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**DOMESTIC WATER SUPPLY PROGRAMME
MOROGORO AND SHINYANGA REGIONS**

**Annual Review Mission July 1994
Draft Report**

Dar es Salaam, 31 July 1994

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Preface

This is the first Annual Review Mission report of the DWSP programmes in Morogoro and Shinyanga. This mission was commissioned by the Department of Development Cooperation of the Ministry of Foreign Affairs in the Hague and was conducted to both regions 17 July 1994 till 31 July 1994. Under the DWSP 1993-1998 Plan of Operations, which forms the basis for the cooperation on this programme between the Government of Tanzania and The Government of the Netherlands, it was agreed that annual reviews will be conducted prior to the approval of the operational plan for the upcoming year. Consequently the annual review mission was scheduled prior to the start of the actual planning process for the upcoming financial year. Submission of budgets for approval by the RNE is scheduled for mid-october. The observations and recommendations of the annual review mission could thus be made available to those involved in the planning exercise at an early time.

The mission consisted of four members, Mr. M.D. Rukiko, Mr. J.P. Shiyo, Evelien Kamminga and Wouter van den Wall Bake, who acted as mission leader.

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Executive Summary

The GoT/GoN Annual Review Mission has assessed the DWSP project strategy and its implementation of activities included in the past 6 months. Certain constraints were observed for which, recommendations have been elaborated. These recommendations are proposed to be included in the next Annual Plans.

The review on the one hand, compared progress attained with respect to the current plan of actions. On the other hand, DWSP's strategy was assessed as to whether the Programme could realistically reach the set targets for this year as well as, laying the foundation for its future anticipated rapid expansion.

1. In Shinyanga as well as Morogoro the thrust of the activities has been on an elaborate training programme of government staff. These have been generally implemented according to plan. Planned field activities however, have run seriously behind schedule. These include community consultation, surveys, designs and training of private sector implementors.
2. The initial response to the Programme offer has been relatively successful. Up to June out of the 895 villages eligible for participation in DWSP, 389 villages had registered themselves in Shinyanga Region. In Morogoro less emphasis was placed on a mass communication campaign and more on concentrated efforts in pilot areas. The programme has not yet achieved any significant increased physical output, neither in the form of wells rehabilitation nor in the construction of new sources. The general complaint toward the programme is that it is too slow.
3. Similarly obtainment of Regional level activities has been disappointingly low.
4. The Programme has taken off, but at a very slow pace. Prospects for the future rapid expansion of activities, as foreseen in the Plan of Operations, are not good. Under the current strategy, the forecast is for very slow progress, leading to enormous frustration amongst local villagers, District/Regional staff, as well as the Consultant staff. Given the history of previous water programmes in the same regions, continued failure to meet raised expectations can be ill afforded by all parties concerned and may even endanger future funding.
5. **The programme is not clear.** It has not spelled out its conditions for support in clear enough terms to local villagers. Technology packages offered are far too limited. Anticipated user contributions have not been determined. Consequently, consumers have a limited possibility to compare in value terms the quality and reliability of their existing water supply with what they could expect from the

programme. It is essential, to a demand driven approach, that a sufficiently wide range of choices are offered with clearly defined 'price tags', in order to attract a significant demand for services.

6. The Shinyanga DWSP concludes that price setting is inevitable. For the single technology offered (shallow well), the suggested user contribution of .35% may be excessive and not stimulate the desired demand. In Morogoro resistance for reasons of social equity have prevented serious discussions on price setting.
7. DWSP still relies on Government construction teams for wells construction and rehabilitation. Despite its good intentions, DWSP has not developed any format to promote collaboration with the private sector (formal and/or informal). This situation exists despite projections for a greatly reduced government capacity in this field, resulting from the ongoing retrenchment exercises.
8. DWSP was designed as a "Demand Driven" programme of which the two governments have high expectations and for which this mission is a strong advocate. The mission does not concur with the management's interpretation of the Step by Step Approach being the embodiment of the demand driven approach. Its rigid application as a planning tool and instrument of financial control have excluded the forum for communication: an essential and basic element of a demand based programme. As a result SbS is resented, seen as a major cause of delay. SbS cannot by itself be expected to provide the springboard for a strengthened future demand nor for sustaining the infrastructure built.
9. Management's ability to deal with the programme's inherent lack of clarity has not been impressive. Relations between programme managers, consultants and implementors leaves much to be desired. This is not conducive to collaborative resolution of required strategic adjustments to the programme. The "consultant problem" arises from an **unclear role**. They have been given the combined responsibility of financial controller as well as adviser. Due to the lack of programme clarity, the consultant also assumes the implicit role of the authority and sometimes implementor. The mission believes these contradictory roles are the cause of the widely perceived "consultant problem".

The following recommendations address the lack of clarity in the programme and its management structure. The intention is to restore and enhance the collaborative relations between all program partners, from the usergroup and fundi level up to the consultant and regional implementation level. While most of these recommendations are within the scope of the present Plans of Operations, others may require an adjustment to the PO. The target of reviewing the strategy is to maximize the amount of resources benefiting the

programme target group; that is to say, the local villagers in Morogoro and Shinyanga regions.

In order to allow the creation of an enabling environment in which demands for water can be freely expressed and responses be rapidly generated, the following paradigm is being suggested.

10. The analogy of a water market is used to explain the basic set up. It is recommended that the programme defines clearly the terms of programme support, establishes these in a protocol officially adopted as Regional and/or District policy. Crucial elements in this protocol are:
 - a. A clear definition of shared contributions by GoT and the waterusers in relation real O&M costs for the different technologies and service levels offered by the programme.
 - b. A wider range of technology options made available for programme support, with associated user contributions and O&M costs expressed in monetary terms. This determines the material responsibilities of the programme, against which villagers can make a decision whether or not and how to respond. DWSP needs a "signboard".
 - c. The acceptance of subsidized construction contracts between local fundis and usergroups at set rates. Preference should be given to subsidizing the fixed asset, (source development) rather than the mobile asset, the pump.
 - d. A clear definition of the roles, including rights and responsibilities, of the different actors involved: usergroup, private sector (fundis), district and regional authorities.
11. Recommendations which need attention immediately are:
 - a. The role of the consultant as a financial controller, an adviser, an implementor and authority to be reconsidered. Establish improved working relationships between the regional implementing staff and its consultants, so as to reduce the physical and psychological boundaries between the two parties.
 - b. Strategic plans should be developed for the involvement of the private sector, permitting its effective participation in the programme. Private sector/fundi support programme

- c. The Step by Step methodology should be applied more flexibly by all parties, particularly where it concerns point source development, such as wells and improved traditional water sources. The SbS approach should become an instrument of communication and building of capacities and confidence among usergroups, instead of being a tool for planning inputs and outputs, and as such being an instrument for control. Time tables should be more flexible and match the users' aspirations and capabilities.
- d. The step by step approach will be an important instrument, if not applied as a rigid procedure, especially for promoting managerial aspects of piped supplies.
- e. More various technology options should be developed with associated cost implications, ranging from low to high ('signboard' concept).
- f. The programme should emphasize physical implementation so as to build renewed trust among the water users with high expectations, as well as to increase job satisfaction amongst implementors. The mission therefore, endorses the approach adopted in Morogoro and encourages Shinyanga to follow suit, which concentrates its activities in a smaller number of villages.
- g. The present programme's allowance structure for local staff is to be reconsidered with respect to prevailing GoT regulations and ongoing externally financed programmes in the Regions.
- h. Advisers are to carry out short term studies in ability and willingness to pay (eg. vendor studies), business viability, etc. as an input to the formulation of the Protocol.
- i. In coordinated manner, develop a more independent Hygiene Education and Sanitation component, complementary to the present Step by Step approach. This is to be supported by additional advisory services with relevant expertise, eg. through local consultants.
- j. Include a representative of the Ministry of Natural Resources and Environment in the field monitoring visits that precede the national steering committee meetings, so as to provide national policy making with first hand information. Establish contacts and working relationships with regional and local level organisations working in the field of environmental protection.

12. Recommendations that require attention on the medium term, ie. within one year:

- a. A protocol to be developed and agreed upon.
- b. Consider the establishment of a District Water Fund and explore possibilities of operationalizing such a fund.

List of abbreviations

PO	Plan of Operations
GoN	Government of the Netherlands
GoT	Government of Tanzania
RNE	Royal Netherlands Embassy
DWSP	Domestic Water Supply Programme
SbS	Step by Step Approach
O&M	Operations and Maintenance
PRA	Participatory Rural Appraisal
RPM	Regional Programme Manager
DPM	District Programme Manager
IWP	Improved Water Point
RWSP	Rural Water and Sanitation Programme in Shinyanga and Morogoro Regions (198?-199?)
RDD	Regional Director of Development
RPLO	Regional Planning Officer

1 INTRODUCTION

The "Dublin Statement" of 1992 is regarded to be a hallmark to which many governments and project designers and implementors pay allegiance to. The two fundamental principles which were adopted in Dublin are:

- water should be treated as an economic good
- they shall not manage at a higher level, what can be managed at a lower level.

Translating these two principles into practice in two so different Regions in Tanzania provides an enormous challenge. Not only is the acceptance of water as an economic good extremely difficult to conceive in Tanzania where up to today the concept of "free water" is still very much a living memory, if not an active expectation fuelled by erratic Donor and GoT decision.

Following the reassessments of the achievements of the International Drinking Water and Sanitation Decade in New Delhi early 1990, also the GoT has taken stock, on how to proceed. It decided to adjust its Water Policy. Community involvement at all levels of implementation; water resources development and management; acceptance and stressing of low cost and technologies; information sharing and monitoring; multi-sector approach with respect to environmental aspects. The ambitious target to provide water to all by the year 2002, however remained.

The new National policy triggered off the need for an action plan and strategies in order to achieve the mentioned objectives of the Water Policy. The Regional and District levels forwarded their plans to the national level. This exercise culminated in the Draft Water Supply and Sanitation plan 1993-2002. One of the main outcomes of this exercise was the realisation that an estimated Tsh 445 billion (or \$ 1 billion on the basis of the 1994 exchange rate) in investment funds was required to achieve the full coverage by the year 2002.

Soon it was realised that this was an unrealistic objective because fund would just not be available then. An internal review was called for which was implemented by the Ministry itself. The result of the review were laid down in the Draft Sector Review Vol 1 and 2 in April 1994. The report stresses the need for a proper definition of roles, particularly those of the government sector and the private sector. It urges the Government to make several legal amendments so as to create an enabling environment in which the private sector can be expected to operate. Besides it urges the Government of Tanzania to present an official statement on saying that the private sector is invited to play a key role in future water development.

The Draft Sector Review Report redefines the role of Government in the water sector as a facilitator, regulator and controller, rather than as a provider of service. The report also

identifies several steps to enhance GoT's ability to manage the private sector as well as to reduce the constraints for the private sector participation in public investments in the water sector. Indeed at the time of this Annual Review of the Domestic Water Supply Programmes in Morogoro and Shinyanga, these are clear sign on the wall that the water sector will indeed move towards allocating the private sector a key role to play in achieving the national targets of access to sustainable improved water resources by 2002.

It is within this dynamic framework of the effectuation of changes in the national policies that the Review Mission the undertook first annual review of the DWSP. To what extent have discussions underlying the recent National Policy development penetrated into the region or even the districts? Or would District and Regional policies have developed even faster than the National policies? These are the underlying question during the review.

In general terms the Plan of Operations for both Regions show a large similarity. The long term objective is in both cases the improvement of living conditions by providing access to water, which is sufficient in terms of quantity and quality, and sustainable managed. The Shinyanga PO has an additional health objective and includes sanitary facilities. The short term objectives focus on increasing coverage (quantified by Morogoro, not by Shinyanga); reduced distance/women's workload; O&M by the users and institution building, including the private sector. Both Regions have chosen a bottom-up approach and a step-by-step implementation procedure. Remarkable is that neither PO contains a systematic problem-analysis, nor an elaboration of its strategies and clearly definition of the expected outputs (indicators etc.). Consequently, no coherent framework is provided on which Programme planning can be based. Maybe as a result the step-by-step procedure has become the solely clear focus in the ongoing Programme.

As this was the first of series of anticipated annual reviews, both the Mission members as well as the implementors had to come to terms with the concept of "review". It was important to distinguish this mission from an appraisal mission or an evaluation mission. The way the mission interpreted its task was to actively participate in the discussions concerning the ongoing planning and implementation process at all levels while taking advantage of its outsiders perspective. Being the first of a series of annual reviews it also tried to identify indicators, key issues which could be used to follow the long term development path of the Programmes.

Following the Terms of Reference, the Mission has reviewed progress made in the field of project strategy development and implementation, detected constraints that occurred so far and elaborated recommendations for the Next Annual Plans. As the Terms of Reference covered a very broad spectre of fields, for operational purposes a closer focus was needed and a number of key issues were identified at an early stage of the Mission.

As the mission spent only 2 weeks as a team in Tanzania the review obtained the character of a "Rapid Review". Covering all 11 districts in the two regions would have been very much desirable, but proved to be physically impossible, much to the regret of the mission members themselves. After briefing and orientation meetings in Dar es Salaam, meetings were held with the Regional authorities and Regional and District Programme Management Teams. In Shinyanga 3 out of the 6 districts were visited, in Morogoro 2 out of 4 districts. In all districts a number of fieldvisits were conducted, involving discussions with usergroups, water committee members, fundis and small contractors. Upon completion of the District visits, concluding discussions were held with the Consultant. Debriefing meetings were held in which the Missions preliminary observations and early conclusions were presented at a plenary session with Regional team and the Consultant in Shinyanga and with the Regional management team in Morogoro. Concluding discussions were also held with the Monitoring Consultant of the RNE, Mr. Maarten Schroder who was appointed as a resource person by the RNE. Finally the Mission conducted a wrap up meeting at the RNE during which relevant Embassy staff were present, as well as representatives of the Ministry of Water, Energy and Minerals. The contents of these discussions have as much as possible been incorporated in this report, in an attempt to reach consensus on both the observations and recommendations. Suffice it to say that the opinions presented here are those of the mission.

The report is structured as follows. In chapter 2 the main findings of the Review Mission are being presented. Many of the data presented here are derived from the Consultant Status reports which were presented to the mission upon arrival in the region. It comments on achievements, and compares planned activities with those which actually took place. As the period of review was de facto limited to six months, the factual basis of the Review was rather limited. In fact some implementors did argue that the Mission was premature. The chapter also highlights the main issues confronting the Programmes, as perceived by the Mission.

Chapter 3, Programme Assessment, is of an analytical and concluding nature, thus providing the basis for the future developments, as anticipated by the mission, and for more detailed recommendations. These recommendations are worked out in conceptual terms in Chapter 4 "Tapping the potential of Usergroup-Fundi partnership and District Administrative Capabilities". Finally in chapter 5 the longer and shorter term recommendations are being presented, including suggestions for the Terms of Reference for next years annual review mission.

2 REVIEW FINDINGS

"Bad Planning on your part, does not necessarily constitute an automatic emergency on my part"

(Slogan at RPLO office Morogoro Region)

2.1 Progress of activities

2.1.1. Introduction

The first six month period (January - July 1994) clearly represents for the DWSP a starting-up phase. The planned activities were mainly focused on:

- 1) preparation and training of the District and Regional implementors for their new tasks through training
- 2) dissemination of general information on the Programme to the rural population: awareness raising and demand stimulation
- 3) design and implementation of the Step-by-Step procedure

In general terms, the training activities have been realized according plans. In certain Districts in both Regions some delays occurred due to disbursement problems caused by poor planning and dissatisfaction among the financial controllers with the accounts of the previous period. Also the information campaigns were executed largely according plans. The implementation of the Step-by-step procedure however, has gone slower than expected and far less physical realizations have been achieved than planned.

Areas defined in the Plan of Operations, which have received limited attention so far include:

- private sector development
- hygiene education and sanitation
- environmental aspects
- technology choice

2.1.2 DWSP Shinyanga

Estimations of the expected output per District for the whole Program span and the 1993-1994 period can be found in Annex 5. For the 1993-1994 period it was expected that a

total of 205 shallow wells would be rehabilitated and 323 newly constructed. The rehabilitation of seven piped schemes was also foreseen. In addition, it was estimated that 110 traditional wells would be improved and 19 rain water harvesting systems constructed. In the area of sanitation and hygiene education, 161 VIP latrines and 118 washing slabs would be constructed.

No less than 895 villages were covered during the dissemination campaign. Of these villages 398 (45%) registered as being interested in joining the Programme (see Annex 5). In Mashua District all villages registered under the influence of certain politicians. A total of 98 villages elected Village Water and Sanitation Committees and 100 opened a Water Account.

No outputs exist yet in terms of construction and/or rehabilitation and it seems impossible that the mentioned targets will be reached this year. This can be partially explained by a delayed start of activities due to the late approval of the Plan of Operations. It seems however, that the step-by-step procedure takes up more time than foreseen. In addition, the implementation capacity of the Water Department, initially limited, has been further reduced due to retrenchment of personnel, while the private sector has not yet been involved.

Training of District staff, technicians and beneficiaries has been the major focus. Activities implemented by the Districts include:

- (a) Dissemination of Programme Information
- (b) Training of Trainers
- (c) Training of Trainers for Village Teams (Animators)
- (d) Election and Training of VWSCS
- (e) Training of Trainers on Financial Management
- (f) Computer Training (Project Managers & secretary)
- (g) Training of Water Field Assistants
- (h) Workshop on Community Development & Sanitation
- (i) Regional Donors Conference
- (j) Project Manager Officers have been improved

The following activities have taken place the Regional level:

- (a) Course on WP 5.1
- (b) Purchase of office equipment including a computer
- (c) The Regional staff have assisted Kahama District in training
- (d) The Regional staff have assisted in preparing training documents

Some planned activities were postponed due to delays in disbursement of funds to the Districts in november- december 1993 and june-july 1994.

Progress has also been made in terms of developing planning capacities and establishing monitoring and reporting systems.

2.1.3 DWSP Morogoro

Training occupied most of time during the January/June 1994 period. A total of 32 courses were organized, which is 46% of the foreseen number of courses for 1994 (Quarterly Report no.3, April-June 1993).

Activities during january-march 1994 included (Quarterly Report January-March 1994):

- workshop on monitoring and evaluation
- workshop on work order procedure
- training of trainers: step by step procedure
- workshop on community mobilization
- training of surveyor assistants

Compared to the Shinyanga Programme the Morogoro Programme concentrated its implementation activities on smaller number of communities. In Morogoro Rural District there are two pilot projects: Mlali/Kipera/Melela and Kambala plus nine other projects (3 piped schemes and 6 shallow wells). For Kilosa District, there are two pilot projects: Twatwatwa and Ruaha as well as nine other projects (3 piped schemes and 6 shallow wells). Kilombero District are currently implementing the Mkamba/Kidatu project as well as twelve other projects (4 piped schemes and 8 shallow wells). Ulanga District is on the Isongo and Chigandugandu projects as well as five other projects (4 piped schemes and 1 shallow well). All the projects have passed through step 1 and 2 (community awareness and investigation). Most of them have reached step 3, which means that surveying can start and design will follow.

The estimated physical outputs for 1993-1994 are:

- 270 new standposts (new piped schemes)
- 424 rehabilitation (existing piped schemes)
- 234 new stand posts (expansion of existing piped schemes)
- 576 new shallow wells
- 158 rehabilitated shallow wells (See Annex 5.)

Like in Shinyanga, these targets will not be reached for mostly the same reasons.

Construction activities at Mongwe intake of Mlali/Kipera Melela scheme started around February, but were discontinued in the second quarter due to heavy rains. A New borehole has been constructed in Rudewa Gongoni (Kilosa District). Two new shallow wells were constructed in Kivukoni (Ulanga District). A preliminary design of the Mkamba/Kidatu scheme has been completed. Surveys are completed in the villages of Mlali/Kipera/Melela, Twatwatwa, Kambala, Rudewa Gongoni, Isongo, Makanga, Ruaha, Chigandugandu, Ichonde/Kiberege/Mkasa. The designs are yet to be adjusted.

A checklist questionnaire based on collected baseline data for impact monitoring and evaluation has been developed. The process of selecting the adequate and relevant parameters for impact monitoring and evaluation is under way. Once the initiated projects are complete, allowing time for impact to show, the same baseline data will be collected so as to determine impact of the activity in the community.

Some efforts have been made to collect and eventually develop job descriptions for the various implementors at District level. A manpower survey has been carried out at the regional level. Analysis of this survey is being prepared.

2.1.4 Future perspectives

The Mission concludes that the Programme in both Regions is not yet well established. Planning and reporting by the Districts still give many problems and have not yet become routine. Physical outputs have not only been much lower than expected, but more importantly, few implementors seem to believe that the Programme as it stands will make a significant impact. The Programme has not yet succeeded in stimulating significant demand from usergroups. An important factor here is that the Programme has not yet developed a clear agenda. It is not evident to the implementors nor to the users what they have to offer. The cornerstone of the Programme, the SbS implementation procedure as currently applied tends to consume a lot of time and lacks the full commitment of the implementors. Finally, the capacity of the Water Department to respond to an increasing work load is too low, while the private sector has not yet been involved. In the following sections these and other critical issues will be further discussed.

2.2 Critical issues

2.2.1. The Step-by-step procedure for implementation

2.2.1.1 Introduction

The 'step-by-step implementation procedure' (SbS) is the core of the actual DWSP. It details which activities have to be carried out and by whom, and it sets out the estimated time framework (Morogoro Quarterly Report January-March 1994). The basic assumption is that communities (usergroups; women and men) have to go through a number of clearly defined steps in order to establish an improved water supply system. Through the organization of users into water supply system managers, the goal is that the responsibility will be assumed locally for operating and maintaining the system in a sustainable manner.

In a number of steps, participatory techniques are utilized to facilitate:

communication among village animators, Programme facilitators, and community members;

the learning process; and

the active involvement of both women and men in all stages and decision making.

Project activities have so far focused on:

- a) dissemination of basic information on the Programme through seminars held for both political leaders and male and female community-representatives in Shinyanga, and for political leaders in Morogoro. In Shinyanga, for example, 389 out of the 859 communities registered as being interested in the Programme (July 1994 Status report).
- b) the preparation of all actors involved in the implementation or supervision of the step-by-step methodology [personnel from Regional and District Departments, facilitators and (volunteer) animators].
- c) in both Regions the Step-by-step programme has started in about 30 communities per District. In Shinyanga some communities have reached step 2. (investigation), while in Morogoro a few communities have already reached step 3. (survey and design) and 4. (construction). Most of the advanced usergroups have participated

in the Water programme before (piped water supplies which have to be rehabilitated.

Many Programme implementors were found to be sceptical about the SbS procedure. Since no community has yet completed the procedure, there are no proven results of the implementation procedure yet. On the basis of discussions at the District and Regional level and field observations the following problem areas were identified in the implementation of the step-by-step procedure:

- rigidity and slowness;
- constrained information flow;
- lack of clear criteria for assistance;
- operationally questionable definition of 'user group';
- lack of clear guidelines for the determination of the users contribution; and
- limited implementation capacity of the Water Department.

2.2.1.3 Rigidity and slowness

District personnel perceive the SbS as inflexible and slow; limiting the Programme's ability to respond to urgently felt needs of usergroups. Firstly, the perceived slowness is partially related to the large number of starting up activities associated with getting such a programme off the ground. Training of trainers (PRA, financial management by usergroups, hygiene education etc.) is a good example of such activities.

Another factor is the belief that the steps must be applied too rigidly, resulting in a lack of commitment to the approach itself. The step-by-step approach is used for supervision and monitoring by the Consultant. The two-monthly Action plans define the expected inputs (number of working days) of the various actors and consequently their allowances. Where less time may be needed for a certain step in individual villages, the consultant does not accept that the required work has been done. This may have implications for efficiency and general moral. Quality control of work may require other indicators than time spent. Implementors believe therefore that they have to strictly apply all the steps to avoid delays and receive allowances.

There are several other elements which foster a more rigid application of the step-by-step approach:

- the scale of the programme and its number of activities gives management problems and results in individual communities' (usergroup) needs and capacities not always being adequately responded to;

- a coordination problem exists in working with several Departments whose capacities are limited;
- In Annex 7. an illustration is given how the SbS is used as a tool for financial control in Morogoro.

The SbS functions now basically as a programme management tool.

2.2.1.4 information flow and lack of criteria for assistance

Information on the conditions of providing assistance is reaching the Districts in Shinyanga in bits and pieces. The uncertainties and lack of clarity in defining the users' contribution has especially been a handicap for those implementors working at community level. This is one of the reasons for the limited number of applications so far. Only recently the Consultant has elaborated a package for the shallow well and pump. A total contribution of 35 % of the total costs is requested from the users. This amounts the contribution of labor, local materials, and TSh. 50.0000 for the pump. The real value of the pump is TSh 250.000. Guidelines for other options have not yet been developed.

In Morogoro the Consultant has taken a more passive role in this respect. It is believed that the Districts (and/or Regional level) should take the initiative to set the criteria for assistance. As a result users are not yet expected to contribute to the investment costs of the pump. In case of piped water supply, cumbersome discussions evolve between users and personnel about the number of water points to be provided. The Mission encountered several similar disputes. In one case the users decided to boycott the formation of usergroup committees and were in the eyes of the Consultant 'delaying' the SbS procedure.

Although the Programme foresees a certain technology choice, the campaign (the brochure for example) and follow-up showed a bias towards the shallow well and pump, and piped supplies (see Annex 6.). The provision of a wider range of options, particularly at a lower service/price level, has not yet taken place.

2.2.1.5 the users contribution

Shinyanga District personnel are doubtful about usergroup's ability to contribute the requested amount. According to the July 1994 Status Report, the value of one goat is required for the investment in a shallow well and pump, with an additional two chickens for future operation and maintenance costs.

In Shinyanga, a limited number of usergroups (3) have committed themselves to the set conditions of the construction of a shallow well with pump. To date, no usergroup has sufficient money on their Water Account to make their expected contribution of 35% of the investment costs plus TSH 30.000 for future O&M costs. In Kahama District World Vision (NGO), is executing a similar programme (shallow wells and pumps) with similar conditions. Out of the 54 only one village has actually paid the required amount.

Although this may be partially explained by the fact that the last rainy season has been poor and most households are having financial problems at the moment, there is little insight within the Program about the ability and willingness to pay. The Shinyanga GIS study showed that offering a package of various options, including cheaper ones, is considered attractive and may improve Programme progress substantially. This could particularly meet the needs of poorer social strata and those women whose husbands are maybe able, but not willing to contribute more.

2.2.1.6 Usergroup concept

Although one of the fundamental elements of the approach, the usergroup definition has not been sufficiently operationalized. Some consider the whole community as a usergroup, while others apply a strict criteria of 250 users. The Programme has not shown much interest, nor much regard for existing traditional water usergroups. As the Shinyanga GIS study found, there are traditional forms of organizations. The example given in the GIS report describes an effectively organized unit of about 10 households (about 80 users), with a maintenance programme and fixed financial arrangements. Building upon these existing institutions could be an effective tool in taking advantage of local capacities and reaching long term sustainability.

2.2.1.7 Lack of implementation capacity

The current focus of the SbS activities has been in creating demand for services; village surveys (including PRA), discussing usergroup contributions, committee formation and opening of water accounts. Little has been developed on the supply side yet, however. There is strong need to assess the demand for water supply activities and elaborate a package of alternatives to meet that demand. This will be essential if the programme is to evolve into a truly demand driven operation, instead of trying to stimulate demand.

When the usergroups reach the surveying, design and construction step, delays will be unavoidable. This is because the District Water Departments will only be able to service a small proportion of requests (see Annex 8.). Such lag time may lead to frustration among usergroups and implementors. The private sector has not yet been involved, which could expedite implementation if and when a suitable package of options is developed.

2.2.1.8 Perspectives for a SbB approach

It is too early to come to final conclusions concerning the SbS. None of the Programme communities has taken all the steps yet. Shinyanga has not progressed beyond step 2, while in Morogoro step 4 is being implemented. There are indications however, that if the SbS is applied too rigidly and without sufficient accompanying measures (parallel activities), the procedure will not give the expected results in terms of increased sustainable access to water, improved communication between the users and the implementors, and optimum involvement of both men and women in decision making.

If utilized exclusively as a planning and monitoring tool, the SbS procedure may become a constraint for the future of the Programme. Experience thus far, has shown that the step-by-step approach does not automatically lead to a bottom-up decentralized decision making, nor to enhanced communication among usergroups and implementors. Especially in the case of point water source development an elaborate SbS procedure does not seem to be necessary in many cases.

Recommendations:

- the Programme should develop complementary strategies and activities parallel to the SbS: involvement of the private sector; development of O&M systems; hygiene education; studies to assess demand and local capacities etc.
- working more intimately in a smaller number of communities may lead to faster and more sustainable successes. Much can be learned from these initial 'pilot' activities.
- the SbS approach should not be used for detailed planning and budgeting. Using time invested as an indicator for work accomplished may lack appreciation in terms of achievements.
- SbS should not be applied rigidly. Timetables should be more flexible, matching the users' aspirations, capacities and capabilities. In general, the SbS approach should play a more important role in the development of piped water schemes than in point water sources.
- a complete information package ('signboard') must be prepared before mobilization starts. Open access to information is an essential element of the demand driven approach.

- more technology options must be made available, including upgrading of existing sources and less expensive alternatives.
- the operational nature of the 'usergroup' definition must be reassessed. Smaller groups must be allowed to participate, as long as other assistance criteria are fulfilled. Traditional water user groups must be taken more seriously.
- studies on the ability and willingness to pay are urgently needed. The data collection in step 2. ('investigation') provides insufficient information.

2.2.2 The role of the Consultant

2.2.2.1 Introduction

The DWSP operates without an externally agreed protocol, which can be widely disseminated towards the rural population. There is no clearly defined basket of technologies, with related technical and financial criteria, on offer in the Programme. Attracted by the offer of improved water supply, but uncertain of what to finally expect to get out of this exercise, communities enter into discussions through the SbS approach. Then the beneficiaries come to realize that additional financial contributions are required of them, in addition to the already agreed upon contribution of free labour.

On the bottom end, the simple and less expensive technologies proposed like the improvement of "traditional " wells are not acceptable. More significantly, sophisticated options on the upper end of the scale leading to "higher service levels" are rejected. For example, the willingness of beneficiaries to investment Tsh 7000/capita is being used to determine the financial acceptability of a piped schemes. This criteria is being applied by the Consultant after the discussion with the local people. In certain cases the Consultant negotiates directly with the users with or without the presence of the regular implementors.

Now the real relations become evident. The Consultant not only operates as a financial controller, as an adviser, as an implementor, but also as the authority. Today it is the Consultant that sets the criteria for assistance. It is this undefined, but central role of the Consultant that confuses the programme, creates unnecessary irritation among actors, even leading to lack of initiative and at times to "apathy". This is the major structural cause of low programme motivation and slow programme progress.

2.2.2.2 Contradictory roles or lack of clarity

Under the present project arrangements the DHV Consultant is de facto project holders on the basis of the plan of operations, which forms the basis for their contractual arrangements with the GoN. Being the holders, the Consultant combines several roles within the same organization. In the opinion of the mission, this is the source of many observed problems.

- a. Clearly the most prominent role the Consultant assumes in the eyes of the project implementors is that of the financial controller in the name of the GoN. Contractually, they have been charged to ensure that the financial regulations

applicable to the disbursement and accounting of the GoN grant funds are adhered to. The Consultant is the accountable organization.

- b. Equally important, but less prominent and less developed, is the role of the Consultant as advisors. Contractually, DHV is given the responsibility to provide the necessary consultancy services required by the programme, as and when required. The need for advisory services, its nature and realm of expertise was foreseen in the Plan of Operations. It is on the basis of this that a long term Consultant has been recruited and is now operational.
- c. Lastly the Consultant plays a role as authority in charge of policy development and control. Few people explicitly recognize this role, but implicitly feel has been assumed by the Consultant. As argued earlier, the PoP is the de facto basis for the technical and financial cooperation between the GoT and GoN in the programme. The document was widely acknowledged to be "imperfect", requiring adjustments and further development as experience was gained and as the different partners saw fit in order to achieve the targets of the programme. In addition, as a policy document, clarity and sufficient focus is lacking. It falls short of clearly defining the protocol (modalities for implementation), particularly with respect to the basket of technologies or service levels and related conditions. The present policy represents a de facto commitment of the programme to provide everybody with water, solely upon the conditions that free unskilled labour as a sign of willingness to participate is contributed. No criteria for beneficiary contributions have been determined for the different service levels offered by the programme. In practice such an open policy commitment hardly ever works and if so at very great costs indeed. Consequently the Consultant is assuming a unilateral role of authority. It is the Consultant that determines in reality the cut-off points using professional criteria. This leads to frustration among user-groups that are made to believe that the "sky is the limit". In conclusion the Consultant is thus assuming the role of policy controller, without clearly spelling out the Terms of the Policy.
- d. The Consultants sometimes also get involved in the direct implementation of activities without including the relevant Regional and District actors. This for example happens in negotiations on the design of piped schemes. As a result the regular implementors feel that responsibilities are taken away from them.

The Consultants in both Regions have a somewhat different interpretation of their position. In Shinyanga they tend to assume more responsibilities themselves, while in Morogoro the Districts are expected to take the lead. In simple words, in Shinyanga the Advisors believe: we are the boss, because we control the money, while in Morogoro the Advisors believe: they are the boss, but we control the money.

Time and again and without exception the mission was confronted with complaints about the Consultant: their role is not clear. It is important to spell out here that complaints of a personal nature, played a minor role in the discussions.

This confusion about the role of the Consultant in many instances leads to irritation between the Consultants and the local authorities at the regional and the district levels. They expressed complaints concerned work planning, budget approval procedures, technical design criteria were tabled. It is the mission's opinion that an effective climate of professional communication, so essential for a productive client-adviser relationship, is seriously affected by this unfortunate combination of responsibilities; delegated to one consultant under the present project management arrangements.

As the mission concludes that this unfortunate combination of roles and responsibilities is at the root of the "consultant problem", it is within this light that the mission's recommendations and suggestions ought to be considered. The leading principle here, is to reestablish and reinforce professional interaction/communication between the relevant actors, ie, Consultants, local authorities and financial controllers, by clarifying their respective roles and limits to those responsibilities.

2.2.2.5 On the dilemma of the negotiating position

An awkward situation arises as the relevant District and Regional level authorities for legitimate reasons, tend to refrain from making decisions and refuse to commit themselves to a clear cut policy or protocol, agreed upon by both the GoT and GoN. The Consultant therefore, willingly or unwillingly remains in a position of much authority.

In order to circumvent this structural deadlock, the mission proposes for the relevant government partners a two pronged approach. It will recommend that regional and district authorities, with or without the assistance of the advisers, develop a protocol. This will include defining the basket of technical alternatives offered and implementation criteria, thus involving a key role for the private sector in construction. The protocol will then require sanctioning by the relevant regional and district councils. The definition of responsibilities and line of authority established in the protocol, will then permit the delegation of different roles presently held by the Consultant, i.e. that of authority, financial controller and that of adviser.

Recommendations

- Reduce the overall influence of the Consultant as a single actor, by redistributing its roles. In the case of Shinyanga Rural District programme can take up responsibilities in the field of financial controls. In Morogoro, an independent local

accounting firm under GoN auditing regulations could be considered as a financial controller. Lessons could be learnt from HESAWA.

- The Consultant to develop "counterpart"relationships where possible with the regional levels.
- Reduce the number of consultants permanently employed by the Consultant. Increase the advisory expertise in e.g. health, socio-economics and informal sector support and business development. Increase the recruitment and employment of local advisers.
- Greatly improve the present communication within the programme, by
 - regular minuted plenary programme meetings, rather than rely on bilateral meetings of the Consultant with individual districts and regions separately.
 - the introduction of a newsletter.

2.2.3 The district focus

2.2.3.1 Introduction

The new DWSP supports the decentralized 'district focus' approach, which promotes bottom-up planning and gives greater responsibilities to the District level. Planning and budgeting of activities (bi-monthly or quarterly action-plans) are the responsibility of the District level. Each District has a Programme Management Team (PMT), consisting of a coordinator from the Prime Minister's Office (PMO) and the heads of the Water, Community Development and Health Departments. The PMT falls under the authority of the District Executive Director (DED), who chairs the District Development Council. The Regional level and the Consultant are assumed to play primarily a supportive role to the District Focus approach and not to be engaged directly in implementation.

Given the recent policy ('Retrenchment') of reducing the civil servant numbers, the GoT institutional capacity is limited and will be decreased. In order to enhance the existing human resources capacity in the Districts, various courses were organized (finance and programme administration; computer skills; monitoring etc.).

2.2.3.2 different criteria for assistance

With the reintroduction of decentralization in 1982, the Districts were charged with the responsibility to coordinate, plan and implement development programmes and projects within their administrative areas. Currently many externally funded programmes take advantage by channelling financial resources through the existing District structures.

Unfortunately, there lacks a mutually agreed coherent policy towards assistance for improved water supply.

- there are various donor-funded Programmes active in Morogoro and Shinyanga Regions, which improve water systems under different conditions. Donor-coordination is still limited in these regions. Recently in both Regions a donor-coordination meeting was held for the first time.
- the GoT at the Central level makes limited funds available to the Districts to implement their own activities. As a result, a small number of water supply improvements are annually financed by the District Council. To date this assistance still continues to be provided on a 'free water for all' basis. Usergroups's 'participation' consists of the contribution of unskilled labour only. The recurrent

costs (electricity bills and diesel for piped supplies) are (largely) paid for by the District. This approach is not only in conflict with the spirit of the new National Water Policy and the Draft Sector Review, but also with the DWSP's inclination to encourage users to share investment costs and assume full responsibility for O&M and its costs.

This contradictory policy context creates confusion between community and District level actors and whether water should be 'free' or not. This of course constitutes a constraint for the cost sharing strategy promoted by the DWSP. Nevertheless, the lack of clear DWSP criteria for assistance, not making cost sharing explicit, lead some to believe 'free water for all' is still possible. The Review Mission believes, that this might contribute to many DWSP implementors not being fully committed to the programme approach.

2.2.3.3 planning, budgeting and reporting

District Department personnel have a heavy workload in terms of planning, budgeting and reporting activities. They carry these responsibilities not only for the DWSP, but also for GoT and other donor-funded programmes. District personnel expressed their dissatisfaction with the fact that reporting formats are never compatible and that duplication of these activities is time consuming. Donor-coordination could ease this unnecessary burden.

For the last three decades, Tanzania has had Five Year Development Plans in which annual budgets are defined. In 1992, a new planning/budgeting system was introduced in the form of a Rolling Plan and Forward Budgeting (RPFb). This is a three year plan in which financial allocations to the Districts are based on a continually updated budget, as details of implementation and cost implications become more detailed. Proposed activities are assessed at the District level with respect to compatibility with sectoral and macro-economic policies.

The annual Planning cycle for Central Government runs from July to June. Guidelines for the preparation of specific annual plans/budgets are prepared jointly by the Planning Commission and Treasury. The guidelines are issued around December each year. Annual budgets are initiated in the Districts around October/November for funds which will arrive in the District as a grant from Central Government. The District must wait six months after producing their plans, before they are approved by the National Assembly.

Donor funds generally follow the January/December Calendar. The annual plans for the DWSP, for example, have to be ready by October to be forwarded to the Donor for approval. Although some difference exists between the Districts in both Regions, it can be concluded that DWSP planning and budgeting has not adequately taken into account or

integrated into the District administrative and financial mechanisms. Delays in allocation of funds occur regularly and leads to postponement of planned activities. This is a source for much dissatisfaction on both the Programme implementors' and the Consultants' side.

The two- or three-monthly planning/budgeting exercises (action-plans) are the responsibility of the Programme coordinators in the Districts. They must harmonize inputs from various Departments. District personnel believe that the Consultant's guidelines are not always detailed enough and that the Consultants are not consequent/consistent in their decisions. The problem of the Consultant wearing too many hats comes out clearly in the planning exercise and disputes concerning the disbursement of funds.

2.2.3.4 Motivation and Incentives

Although some differences exist, the Review Mission felt that the general level of motivation and commitment in the Districts visited towards the DWSP was rather low. There seem to be various reasons:

- lack of belief in the SbS implementation procedure. (see section on SbS). They have not yet seen any evidence that the approach 'works', since no usergroup has completed the procedure
- the vagueness of the Programme in terms of what it can offer (criteria for assistance and basket of technologies on offer) causes problems in the dialogue with users
- there is a dissatisfaction with both the current role of the Consultant and the Regional level. Rights and responsibilities of different actors are left vague, with the Consultants exerting their authority in an ad hoc fashion in the perception of the District actors.
- The DWSP is not providing any incentives to civil servants other than field allowances. In addition the allowances are lower than those of the government, because DWSP does not provide the 20% 'contingencies'. Heads of Departments receive a field allowance for 2 days per month for supervision and monitoring; this was considered as not enough.
- although supported by national policies, most District level actors do not (yet) seem to be ready to actively involve or promote the private sector. An element of competition seems to play a role

2.2.3.5 The role of the Regional level

The Shinyanga and Morogoro Regional levels play a minor role in the current Programme. This is to the dissatisfaction of the Regional Development Directors (RDD) and Department heads. The DWSP Regional Programme Management Teams have no clearly defined roles; with respect to the Programme and with the Districts. The Regional contribution as the Districts perceive it, is providing technical expertise and equipment for the rehabilitation or construction of the more complex water systems (piped supplies and boreholes).

In both Regions, the professional dialogue between the Regional level and the Consultant is poorly developed. There lacks any sign of open counterpart-relationships. In fact, Consultants tend to bypass the Regional actors and deal directly with the Districts. Advising of Districts takes place by the Consultant from the Regional level, but not necessarily through the Regional level.

The Regional actors received training and are to various degrees well informed. They receive an average of 2 days allowance per month to make field visits. The purpose of these visits seems to be supervision and familiarization with the DWSP activities. Regional Programme Management Team meetings are supposed to take place on a regular basis. This is in practice not the case. In Shinyanga, for example, only two meetings took place since the start of the Programme, because: "Why have meetings, if nothing is going on?"

In conclusion, the Regional level is taking a marginal position within the Programme.

Recommendations:

- Institutional concerns with regard to decentralized, bottom-up planning should be given much greater attention in the Programme.
- the roles of the District actors and the private sector should be clearly defined in order to prevent feelings of competition. Instead of the private sector doing what the District is not able to do because of lack of personnel, they should get different tasks.
- The Regional level should be charged with greater responsibilities in terms for example, policy making (the protocol), monitoring and technical support, donor-coordination.

- Greater responsibility should be given to District through the development guidelines (protocol) for implementation.
- Programme planning and budgeting should be to the extent possible harmonized with the District planning cycle.
- heads of Departments and relevant Advisors should work towards establishing counterpart-like relationships, so as to reduce the physical and psychological boundaries between them.

2.2.4 Private Sector Involvement

2.2.4.1 Introduction

According to the PO, the involvement of the private sector in the implementation of rural water projects is necessary to increase capacity in order to achieve the objectives. The present implementation capacity of the districts is clearly too low to meet the expected demand for the construction of water supply water points (see e.g. Annex 8).

The low implementation capacity of the districts has been compounded further by the Nationally on-going retrenchment exercise. It is therefore necessary that a strategy is developed to more fully involve the private sector. Roles of the private sector and the departments have to be clearly defined. The Districts ought to remain in advisory roles to villagers and control the quality of work undertaken.

Little progress has been made so far in these areas. The basic attitude of the Programme has been first of all to fully utilize the districts capacity for construction and rehabilitation. Where districts fail local fundis and private sector firms can then help. Typically recently retrenched or retired staff are then looked upon for assistance, rather than business oriented organisations. The reality is that under the forecasted intensities of construction, District teams can only handle 30% or less of the required works. Neither the Consultant nor the Regional and District administrative levels have taken much initiative to break this deadlock to allow private sector participation in construction. In Shinyanga region, only the identification of possible contractors has been made and their selection is yet to come. In Morogoro region, some Districts have decided to contract out survey work of piped schemes to the private sector. Possible contractors have been selected, who would undertake various responsibilities in the water supply industry. These activities however, are not yet part of any overall strategy.

2.2.4.2 Potential role of the private sector

Areas of intervention for the involvement of the private sector include the following:

- Surveys for shallow wells and piped schemes.
- Construction of shallow wells using local artisans (fundis), and piped scheme components including intakes water retention structures, pipelines etc.
- Spares production and supply.
- Manufacturing of simple equipment for rural water supply projects.
- Operation and maintenance.

a) Surveys for Shallow Wells and Piped Schemes

The Shinyanga and Morogoro RWSP have been in existence for more than 20 years. Many people have undergone training in the fields of surveying. There may be a significant capacity in the Regions to undertake the activities when given the necessary tools, facilities and software.

b) Construction of water points

A good number of people have also been trained in the field of well construction: sinking of rings and drilling of wells. Such activities could be done at village level. With the higher technology options such as piped schemes, contractors specialized in the appropriate field could be engaged. Each individual district can assess appropriate involvement of the private sector on a case by case basis. For high technology options, more specialized national contractors could be sought within a normal bidding process.

2.2.4.3 Strengthening of the Private Sector

The capacity of the private sector to construct water systems is currently limited due to a lack of capital to undertake such activities. There seems to be, however, a good potential. The sector should be strengthened in particular at the community level, where most of the activities will be undertaken. Areas of assistance from the programme area could include:

- assessment of surveying and construction skills available and provision of additional training as needed.
- training in the fields of management and business.
- provision of financial support (loans, leases etc.) for the procurement of working tools and equipment. These include survey sets for shallow wells, ring mould, hand drilling equipment, and other related tools.

Questions have been raised, whether there are legal constraints for the private sector to assist the GoT in implementing its public water supply investment programme. The Mission, however, has concluded that this does not seem the case.

Recommendations:

- A strategy be elaborated for the further development and involvement of the private sector with clearly defined roles with respect to the Departments.

- The Government of Tanzania (the Ministry of Water, Energy and Minerals) should, if necessary, amend the prevailing acts to pave the way for a more effective contribution of the private sector in water supply.

2.2.5 Technology Choice

2.2.5.1 Introduction

The technology chosen should give the water users the highest service level they are willing to pay for and that they are able to sustain. Technologies offering higher service levels place higher resource demands on the beneficiary community. Demanded resources include financial (capital and recurrent costs), physical (water and energy) and organizational (manpower and institutional) inputs. In addition, for the water scheme to serve the intended purpose of providing water to the users, the scheme should be functioning i.e. be reliable, accessible and deliver water in quantity and quality to comply with the expected service level.

2.2.5.2 Shinyanga Region

The analysis of existing water schemes in Shinyanga region has indicated that most of the pumped schemes (about 65%) are not functioning due to lack of spare parts, inadequate fuel supply to the pumping unit, or high operation and maintenance costs combined with poor organizational resources.

Shallow wells which use human energy to supply water have a lower reliability risk. However the breakdown of the hand pump may result in cutting off the water supply. Which force the users to resort to the traditional water sources. Analysis of the handpump technology indicates that the most critical component is the source rather than the handpump in the provision of minimum service level.

According the Program regulations of the RWSP in Shinyanga, a water user group in order to qualify for a well construction, (conditionally) is expected to contribute 35% of the capitalized costs of labour, local materials and capital amounting to T. shs. 275,000/= (including Tshs. 50,000 for pump)

Estimated Costs for a shallow well with pump:

External Support Activities	T.shs.	185,200/=
Well Construction		305,460/=
Pump complete		250,000/=
Water Account for O & M including a tool set		<u>55,000/=</u>
		795,660/=

At the moment of the Review Mission it was not yet clear to which extent potential usergroups are able and willing to contribute such an amount. These details were not yet

available during the initial dissemination of programme information. The absence of socio-economic studies on the affordability of various technologies, has created a situation of uncertainty and is likely to slow the development of new water supplies.

In order to achieve a faster and more sustained coverage, priority should be given to low-cost technologies such as improved traditional water sources, shallow wells with or without hand pumps, wherever appropriate. A shift could also be considered from highly subsidizing the pump unit to subsidizing the development of the water point. Currently the users contribute only 20 per cent of the real costs of a hand pump.

A bigger portion of the source investment should be contributed by the Programme. However, water users will equip the well with hand pump when themselves wish to do so. Such an approach will ensure utilization, reliability, accessibility and optimum operational overheads plus adaptation to user group capacities and allow for upgrading. The technology will guarantee quick impact of the set goals. In addition, development of other technological options should continue to be adopted wherever appropriate with the highest consideration of self sustainability, depending with the service level need at the user group level.

The user group should be given the opportunity to make an informed decision which technology they want to opt for. In this regard the Programme should prepare the cost estimates of the available technologies so as to assist the water users to make precise judgement on the selection. At the present moment these estimates have not been developed.

Additional technologies to be considered could be:

- roof catchment
- medium depth wells
- gravity pipe schemes
- pumped piped schemes
- spring protection
- shallow wells with river infiltration galleries
- solar/wind powered water schemes
- sub surface dams

2.2.5.3 Morogoro Region

As stated in the Plan of Operations the technology choice should no longer be limited to shallow wells and piped schemes alone. The choice of each option for particular user group will to a large extent depend on the affordability of the operation and maintenance

aspects. In Morogoro Region cost sharing criteria and expected recurrent costs have not yet been elaborated for any of the technologies. The users are basically left with the previous technologies of shallow wells with pumps and piped schemes, and are supposed to contribute free labour for construction and the recurrent costs.

The Advisors have developed some cost modules for shallow wells, and for some piped scheme components including pipelines, domestic water points and storage tanks using the Ministry of Water, Energy and Minerals standard design drawings. However available the cost modules have not yet been made available to the technical Departments in the Region. It is the view of the Mission that the modules should be expanded to cover the other remaining technologies as presented in the Plan of Operations and also discuss the modules with the Districts and Regions in the development of the cost implications for each technology. The modules should include the costs of O&M and depreciation for the various technologies. In addition criteria for sharing of investment costs should be developed. The cost comparisons for each technology should detail the contributions for each party involved in the programme for construction, operation and maintenance phases of the project cycle. The actors in the programme include the village water users; Departments, GoT and GoN.

In Morogoro region, the prevailing practice has been that user groups are requested to contribute labour cost in terms of digging wells, well drilling, trench excavations for pipelaying and collection of materials for construction works. In contrast to Shinyanga where the contribution is asked for investment costs. In Morogoro the ability to contribute is probably underestimated. In Ruaha (Kilosa), for example, a number of users showed their eagerness toward their habilitation and expansion of the piped scheme by giving a substantial amount of money for the procurement of construction materials viz. cement and assisted in the construction of water intake and storage tank.

Apparently in Morogoro region much of the underground water sources are badly affected by high iron and manganese content, while surface water sources are characterized by bacterial contamination. The construction of treatment plants, however, is expensive and difficult to manage at village level. Since surface water sources are available in most parts of the Region, their usage should be considered accordingly. Where possible small scale treatment plants should be developed or treatment units at the user level. Most of villagers refrain from boiling the water due to the high fuel wood requirement at household level. The Mission feels that the issue is very sensitive and needs high consideration. It may be useful to reinforce the Regional office of Maji with adequate laboratory equipments to assist in water quality surveillance and monitoring.

The Mission believes that offering a wide spectrum of technology options with clear estimates for the investment and recurrent costs, can greatly enhance users' decision making and is a condition for effective community management.

Currently the DWSP provides a heavy subsidy for the pump (80%), while the users, at least in Shinyanga, are expected to contribute a considerable amount of the source development costs. The Mission believes that the subsidy on the pump should be reduced, in order to increase the feeling of ownership. The construction of improved water sources could be more subsidized, in order to give more people access to improved water supply.

Recommendations:

- develop and offer a wider range of technologies, particularly more simple and cheaper ones
- determine design criteria and expected user contributions for piped water supplies
- shift from subsidizing the instalment of water pumps towards subsidizing the development of the water source. This in order, to increase easy access to improved water supply and to leave the possibility of upgrading to the decision of the users.

2.2.6 Operation and Maintenance

2.2.6.1 The national policy context

The development of proper operation and maintenance systems is a condition for sustainable water supply improvement. In the course of the operations of the previous programmes most of the water supply systems got out of order due to various issues including:

- Top down approaches in the implementation of water projects which did not involve the beneficiaries
- Complex technologies
- Inadequate government funds
- Lack of spare parts

The Government of Tanzania has been addressing the above issues with the ultimate goal of ensuring sustainable water projects. The recommendations are clearly expressed in the Water Policy including: emphasis on the involvement of the community in the operation and maintenance and basing user contributions according to the technological options. Presently a new promising approach has been recommended which includes the use of the private sector whenever possible for the supply and distribution of spare parts and their manufacture.

Sensitization of the community to assume the role of operation and maintenance of their own water supply system has been on-going since 1987. Through campaigns the users were stimulated to get involved in the planning and construction of water projects. This was assumed to create a sense of ownership. To enhance community involvement, villages have formed Village Water and Sanitation Committees, which includes both male and female members, and established water funds at village level. The participation of both men and women is expected to greatly facilitate better operation and maintenance of the water systems. The DWSP is promoting this approach.

2.2.6.2 DWSP's approach

In both Programme areas communities (usergroups) are expected to take full responsibility for the recurrent costs of the operation and maintenance of the improved water supply systems. The establishment of Village Water Funds by some of the villages has been encouraging, indicating their commitment. The present DWSP approach involves T. shs. 30,000/= being paid to the Village Water Bank Account as an indicator of ability to ensure O&M.

The problem, however, is that the first actual repairs on hand pumps usually only occur some three years after the installation of the pump. Information on the availability of spare parts, technical advice and services, and estimated costs, should be part of the information package offered under the DWSP.

Because of the complex organizational problems of pumped piped schemes, the DWSP Programme has stressed the construction of shallow wells with hand pumps as an appropriate technology which is relatively easier to manage by the users. The technology has, however, not met the expectations due to frequent breakdown of the hand pumps in some areas or the well going dry due to prolonged drought. Therefore it is vital to consider the development of traditional water sources, which ensures reliable water supply at minimal cost. The users should be given a large 'basket' of technological options to choose from in order to weigh the financial and managerial consequences. Where pumped schemes are found feasible, possibility of using renewable energy sources should be considered such as wind generated electricity, solar and biogas.

2.2.6.3 Spare Parts and Materials Supply

Accessibility of spare parts in close proximity to the water users will facilitate maintenance and hence water supply reliability. Spare parts for the pump in use in Shinyanga (SWN 80/81) are still being procured from abroad. This poses a great danger to future sustainability after withdrawal of the donor. However, there are positive plans of opening up private shops at every District, which will sell spares to water users. The shops have not yet been identified.

Already one workshop in Matanda area in Shinyanga township is assembling the pumpstand/head from materials imported from abroad. Plans are underway in getting the raw materials within Tanzania for the production of the units. Possible areas are the Aluminum Africa which have already sold steel sheets for the footplate. It is important that the factory expands its operation in production of spare parts using the available materials from Tanzania. This will ensure prompt maintenance. Though the SWN 80/81 pumps have proved durable, the local production of spares for the easily worn parts should be ensured. If this is not possible in the near future, the option of using other types of pumps should be considered. They might include TANIRA (DSM), INTER-TECH (DSM), TWSSC (MOROGORO) who are presently manufacturing hand pumps.

In Morogoro region, the HANJA pump factory is assembling the SWN pump and also makes repair of pumps. Spares production for the various pump components is in place. Plans are at an advanced stage to establish stores (private shops) for selling of the spares to the water users at district headquarters.

Easy access to spare parts and technical expertise are a condition for usergroups to assume responsibility for the operation and maintenance of their water supplies. It is therefore essential, that such perspective can be offered to the public. Such information should be available when the 'basket' of technologies is presented, since this is an important element in the users' decision making concerning a) asking assistance in improving their water supply situation and b) their specific choice of technology.

- The development of O&M systems, including distribution of spares, trained fundi etc, should be an independent component within DWSP, separate from SbS and investment activities.

2.2.7 Gender related issues

2.2.7.1 Gender strategy

In both Regions, the Consultant has a female Advisor who is responsible for community development and gender issues. The PO's are reasonably gender sensitive, but as with other components no concrete strategy is yet proposed. Therefore, Gender Impact Studies (GIS) were foreseen.

The Women and Development Sector Specialist Expert of the Royal Netherlands Embassy took the initiative to contract local consultants to carry out studies during the second half of 1993. In addition to the general gender issues, the reports provide very relevant background information on the context in which DWSP operates. Two workshops¹ were held in Shinyanga and Maswa, based on collected GIS results, in order to enhance gender participation in programme implementation. The output of these workshops are to be included as a 'Supplementary Report' to the PO after approval by the Regional Steering Committee. The strategy, activities and indicators for monitoring women's involvement in the Programme are now defined and are meant to become an integral part of the SbS. In Morogoro the report was approved of during the Missions visit.

2.2.7.2 Women as programme agents

According to the July 1994 DWSP Shinyanga Status Report, the participation of women in the implementation of the DWSP is increasing from the top to the bottom. Of the 56 regional and district government officers only 3 are women (5%). At the ward level almost 30% of the facilitators are women. Following the guidelines of the DWSP, half of the at village-level elected animators (volunteers) are women and half of the members of the Village Water and Sanitation (VWSC) Committees are women. The fact that women are well represented in the VWSC does not necessarily lead to women having an equal say in decision making. Men's general control of household finances is one of the major constraints for women having influence over decisions concerning water supply improvement.

2.2.7.3 Water user groups

A substantially reduced effort spent on water collection is an objective of both Programmes. It must be kept in mind that settlements/homesteads may be largely

¹ Participants included the District Management Teams, representatives from the DHV team, members of the Regional Management Team and researchers.

dispersed. This creates difficulties with the programme's approach to user's groups: minimum of 250 users. Where population density is low and dispersed the possibility of the programme reaching its objective of providing access to water within 400 meters is low. This will also have implications for time gains accrued in fetching water. Additionally, the existence of traditional water user groups and their organizational structures is very relevant for the Programme. Unfortunately these local institutional assets were not further focused upon in the above mentioned workshops. As time gains to be obtained from the new water supplies will be in many cases limited, it may be more realistic to delete this as a medium-term objective and focus on other more operationally feasible goals.

2.2.7.4 Technology Choice and economic use of water

Improved water supply may provide other important social and economic benefits for women. However, water for economic activities (horticulture, livestock etc.) is not included in the project-design, since the overall objective is the provision of water for domestic use. In the Program area both the demand for domestic use and for cattle is high. Requests for water for livestock are usually expressed by men, while women are more concerned about domestic water supply and water for small horticultural activities.

The Programme has rightly given priority to domestic water supply. In the village reality, however, this distinction is not always that clear. Water points are frequently used for both economic and domestic purposes. In Morogoro some piped schemes are also used for watering livestock, although the capacity of the system does not allow for this. This issue should be more explicitly taken into account during the SbS procedure (see also paragraph on environmental issues).

Women's groups in the S. Programme have the opportunity on the other hand to request limited assistance. The Districts can request funds from the programme for these activities in their Action Plans. The support to women's groups is not included as a particular step in the SbS approach.

The Shinyanga GIS study provides information on technology preference. Less expensive options, in addition to the shallow well and pump were very much appreciated by certain categories of women. These include improvements to traditional water supplies and rainwater harvesting. There was a frequent preference expressed by women for improving existing sources.

In these cases however, it cannot be automatically assumed that time gains will accrue to women through closer access to water. Greater ease in drawing water and its cleanliness are also perceived as important benefits. More effort is required of the programme in order to better satisfy these demands. Researching existing traditional water management techniques may be useful in this respect.

2.2.7.5 Impact monitoring

Since the Programme is still in an early stage, no systematic information is available on the impact of the Program on the position of both men and women. Baseline data, however, are starting to be collected through the standard village surveys, which are a part of Step 2.

The foreseen impact monitoring systems will provide information on the (perceived) benefits for both men and women. The Review Mission discussed in detail the possible indicators for impact monitoring with the Shinyanga Advisors.

Recommendations:

- instead of collecting impact data in a large number of villages, it seems more useful and cost-effective to conduct regular impact assessments in a small number of representative communities. Also in-depth studies on issues such as preferred service levels by women and men; willingness and ability to pay of men and women; perceived benefits by men and women; gender-relations and water management traditions among various ethnic groups; the functioning of existing water user groups; economic and domestic use of water demands.
- subsidizing the development of water sources instead of water pumps is likely to give more women (including the poor) access to improved water supply.
- widening the range of technology choice, including low-cost options, and improvement of traditional water sources may be positive for the same reasons
- The definition and establishment of 'water user groups' must be reassessed with respect to existing social institutions and desired service levels.

2.2.8 Hygiene education and sanitation

The incidence of water born and water related diseases is high in both Regions. Recent relevant data were however not available. In Shinyanga there exists a water quantity (limited number of sources and periodic 'drought') as well as a water quality problem. In Morogoro, however, access to water is generally easier and there is mainly a water quality problem.

In the current Programme hygiene education and sanitation activities are given a rather low priority. In Shinyanga a workshop was held to develop a strategy for intervention.

Activities will be implemented by personnel from the Health Department and village health workers, and will be for the most part integrated in the Step-by-step procedure. During several steps they are asked to organize a separate activity or to participate in a team effort (the PRA for example). Since the inputs of the Community Development and Water Departments are much larger and more directly linked to the provision of water, the Regional and District Health Departments tend to play a marginal role. It seems that none of the Advisors has special expertise or interest in this area.

In Shinyanga hygiene education and sanitation activities have so far included training of health assistants and training of primary school teachers has recently begun. In Morogoro health workers have been trained, but it is not clear what their actual contribution has been in the SbS activities. The Regional Health Department was not able to provide us with much insight in this respect.

In several Districts, an overlap exists between DWSP activities and other projects (World Vision, Unicef, Ahead). Health Department personnel is thus doing similar work for different projects. This leads to lack of transparency and sometimes conflicting interests.

The PO suggests the involvement of local 'fundi' in the production and distribution of molds for concrete latrines slabs. It is not sure, however, that this could be a marketable activity. The experience of Unicef in Shinyanga has shown that it is not. Health Assistants are present in all wards, who are equipped with a mold to fabricate slabs.

DWSP attempts to promote VIP latrines through demonstration models built at schools. Given the relatively high costs of these latrines it is doubtful whether this will lead to a diffusion of the activity.

Awareness of the value of safe water and improved hygiene behaviour are important for the success of the DWSP for the following suppositions:

- a) will enhance the demand for improved water supply. This is probably especially relevant for the Morogoro Region, where access to water is generally not a problem,
- b) will have an effect on the willingness to maintain improved water supply systems, and
- c) will only have a positive impact on health conditions through the improvement of water supplies, if the water is effectively used and people develop proper hygiene behaviour.

The Mission therefore has the following recommendations:

- there is a need to develop a more independent hygiene education and sanitation component within the DWSP in order to make the activities of higher quality, more coherent and increase the motivation of the Health implementors.
- the hygiene education and sanitation activities of different projects should be coordinated in order to avoid overlap, overloading of Health Department personnel and promote transparency in terms of allowances related to specific activities.
- a study should be done on the potential for involvement of private individuals (fundi) in the production and distribution of latrine-slabs. If it is profitable, slab-making could be included in the training of well builders.
- the current hygiene education messages should be critically assessed. The promotion of boiling water in a context of fuel scarcity makes little sense and can even negatively impact upon women and the environment.
- increased expertise in hygiene education and sanitation is required on the side of the Consultant in their role as advisors.

2.2.9 Environmental Issues

Although environmental issues are an important element of the PO, they have received very little attention. The major argument used by the Consultant is that an Environmental Profile study is expected to be conducted in the Programme areas with Dutch development cooperation financing. It seems that no initiatives have yet been taken to establish a relationship with the Natural Environmental Resources and Agriculture and Livestock Department. The DWSP remains extremely isolated in this respect.

In both Regions, moderate to locally severe environmental problems exist in terms of deforestation and soil degradation. Overgrazing is an important factor. In Morogoro, the Consultant's environmental concerns however, were related to agricultural and industrial pollution (Fulwe intake) and the drying up of water sources. The intake of water from rivers for piped schemes was especially a concern. Intake structures at Kipera are physically threatened by erosion aggravated by increased cultivation in the upstream catchments. The awareness of the natural resource context and potential environmental implications for Programme activities was found to be varied among both advisors and implementors. However, instruments to translate concerns into action were found absent.

To limited extent environment is addressed in issues such as use of spill water at well sites and keeping the sites clean. Also in health education some relevant topics are touched upon. Communities will also be encouraged to plant trees in order to maintain Natural Water Sources.

Lack of familiarity with the local natural resource base is exemplified by the programme's promotion of boiling water through the hygiene education component (July 1994 Status). In certain areas dung and crop residues are used for cooking, which may well indicate a serious firewood shortage. More importantly, the reliability of a limited number of water systems are today put in question as they are now seen to be drying up. Adequate knowledge of the existing water resource base is fundamental to these activities.

Provision of water for livestock is another example. The Dutch financed District Rural Development Programme in Maswa expressed its interest in collaboration in such activities. The Water Department seemed to be in favour of providing water for livestock without looking at the impact on existing grazing patterns and number of cattle. If however, the programme does decide to provide water for livestock in grazing areas (ie. water pans, boreholes etc.), this should only be done after an Environmental Impact Assessment has been carried out.

Monitoring of water sources has taken place in the past with Dutch support. According the July 1994 Shinyanga Status report it is envisaged that water availability data for the Region and the conservation of these resources will be incorporated in the Environmental Profile.

The extent to which Environmental Profile information in general is directly applicable for water programme implementation purposes is often limited and will require further effort on the part of the programme.

Recommendations:

- start, support and modify where needed the water source monitoring activities (quantity & quality, including groundwater levels) in programme areas.
- include a representative of the Ministry of Natural Resources and Environment in monitoring field visits that precede the regional steering committee meetings, so as to feed the national policy making level with first hand information.
- establish relationships with other Regional and District level agencies: Department of Natural Resources and Environment, Department of Agriculture and Livestock, and Department of Industry and Trade.
- an environmental impact assessment must precede any establishment of livestock watering systems in arid and semi-arid areas.
- greater effort should be taken to involve beneficiaries in the protection of their water catchments and distribution points.

2.2.10 Reporting and Monitoring

2.2.10.1 Reporting

Both Programmes have elaborate Reporting and Monitoring systems. Although reports are often of good quality and some score well in terms of gender sensitiveness, they are often not very concise and therefore time consuming for both the producers and the readers. The to the Annual Review mission provided status reports are a positive exception in this respect.

The Shingyanga DWSP reporting system consists of:

- a) monthly progress reports: by facilitators, field staff, heads of departments and the District and Regional Management teams
- b) quarterly progress reports: by District and Regional Steering Committees and the Consultant
- c) annual progress reports: District and Regional Steering Committee

Morogoro has a similar system.

Those responsible in the Districts and Regions for monthly and quarterly reporting find the DWSP reporting quite a burden, not only because they have to deliver so many reports, but also because they have to produce them for various other programmes as well. Every project has its own format of reporting. Several Programme implementors expressed preference for joint report writing, instead of the Consultant and the implementors reporting separately. Regional Teammembers said to prefer that Districts send their reports through them instead of directly to the Consultants' Office.

The reporting on the DWSP leaves behind a somewhat sterile impression. Problems are seldom addressed. Most reports probably do not enhance communication or invite discussions. All reports are basically part of the control system.

It is suggested:

- to look into the possibility of producing joint reports of Consultant and implementors, because this could be more efficient and enhance collaboration, reaching of consensus and trust
- Districts to send their reports to the Regional level with a copy to the Consultants Office, in order to reinforce the role of the Regional level.

- more creative ways of exchanging information could be introduced. A newsletter, for example, could provide a platform to real 'life-stories' of usergroups, animators etc., including their successes and problems. This could contribute to more transparency and to a more open climate of discussion and learning.

2.2.10.2 Monitoring

There are two kind of monitoring systems:

a) monitoring of implementation

On a monthly base: signed work orders, staff reports, staff meetings, field trips, step-by step overview sheets. All Programme actors at the regional, district, ward and community level are involved

b) monitoring of impact

The Advisors in both S. and M. are taking a leading role in developing these systems. Several workshops were held for District and Regional staff to work out details (e.g. indicators).

At the District level the motivation for systematically collecting data on progress in implementation appeared to be rather low and in some cases confusion existed about the use of the various formats. Programme implementors perceive monitoring generally as a control mechanism of the Advisers and not as a learning tool. Consequently the commitment is not very high, and the risk exist that provided data will not represent reality. The step-by-step procedure is used as an important monitoring instrument by the Consultant.

The impact monitoring system is still under development and is rather ambitious. Indicators are partially based on the UNDP/PROWESS system and Gender Impact Study results. Baseline data will be collected as part of the step-by-step routine. In addition, data will be collected in sample of these communities at yearly intervals. The implementation (collection, processing and analysis) of such a system will require a significant investment by both the Departments and the Programme.

The Review Mission gives the following suggestions:

- it should be prevented that monitoring of implementation is seen as a control mechanism only. Systems should be kept as small and simple as possible. Sufficient follow-up and support should be provided in the collection, processing

and analysis, and, very important, also the use of the data in order to create more understanding and interest.

- for the impact monitoring it would be more efficient and effective to limit the collection of data to a very limited number of communities per District. Especially health benefits, gender balance and socio-economic benefits are difficult to grasp and require in depth information.

(slogan at the RPLOs office in Morogoro.

3 PROGRAMME STRATEGY ASSESSMENT

3.1 Introduction

This chapter aims to analyze the DWSP strategy in achieving its objectives of increasing coverage with a factor of 50% in the coming 4 years, on a sustained basis. A brief discussion of the concept of demand and how it relates to basic need and sustainability precedes a discussion on the concept of demand driven as interpreted in DWSP. An assessment of present implementation practices and forecasts concludes this chapter.

The concept of a "demand driven" approach has in recent years taken a central role in development planning and slowly but surely also in implementation. The water sector is no exception to this. The major objective of the approach is to provide a **guarantee** for **sustainability** of the water supplies. Not only should a demand driven approach ensure that consumers choose the for them most appropriate technology, but also - and probably more important- this choice of technology and service level match their ability and willingness to operate and maintain their installations. A third characteristic in which the demand driven approach distinguishes itself from the "basic needs" approach is the acknowledgement that water has an economic value and thus comes at a **price**. In this respect the demand driven approach is more a commitment to these principles than a set of accepted procedures to follow. As yet it has not reached the status of a "cookbook or manual" and is not really expected to ever reach that stage. Experimentation and flexibility will remain key criteria, upon which to judge successful demand driven projects.

Sofar relatively little experience has been gained with the application of this approach. In Tanzania only very recently a start has been made.

3.2 Key determinants of Demand for Water

What then can be learnt? A recent article² on the demand for water in Rural areas identified three sets of characteristics that **jointly** influence a households demand and willingness to pay. These were:

- a. The socio-economic and demographic characteristics of the households e.g. education, incomes, assets, composition and size of the households;
- b. The characteristics of the existing "traditional" source versus that of the improved watersupply, including costs, quality and reliability;
- c. Households attitude toward government policy and their sense of entitlement to free water provided by government.

²The demand for rural water in rural areas: determinants and policy implications, The World Bank Research Observer, vol. 8, no. 1, pp.47-70.

The response of a household to an offer of a (new) improved watersupply is not and this should be stressed, due to any one set of determinants alone, but to the their **joint effect**. The demand for water is thus certainly not solely a function of income, neither of education!!! Some households with low incomes may well be willing to pay more for their improved watersupplies compared with higher income households, if the difference with the existing water supply is perceived to be substantial. In addition households in districts where governments have a made clear statement that free water is no longer to be expected, will show a higher response towards improved watersupplies than households in districts where the opposite policy is adopted.

3.3 Assessment of DWSP activities

Unfortunately, the PO's for Shinyanga and Morogoro do not provide such a thorough problem analysis of the demand in the regions, nor a coherent package of strategies which could provide a basis for planning. Indeed it is remarkable that for the design of such a substantial programme like DWSP, involving close to Dfl 50,- mio, so few socio-economic data have been collected let alone have been used in establishing the parameters for Programme design. The GIS studies give a positive contribution in this respect. In Morogoro DWSP had de facto adopted the attitude that all communities, independent of their "real demand" should have access to programme support, if only the criterium of free unskilled labour was forthcoming. This amounts to nothing less as an offer of virtual free water by the DWSP in Morogoro.

Nevertheless according the PO's the overall strategy is a bottom-up approach with a step-by-step implementation procedure. In the course of the latter for each usergroup the expected user contribution is then separately negotiated! In addition a number of supportive programme strategies are identified. The Morogoro Plan of Operations, for example, mentions annual District planning, strengthening of the role of the private sector, community participation and participation of women in particular, establishment of an O&M system, hygiene education and sanitation etc. None of these areas have been further elaborated. Only for gender issues such a strategy has recently been developed on the basis of Gender Impact Studies and workshops with Programme implementors in both Regions. The recommendations will be added to the respective PO's after having been approved by the Regional Programme Steering Committees.

The primary focus of both Programmes so far has been the preparation for and starting up of the Step-by-Step implementation procedure. The core problem is thought to be on the community or demand side: the users (men and women) have to be made aware and prepared for their responsibilities. Consequently, the supply side (the effective respond to the demand and the creation of an 'enabling environment' for community management

has received limited attention so far. Both Programmes basically have entered the Step-by-Step approach in selected communities and decided to meet the constraints while doing. This can be interpreted as a "demand driven management style", adopted by DWSPs consultants. Concrete examples are:

- a. The absence of a 'basket' of information concerning the technology options, their estimated costs in terms of investment and O&M, and the required users' contribution. In S. guidelines have been elaborated for only one option, the shallow well with pump. There is also not enough insight in the ability and willingness to pay.
- b. The lack of initiative in expanding the surveying and construction capacity within the Districts. The Water Departments themselves will be able to meet only a small proportion (maybe 30%) of the set targets (see Annexe 8), because of the lack of personnel and equipment. In both Shinyanga and Morogoro some reflection has taken place among Advisors and Departments how to go about involving and strengthening the capacity of the private sector. However strategy development, let alone decision making on a plan of action were in a stalemate.
- c. It seems that none of the Districts has a decentralised O&M system. In most cases communities are not informed how they will be able to get access to spare parts, technical assistance and what their price is.

As a result community members cannot take informed decisions concerning their joining the Programme, the for them most appropriate technology and what they can expect in terms of costs and maintenance problems. In the visited communities the Review Mission found a high level of **uncertainty** not only about these issues, but also about **when** they would finally get water. Men and women interviewed clearly felt to be in a dependant position instead of being in a negotiating position. As it stands, the Programmes are still essentially supply driven and not demand driven.

3.4 Conclusions

1. How then does the actual DWSP strategy adopted compare with the early lessons?
 - a. The DWSP operates in the Morogoro and Shinyanga Regions without having any clear information or an idea about the **socio economic environment** dimension of this environment. What is really worrying that the Programme staff, though continuously confronted with the question of willingness to pay, show very little inclination to investigate this further: "the programme is regarded to be an action programme in which studies have

little to no role to play". The mission is of the opinion that as a result of this attitude amongst even the Consultants, the advisory potential of the Consultant is being underused, let alone be addressed. Thus in the absence of this socio-economic information it is impossible to further the discussion on "pricing" water options.

- b. Within DWSP there is an extremely good knowledge of the physical resource availability in both regions. This is one of the positive effects of previous programme implementation. Maps showing areas of good potential for shallow groundwater, areas with poor potential etc. are available and are a major asset for the programme. However this information is not always kept up to date. The DWSPs insight in the **traditional management practices** of water resources however is limited. It has only gone a limited way in developing technology packages including estimated investment and recurrent cost figure and expected usercontributions to the investment. Villagers are thus unable to compare in their own real terms the difference between what they have now in terms of watersupply and what they could expect from the Programme. This is most likely suppressing demand rather than generating it.
- c. DWSP has not been able to swing local governments, to state their positions clearly i.e. that there will be no free water any more. In Shinyanga, DWSP has accepted the principle of a user contribution to the investment costs. However, District Councils still send out messages that there will be free pumps if wells are dug. In Morogoro, the Consultant did not want to force the issue of User contribution to the investment costs. This was partly because the Consultant, though acknowledging that the usercontributions can be used as an indicator for commitment, did not want to exclude any community from DWSP, for reasons of social equity. This lack of conviction on the issue of "no free water", within DWSP Consultants and among its implementors is best typified by a statement of one of the officers involved. In discussing the problems of the Step by Step approach, he remarked: "there is also the **normal** way of supplying water to people, ie, through the council", meaning straight free water.
- In the opinion of the mission, this erratic and ambivalent attitude is a major hindrance to responding to the real demand for water in the districts.

It is thus the opinion of the mission that the DWSP is still insufficiently demand driven. Whereas the Step by Step approach is likely to generate some effective demand, structural changes have to be made in the Programmes strategy in order to provide the Programme with the perspective it has given itself.

4 Tapping the potential of Community-Fundi partnership and District Administrative Capabilities

4.1 Introduction.

This chapter, following the assessment of the present projects strategy in Chapter 3, will attempt to sketch out a direction along which the Plan of Operations, through the subsequent Annual Plans could be further developed, so as to address the presently perceived constraints.

The mission feels that the proposed ideas are within the framework of the existing Plan of Operations and certainly within the spirit of increased cooperation between Usergroups and Local private enterprise, foreseen in the Plan of Operations.

On the one hand the goal is to increase the chances of achieving the set targets within the present programme duration. On the other hand and at least as important, the path proposed emphasizes elements in the Programme, that will enable the **controlled phasing out** of Technical Assistance. Finally the proposed establishment of a District Water Fund creates opportunities for continued financial support to the water sector in the regions. It is felt that if such an instrument, if developed and operated well during the course of this programme may in fact be a powerful instrument to attract external and internal financial support to the water sector in the regions.

The perspective suggested in this chapter is not one that can be implemented with immediate effect. For simpler and lower cost technologies such as Shallow Wells, Rain Water Harvesting and improvements to traditional waterpoints, the proposed further development can more rapidly be introduced. Typically for more complicated systems, from the design, construction and management point of view, such as Piped Schemes, the introduction will be slower.

When adopting the suggested proposal of increased subsidization of the source and a reduction of the subsidy on the pump, one could consider to put the pump with a low level of subsidy on the open market, thus stimulating the market for pumps and its spares. However such subsidies would then also benefit private individuals who not necessarily fall within the target group of the donor. Whether or not to support individual household supplies rather than just water user groups is a matter of policy decision of both GoN and GoT. The outcome of this decision will decide along which channels the pumps will be distributed in the regions.

4.2 Principles behind the further development of the Plan of Operations.

The following principles underlay the proposed further developments in the Plan of Operations

- a. They shall not manage at a higher level what can be managed at a lower level. This principle is operationalized through the emphasis on User group-Fundi partnership
- b. The creation of water markets is indispensable for long term sustainability of community water supplies.
- c. Programme developments at Regional and project levels shall fall within, the framework of the National Water Policy, but shall not be limited to that framework.
- d. Government is and remains responsible for achieving the targets set in its Water Policy. It does so using its Water Policy.

4.3 A sketch of a common perspective

The core of the proposed common perspective is visualised in the drawing below (fig 1.).

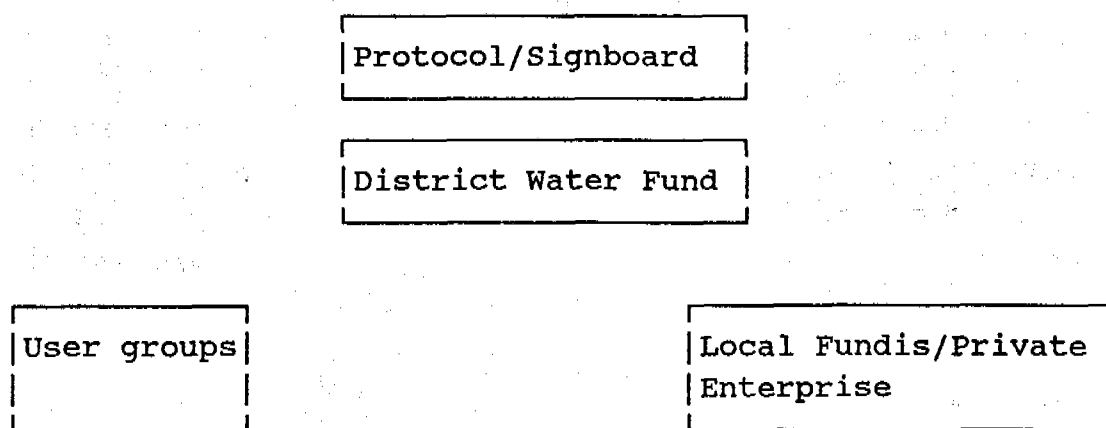


Fig. 1 The simplified implementation model

If criteria for assistance are clearly spelt out and laid down in the **Protocol** (signboard), users and the suppliers of goods and services in the regions can determine in principle the level of service and technology that they wish and can afford. If for the more simpler technologies users are encouraged to seek contact with the appropriate suppliers conclude these with preliminary contracts, it is anticipated that a rapid expansion of coverage can in principle be achieved.

Once agreed upon such User Group-Fundi draft contracts should be then eligible to subsidization, according to the rules of the "Protocol", from a District Water Fund. This fund is the proposed financial instrument to be used by Government, with in the case of DWSP financial support from the GoN. In the following paragraphs these concepts will be further elaborated.

4.4 Providing the framework for the water market: the establishment of a "protocol (signboard)".

In chapter 2 it has been argued that one of the main shortcomings of DWSP is its lack of "clarity". Consumers do not know prior to entering the Step by Step Approach, what they can expect from the programme and at what "price". DWSP has sofar been unable to develop a sufficiently attractive **basket of a wide range of technologies**. Furthermore it has, with the exception of the shallow wells in Shinyanga not formulated "**prices**", **ie. user-contributions for both investment and O&M purposes**. This information is indispensable for consumers, also those living in the rural areas of Morogoro and Shinyanga regions to pass a sensible judgment on whether or not to seek assistance from DWSP. Indeed there is an urgent need to formulate a short set of well articulated policies and guidelines, laid down in a "**protocol (signboard)**".

4.5 The signboard

The key elements in this protocol should be the various **technology packages** which are eligible for subsidization from the programme, as well as the degree, and methodologies/mechanisms of subsidization of these different technology packages. Such a "protocol (signboard)" shall be sufficiently detailed to serve as a basis for a large public information campaign, on the basis of which rural women and men can decide whether or not to seek assistance from the DWSP. That is what is meant with the statement "**The DWSP is in need of a Sign board**".

Other than a Signboard, DWSP is also in need of a clearer definition of roles, rights and responsibilities under the proposed set-up. The protocol should also establish at the district level, clearly what the roles and responsibilities are of the relevant actors, including those of the usergroups and those of the private sector/fundis. What use is it to have a salesman that does not know or is not mandated to tell the price, or who cannot tell its clients where the nearest licensed supplier or shop is established or for that respect cannot indicate the expected delivery time? In the public pamphlet that should be based on the protocol a clear description of rights and responsibilities of the Usergroups and the Fundis should be written down.

The **District Water Fund (DWF)**, to be established at the District level would be the main instruments of DWSP to stimulate and regulate the emerging watermarkets, through the disbursement of subsidy funds for approved Usergroup- Fundi contracts.

4.6 Roles rights and obligations

The roles, rights and responsibilities of various **District staff**, including their limitations, should be clearly spelled out in the protocol, including those of the Regional staff. These are likely to shift from extension, construction oriented tasks towards more administrative and quality control tasks.

The **status** of the Protocol should be that of the Policies and Guidelines, approved by the relevant local authorities such as councils.

4.7 Tapping the Potential of Usergroup-Fundi Partnership

Once the protocol has been formulated and communicated to the regions population, a very large proportion of the rural population will be able to make independent and sensible decisions on the adequacy of their present water supply situation. Usergroups, existing or newly formed, with or without extension staff support can start planning for the improvement of their water supplies, if they wish to do so.

The basic justification of stimulating usergroups and local fundis to cooperate in this process, is the fact that both the management of coordination of supply of services and goods is done at the lowest possible level, and at a speed which is convenient to both parties allowing for transparency and maximum participation in decision making by all directly involved.

There are two important assumptions that underlay the sketched scenario of decentralised planning and implementation by usergroups and fundis. The first deals with the ability of usergroup to make these assessments, the second with the willingness of Fundis to enter the "emergent watermarket"

The first assumption is that usergroups are able to make sensible judgements on their present state of water supply and consequently responsible decisions to improve these. While this assumption is generally well supported, the ability to digest Protocol information will differ widely between communities. So will the abilities of communities differ in their capacities to identify and deal with local fundis. It is in the fields of regular extension and assistance in negotiating that Community Development activities have an important role to play, when asked to do so by the local users: Community Development actors as advisers in a process where the expected outputs are clearly defined.

The second assumption deals with effectiveness. By opening up the programme to a much more flexible and self regulating management process, existing resources will provide many more people within the given programme with access to improved water than the present strategy is likely to achieve. However this comes at a cost. There will be a group, of as yet unknown numbers with "a low effective demand" that will not be able to meet the criteria for access to the programme. Avoiding "betting on the strong only" will have to be counteracted by a series of accompanying impact assessments. These will identify the characteristics of groups, that are not reached and the reasons why.

The third assumption is that the private sector will be tempted to enter the same emergent water market. It is widely believed that as a result of passed programme implementation, technical skills for simpler technologies are still widely available but underexploited in the regions. However elementary business skills such as organising logistics, finance and work planning, indispensable for even informal sector entrepreneurs have never been called for in the sector. Similarly many of the fundis are undercapitalised, lacking equipment and substantial transport facilities. To address these weaknesses it is proposed to have a substantial supplementary Private Sector Support programme included in the upcoming Annual Plans of both regions of the DWSP. The following two components in such a programme are considered to be indispensable:

- i. Training (business skills, technical skills upgrading and diversification, Protocol, etc.);
- ii. A lending programme to purchase relevant equipment.

4.8 The District Water Fund (DWF)

The prime purpose in the short term would be to subsidize usergroup-fundi contracts following the agreed upon and publicly known rates and conditions in the Protocol. As such the DWF can be seen as **the** instrument of DWSP to prime the emergent watermarket, as well as to regulate it so as to ensure that it serves GoT policy objectives of increasing the coverage in the regions. Contacts should be established with the HESAWA programme which is said to have been operating such a fund at the District level.

Excessive prices charged by Fundis and the private sector in the initial stages is not unthinkable. The Protocol adjusted regularly should provide means to prevent excessive pricing, by providing e.g. maximum per capita investment support guidelines.

Financing the fund in the short term is foreseen to be to a large extent dependent on external funding agents, in this case through the Netherlands Government. DWSP funds could initially be seen as a guarantee fund to finance the District Water Funds, subject to adherence to the agreed upon Protocol. Once established such DWF could also attract funds from other funding sources, like GoTs central government, local council funds, other

bilateral and multilateral agencies and NGOs. Looking even further forward such a fund, when well managed, could develop into a revolving loan fund for the improvement of watersupplies in the districts.

The quality of management of the proposed DWF is of critical importance for the success of the proposed approach. Failure to establish **confidence** amongst usergroups, fundi and private sector organisations as well as future funding agents, will jeopardize the viability of this approach. The management arrangements of the proposed DWF clearly is on the critical path.

A number of discussions were held between the mission and amongst the mission members on how to structure the management of such a fund. The management issues to be resolved are many, ranging from the composition of committee judging the subsidy applications, the mechanisms of the flow of funds to pay for the User Groups-Fundi contracts, to the question of whom should be signatories to the account of the DWF. These critical issues will have to be elaborated by the programme actors themselves. Asking advice from community members (men and women), fundis and representatives of private enterprise as well as donor representatives will be indispensable.

4.9 Final Comments

The mission is well aware that the proposed approach, of which the outlines have been described above, is **not** around the corner, nor really imminent. However given the impressions and ideas received during the mission, the mission members feel the proposed approach can lead to larger successes particularly in the case of low technology options, such as shallow wells, traditional source improvements, rain water harvesting etc. As these technologies are expected to be in demand by a very large proportion of the rural population in the regions, the mission feels confident that the approach should be further explored. In the case of more complicated systems as piped supplies, the direct usergroup-fundi contact and contracts have to be adjusted, though similar principles could be applied.

The mission is well aware that the suggestions offered leave many unanswered questions. The main ones being;

- how to manage and operate the District Water Fund?
- how to establish and approve a workable and clear Protocol, acceptable to all relevant actors concerned?
- how quickly will and can the private sector respond to the opportunities offered?

The recommendations that follow in the last chapter are meant to provide guidance towards resolving these issues both in the shorter and the longer term.

5 RECOMMENDATIONS

5.1 Introduction

One and half year after the start of the program some may feel it to be premature to already draw lessons from the DWSP and make suggestions for its further development. While sympathetic to the argument of learning by doing, the programme is scheduled to be terminated in February 1998, or in slightly more than three and half years from the time of writing. There thus is little time to lean back. The mission concludes that there is a lack of conviction amongst those implementing the current management model, with its concentration on the Step by Step approach, that DWSP will really take off, as anticipated in the coming years. Particularly in view of the passed history of waterprogrammes in the Regions, the mission feels a more positive perspective needs to be created amongst those implementing, those who are supposed to benefit from the program the Rural Population in the two regions as well as those supporting the programme in other capacities in Tanzania and elsewhere.

The mission wants to emphasize that the suggestions made, have largely originated from intensive discussions with programme implementors, at district, regional levels including those of the Consultants. It has discussed these recommendations privately, and during the regional debriefing meetings. The "feed back" it was given during these discussions have given the mission the confidence that the proposed further development of strategy, despite all its unresolved issues, can serve as a common perspective in order to achieve the set objectives of the DWSP.

The recommendations have been subdivided into two sections, shorter term recommendations and longer term recommendations.

5.2 Short term recommendations

Recommendations which would need attention in the short term are:

- a. The role of the consultant as financial controller, implementor, adviser and authority to be reconsidered. Establish improved working relationships between the regional implementing staff and its consultants, so as to reduce the physical and psychological boundaries between the two parties.
- b. Strategical plans should be developed for the involvement of the private sector, so that it participates effectively in the programme. A plan of action for a private sector/fundi support programme to be drafted by the DWSP management involving training and support on the should
- c. All parties to apply the Step by Step approach more flexibly, particularly where it concerns point source development, such as wells and improved

traditional watersources. The Step by Step approach should become an instrument of communication and building of capacities and confidence among usergroups instead of being a tool for planning inputs and outputs and as such being an instrument for control. Timetables should be more flexible and match the users' aspirations and capabilities. This way the establishment of sustainable water systems is likely to be accelerated and more effective.

- d. In order to instill good managerial aspects in piped supplies the step by step approach serves an important purpose if not applied as a rigid procedure.
- e. Various technology options should be developed with the cost implications, varying from low to high cost. DWSP needs a signboard.
- f. The programme should put emphasis on physical implementation so as to build renewed trust among the high expectant water users as well as to increase job satisfaction amongst implementors. In that respect the mission endorses the approach adopted in Morogoro which concentrates its activities in a smaller number of villages, and encourages Shinyanga to follow suit.
- g. The present programmes allowance structure for local staff to be reconsidered in view of prevailing GoT regulations and ongoing externally financed programmes in the Regions.
- h. Advisers to carry out short term studies in Ability and Willingness to Pay (eg. vendor studies), business viability, etc. as an input to the correct formulation of the Protocol.
- i. Develop in coordinated manner a more independent Hygiene Education and Sanitation component, parallel to the present Step by Step approach. This to be complimented by providing improved access to advisory services in this field, eg. through local consultants.
- j. Include a representative of the Ministry of Natural Resources and Environment in the monitoring fieldvisits that precede the national steering committee meetings, so as to feed national policy making with first hand information. Establish contacts and working relationships at the regional and local level with organisations working in the field of environmental protection and other relevant organisations.

5.3 Recommendations

Recommendations that require attention on the medium term i.e . within one year:

- a. A protocol to be developed and agreed upon, defining criteria for assistance and roles.
- b. Consider the establishment of a District Water Fund and explore possibilities of operationalizing such a fund.

Issues to be addressed for Annual Review mission 1995

According to the Plan of Operations, Annual Review mission are scheduled to take place every year prior to the start of the planning exercise for the next year. This section, following the completed mission of 1994, intends to give a number of suggestions to address during the 1995 review mission.

The duration of the present mission has been too short. Next years mission ought to spend a minimum of 3 weeks in Tanzania. The timing of the mission ought to be put forward towards the beginning of July.

It is suggested that prior the next year review mission, the two Programmes conduct a "Self Evaluation" workshop, the proceedings of which to be presented in addition to the regular status report. The status report could even be discussed at this workshop. Such a self evaluation workshop, should focus "perceived" achievements, problems and suggestions for improvements.

This years mission has largely relied on discussions and meetings with officials and programme implementors. Contacts with local communities have been limited, as slow progress in DWSP gave no immediate reason to do so. Similarly contacts with local funds and private enterprise have been haphazard and insufficiently structured. Next years Review mission ought in both regions to conduct such meetings in addition to the regular staff meetings with Programme implementors and local Authorities.

This years mission has only visited 5 Districts for not more than one day each. Districts not visited, felt neglected and next years mission ought to visit all Districts.

Issues to be addressed during the next years mission shall include:

- Physical Outputs of the programme.
- Managements relationships with a particular focus on the Consultant-Regional and District teams relationships.
- Protocol formulation and approval procedures
- Private Sector support programme
- Basket of Technology options including User Contributions
- Increased independence of the Health Programme
- Increased independence of the O&M Programme
- Socio economic studies
- Linkages with Environmental organisations

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ANNUAL REVIEW

TERMS OF REFERENCE

I Background**A Introduction**

During the last 20 years the Netherlands Government has supported a domestic water supply and sanitation programme in Morogoro- and Shinyanga Region. The long term objective of the programme has been to improve the living conditions of the communities by providing access to adequate (sufficient and safe) water supply close to homesteads in a sustainable way.

The programme has undergone a number of sweeping changes during its existence. Over the years the focus of the programme has shifted from target orientations to sustainability orientations with an emphasis on community participation. Furthermore sanitation and health improvement have been included in the objectives of the programme.

In March 1993 a new 5-year phase of the District Domestic Water Supply Programmes (DWSP) of Morogoro and Shinyanga Region started off with an Inception Phase that lasted until October 1993. Both Programmes aim at the provision of clean and safe domestic water supply and sanitation to an additional 500.000 persons in parallel with the raising of locally based capacities for operation, maintenance, development and procurement in both the public and private sectors at all levels. Special attention is being paid to the Human Resources and Institution Development aspects, and the further strengthening of the Community Development and Women in Development activities, aided by structured training programmes. To optimise the activities under the programme related to Gender Impact issues a Gender Impact Study was executed in both Shinyanga and Morogoro Region by a team of local researchers.

B The following reference documents are available:

- Evaluation of the Rural Water and Sanitation Programmes Shinyanga and Morogoro regions (april 1991)
- Final report (July 1988 - February 1993) of the Rural water and Sanitation Programmes Morogoro and Shinyanga Regions
- Plan of operations of Morogoro and Shinyanga Region (October 1993)
- Inception Report of Morogoro and Shinyanga Region (October 1993)
- Various Monitoring Visit Reports by Mr. M. Schröder
- 1994 Workplans of Morogoro and Shinyanga Region
- Gender Impact Study of Morogoro and Shinyanga Region
- Report GIS Workshop in Morogoro and Shinyanga Region

II Development Strategy

As a new strategy the development is rural domestic water supply services focused, facilitated by District based programmes, managed by the respective District Governments and assisted by Regional as well as National Government. The development which is supported by Netherlands financial and technical assistance as a temporary facility, is

parallel oriented towards capacity building at all levels including the private sector, and build-up and maintenance of infrastructure.

At community level the programmes materialize in a defined step-by-step project procedure at the initiative of the user groups. The respective DWSP in each District are implemented by the District Government, monitored, coordinated and assisted by the Regional Government and the Central Government respectively. The external consultant is responsible for the disbursement and monitoring of the external financial investments, while it advises, monitors and assists with respect to the capacity improvement.

All District programmes primarily aim at a) raising the number of persons served by Improved Water Points (IWP's) and sanitary facilities to a set level with a view to improved environmental health and alleviation of the burden of domestic water transport and simultaneously b) improvement of the capacities for programme implementation and operation and maintenance at all levels within both the public and private sectors, for sustenance and replaceability purposes.

By the present development strategy a complete transition had to take place from a top-down initiated and managed strategy to a bottom-up initiated and planned facilitating approach.

III Programme Management Set-up

The Plan of Operations for the separate Morogoro Region and Shinyanga Region Programmes document the specific fundamental management set-up for the process oriented programme planning and implementation. It implies the introduction and establishment of a cyclic planning-monitoring-review management routine at operational levels. Similarly, at policy level the procedure of external monitoring, review and approval of annual plans needs to be introduced. Both introductions can only take place gradually.

The latter establishment of the external monitoring and review procedure is a shared responsibility between the policy and operational levels, which will have to prepare and agree on its modalities.

The main common features of future programmes implementation management are:

- a) District government programme implementation planning and management based on monitoring and assistance of project implementations managed by user groups;
- b) User group project implementation and operation and maintenance planning and management, guided by a set step-by-step project implementation procedure, involving the private sector and facilitated by District government;
- c) Regional government coordination, monitoring and support of District government responsibilities (a);
- d) National government coordination, monitoring and support of Regional government responsibilities (b);
- e) External Technical Assistance/Consultant responsibility of 1) disbursement of external funds, 2) value for money monitoring and auditing, 3) capacity support at all levels and coordination of international procurement and 4) reporting to the GON;

- f) Striking the balance in the simultaneous development orientation of 1) progressive increase of numbers of persons having access to IWP's and sanitary facilities, and 2) improved established capacity at all levels, culminating in self-reliant continuation of domestic water supply and sanitation development and operation and maintenance after the present programmes cease;
- g) The agreed general framework of programme objectives, conditionalities and modalities of implementation have been documented in the Plan of Operations for each region. The details of programme implementation are established annually, on a 3-year rolling planning basis;
- h) As a matter of external monitoring annual endorsement of updated 3-year rolling plans by the policy levels takes place in the month September of each year. These plans are appraised by the same advisory team on the basis of field reviews and management information produced as integrated part of programme implementation;
- i) The transition into the future orientation and two-track decentralized approach of programme implementation, in the course of the Inception Period of March - August 1993 primarily. To bridge the critical period of programme start-ups and transition until the first review additional quarterly external monitoring missions (January/February and June 1994) by GON and GOT policy level have been executed.

IV Scope and Objectives of the Annual Review Missions

In general terms the Annual Reviews serve the purpose of supervision of technical and financial programme implementations, with reference to the Plans of Operations and the Annual Plans in execution, by the Tanzanian and Netherlands policy levels. The conclusions and recommendations of these Annual Reviews have to be taken into account by the Districts in the process of planning and budgeting for the following year.

The first Annual Review as part of the external monitoring is scheduled for July/August 1994. Although it cannot be expected that by that time fully adequate management information will already be available, the Mission will review progress made in the field of the project strategy development and implementation, detect constraints that occurred so far and elaborate recommendations for the next Annual Plans.

Furthermore the Mission shall give recommendations on and monitoring indicators for the implementation of the technical remarks and proposals made by IRC and DST/TA in their Review of Planops and Inception Reports.

Terms of Reference of the Review Mission:

Institutional development

- review the balance in the dual orientation of the programmes towards capacity and infrastructure build-up and maintenance;
- review the programme implementation approach with respect to organization and management structure, procedures, responsibilities and actors at the different levels;
- review the communication between the varied parties/sectors/levels involved in the programmes;
- review the addressing of constraining and facilitating factors as integral part of the programme implementation;

- review the set-up of a management information system;
- review the project approach to improve the involvement of the private sector and the capacity building of this sector;
- review the cooperation and coordination with the district rural development programmes in Shinyanga region;
- review the inventory of training needs and the internal and external training capacities, and the development of a training strategy;
- review the project approach to O&M for handpumps, latrines and other village facilities including supply of spares, capacity building and monitoring;
- review the project approach to institutional questions on the different levels (standpost, village, district, regional and national) in relation to piped supply systems.

Physical implementation

- review the design criteria as base for the construction of handpump- and standpost-supplies in relation to user satisfaction and governmental and user capability to pay for O&M;
- review the availability of unit-cost-calculations as base for planning and contracting out.

Physical output

- review the progress on the physical implementation of the water and sanitation facilities;
- review the output capacity by the water departments taking into account the time needed for non-productive activities such as training and coordination, and the turnover of personnel;
- assess the prospects of the programme for achieving the implementation targets;
- assess the capacity of the water departments to carry out preparative surveys;
- review the use of alternative technologies including improvement of traditional waterpoints, means of watertransport and local sanitation habits;
- review the local production and distribution of spare parts;
- review the planning of new or improved waterpoints as related to the targets mentioned in the formulation document;
- review the implementation capacity of the private sector.

Community development

- assess the practicality and flexibility of the step-by-step approach;
- review the dissemination of programme information and the approach to the mobilization of the community;
- assess the financing systems, including capability and willingness to pay of user groups for O&M costs of piped supply schemes and handpump wells;
- review the presence, capability and interest of the private sector in programme implementation at user group level, training and support in the districts;
- review the training programme for the private sector and the community;
- assess the choice of indicators for monitoring the programmes on their suitability to measure behavioural change;
- review the capacity and willingness of user groups to contribute to the costs of an improved water point.

Health and sanitation education

- review the new programme in the fields of latrine construction, environmental sanitation and hygiene education as to objectives, indicators for monitoring,

approach, planning for implementation, input in manpower, technical assistance (local and expat.) and finance, and expected output.

Gender

- review the involvement, participation and representation of women in the programme;
- assess the benefits of the programmes for women and children;
- assess the operationalization of the GIS;
- assess the gender specificity of the reporting;
- review the selection mechanism for male and female extensionworkers in the villages.

Environment

- review the project approach towards environmental aspects including awareness-raising and capacity-building in relation to measures as protection of watercatchments and waterworks, village hygiene, landuse-planning/waterresources-availability;
- review the collection and interpretation of wateravailability-data (waterlevels, safe yield) in relation to climate and landuse.

Disbursement

- review the financial investments and disbursement of donor funds by the internal consultant.

V Methodology of the Annual Reviews

The mode of operation of the Annual Reviews is based on direct collection of information by observation, interviews and study of available information at the different operational levels in respect of to be specified items and indicators. These Reviews which are planned to be carried out by the same consultant in order to guarantee continuity, cover a period of approximately 21 days depending on travel conditions in Shinyanga and Morogoro Region each.

VI Organisation of the Review Mission

The mission is scheduled to take place in the period of 16 until 31 July 1994 and has a duration of two weeks, one week for each Region. It will be a mission consisting of 2 Dutch and 2 Tanzanian members. The mission will use Mr. M. Schröder as a resource person.

In view of the subjects to be evaluated the mission requires the following expertise:

- Domestic water supply and sanitation
- Human resources and institutional development
- Programme organization
- Community participation and management
- Health and sanitation education
- Gender

VII Reporting

Based on a first draft report the Mission will discuss the conclusions and recommendations with the relevant local authorities and the Netherlands Embassy in Dar es Salaam. Furthermore the Mission has to present this draft report of findings to the Ministry of Foreign Affairs in The Hague. Within a period of 10 days after the presentation of this draft report the Mission will submit a Final Report, in which the comments of the Embassy and the local authorities have been included, to the Ministry of Foreign Affairs.

VIII Scenario

- Drafting of the ToR in consultation with DST/TA, the Netherlands Embassy, DHV and the Tanzanian counterparts;
- Selection and contracting of a consultant;
- Supply of the monitoring visit reports of Mr M. Schröder by the Netherlands Embassy;
- Mission and discussion on the findings of the mission on the basis of a draft review report in Tanzania;
- Finalisation of the review report;
- Approval of the report by the Ministry of Foreign Affairs.

List of persons met during the Annual Review mission DWSP Tanzania July 1994.**DGIS the Hague**

1. Jennes de Mol, Desk Officer Tanzania
2. Teun van Dijk, Project Officer

RNE Dar es Salaam

3. Sjef Ijzermans, Head Development Cooperation, RNE Dar es Salaam
4. Mary J. Rusimbi, Assistant Project Officer WID/Gender, RNE
5. Thomas van der Heijden, Health Adviser, RNE
6. Marije te Riele, Advisor WID/Gender, RNE
7. Maarten Schroder, Monitoring Consultant to the RNE Dar es Salaam

Maji Dar es Salaam

8. Donatus M. Tshengoma, Head of Construction MWEM
9. C.N. Sayi, Head of Design, Construction and Material Testing, MWEM.

RPM meeting Shinyanga

10. S.A.H. Msumi, Regional Community Development Officer, Shinyanga
11. P.P. Shapa, Ag. Regional Water Engineer, Shinyanga
12. Mrs. Joyce Mahall, Health Dept (P.A.)
13. C.G. Gunje, PA. Regional Water Department, Shinyanga
14. R. M. Diwamba, PA. Community Development Department
15. R. Ole Sayimi, Regional Programme Manager

DHV Consultants

16. Tom van Miert, Water Supply Engineer, DHV consultants
17. Arik Hassink, Administrator, DHV Consultants
18. Ingrid van Sonsbeek, Training Advisor, DHV Consultants
19. Pauline Riak, CD/WID/Health advisor, DHV Consultants
20. Ronald Floor, Team Leader DHV Consultants
21. Erik Korsten, Institutional Development Advisor, DHV Consultants

Kahama Meeting

22. E.N. Tondi, DED
 23. J.K.N.. Mulazi, DPM
 24. R. Diwamba, Community Development Programme Assistant
 25. H. Mkuwele, District Water Engineer
 26. J. Mazwa, Programme Assistant
 27. S.L. Simuli, Community Development Officer
 28. G.S. Kiyabi, Programme Assistant
 29. D.G.M.Kijuu, District Health Officer
 30. M.S.Mchina, Programme Assistant
 31. Andrew Willy Kishiwa, Kahama District Council Chairman
 32. Mr. Kushaka, District Natural Resource Officer World Vision Kahama
 33. Inyami Sengasenga, Project manager Kahama Child Survival for Development Project
- 10 other participants, attendants list lost

Mwalugudu Village

34. Vincent Mayengo Hungwi, VEO
35. Mary Bukwimba Education Coordinator
36. Sylvester J. Mahega, Health Assistant

37. Joseph Mabui Samke, Village party Secretary

Maswa DPMT meeting

- 38. C.G. Gunje P.A. Region Shinyanga
- 39. R.J. James District Health Officer, Maswa
- 40. K.G. Godiami, P.A. Health Department
- 41. James R.J. DHO
- 42. R.S. Chambillo DWE Maswa, Acting DPM

Village visit Igunya

- 43. Deogratias N. Sylvester, VEO village Executive Officer
- 44. K. Katende, P.A. Community Development
- 45. Elias Lukonge, WEO
- 46. Edisha Nkwaju, Katibu Maji
- 47. Letisia Chatahani, Mwenyekoti Maji
- 48.

Bariadi District

- 49. N.E. Mkongola, DED
- 50. A.B. Dongwe, DPLO
- 51. L.J. Bipa, DPM
- 52. G.J. Maralle, P.A. Water
- 53. Mustapha H. Mabrouck, P.A. CD
- 54. S. Kubega, P.A. Health
- 55. Edward Kayingi, Surveyor, DWE

Debriefing Shinyanga

- 56. Ole Sayini, RPM
- 57. P.P. Acting RWE
- 58. R.S. Chambulito, DWE Maswa
- 59. R.M. Dwamba, P.A. CD
- 60. J.R. Sibunga, Acting RDD
- 61. M.A.N. Jilumbi, Ag RPLO

Regional Programme Management Team Meeting

- 62. E. Mazalla, Regional Development Director
- 63. S.T. Sijaona, Regional Planning Officer
- 64. J.D. Masanja, Regional Community Development Officer
- 65. O.T. Mloka, Ag. RWE
- 66. K.J.B. Bhiri, Water Engineer
- 67. A.A. Kakai Mchomvu, Health Officer

Consultants DHV Morogoro

- 68. F.S.H. van der Laak, Team leader
- 69. Michel Lenshuis, Administrator
- 70. Martin Holms, Water Engineer
- 71. G.P. Lijoinga, Training Consultant
- 72. Mary Kirimbai, Community Development and Women in Development Consultant
- 73. Lars Wilhemsson, HID consultant

Kilosa District Team meeting

- 74. S.A. Dede, DWP-District Coordinator
- 75. Esther E. Chissunga, Community Development Officer Morogoro
- 76. N. Mhame, Ag. DCDO, Kilosa
- 77. L.S. Msensemya, Health Officer, Kilosa
- 78. Alphonse A. Mayugana, Asst/DWE

Ruhaha Village Water Committee Meeting

79. C. Poneja, Extension worker
80. R.H. Ngapawa, WEO, Kidodi
81. J.D. Mduvi, Revenue Collector, Kidodi

82. Mrs. W. Kiko, Mkuwma, Farmer
83. Mrs. W. Omari, Mkuwma, Farmer
84. Matrida Chale, Idem
85. E. Alimansi, Mwenyekiti
86. Willibald Oman, Farmer
87. William Bakati, Biasshera, Businessman
88. John Massera, Idem
89. E. Kweka, idem
90. J.A. Arony, Market master, Ruaha
91. M. Njokamtali, Katibu wa mradi, Secretary
92. Gerald Simoni, Fundi Maji
93. J. Mlambalamba, Extension worker

Morogoro Rural District committee meeting

94. B. Mwamwingila, DPLO
95. Mrs. A. A. Lyimo, PCO, Desk officer
96. K.J.B. Bwire, Maji Morogoro
97. L.R. Ntungilwege, DCDO
98. M. Dengha, DHO
99. R. Fue, HO, Morogoro Rural
100. F.J. Luanda, Technician Maji Murogoro Rural

Fulwe Piped Scheme

101. K.I. Changanya, M/Kiti Fulwe
102. Juma K. Chenga, VEO Fulwe
103. Rim. Mgamba, WEO, Mikese
104. A. Masawila, Surveyor Maji
105. R.E. Kinyika, Diwani, Mikese
106. H.J.A. Msenwa Private Surveyor
107. Ally Musemwa Hamashari Kuu
108. A.B. Mwalibinga, K/Kata

109. Hamad Msumi, Local Fundi, Fulwe Village

Kipera Village

110. A. Luanda, Deputy District Water Engineer
111. Athumani Saidi, Mkulima
112. B. Njau, Mkulima, Mfanya Biashara
113. Ernest Volumi, Mkulima
114. Oskar Joseph, Mkulima
115. Mohamed Alli, Water committee member
116. Chadima Selemani, Mkulima
117. Elizabeth Daniel, Water Committee member
118. Joyce Paul, Mkulima
119. Teddy Constantine, Mkulima
120. Mchillo Kilegalega, Mkulima
121. Nusura Ramachani, Mkulima
122. Anna Salum, Mkulima
123. Joseph Mkubege, Mkulima
124. Omari Mfaume, Mkulima

Debriefing Morogoro

- 125. E. Mazalla, Regional Development Director
- 126. N.J. Masase Regional Health officer
- 127. K.J.B. Bwine, Water Engineer
- 128. A.E. Mazalla, Planning Officer
- 129. B. Mwamwaningila, Ag. DED, Morogoro Rural
- 130. S.T. Sijaona, Regional Planning Officer
- 131. M.S. Ndikwege District Executive Director, Kilosa
- 132. J.D. Masanja, RCDO, Morogoro

Debriefing Royal Netherlands Embassy Dar es Salaam

- 133. Sjef Yzermans, RNE, Head Development Cooperation
- 134. Sonia van Nispen, Project Officer, DGIS
- 135. Donatus M. Tshengoma, HCU, MWEM, DSM
- 136. F.E. Mbonde, PCO, PMO, Dodoma
- 137. Mrs. F.G. Struys, RNE Project Officer
- 138. Mary Rusimbi, RNE Assistant Project Officer

Mission Members

- 139. J.P. Shiyo, Planning Officer Prime Ministers Office Dodoma
- 140. M.D. Rukiko, Water Engineer MWEM
- 141. Evelien Kamminga, IRC/CML
- 142. Wouter van den Wall Bake, SAWA/RDC

Real versus planned outputs: Shinyanga Region

Estimated output 1993 - 1994

ACTIVITY	SRU	BAR	MAS	MEA	KAH	STC	Total:
Water Department :							
a) Rehabilitation :							
- shallow wells	60	30	40	20	40	15	205
- piped schemes	2	1	2	1	1	-	7
- boreholes	1	-	-	-	-	-	1
- traditional wells	-	80	-	-	30	-	110
b) Construction :							
- shallow wells	58	63	53	53	68	28	323
- piped schemes	-	-	-	-	-	-	-
- boreholes	-	1	-	1	-	-	2
- rainwater systems	2	5	3	4	5	-	19
- small dams	1	-	-	-	-	-	1
c) Training :							
- local fundis	10	10	8	10	10	3	51
- surveyors	8	5	5	-	3	-	21
- VMs/SAs	73	50	53	50	50	13	289
- WCTs/WPCTs	70	60	-	-	68	28	226
- WFAs	-	-	7	7	8	-	22
Health Department :							
a) Hygiene education at primary schools	30	50	45	45	-	12	182
b) Construction :							
- VIP latrines	33	20	45	45	5	13	161
- washing slabs	58	40	-	-	-	20	118
c) Training :							
- local fundis	10	10*	8*	10	-	-	38
- women groups	-	25	-	-	-	40	65
- HAs	-	26	-	-	-	-	26
Community Development:							
a) Formation and support user-groups and VWSCs	48	50	48	48	50	13	257
b) Support of VWSC with piped scheme	-	1	-	1	1	-	3
c) Formation and support of women groups	-	-	-	45	10	40	95
d) Collection of baseline information	48	50	48	45	50	13	254
e) Training of VWSCs	46	50	48	45	50	13	252

Shinyaya

District	No. of wards seminars held	Total no. of participants		Number of villages *)	Villages registered	%	villages without shallow wells	villages with elected animators	villages with elected VWSC	villages with water account	no. of applications received
		M	F								
SRU	22	439	182	207	75	36		75	45	30	3
BAR	26	418	168	122	65	53		65		34	
MAS	18	269	107	77	77	100.0		77			
MEA	19	360	143	102	79	78	60	79	13	14	
KAH	41	840	368	329	80	24		80	40	22	
STC	10	93	30	22	13	59		22			
Total	136	2,419	998	859	389	45	60	398	98	100	3

*) SRU: excl. Negezi and Kishapu divisions

KAH: excl. 7 wards under World Vision Tanzania

Real versus Planned Outputs: Morogoro region

IMPLEMENTATION STATUS MOROGORO REGION

June 31, 1994

	Steps completed	Population served
Morogoro rural district		
<i>Pilot projects</i>		
Mlali/Kipera/Melela	1 + 2 + 3	10,717
Kambala	1 + 2 + 3	1,788
<i>Other projects</i>		
3 PS and 6 SW	1 + 2	23,202
Kilosa district		
<i>Pilot projects</i>		
Twatwatwa	1+2	1,755
Ruaha	1+2+3+4	11,000
<i>Other projects</i>		
3 PS and 6 SW	1 + 2	22,782
Kilombero district		
<i>Pilot projects</i>		
Mkamba/Kidatu	1 + 2 + 3	16,223
<i>Other projects</i>		
4 PS and 8 SW	1 + 2	17,844
Ulanga district		
<i>Pilot projects</i>		
Isongo	1 + 2 + 3	3,000
Chigandugandu	1 + 2 + 3	3,450
<i>Other projects</i>		
4 PS and 1 SW	1 + 2	15,893
	Total:	127,654

SUMMARY OF DISTRICT PLANS

1993-1998

District	Planning targets (no. of people)	Planned activities (no. of people)	Types of activities planned (Number of water points/user groups (UG))					Total no. of UG	Alternative technology (no. of people)
			P/S new	P/S rehab	P/S ext.	SW rehab	SW new		
Morogoro	156,000	151,630	102	156	16	50	257	581	6,380
Kilosa	137,000	136,750	58	127	138	78	146	547	0
Kilombero	50,000	67,500	50	68	68	20	64	270	0
Ulanga	50,000	66,000	60	73	12	10	109	264	0
Total:	393,000	421,880	270	424	234	158	576	1,662	6,380

P/S = Piped system SW = Shallow well UG = User group

Figure 3: Morogoro - Training

Budget & actual expenditure 1st quarter 1994

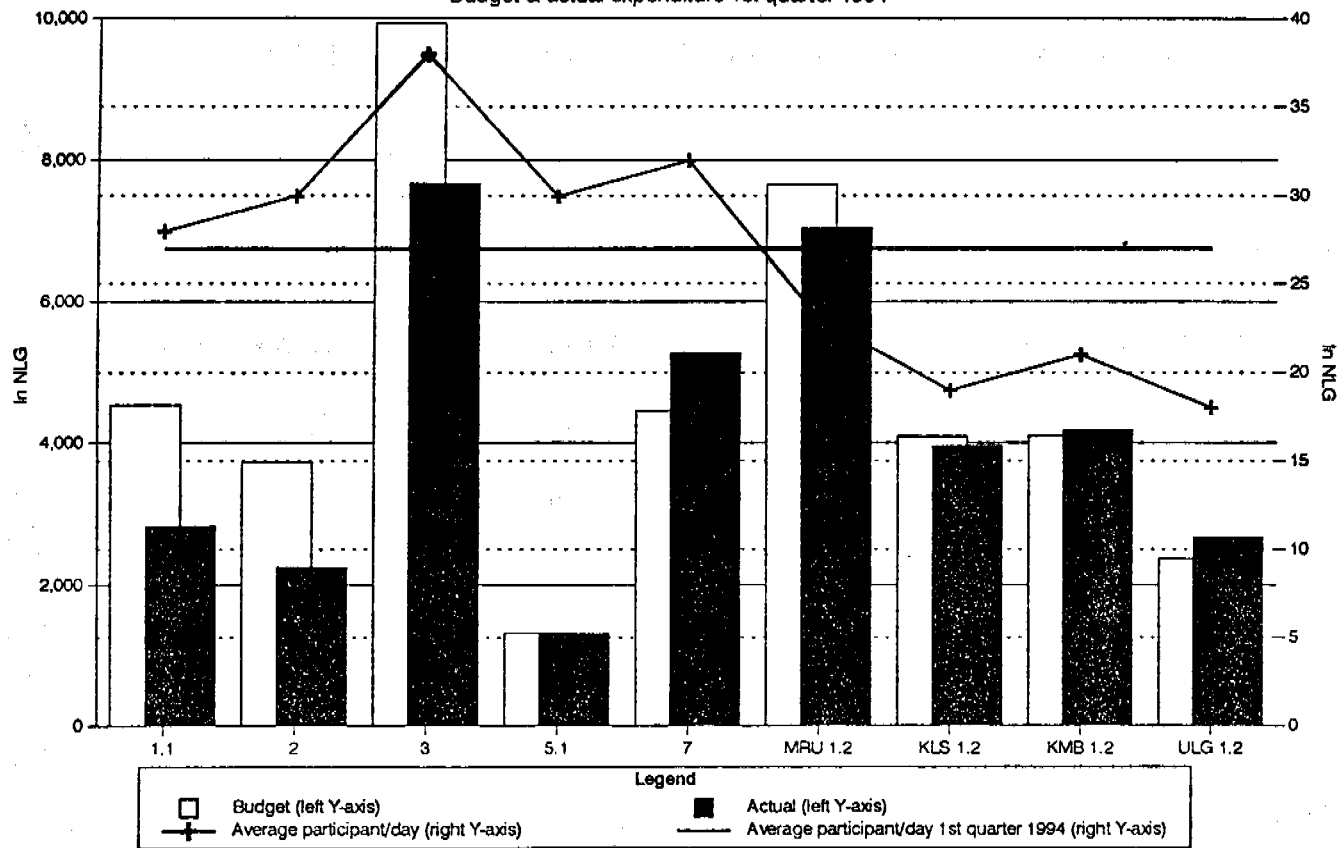
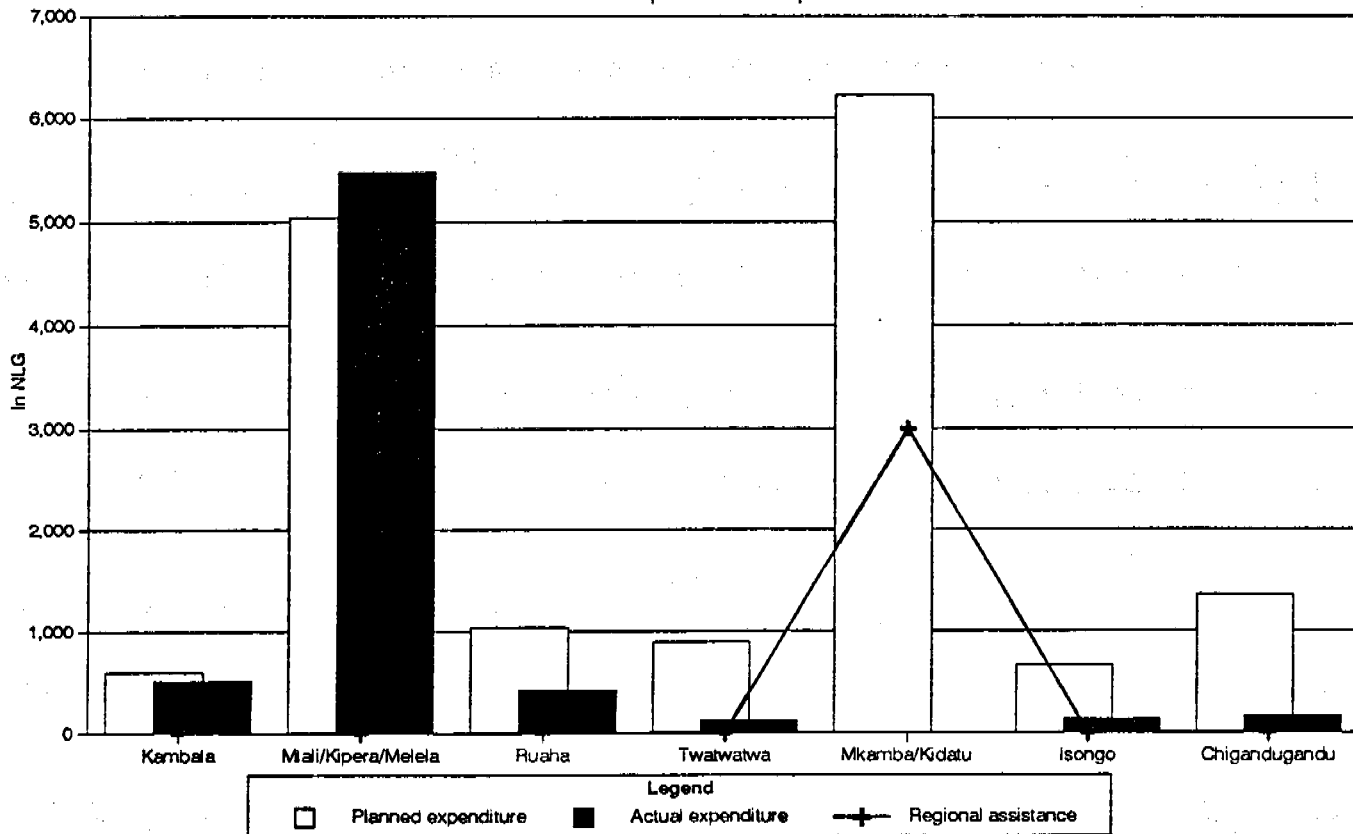


Figure 4: Morogoro - Pilot projects

Planned & actual expenditure 1st quarter 1994



TERMS AND CONDITIONS FOR RECEIVING ASSISTANCE FROM THE DISTRICT WATER SUPPLY PROGRAM

Program assistance

Apart from the contributions required from the applicants as stated below, the program will:

- provide required technical expertise
- assist in carrying out the activities in each of the implementation steps
- assist in funding implementation

Terms and conditions

1. The District Water Supply Program (DWSP) will take action only in response to requests forwarded by potential users to the District Executive Director.
2. The applications will be screened by the District Water and Sanitation Committee, be judged with regard to the district implementation capacity and prioritized according to the seriousness of the water problems faced. Information about the decision taken will be forwarded soonest possible to the applicants.
3. The implementation of the improved water supply will follow the participatory Step-by-Step procedure as described below.
4. Special emphasis is to be given to the participatory role of women in the decision making process.
5. Applicants have the right to discontinue the program assistance should they find the technical possibilities or the financial implications not acceptable after the results of the community investigation have been presented. Similarly, the program has the right to discontinue implementation activities should applicants not follow the Terms and Conditions or fail to supply agreed self-contributions.
6. User Groups must be formed for each improved water point in step 4 of the step-by-step procedure.
7. Each user group must elect a User Group Committee to manage the supply system on behalf of the User Group. The Committee must contain six literate members. Female members must be given priority and constitute at least half of the membership of the Committee.
8. The User Group Committee must conduct monthly meetings and quarterly report to the User Group.
9. The User Group must contribute in cash or in kind to the construction of the water supply system in line with district regulations and carry out operation and maintenance activities at its own expense.
10. The User Group through its committee must open a bank account and deposit funds for operation and maintenance activities.
11. The User Group will be required to sign a contract with the district authorities before construction work will be commenced. Once the contract is signed, it is legally binding for both parties.

Step-by-Step Implementation Procedure

- | | |
|---|--|
| 1. Community awareness | <i>(information about program)</i> |
| 2. Community investigation | <i>(collection of baseline data)</i> |
| 3. Survey and design | <i>(survey, preparation of design and cost estimate)</i> |
| 4. Community mobilization and development | <i>(formation of user groups and contract agreement)</i> |
| 5. Construction (physical construction) | <i>(physical construction of system)</i> |
| 6. Training on operation and maintenance activities | <i>(specialized training)</i> |

MFADHILI ATATOA NINI ?

- kutoa vifaa
- kulipia baadhi ya gharama za pump
- kutoa gharama za usafirishaji na uendeshaji
- kutoa posho kwa wataalamu wa wilayani
- kutoa mafunzo

MNATAKIWA KUFANYA NINI ?

Wasiliana na Afisa Mtendaji wa Kijiji au Mwenyekiti wako, wana habari zaidi kuhusu mradi. Kaeni na mjadili kama kijiji chenu kinaweza kusajiliwa katika mradi.

Afisa Mtendaji wa Kijiji atapeleka fomu za usajili katika uongozi wa mradi wilayani.

Wilaya itajadili fomu zako za usajili na katika muda usiozidi miezi miwili utakuwa umetaarifiwa ni nini cha kufanya.

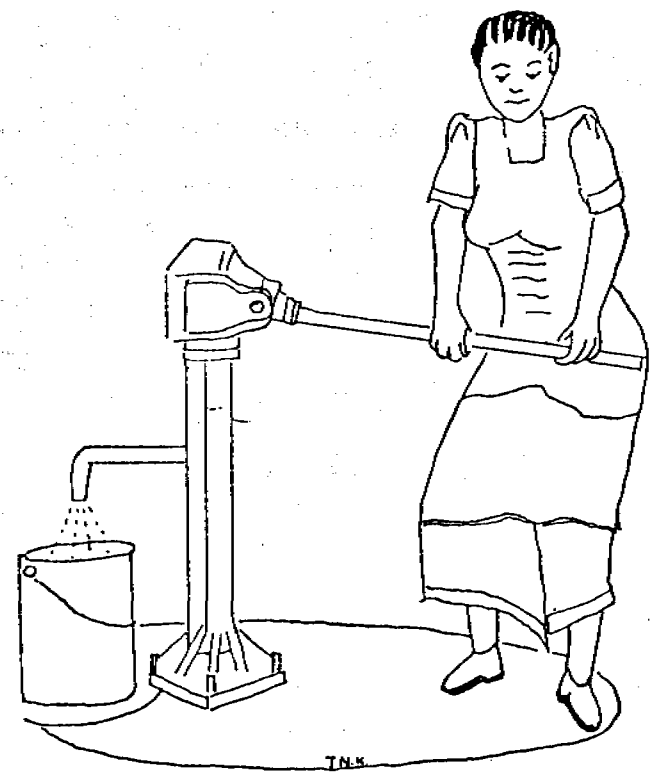


Au wasiliana na;

- | | |
|----------------------|-----------|
| Afisa Mipango Wilaya | Shinyanga |
| Afisa Mipango Wilaya | Bariadi |
| Afisa Mipango Wilaya | Maswa |
| Afisa Mipango Wilaya | Meatu |
| Afisa Mipango Wilaya | Kahama |
| Afisa Mipango Wilaya | Mjini |

MRADI WA MAJI KWA MATUMIZI NYUMBANI MKOA SHINYANGA

KWA AJILI YA AFYA BORA

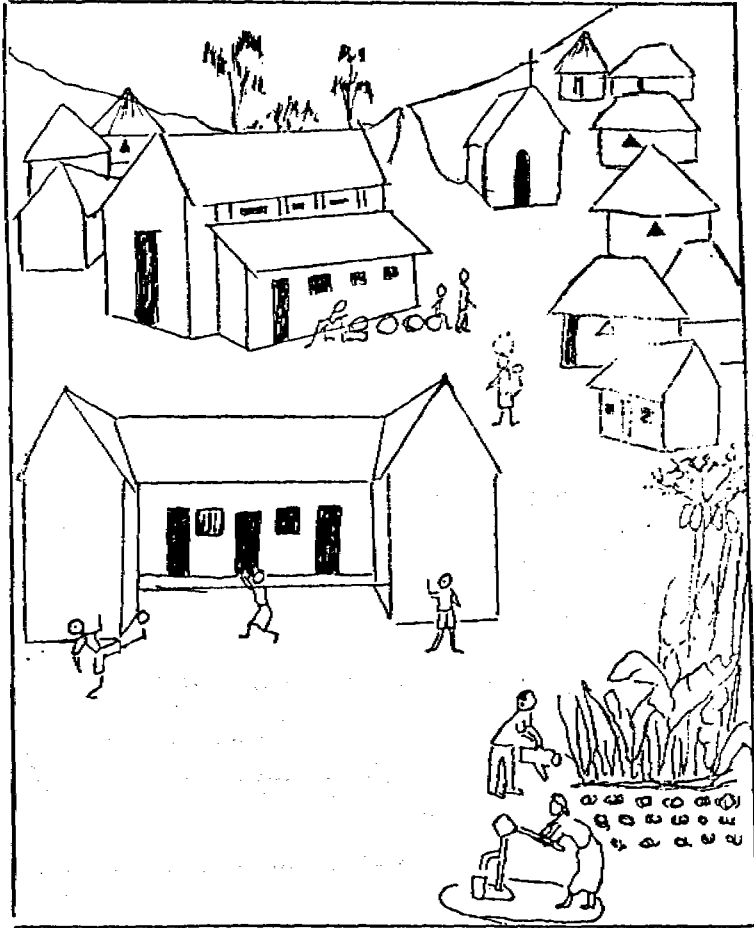


Serikali ya Tanzania ikishirikiana na Uholanzi zimekubaliana kwa pamoja kuwasaidia kuboresha hudumu za maji na usafi wa mazingira.

Mradi utawashirikisha kikamilifu watumiaji/walengwa katika nyanja za kubuni, kupanga, utekelezaji pamoja na utengenezaji.

NANI ATAFAIKIA NA MRADI ?

- kijiji kizima au kitongoji chenye wakazi 200-250 kwa kila kisima cha kisasa
- kikundi cha watu kama vile jamii, vijana, wanawake, n.k.
- Taasisi maalum kama vile shule, zahanati na makanisa



MRADI UNaweza KUWASAIKIAJE ?

Unaweza kukusaidia kwa:-

- kukarabati na kufanya usafi kisima cha zamani
- kukarabati pump lako kama halifanyi kazi kikamilifu
- kuboresha visima vya asili
- kutengeneza visima vya aina mbalimbali ikiwa ni pamoja na kuwekewa pump
- kuhifadhi chemichemi
- kuvuna maji ya mvua kwa njia bora
- kutoa hudumu ya maji ya bomba kama hamna uwzekano wa kutengeneza visima vifupi
- kuboresha vyoo vya kienyeji
- kujenga vyoo bora vya mfano kwa gharama nafuu
- kuanzisha bustani za mboga katika eneo linalozunguka kisima
- kuwapa mafunzo ya usimamizi na uendeshaji wa huduma za maji

NINI KINATAKIWA KUTOKA KWENU?

- kuunda vikundi vya watumiaji
- kuwachagua waragbishi wawili, mwanamke na mwanaume
- kujitolea kufanya kazi au kuchanga fedha kulipia vibarua
- kutoa vifaa au kuchanga fedha za kununulia vifaa
- kulipia baadhi ya gharama za pump
- kufungua akaunti benki yenye angalau kiasi shilingi 30.000/- kwa ajili ya kuendesha na kutengeneza kisima

STEP-BY-STEP PROJECT PROCEDURE

STEP 1 COMMUNITY AWARENESS		AIM: <i>to make communities aware of the Domestic Water Supply Programme, to inform about the procedure of obtaining water and the related community obligations, and to decide whether to participate or not</i>				
Activity <i>(What should be done)</i>	Facilitator(s) <i>(Who facilitates)</i>	Participant(s) <i>(Who is participating)</i>	Duration <i>(How long)</i>	Material(s) to be used <i>(What to use)</i>	Quantifiable output <i>(What is the end result)</i>	Indicator(s) <i>(How can it be checked)</i>
1.1 * Presentation of the District Program to potential users who have applied for improved water supply. * Discussion about their water requirements and the possible support from the program. * Decision about whether to participate in the program or not.	Village Chairperson Village Executive Officer CDO / CDA DWE/FA HO/HA	Potential water users	1-2 days	Information materials	- A decision whether to participate or not.	- Minutes of meeting - List of participants - Signed work order

STEP-BY-STEP PROJECT PROCEDURE

STEP 2 COMMUNITY INVESTIGATION		AIM: <i>to investigate the community and collect relevant data on water demands and data for determining whether sustainability in operation and maintenance can be achieved</i>				
Activity <i>(What should be done)</i>	Facilitator(s) <i>(Who facilitates)</i>	Participant(s) <i>(Who is participating)</i>	Duration <i>(How long)</i>	Material(s) to be used <i>(What to use)</i>	Quantifiable output <i>(What is the end result)</i>	Indicator(s) <i>(How can it be checked)</i>
2.1 * Identification of user representatives to participate in the investigation (becoming animators) * Collection of baseline data regarding: - water sources currently used and the existing problems - socio-economic status - health status - gender related issues * Determination of the capability of potential users to organize water user group(s), to sustain costs of O&M activities and to contribute to rehabilitation or new construction	- CDO - CDA - FA/Maji - HO/HA	User representatives incl. VHW	3 days	Checklists	Report containing correct data on all required aspects and justification for made recommendation.	- Report - Signed work order
2.2 Identification of potential funds and small contractors in the area	- CDO / CDA - FA/Maji	User representatives	1 day	Checklist	Report containing correct data on all required aspects	- Report - Signed work order
2.3 General meeting of users to discuss requirements, wishes and obligations in relation to different technology of water supply and possible costs	- CDO - CDA - FA/Maji - HA	Potential water users	1 day	Collected information from activities 2.1 and 2.2	Understanding of the strengths and weaknesses of different technology in water supply taking into account the needs of women.	- Minutes of meeting - List of participants - Signed work order
2.4 Training of village leaders, animators and village health workers	- CDO - CDA - HO - HA	Village leaders Animators VHW	1 day	Information pamphlets	Well trained and capable leaders, animators and VHW	Signed workorders

STEP-BY-STEP PROJECT PROCEDURE

STEP 3 SURVEY AND DESIGN		AIM: <i>to prepare design and related budget taking into account the available water sources, environmental aspects and preferences of villagers with special emphasis on women needs, and planning the physical work</i>				
Activity <i>(What should be done)</i>	Facilitator(s) <i>(Who facilitates)</i>	Participant(s) <i>(Who is participating)</i>	Duration <i>(How long)</i>	Material(s) <i>to be used</i> <i>(What to use)</i>	Quantifiable output <i>(What is the end result)</i>	Indicator(s) <i>(How can it be checked)</i>
3.1 * Survey of village layout, surface and/or groundwater availability. * Testing of water quality and assessment of environmental aspects.	- District survey team, assisted by region if required - DWE - HA	Potential water users Animators	10 days	Checklist	Report containing correct data on all required aspects	- Report - Signed work order
3.2 * Preliminary designs of feasible technical and sanitary options. * Preparation of related bills of quantity. * Estimation of costs for each alternative.	- District design team, assisted by region if required		14 days	Report from activity 3.1	Report containing correct data on all required aspects	- Report - Signed work order
3.3 * General meeting of users to discuss alternatives. * Selection of desired technical option.	- District survey and design teams - CDO - VEO	Potential water users Animators	1 day	Reports from activities 3.1 and 3.2	- Full understanding of the strengths and weaknesses of the alternative designs. - A firm decision by village assembly with regard to preferred alternative, taking into account the needs of women	- Minutes of meeting - List of participants - Signed work order
3.4 * Finalization of selected design and related budget. * Detailed physical work planning.	- District survey, design and construction teams		7 days	Outcome of activity 3.3	- Report on final design and cost estimate - Detailed physical work plan	- Report and plan - Signed work order

STEP-BY-STEP PROJECT PROCEDURE

STEP 4 COMMUNITY MOBILIZATION AND DEVELOPMENT	AIM: <i>to form user groups and user group committees, inform them about rights and responsibilities, train the user group committees and sign contracts</i>					
Activity <i>(What should be done)</i>	Facilitator (s) <i>(Who facilitates)</i>	Participant (s) <i>(Who is participating)</i>	Duration <i>(How long)</i>	Material(s) to be used <i>(What to use)</i>	Quantifiable output <i>(What is the end result)</i>	Indicator (s) <i>(How can it be checked)</i>
4.1 Formation of user group(s) according to selected technical option	- CDO - CDA - VEO	Potential water users	1-2 days	Checklist	Formally established user group(s)	- Minutes of meeting - List of participants - Signed work order
4.2 * User group meeting in which responsibilities, rights, obligations, relationships to authorities as well as sustainability will be discussed. * Election of user group committee.	- CDO - CDA - WEO - VEO	User group	1 day	- Checklist - Training materials	- User group members are fully aware of their responsibilities, rights and obligations as well as their institutional working environment - User group members are understanding the contract procedure and the required self-contribution - Elected user group committee	- Minutes of meeting - List of participants - Signed work order
4.3 General training of user group committees on: - role and responsibilities - how to supervise implementation activities and to carry out quality control - administration and finance	- CDO - CDA - FA/ Maji - HO/HA	User group committee	3 days	- Training materials - Administration and finance handbook	Well trained and capable committee members	Signed work order
4.4 * Planning of implementation activities including self-contribution, inputs by private sector and government. * Information and discussion about the plan with user group.	- CDO - CDA - FA/ Maji - HO/HA	- User group committee - User group	2 days	- Outcome of activity 2.3 - Outcome of activity 3.4 - Checklist	Concrete implementation plan	- Implementation plan - Minutes of meeting - List of participants - Signed work order
4.5 Drafting and signing of contract	- DED - CDO, CDA - VEO	User group committee	1 day	Contract sample	Signed implementation contract	Contract

STEP-BY-STEP PROJECT PROCEDURE

STEP 5 CONSTRUCTION	AIM: <i>to construct the physical water supply system according to agreed design and agreed implementation plan</i>					
Activity <i>(What should be done)</i>	Facilitator(s) <i>(Who facilitates)</i>	Participant(s) <i>(Who is participating)</i>	Duration <i>(How long)</i>	Material(s) to be used <i>(What to use)</i>	Quantifiable output <i>(What is the end result)</i>	Indicator(s) <i>(How can it be checked)</i>
5.1 * Provision of materials and equipment. * Transport of construction tools and equipment.	- construction team (Maji) - contractor - user group committee	User group	2 days		Material and equipment physically at site	Signed work order
5.2 Construction and supervision. - hand pumped wells - other supply	- construction team (Maji) - contractor - user group committee	User group	- 5 days - various	Checklist	Complete and operational supply system according to design	Signed work order
5.3 * Checking the completed supply system against design. * Testing the system and its sanitary environment.	- DWE - user committee - HO	User group committee	1 day	Design documents	Quality control report	- Report - Signed work order
5.4 Review of and discussion about incurred expenditures in comparison to budget.	CDO	User group committee	1 day	Budget	Expenditure report	- Report - Signed work order

PROJECT: Morogoro (R)Plan '94
 CURRENT DATE: 28/07/94
 AS OF DATE: 24/04/94

MOROGORO RURAL PLAN 1994 REV 2

WBS	1994																																						
	MAR	21	28	APR	6	13	20	28	MAY	5	12	19	26	JUN	2	9	16	23	30	JUL	7	14	21	28	OCT	5	12	19	26	NOV	2	9	16	23	30	DEC	7	14	21
	-6	-5	-4	-3	-2	-1	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32
41.11.000	IR SUPPLY KAMBALA																																						
41.11.028																																							
41.11.031	-Surveys SU 03/94																																						
41.11.031a	Step 3, 1-Survey SU-repeat 21/07/94 - 11/08/94																																						
41.11.032	Step 3, 2-Prel. design 12/08/94 - 01/09/94																																						
41.11.033	Step 3, 3-Gen. User meeting 05/09/94 - 05/09/94																																						
41.11.041	Step 4, 1-Form UG 06/09/94 - 12/09/94																																						
41.11.042	Step 4, 2-UG meeting 13/09/94 - 26/09/94																																						
41.11.043	Step 4, 3-UG Comm. training 27/09/94 - 04/10/94																																						
41.11.044	Step 4, 4-Planning implem. 05/10/94 - 10/10/94																																						
41.11.045	Step 4, 5-Contract 18/10/94 - 18/10/94																																						
41.11.051	Step 5, 1-Prov. materials 20/10/94 - 21/10/94																																						
41.11.052	Step 5, 2-Construction PS 24/10/94 - 14/11/94																																						
41.11.0521	Step 5, 2-Construction SW 24/10/94 - 10/11/94																																						
41.11.053	Step 5, 1-Prov. materials 14/12/94 - 15/12/94																																						
41.11.054	Step 5, 1-Prov. materials 20/12/94 - 20/12/94																																						
41.11.059	Step 5, 1-Prov. materials 26/12/94 - 26/12/94																																						
41.12.100																																							
41.12.110	wareness MLAW																																						
41.12.120	User Investigation 03/94																																						
41.12.131	Step 3, 1-Surveys 23/05/94 - 31/05/94																																						
41.12.132	Step 3, 2-Prel. design 01/06/94 - 20/06/94																																						
41.12.133	Step 3, 3-Gen. User meeting 21/07/94 - 27/07/94																																						
41.12.134	Step 3, 4-Final design 28/07/94 - 03/08/94																																						
41.12.141	Step 4, 1-Form UG 04/08/94 - 25/08/94																																						
41.12.142	Step 4, 2-UG meeting 26/08/94 - 15/09/94																																						
41.12.143	Step 4, 3-UG Comm. training 09/09/94 - 28/09/94																																						

COMPARISON BETWEEN PLANNED ACTIVITIES AND IMPLEMENTATION CAPACITY MOROGORO

District/staff category	Planned activities in 1984										Required no. of man days in total	Available capacity in man days	Shortage in man days *	Corresponding no. of full-time employees
	No. of UGs affected by step 1-2	No. of days required for impl.	No. of UGs affected by step 1-3	No. of days required for impl.	No. of UGs affected by step 1-4	No. of days required for impl.	No. of UGs affected by step 1-5	No. of days required for impl.	No. of UGs affected by step 1-6	No. of days required for impl.				
Morogoro rural														
Community Development Officers/Assistants	12	10	9	13	0	22	0	25	217	30	6747	3364	3383	15
Health Officers	12	4	9	4	0	4	0	7	217	7	1603	696	907	4
Health Assistants *	12	6	9	10	0	17	0	17	217	22	4936	2366	2570	11
Field Assistants *	12	10	9	10	0	17	0	17	217	22	4984	2320	2664	11
Survey team (village lay-out survey)	1	0	4	13	0	13	0	13	28	13	416	232	184	1
Construction team (SWs only)														
- new wells	0	0	22	0	0	0	0	10	61	10	610			
												232	546	2
- rehabilitation	0	0	5	0	0	0	0	7	24	7	168			
Kilosa														
Community Development Officers/Assistants	7	10	69	13	63	22	0	25	94	30	5173	3341	1832	8
Health Officers	7	4	69	4	63	4	0	7	94	7	1214	348	866	4
Health Assistants	7	6	69	10	63	17	0	17	94	22	3871	3712	159	1
Field Assistants *	7	10	69	10	63	17	0	17	94	22	3899	1160	2739	12
Survey team (village lay-out survey)	1	0	3	13	6	13	1	13	9	13	247	232	15	0
Construction team (SWs only)														
- new wells	7	0	14	0	1	0	0	10	28	10	280			
												232	125	1
- rehabilitation	0	0	3	0	3	0	0	7	11	7	77			

* These officers will train 5 user groups at the same time in steps 4 and 6 which will slightly increase their implementation capacity above the figures given.

Outline of Management Information System

Planning system:

1. Work plan and budget (annually); (format)
 - departmental workshops
 - DPMT meetings to produce plan
 - meetings with consultant
2. Action plan and budget (bi-monthly);
 - DPMT meetings to produce plan
 - meetings with consultant
3. Implementation plan (\pm bi-weekly);

Monitoring system:

(workshops)

1. Implementation monitoring (monthly);
 - signed work orders
 - staff reports, staff meetings, field trips
 - s-b-s overview sheet
2. Impact monitoring (annually);
 - village questionnaire (quantitative) } village baseline
 - village monthly reports (qualitative) } information
 - village impact assessment [sampled villages, once per year]

Reporting system:

1. Monthly Progress Reports;
 - facilitators, field staff (format)
 - heads of departments (PAs)
 - RPM/DPM/TPM
2. Quarterly Progress Reports; (format)
 - district steering committees (DPMTs)
 - regional steering committee (RPMT)
 - consultant
3. Annual Progress Report; (format)
 - district steering committees (DPMTs)
 - regional steering committee (RPMT)

Shinyanga.

**TRAINING IMPLEMENTED
OCT 1993 TILL JUNE 1994**

Name training	Month	Venue	Facilitators	District	Participants	Number of participants	No. days	Total days
1 Training of Trainers for DPMTs	October 1993	Kizumbi and Villages	IRDP Dodoma	SRU	From each district:	7	21	147
				BAR	- DPM	7	21	147
				MAS	- DCDO and PA	7	21	147
				MEA	- DWE and PA	7	21	147
				KAH	- DHO and PA	7	21	147
				STC		7	21	147
Sub-total						42		882
2 Seminar on finance and programme administration	December 1993	Bariadi	Programme Administrator	SRU		4	4	16
				BAR	- DPM and RPM	4	4	16
				MAS	- DCDO and RHO	4	4	16
				MEA	- DWE and RWE	4	4	16
				KAH	- DHO and RHO	4	4	16
				STC	- District Accountant	4	4	16
Region	- Regional Accountant	4	4	16				
Sub-total						28		112

**TRAINING IMPLEMENTED
OCT 1993 TILL JUNE 1994**

Name training	Month	Venue	Facilitators	District	Participants	Number of participants	No. days	Total days
3 Dissemination of programme information	January/February 1994	Ward	DPMT	SRU	from each ward:	621	1	621
				BAR	- Ward Councilor	586	1	586
				MAS	- WEO	376	1	376
				MEA	- Village Chairman	503	1	503
				KAH	- VEO	1,208	1	1,208
				STC	- 2 vill. representatives of all villages in the ward	123	1	123
Sub-total						3,417		3,417
4 Training of Trainers for facilitators	February/March 1994	Ward	DPMT	SRU	From each district all:	40	5	200
				BAR	- HAs	39	5	195
				MAS	- WFAs	29	5	145
				MEA	- CDAs	38	5	190
				KAH		42	5	210
				STC		12	5	60
Sub-total						200		1,000

**TRAINING IMPLEMENTED
OCT 1993 TILL JUNE 1994**

Name training	Month	Venue	Facilitators	District	Participants	Number of participants	No. days	Total days
5 Computer Course WP 5.1	April 1994	Mwanza	Nyegezi Soc. Training Institute	SRU	From each district:	3	14	42
				BAR	- DPM	3	14	42
				MAS	- 2 secretaries	3	14	42
				MEA		3	14	42
				KAH		3	14	42
				STC		3	14	42
Sub-total						18		252
6 Orientation workshop for DPMTs	April 1994	Kahama	CD/WID	SRU	From each district:	6	3	18
		Meatu	Adviser and	BAR		7	3	21
		Meatu	Training	MAS	- DCDO and PA	6	3	18
		Meatu	Adviser	MEA	- DWE and PA	6	3	18
		Kahama		KAH	- DHO and PA	6	3	18
		Kahama		STC		6	3	18
Sub-total						37		111

**TRAINING IMPLEMENTED
OCT 1993 TILL JUNE 1994**

Name training	Month	Venue	Facilitators	District	Participants	Number of participants	No. days	Total days
7 Orientation workshop for facilitators	April 1994	Ward	DPMT	SRU	From each district all:	40	3	120
				BAR	- HAs	39	3	117
				MAS	- WFAs	29	3	87
				MEA	- CDAs	38	3	114
				KAH		42	3	126
				STC		12	3	36
Sub-total						200		600
8 Hygiene/sanitation education at primary schools	May 1994	Tinde	DHO and PA	SRU	One teacher per school	20	5	100
Sub-total						20	5	100
9 Training of Trainers for Village level financial administration and management	May/June 1994	Shinyanga	SHYCOM	SRU	Per district: - 1 master trainer for each ward	22	5	110
		Dutwa/Luguru		BAR		26	5	130
		Maswa		MAS		18	5	90
		Mwanhuzi		MEA		19	5	95
		Iboja/Ushirombo		KAH		30	5	150
		Shinyanga		STC		4	5	20
Sub-total						119		595

**TRAINING IMPLEMENTED
OCT 1993 TILL JUNE 1994**

Name training	Month	Venue	Facilitators	District	Participants	Number of participants	No. days	Total days
10 Training of animators	May/June 1994	Ward	8 facilitators	SRU	Per district:	48	3	144
			10 facilitators	BAR	- 1 male animator	60	3	180
			8 facilitators	MAS	- 1 female animator	50	3	150
			10 facilitators	MEA	per village	60	3	180
			10 facilitators	KAH		60	3	180
			4 facilitators	STC		18	3	54
Sub-total						296		888
11 Technical training WFAs	May/June 1994	Head quarter	DWE and PA	SRU	WFAs	12	5	60
				BAR		6	5	30
				MAS		6	5	30
				MEA		5	5	25
				KAH		10	5	50
				STC	*****	5	0	
Sub-total						39		195
12 Training of untrained HAs	June 1994	Iboja		KAH	Untrained HAs	15	10	150
Sub-total						15	10	150
Grand total						4,431		8,302

***** STC was trained together with SRU