. behavioural change.

discussion points raised: unless things change, this will not be sustainable. We need funds.

The economic level of the population is such that they can not pay totally for a new well, unless this economic level changes. The policy of raising community contribution to 100% will not work.

## **RESULTS OF DISTRICT WORKSHOP IN MULEBA DISTRICT 05.10.96**

### **Sustainability**

Definition: Facilities continue to operate. Replication

### **SUCCESSSES LEADING TO SUSTAINABILITY**

- Village fund for O&M.
- health behaviours have improved (use of latrines, cleanliness of latrines, replication to other families)
- better use of facilities means that they will last longer
- clean water supply has increased (2 responses)
- skills and education of beneficiaries and technicians: operation, maintenance, construction (3 responses)
- school committees encouraged to construct school accounts for restoration of latrines
- community participation in planning process: PRA, bottom-up planning, mutual decision-making (4 responses)
- TBA's trained
- human resource development at district and village level
- decentralization from zone to consumers.
- women's involvement: community participation with emphasis on involvement of women means facilities will last longer and projects will have greater success.

### **WEAKNESSES & FAILURES**

- poverty. lack of money for village accounts (3 responses)
- top-down planning and lack of promotion (until 1994-95 as this was not an integrated district)
- Low level of education, low level of literacy (3 responses)
- HESAWA regional garage slowed transport down.
- delay in donor funding because of lack of district contribution.
- poor resource mobilization (at national, district and village level)
- poor communication & contact with villagers

### **OPPORTUNITIES/POTENTIALS**

- more promotion to communities (2 responses)
- release of district funds for O&M
- bottom-up planning
- activate local contribution
- women involvement in planning process
- training for communities
- finance women groups
- improved education of villagers.

### **THREATS**

- leadership structure and quality of leadership in the village

- dependency on external donations
- Technology choice and contribution (wells in the valley are not appropriate, 10% contribution for gravity water supply is too expensive for villagers)
- multi-party politics (change in party means lack of continuity)
- other donors and NGOs with softer conditionality in this area
- decreasing donor support

## **RESULT OF DISTRICT WORKSHOP IN KARAGUE DISTRICT 07.10.96**

### **SWOT exercise**

Subject: **SUSTAINABILITY**

Agreed definition: sustainability is something which is self-propelling, can be sustained without outside assistance. Sustainability means that the project will continue to fulfil its objectives, e.g., the pump will continue to function. It means that behavioural change will continue.

### **SUCSESSES**

- community participation (3 responses)
- appropriate technology, for example, easily adaptable to environment such as rain water harvesting (4 responses)
- supply of water to communities (2 responses)
- raising community awareness about the HESAWA concept including community participation, ownership, sustainability, gender, replicable technologies (2 responses)
- construction of institutional latrines and improvement of household sanitation such as cleanliness of surroundings (2 responses)
- improvement of traditional water sources
- community awareness of communicable diseases through school screening
- O&M fund

### **WEAKNESSES**

- lack of contributions from the central government
- lack of transportation facilities for various reasons (2 responses)
- lack of gender awareness
- local fund is not enough to pay allowances for district implementation staff, that is, field allowances (2 responses)
- community contribution is not given in time, is not big enough to cover replacements (2 responses)
- running cost of gravity schemes, particularly repair, will be difficult to meet
- technical know-how is lacking at the village level, particularly among fundis
- contribution fatigue: people in villages have too many things to contribute to
- planning at the village level: participatory planning projects are imposed. Technologies and demands are imposed.
- delays in procuring materials locally, local vendors sometimes lack materials such as cement
- insufficient training and motivation of district team: they need more training themselves
- conditionalities set by the project. 55% for rainwater, 10% local contribution for gravity systems is too high. Never will be able to implement a scheme. Other donors do not have these conditionalities.
- neglect of other, more sophisticated technologies such as drilling bore holes.
- dependency on advisors and consultants whose knowledge is not imparted to local staff
- lack of district council contribution
- There are not enough local personnel for the programme

## **OPPORTUNITIES/IMPROVEMENT IN THE FUTURE**

- more rainwater harvesting tanks to families (but need to decrease 55% contribution)
- set up a water tax rather than contribution: payment for water rather than a general contribution
- training of more fundis for sustainability
- some conditions to be revised, lowered or simplified) by HESAWA (3 responses)
- ensure realistic plans and budgets: department budgeting should be improved (includes request that SIDA/HESAWA should not reject some activities)
- Train more PRA teams for increased coverage and to make sure that villagers come up with an action plan
- Strengthen promotion of O&M funds
- integration of all donors and promotion of sustainability among them

## **THREATS AND RISKS**

- inflation, economic situation (3 responses)
- poverty in villages, subsistence living (5 responses)
- acceptance and rejection of project by villagers if it was imposed and is not their plan (2 responses)
- low literacy levels (2 responses)
- competition with other donors
- not conscious of public ownership
- management and administration personnel: capacity lacking, misuse of funds
- community workload too high
- lack of motivation for village actors: VHW, animators, fundis. Need to improve internal selection criteria.
- too many programmes in the same community
- culture and norms: women aren't so important. you can expect failures if you concentrate too much on women.
- too many donor conditions.

## **RESULTS DISTRICT WORKSHOP IN MUSOMA RURAL DISTRICT 02.10.96**

10 participants (9 males; 1 female) duration 3.7 hours

good participation: Ag.DHC; DED; DCDO; DHO; DWE; DPA; CDO; EHAs; Maji Technician; Maendeleo Technician; Ag DPIO

### SWOT ANALYSIS ON SUSTAINABILITY OF HESAWA APPROACH IN DISTRICT

#### **STRENGTHS/SUCSESSES IN HESAWA APPROACH CONTRIBUTING TO SUSTAINABILITY**

- it is a participatory programme also at District level, with an inter-disciplinary team (several departments) leading to more knowledge and capacities
- it is people-oriented and it follows a systematic approach.
- it produces outputs which fit in the District's objectives; the products are tangible and well-appreciated
- it includes training for capacity development at District level
- villagers are not doing all the implementation and O&M, leaving time and other District resources for other activities
- the users take care of the O&M costs and therefore the District has money for other activities
- the technology applied can be continued by District after donor pulls out
- the District contributes (although only 3%)
- regular visits to programme villages by actors at District level

#### **WEAKNESSES/PROBLEMS IN SUSTAINABILITY OF THE APPROACH**

- there is usually lack of transport to visit programme villages
- the District faces several serious problems:
  - = inadequate capacities
  - = inadequate human resources and qualifications
  - = staff is also involved in other District Programmes/projects outside HESAWA
- late and inadequate financial contribution from District
- monitoring and evaluation systems are not established at District level
- small number of qualified staff
- the required tools are often missing (at District and village level)
- inadequate organisation of District transport

#### **OPPORTUNITIES/BUILDING BLOCKS FOR FUTURE HESAWA APPROACH DIRECTIONS**

- MORE ENHANCED BOTTOM-UP APPROACH
- regular meetings on HESAWA activities held with district staff
- begin with follow-up activities from District level
- reduce number of projects in District by prioritization so that more funds are available for the prioritized projects
- more training for District staff "responsible" for HESAWA activities



- several HESAWA activities could be contracted out
- more funds become available from District
- no transfer of District staff already involved in programme
- establish monitoring (and Evaluation) team
- the district should intensify the involvement of ward and village key-actors, such as CDAs; HAs etc.

#### **THREATS/RISKS FOR THE SUSTAINABILITY OF THE HESAWA APPROACH**

- HESAWA approach is not consistent, too many changes
- poor leadership at District level
- the ongoing retrenchment may include personnel in the HESAWA Programme (not at District level)
- diminishing or no Central Government financial contribution to District (1995/1996 nothing)
- District does not meet felt-needs of communities
- other District programmes demanding also funds and manpower (competition)
- changes or transfers of District staff presently involved in HESAWA Programme
- transfer of DC or DED and replacement by staff less committed to HESAWA
- more councillors meetings (cost a lot of money)
- District Council does not collect enough money from sources
- District Council changes its policy on Water supply and sanitation
- political changes
- lack of funds at District level

16 participants (1 female and 15 males)

DCDO,DHO,DWE,DT,DPO(acting DED),DHC,DPO,DT, SCDO.

**SWOT ANALYSIS ON DECENTRALISATION IN THE DISTRICT:**

**STRENGTHS AND SUCCESSES:**

- to have the ability to plan
- to plan from below
- to be able to control of manpower
- districts have power on how to use resources e.g. money and transport and have power to control assets
- most material procurement being done at the district level
- quality of materials ensured as we choose ourselves and there are also no delays
- decisions are being made close to the beneficiaries
- to solve problems on our own
- capacity build up of HESAWA implementors
- transport available at the district
- take care of materials and tools as there are now ours

**WEAKNESSES/PROBLEMS IN DECENTRALISATION**

- not sufficient communication and transparency among the staff
- integration and cooperation between departments is difficult
- bulk ordering not known to departmental heads
- lack of spare parts in the district causes delay in repair of vehicles
- village artisans etc. especially for rainwater harvesting and shallow wells expect money so leave work to the district staff to do
- misuse of power by certain staff of the programme
- incentives (field allowances) not there as it is now the responsibility of the district councils
- lack of knowledge and tools in communication, planning, budgeting and reporting
- limited funding; more demands for implementation than capacities
- staff not very experienced and need training, particularly on accountability

**OPPORTUNITIES/BUILDING BLOCKS FOR FUTURE HESAWA**

- more on-the-job training especially in rainwater harvesting and shallow well construction
- proper communication through inter-departmental and teams' meetings
- implementing departments and staff should get more training in communication skills; participatory methodologies to become more effective and efficient
- transparency during implementation at all levels

- allowances for field workers to be increased as motivation and more training to be confident in their work
- district implementors need management training to effectively do their work
- no transfer of district staff
- more funds become available in the district
- bonus system needs fair distribution

#### **THREATS/RISKS FOR THE FUTURE;**

- bad leadership at district level
- no continuation of allowances
- all may stop if no new project takes it over from HESAWA
- local contribution from District Council may not continue
- regular maintenance and spare parts not available or not possible would lead to transport grounded
- stopping of present funder will put implementation of present technologies at risk, unless other strategies are applied
- low morale through lack of motivation
- constant reviewing of the impact of training and give refresher courses
- expectation of village fundis to get paid may affect programme, village to take this more serious

#### **OPEN DISCUSSION ON SUSTAINABILITY OF HESAWA APPROACH AT SERENGETI DISTRICT LEVEL**

Present volume of funding Sida is TSh 116 million versus 3 million from District. The volume of implementation by district cannot continue but still much improvement of water supply and sanitation is needed.

**Now the HESAWA approach stand for: (from cards)**

1. PROMOTION
2. TRAINING OF MANPOWER
3. HEALTH EDUCATION
4. COMMUNITY AND GENDER PARTICIPATION
5. FULL SUBSIDY IN CONSTRUCTION
6. COMMUNITY-BASED MANAGEMENT
7. FULL COST RECOVERY OF O&M
8. VERIFICATION OF CONSTRUCTION QUALITY

The HESAWA Approach has to change to accommodate the drastically reduced budget available for water supply, sanitation and hygiene education.

Although Sida will stop funding, other donors may come in but the volume of funds will be less than now. These new donors' funds should assist the District in tasks 1, 2 3 and 4.

#### **Future for Serengeti HESAWA Approach:**

Approach has to change as:

- Serengeti District cannot subsidise construction
- materials for SWs may not be all readily available

- skills and capacities must be further developed
- more privatisation of water supply and sanitation system construction
- initiative and implementation more at users and individuals level

**Approach:**

1. Target group are those who apply but knowing the new conditions (i.e. District only promotes, develops capacities etc.)
2. Full involvement of private sector:
  - ◆ contractors: masons, diggers, pump installers etc.
  - ◆ WASACO = handpump supplier and WASACO Agents in District capitals
  - ◆ WASACO to train and control quality of pump mechanics and its Agents
3. New role of Districts:  
Promotion; Hygiene Education; Training; Monitoring (also by users); advisory role
4. Roles of Users' Groups or Individuals  
(any group but not the community, that organises itself to improve the water supply situation)
  - ◆ decision on technology
  - ◆ decision on contractor(s)
  - ◆ decision on participation in construction and management
  - ◆ full installation costs by users
  - ◆ management by users, they decide how (District can give advice) and monitoring by users

This would lead to **REPLICABILITY AND SUSTAINABILITY** of the Water Supply Systems

**For latrines in the Future:**

also here the District has to change its approach as it cannot continue giving subsidy. The roles of the District and those of the Villagers and individual Households could be as follows:

District

- Promotion
- Health Education
- Village Fundi Training
- Advisory role
- Monitoring

Households

- Initiative
- Materials Supply
- Construction
- Payment of fundi

This Sanitation Approach would give also after 2002 replicable and sustainable sanitation technologies.

The HESAWA Programme should use the phase IV for a gradual transition to the end of the Sida support.

general overview of remarks made:

- There is a gap in the programme and it should change its approach
- programme should be privatised, that is the implementing aspect of it
- privatisation is becoming popular, individuals asking for own water systems
- the districts should now take a role in promotion, health education, training, supportive role, supervision, facilitators and monitoring (follow up). The districts would then afford as these activities are less costly. Maendeleo and Afya functions remain but in a different level
- by year 2002 the district would not have reached the coverage so implementation should be continued but by the private sector
- the end users at the village will own the facility. There will be sense of ownership. In certain villages registers are being introduced to know who the actual users and they will contribute and know how much they have. communities should know that they have to pay for services. Users will now will sell services to others and this will ensure sustainability. stealing of pumps will reduce.
- a group within a village can decide to start the well project as a private enterprise and sell water to others (control prices)
- already a significant number of private people come to MAJI for private installations
- villages are too big (vast) and the village government cannot know what is happening in all the places
- on materials and spare parts this should in the hands of the private sector
- on sanitation it should be left to the communities. train VHC, fundis in pit digging and improvement. Sanitation promotion and education will continue being part of afya dept.
- monitoring will be done by the users and district
- districts could offer advice to those implementing
- it may be a threat as many people will loose jobs but it is also a opportunity as villages will need all sorts of services e.g.fundis etc. and these people can offer their services
- phase 4 should not be abrupt but gradual
- advocacy on the new approach
- promotion of approach must continue
- facilitation and intensive training of village fundis and pump mechanics and to interest shopkeepers to become agents
- management training to the users is an important aspect

6 participants (5 males; 1 female) duration 5.5 hours  
participation: DED; DHC; HO; DWE; DT; DPA;

**SWOT ANALYSIS ON DECENTRALISATION IN DISTRICT****STRENGTHS/SUCCESSSES IN DECENTRALISATION**

- the project is now in the hands of the district and its leaders
- the District is now in the position to directly control the resources, such as for HESAWA finance and materials, before this was done by the Zonal Office
- the District can now plan and decide what is to be done and the regional level advises
- materials are delivered in time; before the Zonal Stores had often to be reminded; most materials are available in Bunda town
- it makes the district to plan and supervise its plan

**WEAKNESSES/PROBLEMS IN DECENTRALISATION**

- the amount that the district contributes is too low; more attention is to be given to follow up income sources
- Village Executive Officers are also to be paid by District, so more claims on meagre District financial sources
- also new staff employed, no retrenchment yet and higher salaries
- difficult to purchase non-locally available items in time
- some equipment and non-local materials have deficiencies in design
- tools and equipment under international purchase are not released in time
- over-expectation from the Apex: decentralization brought tasks down and the Apex expects that all is now done in time while the same was not done by themselves in time
- lack of training on knowledge and skills, e.g. understanding of financial administrative forms; financial procedures; stores procedures; and computers
- transfer of District staff that has been trained in HESAWA
- spares for O&M, no stock and now to be ordered from Zonal Office. Stores for equipment and spares should be decentralised
- Zonal office should perform their tasks better

**OPPORTUNITIES/BUILDING BLOCKS FOR FUTURE DECENTRALISATION**

- strengthening management skills at District level through specific short training courses for e.g. for heads of departments; and for stores and financial issues
- District should be able to buy all materials and equipment directly
- use the private sector to purchase the not-locally available materials/equipment
- District should be able to buy required materials in time and of good quality
- to improve the revenue collection by the District Council
- to involve the District Councillors in each of the HESAWA activities; also new and other parties apart from CCM
- to train and refresh the training of village fundis etc.
- to restructure courses to make them more specific and more practical

- Central Government should provide the approved contribution

#### **THREATS/RISKS FOR THE DECENTRALISATION**

- unpredictable Central Government contribution to HESAWA
- limited financial power at District level
- danger to go behind schedule because of delayed non-local procurement
- in case the District is not able to contribute towards the Programme, the planned activities will not be completed
- non-local materials and equipment can not be easily purchased due to poor communication system between District and rest of the country and outside
- difficulties in tax levy collection by system
- lack or shortage of foreign exchange
- inflation and devaluation problems
- retrenchment, also of HESAWA staff
- decentralisation without resources

#### **DISCUSSION ON HESAWA APPROACH BY DISTRICT**

according the participants of the Bunda District workshop, the HESAWA Approach consisted of the following issues:

- Bottom-up approach
- promotion
- community participation
- Participatory Rural Appraisal (PRA)
- self-help
- capacity building
- ownership by end-users
- management by end-users
- full cost-recovery of O&M and replacement costs
- integrated team approach
- hygiene education
- gender orientation
- funder of full construction costs
- implementation of WS-systems by MAJI and latrines and simple water source improvements by Maendeleo
- follow-up and monitoring
- affordable water supply technologies
- credibility with the users
- replicable approaches and technologies

In a new situation with no external funding, the HESAWA approach has to change. The following will be done by the three main parties: Users, Private sector, District

#### **DISTRICT LEVEL**

- integrated team approach

- Bottom-up approach
- promotion
- community participation
- gender orientation
- hygiene education
- Capacity Building (VHWs; TBAs; Village HESAWA Comm.; caretakers; pump mechanics; village fundis; also refresher training)
- Participatory Rural Appraisal
- Advice on affordable and sustainable technologies
- follow-up and monitoring
- organisational and technical advice

#### ***WARD LEVEL***

- Ward Pump Mechanics paid by Wards

#### ***VILLAGERS***

- funder of water supply and sanitation systems
- ownership by end-users
- management by end-users
- full cost-recovery of O&M costs

#### ***PRIVATE SECTOR***

- Implementation of water supply and sanitation facilities
- Private Ward Pump Mechanics
- Shops with tools
- Spare parts agents
- Water Quality Testing

Result will be Credibility from villagers; replicability of technologies (0% for Boreholes; 20% for Shallow wells with handpump; and 70% for Improved Traditional Water Sources) and sustainability



APPENDIX 11

POSSIBLE INDICATORS FOR ENVIRONMENTAL MONITORING

## POSSIBLE INDICATORS FOR ENVIRONMENTAL MONITORING

- General condition of the facility self. Should be examined in terms of maintenance, i.e whether the pumps/standpipes etc are functioning and whether the structures are in good condition.
- General condition around the facility. Fencing and access ways should be well maintained. Also the state of cleanness (litter and human/animal faeces) in the facility enclosure and around it should be inspected to assess hygiene and sanitary standards.
- Soil erosion and gulleying. The presence and severity of these conditions should be noted and causes assessed.
- Over-grazing. The extend should be carefully observed and its presence in new locations identified.
- Pollution. Chemical pollution from human activity or occurring naturally must be monitored to minimize health risks. For the same reason, organic/bacteriological pollution due to human and animal activities should be examined.
- Ponding. Since water-borne disease are major causes of morbidity throughout the country, it is necessary to inspect ponding at the facilities
- Aquifer. Aquifer levels should be investigated to assess wether by satisfying demand for the provision of water, aquifer levels are depleted so as to affect the moisture content in the root zone.
- Usage patterns. The monitoring of usage patterns, including human and livestock populations, would assist their relationship to the situation with the above indicators.
- Floral/fauna composition. Changes in floral and fauna species compositions give biological indications of habitat and general environmental change and should be monitored.