

RURAL WATER AND SANITATION PROGRAMMES MOROGORO AND SHINYANGA REGIONS



A Study on
Women Involvement in the Implementation of the
Programme

By
Dr. C. S. L. Thachage
Ms. J. Name
Ms. L. L. Wilfred

824-TZMO-8125

**A Study on
Women Involvement in the Implementation of the
Programme**

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

**RURAL WATER AND SANITATION PROGRAMME
IN MOROGORO AND SHINYANGA REGIONS**

**A Study on
Women Involvement in the Implementation of the
Programme**

LIBRARY, INTERNATIONAL REFERENCE
CENTRE FOR COMMUNITY WATER SUPPLY
AND SANITATION (IRC)
P.O. Box 1100, 2309 AD The Hague
Tel. (070) 814911 ext. 141/142
RN: ISN 0125
LO: Q4T2.MD90

By
Dr. C.S.L. Chachage
J. Nawe
L.L. Wilfred

DAR ES SALAAM UNIVERSITY PRESS

©Rural Water and Sanitation Programme
in Morogoro and Shinyanga Regions, 1990.

Printed by Dar es Salaam University Press.

TABLE OF CONTENTS

	Page
TABLES	(v)
ACKNOWLEDGMENTS	(vii)
EXECUTIVE SUMMARY	(ix)
1.0 INTRODUCTION	1
1.1 Background to the study	1
1.2 Sample Design	1
2.0 PROBLEMS AND AMELIORATION: VIEWS FROM THE VILLAGE	4
2.1 Introduction	4
2.2 Frequently Mentioned Problems	4
2.3 Amelioration	6
2.4 Impediments	7
3.0 WOMEN'S POSITION IN THE HOUSEHOLD ACTIVITIES	10
3.1 Introduction	10
3.2 Access to Means of Production	11
3.3 Control of Production and Income	12
3.4 Workload	13
3.5 Freedom of Movement	14
4.0 WOMEN'S POSITION AT VILLAGE LEVEL	16
4.1 Introduction	16
4.2 Village Council and Composition	16
4.3 Meetings and Freedom to Speak	17
4.4 Village Work/Projects and Women Groups	19
4.5 Extension work and women	20
5.0 WOMEN INVOLVEMENT IN THE WATER AND SANITATION PROGRAMME	22
5.1 Introduction	22
5.2 Participation in Needs Assessment	22
5.3 Consultation on Villages' Contribution Capability	23
5.4 Participation in Site Location	23
5.5 Involvement of Women in VWSC	23
5.6 Operation and Maintenance Women as Village Care Takers	25
5.7 Attitudes Towards the Programme and Women	25
5.7.1 Attitudes Towards the Programme	25

5.7.2 Attitudes Towards Women	27
6.0 EXPERIENCES IN OTHER WATER PROGRAMMES IN WOMEN INVOLVEMENT	28
6.1 Introduction	28
6.2 Hesawa: Health Through Sanitation and Water	28
6.2.1 Background	28
6.2.2 Organizational set-up for Promotion of Village Participation	29
6.2.3 HESAWA'S Policy on Women's Participation	29
6.2.4 Women's Organizations and Women's Group	31
6.3 Norad: Assisted Kigoma Water Programme.	32
6.3.1 Background	32
6.3.2 Organizational Framework for Implementation	33
6.3.3 Village Participation and Health Education	33
6.3.4 Policies on Women's Involvement	35
6.4 Maji Dañida	35
6.4.1 Background	35
6.4.2 Organizational Set up for the Promotion of Village Participation and Programme Implementation	36
6.4.3 General Policy on Women's Involvement	37
6.4.4 Strategies and Methods to Involve Women in Programme Implementation	37
6.4.5 Women's Groups and Women's Organizations	39
6.5 Tanga Integrated Rural Development Programme (TIRDEP)	39
6.5.1 Introduction	39
6.5.2 Organizational Set up for the Promotion of Village Participation and Programme Implementation	39
6.5.3 Women's Involvement Policy/Strategies/Results	40
7.0 SUMMARY AND RECOMMENDATIONS	41
7.1 Conclusion	41
7.2 Recommendations	45
8.0 BIBLIOGRAPHY	47
9.0 ANNEXES	
9.1 Annex 1 Terms of Reference	49
9.2 Annex 2 Village Questionnaire	52
9.3 Baseline Survey: Village Questionnaire for Village Leaders and Field Team	59
9.4 Annex 4 Attitude Questions for Village Leaders and Field Team	67

TABLES

	Page
1. Districts, Divisions, Wards and Village Covered	2
2. Village Leaders and Field Team Workers Interviewed	2
3. Village Problems: Leadership's Perceptions (Number and Percentage of Villages by Region)	4
4. Village Problems: Villagers Views	6
5. Solutions to the Problems. Village Leaders' Views	7
6. Solutions to the Problems Villagers' Views	7
7. Impediments: Village Leaders Views	8
8. Major Source of Livelihood for the Household ..	10
9. Decision Making in the Household	12
10. Average Number of Days per Week in Production	13
11. Average Hours per day for Household Activities by sex	14
12. Ways to Make Women Contribute in Public Meetings ..	18
13. Villagers Visited by Extension Workers	19
14. Projects/Services for Integration with Water Programme	26
15. Organization set up for Promotion of Village Participation in IIESAWA ..	29
16. Organizational Set-up for Norad Assisted Programme Implementation ..	35
17. Organizational Set up for Danida Programme Implementation.	36

ACKNOWLEDGMENTS

This research was made possible through Morogoro and Shinyanga Rural Water and Sanitation Programme financial support. We would therefore like to extend our sincere appreciation to them. Furthermore, data gathering was made possible through the collective efforts of various administrators, and functionaries at village to regional levels in Morogoro and Shinyanga regions. We would also like to thank all the villagers who patiently responded to our questions and participated effectively in discussions. We would like to thank also the two community development functionaries, Ms E. Chissunga and Ms E. Kamili of Morogoro and Shinyanga respectively for bearing the hustles of guiding us all the way throughout the entire period.

Our special thanks go to the programme personnel as well as various persons from other water programmes, namely N.M. Mbakile, Promotion Officer - HESAWA, Mwanza; I. Klepšvik, Senior Programme Officer- NORAD, Dar es Salaam; I. Benz, Village Participation Coordinator, Maji/DANIDA - Mbeya; B. Engelsen, Village Participation Coordinator, Maji/DANIDA - Iringa; T. Wahlgren, SIDA - Dar es Salaam; M. Sundgreen, Programme Officer, SIDA - Dar es Salaam; Ch. Froehlich, Project Manager, TIRDEP - Tanga; and E. Mahawi, Regional HESAWA Coordinator - Mwanza.

As it is not possible to mention everyone by name we would like to express our heart felt thanks to all those people who supported us in one way or another in realizing the outcome of this study in the form it is.

Handwritten text, possibly a list or notes, located in the upper middle section of the page. The text is faint and difficult to read.

Handwritten text, possibly a list or notes, located in the middle section of the page. The text is faint and difficult to read.



EXECUTIVE SUMMARY

1. Introduction

The purpose of this study is to look into the present situation of women's involvement in Morogoro/Shinyanga Rural Water and Sanitation Programme implementation and Village Level Operation and Maintenance from the women's point of view. In order to situate the problem into its proper context equal number of women and men was interviewed as well as the village leadership and the Field team.

Questionnaires were centered around problems found in the villages and views on how they could be resolved, women's position at both household and village level in general; and their involvement in the programme. This approach was taken because the importance of each group's perception of the village problems in terms of their priorities, so as to know where the programme ranks. The rank is important in guiding implementation, operation and maintenance strategies. Studies elsewhere have already proved that isolation of water and sanitation programme from other programmes defeats the purpose of its running. Hence it is of utmost importance to know the value attached to it by each concerned party in the course of implementing all its three stages.

2. Problems and Solutions:

Differences and similarities in perception between village leaders, field team and villagers, between the two genders, and between the two regions featured with regard to prioritization of problems as well as means for resolving them. For instance, among the villagers water is priority one while to the village leaders it is priority two. The differences and similarities have a strong bearing on decision-making with regard to approaches to be taken when dealing with different groups or regions. As far as water and sanitation programme is concerned, three problems are identified

- technical (quantity in relation to number of population served and proximity to the users, and quality)
- financial, including lack of spare parts.
- organizational—target of self-sustenance of the project is very far from realization even in the case of handed-over projects.

3. Women's Position in Household and Village Level:

Women's participation/involvement at both domestic and societal level is highly influenced by the obtaining norms for gender-based division of labour, defined decision-making boundaries including ownership rights, and space of operation.

Women play a key role in production and reproduction. The triple roles—wife, mother and housekeeper bog women down. Coupled with a low level of technology, women find themselves overworked, with little or no time at all to attend to any business meeting

outside their homes. These roles are simultaneously assumed. Added to this is the question of decision-making powers. Men are final decision makers in respect of production and income; though they may consult their wives, in which case decisions are jointly reached or may present their wives' decisions as theirs.

Women's access to means of production is limited. Land is normally given to heads of household. The majority of households fall under this category. Wives have access to land as long as it is for family use. However, women may inherit land or be given land by village government—mainly those who are single or widowed.

Restriction put on space of operation is another element both at household or beyond household undertakings that interferes with women participation in various activities. A wife has to seek permission from her husband if she wants to go out for whatever purpose and the society puts limits to her movements through values attached to cultural practice. The same applies to airing of views. Women are expected to remain invisible and they have internalized this. The degree of internalization varies with level of education, heterogeneity of ethnic groups and avenues for meetings and exposure to new environment.

Limited access to sources of information also play a key role in determining women's position. This was reflected in the informal discussions with women. For instance, they did not know who to consult for information related to income generating activities.

4. Women's Involvement in the Water and Sanitation Programme:

Involvement of women has so far been confined to activities related to construction or/and keeping the water points clean. There are very few care-takers and there is no woman village mechanic. This is of course not a healthy situation as it is an additional workload to women rather than the desired impact of giving them more decision-making powers.

5. Recommendations:

The differences and similarities recorded in perception of the village leaders, field team, villagers, and both genders with regard to the prioritization of the village problems and the manner of resolving them call for an integrated approach of running programmes within any given village. To expect that relief from the burden of carrying water from long distances would lead to women's participation in other productive activities that will have a positive impact on development in general, and particularly on women is not automatic. The saved energy and time may be spent on looking for fire wood or grinding machine or tilling land with hand hoe. Participation of women in the water and sanitation programme, if areas of participation are not defined may also add to the women's workload without improving their status, as has featured in this study and also in other studies done elsewhere. Integrated approach to running of programmes has a multiple advantage.

- to help to sustain the programme.
- to open doors to mobility of women hence their exposure to new environments where they could improve upon their education and get access to information. This is a very desirable pre-condition for extensive involvement of women at needs assessment and decision making stages, some of them are to enhance overall economic development.
- to enhance overall economic development

1. INTRODUCTION

1.1. Background to the study

This report presents the findings of the Morogoro/Shinyanga Rural Water and Sanitation Programmes survey on women's involvement in its operation and implementation. The survey was carried out as a consultancy for the same programmes. In the implementation of these programmes, first with Shinyanga region since 1971 and later with Morogoro region since 1978 efforts were directed in the construction of shallow wells (hand-pumped wells), pipes supplies (pumped schemes and gravity schemes).

In the 1970s, the activities to establish these wells hardly involved the local institutions—from regional to village level. Therefore, the Regional Water Engineers (RWE) were not well prepared organizational wise for the responsibilities of constructing wells and maintaining the established ones when the project was handed over to them in 1978. Due to the crisis which began to face the country in the early 1970s—one of its manifestations being budgetary deficit—the government of Tanzania was not in a position to provide enough funds to the Regional Water Engineer to continue with the project. Consequently, from a 1982 sample, 30 per cent of the shallow wells in Shinyanga were out of order; 12 per cent were abandoned; and 58 per cent were in a working condition (Andersson 1982:30). The Regional Water Engineer did not have the capacity to sustain the project.

After 1984, a different approach to development of rural water supply was adopted. This approach took into consideration the scarcity of resources for implementing the project from national to village level. Therefore, the responsibility for operation and maintenance of the schemes were to be placed at the village and district levels for meaningful sustainable results through emphasis on promotion of community participation and health education. Particular attention was to be given to the full involvement of women in all programme activities by taking into consideration their views and needs because it was recognized that the role of women in the provision of water and education to children on hygiene and sanitation habits is very important. Therefore, they needed to have a prominent say in the decisions regarding water supply. This is definitely very problematic, as women have all the time been excluded from decision making processes.

In accordance with the terms of reference (see annex 1) the study focused on the investigation of the present situation of women's involvement in programme implementation and village level operation and maintenance (VLOM). Particular efforts were spent on assessing the participation of women in needs assessment, village power structures, organizations, meetings, training and factors that distract their full participation.

1.2 Sample Design

The survey was undertaken in eight districts out of the nine districts of the two regions (Morogoro and Shinyanga). It was not possible to deal with all the nine districts because of time constraint. Therefore Meatu district, in Shinyanga was dropped. From the 1988 population census reports, Morogoro and Shinyanga have a population of 1,222,737

TABLE 1: DISTRICTS, DIVISIONS, WARDS
AND VILLAGES COVERED

Region	District	Division	Ward	Village
Morogoro	Morogoro (Rural)	Mvomero	Mvomero	Wame-Luhindo
	Kilosa	Kimamba	Rudewa	Rudewa-Mbuyuni
	Ulanga	Malinyi	Malinyi	Malinyi
	Kilombero	Ifakara	Lumemo	Kining'ina
Shinyanga	Shinyanga (Rural)	Itwangi	Tinde	Jomu
	Maswa	Mwagala	Ipililo	Ngulinguli
	Kahama	Dakama	Mpunze	Ihashi
	Bariadi	Dutwa	Nyakabindi	Old Maswa

(605,772 male 616,965 female) and 1,772,549 (857,603 male and 912,946 female) respectively. Household average size for Morogoro and Shinyanga was 5.1 and 6.3 respectively.

The survey, as shown in Table 1, covered eight villages. One village was randomly selected from each district, and eight people were interviewed in each village—four men and four women coming from 8 different ten cell units. (See sample questionnaire in annex 2). There were two separate village government data sheets (see annex 3) for each village for information provided by the village leaders and the field-team workers. Five persons from each of these groups were expected to participate in the provision of information in each village. The composition of the two teams was as follows:

TABLE 2: VILLAGE LEADERS AND FIELD
TEAM WORKERS INTERVIEWED

Village Leadership	Field Team Workers
Village Chairperson/Secretary	Community Development Assistant
UWT Chairperson/Secretary	District Field Assistant
Chairperson—Village Water & Sanitation Committee	Health Assistant
Female member of the Village Water and Sanitation Committee	Village Health Worker
Female member of Health Committee	Village Mechanic

However, for one reason or the other it was sometimes not possible to get all the field workers or village leaders we had intended to interview. In some instances, like in Wami-Luhindo Village (Morogoro Rural), the acting persons were interviewed and four persons instead of five were involved because some of the posts are not filled. Generally, meeting the village leaders and field team did not pose a problem.

Beyond the provision of the village data, each individual member of the leadership team and the field team was separately interviewed, using a questionnaire which aimed at determining their attitudes towards issues related to water, gender relations and participation in general. The same attitude questions were posed to all interviewees (see annex 4).

Field work was undertaken for thirty days in February-March 1990. Data preparation and tabulation was finished by mid-March. As a result of time constraint, the size of the sample (in terms of villages sampled and the number of respondents) is small. There was no time for a pilot survey to test the questionnaires. Information provided in this

study, although carefully gathered, does not allow for broad generalizations: it merely indicates the broad trends. Generalizations in this report are based on this premise.

Therefore, in order to enrich our study and fortify our observations, information on women participation in water programmes was sought from other organizations involved in water programmes in Tanzania. Discussions related to policies on the programmes were held with programme officers from HESAWA and SIDA, DANIDA, NORAD and GTZ. These were supplemented by information from programme papers as well as other literature. Chapter six of this report deals with the other programmes.

In addition, the survey was supplemented with informal interviews and individual observations. Informal interviews were conducted with villagers (mainly women), village caretakers, the leaders, the field team workers and district team members in the programme. In some of the villages, the interviewers held discussions with groups of women. The discussions were general, and the aim was to acquire a basic understanding of the problems facing the people in the villages, cultural aspects as related to gender relations, and factors obstructing women participation in the power structures and meetings. A lot of issues arose in these discussions and some of them are reflected in the study.

2. PROBLEMS AND AMELIORATION: VIEWS FROM THE VILLAGE

2.1 Introduction

Failure or success of community and specifically women participation in rural water supply programmes is fundamentally tied up with the perceptions of the villagers about what they consider to be their major problems. This is because water supply is or may be one problem among others. Hence under some circumstances outside assistance to a village may be forced to reckon with other problems beyond the sector programme so as to ensure that success is attained in the particular programme in question.

In this chapter, the water problem is situated within a wider spectrum of the problems confronting the villagers, and solutions, as perceived by the villagers are also advanced. Differences and similarities in perception between village leaders and villagers, between men and women and between the two regions are also shown.

2.2 Frequently Mentioned Problems

Village leaders were asked about the availability of services such as shops, milling machines, dispensary, schools, water supply, etc. and the problems which faced these services. All villages under study have most of these services. Many problems were mentioned. Table 3 shows the problems frequently mentioned by the village leadership in the surveyed areas.

TABLE 3: VILLAGE PROBLEMS: LEADERSHIP'S PERCEPTIONS
(Number and percentage of villages by region)

Village Problems	Morogoro*	Shinyanga*	Total*
Schools: not enough buildings, desks etc.	2 (50%)	2 (50%)	4 (50%)
Water: wells far away, out of order, need rehabilitation	2 (50%)	3 (75%)	5 (62.5%)
No dispensary or lack of medicine	2 (50%)	4 (100%)	6 (75%)
Problems with shops/markets and exorbitant prices	0 (0%)	3 (75.1%)	3 (37.5%)
Shortage/No grinding Machine	0 (0%)	2 (50%)	2 (50%)

Notes:

*N = 4 villages **N = 8 villages

From Table 3, the first problem for the village leadership is shortage of dispensaries and medical facilities for the two regions taken together. This is especially the case in Shinyanga where all the sampled villages face this problem. The second problem is water i.e. shortage of wells, unavailability of spares, and pumps being out of order. The third problem is related to schools i.e. shortage of schools, buildings, desks or other facilities. Others which are mostly confined to Shinyanga are those related to the availability of shops/markets, exorbitant prices of industrial goods and lack of grinding machines.

The results shown above substantiate the priorities of the village governments in the context of overall village problems that compete for the same scarce resources in the villages. All these problems press demands on the villagers by way of material contribution—mostly financial. Informal discussions revealed that one of the heavy burdens on the villagers is financial contributions to various projects.

The village leaders' decisions about financial contributions for various projects are based on what they consider to be the priorities. When prompted on whether there are water problems in the villages, virtually all village leaders in the whole sample said that they exist. The latter view, collated with that of the villagers, seems to be the correct one. For the villagers in the sampled areas, water ranks as the first problem. This response was advanced without any prompt. Problems related to medical facilities ranked second, followed by shortage of school facilities. The latter problem is mainly confined to Morogoro.

In Morogoro, only 5 male respondents out of 16 respondents (31.3%) and 14 female respondents out of 16 respondents (87.5%) considered water as the first major problem. The rest put it as a second problem. In the case of Shinyanga, 11 male respondents out of 16 respondents (68.8%) and 12 female respondents out of 16 respondents (75%) thought water is the first major problem.

Village leadership in all the sampled villages is dominantly male. That is why most of them do not consider water as a major problem, as reflected even in the views of the villagers. In Shinyanga, almost an equal number of both men and women conceded that there is a water problem. Most men complained that there is no water for their livestock during the dry season. Table 4 shows the response of the villagers on what they consider to be their major problems.

The variations in Table 4 in terms of the perception of the problems, aside from the water, agricultural and medical facilities, are regional. Morogoro seems to have more problems - transport, shortage of tractors and schools. In Morogoro, men were more conscious of the transport problem, while women were more conscious of the problem of lack/shortage of grinding machines. This reflects the actual social position in their gender relations. Men are more mobile than women, who are supposed to be dealing with all the domestic drudgery—including grinding maize, millet, etc. (More of this in the next chapter).

An interesting aspect, whether from the point of view of the leadership or the villagers themselves, is the virtual absence of the problem of sanitation. The reason for this may lie in the fact that it is not considered as a problem because of the role played by the health workers (see below) or simply because it is regarded as an individual problem, rather than a problem which faces the villagers as a community.

Water specific problems for all the villagers are shortage of wells; wells being too far from residential areas, some wells being out of order, lack of spare parts for the pumps, and water being salty or dirty in some villages. (Distance, mechanical, quantity and quality).

Given that water ranks first in the priority list of the problems, one would expect—community participation/women involvement to be on the high side, and the programme to be met with enthusiasm. The situation is more intricate than that, as it will be revealed by the solutions proposed by the villagers and their leadership.

TABLE 4: VILLAGE PROBLEMS: VILLAGERS' VIEWS:

Solution	Morogoro		Shinyanga	
	Male*	Female*	Male*	Female*
Shortage of wells, water is dirty etc.	11(68.8%)	15(93.8%)	14(87.3%)	13(81.3%)
Agriculture/shortage of tractors	10(62.5%)	10(62.5%)	6(37.5%)	4(25%)
Shortage of shops/lack of goods/high prices	4(25%)	3(18.8%)	4(25%)	3(18.8%)
No transport	4(25%)	1(6.3%)	0(0%)	1(6.5%)
No grinding machine	2(12.5%)	4(25%)	0(0%)	1(6.3%)
Shortage of schools	6(37.5%)	8(50%)	1(6.3%)	0(0%)
Lack/shortage of medical facilities	7(43.8%)	5(31.3%)	5(31.3%)	7(43.8%)

*N= 16 respondents

2.3 Amelioration

Asked how they think the problems facing their respective villages would be resolved, the leaders came out with a range of answers. Five villages (two from Morogoro and three from Shinyanga) were of the opinion that the solution lies in villagers marshaling their efforts through cooperation. One village in Morogoro and four villages in Shinyanga suggested that donors/government should help in resolving the problems. The whole range of answers is shown in Table 5.

From Table 5, it seems, most of the leaders (collectively), are of the opinion that the problems confronting their villages would best be solved by outside help. Leaders accept that self-help by the villagers themselves is not enough, particularly in buying and installing pumps. The same applies to the question of provision of hospitals, agricultural extension workers, etc. Almost all leaders (85.1% in Morogoro and 93.8% in Shinyanga, and field team members (94% in Morogoro and 100% in Shinyanga) conceded that operation and maintenance of the wells is a domain of the villages. These views express the limits to what the villagers can do on their own. It might also be a reflection of the dependency mentality of the leadership in some of the villages. More village leaders in Shinyanga than in Morogoro think that government/donor assistance is required.

When the villagers were asked whether there are attempts to resolve the problems in their respective villages 53.1% of the villagers in Morogoro admitted that there were some efforts being made. Only 37.5% in Shinyanga thought some efforts were being made. At least 31.3% (4 men and 6 women) of the Morogoro respondents pointed out that efforts were being made to add more wells or rehabilitate the old ones.

While some of the villagers agreed that the quality of water should be improved and the number of wells be increased (40.6% in Morogoro and 31.3% in Shinyanga), it is clear

TABLE 5. SOLUTIONS TO THE PROBLEMS:
VILLAGE LEADERS' VIEWS

Solution	Morogoro*	Shinyanga*
Increase efforts by Cooperation/Village to buy spares (for pumps)	2 (50%)	2 (50%)
Donor/Government help/increase and repair wells, increase medical facilities	2 (50%)	4 (100%)
Meeting/Discussions (for water)	1 (25%)	0 (0%)
Increase extension workers (agricultural)	1 (25%)	0 (0%)
Buy village grinding Machine	0 (0%)	2 (50%)

*N = 4 villages

that there was a discrepancy between what the villagers considered to be the panacea to the problems and what the leadership proposed. This was especially the case for Morogoro. Here a considerable number of respondents, for example, were of the opinion that villages should make financial contributions to reduce the costs of construction and rehabilitation of wells. Such an opinion was advanced by 37.5% of the male respondents and 25% of the female respondents. In the case of Shinyanga, it was only 12.5% of the female respondents who suggested thus. Many respondents in Morogoro (43.8% male respondents and 37.5% female respondents) thought the other solution lay in villages being given loans. In Shinyanga, the tendency was to suggest in terms of aid. Such an opinion was advanced by 18.8% of the respondents (3 female respondents and 3 male respondents). Table 6 shows the solutions advanced by the villagers.

TABLE 6: SOLUTION TO THE PROBLEMS:
VILLAGERS' VIEWS

Solution	Morogoro		Shinyanga	
	Male*	Female*	Male*	Female*
Village should contribute	6(37.5%)	4(25%)	0(0%)	2(12.5%)
Loans/aid be made available	7(43.8%)	6(37.5%)	3(18.8%)	3(18.8%)
Organize Meetings	0(0%)	2(12.5%)	3(18.8%)	0(0%)
Push the leaders to act	0(0%)	1(3%)	2(12.5%)	2(12.5%)
No response	3(18.8%)	3(18.8%)	8(50%)	9(56.2%)

*N = 16 respondents

Much as the percentage of the respondents who suggest that the village leaders should

be pushed to act seems insignificant here, leadership problems are very contributive to the inability of the villagers to act in a concerted way. This will be discussed in the next section.

2.4. Impediments

The perceived impediments to the resolution of the village problems like the perception of the problems, have a regional variation. There is a consonance between what is seen as impediments in the two regions and what has already been shown above.

As far as the leaders are concerned, two villages out of the four which were sampled in Morogoro suggested that the inability to deal with the problems is due to the economic hardships and the inability of the villagers to contribute enough for the various projects. This answer was provided by all villages, except Morogoro rural, where it seems, problems such as transport, markets, etc. are not among the major ones. Shinyanga depicted a different picture. Here, the obstacles were seen in terms of weak leadership which cannot follow up issues and call meetings promptly. The villagers and the leaders admitted this. The other obstacle was viewed in terms of too much dependency on outside help which is hardly forthcoming all the time. This hinders people from taking initiative.

TABLE 7: IMPEDIMENTS: VILLAGE LEADERS VIEWS

Impediment	Morogoro*	Shinyanga*
Lack of spares (for pumps)	0(0%)	2(50%)
Economic hardships	3(75%)	0(0%)
Weak leadership/no meetings	1(25%)	3(75%)
Dependency on outside assistance	0(0%)	3(75%)
Embezzlement of contributions	0.(0%)	1(25%)

*N = 4 villages

Only Morogoro Rural did not consider that there are any impediments/obstacles, as far as the resolution of the problems is concerned. According to the villagers, there are three basic obstacles to the resolution of the problems: economic hardships, weakness of the leadership and absence of meetings. 12.5% of the male and 25% of the female respondents in Morogoro felt that economic hardship is the major obstacle. In Shinyanga only 6.3% of the female respondents thought so. No male respondent thought so. 31.3% of male and 18.8% of female respondents in Morogoro suggested that the leadership was weak or inefficient. The figure for those who thought so in Shinyanga was even higher. 62.5% of the male respondents and 37.5% of the female respondents in Shinyanga accorded to this view. Only 12.5% of the female respondents in Morogoro and 6.3% of the female respondents in Shinyanga thought the obstacles had something to do with the absence of meetings.

The general picture presented in this chapter is that there are a number of problems facing most villages in the surveyed areas. Water ranks the highest. While the leadership in the villages see it as a second problem, the villagers regard it as the first problem. This discrepancy between the views of the villagers and those in the leadership is also apparent in the suggestion of solutions or what are considered to be the impediments in the attempts to resolve the problems. Fundamentally, villagers viewed the obstacles in terms of the economic hardships facing them and the weakness in the leadership. The latter aspect is an expression of the weak organizational capacity in the villages and, hence, the inability to tackle some of the problems in the villages which could be tackled by the villagers themselves. We will come back to this problem again in Chapter Four, when considering issues on women participation at village level.

3. WOMEN'S POSITION IN THE HOUSEHOLD ACTIVITIES

3.1 Introduction

In Diop's (1987) formulation, the key motor of history is in the laws which govern clan development. It is in these that different forms of governance can be discerned within environmental influences. Basic factors within this process are: socialization (clan), production (division of labour), accumulation (surplus) and militarization (classes). Women's participation/involvement in societal and developmental issues is largely determined by the gender-based forms of division of labour. For example, women are expected to cook, take care of children, look after household hygiene, and perform all responsibilities considered 'light'. Duties assigned to them are routine-oriented and are performed with or around the household, except for farming, collecting water and fuel wood which involve going far from their households. Men do heavy jobs like clearing forest, farming, taking care of livestock (when being grazed away from the household) etc. Their work is less monotonous and is done for shorter hours. It is recognized as hard work, contrary to women's one which is considered light. The status accorded to each gender's role is reflected in the social position given to it.

The villages in the two regions under study are basically dominated by peasant agricultural production (81.3% in Morogoro and 71.9% in Shinyanga) and livestock keeping especially in Shinyanga. The percentage of those who depend on agriculture and livestock keeping are 9.4% in Morogoro and 21.9% in Shinyanga. The remaining are engaged in various forms of wage labour and trade.

TABLE 8: MAJOR SOURCE OF LIVELIHOOD
FOR THE HOUSEHOLD

Activity	Morogoro*	Shinyanga*
Agriculture	26(81.3%)	23(71.9%)
Livestock	1(3.1%)	0(0%)
Agriculture and Livestock	3(9.4%)	7(21.9%)
Others	2(6.2%)	2(6.2%)

*N = 32 respondents

The percentage of livestock keepers in Shinyanga is seemingly low because some households have access to cattle through usufruct rights. Therefore, livestock keeping is not

a source of their livelihood in the sense that people do not consider usufruct rights as a source of livelihood. To them what is important is the status of ownership. 93.8% of the respondents in Morogoro and Shinyanga own their land and the rest are landless.

Area for cultivation vary from 1 to 50 hectares in Shinyanga, and 1 to 20 hectares in Morogoro. The majority of the peasants are in the average bracket i.e. relatively poor peasants. This is demonstrated by the number of respondents who face land shortage, and the fact that the hand-hoe still dominates even where tractors or ox-ploughs are employed. 43.8% of the respondents in Morogoro and 62.5% of the respondents in Shinyanga said that there is land shortage in their respective areas.

Tractors or ploughs are owned by very few people. The tendency for most villagers is to hire them, especially in Shinyanga where people grow cotton as a commercial crop. 37.5% and 18.8% of respondents in Morogoro and Shinyanga respectively use a hand-hoe only. Those who employ a combination of a tractor, a hand-hoe and a plough are 34.4.1% and 25.1.% in Morogoro and Shinyanga respectively. The fact that many respondents use tractors does not denote actual ownership. Most respondents indicated that they hired the tractors. Tractors are owned by rich individuals or institutions—e.g. missions. Therefore, the basic tool in both regions is the hand-hoe.

The above aspects have implications for the access to means of production, control of production and income, workload distribution, decision making, and freedom of movement within the context of gender relations. It is this aspect we set out to examine in this Chapter.

3.2 Access to Means of Production

As shown above, agriculture is the major source of livelihood in Morogoro Region while agriculture and livestock keeping are major activities which sustain people's livelihood in Shinyanga Region. Women's access to land and livestock is mainly governed by cultural practices of the community and the village government structure. 37.5% and 28.5% of the respondents in Morogoro and Shinyanga respectively indicated that their land was obtained by the husband. In this context, land was obtained through buying, inheriting, allocation by village government, or clearing forests. Clearing forests is on the high side in Morogoro. This is not the case for Shinyanga. 37.5% of the respondents in Morogoro indicated that their plots of land were obtained through clearing forests by both husband and wife. Only 6.3% of the land in Morogoro was inherited by both husband and wife. In Shinyanga, it is 59.4% of the respondents who indicated that land was obtained by both husband and wife through inheritance or allocation by the village government.

Basically, most of the land which was cleared by both husband and wife belongs to the husband. The land which may belong to the wife is only that which was inherited by the woman or given to the woman by the village government. Under the 1975 Village Act, a woman can be given land by the village government, and she has the right to own it. Most often the land is given to the head of the household. Even in the households where it is the man who owns the land, a woman is given usufruct rights to a piece of land for both Morogoro and Shinyanga. The proceeds from this piece of land usually belong to the woman.

Women are also involved in other income generating activities, such as, beer brewing and other petty trading activities (selling of milk or small quantities of maize, potatoes, firewood, etc.) in both regions. The proceeds from these are usually used for buying various items for domestic use. In general women's access to means of production does not necessarily guarantee women's use of proceeds for personal expenses.

3.3. Control of Production and Income

In the study areas, a household (Kaya) is a group of relatives who share a dwelling place, cultivate together and share their main meals. It is a socially recognized unit headed by one person—either a man or a woman. It is the basic unit of production and reproduction. Decisions about production and reproduction are taken within the household. Among the male-headed households there are polygamous and monogamous households.

From the sampled villages, 9.4% of the households (for each regions) are female headed in the sense that either they are widowed, divorced or not married. There are other households which are in almost every respect also female headed, despite the fact that the woman is married. These are those which belong to a polygamous family, dwelling in separate houses and in that case, most often the husband is absent. In male headed households, it is the man who has the ultimate control of agricultural production and household affairs. In female headed households, it is the woman who has the control of all the tasks from agricultural production to all household tasks.

In the study, it was found out that generally, both husband and wife/wives share the responsibilities as far as agricultural production is concerned. Production of cash crops is the husband's responsibility, and production of subsistence crops is shared by both husband and wife. The husband controls the staple crops while the wife takes responsibility of the other food stuffs such as vegetables, tubers etc. This applies to both Morogoro and Shinyanga.

Through informal discussions it was discovered that, as far as the general household needs are concerned (e.g. paying taxes, making contributions, buying clothes, paying school fees, etc.), men and women have definite responsibilities. Husbands are supposed to provide cash for household needs. Often, when the husband does not have money, or knows that the wife has money, he does not give the money for household expenses. The husband is also supposed to pay the taxes, school fees, etc. and provide clothes. Women also contribute some money to cover these expenses.

Money from cash crops goes to the husband. He makes decisions on how to spend it. Large amounts of money are kept by the head of the household, while small amounts are kept by the wife. Therefore, when women want to purchase items on their own, they have to ask for permission and the money from their husbands.

Husbands control most of the money and are therefore the main decision makers in households. From the sample, decisions about food, personal, and other expenses are made by husbands in almost half and one third of the households in Shinyanga and Morogoro respectively.

TABLE 9: DECISION MAKING IN THE HOUSEHOLD

Decision	Morogoro*			Shinyanga*		
	Male	Female	Both	Male	Female	Both
Food Expenses	11(34.4%)	7(21.9%)	14(43.8%)	15(46.9%)	7(21.9%)	10(31.3%)
Personal Expenses	11(34.4%)	6(18.8%)	15(46.9%)	15(46.9%)	8(25%)	9(28.1%)
Other Expenses	12(37.5%)	9(28.1%)	12(37.5%)	16(50%)	8(25%)	8(25%)

*N = 32 respondents for each region

As Table 9 shows, there is also a substantial number of households in which decisions

are made jointly. In the female headed households women make decisions about everything. The responses do not reflect the underlying decision-making patterns. Generally, the husband may consult his wife, and thus a decision is made jointly, or may simply decide on his own. On the other hand, a wife may introduce an idea, or ask for permission and money for purchase of something, the result is a discussion ensues and the decision is reached at jointly.

3.4 Workload

The position under which women are placed in the ownership of the means of production, control of production and income, and decision making, is also reflected in the amount of workload placed upon them. Women play a key role in production and reproduction in a household. They prepare meals, fetch water, search for firewood and pound grain. They also work in the fields. They do the hoeing, weeding and harvesting of the crops. They provide for the ingredients of the foods, and when grain stocks are exhausted, they provide food (tubers, pumpkins etc.) for the household from their gardens. Beyond this, they also involve themselves in mat making, basketry, knitting, crocheting and other crafts; and also trade on a small scale.

Men are not involved in the routine and time consuming tasks. In the fields, all the heavy work is done by them. The tasks range from felling trees, removing stones, burning the scrub, keeping animals, erecting fences, etc. They also participate in hoeing, weeding, harvesting and ferrying the crops. Beyond that, generally, the work of gathering information and looking for tools is done by men. Traditionally, men also dug the wells and maintained them, while it was the duty of women to keep them clean. These aspects were observed in both regions.

The sample revealed that the whole household provides for its needs and every member has a role to play in attending to livestock and agricultural production. Domestic work and child care is mainly relegated to women. Table 10 shows the average number of days spent on agricultural activities by husband, wife and children.

TABLE 10: AVERAGE NUMBER OF DAYS PER WEEK IN PRODUCTION

Activity	Morogoro			Shinyanga		
	Male	Female	Child	Male	Female	Child
Tilling the Shamba	4.4	4.5	1.0	4.6	5.1	4.3
Sowing	4.0	4.0	0.9	3.2	3.8	3.2
Weeding	4.3	4.3	1.1	4.1	4.8	4.3
Harvesting	4.2	4.3	1.2	3.5	3.8	3.3
Ferrying Crops	4.3	3.8	0.8	1.7	1.7	1.3

Respondents said that both men and women spend almost the same number of days in agricultural work. The number of days is slightly higher for women. The major difference between the two regions is the number of children involved in agricultural production: more children are involved in agricultural production in Shinyanga. The reason for this lies in the size of the farms and the dominance of cotton production. Number of days for ferrying crops in Shinyanga is on the lower side because of the use of ox-carts. In fact, where ox-ploughs are available, or where a tractor can be rented, the woman has only to cultivate the gardens or fields of potatoes, vegetables etc. Beyond the use of ox-ploughs

or tractors in some of the households, labourers are also sometimes employed by those households which can afford to do so. When it is the ox-plough which is involved, the women cook food for the ploughers in the morning and join in the farm work later.

Women are overburdened in domestic chores, such as cooking, fetching water, firewood, health care, hygiene and sanitation, family social functions etc. This is in addition to what has been shown in Table 10. In any case, it is difficult to assess the women workload by simply counting the number of hours spent in every activity, because of the simultaneous nature of some of the activities. A comparison between the number of hours spent by a woman and a man on various tasks is only an indication of number of hours spent on household activities as reported by the respondents.

TABLE 11: AVERAGE HOURS PER DAY FOR HOUSEHOLD ACTIVITIES BY SEX

Activity	Morogoro		Shinyanga	
	Male	Female	Male	Female
Agriculture	4.4	4.2	5.8	6.2
Cattle tending	0.4	0.2	2.5	0.8
Domestic work and child care	0.4	4.4	0.8	3.3
Firewood and water collection	0.3	2.0	0.0	1.7
Meetings and Discussions	3.0	2.2	2.9	3.7
Other Activities	2.3	1.6	0.4	0.1

The mean averages in Table 11 do not necessarily reflect the actual reality. For example, the hours spent in meetings—which take place very occasionally—only reflect the amount of time the meetings may take. In actual fact, Women work between 10 to 12 hours in a day. This is why women are seldom seen taking part in public life. Discussions with the “Afya” and “Maji” people during their home visits accounts for the time spent on meetings by women rather than time spent on formal village meetings.

3.5 Freedom of Movement

Freedom of movement in the context of this study, refers to woman's actual ability to go where ever she wants without any limiting factors apart from her own decision. Factors that limit women's freedom to go to public places for either formal meetings or leisure include excessive workload, cultural practices, low level of education and lack or limited number of accepted public spheres such as women groups, or projects.

Observations in the field showed that women spend between 10 – 12 hours per day working. The level of technology is low. Therefore more time is spent on performing various domestic and agricultural tasks. Long working hours reduce their time for going outside the household. These elements tend to keep women at home. This applies to both Morogoro and Shinyanga.

Women's freedom of movement is also limited by cultural practices. Such practices include limit of time for a woman to be out; a woman needs permission from the husband or adult male in order to go out; cultural barriers for a woman to go out after child birth, maturation or when bereaved. Many respondents in Morogoro (50%) said that these practices interfere with women's mobility. Respondents in Shinyanga said that there

are no cultural practices that limit women's movement. But observations and informal discussions revealed that they exist. For example, wives have to seek permission from their husbands when they want to go out. Women in Kahama do not attend village council meetings because a woman is not allowed to air her views in the presence of her male-in-laws.

Absence of established projects indirectly limit women's freedom of movement. The presence of groups or projects give reasonable excuses to husbands for women to meet and exchange ideas. For example, some women in Shinyanga revealed, that they wished the water points were a bit far from their places so that they could get time to meet other women at the water point where they could at least discuss and exchange ideas.

While men move more freely, in both Shinyanga and Morogoro, the movement of women is mostly restricted to shopping, religious and recognized functions, and visiting approved relatives and friends. Factors which tend to increase women's movement are related to existence of women groups or engagement in projects outside households, and other social groups. All these are almost lacking. A few women engage in petty trade and very few are members of social or economic groups. Three respondents in Morogoro and one in Shinyanga said that they belong to social or economic groups.

4. WOMEN'S POSITION AT VILLAGE LEVEL

4.1 Introduction

We pointed out in the preceding chapter that women's position in societal and transformational aspects is largely determined by the nature and forms of division of labour within the households. As it has been demonstrated in the preceding chapter, there is inequality in the division of labour within the household as a unit of production and reproduction. This inequality is also reflected in the control of production and income, and in the decision-making process within the household. Before one can venture into discussion about women's participation in the various aspects of the village life, it is important to examine the power relations governing the village activities.

4.2 Village Council and Composition of Committees

All the villages under the survey are registered under the Villages and Ujamaa Villages Act of 1975 (superseded by Local Government (District Authorities) Act of 1982). Under this Act, registered villages are required to have a village government. As a body corporate, the village government is vested with full powers to purchase, hold, alienate, manage and dispose off any village property as deemed necessary. It has also the powers to hire experts—such as health workers, etc.

The existence of the village government entails the establishment of a village assembly constituting all members of the village above the age of 18 years; and the village council elected by the assembly to co-ordinate all economic and development undertakings in a village. The village council is supposed to be composed of five committees, namely: Planning and Finance; Production and Marketing; Education, Culture and Social Welfare; Defense and Security; and Construction and Transport. Within Committees, Sub-Committee can be formed.

Each committee is supposed to have five members. In which case, the village council is composed of 25 members. The members of the village council are elected by the village assembly. Any village member who is 21 years old or above can stand for a position in the village council. The Chairperson and the Secretary of the village council are elected by the village council. Where there is a Party branch, the Chairperson and the Secretary of the Party automatically hold the position of the Chairperson and the Secretary of the village government.

Where the chairperson and the secretary are elected by the village council, they can be removed by 2/3 of the council members when the situation demands thus. If those positions are held by the party leaders, then it is upon the Party to remove them. Every village with a Party branch has two committees: the Party committee and the village government. The former is bigger, and its members are elected by party members only. The task of this committees is to lead in the formulation of policy issues.

Within the context of the rules governing the village registration, the village council can co-opt non-council members to be members of any committee which may be formed

by the council. The number of such members is not supposed to exceed two. Moreover, any co-opted member of a committee has the right to participate in the discussions, but no right to vote on any decision made by the committee.

Given the power structures in the village, one should expect that the most common means of involving women in the various village activities is through the Village Assembly. However, this is not necessarily the case. In the four villages surveyed in Morogoro, women attendance accounted for an average of 37.5% of all the women members. Attendance is slightly higher in Kilosa (50% of women members) and Kilombero (50% of women members). It is lowest in Ulanga (5% women members). In the case of Shinyanga, the average attendance of women in the four villages visited is 46% of the women members. From the village data, it is highest in Bariadi, where 70% of the women members attend; and lowest in Kahama, where women who attend the village assembly account for only 15% - 20% of the women members.

It is partly this marginal attendance in the village assembly which also minimizes the chances of women being elected to hold positions in the village council. But then, even in places like Old Maswa (Bariadi) where women attendance is high, there is only one woman out of the 25 members of the council. Except for the village in Maswa which has none, the rest of the villages visited in Shinyanga have only one woman in the council. The picture is slightly different in Morogoro. There are 4 female members in the village visited in Morogoro rural, 6 female members in Ulanga, 3 female members in Kilombero, and 1 female member in Kilosa, in the village councils. All villages reported that the women members attend the meetings regularly.

Given the structures of the village government, the Village Water and Sanitation Committee is a sub-committee of Education, Culture and Social Welfare Committee. This means, the women members who have been co-opted in the VWSC cannot hold leadership posts in the Village Council. This aspect was noted in all the villages surveyed. Virtually, all the villages visited have one to two female members in VWSC except for Old Maswa (Bariadi) which has three and Kilombero which has none. Other issues on the VWSC will be discussed in the next chapter.

The other structure which one would expect to represent the women interests in the village is the Umoja wa Wanawake Tanzania (UWT) - Union of Women in Tanzania. This is a party affiliated mass organization, which is supposed to champion women's interests. Unfortunately, this organization is not fully represented in the village government because of leadership weakness. Lack of organizational skills is reflected in both the Party and UWT and Village leadership. UWT is almost something unheard of in most villages. Most of the respondents in Morogoro (59.4%) and Shinyanga 56.3% admitted that at the village level, they get their advice about water and sanitation from the village government rather than UWT or Chama cha Mapinduzi (CCM). Only 12.5% of Morogoro and 12.5% of Shinyanga respondents get advice from UWT; and 25% of the Morogoro and 15.6% of Shinyanga respondents get their advice from CCM.

4.3 Meetings and Freedom to Speak

It has been shown above that the percentage of women who attend the village meetings is low. When compared to men, women are less than one-third of all the people who attend a meeting. Women hardly take part in political life, and this is a reflection at community level of the household morality, whereby, decision-making and other forms of control are dominated by men.

Household morality in the surveyed areas assumes that women views are represented by men. In the case of Shinyanga, for example, the practice in some areas is to reach a decision in the meetings after the husbands have consulted their wives at home, so as to accommodate views of both parties. The effectiveness of this mode of participation is rather complicated to assess.

The situation is made more complex, when it comes to the attendance of women in the meetings in that, allegedly, because of the ad hoc check ups of the villagers by the village leaders—in terms of exhorting people to pay 'development levy' and other forms of contributions—most people would rather not have both the wife and the husband present at the meetings in case a surprise inspection of payment or non payment of levies takes place.

The practice of consultations between husbands and wives noted in Shinyanga may be a reflection of age old tradition, whereby, women and men met differently. Women's deliberations were presented to men before decisions were reached. This was when communities were politically organized alongside kinship lines and authority was vested with the heads of the lineages (as Sukumaland was dominantly patriarchal). The heads of the lineages acted in consent with the various social groupings principally based upon age-groups and ritual functions. Centralized authority in Sukumaland was introduced after 1920s (Mapolu 1973). Exclusion of women from participation in decision making increased gradually with the introduction of cash economy and the development of unequal distribution of wealth. The new forms of participation, where men and women are supposed to have meetings together only helped to erode the earlier forms of women organizations. Gender prejudices such as differences in gender education and vesting of most public power in the hands of men militate against the possibility of women airing their views.

Similar observations apply to Morogoro, where most communities (e.g. the Waluguru, Wakaguru, Wangindo, etc.) were organized along matrilineal lines. Women acquired great significance in the kinship system but only as symbolic representatives of lineage principle. This did not necessarily mean impending upon the masculine activities, and often, it was the woman's brothers or male relatives who were empowered to deal with some of the issues like inheritance rights in the clan (Young, 1960).

When asked as to whether there are factors which prohibited women from participating in general meetings or airing their views publicly, 40.6% of the respondents in Morogoro answered affirmatively. The percentage for Shinyanga is only 18.8%. Factors mentioned by the Morogoro respondents ranged from traditions, shyness, women being overburdened by too much work, men's oppression, and little education among women. In Shinyanga, only three factors were mentioned: shyness (majority of the respondents who thought that there were factors prohibiting women from participation), low level of education and women oppression.

Another factor, which was mentioned by a district leader during the informal discussion, is the wrong timing of meetings particularly during farming season when people move to temporary shelters near their farms. Attendance is highly influenced by distance from farms where there is a practice of dual shelter. This features along Ulanga and Kilombero.

Assumptions about some of the gender roles accounts for women's unawareness of any factors that prohibit women from participating in meetings or airing their views. The roles of wife and mother tend to take precedence over all other roles (Nkebukwa, 1988). But this factor is hardly recognized. Representation by man in meetings is assumed. When one of them is to stay behind for any reason, then the woman stays behind.

Despite the fact that 53.1% of the respondents in Morogoro and 71.9% in Shinyanga were of the view that those women who attend the meetings air their views, as observed above, the factors which prohibit women from airing their views does not seem to qualify this claim. Informal interviews revealed that there are very few women who talk in public. The few women who try to speak in public are mostly those who belong to female-headed households.

Informal interviews, further revealed that, although it is not admitted publicly, the husbands' expectations of their wives' behaviour limit the women's capacity to air their

views in public. Women are socialized not to talk in public, let alone to give any criticisms. Further to this, there are cultural practices which control women's talking in public. For example, among the Wasukuma, Wangoni, Wandewe, Wandamba, etc., certain conditions have to be observed in the presence of the parents-in-law. Permission has to be sought from them before one can express views in public, and what is said is supposed to conform with the expected norms.

The socialization of women since childhood emphasized decency and accepted behaviour in general. This includes the question of women remaining invisible in public. Public domain is for the male members of the community. Historically the process of colonization which narrowed circles of girls' and later women's activities compounded this problem. The result is, boys, and later on men become knowledgeable and girls and women not knowledgeable. In due course, confidence among women was killed.

These aspects, which were noted in the informal interviews, are confirmed by the respondents' views that possible ways of encouraging women to speak in public are in terms of encouraging them to talk, to create women's groups, to organize separate women meetings, and in some instances encourage women to learn Swahili language. The latter aspect is also a reflection of the limited mobility of women which in turn limits their exposure to Swahili, the language used in the village meetings.

TABLE 12. WAYS TO MAKE WOMEN
CONTRIBUTE IN PUBLIC MEETINGS

	Morogoro* Shinyanga*	
Encourage them to talk	7(28.9%)	6(18.8%)
Form women groups	9(28.1%)	5(15.6%)
Call their own meetings	7(21.9%)	12(37.5%)
Learn Swahili	0(0%)	3(9.4%)
No response	9(28.1%)	6(18.8%)

*N = 32 respondents

What is revealed in Table 12 is the fact that majority of the respondents are of the view that women participation can be enhanced if self activity and self organization of women is encouraged.

4.4 Village Work/Projects and Women Groups

Village projects in the surveyed villages in Morogoro region are: building of Schools (25%), grinding machine (25%), beer shop (25%) of the villages and farms (100%). There are no village shops in all the villages surveyed. Shinyanga villages have more projects than Morogoro villages. All the surveyed villages have village farms; 75% of the village have shops, 50% have grinding machines; and finally to a lesser extent markets, cattle dipping, village gardens, etc.

In both regions, women are involved in farm projects, and beer brewing. Women are also involved in village projects. Noted ones are construction projects for schools where women fetch water, collect sand, ferry bricks to the site, cook food for the construction volunteers, etc.

There are hardly any village projects which could be considered successful. Three villages in Morogoro had village shops previously but they are all closed down. We observed that the village shops in Shinyanga seem to be heading the same way. The stock state was not satisfactory.

Limited self-help undertakings still surface among women in the form of neighbourhood reciprocal support in cases of births, deaths, weddings and other social functions

and in agricultural activities. One of the interest groups existing among women and which requires a high degree of trust is "Upatu". Here, money contributions are made by members in the group and given to each member in turns. This is an attempt to make it possible for the members to undertake a 'project' or even purchase an item one can otherwise not afford to buy with her meagre income.

Women's shop in Morogoro (Ulanga and Kilosa) and grinding machine project in Shinyanga (Maswa) have failed. Lack of organizational skills, limited financial resources and in some instances interference of the village government or the Party branch in the form of borrowing funds from projects or asking for contributions that are beyond what they can afford, have contributed to the failure of women projects. Such cases were reported in Morogoro (Ulanga and Kilosa) and Shinyanga (Bariadi). The failure of women's projects has contributed a lot towards low morale of women, hence their reluctance to come out with new projects.

The problems of lack of organizational skills and financial resources apply to all villages. Women lack these skills or are unable to device ways of mobilizing finances from other sources because they have not been exposed to aspects related to leadership, management, planning and organizational skills and their access to the relevant information sources about these aspects is also limited or non-existent. Training of women and the village communities as a whole is supposed to be done by the Community Development Workers. We observed that Community Development Workers do not undertake this task in the two regions.

In the surveyed areas, women are keen to run viable projects but do not get the necessary guidance. Women in Maswa and Bariadi (Shinyanga), for example, expressed the need for having lodging/guest house projects, kiosks (migahawa), afforestation projects, gardens etc. A group of women in Bariadi (Shinyanga) have got a volunteer teaching them cookery, but they do not know how to go about getting themselves organized to run a viable project out of this. The same case applies to women in Kahama (Shinyanga). Women there are interested in afforestation programme, but they lack the necessary organizational support. The advantage of afforestation, besides environmental ones, is the reduction of the problems of fuelwood collection.

From the discussion with the respondents it became apparent that women's projects are desirable. The projects increase women's workload but open doors to their participation in public matters, and hence enhance their freedom of movement. Such projects tend to make women come together and, they open their minds to the question of need for solidarity among themselves. They also provide a strong basis for actions that will help them to enhance their position.

However, it is worth noting that women have embarked heavily on beer brewing projects, and to some extent sale of fuelwood and charcoal. Both these projects have undesirable long-term effects. Beer brewing, is a cash-earning undertaking whose product is disastrous to men, women and children, particularly when there is shortage of food grains as it exhausts food. Selling of fuel wood or charcoal has the effect of increasing workload in the long run and causing deforestation. Fuelwood and charcoal sale featured only in Morogoro (Kilosa and Morogoro Rural Districts).

4.5 Extension Work and Women

A number of villages share extension workers because of their shortage. Their services are hampered by a host of problems including transport, low level of income, housing, office space, communication in general and inadequate support for training facilities for both the trainers and trainees. These problems are further compounded by lack of access to information sources and inadequate coordination machinery between different departments working in the same area. This observation has also been made in other areas by Mujwahuzi, (1983) and Kauzeni (1985).

The survey results show that it is the health workers who visit more frequently the villages more than other extension workers (see Table 13). This is attributed to the existence of primary health care centers in many villages, and the implementation of the various health programmes—(e.g. building of latrines). Equal percentages (65.6%) of Morogoro and Shinyanga respondents reported that they are usually visited and advised by health workers. 50% and 53.1% of respondents in (Morogoro and Shinyanga respectively reported that they get advice on water and sanitation. Table 13 shows the whole range of extension workers who visit the villagers.

TABLE 13: VILLAGERS VISITED BY EXTENSION WORKERS

Type of Extension	Morogoro		Shinyanga	
	Male*	Female*	Male*	Female*
Agricultural	3(18.8%)	1(6.3%)	10(62.5%)	6(37.5%)
Veterinary	2(12.5%)	2(12.5%)	11(68.8%)	6(37.5%)
Health	11(68.8%)	10(62.5%)	11(68.8%)	10(62.5%)
Forestry	4(25%)	3(18.8%)	7(43.8%)	6(37.5%)
Water	7(43.8%)	9(56.3%)	10(62.5%)	7(43.8%)
Community Development	7(43.8%)	5(31.3%)	3(18.8%)	4(25%)

*N=16 respondents

According to the interviewees, those visited by forestry extension workers get advice on tree planting and afforestation in general and forest harvesting, those visited by agricultural and veterinary workers get advice on good crop and animal husbandry; and, those visited by the water and sanitation field workers get advice on the question of taking care of the wells and pumps. The services of the Community Development Workers are not very effective. Informal discussion with four groups of women in Morogoro and Shinyanga indicated this as most women were not sure who to approach for guidance on projects. Even for extension workers whose visits are notable, there is still a lot to be done. In Kilombero (Morogoro), for example, the problem of people not building latrines was recorded.

As it can be observed from the above table, women are neglected as a group even in extension work. When one considers the responsibilities of the community development workers, the situation is not encouraging for the villagers in general. It was observed that their attitude towards villagers is negative. According to them, the villagers are ignorant: they do not understand that development workers are agents of social change. Therefore they consider it a useless attempt to advice the villagers. This attitude does not foster good working relations between the community development workers and villagers. Community Development Workers are supposed to equip the villagers and women in particular with planning, leadership, accounting and organizational skills. It is hard to imagine how they can equip them when they have such a negative view. This indicates that training aspects of extension workers needs a special attention so that they become responsive to the needs of the villagers.

5. WOMEN INVOLVEMENT IN THE WATER AND SANITATION PROGRAMME

5.1 Introduction

Introduction of water projects in rural areas means an introduction of new techniques, of new concepts about health and sanitation, and above all of new forms of social organization. The latter aspect can alter the existing forms of division of labour between sexes. Women are the 'traditional' carriers of water. The introduction of the programme calls for a change in the social-institutional set-up which can make possible the maintaining of a water supply system.

Water and sanitation programme in the rural areas can affect positively or negatively the transformation of the other sectors of the village socio-economic organization. Although water itself does not necessarily bring about development, its impact is immense: absence of water can hinder or prevent development. In the final analysis water programme involves the whole community. Participation of women in authority positions is very important in influencing the decision making process as the water programme is a community project. The Water and Sanitation Programme seems to be heading towards this direction by pressing to have at least two women on the VWSC.

5.2 Participation in Needs Assessment

The aim of the programme in Morogoro and Shinyanga is to establish a system of Village Level Operation and Maintenance (VLOM). Implementors have recognized that the success or failure of water projects depends very much on community's participation in the operation and maintenance of the water supply. The community's involvement from the first stage is therefore very important. It is important to know other problems that exist in the village in their order of priority, according to the villagers' view, and how they rank the water problem within the context of other problems. Participation in needs assessment is crucial because the community may see the needs for clean water, but feel the other needs more pressing, and hence pay little attention to the water project.

Villagers in both regions regard water as their major problem. Therefore, this is the villagers' perceived need. The survey revealed that three (75%) and four (100%) villages in Morogoro and Shinyanga respectively, were consulted on the needs for water and sanitation. Initially the village leadership was consulted and the issue was brought to village councils for discussion and endorsement.

Women were consulted on their needs and priorities in more than half of the villages studied: Morogoro 50% and 75% in Shinyanga. Through informal discussions, it was revealed that, most of the decisions were taken by the village leadership and at the village general assembly. As stated earlier, these organs are dominated by men.

What actually happened in most cases was, initially, village leaders were consulted by the implementors. The leadership in turn was supposed to call a meeting where the project was to be discussed. Discussions were normally centered around aspects of village interests in the project and contributions it could offer in terms of labour and funds.

Where there was failure to call a meeting, normally the discussions were held with the village leadership.

5.3 Consultation on Villages' Contribution Capability

Three villages in Morogoro (75%) and all the four villages in Shinyanga were consulted on their capability to contribute in the programme materially or otherwise. Some villages did not commit themselves. Two villages and three villages out of the four in Morogoro and Shinyanga respectively entered into agreement.

While three of the sample villages in Shinyanga have been fulfilling their obligations, only one village in Morogoro has been doing so. Reasons advanced in Morogoro were: economic hardships facing the villagers in general, compounded by the sale of agricultural produce on credit to cooperatives, the unwillingness of some people to contribute cash due to water points being out of order; and finally, the introduction of numerous financial contributions to the villagers by the village governments or the Party branch, (besides 'development levy'). The villages which have been playing their part in Shinyanga view the problem in terms of "Maji" people having failed them by not making a follow-up in terms of support on the supply of spare parts for the villages to purchase them; and unwillingness to contribute because of the water points being far from their homes and sometimes being out of order.

Informal discussions revealed that women are more concerned with prompt payment of dues towards Maji funds than men. Most men do not consider water for domestic use as their responsibility. However, they consider water as something very important. It is therefore important that both men and women participate equally in all decision making processes including clarification on the mode of payment of dues. Otherwise, since men control the financial basket one should expect problems in getting contributions paid.

5.4 Participation in Site Location

Participation in site location for water points is equally important. The community may accept or reject water which it feels has a bad smell or taste or probably drawn from a sacred place or graveyard or any other place that is culturally not acceptable to the community. Participation of women here was more less marked than in needs assessments: on 75% of the villages in both regions women did not participate in the exercise. According to the village leaders, this is because the water survey was done by men. It was reported by village leaders in Shinyanga that since land belongs to men, there was no need for consulting women.

In the case of Bariadi, women's participation in site location as reported by women on Water and sanitation Committee is prompted by women's traditional role as 'water managers', and that water problems are mainly women problems. The views came from the village with the highest women members (3) on VWSC. In Morogoro, women participation was through their attendance at the village council meetings that deliberated on this. Problems raised by the villagers with regard to site are distances from the water points, and bad colour and taste of the water.

5.5 Involvement of Women in VWSC

All the villages under study have water and sanitation committees, and all of them had women members on them except two: one in each region.

The position and role of the VWSC in relation to the village government is ambivalent. VWSC is a sub-committee of Social Welfare Committee, but it is supposed to

report straight to the village government. Beyond that, the VWSC is supposed to deal with financial matters in terms of putting aside funds for the programme; procuring, stocking, replacing and administrating tools and spares for operation and maintenance; and producing financial reports of income and expenditure. This is despite the fact that there is a Planning and Finance Committee.

Whether it is because the villages are not enlightened about the position and role of the VWSC, or it is a matter of confusion of roles within the village leadership, the committees simply concentrate on operation and maintenance, sanitation and mobilization of villagers' labour and monetary contributions in all villages visited. From the informal interviews, no committee has been producing financial reports or reports of its activities to the village government.

This is a shortcoming in terms of the functioning of the committee. Part of the problem is the fact that, despite it being a sub-committee under Social Welfare, VWSC is seemingly autonomous. At the same time its relationship to the other village committees is not clearly defined, hence problem of coordination of activities. For example, most village governments would regard the issue of mobilizing funds for the programme and producing monthly reports on income and expenditure as part of the work of the Planning and Finance Committee. This committee is supposed to deal with financial reports, village statistics, etc. for purposes of planning; incorporating plans/projects initiated by other committees or at national level; budget for all the village projects; find ways to increase village income; etc. Most village governments would regard planning and mobilization of funds as a task of the Planning and Finance Committee with inputs from the VWSC. If every committee is to do the same for its projects, confusions are inevitable in the running of the affairs of a village. In order to avoid confusions it is necessary to have roles of sub-committee defined in the context of Standing Committees.

Besides the Defense and Security Committee, VWSC is perhaps the most known to the villagers. 75% of the respondents (12 men and 12 women in Morogoro and 14 men and 10 women in Shinyanga) know about the existence of the committee in their villages. Beyond that, 50% (8 men and 8 women) of the interviewees in Morogoro and 59.4% (11 men and 8 women) in Shinyanga are aware that the committees have been functioning well, and 53.1% (8 men and 9 women) of respondents in Morogoro and 50% (10 men and 6 women) in Shinyanga know the functions of the committee. That means they know that the work of the committee is to mobilize funds for the water project; to manage the care-taking of the pumps and wells; and, to educate the villagers on hygienic conditions around the water points. These are also the issues which are discussed with the villagers whenever the VWSC calls a meeting.

In Morogoro, 40.6% (7 men and 6 women) of the respondents know that the committee usually calls meetings, and in Shinyanga, 56.3% (10 men and 8 women) are aware of this. The percentage of those who know about the existence of VWSC is greater because, often the members of the committee visit the villagers' homes to mobilize people to contribute or discuss about hygiene. Among the issues discussed in the meetings, hygiene ranks first (25% of respondents in Morogoro and 40.6% of respondents in Shinyanga), followed by mobilization of funds in the case of Morogoro (15.6% of the respondents) and maintenance rehabilitation of the pumps in the case of Shinyanga (12.4% of the respondents). Rehabilitation of pumps in Morogoro (6.3% of respondents) and financial contributions in Shinyanga (3.1% of respondents) rank the lowest.

Presence of women on the VWSC does not necessarily mean representation of women views. In Morogoro, for instance only 28.1% (6 men and 3 women) of the respondents are aware that women are also involved in the meetings called by the VWSC. The high percentages (Morogoro 88.4, Shinyanga 87.5) of respondents unawareness of the kind of women members who are in the committees explains the degree of non-representation of women views in the meetings. The women members on the VWSC operate as individuals

rather than women representatives, given that they are not elected by the majority of the people.

5.6 Operation and Maintenance: Women as Village Caretakers

In Morogoro 37.5% (6 men and 6 women) and in Shinyanga 34.4% (7 men and 43 women) were in favour of women being VCTs because women fetch water and are therefore in a better position to take care of water points. On the other hand, 34.4% of the respondents in Morogoro and 37.5% of the respondents in Shinyanga were of the view that it is men who are better care-takers. Reasons advanced by those who thought men would do better were: women have too much work to cope with, and therefore it is no use overburdening them; women need a lot of time in fetching water that they cannot have time to work as care-takers; women cannot deal effectively with crooks-some of whom are men-who break the by-laws; and men can effectively deal with the law breakers and the youths who break the by-laws. The by-laws are in any case not effective in Morogoro because the approval is yet to be granted by the relevant authorities. In Ulanga District (Morogoro), for example, it was noted that some youths take bhang which tend to make them destructive or take bath at water points. The situation in Shinyanga is different as the Wasalama (traditional male guards) help to control the situation.

view men
vs. women?
representants?

From the sampled villages, few women participate as caretakers. In some villages like in Shinyanga Rural (Jomu) and Kilosa (Rudewa), it is a pre-condition that one of the two care-takers must be a woman. In the mentioned villages, they maintain a system of two care-takers per water point. A unique case where there is no woman care-taker is Wame- Luhindo in Morogoro Rural. All women have refused to take this responsibility, allegedly, for fear of witchcraft.

In Shinyanga, willingness to participate as VCT is interpreted as boot-licking to the village authorities. Women do not see why somebody should be working for free. This attitude discourages women who are willing to participate. Those who participate end up becoming topical in the jokes and gossips. Observations, however, would place the reasons more on women workload than on either boot-licking to authorities or belief in witchcraft. Deep down, it would seem, these attitudes are an expression of the fact that taking care of the water points should be men's job.

Despite all the above, at least one third of the respondents were of the opinion that people who should be trained as care-takers should be adults both male and female (34.4% in Morogoro and 31.1% in Shinyanga). They were of the view that, women should form the majority of those trained. The rest of the interviewees had no opinion on this aspect. Therefore, the above is the dominant view. This is confirmed by the fact that the majority of the respondents (93.8% in Morogoro and 53.1% in Shinyanga) thought women can take care of the wells better than men. This view is based on the assumption that women are the ones who should take care of the general cleanliness around the water points. Otherwise, they do not think that women can also educate the users; take action against any misuse; report to the village government or take action against the village mechanic in case of problems. This attitude is reflected in the reasons advanced for having either men or women as VCTs.

5.7 Attitudes towards the Programme and Women

5.7.1 Attitudes towards the Programme

In general, people are happy with the water programme. The majority of the respondents feel that operation and maintenance of the wells is the villagers' responsibility, and not the government. This attitude is held by 59.4% of the respondents in Morogoro and 90.6% in Shinyanga. According to them the programme has reduced the water related

diseases. But they all expressed their dissatisfaction with the number of wells. They would like to have more water points which are conveniently placed for ease of access to the users. Some water points are too far from the users. They also expressed their dissatisfaction with the taste and the colour of the water in some areas. In all the villages, they complained that there are no slabs for washing clothes or a place near the well where one could take a bath. In Shinyanga, there was a general complaint that there is no water for livestock.

The villagers realize that the water programme is entirely a service oriented one, and it entails a lot of costs. In the villages where these costs are met to some extent, these depend on villagers' contributions. In all the surveyed villages, there are no fund generating activities which are integrated with the water programme. It is apparent in the study that water and sanitation programme cannot be self-sustaining and have all the desired effects e.g. reducing the overall women workload, enhancing women participation in village programmes as active members etc unless it is integrated with other economic undertakings. In Morogoro, for example, the economic hardships are felt by many people. Much as the villagers like the programme, it is difficult for them to meet the operation and maintenance expenses. Projects suggested by villagers of both regions for integration include: grinding/milling machines, agricultural projects, tractors, shops, afforestation, gardening, and hospitals/dispensaries. Table 14 shows the projects/services mentioned by the villages more frequently.

TABLE 14: PROJECTS/SERVICES FOR INTEGRATION WITH WATER PROGRAMME

Project/Service	Morogoro*	Shinyanga*
Grinding machine	9(28.1%)	4(12.5%)
Shops	7(21.9%)	4(12.5%)
Garden/Farm	14(43.8%)	3(9.4%)
School	3(9.4%)	2(6.2%)
Hospital	0(0%)	4(12.5%)
Tractor	3(9.4%)	0(0%)

*N = 32 respondents for each region

The projects/services mentioned in Table 14 are so much related to the other felt needs dealt with in Chapter Two. The villagers expressed that they felt there is need to assist them in other activities outside the water supply/sanitation programme. These activities besides helping them to alleviate their other problems, could be used to finance the operation and maintenance of the water supply. The need for this is very acute in Morogoro. In sum, there is a need for integration of activities that would contribute to other development and hence, have a catalytic impact on village economic development in general and that of women in particular.

As shown in the preceding chapter, most villages do not have what one could consider a successful village project. Even women projects are lacking. The root causes of this, as said earlier, are limited financial resources and lack of organization/managerial skills.

Villagers are willing to learn as is indicated by the percentage of those who feel that they are not content with what they have already learnt in life (75% and 84.4% for Morogoro and Shinyanga respectively). Integrated approach will enhance women participation in various activities. It opens doors to their mobility, exposure to new environment and venue for discussions and exchange of ideas and hence, their learning chances. As participation is process of social transformation, even customs and habits can be transformed under favourable learning conditions.

5.7.2 Attitudes towards women

In all the surveyed villages UWT has very little impact. There are hardly any women groups although the idea of their formation is quite acceptable to both men and women. Leaders, field team members and the villagers themselves see the importance of forming women groups. When asked whether they thought to have women groups is a useless endeavour, given that men are the decision makers, the majority of the leaders (80% in Morogoro and 81.3% in Shinyanga) and the villagers (56.3% in Morogoro and 93.8% in Shinyanga) contradicted this. They thought it is a good idea to have women groups.

The idea of women having property is generally accepted by people who were interviewed. 62.5% of the villagers in Morogoro and 59.4% in Shinyanga thought that ownership of property does not interfere with inheritance norms. Both the field team members (70.6% in Morogoro and 93.3% in Shinyanga) and village leaders (50% in Morogoro and 81.3% in Shinyanga) had the same feeling.

The respondents (53%) in both regions thought that men's participation in child care is not a waste of time. More women than men held this view. However, this may depend on what is perceived as child care by both men and women.

The idea of women attending meetings is positively perceived by both men and women. Almost all the respondents (100% in Morogoro and 96.9% in Shinyanga) view meetings among women as the best way to learn about health and nutrition. In general, women's participation in meetings is acceptable to the respondents. 68.8% and 87.5% of the villagers in Morogoro and Shinyanga respectively, considered women attending meetings as not wastage of time.

6. EXPERIENCES IN OTHER WATER PROGRAMMES IN WOMEN INVOLVEMENT

6.1 Introduction

The key areas which were examined from other water programmes for purposes of enriching our study were: articulated policies towards promotion of women in programme implementation and their underlying assumptions; strategies and methods used in operationalization of such policies; problems encountered and the status of water programme officers' interest in running seminars regarding women's involvement in programme implementation.

Another aspect which was covered was the degree of involvement of women at various levels: and stages of the programme. These are needs assessment, decision making, and implementation and training. Here care was taken in examining how they can achieve the full involvement of women as convenient to women themselves and not as considered by other persons—men, administrators, functionaries etc.

Each programme is treated separately for ease of reference.

6.2. Hesawa: Health Through Sanitation and Water

6.2.1 Background

The programme covers the three Lake Regions: Kagera, Mara and Mwanza. Hesawa started an integrated rural water supply, health education and environmental sanitation programme in three pilot areas comprising of 32 villages and a number of schemes from the previous water programme. In 1985 integrated Hesawa activities were taking place in 76 villages and a total number of 28 schemes were under construction/rehabilitation by 1988. By June 1990, the programme had extended its activities to 6 districts in the three Regions. The objective, in this programme is also to increase community participation capability and capacity building at village and district levels.

The integrated approach within Hesawa means involvement of professionals from different agencies, i.e. regions, districts, ministries and supportive services (consultants, contractors, suppliers). The coordination of the programme is done by the Prime Minister and First Vice President's Office. Ministries of Water; Health and Local Government, Community Development, Cooperative and Marketing are involved. The Swedish Consultants, Hifab, has an advisory and supportive role.

Programme implementation assumes active community participation in cost contribution alongside the basic concepts of affordability, sustainability, replicability, credibility and cost efficiency.

6.2.2 Organizational Set-up for Promotion of Village participation

The majority of the programme implementors within Hesawa are government employed. The programme presently employs five village promotion officers (VPO) and four technicians. Both groups of professionals have their counterparts within the government structures. The promotion officers have been recruited from the community development department and have been appointed full time professionals for promotion work. They also advise the VPO Coordinator at national level.

TABLE 15. ORGANIZATIONAL SET-UP FOR PROMOTION OF VILLAGE PARTICIPATION IN HESAWA

	Employed by Government/villages	Employed by Programme
Regional level	Regional Action Team Maendeleo/Afya/Maji	
District level	District Action Team Maendeleo/Afya/Maji	Promotion Officer
Ward level	CDA/HA/Pump Mechanic Maendeleo/Afya/Maji	
Village level	VHW's/Pump attendants/ Well care takers	

Source: N.M. Mbakile, HESAWA Promotion Officer, Mwanza.

It seems that the bulk of the promotion work presently is carried out by the promotion officers. Although they are stationed in the districts their field of action is in the villages together with the Community Development Officers, the Health Assistants and the technicians. Apart from this they develop practical strategies and procedures for village participation with special attention for women's involvement.

At present the employment of the promotion officers is found to be appropriate and very necessary. For long term sustainability of the programme, however, it is considered desirable that Community Development staff should be integrated more in programme implementation and the role of the promotion officer be taken over by his/her counterpart, the District Community Development Officer. For the time being most of the promotion work is considered to be so new that this activity will continue to be done by the promotion officer in all newly started villages. A first step to integrate this function in the existing government structure has been set in that they are stationed in the districts and they are accountable to the District Executive Directors with effect from 1.7.1990. It is envisaged within the programme that exploration of strategies and ways to further strengthen the community development departments is necessary.

The activities of the programme are integrated at implementation stage through three departments, namely, Water, Community Development and Health at regional, district, ward and village levels. The main responsibility for programme implementation lies with the districts and is indeed initiated and guided from this level. The promotion officers together with the District Action teams conduct the promotion meetings with the villagers before any intervention can take place. Discussions centre around matters regarding planning, responsibilities and conditions of the villages. Promotion officers and District action teams are also supposed to assess, map and identify existing water supplies (including traditional water sources).

Under the guidance of District Promotion team Ward teams help in mobilization of villagers and conducting health education for them. The Regional implementors have a general supportive role and train lower level implementors.

The three departments involved in Hesawa are supposed to work as teams at all levels of programme implementation. But this seems to be difficult because of inadequate coordination between the three departments. The need for improved coordination between executing agencies at district level, as well as at other levels, is felt strongly within the programme. Coordinators have been promoted. They are to be appointed and be accountable to the District Executive Director. Also, there is a felt need to work out procedures and task descriptions which would direct implementation and detail the responsibilities of all parties involved.

6.2.3 HESAWA's Policy on Women's Participation

Women's involvement has been promoted actively since 1985 when integrated approach was adapted. The programme stresses the need for women's participation at all levels of programme implementation but particularly at planning and decision making stages.

The guiding principle in the Hesawa programme is 50% women's involvement in all programme activities. This applies to meetings, committees, and training of village craftsmen. Practically, the importance of having women involved in programme implementation and decision-making is communicated to and discussed with the villages concerned. Then it is left to the villages to decide upon the total number of members of the Village Water Committees and the number of female members on them.

Project planning and preparation within the Hesawa programme includes a socio-economic survey which among other things gathers information on women in villages identified for the programme. Data on village contributions and the number of water facilities is covered through decisions reached at meetings held for this purpose. It is Hesawa's policy to put stress on women's presence during these meetings. In addition, separate meetings for women are organized to discuss the same issues discussed during the general village assembly to give them opportunity to air their views freely. Presence of husbands and in-laws in some societies restrict women's freedom of speech.

Considering the general absence of females in other decision making bodies in the village (village council) the programme has planned to promote female membership of the VWSC (at least five seats). This plan has not yet been put into practice. In principle the programme operates on equal sex ratio in water committees.

In the sphere of operation and maintenance it is the policy to have equal sex ratios for number of pump attendants and caretakers. There seems to be quite a number of female care-takers (cleaners of the well sites) but exact figures are not known. Care takers are normally selected by the respective villages.

Village women and men who are involved in Hesawa programme are usually trained together. The need for a separate training for women, however, has been recognized in the past and recommended by the Joint Review Team in 1987. The idea was to develop a training programme in cooperation with Umoja wa Wanawake Tanzania (UWT) and the Community Development Department. The main objectives of this programme were to create awareness within UWT and the Community Development Department about their potential role in Hesawa as well as to develop village women's capacity to participate in the Hesawa programme. This idea has not been put into effect yet. The assumption is that women are encouraged to participate in planning and decision making within the Hesawa programme, but their achievements have been very little due to lack of experience. It appears that it is not easy for women to articulate their problems and views and as such their contribution to any discussion is minimal. Women, therefore, need separate training which fits their level of knowledge, and experiences in general. In order to realize this a rural women training centre is proposed. The chance to have it funded through SIDA is rather small because of SIDA's present policy which does not fund activities which are not directly related to Hesawa programme. (More of this below.)

The Hesawa programme puts much effort in the promotion of health education and sanitation. The Village Health Workers (VHW) are, therefore, very important agents for the programme at village level. The programme also stresses female participation. The main problem is that the female Village Health Workers usually are very young and therefore cannot act with authority towards the main target group—through village women of all ages. Women in groups are used to assist the VHW's to get access to village women. This will be discussed under "women's groups".

6.2.4 Women's Organizations and Women's Groups

The implementation of Hesawa's policies to promote women's involvement cannot be properly discussed and understood without mentioning the "women's groups". Hesawa programme normally looks for any existing women's organizations before embarking on its project, to facilitate women's active participation in programme implementation. Where such groups do not exist village leaders are encouraged to get such groups established.

These groups are considered important because:

- Women's groups can facilitate the work of the Village Health Workers. Village Health Workers usually are young girls who lack the authority to effectively deliver their message. To facilitate access to village women the Village Health Worker can become a member of a women's group, get acquainted with the women and start lessons on health education. From that point it is possible for the Village Health Worker to visit individual members of the group and get her messages accepted. From there on it is hoped that the Village Health Worker will gain access to neighbours and relatives of the group members.
- Members of the groups are expected to play a role in the process of educating villagers, by giving an example through proper health and sanitation conditions at their homes and by acting as informal trainers through discussing with village women the necessity of proper health and sanitation conditions. In this way the sustainability of any health and sanitation education is enhanced. Women are hoped to become experienced agents who will give the necessary follow up to any training done under the programme.
- Some of the members of women groups find a training ground in the women's group. The groups enable women to have contact with outsiders; they can develop leadership skills. Members get acquainted with so-called development problems and how to discuss them. They learn in a practical way what development is all about.
- Members of a women's group or women's association can be selected as members of the Village Water and Sanitation Committees. Or, the group can function as a communication channel for the Water committee members and offer a forum for advice and discussion. If the women's group is accepted by the Village Council, will greatly facilitate the effectiveness of the female members of the water committees. They no longer speak on their own behalf but represent a respected group. Having one or more women's groups in the village is expected to facilitate communication between the village women and the rest of the community.
- Original idea was to have women's group at every well so as to make use of the water for productive purposes. In some programme villages within Hesawa the work of the well-attendants has been taken over by the women's groups because the work was not properly done. These groups now clean all well sites

in their villages according to a pre-arranged schedule. Some of the groups even proposed that they should become responsible for the village water account in order to secure its proper use. This has not (yet) been effected.

Between 1985 and 1988 these women's groups were supported by SIDA through the Women's Funds. A number of groups have been provided with grinding or sewing machines, for income generating purposes.

Since 1988, this policy has been changed. Support to the promotion of women's participation since then is confined to programme activities rather than separate or extra women's programmes. This means, SIDA will not support any income generating or special women's activity falling outside the Hesawa principles. The reasons advanced by SIDA staff for changes in policy are:

- The groups which have been supported in the past have either not been successful or have been taken over by men. The village government, when in need of money, will ask any project to contribute money. The women's groups do not refuse as they are not aware of their rights in such situations.
- It is stated that within a programme like Hesawa limits are to be set in terms of what activities can be included in the programme and what activities cannot. Only water/sanitation related issues can be funded /supported by Hesawa.
- To support specific women's projects is felt to be contradictory to the policy of promoting women's involvement in all aspects of regular and general programme implementation and operation and maintenance. To support women's projects would mean to set them apart again.

SIDA's policy would rather be to support a genuine *credit programme* which would include suitable conditions for both women and men. Again, a special policy for credit schemes for women is not favoured. This would reinforce bureaucracy and leave existing general credit schemes unchallenged.

This change in policy as concerns support to women's activities has triggered off a discussion between the different parties within the Hesawa programme. The villagers and the Prime Minister's Office regret this change in policy. Their opinion is that those women who are actively involved in programme implementation should be offered the possibility to embark on economic activities with the aim of strengthening their financial position. It is to be understood that support can be effected through loans. Also, to support separate women's activities does not mean to set women apart; it is merely offering them a chance. Women who are involved in the Hesawa programme should, therefore, be supported in any possible way. It is also argued that these economic activities usually improve the infrastructure of the villages (grinding machines for instance) which again is beneficial to the female population. The villagers and the Prime Minister's Office feel that the concept of women's groups as active agents in promoting women's involvement in the Hesawa programme is endangered by this change in policy and will lose its importance. The women's group take care of the wells, but they want more, i.e. the opportunity to start other economic activities.

6.3. NORAD-Assisted Kigoma Water Programme

6.3.1 Background

NORAD's assistance to the water sector in Tanzania dates back to the 1970s when hydrological studies were undertaken in several regions in Western and South-Western Tanzania. The water supply programme began in 1979 with the preparation of the Water Master Plans in Kigoma and Rukwa. The implementation programme started in 1983.

The main beneficiaries of the programmes in Kigoma and Rukwa are the rural areas, but urban dwellers are not wholly excluded. In the rural areas, piped gravity schemes has been the dominant technology used. In 1987 an estimated 115,000 people in 22 villages had been served in Kigoma alone.

Since 1987 the Kigoma and Rukwa programmes have been separated. Rukwa has been incorporated in the Rukwa Integrated Development Programme. It is envisaged that after 1991 the Kigoma Water Programme may equally be incorporated into Kigoma Integrated Development Programme (KIDEP).

In December 1989 a joint review mission visited Kigoma to assess past achievements and to plan phase V of programme implementation which had already started earlier in 1989. The Terms of Reference for this mission included the design of a two year outline for the period 1990-1991 and to recommend a new organizational framework. In addition, the review mission was required to give particular attention to such aspects as manpower, Human Resources Development (HRD), Community Participation and Health Education.

The main conclusion of the mission was that the Kigoma Programme under the present approach is not replicable. NORAD provides for 95% of the investment funds, which is hardly enough to keep pace with the rate of population growth. Hence a different approach is required to reduce the cost of development of new supplies in order to increase replicability and thus in the end serve a far greater number of people. Such an approach should also ensure that the water supplies are well operated and maintained, preferably by the beneficiaries themselves.

The key issues in this new approach are:

- Change in technology, which means more investments in point sources (i.e. wells with hand-pumps) and less in piped gravity supplies.
- Decentralization of the activities of the ministry of Water to the District level.
- The involvement of villages right from the outset of programme implementation.
- Health education.

6.3.2 Organizational Frame Work for Implementation

The responsibility for programme implementation rests with the Regional Water Engineer. Under the new approach it is the ultimate aim to give the Districts the major responsibility for implementation with the region playing a supportive role. A transition period will enable the Regional Water Engineer to reduce his staff under the construction section but to retain specialists for supervision, training and back-up services.

According to the recommendations from the joint review mission the following sections will come under the District Water Engineers: administration, survey, construction, CPHE Team, operation and maintenance and a workshop. This is also intended to change methods of allocation of operational resources such as transport and materials to the districts.

6.3.3 Village participation and health education

First steps have been taken to decentralize community participation and Health Education aspects of programme implementation which are taken care of by Community Participation and Health Education (CPHE) Teams at regional and district levels. These teams consist of personnel from the Community Development and Health Departments at regional and district levels. The CPHE team at regional level is integrated into the

Water Department. They plan their activities in cooperation with the other programme's relevant sections of this department. Presently the CPHE teams at district level work on a part time basis. Further decentralization to the districts will require full time CPHE teams at district level consisting of three to five persons who will work under the District Water Engineer.

The regional CPHE team has an advisory and supervisory role to the CPHE teams at district level. Through practical experience the teams have developed methods for community participation. However, the community participation approach is not yet fully effective. For instance, many water supply units are still not constructed in accordance with the felt needs of the villagers. Also, there is lack of coordination of activities among departments in the villages. The situation has, however, improved to some extent. A better planned Community Participation component has been included in programme implementation after being advised by a short term expatriate.

However, the "bottom up approach" involvement of villagers in planning and decision making should more fully and effectively be built into programme implementation. The CPHE teams are to play the major role in the development of this new approach.

The regional CPHE team members will further develop their roles as advisers and supervisors of the district teams and train them on:

- communication with different groups in the village,
- creation of a proper understanding of women's role and women's involvement in water supply schemes;
- building up of women's confidence; and
- health related issues.

The regional CPHE team is also to train the technical staff of the departments for Water in proper communication skills for community with village population. It should also participate in village surveys, monitor progress and evaluate performance.

The district team should prepare village surveys, work out strategies for community participation, carry out health education, and assist in developing criteria for willingness to participate in the water supply programme. The following criteria have been recommended:

- existence of a village water committee with adequate women's participation;
- establishment of a village water fund;
- established payment procedures for remuneration to Village Health Workers (VHW) and Village Health Attendants (VHA); and
- selected personnel (female and male) for training as VHW's and VHA's.

The district CPHE teams are also to promote changes in attitude of all parties involved i.e. of villagers and government officers alike. This means, that they will liaise with the staff of the department's for water regarding the details of their role under the new approach and how this department is to collaborate with the CPHE Team.

Both teams, it is recommended, should play a major role in the development of methods for involving women in planning—and decision making processes. In order to assess present effectiveness and level of women's participation in programme implementation, it is recommended that CPHE teams undertake a brief investigation.

In this set-up the work in the villages is done by the district teams and the technical staff of the departments for water at district level. For health education and sanitation, however, village implementors are very important. These are Village Health Workers and

TABLE 16. ORGANIZATIONAL SET-UP FOR NORAD
ASSISTED PROGRAMME IMPLEMENTATION

Regional level:	Executing Agent: Regional Water Engineer
	(Stress on training and back-up services e.g. Community Participation and Health Education by regional CPHE team).
District level:	Executing Agent; Department for Water District Water Engineer
	Workshop
	O&M
Survey Construction	CPHE Team = Consisting of Community Development and Health employees
Village:	Village Health Assistants Village Health Workers Village Well Attendants

Source: 1. Klepsvik, Senior Programme Officer, NORAD, Dar es Salaam.

Village Health Assistants. In the sphere of Operation and Maintenance, well attendants take care of the cleanliness of the water-points.

The new approach is summarized in Table 16 (still tentative however and incomplete), in which, it is clear that all programme implementors are government employed:

Training of the CPHE teams, which is envisaged at a large scale, is being conducted with the assistance of mainly short term consultants. The preference for short-term consultancies is based on the possibility of recruiting persons with relevant experience when required.

6.3.4 Policies on Women's Involvement.

NORAD's official policy is to encourage women's involvement in water programmes. Women's participation in all phases of water and sanitation projects from planning through implementation to operation and maintenance is aimed at broadening the basis for acceptance, use and willingness to pay for and maintain water and sanitation projects. Women, being the prime movers and family unit opinion formers for better health and hygiene are seen as influential projects sources. They are significant in the long run in health aspects. Within the Kigoma Water Programme women's active involvement in all stages of programme implementation and operation and maintenance is being promoted by the programme and has been accepted to some extent by the villagers.

In the sphere of decision making the programme promotes equal numerical representation of women and then in the village water committees. The effectiveness of their

representation is not known. The programme further stresses female participation in the steering committees at district level.

In Health Education, women are involved as village health workers. Although they are the majority they hold a low status because of the age factor. They are usually young women.

The general impression is that the issue of women's involvement still needs to be strengthened in order to become well integrated in programme implementation. Guidelines recommended by the Joint Review Mission could be used to strengthen women's involvement in the programme.

6.4 Maji/DANIDA

6.4.1 Background

The first phase of the MAJI/Danida sponsored Water Master Plans in Iringa, Ruvuma and Mbeya Regions commenced in 1980 with the preparation of Water Master Plans covering both engineering and socio-economic aspects. The second phase of the project was planned for over 5 year period. The construction of water supplies in all three regions took off in late 1983. So far, construction activities have started involving 340 units, out of which 184 have been handed over to the villages. The water is being supplied by means of gravity scheme (75%) and hand-pumps (25%).

A third five-year phase started in 1990. Construction activities will be undertaken at other 155 units, with more emphasis on the operation and maintenance function. Although the community participation component has been there from the beginning, it will be stressed further in this phase. This means asking villages to operate a water-account and reserve money before any construction is undertaken. During phase III there will be a gradual shift to the district focus. The executing agents will be all three ministries involved: Water, Community Development and Health.

6.4.2 Organizational Set-up for the Promotion of Village Participation and Programme Implementation

Coordinating agent at regional level is Department for Water. The executing agents are Departments for Water, Health and Community Development.

TABLE 17. ORGANIZATIONAL SET-UP FOR DANIDA PROGRAMME IMPLEMENTATION

	Reg. level	Field level	Village
Project employed	Village Part. Coordinator(1)		Scheme/ Tap/pump attendants
	Technical Advisors (2)		
	Village Part. Assistants	Village Part. Assistants	
Governm./ village employed	Reg. Maintenance Units (RMU)	Construction Teams	Scheme/ Tap/pump attendants

Source: B. Engelsens, village Participation Coordinator, Maji/Danida, Mbeya.

Special officers have been appointed at regional level to deal with village participation component within the Maji/Danida water projects. In each of the regions a Village Participation Coordinator (expatriate) takes care of this important aspect of the programme. At field level, Village Participation assistants (Ex Form IV) are locally recruited, trained and project employed (majority being female). They participate in Maji/Danida Construction Teams and in Maji/Danida Maintenance Units. The task of the construction teams is to construct the water supplies in cooperation with the villagers. After handing over, the regional or district based maintenance units visit the villages four times per year. Their main aim is to assist the villagers with the operation and maintenance of their water supply and to monitor and to report on their findings. The ultimate goal however, is to gradually phase out or to minimize their input.

The main reason for appointing project employed personnel has been the lack of (qualified) Maendeleo staff. The idea is to have the Village Participation assistants incorporated in the Community Development Departments in the districts. Before effecting this they will receive a training as Community Development Assistants. This training is funded by the programme.

6.4.3 General Policy on Women's Involvement

Women, being the major handlers of water and responsible for health problems in the family, are defined as the primary target group within Maji/Danida Water programmes. Women's support to the water project is seen as vital for the sustainability of the project. The general policy is to work through existing women's organizations. These are Umoja wa Wanawake Tanzania (UWT) and other formal/informal women's associations at village level. The policy is that the opinion of the existing women's associations (formal or informal) should be explicitly solicited in the preparatory phase of the project in order to secure women's active cooperation and participation without increasing women's workload or disrupting social structures.

In general, within the Maji/Danida water programme the stress is on participation in decision-making and planning, especially in the phase of operation and maintenance. There is no stress on women's participation in construction. The main argument here is that women in the villages already have a lot of work to do. Construction activities would unnecessarily add to their workload.

6.4.4 Strategies and Methods to Involve Women in Programme Implementation

Programme Preparation and Planning

During the preparatory and planning phase for each water supply project, strategies on how to involve women have been duly documented in the Village Participation Handbook. These strategies are elaborate and include:

- The extensive collection of data concerning women's organizations and women's participation in village development. It is strongly recommended that Umoja wa Wanawake Tanzania and Community Development staff at village/ward and district level should be involved in the data collection.
- The final agreement to be made with the village should contain action plans regarding women's mobilization.
- This phase should be the start of a "string of activities" in which women's opinion about the project, their experiences with water supply and their views

on participation/organization of the water project, including health and sanitation, are solicited.

This is done through:

- Organizing separate women's meetings during which
- information is given on the programme;
- women's needs are asked or discussed; and
- the importance of women's participation is discussed.
- Making special efforts to involve key women in the village.
- Identifying, together with the women, their training needs, and deciding upon action and institutions (at district, regional and national level) to be involved in the training.
- Training women in organization and project management in order to enable them to participate fully in decision making and managerial aspects of the programme.

Decision Making

At least three women are to be appointed as members of the Village Water and Sanitation Committee out of a total of six members. Their nomination has to be forwarded by the Village Council. It is considered of great value when the female members of the Village Water and Sanitation Committees are in a position to mobilize villagers. It is compulsory that women should participate in Village Meetings. If too few village women are present (not less than 1/3 of participants), the village meeting has to be postponed.

Promotion of the participation of women in the group scheme committees (for gravity schemes, which serve several villages) is also encouraged. A group scheme committee is supposed to promote cooperation and communication between the villages in a group.

Operation and Maintenance

Although the appointment of female scheme attendants (who will take care of and do routine maintenance of the gravity scheme) and hand-pump attendants is being promoted, there is generally no stress on women's involvement here. The technical background is considered to be of more importance than being female. Other criteria for the selection of these craftsmen are:

- Someone who is not already burdened with other demanding tasks.
- Someone who is a permanent village resident and not likely to move away from the village.

It is interesting to note that, of a total of 102 handed over water points there are only 2 female scheme-attendants. Those, who look after the cleanliness around the taps/wells (Tap/pump attendants) are usually women. This is promoted by the programme. They are selected by the ten cell leader from among the users of a particular water point (tap/pump).

Training

Within the Maji/Danida water programme there are no separate training programmes for village women. They are trained during a six- days residential course together with

their male counterparts of the Village Water and Sanitation Committees. Topics covered include water and health; by-laws; source protection; book-keeping; the importance of women's participation in decision making; and, fund raising. The Village Participation Coordinators feel that a more prolonged training, especially for women, is very necessary.

Health and Sanitation

Women are trained by health staff as village health promoters to conduct discussions in women groups.

Female Staff

All regional Village Participation Coordinators are female as well as the majority of the Village Participation Assistants.

Follow-up

Follow up to the issue of women's involvement in the implementation of the programme is promoted in the sense that Umoja wa Wanawake Tanzania (UWT) participates in the process of monitoring/evaluation and reporting on programme implementation.

The Regional Maintenance Units visit handed-over village water points four times per year to assist them with operation and maintenance (O & M) and to monitor and report on the same issue. Their reports are in standardized formats but do not provide for information on the progress of women's involvement in O & M.

6.4.5 Women's Groups and Women's Organizations

It is the policy within the village participation strategy of the Maji/Danida water programme to explicitly contact and solicit the views/opinion of women groups, both formal and informal groups. The experience of Danida is that village women, for some reason or another, usually have groups. Very often these groups have a traditional basis and are organized along neighbourhood or age-lines. They may do field work together, assist each other with funerals and births, etc.

Within the Maji/Danida village participation approach these groups however informal they may be, are included in the planning phase of the programme mainly for communication purposes, because it has already proved that channelling of information to and from women needs extra attention.

Women groups are used as facilitators in channelling information between and among various women and also between women and functionaries.

Although stress is on the communicative aspect of the women's groups, they also act as pressure groups as was witnessed in the case of one village. After handing over the programme the village water committee was inactive and the village leadership showed no interest to activate the water committee. The women of that village had come to see it as a problem because there were no repairs done on the water system. They used their group as a means to push the village leadership.

The Maji/Danida water programme is not supporting income generating projects because it is out of the scope of the Danida policy.

6.5 Tanga Integrated Rural Development Programme (TIRDEP)

6.5.1 Introduction

TIRDEP started in 1972 as a joint programme of the governments of the United Republic of Tanzania and the Federal Republic of Germany, to promote a sustained economic and social development of the rural areas of Tanga Region.

One of TIRDEP's activities is the Village Water Supply Project which supports the construction of shallow wells equipped with hand-pumps and rehabilitation of Village Water Supply schemes based on gravity. The Village Water Supply Project started in 1981 and will continue until 1991.

So far, some 400 shallow wells have been constructed in cooperation with the Regional Water Department. In 11 villages water supply systems have been rehabilitated. It is estimated that 500,000 people have been provided with clean drinking water (45.5%) out of a total of 1,100,000 rural people of Tanga. The main objective of the programme is the development of improved and sustainable supplies of drinking water for the rural population.

6.5.2 Organizational Set up for the Promotion of Village Participation and Programme Implementation.

The sole executing agency of the programme is the Department of Water at regional level, advised by one expatriate. There are 16 Village Liaison Officers who liaise between the village and the ministry and discuss details and conditions of programme implementation. The village liaison officers are all programme employed. Actual implementation and maintenance is done by technical staff from the department of water at regional level.

The Departments for Community Development and Health are not directly involved in this programme. They know the programme philosophy however, and use the same philosophy in their contacts with the village.

Village Participation: Conditions

Village participation takes the form of compulsory establishment of the village water committee which is responsible for managing the new water supplies. In addition villages pay 20% (after 1.7.90 this will be increased) of estimated construction costs including:

- Labour of the villagers (villagers are to be paid for their labour inputs)
- Materials (sand/stones etc).
- Pumps.
- Cement/reinforcement.
- Transport Tanga-village.
- Transport of programme/government officers.
- Allowances.

Presently this comes down to some:

T.shs. 30,000 for hand drilled wells,

T.shs. 50,000 for hand dug wells,

T.shs. 40,000 for machine drilled wells;

The villages have to pay all this amount for one well when the village is situated at a distance of 70 km from Tanga. Usually the villages pay an installment before the construction starts, and complete payments within seven months after starting the programme. The costs involved result in villages very often opting for only one well.

Well-attendants are responsible for the cleanliness around the wells and they are to report defects to the District Water Engineer's office. They are not remunerated for their labour.

6.5.3 Women's Involvement: Policy/Strategies/Results

The village liaison officers promote the participation of women in programme implementation. The argument for promotion of women participation is based on the expectation that women will be more committed because they are the main users of water and as such the first to be affected by insufficient and or defective water supplies.

Within programme Implementation, it is compulsory to have women on village water committees. As these committees are established before the commencement of programme implementation and the committees are to be consulted on each aspect of the programme, women have the opportunity to be involved in planning, decision making and implementation. As far as operation and maintenance is concerned, female well attendants are preferred because they are more interested to report on defects than male well attendants.

Women are trained together with male counterparts on the operation and some maintenance of the pumps. As members of the water committees, they are trained on how to raise funds. Economic and technical feasibility is the main stake of this programme. Therefore, investment costs and costs for operation and maintenance should be as low as possible. TIRDEP considers increasing efforts to have women more actively involved in decision making etc. will raise the costs and as such raise the price for water. Water will then become less accessible to villagers. Therefore, as viewed by TIRDEP, the development of women's skills and women's abilities lies beyond the scope of a water programme. The appointment of female village liaison officers is promoted but not effected because qualified female candidates are difficult to get.

Within the Tanga Village Water Supply Project, there is no systematic follow-up to any of the village participation components. Therefore achievements resulting from women's involvement are hardly known. However, as far as well attendants are concerned there is no difference in performance between male and female well attendants, i.e. female well attendants do not report earlier on any pump defects than do their male counterparts.

The impression is, female members of the village water committees are merely appointed to meet the conditions set by the programme. Women's efforts to take part in real decision making is doubted.

7.0 SUMMARY AND RECOMMENDATIONS

7.1 Conclusions

One of the findings of this study is the divergence between the views of the leadership and those of the villagers in terms of perception of problems and priorities, with regard to perception of needs. The village leadership may, therefore, mobilize resources for what it considers to be their first priority, rather than what the villagers consider to be theirs. This shows that the village leadership is not necessarily responsive to the village problems.

From the point of view of both the leadership and the villagers, the water problems are threefold: technical, financial and organizational. Technical problems include water quality and quantity. The most conspicuous aspect here being the availability of water in relation to the population. Most of the villages complained that the number of water points is not enough and, therefore, does not meet the requirements of the village population. This problem is also related to the question of location of the wells, whereby, in some villages, the wells are constructed too far from the villages, or constructed in places where there is no water during the dry season. This is mostly the case in Shinyanga. In some places (both Morogoro and Shinyanga), the villagers complained that the water is salty or has a bad colour.

Financial problems are related to the question of maintenance and construction. In all the surveyed villages, there are some pumps which are broken down, or are not working for various reasons. This problem could be dealt with by the villagers themselves. Unfortunately, due to unavailability of spares or even funds, as it is often the case in Morogoro, it has not been possible to undertake this.

A careful analysis shows that the objectives of the programme, whereby the aim is to adopt the programme within the framework of local organizations so that after handing over of the project the villagers can continue with the project, have not gone far yet. This study revealed that water and sanitation programme cannot be self-sustaining and have all the desired effects unless it is integrated with other economic undertakings. This is so, because of the economic hardships facing the villagers. Villagers are all the time exhorted to pay many types of financial contributions by the Village Government or the Party Branch, besides the taxes, school fees, etc.

Self-sustenance of the programme requires cash. Therefore other economic undertakings are crucial for running it. Villagers' access to cash is limited to the extent that they cannot make enough financial contributions available for operation and maintenance. In this regard the observation, which was made in a study of water supply projects in Iringa is relevant to water projects in the rural areas in general:

It is important for the decision makers and planners to remember that although rural water projects are primarily as social infrastructures geared to the satisfaction of social needs, yet they will still require huge investment outlays which are

obtained from surpluses generated by economic activities taking place locally or somewhere else. Thus, it is wasteful not to consider potential economic activities which may take place as a result of rural water projects. In this way, local projects can contribute directly to economic development of the locality in question, and can generate income which may be used to cover costs of operation and maintenance of the projects themselves. (Mujwahuzi 1983:14).

The need to generate funds is directly linked to that of organizational structures. Village leadership is dominated by men, who as stated above may have different priorities from those of the villagers. Involvement of women in the village meetings—from the general village assembly to meetings organized by the VWSC—is minimal. This means that women do not participate in decision making. The Local Authority Act does not make provision for special seats in the village government for women or youths so as to promote their participation. Under these conditions, one should not be surprised that it is only men who are elected into the village council.

This has far reaching implication for women's effective participation in decision making within the VWSC's, where women have been co-opted. In all the VWSC's women do not hold any position: they are members who are not part of the village council and as such have no voting right.

Operation of programme where women are given chances of participation in decision-making will have the net of women's views. This demands that women should be given more places for airing their views and hence widening their scope of learning. It is unrealistic to talk about community participation, where half of the section of the population is excluded from decision-making and planning. It is important that more women participate in positions of authority within the villages. This is possible when and where both men and women are sensitized about the cruciality of the matter.

Villagers view participation of women in decision-making or meetings as a positive step. This means, the first stage would be to involve more women in the village assemblies. Steps have to be taken which will ensure that village decisions are reached at in the presence of the majority of women. To guarantee this, and to make them effectively participate, it entails that women become fully informed about the meetings to be held, and that they be given a chance to discuss the matters which will be discussed in these meetings before hand.

Besides being members of the VWSC or being village caretakers, involvement of women in the programme has so far been confined to rehabilitation and construction activities. Even in the meetings, women have mostly figured out in the preparation of meals for the participants. This type of involvement does not enhance their status nor their chances to participate in decision-making. It adds to their already heavy workload. In some of the villages, as already pointed out in the preceding chapter, women are hostile to their involvement as caretakers, as this only increases their workload. In the case of Morogoro, women are the ones who are concerned with the financial contributions rather than men. Men do not consider it their duty. A substantial percentage of the villagers interviewed regard that it is not necessary for women to be the well attendants: men can do this work. If this could happen men would be able to learn about the problems facing women by being part of the attempts to resolve them.

Most of the villagers are of the opinion that the problems facing their respective villages, including the water problem are supposed to be resolved by the villagers themselves. This is not necessarily the view held by the village leaders because of the hardships facing the villagers. Both the leadership and the villagers perceive operation and maintenance as a domain of the villages. It seems that village leadership tends to rely more on outside assistance. This may make it difficult for such a leadership to mobilize self-help or community participation.

All the villages in Shinyanga and some in Morogoro consider that one of the major obstacles is the weakness of the leadership in the villages. Leadership is weak in terms

of following up issues or calling meetings promptly. It is not only the village government leadership which is weak; organizations such as UWT or the Party do not have any impact in relation to the question of giving advice or organizing the villagers. This is what has been demonstrated in this study.

As far as the organizational aspects of operation and maintenance are concerned within the villages, it has to be concluded that community development officers have not been doing their work well. This problem, it seems, has been inevitable. Most community development officers were/have been trained to handle matters related to cooperatives, accounting, management, etc. Their skills are inadequate, in that they regard social or community aspects as secondary. In which case beyond advising on co-operatives administration, accounting etc., they are not equipped to organize communities. Discussions with community development officers revealed that they all consider themselves "modern". They consider the villagers as ignorant and subordinate people whom one does not need to listen to. The community development workers generally lack in knowledge of the conditions in which they are working, and they do not seem to be concerned with the social and cultural conditions of the villagers. They see themselves as "agents" of social change, rather than advisers and co-operators with the villagers. The survey registered the most minimal number of villagers who are visited or advised by the community development workers. This is very unfortunate, because community development workers are supposed to coordinate the programme so as to ensure effective participation.

The community development workers have failed to sensitize the villagers and women in particular on gender issues. They have failed to get women organized in groups, or help them set up women projects which would enable them to have a sense of economic freedom. They have been unable to perceive that reaching women directly by informing them and showing ways of support is an important element for the success of any meaningful community programme. The reasons may lie in the fact that most CD officers are men. Some villagers in Morogoro and Shinyanga showed a keen interest in establishing projects, but are not aware of the relevant funding/loaning institutions, nor do they have the organizational skills and capacities.

Association of water supply programme with women by some of the villagers also reinforces the relegation of women in manual tasks and the tendency of some men to refuse to pay contributions for the wells. This means there should be an encouragement of both men and women to share the responsibilities. This is possible if there is increased representation and participation of women in all the power structures in the village. Given that women constitute more than half of the population, it is necessary to ensure that half of the members composing the village government or any committee in a village are women. Given its community nature, the water and sanitation programme is in a position to impress this on the decision makers.

As noted above, taking rural projects as isolated social infrastructures will not increase the chances of such projects to contribute significantly to social and economic transformation, nor sustain themselves or give the desired impact on women. Integrated planning has the multiple advantage of enhancing development as well as opening doors to mobility of women, a very desirable pre-condition for extensive involvement of women in needs assessment and decision-making level. The training for the community development officers needs to be revisited, to reflect this approach. Training should include mobilization and organizational techniques for effective advice/education to the villagers and women in particular.

Impediments to women's effective participation are a result of the following factors: Women's heavy workload; restricted mobility due to the fact that women's participation is expected to have approval of the husbands, fathers or elders; lack of organizational skills; subordinate position of women in the power structures of the village; failure of village leadership to conceptualize how women should be involved and, their inability to

solicit for support of women involvement among village members; inadequate/insufficient training of the extension workers in matters related to community participation and involvement of women; and sectoral programmes tackling problems of women participation from a sectional rather than a holistic angle—i.e. insistence on participation of women in VWSCs and not touching the other power structures in which the sectoral programme is integrated.

7.2 Recommendations.

7.2.1 Attempts to involve women in the water supply programme should not take the form of a special project for women, so as to avoid escalation of segregation of women. Measures should be taken to ensure that women participate as equal partner

7.2.2 The above depends on conditions being created which will ensure that there is equal representation of men and women in the power structures and all committees in the village. This means, special provisions have to be made even in the rules governing the functioning of the village government which ensure equal representation. Participation of women in the VWSC only cannot ensure effective control of processes by women, as the practice has shown so far.

7.2.3 The participation of women in decision-making and planning should be given due attention rather than women's involvement in construction and rehabilitation activities. Even participation in maintenance activities should not be enforced upon women. If women express their wish to become village caretakers there should be no objection, however.

7.2.4 Formation of women's groups, and organization of women meetings should be encouraged as a means of women educating themselves about their problems and surroundings as so far it being done by HESAWA and MAJI/DANIDA Programmes. They arrange for all-female meetings through promotion of women's group/associations/organizations to give more avenues for women to air their views. At times women may be members of the decision making or planning committees in their villages, but fail to take advantage of this position to air their views effectively because of cultural, social or other practices that obstruct their effective participation. Through all-female meetings women may gain confidence and find ways of channelling their views. At the same time, both men and women should be sensitized about the need for women to participate in decision-making and planning. Effective women participation in water supply will be achieved if changes are made in those aspects which hinder their participation. This can partly be achieved through discussions, dialogues and debates. Hence the importance of women groups and education in general to both men and women.

7.2.5 The organizational capacities of the villagers and women specifically need to be strengthened for proposes of increasing the ability to sustain a programme such as water and sanitation. Furthermore, this can help in sustaining other projects which may be established by the villagers and have an input in the water programme.

7.2.6 The financing of projects for women's groups can be considered. As a general rule, women should not be given unrealistic hopes as to the personal financial benefits to be expected. The policy should be that these projects are part of an integrated plan for village development in which women's needs are incorporated. The management of such projects can enhance women's mobility and status and widen their scope of skills. For a long-term sustenance of the Rural Water and Sanitation Programme, such an approach may be important.

7.2.7 Special attention should be paid to arrangement for information needs assessment as well as its dissemination. The need for this was vividly reflected in informal discussions,

for example, women had keen interest on establishing projects but did not know whom to approach for support nor were they aware of the relevant funding/loaning institutions.

7.2.8 There is need for expanding men's area for learning on health education and sanitation so as to make them appreciate the labour input that goes into it. While women start learning health and sanitation aspects from their early days through their mothers; at clinic attendance, visits to dispensaries/hospitals, discussions in women groups, and from health workers' visits, men are hardly reached by such services because they are far from their space of operation as defined by societal gender roles.

7.2.9 In order to operationalize the above recommendations, it is important to revisit the training and responsibilities of the community development staff. The community development staff need to be equipped with the kind of knowledge which will make them effective mobilizers and organizers. There is also need to have more female community workers than there are now, as part of the ineffectiveness of the community workers in relation to the whole programme may be due to the insensitiveness of the male community workers who dominate in community development work.

BIBLIOGRAPHY

- Anderson, Ingvar. (1982): "Wells and Hand Pumps in Shinyanga Region". Tanzania, Dar es Salaam. BRALUP Research Report No. 77.
- Anja, Taivola, (1985): "Women in Development: The case of Finnish aid to Tanzania." University of Helsinki, Institute of Development studies Report No. 4/1985 B.
- Danida, (1989): *Water Projects in the Ruvuma, Iringa, and Mbeya, Regions. Village participation handbook.* (Second revised Edition). The Regional Water Engineer's Office and the Danish International Development Agency (Danida).
- DHV, (1983): *Morogoro Piped Supplies Project*, Netherlands.
- Diop, Sheikh Anta, (1987): *The cultural Unity of Blacks Africa.* Third World Press Chicago
- Hannan-Anderson C. (1982): "Women water and Development in a Pare Settlement". Tanzania, Dar es Salaam. BRALUP Research Report No 52.
- Hannan-Anderson C. (1984): "Development of Water Supplies in Singida Region, Tanzania: The Realities of Village women", IRA University of Dar es Salaam Research Report No 63.
- Hannan-Anderson, C. (1985): "Domestic Water Supply Improvements in Tanzania: Impact on Rural Women," Dar es Salaam.
- Hannan-Andersson, C. (ed) (1986): *Women's Involvement in Water Supply/Sanitation Programmes Supported by the Nordic Donors in Tanzania,* SIDA, Dar es Salaam.
- Helleman, C. et al (supervisor), (1989): "Concise Conclusions on Women's involvement in Agricultural Production: Shinyanga and Kahama District", University of Leiden.
- Hesawa (1987) Report from joint Review between Prime Minister's Office and SIDA, Dar es salaam. November 9 - 30, 1987.
- Hesawa (1989) Report from joint review between Prime Minister and SIDA. Dar es Salaam. October 10-20, 1989.
- Hordijk, A. et al (1987): "From Construction to maintenance A Major Challenge. Evaluation of the Netherlands Supported Rural Water Supply Programmes in the Shinyanga and Morogoro Region". Dar es Salaam.
- Hyuha, T.S. (1989): "Farming systems Research in Maswa and Meatu District: Focus on Gender Issues". Farming systems Research, Dar es Salaam.
- IDRC, (1981): *Sanitation in Developing Countries: Proceedings of a workshop on Training held in Lobatse, Botswana, 14-20 August 1980* Ottawa.

- IRC & UNDP, (1985): *Participation of women in Water Supply and Sanitation: Roles and Realities*. The Hague.
- Kauzeni, A.S. (1985): "Accelerating and sustaining village Development," Dar es Salaam: IRA Research Report No 66.
- Kigoma Water Programme Mission (1989): Joint Review of Tanzania and the Kingdom of Norway. Report, Feb. 1990.
- Kirimbai, M.W. (1981): "The impact of Domestic Water Supply Projects on Rural Population and Their Role in Production and Reproduction in Dodoma Rural District" M.A. Dissertation, Sociology, University of Dar es Salaam.
- Kivela, Merja, (1985): "Women and Water Technology: The Case of the Finnish Water Project in Tanzania". University of Helsinki, Institute of Development Studies. Report No. 7/1985 B.
- Local Government (District Authorities/ Act no. 7 of 1982.
- Malos, Ellen (et) (1982): *The Politics of Housework*, London, Allison and Busby.
- Mapolu, H. 1973): "The social and Economic Organization of Ujamaa Villages," M.A. Thesis Sociology University of Dar es Salaam.
- Mujwahuzi, Mark, R. (1983): "Unexplored Benefit of village Water Supply Projects: The case of Image and Tawangozi—Kalenga Water Supply Projects." Dar es Salaam; IRA Research Report No. 64.
- TIRDEP (1988) Tanga integrated Rural Development Programme. Programme paper, Jan. 1988.
- TIRDEP (1988) Tanga integrated Rural Development Programme Paper, Aug. 1988.
- Tanzania Government and Netherlands Government (1988): "Plan of Operations: Rural Water and Sanitation Programmes, Morogoro and Shinyanga Regions."
- Therkildsen, de (1988): *Watering the White Elephants?* SIAS, Uppsala.
- Villages and Ujamaa villages (Registration, Designation and Administration) Act no. 21 of 1975.
- Warner Dennis, (1973): "Design Criteria for Water Supply systems in East African", BRALUP, University of Dar es Salaam, Research paper no. 27.
- WHO, (1979): "Participation and Education in Community Water Supply and Sanitation Programmes: A Literature Review", Technical paper No. 12, The Hague.
- Women, Water and Sanitation Policy on an Operational Posting (1989) Sector Paper Women and Development Directorate General for International Cooperation Ministry of Foreign Affairs. The Netherlands.
- Young, Ronald Arnold (1960): *Land and Politics Among the Luguru of Tanganyika*, London, Routledge & K. Paul.

Annex 1

TERMS OF REFERENCE

For a survey to investigate into the involvement of women in the Morogoro and Shinyanga Rural Water Supply and Sanitation Programmes.

- (1) The preparation and execution of a survey in at least one village in each of the districts of Morogoro and Shinyanga Regions into the involvement of women in programme preparation, planning and implementation as well as women's participation in operation and maintenance on village level.

For a list of aspects to be covered see Annex 1.

- (2) To analyze the data and to report the results of the survey as mentioned under 1). The report should be finalized at the end of March 1990, in order to be presented to the review mission.
- (3) Details of preparation, execution, analysis and reporting should be executed in cooperation with programme implementors, i.e. the RCDOI of each region and the programme advisors of both regions.
- (4) For the execution of the survey, villagers, especially village women, and programme staff at all levels of programme implementation will be consulted, i.e. field-, district- and regional team members.

Annex 1

Aspects of the survey into women's involvement should include:

A. GENERAL

- Information on location, demography and main source of living of the village.
- Information on the programme: when started, general progress and implementation step reached (in case of handing over: general situation of the water and sanitation facilities).
- Information on organizations and projects of women in the village. Type of organizations and projects: how successful are the projects; what are the criteria for membership, i.e. who are the present members).

B. PROGRAMME PREPARATION AND PLANNING; REHABILITATION & CONSTRUCTION

Preparation and Planning.

1. Women's participation in needs assessment. Have women or groups of women been consulted on their needs and views concerning development priorities in

th : village in general and those concerning water and sanitation in particular. How have women been consulted (i.e. village meetings and or individual interviews) and which women or groups of women have been consulted and are they representative for the village women.

2. Have women been consulted on how their involvement in the programme could best be realized/arranged. How has this been done and which women have been consulted?
3. Women's involvement in the survey on existing water and sanitation facilities in the village decisions on rehabilitation and extension needs (step 3 of the step by step approach) Have they been able to communicate their knowledge on local water and sanitation conditions and sources for water?
4. Women's participation in identifying hygiene education programme, needs and strategies
5. Women's participation in village meetings concerning planning and decisions on the programme such as
 - agreement on village participation in the programme and selection of VWSC (step 1 of the step by step approach).
 - decisions concerning project determination; agreement on contribution (finance, manpower); setting of implementation schedule (availability of village participation; selection criteria for Village mechanic, Scheme Attendant and Village Care Takers (step 6 and 9 of the step by step approach).
- 6 Do women feel free and speak out during these meetings
7. Women's and implementor's views whether women have sufficient ways/means to express their views, needs and problems concerning the programme.
8. Women's participation in any trainings related to the programme (f.i. administration, hygiene education, maintenance).

Rehabilitation & Construction

1. Women's participation in rehabilitation and construction activities of water and sanitation facilities. (for example, digging; collecting water, stones etc.).

C. OPERATION AND MAINTENANCE

Management.

1. Membership of village water and sanitation committee
 - number of female members
 - type of office they bear
 - do they attend meetings of VWSC
 - do they feel free to speak out during the meetings and to give their views or do they remain silent
 - participation of the female members in the tasks of the VWSC such as site visits; community mobilization; supervision.
2. Female members as representatives of the women in the village

- Do the female members of the VWSC present the women's views and needs at the committee's meetings,
 - Are they known to the other village women.
 - Do other women go to see them about village water problems.
 - Do the female committee members inform or consult the other village women on important issues?
3. In cases of negative participation reasons/conditions why this should be so.

Maintenance

1. Do women work as village caretakers.
 - Do women work as scheme attendant/village mechanic.

D. PROJECT STAFF

- How do the field teams cope with the issue of women's involvement. What are their suggestions/ideas to enhance women's involvement in the programme.
- Comments of villagers, most certainly women, and programme staff on the issue of women's involvement in the programme, not covered in the previous.

**MOROGORO & SHINYANGA RURAL
WATER AND SANITATION PROGRAMME
VILLAGERS QUESTIONNAIRE.
FEBRUARY 1990**

1. VILLAGE WARD
DIVISION DISTRICT
REGION
2. NAME OF INTERVIEWEE
AGE
SEX: MALE/FEMALE
3. I would like to ask you a few questions about the problems facing this village.
What do you think are the main problems (by order of importance)
1.
2.
3.
4. Do you think that efforts are being made to solve the problems?
Yes No
What are the efforts made and what limits the solving of the problems.

Efforts	Limitations
(1)	(1)
(2)	(2)
(3)	(3)
5. Personally what do you think should be done to solve these problems?
(1)
(2)
(3)
6. (a) Are there any water-related problems in the village

Yes No.....

(b) If yes, what steps do you think should be taken to solve these problems?

(1)

(2)

(3)

(c) If no, what efforts have been made to solve them?

7. Now I would like to ask you a few questions about the activities of your family.

What is the main source of your family income? (eg. farming livestock keeping, farming & livestock keeping. Trading, hunting, wage employment etc).

.....

8. (a) Do you own land in this village?

Yes No.....

(b) How did you acquire this land

Husband wife both

Bought.....

Given by the govt.....

Inherited.....

Leased.....

Clearing bush.....

(c) Is there a problem of land shortage in case you want to expand your farm?

Yes..... No.....

Not applicable.....

9. Based on last season's experience what is the average number of working days per week?

1 DAY 2 DAY 3 DAY 4 DAY 5 DAY6 DAY7 DAY

Cultivation Husband
 wife
 children

Planting Husband
 wife
 children

Weeding Husband
 Wife
 Children

Harvesting Husband

	Wife	
	children	
Irrigation	Husband
	Wife
	children
Transporting		
crops to the	Husband
household	wife
	children

10. Average time spent per day on

	Husband	Wife
Farming
Livestock keeping
Housekeeping and child care
Fuel wood & water collection
Meetings and advisory discussions
Other activities (specify)

11. What implements are used by the family?

Hand hoe

ox-plough

tractor

others (specify)

12. Now I would like to ask you about decisions regarding household income and expenditure. Who makes decisions with regard to expenditure on:

	Wife	Husband	Both
.....
.....
.....

13. Have you ever been visited by experts either individually or as a group from the following fields.

Agriculture Yes..... No.....

Veternary Yes..... No.....

Health Yes..... No.....

Forestry Yes..... No.....

Water Yes..... No.....

Community Development Yes..... No.....

14. (a) Have you ever received any advise individually or in group from either of the following.

Agriculture Yes..... No.....

Veternary Yes..... No.....

Health Yes..... No.....

Forestry Yes No

(b) Water Community Development: What sort of advice have they given you?

.....
.....

15. Do you get any advice on water and sanitation issues from any of the following:

..... village government

..... non-government organisations

..... CCM

..... village groups

..... Water and Sanitation Programme

others (name)

16. (a) Are you a member of any discussion group, related to water and sanitation issues in general.

Yes..... No.....

(b) If you are a member, who recruited you.

(c) If not a member what prohibit you from not joining them

(1)

(2)

(3)

(4)

(5)

(d) If you are a member who supervises the group

.....CCM

.....Village government

.....local government
..... Ministry of Community Development
..... Health Department
other (name)

(e) Do you think such groups are important

Yes No.....

17. Now I would like to ask you about the water programme in the village and women's participation in it.

(a) Do you happen to know that there is Village water and Sanitation committee in this village?

Yes..... No.....

(b) Do you think the committee has been doing an effective job?

Yes No.....

(c) Do you think the villagers know about the activities of the committee?

Yes..... No.....

(d) Has the committee been convening meetings to solicit villagers' views before making any decisions?

Yes..... No.....

(e) What issues are discussed at the various meetings?

(f) Do you think the committee has effectively involved women?

Yes.. .. No.. ..

How?

(g) Do you know how many women are on the committee?

(h) Women of what social group have been involved

(1) in meetings.....

(2) in the committee.....

(3) in programme implementation.....

18. (a) Do you know that there are wells/taps attendants in the village?

Yes No.....

(b) There are women.....men.....

(c) Who do you think are more appropriate for the job of wells/taps attendants?

Men..... Women.....

Why?

19. If you were given the opportunity to select the attendants, to be trained for attending the wells/taps who would you select.

Male Female

Young people

Mature people

Old people

Anybody

Why do you think so?

20. What other services/projects do you think should be near or next to the water points?

(1)

(2)

(3)

(4)

(5)

21. In your personal opinion, do you think women have been given the opportunity to air their views, offer advice and explain problems related to water and sanitation in the village.

Yes..... No.....

22. (a) Are there any factors that prohibit women from airing their views in meetings participating at all in meetings?

Yes..... No.....

(b) What are these factors

(1)

(2)

(3)

(c) Do you think women have been airing their views in public meetings?

Yes..... No.....

(d) What ways do you think can be used to make women air their views and ideas.

.....

23. (a) Do you happen to know any projects that have involved women in the village?

Yes..... No.....

Which projects?

(1)

(2)

(3)

(4)

- (5)
- (6)
- (b) Which of the projects have been successful?
 - (1)
 - (2)
 - (3)
 - (4)
 - (5)
- 24. (a) Are there any values/traditions that militate against women participation in the village's decision making projects.

Yes..... No..
- (b) What are the values/traditions
 - (1)
 - (2)
 - (3)
 - (4)
 - (5)
- 25. (a) Are there any traditions which prohibit meetings between women as individuals or groups for the purpose of exchanging ideas or leisure?

Yes.....

No.....
- (b) Which traditions?
 - (1)
 - (2)
 - (3)
 - (4)

Annex 3

**MOROGORO & SHINYANGA RURAL WATER
AND SANITATION PROGRAMME BASELINE SURVEY:**

**VILLAGE QUESTIONNAIRE
FOR VILLAGE LEADERS AND FIELD TEAM
FEBRUARY 1990**

1. Village: 2. Ward.....
2. Division: 4. District.....
5. Date of village's registration.....
6. Interviewees:

NAME TITLE SEX AGE EDUCATION
LEVEL

1.
2.
3.
4.
5.

Village Residents:

7. How many major ethnical groups are there in the village

.....

Can you name them:

1. 2..... 3.....
4..... 5..... 6.....

8 Kindly indicate the village's population by age groups given below:

Population by age groups

Year	Population			Disable		
	Male	Female	Tot.	<15	>15	65+
1970	<15	>15	65+	<15	>15	65+
1975						
1975						
1980						
1985						
1990						

9. How many among the following services are available in the village (privately or village run)

1. Shop.....
2. Beer club
3. Tailor.....
4. Butchery.....
5. Milling machine.....
6. Market
7. Bar.....
8. Petrol/fuel station.....
9. Iron smith.....
10. Carpenter.....
11. Godown.....
12. Hotel
13. Others (name).....

10. Does the village have the following services?

- | | |
|--------------------------|------------------------------------|
| 1. postal services..... | 6. (i) school..... |
| 2. medical services..... | (ii) total number of teachers..... |
| 3. church..... | (iii) total number of pupils..... |
| 4. mosque..... | 7. police station..... |
| 5. mission..... | 8. number of water taps/wells..... |

11. Are there any problems which face the above mentioned services.

.....

.....

12. As village leaders in what ways do you think these problems can be solved?

1.
2.
3.
4.
5.
6.

13. What are the problems that hinder/obstruct the possibility of resolving these problems ?

1.
2.
3.
4.
5.

14. How many party or government workers are there in the following departments.
(Give the number of female workers)

- | | |
|---------------------|----------------------------|
| 1. Agriculture..... | 5. Health |
| 2. Livestock.. ... | 6. Forestry..... |
| 3. Water..... | 7. Village leadership..... |
| 4. Fisheries | 8. Ward leadership..... |

15. How many development projects are there in the village? Enumerate by order of projects importance.

- | | |
|---------|---------|
| 1. | 4. |
| 2. | 5. |
| 3. | 6. |

16. Which of the projects have been successful

Where does the village get finances for running the projects, and do the finances meet the needs of the village?

17. How many women members are there in the

- Village Council (government).....
- Villages Political Committee.....
- Irrigation committee (if there is one)
- Water and Sanitation Committee (if there is one)

18 Average percentage of women attendance compared to men with respect to:

- General meetings
- Village council meetings

Village committees meetings

Economic Activities

19. Has the village attained its annual targets? Yes/No

Which are the main sources of income for the villagers (indicate by order of importance 1,2,3, etc)

- 1. Farming
- 2. Livestock keeping
- 3. Farming and livestock keeping.....
- 4. Fishing
- 5. Wage employment.....
- 6. Hunting
- 7. others (mention)

20. What average size of land is each family/household allocated for agricultural activities

21. How much area has been set aside for the following activities:

- 1. Village farms.....
- 2. Private farms
- 3. Grazing land.....
- 4. Natural forest.....
- 5. Planted forest

Water

22. Where does the village get its water supply for the following activities:

	Drinking&Home use	Irrigation	Livestock use	
Source	Dry season	wet season	Dry season	wet season
River				
Wells				
Pumped well				
Tap				
Swamp				

Lake

Fountain

Other

23. Are there any problems in getting water for home use in the village? Yes/No
24. What steps does the village leadership think should be taken to solve the water problems.
.....
.....
25. (a) At what stage has the water and sanitation programme reached in the village?
.....
.....
- (b) When was the programme initiated.....
- (c) When was the programme handed over to the village?.....
26. Has there been any research undertaken about
- (a) villages water and and sanitation requirements (step 3) Yes/No
- (b) Were women consulted about their requirements. Yes/No
- (c) Were villages views about its ability to contribute in the project before initiation (financially, planning and participation) solicited? Yes/No
- (d) Were women consulted on their priorities. Yes/No
- (e) Who were consulted about location of the water sources? Men or women. Why?
- (1)
- (2)
- (3)
27. (a) Did the village enter into an agreement to contribute in operation and maintenance by providing funds?
.....
- (b) If yes, has the village been meeting its obligations?
.....
- (c) What has hindered the village from meeting its obligations?
.....
28. (a) Does the village have a Water and Sanitation Committee? Yes/No
- (b) Who constitute the committee? Men Women..... Total
- (c) What positions do women hold in the committee.
1. 4.....

2..... 5.
3..... 6.

(d) Do women in the committee attend meetings?

Yes No

(e) Do they participate in other activities of the committee (eg inspection of wells, inspiring people, mobilizing them etc.) Yes/No.

(f) If no, what are the problems

(g) What type of questions do women like to ask during the committee meetings?
.....

(h) Does the committee mobilize and involve the villagers in project implementation?

(i) in meetings ..
(ii) in the programme activities (work)

(j) To what extent have women been involved?

(i) In the meetings.....
(ii) in the programme activities (name the tasks they have been given ...

29. Has the village been setting aside funds for operation and maintenance of the water programme'

Why has it been able to manage/not manage?
.....

30. (a) What are the villagers' views/feelings towards the progress/problems of this programme?
.....

(b) What are the women's feelings towards the progress/problems of this programme?
.....

31. (a) To what extent have the villagers been incorporated in the programme activities from its commencement?
.....

(b) In what ways have women been involved in the programme activities since the beginning?
.....

(c) What kind of opportunity have women been given to air their views, offer advice and express their problems in relation to water and sanitation, and in which way they like to be involved in the programme ?

.....
.....

(d) What kind of Women groups or who have been involved in the above?

.....
.....

32 (a) Has there been any effort to offer a kind of training for the people involved in the water programme? e.g. Health, administration, accountancy, mechanics wells care taking etc.

.....
.....

(b) How many women work as care takers?

Total number of the attendants women.....

Types of training acquired:

1.
2.
3.

(c) If there are no any women among them what are the problems which have resulted in their exclusion?

1.
2.
3.
4.

33. What kind of age group and sex do the well attendants belong?

Young women men

Adult men.....women..... old people..... men..... women....

34. (a) What criteria was used for selection of (well attendants)

1.
2.
3.
4.
5.
6.

(b) Have they been given any kind of training? Yes/No

(c) Do you think the training which they have acquired is sufficient for implementation of the water and sanitation programme? Yes/No

(d) If no, what kind of courses do you suggest they should be offered?

.....
.....

(e) Whom do you think is supposed to sponsor the courses?

.....
.....

35. What type of women projects which exist in the village? (by order of importance)

1. 2.
3. 4.
5. 6.

36. Does the village have the following?

- Self help groups
- Non governmental organizations
- Women groups
- (UWT) Tanzanian women organization

37. Is there any course which is provided to the villagers about health and sanitation in general?

.....
.....

38. How are women involved/incorporated in these courses?

.....
.....

Annex 4

**ATTITUDE QUESTIONS
FOR ALL INTERVIEWEES**

Now I will read the following statements to you. You can respond positively, negatively or don't know.

	Yes	No	Don't know
I am satisfied with what I have learnt so far in my life.
It's relatively easy for women to meet and discuss their issues when there are water fetching trips.
Water availability in the village reduces the work load for men and increases the womens work load.
When in a group Women waste most of their time gossiping
Discussions amongst women is a very good way of learning about health and nutritional problems.
To involve women in village meetings means wasting their precious time for under-taking other important activities.
Women have got so much to do that they have no time for discussions on matters of interest to the village.
Women can take good care of the water wells & taps better than men
Women's access to land and property ownership means loss of inheritance to family
It is more profitable to educate

a boy than a girl

It is not worth going against the
decisions of the village leadership

To involve men in child care means
wasting time for more important work

The supervision and care of the water
taps/wells is the responsibility of
central government.

28. Please indicate your level of education

- I have'nt
- Primary school
- Secondary school
- Technical & commercial school
- Higher education
- Dont know.

29 How many people do reside in this household..... ..

30. Of the above how many are under 15 years old.... ..

31. What's your marital status:

- Not Married
- Married
- Widowed

Thank you for your kind assistance.



21

[Faint, illegible text covering the majority of the page, possibly bleed-through from the reverse side.]

1
2

■

12

—

—

■

12

—————