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PROGRAMME CO-ORDINATION UNIT

# FINAL REPORT

# Zambia Water Sector Reforms

REVIEW OF NATIONAL WASHE CO-ORDINATING  
AND TRAINING TEAM

Annex B

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ZAMBIA WATER SECTOR REFORM

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ANNEX B.

REVIEW

OF

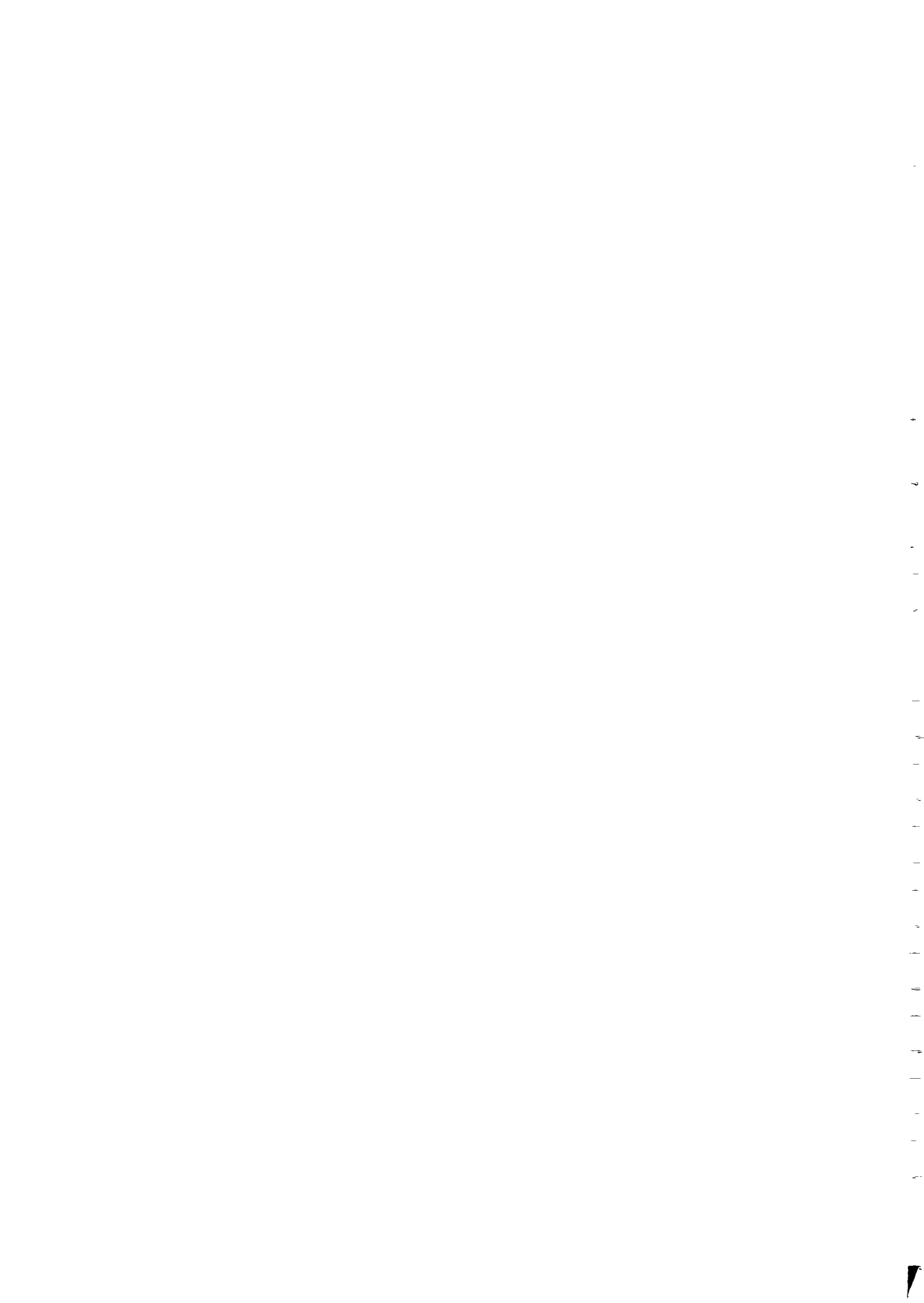
NATIONAL WASHE COORDINATION AND TRAINING TEAM

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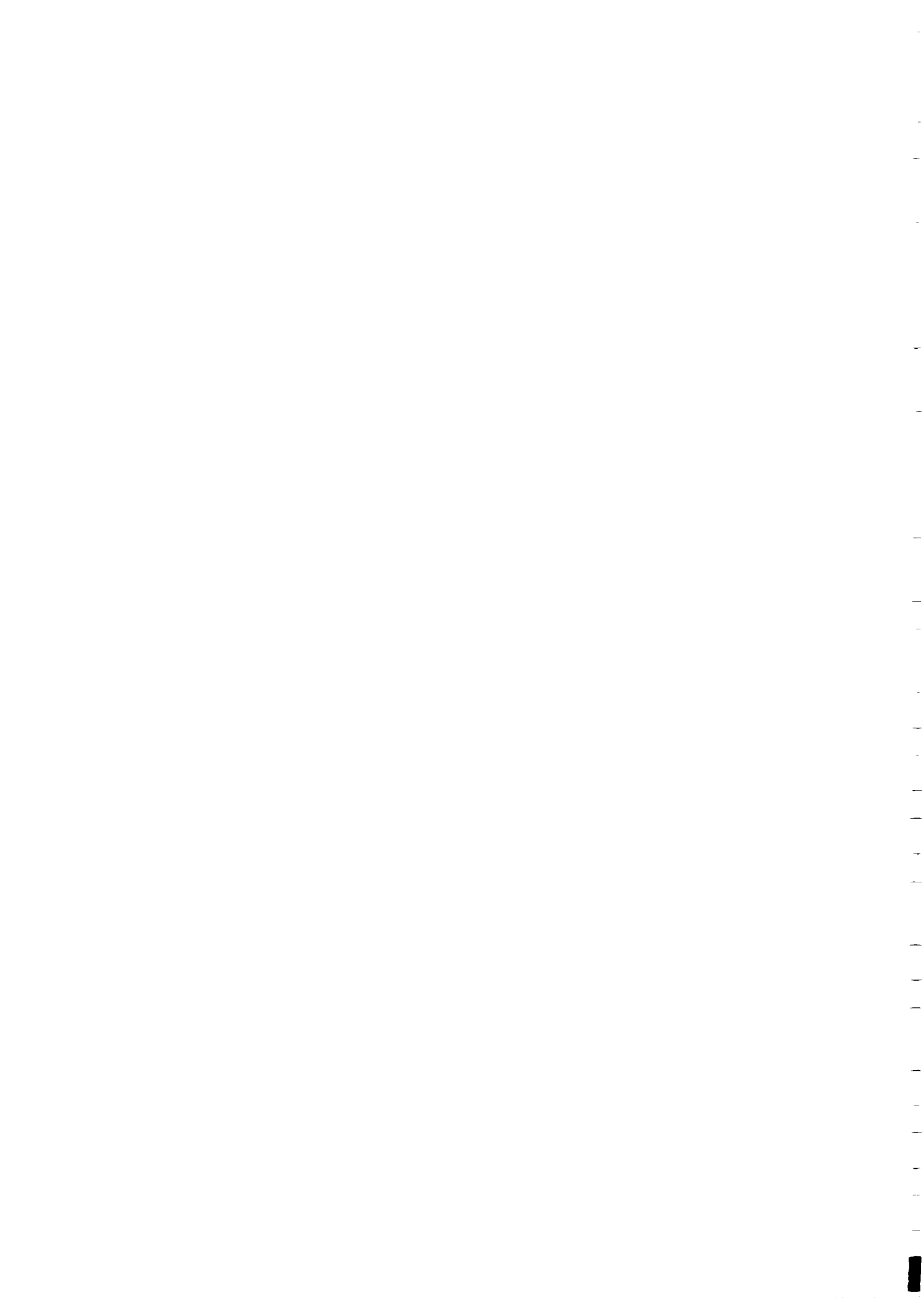
## ACKNOWLEDGEMENT

The review team would like to thank all members of the Zambia Water and Sanitation Sector for the support they gave to the review team. This includes, among other things, the time they spent organizing interviews, field work and also availing themselves to offer information. In addition the review team extends its many thanks to the support staff who were made available to support us.

The team extends its thanks to the D - WASHE committees of Monze, Mazabuka, Kaputa, Kasama, Mbala, Nakonde, Isoka and Chinsali, the community members and the local leadership in these areas.

## ACRONYMS

CMMU	Community Management and Monitoring Unit
DDCC	District Development Coordination Committee
DISS	Department of Infrastructure Support Services
DIT	District Inter-sectorial Team
D- WASHE	District Water Sanitation Health Education
DWA	Department of Water Affairs
GTZ	German Technical Cooperation
GRZ	Government of the Republic of Zambia
km	Kilometre
LOGOSP	Local Government Support Project
MEWD	Ministry of Energy and Water Development
MLGH	Ministry of Local Government and Housing
NGO	Non Governmental Organization
NWASCO	National Water and Sanitation Council
NORAD	Norwegian Agency for Development
N - WASHE	National Water Sanitation Health Education
O & M	Operation and Maintenance
ODA	Overseas Development administration
PCU	Programme Coordination Unit
RWSS	Rural water supply and sanitation
UWSS	Urban water supply and sanitation
V - WASHE	Village WASHE
WASHE	Water Sanitation Health Education
WSDG	Water Sector Development Group
WSS	Water Supply and Sanitation





## EXECUTIVE SUMMARY

The GRZ has adopted an economic policy that centres on liberalization, market reforms and private enterprise. The creation of such an economic environment has allowed for the participation by all in the economic development of the country. The concept of cost recovery and payment for goods and services by all consumers is fast becoming the norm. In this economic climate both rural and urban consumers of services are expected to pay depending on ability and consumption level. Ability to pay becomes a consideration only in exceptional cases where social welfare and equity parameters dictates. It is therefore the expectation of the government that all consumers of water and sanitation services pay in one form or the other, government subsidy being targeted to vulnerable groups. In return the GRZ will have created a framework in which suppliers of services, government itself, private sector and NGOs, build and practice a service delivery culture in which efficiency, cost effectiveness, sustainability, good consumer relations would form the central guiding principles.

The GRZ decided to rationalize the management of water and sanitation services in both rural and urban areas. This rationalization process centred around the formulation of water sector policy, the redefinition of ministerial responsibilities, review of associated legal instruments, and the setting up of institutions to spearhead the reforms among others.

The following are some of the major land marks of the reforms:

- (i) In 1988 the GTZ prepared a detailed study on the reorganization of the water supply and sanitation sector and this was not implemented due to lack of political will from the GRZ (WSDG, 1996).
- (ii) 1992/1993 Zambia together with the rest of the southern African countries was hit by a devastating drought. The management of the drought crisis presented a lot challenges, from information to strategies for drought preparedness.
- (iii) In July 1993 Community Management and Monitoring Unit (CMMU) was created with support from NORAD and UNICEF to gather information on rural water supply and sanitation coverage and put in place systems to address the rural water and sanitation problems.
- (iv) In March 1993 the Programme Coordination Unit (PCU) was established. The PCU is an inter-ministerial committee, responsible for the coordination and spearheading the water sector reforms. Representatives on the committee are senior members of government at Permanent Secretary level.
- (v) In January 1994 the GRZ adopted the seven water sector principles, indicated in box 4.



- (vi) In February 1994, the Water Sector Development Group (WSDG) is established as a technical secretariat of the PCU. The WSDG became fully operational a year latter.
- (vii) In March 1996, the National Water Sanitation and Health Education Training and Coordinating Team (N-WASHE) was established. The main function of the N-WASHE was advocacy for integration of water, sanitation and health education to attain sustainable development of RWSS facilities in the country (N - WASHE, 1996)

In addition to these major landmarks parallel activities were going on and these have resulted in the production of a number of reports, which contain valuable recommendations on the way forward.

A team of consultants were appointed by the governments of Zambia, Ireland, Norway and Germany to review the water sector reforms. The team appointed by Irish Aid focused on the N -WASHE.

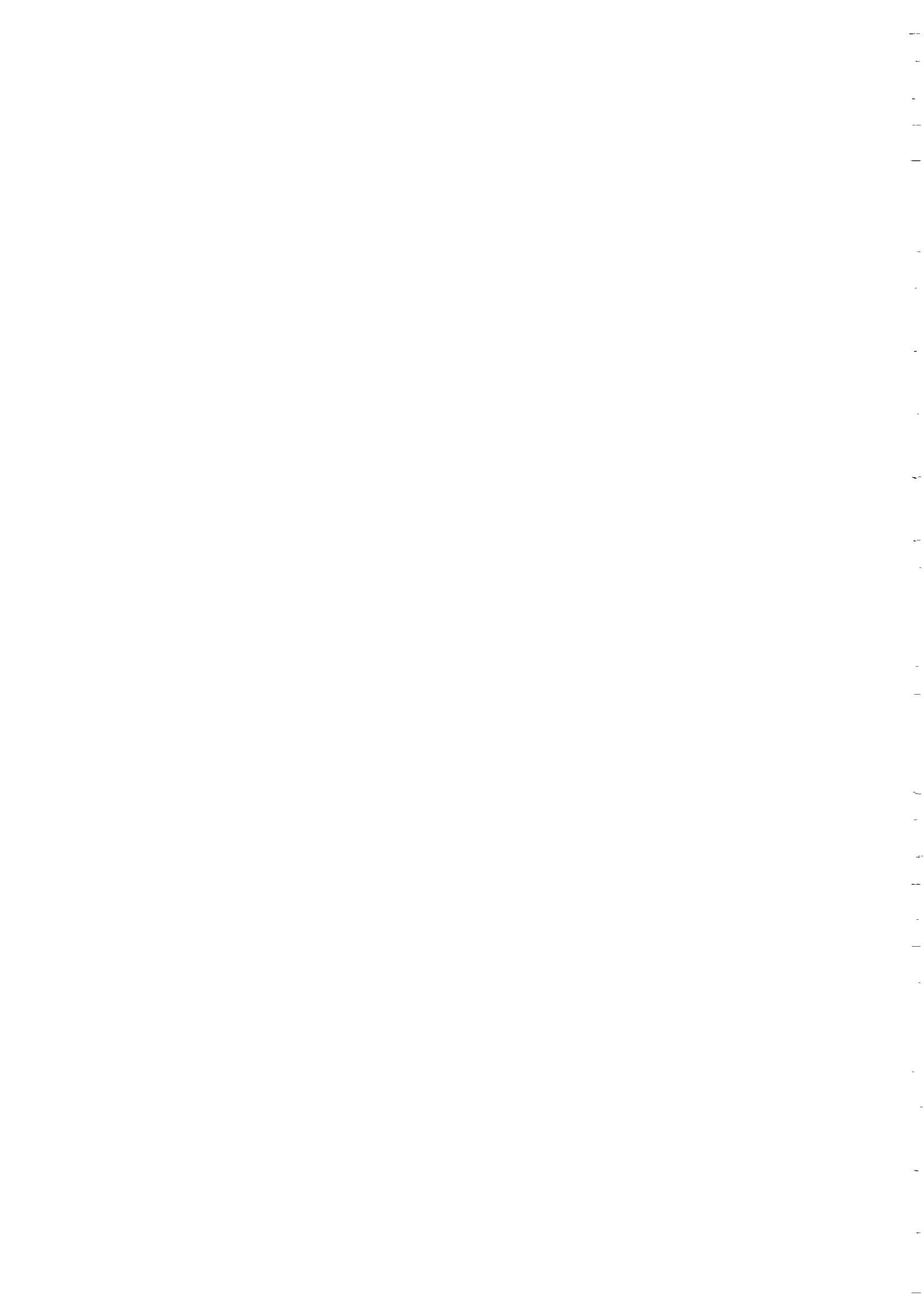
In additions to interviews with key people at the national level, and literature review, the team also visited and had meetings with district D - WASHEs of Monze, Mazabuka, Kaputa, Kasama, Mbala, Nakonde and Isoka. The team also had the opportunity of witnessing the launching of a D - WASHE in Chinsali.

The N- WASHE has done a commendable job since its inception in April, 1996. 15 districts have had D- WASHE committees established and there is an increasing demand for more. The WASHE concept is good and is in line with and contributing to the on going water sector reforms.

The rural water supply and sanitation sector has not been receiving as much attention as the urban sector and the introduction of the N- WASHE has brought a new impetus to this process. The concept will promote community management, support decentralised planning, build capacity of councils and communities, design sustainable systems for the maintenance of point sources, allow for the effective participation of women, and has opportunities for the sustainable development and maintenance of rural primary water supplies.

There are however management weaknesses that have been observed in the management and introduction of the WASHE concept. The N- WASHE does not have a long term investment and development plan and their current support ends in March 1997. Given the important role of the N- WASHE there is need for a long term support and a review of the staff conditions of service.

The districts were given the responsibility to produce development plans and the quality of these is poor. There is need to link these plans to the overall development plans for the districts. N - WASHE should assist this process by providing guidelines for the development of these plans.



There is need to develop a sanitation policy and link the water activities to the promotion and development of sanitation facilities. The current practice is to focus on institutions. This limited approach should be replaced by a vigorous campaign to ensure that the sanitation coverage is improved.

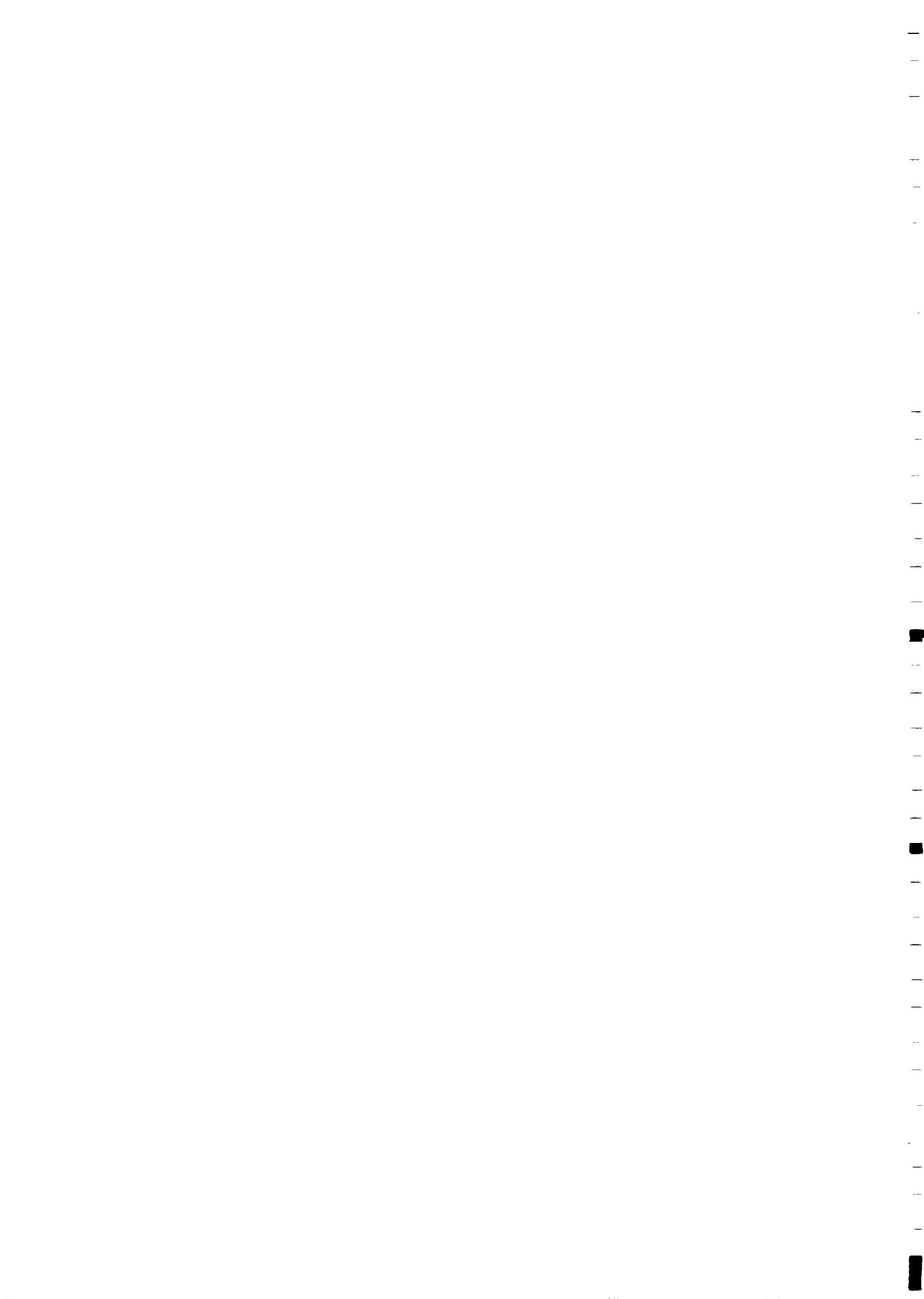
Financing of D - WASHEs should take cognisance of the need to build capacity. There is no system at present to allow for equitable support from donors among districts and this is resulting in some districts being over supplied while others struggle. This is more so with districts too far away from the Lusaka. In these areas supplies are usually short and are plagued by high incidence of water borne diseases such as cholera. To nurture the operations of D- WASHE some initial seed money is required and this can be increased as capacity is built preferably within councils.

Gender issues are not being effectively addressed although CMMU and N - WASHE have been putting together training packages to address this issue. There is need for the engagement of a specialist in this area.

The rural water supply and sanitation sector will for some time remain a non-profit making sector especially where the development of new sources is linked to the establishment of community based O & M systems ( ideally so for sustainability). The new water utilities will have daunting tasks in making themselves viable given the low water demand in some remote stations and therefore may not be keen to take on point sources (49 % of the shares may be in private hands whose motive is to make profits). The D- WASHEs will therefore be active in supporting councils to spearhead development in this sector.

A number of recommendations are included in the main report but below are the major ones.

1. The WASHE concept be promoted and the commitment to this be reflected in:
  - i) the extension of the period of support to the WASHE and to N- WASHE in particular well beyond March 1997.
  - (ii) the reviewing and improvement of the conditions of service of the N- WASHE staff in line with those of its sister institutions such as WSDG.
  - (iii) the provision of seed money for the operations of the D- WASHEs as they prepare long term investment plans
  - (iv) the production of a long term N - WASHE strategic plan
2. Utilities should not be burdened by the adoption of non-viable enterprises such as the water provision and the establishment of O & M systems for point sources in communities. The council has the responsibility of providing water in the rural areas and the D - WASHE should play a critical role in the planning and management and building community capacity for maintaining these rural point sources. The



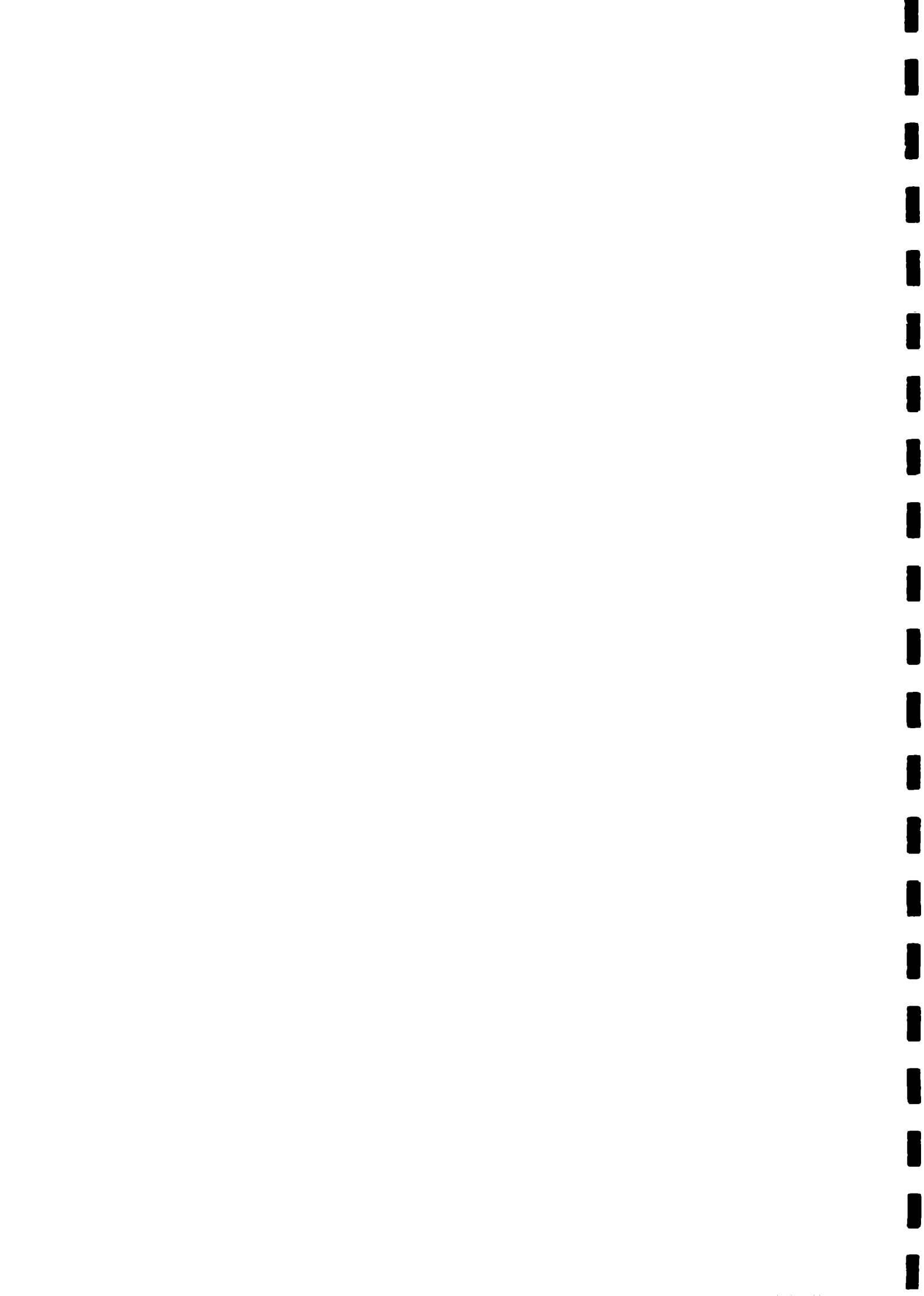
provisions of the water supply bill relating to the responsibilities of the commercial utilities in rural water supply provision need to amended.

3. N -WASHE should be amalgamated with CMMU into one department and the conditions of service of its staff rationalized accordingly. The unit should be a secretariat of NWASCO with the mandate to implement the reforms relating to RWSS, and consider establishing itself as self financing capacity building unit in the long term.
4. A policy and strategy on sanitation needs to be developed. It would also be appropriate if all water projects could be designed to deliberately put bias on sanitation. The N - WASHE could include this as one of the conditions for approving projects in certain areas.
5. There is need to clarify financing procedures of the D - WASHEs and RWSS projects. Options in which councils retain overall responsibility and accountability with D - WASHE committee assuming management functions should be given priority.
6. CMMU/N-WASHE, with the assistance of an experienced Gender Specialist, design a comprehensive GENDER Planning training programme, so that members of the D-WASHE committees become sensitive and are equipped with the necessary skills for addressing and planning Gender issues
7. It is necessary, in the initial stages, to involve the provincial organs of government in the capacity building and D-WASHE launching process. These provincial heads of ministries will act as the trainers

### **OPPORTUNITIES FOR EXTERNAL SUPPORT**

The support requirements for the urban water supply sector, to some extent, have been documented and require the establishment of effective systems and a supportive legislation, among others to move forward.

The involvement of Irish Aid in compound upgrading and the rehabilitation of some urban water supply schemes, is a major contribution to the preparation of an adequate ground for the implementation of the water sector reforms. This support should continue with a much stronger emphasis on the development of sustainable systems in addition to the technologies:- maintaining an effective billing system and records, taking action against defaulters; monitoring and rectifying production, transmission, and delivery losses; financial management; marketing and customer service, etc. This is the hard part and customers will participate effectively if there is demonstrable evidence of good quality products.





The rural water supply and sanitation sector, unlike its sister sector - the urban, demands the establishment of a number of systems and trials. A lot of these are still philosophical and there are few tangible country wide successes that can be flagged. D- WASHEs, communities and council:- generally people learn by doing especially when the learning process is carefully modelled within a clear framework. There are a number of systems that need to be developed such as the involvement of potential stake holders, selection and prioritization of options (technologies, financial management systems), general rural development, cultural and behaviour changes, operation and maintenance, among others. There is therefore need to develop a process approach in which the actors are taken through the various stages . Support for such an activity would mean taking the D- WASHE, council and community through a series of progressive steps towards a sustainable system using a district water and sanitation project as a demonstration frame.

A number of districts in a region could go through the same process simultaneously



## 1.0 BACKGROUND

Zambia has a total land area of 75 610 square kilometres. The population of the country represents a wide cultural diversity signified by the many local languages and a mixture of traditions the country inherited and greatly cherishes. The supply of goods and services especially those that demand the full participation of the local communities has to embrace this diversity of traditions and local perceptions

In the early 1990s Zambia adopted a multi-party democratic system of government which through an electoral process saw the coming in of a new government in 1991. This political framework has seen the coming into government systems, at both the local and national levels, of people of different political, cultural, religious and other social persuasions. Over the years, the "recipient non questioning mentality" has been cultivated in Zambians by the previous government, but this has changed with democratization of systems. The current mentality is one of demanding and exercising of rights as enshrined in the law. This change in culture has to be taken into account when designing approaches and formats for the provision of goods and services. This is more so in the provision of water which is central to people's lives. Communities which in the past were content to have approaches and strategies designed for them are now demanding to be a part of the consultation process.

In comparison with other regional countries it would appear that Zambia has sufficient water resources. The country alone contributes 40.7% of the total run off from the Zambezi catchment (DWA, 1994)<sup>1</sup>. There is recognition that this privileged position is under threat as the water resource is fast becoming scarce due to deterioration in quality, competing interests (mining, agriculture, industry, urban consumption, etc), effects of droughts and competition from other regional countries among others. In the past the development of water resources has been ad hoc and based on "water user objectives which have merely provided principles" for what was clearly uncoordinated water development framework (DWA, 1994)<sup>1</sup>. The DWA therefore initiated the development of a water sector policy.

The GRZ has adopted an economic policy that centres on liberalization, market reforms and private enterprise. The creation of such an economic environment has allowed for the participation by all in the economic development of the country. The concept of cost recovery and payment for goods and services by all consumers is fast becoming the norm. In this economic climate both rural and urban consumers of services are expected to pay depending on ability and consumption level. Ability to pay becomes a consideration only in exceptional cases where social welfare and equity parameters dictates. It is therefore the expectation of the government that all consumers of water and sanitation services pay in one form or the other, government subsidy being targeted to vulnerable groups. In return the GRZ will have created a framework in which suppliers of services, government itself, private sector and NGOs,

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<sup>1</sup> Government of the Republic of Zambia; Department of Water Affairs: National Water Policy, 1994. ppg 36



build and practice a service delivery culture in which efficiency, cost effectiveness, sustainability, good consumer relations would form the central guiding principles.

To effectively realise these ideals the GRZ engaged itself in a process of decentralization and devolution of power to the lowest levels possible. In this the decision making ability is at the service user level. This process of decentralization and devolution of power is reflected in the current government reform programmes in various sectors such as the Health Reforms, the Education Reforms, the Agricultural Reforms, Local Government Support Project (LOGOSP), among others. Brief description of these reforms are given in the appropriate boxes.

Zambia has a mixture of both the traditional and the elected civic models of local government. Both systems operate side by side and will continue to do so for a long time to come. Traditional chiefs and headmen are increasingly regaining civic powers and are fully recognised as a strong influence in community organization and mobilisation. The Ministry of Local Government and Housing has, since 1993, been establishing planning and management structures at all levels in line with the ministerial minute circular of 1995.

#### Box 1: HEALTH REFORMS

The Health Reforms are being spearheaded by the Ministry of Health. The reforms are aimed at bringing the management of health services as close as possible to the service deliverers.

The reforms include the creation of district health boards, to which financing for the health sector is channelled. The health boards are responsible for the preparation of annual and long term plans for health services.

The sub-district level planning is based on a health centre catchment system, in which each centre (clinic, hospital, etc) oversees the delivery of health services in its area

The health reforms also include the creation of neighbourhood health teams for the promotion of good health standards among the communities.

For hospitals, management boards are being created to manage hospital services.

The health reforms emphasizes payment for services. User charges collected are used at the point of collection to improve health services.

#### Box 2: AGRICULTURAL REFORMS

The agricultural reforms are similar in format to the other reforms currently going on in the other sectors.

The aim is to transfer management responsibilities to the district through the creation of a district agricultural coordinator post. The coordinator will be supported by a team of specialist officers, including veterinary, fisheries, natural resources among others. At the farmer level management organs will be based on units called blocks, which will be the focal point for skills training, marketing and inputs delivery.



## 2.0 INTRODUCTION

The GRZ decided to rationalize the management of water and sanitation services in both rural and urban areas. This rationalization process centred around the formulation of water sector policy, the redefinition of ministerial responsibilities, review of associated legal instruments, and the setting up of institutions to spearhead the reforms among others.

These reforms came as result of the numerous problems that the water sector faced. These are listed in a number of reports as:

- sector organizations receive insufficient financial resources to cover either capital or operating expenditures.
- the existence of a number of different Government ministries and agencies, as well as non-government organizations, involved in water supply and sanitation, particularly in the rural sector, has led to often conflicting responsibilities, duplication of effort, a lack of standardization of plant, equipment, methodologies, and neglect of the needs of sections of the community.
- for various reasons the sector is unable to attract and retain adequate numbers of qualified and experienced staff to meet the sector needs
- the absence of a national policy or strategy for the water supply and sanitation sector
- insufficient attention to the sector by the previous government (WSDG, 1996<sup>2</sup>; DWA, 1994<sup>3</sup>)

### 2.1 Major Landmarks in the Water Sector Reforms

- (i) In 1988 the GTZ prepared a detailed study on the reorganization of the water supply and sanitation sector and this was not implemented due to lack of political will from the GRZ (WSDG, 1996<sup>2</sup>).
- (ii) 1992/1993 Zambia together with the rest of the southern African countries was hit by a devastating drought. The management of the drought crisis presented a lot challenges, from information to strategies for drought preparedness.

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<sup>2</sup> Water Sector Development Group, ZAM 061- NORAD Support to the Water and Sanitation Sector, not paged

<sup>3</sup> GRZ -Department of Water Affairs, National Water Policy, 1994 ppg 36





(iii) In July 1993 Community Management and Monitoring Unit (CMMU) was created with support from NORAD and UNICEF to gather information on rural water supply and sanitation coverage and put in place systems to address the rural water and sanitation problems.

(iv) In March 1993 the Programme Coordination Unit (PCU) was established. The PCU is an inter-ministerial committee, responsible for the coordination and spearheading the water sector reforms. Representatives on the committee are senior members of government at permanent secretary level.

**Box 3: EDUCATION REFORMS**

Proposals are under way to reform the education sector. These include the decentralization of the delivery and management of education services to the lowest appropriate level. School education management boards are being proposed and these will work closely with both teachers and parents.

(v) In January 1994 the GRZ adopted the seven water sector principles, indicated in box 4.



- (vi) In February 1994, the Water Sector Development Group (WSDG) was established as a technical secretariat of the PCU. The WSDG became fully operational a year later.
- (vii) In March 1996, the National Water Sanitation and Health Education Training and Coordinating Team (N-WASHE) was established. The main function of the N-WASHE was advocacy for integration of water, sanitation and health education to attain sustainable development of RWSS facilities in the country (N - WASHE, 1996)<sup>4</sup>

**Box 4: WATER SECTOR PRINCIPLES**

1. Separation of water resources functions from water supply and sanitation
2. Separation of regulatory and executive functions within the water supply and sanitation sector
3. Devolution of authority to local authorities and private sector
4. Achievement of full cost recovery for water supply and sanitation services through user charges in the long run
5. Human resources development leading to more effective institutions
6. Technology appropriate to local conditions
7. Increased GRZ priority and budgetary spending to the sector.

In addition to these major landmarks parallel activities were going on and these have resulted in the production of a number of reports, which contain valuable recommendations on the way forward.

**2.2 Support**

Financial, technical support for the water and sanitation sector reforms came from the governments of Norway, Germany, Ireland and Zambia. While these provided support directly for the benefit of the sector reforms, a number of donors and NGOs are active in the water supply sector especially in the rural areas. The ODA is supporting the capacity building of the local councils through LOGOSP as indicated in box 5.

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<sup>4</sup> N -WASHE, Progress Report for National Washe Coordinating and Training Team, report number 3, 1996; ppg 34

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In line with the water sector reforms the Germany government focused on:

- providing technical assistance to the PCU and WSDG, and funding personnel costs of WSDG through GTZ;
- supporting commercialization of the sector through GTZ; and
- providing capital investments in rehabilitation work through KfW

#### Box 5: LOCAL GOVERNMENT SUPPORT PROJECT

The Local Government Support Project (LOGOSP) is a capacity building support project to the local authorities.

The project is funded by the Overseas Development Administration (ODA)(UK) and focuses on providing technical support to councils to assist them in the planning and management of development programmes.

The support is expected to result in better management systems for financing and accounting, project monitoring and general coordination of activities at the local levels

The Government of Ireland supported the introduction of National WASHE concept through the National WASHE Coordinating and Training Team.

The Government of Norway gave assistance to:

- establish new sector policy and reorganise the wss sector, including funding the operational expenses of WSDG;
- create a strategy for rural wss; and
- draw on the experiences from the wss programme in Western Province (the WASHE concept) on a national scale (GRZ, 1997)<sup>5</sup>.

With less than a year of the current project support remaining, GTZ, Irish Aid, NORAD and the PCU agreed to carry out a review to determine progress against planned targets and propose future actions.

### 3.0 TERMS OF REFERENCE

Terms of reference for the water sector review are included in Appendix 1. Four parallel studies were carried out and then merged into one report with the different studies forming the annexes.

The consultants appointed by Irish Aid focused on the N-WASHE, its relationship with the D-WASHE and how this is contributing to the reform programme. Consultants appointed by Germany and those appointed by Norway were jointly focusing on the WSDG, its activities and outputs and the general framework of the sector reforms. The consultants appointed by the Government of Zambia focused on the linkages between the various activities and how these are contributing to, or are in conformity with, the general development philosophy of the Government of Zambia.

This report is aimed at addressing the Terms of Reference relating to the Irish Aid component.

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<sup>5</sup> GRZ, Terms of Reference for the Review of the Water Sector, 1997)



#### 4.0 METHODOLOGY

The consultants had a number of meetings with key sector personnel, reviewed a number of materials and reports and conducted a series of field visits. These field visits included meetings with the D - WASHE committees in Monze, Mazabuka (in the Southern Province), Kaputa, Kasama, Mbala, Nakonde and Isoka (in the Northern Province). In addition the review team witnessed the training and the subsequent launching of the D -WASHE committee in Chinsali.

The amount of travelling (long hours on rough roads) and in some cases with limited conducive accommodation for working put a lot of strain on the review team. This also limited the amount of contact time with the national level. However the process contributed immensely to an understanding of the implications of the reform programme, and the concerns people have at the local level. Contacts with the district administration (councils, heads of ministries and NGOs, town clerks and council secretaries) gave the review team an opportunity to assess the extent of organizational skills required for the reforms to make any impact or meaning at the local level.





## 5.0 FINDINGS

### 5.1 GENERAL

The on going activities and projects on water sector reforms are drawn out of the Water Sector Policy and subsequent legal instruments that are being proposed, debated and implemented at the national level. Central to the policy is the role of the users or beneficiaries, either as managers (in the case of rural water supply and sanitation) or consumers paying service charges (in the case of urban or township water supply and sanitation services).

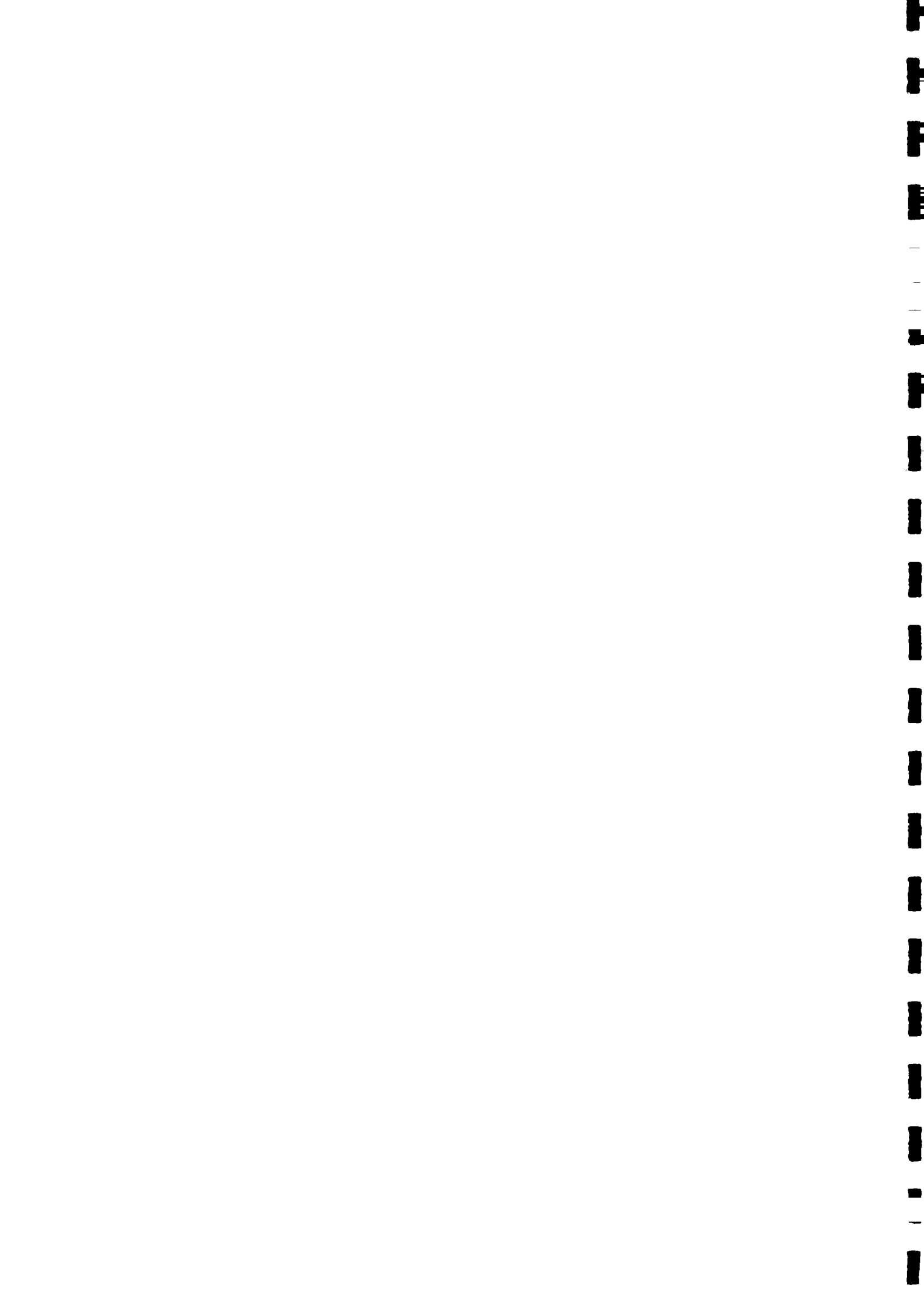
During the development of the Water Sector Policy consultations, in the form of workshops, were held with the district, provincial and national heads of government ministries, donors, NGOs and local authorities.

These resulted in high expectations by the district level managers that change was eminent, but this was not to be. The introduction of N- WASHE has again rekindled the spirit of expectation. The pace at which the reforms are being introduced and the absence of tangible evidence of change has led one town clerk to comment "we do not expect anything much, people at all levels are scared of the daunting tasks that face them in this sector. We can see results in the health reforms and communities are enjoying the benefits".

This is the major dilemma of the water and sanitation sector reforms; so many unanswered questions, disillusioned implementors, high degree of insecurity, poor information flow and weak forward planning at the local levels which is resulting in inadequate preparations for change by the key actors:- those that will eventual manage or oversee the reform process at the consumer level (both rural and urban).

The creation of D-WASHE in each district and its subsequent linkage with the development organs of the local authority at that level provides a local home for the reform process and therefore should be supported. For township supplies, in which the Water Utilities will be more active emphasis should not be on how the utilities could benefit from a strong, already established D- WASHE.

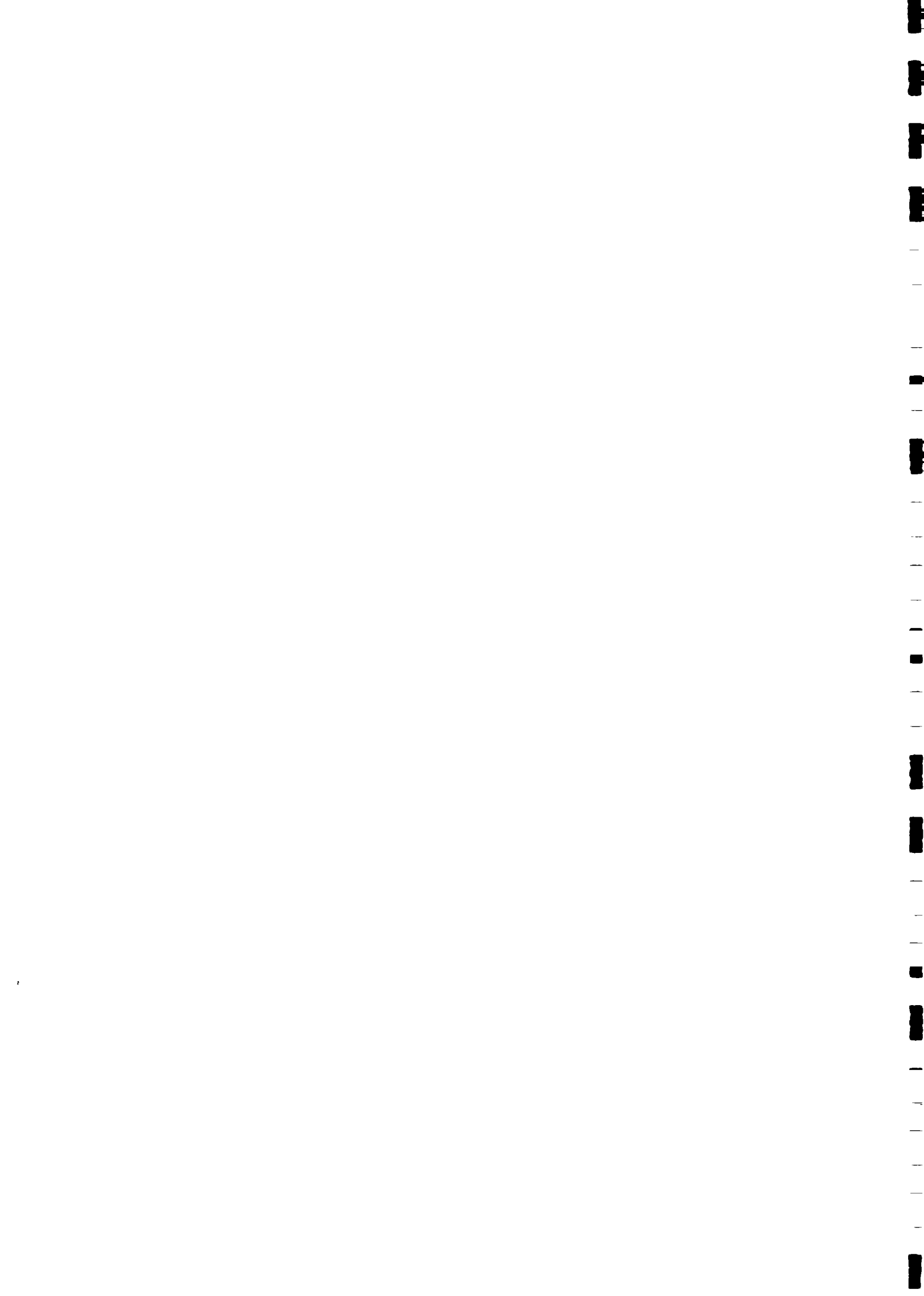
A well served, economically active rural community places little burden on the nearby urban centre.



## 5.2 PROGRESS

The overall progress of the N -WASHE is indicated in the table below.

No	Sub-Objective	Indicators (with dates)	Status	Comment
1	Establishment of N-WASHE Recruitment of staff	National Washe team operational by March, 1996	Staff was recruited by March, 1996	-
1 1	Office Accommodation and it operation	December, 1995	Office accommodation secured in June, 1996	Problems in securing offices and payments of rent
1 2	Comprehensive induction and initial training for N-WASHE Team	February, 1996	Induction and training for the teams were done in April, 1996	One week workshop conducted by CMMU Core-staff
1 3	Launching of National WASHE to Donors, GRZ and NGOs	Mid March, 1996	<ul style="list-style-type: none"> <li>• Launching took place in March and May, 1996</li> </ul>	<ul style="list-style-type: none"> <li>• This took place during the First Water and Sanitation Fair</li> <li>• One day workshop held to brief Donors, NGOs and Government institutions</li> </ul>
1 4	Procurement of materials and mechanism for accountability put in place	End of January, 1996	February, 1996 CMMU bought material for N-WASHE	On procurement Government procedures were followed
2 0	Introduction and establishment of D-WASHE committees in 5 Insh Aid supported districts in Northern province	D - WASHE in the 5 Insh Aid supported districts in Northern Province by end of April, 1996	By May, 1996 5 D-WASHE committees were established	The programmes achieved results but plans developed by districts could have benefited from better guidance
2 1	Needs Assessment Workshop in 5 Insh Aid supported districts in Northern province	July, 1996	July, 1996 Needs Assessment workshops done	-
3 0	Completion of the of D-WASHE development plans in the 5 Insh Aid supported districts	5 plan documents by November, 1996	By November, 1996, 4 D-WASHE plans were completed in the 5 Insh Aid supported districts in Northern province	Mbala District is still to develop the District Development Plan The plans still need to be improved to capture the total needs of the district and contribute to the long term vision of the water sector
3 1	Completion of 4 D-WASHE development plans in Luapula province	December, 1996	By November, 1996 Samfya and Kawambwa Districts had developed their plans	Mwense, Mwansa and Nchelenge had produced their plans before with CMMU assistance
3 2	Samfya District will have completed a D-WASHE Development Plan	February, 1996	By November, 1996 Samfya had completed an D-WASHE Development Plan	-



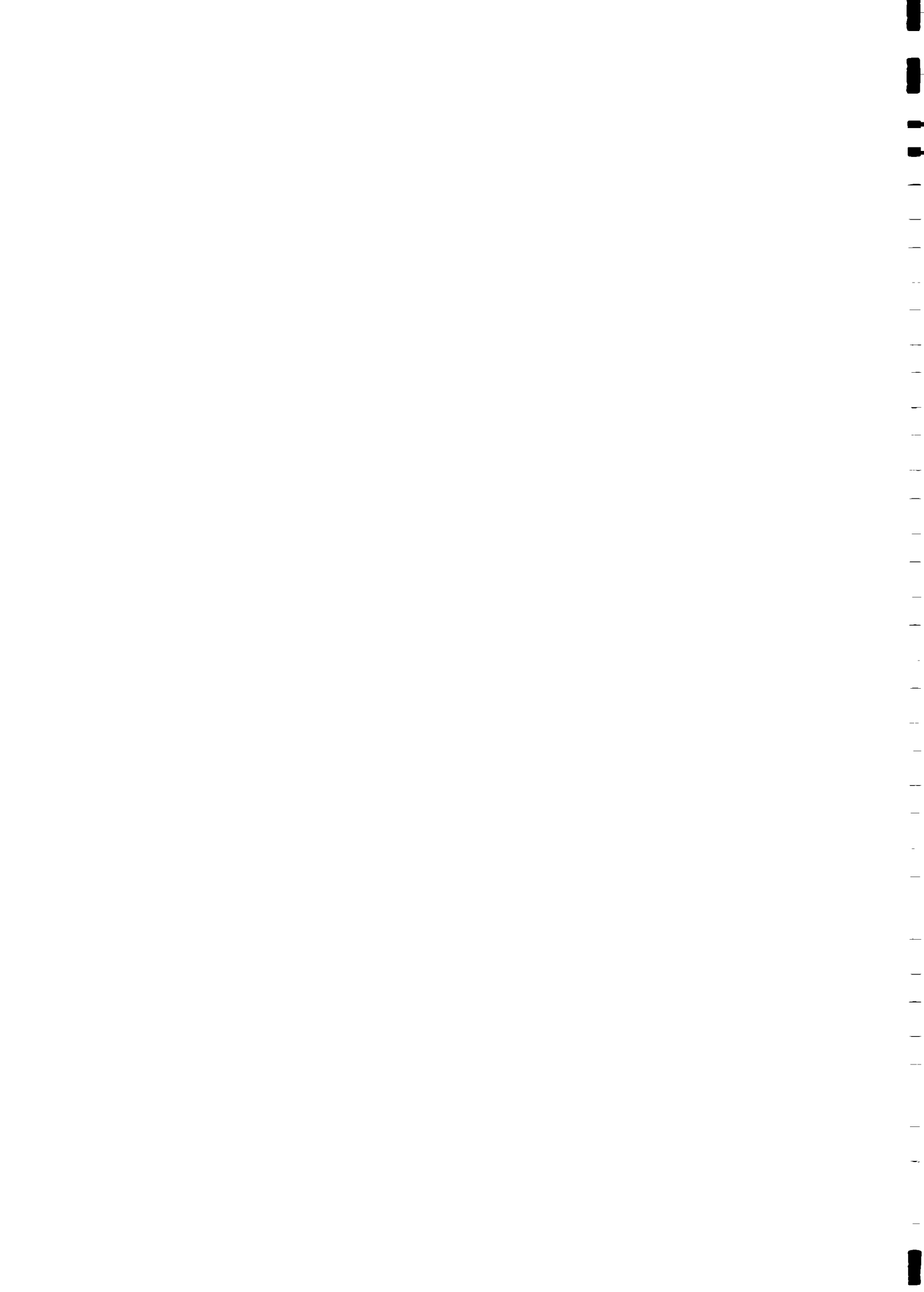
4 0	Training of EHTs in participatory hygiene education methodologies in 5 Insh Aid supported districts, in Northern province	During Phase 1, EHTs and other relevant extension staff as identified by districts, selected and trained by April, 1996	By August 1996 N - WASHE had trained the sub-districts staff which includes EHTs, teachers, community workers and agricultural extension staff	CMMU had trained only EHTs on health education, participatory methodologies N - WASHE covered broader aspects of the whole WASHE concept
5 0	Participatory Hygiene education kits	PHED kits produced and distributed for use at village level	CMMU distributed draft kits to Insh Aid project officers in the Northern provinces. Kits were limited and therefore could not be distributed to EHTS	The review team understands that the kits are now with the printers, and are due in three months
6 0	Communities trained in participatory hygiene education	*Improved hygiene practices at village level in water and sanitation * Increased community driven demand for D-WASHE services	No training of communities was done	The EHTs did not have training kits and lacked support resources to train communities

In line with the objectives set in the original document the N-WASHE team managed to meet all the objectives. Considering that N-WASHE became operational in April 1996, the team has done tremendous work in Northern, Southern and Eastern provinces. N-WASHE had specified targets to meet, in terms of numerical numbers of districts to be covered among others, and this increased the pressure on the team which resulted in limited support for plan production at district level. This had implications on the outputs from the D-WASHE committees whose lack of capacity to produce quality plans was not taken into account, hence the plans produced are of a poor quality. Discussions with the districts and a review of the plans revealed a number of inadequacies such as implementation formats, considerations for O & M, user participation, capacity building and linkages with on going activities.

The N-WASHE further introduced and established 10 D-WASHE committees in the Southern and Eastern provinces with financial assistance coming from UNICEF.

In Luapula province the N-WASHE team managed to cover 2 districts, namely Kawambwa and Samfya and their plans have already been forwarded to N-WASHE. CMMU which was established earlier than N-WASHE had already established 3 D-WASHE committees in Luapula province and plans from these districts were forwarded to CMMU in Lusaka.

On the training of EHTs in participatory Hygiene education methodologies, N-WASHE training team managed to team up with CMMU and carried out some training in all the 5 districts of Luapula province. In Northern province the team failed to carry out this activity, because CMMU had already trained EHTs in some Districts of the Northern province and as a result N-WASHE did not want to duplicate the same activity in the same area. Instead N-WASHE targeted the sub-district level in the 5 districts in Northern province and were looking at broader aspects of the WASHE concept and how the sub-district level can link with the D-WASHE committee.



CMMU had the responsibility of producing Participatory Hygiene Education kits for distribution to the EHTs. However, CMMU did not manage to distribute the kits after the training of EHTs. As a result EHTs had no training materials to use to train the communities. The review team was made to understand that only a few draft kits were given to some Irish Aid officers in the Northern Province. It was not clear why the few drafts were not distributed to the trained EHTs. The review team was assured that once the printing of the final kits was complete all the trained extension workers would get them

It is recommended that the CMMU/ N- WASHE revise their strategy of distributing training materials so that the intended target group benefit.

There was no monitoring of the trained extension workers, which could be explained by the volume of work that N- WASHE wanted to accomplish in a short space of time. It is recommended that a monitoring system be put in place in order to assess extension workers' activities.

N - WASHE should revise its plan to ensure that health and hygiene education at community level gets top priority and strategies are clearly spelt out.

### **5.3 CONTRIBUTION TO REFORM**

#### **Public Sector Reforms**

The introduction of public sector reform is a central part of the GRZ's economic reform programme. The public sector reform aims at streamlining government functions, rationalizing ministerial roles and reducing the civil service and hence contributing to the reduction in government expenditure. It is anticipated that this will generate a more efficient civil service and improved conditions of service for the workers.

The N-WASHE philosophy is one of pooling resources, in an inter-ministerial way; joint action planning and peer monitoring in the implementation of projects. The water and sanitation sector is multi-sectoral in which inputs from the different disciplines are required. It is recognised by the implementors that the WASHE philosophy is providing them with an opportunity to share available, usually, limited resources.

In the districts that were visited it was indicated that some departments have more resources than others and those that have share with those that do not have. At present the Ministry of Health has in a number of districts more resources, especially transport, than any other and therefore, through D- WASHE arrangements are made to have joint field visits.

The joint programming has facilitated the sharing of information on a number of areas relating to water and sanitation. In this respect the WASHE principles are in line with the public sector reforms.





There are variations in the proposed financing arrangements for the D- WASHE activities. The N- WASHE has drafted financing guidelines, which indicate that the D- WASHE as a committee establishes its own financial management committee, with a treasurer. The Southern Province districts visited have already opened a bank account, whereas in the Northern Province this is still to be done.

The reforms are calling for strong effective local authorities, able to deliver goods and services. The D- WASHEs would like to receive funds directly and form a parallel body, accountable to itself or a donor but having little financially to do with council. This is contrary to the spirit of decentralization. There is an element of suspicion among the actors that if money is channelled through the councils it will not be used for the purpose for which it is earmarked hence the desire for a separate account. As DISS becomes the route for channelling development aid to the local institutions, it is obvious that this money should be accounted for using the set GRZ accounting procedures even at the local level.

It is important that there is rationalization of the financial management procedures. While council could have the overall responsibility of accounting for the money and checking on expenditures, the D- WASHE committee could be responsible for initiating expenditure requests.

### **Decentralization**

Decentralization involves the devolution of power to the lowest levels possible. It was noted that in the past plans were developed at the national level and passed down to regions and districts for implementation. A number of officers interviewed in the districts indicated their limitations to long term bottom up planning. The WASHE concept allows for the development of development plans at the local level. Already districts have asked to prepare their own development plans for water and sanitation.

The D -WASHE is, in all districts, a member of the District Development Coordinating Committee (DDCC). In Mazabuka there are strong links between the DDCC and D- WASHE, but such linkages are weak in other areas. In Mbala the DDCC does not meet regularly, and if it does, the attendance is usually poor. In Monze and Mazabuka and Isoka a senior council representative chairs the D-WASHE. This has strengthened the relationship between council and D-WASHE. Where Irish Aid has been active the tendency has been to have an Irish Aid staff member as chairperson. This has had the effect of removing ownership from the local institutions. The problems of non-attendance and poor functioning of the D-WASHE in Mbala could be attributed to this. In Mbala, the committee had not met since the last workshops in September/October 1996 and a meeting called a day before the review team arrived was cancelled because only the council administrator and the two Irish Aid staff were in attendance. Discussions with the town clerk and senior heads of government departments revealed that they are committed to the concept of WASHE but the review team concludes that there are serious management weaknesses.



In Kaputa the committee, which started as the District Inter-sectorial Team (DIT), has been very active despite problems of logistics, distances from main centres, inadequate resources among others. DIT focused on Ministry of Health activities but the D-WASHE is now looking at all sectorial issues. The committee is chaired by the District education officer and includes representatives from the community. The Kaputa D-WASHE is actively supporting the DDCC and has in the past been asked to prepare proposals and coordinate efforts to combat cholera.

The Kasama D-WASHE is benefiting from the presents of the Irish Aid programme in the district. Irish Aid has already indicated that it will phase out its management support to Kasama district. Discussions are going on as to how the projects will be managed in the future. This is an opportunity for the N- WASHE to strengthen the D-WASHE and to help it formulate plans for the sustainable delivery of service. In such an arrangement it would be beneficial if the local authority takes charge of the process.

In Monze the leading role of the funding organizations (donors and NGOs) in the running of the D-WASHE is quite evident. This is not sustainable in the long term. Donors and NGOs should facilitate the capacity building of the local institutions.

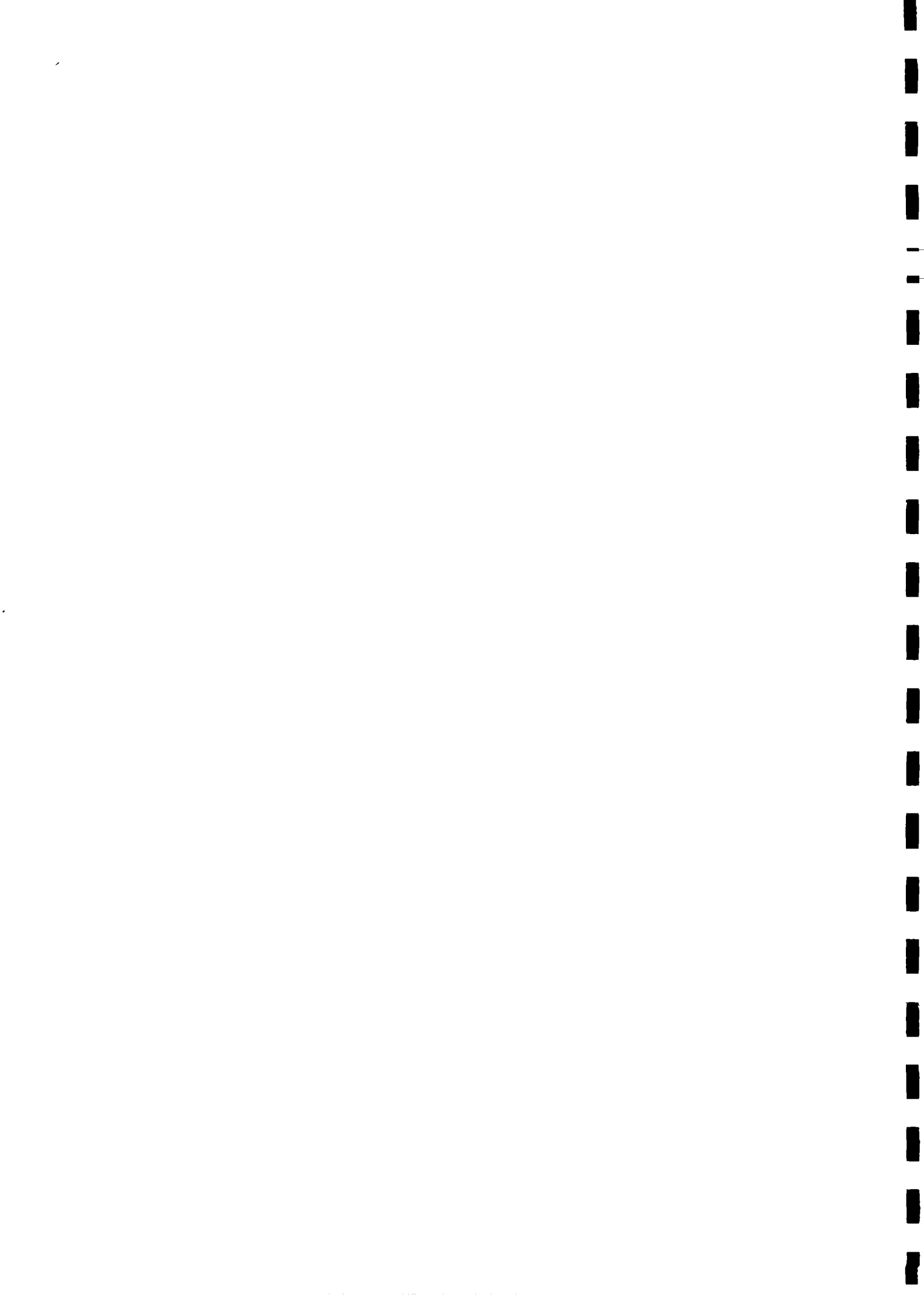
The D-WASHEs were tasked by the N-WASHE to develop development plans for 1997. These have in most cases not been formally forwarded to the DDCC or had the approval of the full council. Some have been forwarded directly to N-WASHE and others to the donors. By by-passing the responsible district level institutions the programme is undermining their capacity. Development plans should be endorsed by the full council and have formal blessing of the DDCC. The urgency with which these were prepared has tended to reinforce the believe that "Lusaka has all the answers" and N-WASHE will soon be seen in this light. N-WASHE has to remove the image that "if nothing comes from Lusaka, nothing happens on the ground".

The philosophy of decentralisation should aim to strengthen the local institutions and in this respect donor supported personnel should not be the leaders of the development committees, more so D-WASHE.

N-WASHE is building capacity at the local level and this is in line with the government philosophy of devolution of power to local institutions. As is discussed elsewhere the position of the Rural Water Supply and Sanitation (RWSS), within the water sector reform, in terms of who will be responsible for it, is unclear. This is making it difficult for the N-WASHE and indeed the CMMU to focus their capacity building programme.

### **Department of Infrastructure and Support Services**

The Department of Infrastructure and Support Services (DISS), is a new department within the Ministry of Local Government and Housing (MLGH). The water sector in Zambia has been bedeviled by the lack of information in a number of key areas. To address this the GRZ established the DISS.



Among the many functions of the DISS is the coordination role between councils and donors. It is therefore seen as an entry point for donors to the development of the council areas both rural and urban.

N - WASHE has been receiving, and will continue to receive, water and sanitation development plans from the D-WASHEs. The N-WASHE should vet these plans, and check if there are in conformity with the national standards and maybe have some preliminary discussions with interested funding agencies.

The prioritised plans should then be sent to the DISS for official onward transmission to potential financing agencies. In this respect the N-WASHE plays a crucial role in the planning and management of the RWSS sector. A strong N-WASHE, able to support and build the capacity of the implementors of district water supply and sanitation projects makes it easier for government through DISS to have an accurate national picture of the water and sanitation status in the country, in terms of coverage, technologies, investment needs, operation and maintenance systems in place and the general health status of the rural communities.

The N-WASHE is a source of valuable information necessary for government planning activities. Through the D-WASHE such information will be updated on a regular basis. In this connection therefore the strengthening of the WASHE concept has tremendous contributions to the operations of DISS.

DISS is not yet strong and the pressures that it is currently subjected to as a result of the urban reforms will for some time make DISS have a strong urban focus. The rural sector is not currently receiving as much attention as the urban sector. In order for the rural sector not to slide further into oblivion a strong N-WASHE is needed not only to fill the gap but to ensure that RWSS sector issues are brought to the fore.

Mechanisms for this include the combining of the N-WASHE and CMMU activities into one organ which should act as the coordinator and capacity building unit of the rural sector and a secretariat of the NWASCO on rural issues.

### **Water Sector Reforms**

The water sector reforms are based on the water sector policy, the seven principles, the rationalization of ministerial roles and the associated legal instruments necessary to ensure the creation of a conducive environment for all actors to perform effectively.



Some of the key strategies for achieving the goal for providing adequate, safe and cost effective water supply and sanitation services with due regard to environmental protection for the urban sector are indicated in box 6.

The DWA is running a number of water supply schemes in the country. The proposal is to transfer these schemes to the local councils and then to the Commercial Water Utilities. The councils do not have the capacity at present to run the schemes. The D-WASHE is currently focusing on rural water supply, but because of the unitary local government system in Zambia, in districts like Kasama, the D-WASHE is currently involved in sanitation improvements at markets. This promotional role by D-WASHE is likely to grow as councils assume the supply function for water and sanitation services. In the remote areas, such as Kaputa, the D-WASHE is already involved in promotional work for health and hygiene education.

Irish Aid is supporting the compound upgrading programme in a number of towns. The systems of community management that are being promoted can be easily translated to other rural programmes. In Mazabuka most members who are on the D-WASHE are also on the Project Steering Committee of the Ndeke Compound Upgrading Project. This allows for cross fertilization of ideas.

For some time D-WASHE activities will be evident in the peri-urban areas of most towns as any utility will find it difficult to deal with these areas especially if it is to become commercially viable. Therefore in the interim the D-WASHE as a sub-committee of the DDCC, in single council arrangement will find itself getting more and more involved with the urban supplies, not in terms of direct implementation but in assisting DWA and council in promotional work.

#### Box 6: Urban Water Supply and Sanitation Strategies

The following urban strategies for urban water supply are indicated in the national water policy:

- \* Maintaining strategic reserves or stock pile of water treatment chemicals
- \* Implementation of a well planned de-linkage of water resources management from water supply and sanitation management
- \* Development and implementation of a National Water Conservation
- \* Creating an autonomous body to review and oversee the tariff structure of UWSS sector
- \* Providing sufficient central government grants for operation and maintenance of UWSS schemes
- \* Encouraging investment in the rehabilitation of UWSS schemes
- \* Carrying out investigation regarding regionalisation of operations and management of UWSS schemes
- \* Formulating a well articulated training programme which addresses basic needs of the UWSS schemes
- \* Enacting and enforcing Council by - laws and any existing pieces of legislation to prevent water pollution
- \* Establishing a Water Sector Devolution Trust Fund to assist the transformation of local urban water and sanitation operations into commercial enterprises





### Box 7: Rural Water Supply and Sanitation Strategies

The Rural Water Supply and Sanitation Strategies indicated in the Water Sector policy are:

- \* Ensuring that RWSS Programmes are community based
- \* Developing a well defined investment programme for sustainable RWSS
- \* Promoting appropriate technology and research activities in RWSS
- \* Developing an emergency and contingency plans to mitigate impacts of drought and floods in rural areas
- \* Developing a cost recovery approach as an integral part of a RWSS which will ensure sustainability
- \* Developing and implementing of well articulated training programme

The national policy proposes the policy measures and strategies indicated in box 7. The N-WASHE has more impact in the rural water and sanitation sector reforms than in any other sectors. The RWSS sector is not receiving as much priority as it should in the Zambia water sector reforms. A number of options of how the urban sector will be operated are in place. The rural sector is a difficult sector in that the proposed systems of operation and maintenance of water points requires the establishment of an effective management institution at each water point. CMMU estimates that there are over 24 000 water points in the rural areas. This in comparison with the population densities reflects very low coverage.

Rural Zambia covers a wide area, and in some cases the distance from the district centre to the furthest point in the district

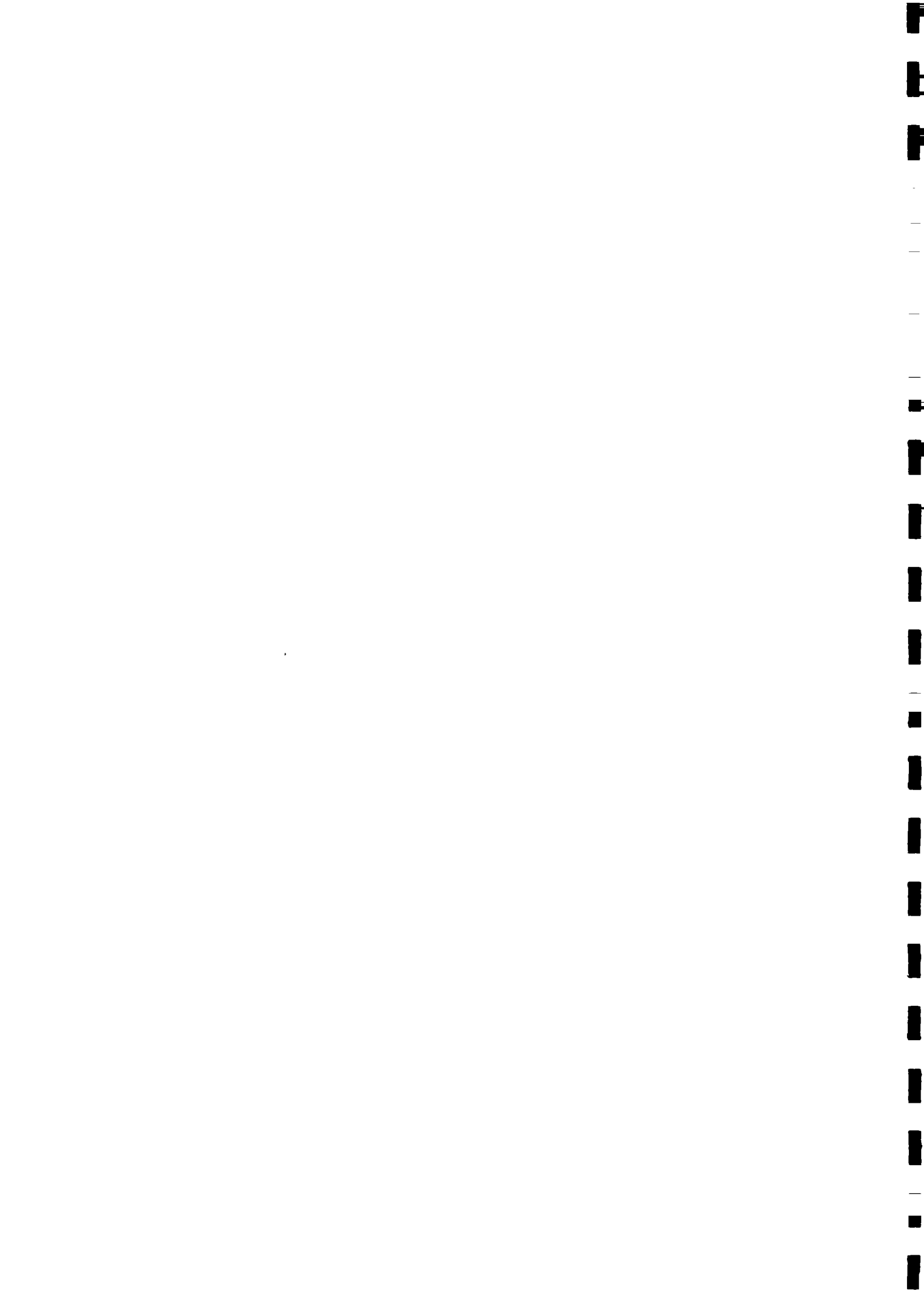
can be more than 200 km. Given the state of the roads and the poor communication systems in general support from the district centre has been generally poor.

The N-WASHE approach will see the establishment of community based operation and maintenance systems which are critical to the sustainability of the water and sanitation programme. D-WASHEs are currently involved with the establishment of village based WASHE communities and pump mechanics at village level.

In the southern districts UNICEF is training and equipping village level institutions as a first step towards a community based operation and maintenance system. These tools will be available to all pump mechanics in an area. The D-WASHE is mandated to ensure that the training of these mechanics is carried out.

The challenge in the Northern province is to establish similar community based maintenance units. This is in line with the privatization of the hand pump maintenance programme. The role of the D- WASHE in this process is vital.

Most rural water programmes (borehole drilling or well upgrading) demands that communities pay a token amount towards capital costs (K 93 000.00 in the Irish Aid supported drilling project in the Northern Province) and establish a water committee that will look after the water point. It is the general experience from a number of project that where contractors are used, establishment of water committees is not made a part of the contract. In such cases, usually no system is established for water point maintenance. The role of the D - WASHE, in addition to the community mobilization



and pre-siting with communities, is to ensure that the community is properly trained and equipped to maintain the water point.

The rural water and sanitation sector has been receiving little attention during the water sector reforms and even at the district level attention has been directed at township supplies at the expense of the rural point sources and sanitation. The establishment of N - WASHE and the complimentary support from CMMU fills in this void.

The relationship between D - WASHE and the water utilities could be very complimentary within the council context. As discussed in section 6.2.2 the commercial utilities should not be burdened by the adoption of non viable enterprises such as the water supply provision and the establishment of O & M systems for communal point sources. It may not be profitable enough as things stand in some urban council areas (some are remote with run down schemes and very few consumers), without massive hiking of water tariffs. High tariffs will inevitably reduce consumption, where upon consumers may practice selective water use, resorting to other sources of water (rivers and open wells for laundry, bathing and gardening). There are numerous schemes where the potential risk of selective water use by consumers in the face of increased tariffs are very high.

The water utilities have to sell a certain minimum amount of water for it to be viable, and unless there is cross subsidy between stations in a given region (or within a specific catchment area for a utility) through blend pricing or other means some schemes may not be viable.

The utilities will be faced with a daunting task of ensuring that they make profits for their shareholders at the same time taking cognisance of the consumer reaction. This will take a lot of their management time. In the meantime they cannot ably take on the point sources, in rural areas, which are a mixture of very local entrepreneurship (well diggers, builders, pump mechanics, etc) and social service.

The role of the water utility in point source development and management is therefore limited.

The council will still have the responsibility of providing water in the rural areas and the D - WASHE will play a critical role in the planning and management and building community capacity for maintaining these rural point sources.

The water sector reforms propose the establishment of a regulatory body in the form of NWASCO. As discussed elsewhere the N - WASHE and D- WASHEs tread a very thin line between regulatory and implementation functions. At district level government ministries may be contracted by the local authorities to implement certain activities, these will look to the N- WASHE for guidelines and other back up support services. In the initial stages of decentralization N- WASHE will have a strong coordinating role in project implementation processes.



#### 5.4 APPROACHES AND PROCESSES.

The introduction of the D-WASHE committees was done at DDCC meetings where N-WASHE training team met with members of the DDCC and discussed the formation of a D-WASHE committee. The DDCC members were then left to choose key members who would form the integrated D-WASHE committee. The initial meeting with the DDCC was effective as members were soon selected to make up the D-WASHE committee. Because of the lack of guidelines on the actual composition of D-WASHE committee this left room for District members to choose officers from any departments including those that had no direct role to WASHE activities, for example in Isoka District the committee includes the Zambia Police, and in Mazabuka an officer from Veterinary Department is a member of the committee. In Kasama and Mbala the Review Team observed that there was a strong representation by officers from the Donor funding organisation present in the 2 districts, that is IRISH AID. The Review Team felt such representation from Donor funding organisation could have negative implications on the decision making process of the D-WASHE committees as problems of financial nature are referred to the Donor organisation for "quick solutions". This defeats the objective of creating the D-WASHE committee and its sustainability becomes questionable. It is recommended that during the initial training roles and responsibilities of the key players should be clearly spelt out and this way they avoid situations where departments/ people without any direct activity to WASHE activities will sit on the committee.

The approaches used were effective in all Districts visited in Northern and Southern province as this resulted with the establishment of D-WASHE committees and the production of District Development Plans.

The approaches used to introduce and establish a D-WASHE committee in Northern province were similar to those used to establish and train D-WASHE committees in Southern Province, as was revealed by committee members of Monze and Mazabuka Districts who were interviewed by the Review Team. However, prior to the training of D-WASHE committees by N-WASHE in Monze and Mazabuka, UNICEF had made some efforts to establish and to start building the capacities of the D-WASHE committees.

The quality of the District Plans differed from District to District. All the plans that were seen by the Review Team were not up to standard and the time frame given to the Districts to come up with the plans was too short. N-WASHE team was "target oriented" and it rushed the Districts to produce the plans, and the lack of planning capacity of the newly established D-WASHE committees was not taken into account. More time is needed to take the D-WASHE committees through the Project Planning process. It was noted by the Review Team that no monitoring, follow up visits or refresher courses were done by N-WASHE during the time Districts were producing their plans. The follow-ups could have helped the committees in producing quality and long term District development plans and these could have helped to address problems some committees like in Mbala were facing which were highlighted during the Review meeting.



Planning is being done by D-WASHE committees without detailed and updated database on water and sanitation facilities. There is also need to take into account community inputs into the planning process. The D-WASHE committee need to be trained in participatory approaches/ methodologies so that a participatory approach to the planning process is done.

It is important for N-WASHE to develop comprehensive guidelines on planning so that Districts can produce plans of good quality which will be acceptable to the Donor funding organisations. N-WASHE should also come up with checking mechanisms when the plans are produced by the Districts before they are forwarded to DISS which is responsible for mobilising and coordinating Donor resources. At the moment what is happening with District plans is that they are being sent to N-WASHE or straight to Donor organisations. This approach should be changed, N-WASHE and the Districts should see DISS as the focal body responsible for sourcing project funds from Donor organisations.

It is interesting to note that in some Districts visited in Northern province, namely Isoka and Nakonde there was already some commitment on the part of D-WASHE committee members and co-ordination of activities was taking place. These two Districts have established "task-forces" within the D-WASHE committee, one is responsible for water and the other one for sanitation issues. This shows that Districts are taking their own initiative.

N-WASHE efforts are seen to be directed to building the capacities of Districts and its not targeting the provincial level in the process. It is recommended that N-WASHE team should start the awareness and training of the P-WASHE committees, and these will be responsible for establishing, training and monitoring D-WASHE committees in the Districts, and this will lessen the burden of N-WASHE team who do not have the capacity to cover all the 61 Districts in the country and this also becomes cost effective compared to the approach that N-WASHE is currently using.





## 5.5 OPPORTUNITIES FOR SUSTAINABILITY

The table below indicates the current ministerial or agency responsibilities for some of the members of the D -WASHE. In most cases these same responsibilities are replicated at the sub-district level.

Ministry or Agency	Ministerial/ Agency role	Perceived Role in D -WASHE
Council	Spearheading, coordination, executing development programmes Local custodians of the government policies and procedures	role not expected to change but there will be increased powers and responsibilities in line with the government decentralization philosophy
Ministry of Health	Curative and preventive, health care services Develop and execute actions to realise this mission	focus more on preventive health care, the development of health and hygiene education materials, participatory hygiene education dissemination High priority on environmental health with special focus on its effects on women and children
Department of Water Affairs	Bore hole drilling and maintenance of pumps in rural areas Abstraction, treatment and distribution of water to urban centres Supervising the digging of communal wells Management of water resources.	Provide technical advise to the committee This may include adjudication of contracts and tenders
Ministry of Community Development and Social Services	Community organization and the promotion of income generating activities, the strengthening of women's programmes in rural areas	Community organization and mobilization Creation of community based planning and maintenance structures, development and promotion of participatory methods
Ministry of Education	development of curriculum, management of schools, teaching	Adoption of WASHE in the schools programmes and curriculum Dissemination of information on health and hygiene education
Ministry of Agriculture	spearheading the agricultural reforms, improvement of agricultural inputs and outputs, land use practices, natural resources management including fisheries, development of agricultural water	Limited to agricultural water use and land use plans
Central Statistical Office	Production of statistics for planning and development, provide an information resource for policy formulation	Limited, as an actor, but can depend on information generated by other D-WASHE members
Veterinary Department	Provide veterinary services and advise	Limited
Donor Funded Personnel (Insh Aid, GTZ, etc)	Implementation of donor funded activities. Draws a large pool of it staff from personnel seconded from ministries	ideally should be in an advisory role and aim to build the capacity of the government and council institutions
Non Government Organization	implementation of projects	provide information and try out new strategies for effective implementation Should not hold controlling positions in the committee
Zambia Police	Upholding of the law and order Concerned about the security	Very limited role, if any



There are no major shift in responsibilities for most agencies that are currently members of the D-WASHE. However, donor and NGO funded personnel should ideally move into a more supporting role than be in decision making position. In Kasama mechanisms have to be worked to transfer the ownership of D-WASHE from the donor supported personnel to the government or council institutions. At present the committee has too many Irish Aid funded personnel. In Monze, the strong influence of donors, using different approaches and systems may present daunting challenges for the young D- WASHE. Donors and NGOs should focus on throwing ideas and experiences but should be flexible enough to allow for the institutions to grow, make decisions and come up with comprehensive plans for their district.

The future role of DWA at the district level is perceived to be that of advising as more and more of its water supply function is taken over by the councils or water utilities.

Except in Mbala districts, all the other D- WASHEs visited meet fairly regularly. In Monze and Mazabuka the D - WASHE committees had drawn up calendars of meetings.

In Isoka and Nakonde, although the D -WASHE meets at least once every quarter, there have formed task committees to look at the various elements of the WASHE, such as water, sanitation and health, and these report to the main D-WASHE committee. The danger with this approach is that the elements tend to be split and treated as individual components and not seen as related. There is need for strong sharing of ideas at the initial stages of the WASHE concept.

As discussed elsewhere there is need to strengthen N- WASHE. At present the staff are not sure of their future and it is strongly recommended that support to the National WASHE be extended, and the working conditions be rationalised, in order for them to provide the much needed support to the D- WASHEs. N - WASHE should be reviewed within the same long term support programme to the water sector reforms.

The D -WASHEs should meet for a purpose. Therefore their meetings have to be related to some field activity. There are a number of areas that still needs to be addressed in the Zambia rural water sector, among them systems for community management, sanitation, increased service coverage, gender issues, general capacity building and ownership among others. It is therefore necessary for the D -WASHEs to be supported to come up with plans to address one or more of these issues depending on capacity and need. It would be through this spectrum that the long term viability of the D-WASHE can be assessed.



## 5.6 WOMEN AND GENDER ISSUES

In some Districts where WASHE activities have been going on communities selected V-WASHE committees or water point committees which are largely made up of men and very few women sit on the committee.

In Monze, the review team was made to understand that the V-WASHE composition is mostly 10 men and 3 or 2 women. Majority of people at meeting to select the V-WASHE committee were said to be women, but men were voted by women who did not like voting for each other to occupy influential posts on the V-WASHE committee. Because of lack of confidence in women to vote for other women this limits the opportunities for women to take part in the management and decision making process of the WASHE activities.

The Review Team also observed during a field visit in Monze that women's participation in the water and sanitation was limited only to the collection of locally available materials such as stones, water, river sand and cooking food for the well sinkers. The few women interviewed expressed interest in being involved in well-sinking exercise. Therefore, it becomes imperative for N-WASHE to develop a strategy in order to address the participation of women. Women's areas of responsibilities in WASHE activities should be identified, defined and planned for during the development of the District plans.

The strategy that N-WASHE was using to address Gender Issues was to advise the D-WASHE committees to have at least 3 women sitting on the committee. In most Districts visited by the Review Team few women had been co-opted to sit on the committee, and the advice by N-WASHE was effective. However, the team observed that the presence of women on the committee seemed to have no impact on the D-WASHE deliberations as the women were rather passive and did not take part in the discussions, indicating that their role on the committee was not made clear to them. Addressing issues of Gender and Development should go beyond just having women in numbers sitting on the committee. Their roles and responsibilities should be clearly defined during the training of the D-WASHE committees so that they make meaningful contributions to the decision making process thereby influencing changes in the status and positions of rural women.

CMMU and N-WASHE have made great strides in highlighting the issue of Gender and Development and this is a starting point in sensitising the key players in Rural Water and Sanitation sector on Gender issues. The module that has been developed by the two units (CMMU and N-WASHE) highlights the need for the key actors in the sector to undergo training and also the need to develop a training programme for districts on Gender Issues. However, the module on sensitisation has not been distributed to the District levels. There is need for the module to be simplified and to be translated into the main vernacular languages so that those who are meant to use it, can easily follow the module. The team also observed that the composition of the D-WASHE committees varied from District to District, with some Districts like Kaputa co-opting members of the rural community to sit on the committee. So with such a



composition there is need for the training materials to be simplified. More work needs to be done so that after the awareness stage Districts will then have the capacity to plan for action on Gender Issues.

It is recommended that CMMU/N-WASHE, with the assistance of an experienced Gender Specialist, design a comprehensive GENDER Planning training programme, so that members of the D-WASHE committees become sensitive and are equipped with the necessary skills for addressing and planning Gender issues and these could then be incorporated into the District Development Master Plan during the process of developing it. Gender planning training mainly looks at sensitisation, skill transfer in gender analysis, that is participants are introduced to Gender Planning tools and lastly the translation of skills into planning practice. (Gender Planning and Development by Caroline O.N Moser, 1993).

This Gender Planning Training could become a powerful vehicle to influence change in the water and sanitation sector and at the same time empowering women so that they make meaningful contribution to the decision making process of the sector.

## 5.7 TRAINING

The N-WASHE team saw the need to train and expose the sub-district level on the WASHE concept, and so training was done through some workshops. This training of the Extension Workers at sub-districts level was done in a few Districts and the tools mostly used were the VIPP and the WATER AND SANITATION LADDERS. The N-WASHE made great efforts to go out to the sub district level and train them, however given its limited capacity a more practical and cost effective way of training the sub-district levels should be looked at.

One way could be the establishment of a Training Team at District level by N-WASHE which would be responsible for training and monitoring the Extension workers at the sub-district level. It is recommended that N-WASHE should spend more time on building the planning and management capacities of districts especially during the early stages when the D-WASHE committees are still new, and should also put in place a monitoring system that involves the province. A reporting system needs to be established as well, so that there is continuous flow of information from the top to the lower levels and vice versa

The areas of Participatory Methodologies need to be re-visited by N-WASHE team. The VIPP and WATER and SANITATION LADDERS tools featured mostly in the training workshops including the one in Chinsali which was observed by the Review Team. The challenges ahead of the D-WASHEs include the introduction, in a step by step manner, of the community management philosophy. To achieve this the different stages require the use of different participatory techniques. There are experiences in Western and North Western provinces which could be used. The team therefore concluded that the N - WASHE be exposed to other participatory tools, and this can be achieved through direct training or attachments to other programmes.





## 5.8 OPPORTUNITIES AND CONSTRAINTS

The Water Sector Policy provides a framework for community participation including some payment for services by rural communities. The policy in section 2.4.5 sub-section (i) suggests that sustainability could be achieved through "encouraging user communities to contribute part of the investment cost of RWS schemes. This contribution could be in terms of labour and locally available material to be used in the construction phase"; and in sub section (ii) "assisting the communities in the assessment of costs, establishment of revenue (fee and charges) collection mechanisms and determination of contributions towards operation and maintenance (O & M) of RWSS schemes" (GRZ, 1994)<sup>6</sup>.

The activities outlined above are not in line with the operational ethics of a commercially viable water utility and yet are central to the provision of RWSS services. The onus will remain, therefore, on the local authority and its development organs to ensure that these community management principles are implemented.

The role of the D-WASHE is therefore critical. Point sources in the rural areas will be managed by the community of users. The introduction of community management right from planning to eventual operation and maintenance of these schemes is essential.

Irish Aid has some experience with community management of peri-urban and rural supplies and the same principles need to be transferred to the rural community environment. UNICEF is initiating similar processes in the southern districts through support to pump mechanics, and supply of repair tools.

There is need for N - WASHE to document this process and come up with guidelines for the introduction of a truly community managed operation and maintenance system for point sources.

The WASHE concept provide opportunities for inter-sectoral activities and peer monitoring to ensure good quality products and services. The process evens out power among the key sector players and hence reduces competition. It is necessary, however, that the resource flow is not biased to any one activity.

The water sector could be used as an entry point to the general development of rural communities. The systems and approaches could very easily be standardized through an integrated approach such as that presented by the WASHE principles.

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<sup>6</sup> GRZ, MEWD, National Water Policy, 1994, ppg 36



## **6.0 ISSUES**

It is not the intention of this section to address the much higher level issues bedeviling the water sector in Zambia such as sustainability, community ownership, poor payment for services, non standardization of technologies which are documented in several reports and some of which are included in the main report. This section attempts to address issues as seen by N -WASHE within the overall framework of these much higher issues.

There are number of issues that N-WASHE should address. It is recognised that the N-WASHE has only been in office for 9 months. Given this short period the progress made so far by the WASHE programme is commendable. For some activities such as the production of development plans by the district WASHE committees, it is the review team's conclusion that N- WASHE put a lot of pressure on the districts to produce the plans without adequate guidelines and support. This compromised what would have been a positive step in the promotion of the WASHE concept, as the quality of plans are poor, the amount of consultation with stake holders seriously limited, the local channels of plan approval by-passed, unnecessary expectations raised and the usefulness of the plans greatly questionable.

The rural sector needs attention. The problems of ensuring a community based sustainable system for the planning, development, operation and maintenance of rural water supply and sanitation systems is greatly underestimated. Zambia has a unitary local government system in which both rural areas and towns are managed by the same council. In democratic systems (as promoted by the Zambian political system), all residence are entitled to the same degree of attention from the authority.

The discrepancies between the rural and urban sectors within the same council raises a number of issues.

### **6.1 ISSUES THAT NEED MANAGEMENT CHANGE**

#### **6.1.1 Approaches to the establishment of D-WASHE**

The approaches to the establishment of the D-WASHE have been described in other sections of this report. It is noted that the current methods are not cost effective and also places a lot of pressure on the N-WASHE.

There is a question of accountability of the D-WASHE. In the spirit of decentralization the ultimate authority rests with the local councils. It is therefore important that the councils are targeted for the establishment of D-WASHEs.

It is important that key local authority personnel are sensitized to the operations of the D-WASHE, and these should include the elected members of council. The role of D-WASHE should be explained and clear tasks established.



N-WASHE has limited capacity to coordinate WASHE and supervise the quality of work output. It is necessary therefore in the initial stages to involve the provincial organs of government in the capacity building and D-WASHE launching process. These provincial heads of ministries will act as the trainers and require limited resources to undertake this task.

### **6.1.2 Operational guidelines**

A number of manuals have been produced and are in the process of being produced. The complimentary relationship between N-WASHE and CMMU in this field is highly commendable.

The plans that the D-WASHEs are currently producing lack the vision that is expected of a development sub-committee such as D-WASHE. A lot of this stems from the absence of clear guidelines and limited information at the district level.

It is important that the N-WASHE develops planning guidelines for the districts. These guidelines will give indications on coverage levels, target groups, operational formats, among others. The present plans, and from discussions with the D-WASHEs, the focus, of rural water and sanitation services, is rural institutions such as schools and clinics and not the community in general. This goes against the process of reform. The institutions, with minimum technical and other support from the D-WASHE can mobilize resources to develop their water and sanitation services especially toilets.

The rural communities have been sidelined for a long time and it is necessary that D-WASHE brings them on board in terms developing and implementing plans that are truly community based.

To come up with meaningful plans, districts should conduct district inventories, in a participatory manner, and come up with a full picture of what is there, who is served and what needs to be done. In this process the D-WASHE will work out with the communities what the communities can do to rehabilitate the broken down water points and what management system they need to develop for operation and maintenance.

These plans that will be developed may be long term unlike the current annual plans which are difficult to put into an overall development context.

### **6.1.3 Capacity of N-WASHE and D -WASHE**

The N-WASHE is a multi-disciplinary team of professionals with limited support staff. The team trains as a team and therefore is out of the office all at once in most cases except for the coordinator. Given the process that they have to take the districts and also the amount of support documentation that needs to be developed, this does not give the N-WASHE enough time to plan and be more forward looking.



There are differences in both practical and theoretical experiences within the N-WASHE team. The training demands of the water and sanitation sector are changing rapidly to suit the economic and social environments of the countries. There is need for systematic exposure of the N- WASHE to these changes through training, attachments to other local and regional programmes, and advanced training.

The D-WASHE is ideally made up of the heads of departments operating in the districts. However, it was found that in a number of districts junior staff attend the WASHE meetings. The situation is deteriorating to one of "as long as the department is represented that is alright". This is significantly affecting the quality of decision making. The planning capacity at the district level is weak.

Conditions of service of the N-WASHE staff are different from those of the WSDG. The importance of the work they do is the same and therefore it is necessary to harmonise their working conditions.

WASHE could benefit from an amalgamation of its activities with CMMU into one department. The unit will carry on the current activities of CMMU and N- WASHE but under a single management and also with similar conditions of service for its staff.

## **6.2 ISSUES THAT NEED POLICY CHANGE**

### **6.2.1 Financing of D -WASHE**

As described elsewhere the financing of D WASHE is unclear. The current proposals, which districts are supporting suggest semi-autonomous committees that can receive funds directly from financing agencies into their accounts. This arrangement will not build capacity of the local authorities to plan, manage and control development activities in their areas of jurisdiction. Experiences in the southern districts indicate that donors who want to finance the sub-committees directly end up constraining the capacity building efforts of the local authorities.

On the other hand, due to the unitary system of council, the urban sector is likely to get a lot more attention by the councils for various reasons, among them that water and refuse collections, rates in towns are the only sure way of generating revenue for councils

An interim solution would be for the money to be on council books but managed by the D -WASHE. An initial training of the D -WASHE in financial management is therefore necessary. Such training should also include audit requirements and set in place data management systems.

For those regions that already have active donors in the water and sanitation sector, such as Irish Aid in Northern Province small disbursements of funds should start to flow to the respective local authority for the direct use by the D- WASHEs. Too much money initially can have a crippling effect on the capacity of the D - WASHE, so is too heavy a presence of the donor in district activities. The initial seed money could cover





such things as stationery, allowances for carrying out district village based inventories, workshops and other training at the village levels, and purchase of few materials for demonstrations (head works on wells and bore holes, toilets , etc). Such demonstrations could be done at institutions or some appropriate community for establishments.

Funds for heavy capital inputs such as boreholes could be transferred to councils gradually over time. During this period the capacity of councils will be strengthened and eventually proposal will be funded through DISS.

### **6.2.2 Relationship between Water Utilities and D- WASHE**

The commercial water utilities are driven by the desire to be commercially viable. Viability is currently measured on the basis of piped water supplies, which in this context are primarily urban supplies.

If up to 49% of the shares of any water utility can be in the hands of private sector or individuals, then active involvement of the Commercial Water Utility in rural water supplies (which at levels above the community level are non viable except in the drilling arena) is remote.

D -WASHE will still be involved with the establishment of the operation and maintenance management systems at the water point level. The rural communities are entitled to the development grants resulting from the council shares on the water utilities by virtue of they being residents.

There is need to work out a proper relationship between D-WASHE and the Water Utilities. It is not advisable for the Water Utilities to be involved with the rural water point sources and this should remain the responsibility of the council with the D - WASHE coordinating the activities and establishing the community based O & M systems.

The council has an extra responsibility over its residents in times of crisis, such as drought, disease outbreak, etc. To be prepared for such eventuality and to support the less privileged members of society, council should consider setting aside a fixed percentage of its revenue (from the shares of the utilities, or income generating projects). This may also mean that communities can purchase critical spares (such as imported pump components and other accessories) from council at slightly subsidised rates.

These working arrangements need to be discussed with councils so that a position is arrived at and these mechanisms put in place.

At present communities are asked to contribute a certain amount of money before a bore hole or well can be developed or rehabilitated (K 93 000.00 for the Irish AID funded bore hole drilling programme in Northern Province or K 14 000.00 in the GTZ



well rehabilitation programme in North Western Province) and then it is assumed that by so doing they will maintain the water point.

This is not enough as what is needed is to establish a system of maintenance, may be with private community based entrepreneurs. The establishment of these structures is more of a social function of council than an economically viable activity.

### **6.2.3 Composition of the D -WASHE**

There is confusion as to who constitutes the D- WASHE. While it is necessary in the awareness phase to bring in as many actors as possible including people who may be peripherally interacting with water and sanitation issues, this approach is not cost effective and sustainable in the long term. In some districts even the police were members of the D - WASHE. At the launching workshop of the Chinsali D - WASHE over 40 people were present. This is excessive as some agencies were represented by more that 10 people.

It is necessary to note that for the committee to be effective there is need for equal power dispensation among its members. All actors should attend not out of fear but out of the need to contribute. The chairmanship of the sub-committee is therefore critical. In the initial stages the success of the committee rests with its chairman, and this is very evident when one compares the problems in Mbala district and the relative success of the Kaputa district, despite Kaputa's limited resources.

What is needed is a critical mass of key actors, well informed about the sector needs. A committee of more than ten people may not be very effective. It is necessary that the N - WASHE comes up with a proposal of what it considers to be the critical departments to be represented on the main D -WASHE. This has a implication on the operational costs of the D-WASHE and its effectiveness.

### **6.2.4 Sanitation Policy**

There is virtually no sanitation policy at present. The concept of WASHE cannot be fully articulated if sanitation is not being addressed.

It is necessary that the sanitation technology be assessed, operational guidelines developed and mechanisms for subsidizing the poor worked out. The importance accorded to sanitation in the rural areas is still very low and an active campaign programme needs to be put in place.



## **6.3 ISSUES THAT ARE NOT BEING DEALT WITH**

### **6.3.1 Rural Water Supply and Sanitation**

As indicated, earlier, the RWSS sector is not being adequately addressed. Despite the tremendous work being done by CMMU and more recently N - WASHE, one can safely conclude that the RWSS sector is not moving with the same attention and intensity as the urban sector.

This is not only evident at the national level but also at the district level. In Chinsali it was quite evident that a number of the officers present in the workshop hardly go out to the communities.

A number of water points are in a state of disrepair, with figures of up to 75 % being recorded in some districts. The incidence of cholera outbreaks that eventually gets reported may be a small fraction of what is actually going on. The vastness of the country and its isolated communities (some who depend on water from the marshes), and general poor communication systems poses a lot more challenges for the rural sector than for the urban. The urban sector demands institutional reorganization and capital injection, and can be based on internationally tried models of operation. This is not so for the rural sector where within one district or community several models may have to be instituted.

There is a general commitment to this sector by several donor agencies and NGOs, including NORAD, IRISH AID, UNICEF among others. What is absent is a framework. The WASHE concept is one plausible avenue of creating this framework. It is therefore important that there is strong support for N - WASHE and this should be reflected in the conditions of service accorded to its staff and the quality of support provided to the districts.

### **6.3.2 Sanitation**

There is very little focus on sanitation, from policy framework to implementation. This is more with rural sanitation especially that which is targeted at the communal area residence.

Water, by virtue of its importance in the home, will also receive some attention from the communities. In a number areas of rural Zambia, where the water table is high, villagers are digging open holes (3 -4 m) and even in the sandy soils communities are digging for water. Some of these sources need to be upgraded and protected. However, these techniques have been developed through generations and are being supplemented by modern technologies.

The use of toilets and the safe disposal of excreta has not been a part of the people's culture and therefore is not as obvious as one would expect. A lot of work will have to be done to bring sanitation to the fore.



A policy and strategy on sanitation needs to be developed. It would also be appropriate if all water projects could be designed to deliberately put bias on sanitation. The N - WASHE could include this as one of the conditions for approving projects in certain areas.

Sanitation projects could also precede water activities, whereby certain minimum sanitation coverage has to be achieved before full support for water is done. While these are possible options, the N -WASHE should convene a workshop to discuss how best to tackle the sanitation issues.

### **6.3.3. N - WASHE Rolling Plans**

The N - WASHE needs a long term strategic plan that includes strategies on how it intends to address issues of major concern within the rural water supply and sanitation sector. This plan will address issues like gender, regional or district prioritization criteria, capacity building and long term investments needs.

N - WASHE treads on a fairly thin line between implementation and facilitating or setting up a conducive environment which allows for the effective and sustainable delivery of water and sanitation. Unlike WSDG, N-WASHE plays an active role in the implementation of projects either as individual agencies or collectively in the promotion of certain ideas and strategies.

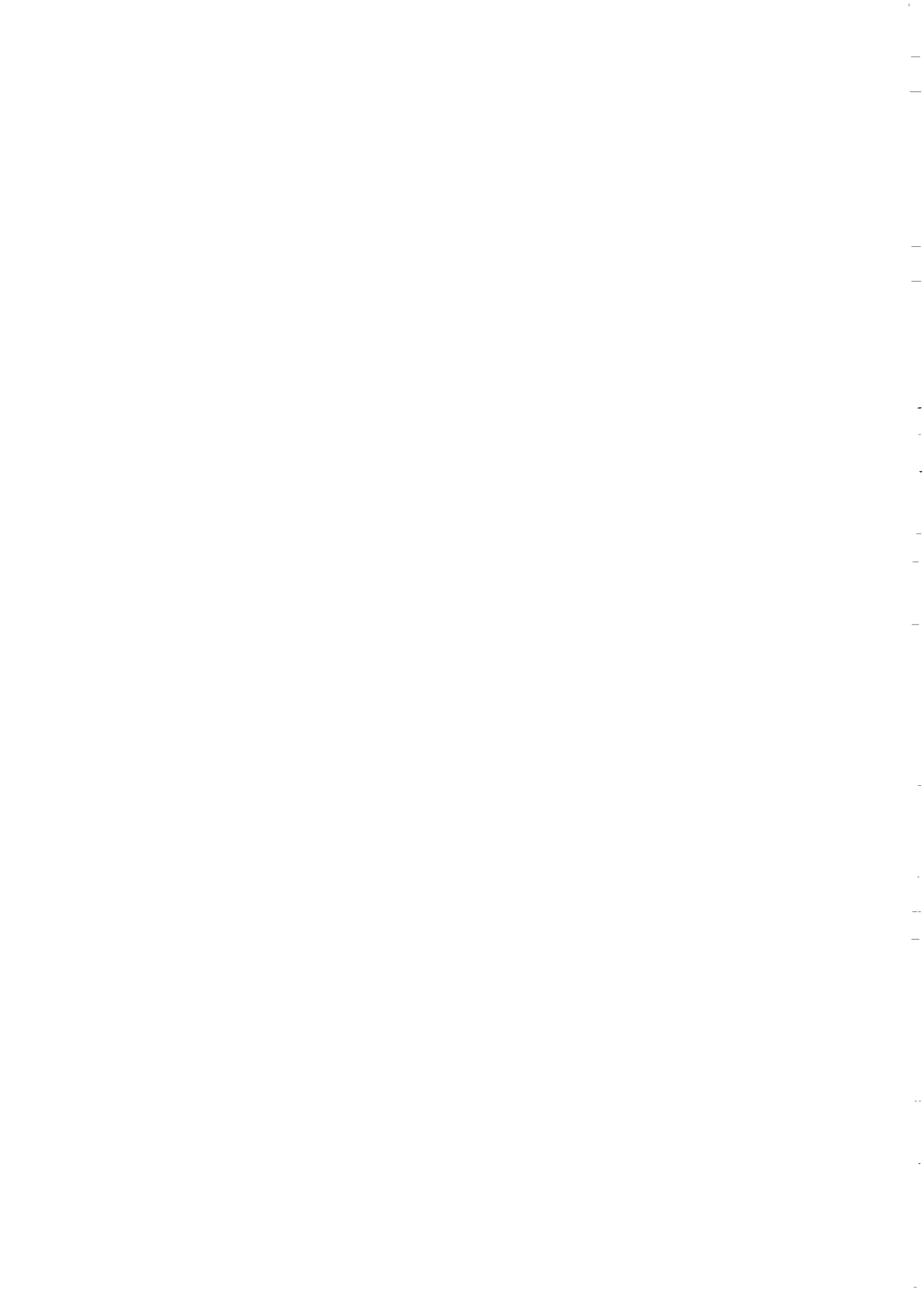
It is therefore necessary, both for the mobilization of resources as well as providing a planning framework for DISS, that N - WASHE prepares and projects where it will be in a couple years time. These plans can be reviewed by provinces on an annual basis depending on the need.

The D - WASHE needs to prepare the long term investment and development plans, with the support of the N - WASHE. Donor support to district activities should be on the basis of these plans.

The DISS and N - WASHE should use these plans as a basis for rationalizing investments. At present there is a high concentration of donors in some areas, while other regions hardly have any support. Kaputa district, some 1 300 km north of Lusaka, despite its active D- WASHE is in dire need of basic support services. In Monze, complaints were received of the district being forced in the latter part of the year to spend the excess UNICEF funds that were suddenly made available. In the absence of a comprehensive plan it will be difficult for N - WASHE to assist in directing equitable sector investments.

### **6.3.4. Information**

A number of initiatives have been carried out by all the three agencies involved with the Water Sector Reform. However, the degree of understanding of the water sector reforms at the D - WASHE level is still limited. It should be noted that it is this level of





actors that will make or break the reforms. At present there are too many reforms going on simultaneously in the country, and the major actors in those reforms at the local level are virtually the same.

It is important that the players are kept fully informed and do not have to hunt for answers especially if the same information has to be passed on to the communities. The review team recognises that N- WASHE is still young, but this is all the more reason why the area of information needs to be strengthened.

## 7.0 RECOMMENDATIONS

The N - WASHE has done a tremendous job within the current constraints. A number of recommendations are included in the main text but below are the major ones.

1. The WASHE concept be promoted and the commitment to this be reflected in:
  - i) the extension of the period of support to the WASHE and to N- WASHE in particular well beyond March 1997.
  - (ii) the reviewing and improvement of the conditions of service of the N- WASHE staff in line with those of its sister institutions such as WSDG.
  - (iii) the provision of seed money for the operations of the D- WASHEs as they prepare long term investment plans
  - (iv) the production of a long term N - WASHE strategic plan
2. Utilities should not be burdened by the adoption of non-viable enterprises such as the water provision and the establishment of O & M systems for point sources in communities. The council has the responsibility of providing water in the rural areas and the D - WASHE should play a critical role in the planning and management and building community capacity for maintaining these rural point sources. The provision of the water supply bill relating to the responsibilities of the commercial utilities in rural water supply provision need to be amended.
3. N -WASHE should be amalgamated with CMMU into one department and the conditions of service of its staff rationalized accordingly. The unit should be a secretariat of NWASCO with the mandate to implement the reforms relating to RWSS, and consider establishing itself as a self financing capacity building unit in the long term.
4. A policy and strategy on sanitation needs to be developed. It would also be appropriate if all water projects could be designed to deliberately put bias on sanitation. The N - WASHE could include this as one of the conditions for approving projects in certain areas.



5. There is need to clarify financing procedures of the D - WASHEs and RWSS projects. Options in which councils retain overall responsibility and accountability with D - WASHE committee assuming management functions should be given priority.
6. CMMU/N-WASHE, with the assistance of an experienced Gender Specialist, design a comprehensive GENDER Planning training programme, so that members of the D-WASHE committees become sensitive and are equipped with the necessary skills for addressing and planning Gender issues
7. It is necessary, in the initial stages, to involve the provincial organs of government in the capacity building and D-WASHE launching process. These provincial heads of ministries will act as the trainers.

### 7.1 OPPORTUNITIES FOR EXTERNAL SUPPORT

The support requirements for the urban water supply sector, to some extent, has been documented and requires the establishment of effective systems and a supportive legislation, among others to move forward.

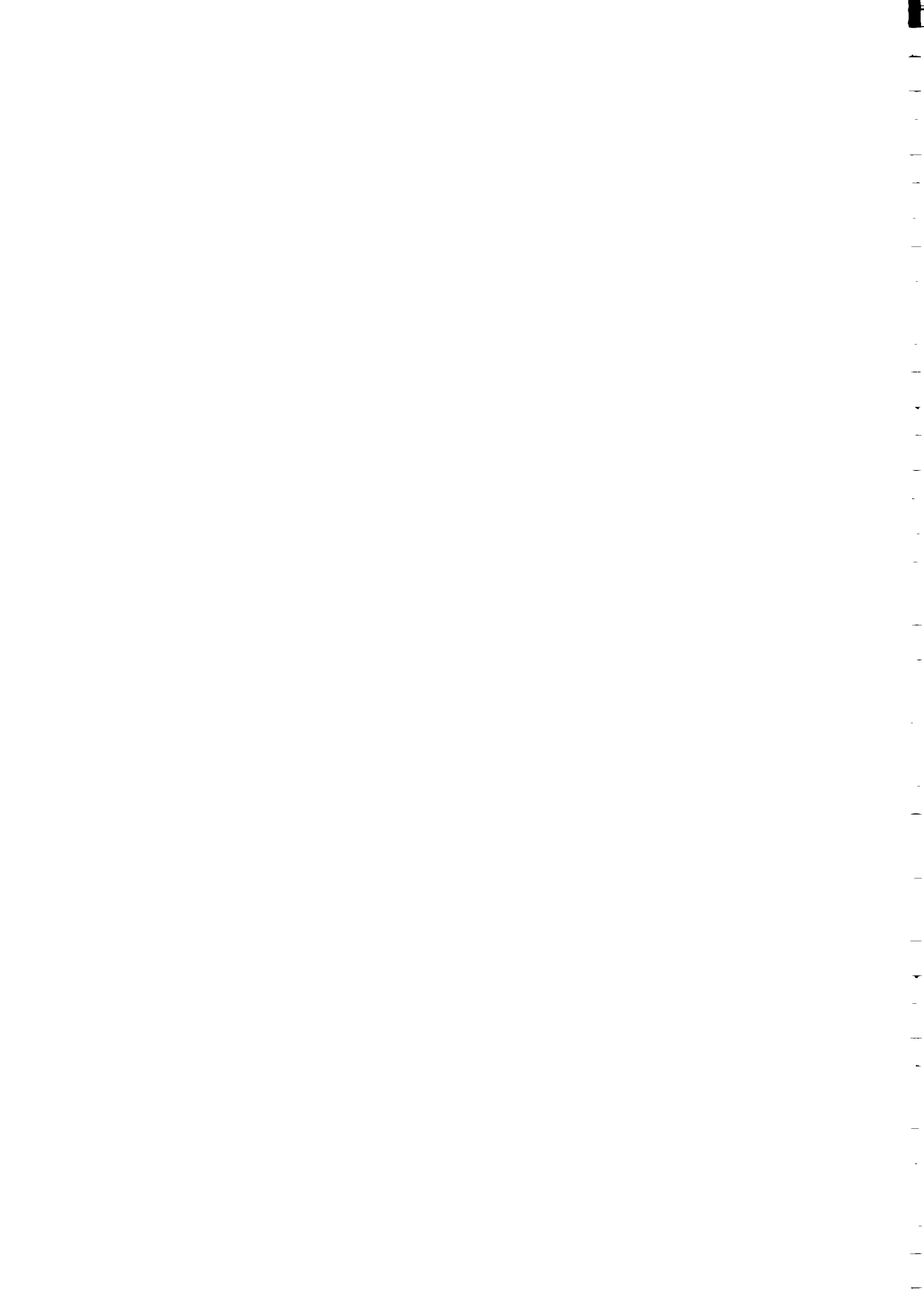
The involvement of Irish Aid in compound upgrading and the rehabilitation of some urban water supply schemes, is a major contribution to the preparation of an adequate ground for the implementation of the water sector reforms. This support should continue with a much stronger emphasis on the development of sustainable systems in addition to the technologies:- maintaining an effective billing system and records, taking action against defaulters; monitoring and rectifying production, transmission, and delivery losses; financial management; marketing and customer service, etc. This is the hard part and customers will participate effectively if there is demonstrable evidence of good quality products.

The rural water supply and sanitation sector, unlike its sister sector - the urban, demands the establishment of a number of systems and trials. A lot of these are still philosophical and there are few tangible country wide successes that can be flagged. D- WASHEs, communities and council:- generally people learn by doing especially when the learning process is carefully modelled within a clear framework. There are a number of systems that need to be developed such as the involvement of potential stake holders, selection and prioritization of options (technologies, financial management systems), general rural development, cultural and behaviour changes, operation and maintenance, among others. There is therefore need to develop a process approach in which the actors are taken through the various stages . Support for such an activity would mean taking the D- WASHE, council and community through a series of progressive steps towards a sustainable system using a district water and sanitation project as a demonstration frame.

A number of districts in a region could go through the same process simultaneously.



**APPENDIX 2: LIST OF REFERENCES**



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- 16 1997, N-WASHE; Proposed Work Programme and Cost Estimates, pgs 13
- 17 1997, N -WASHE, The Need and Opportunities of Involvement of Women in D-WASHE, pgs 12
18. 1997, N - WASHE, Draft training of Trainers Module, pgs 25
- 19 Undated, N - WASHE, Pilot Proposal Financing Mechanisms for D - WASHEs, pgs 19
- 20 Undated, District Inter-sectorial Team (DIT), Kaputa District (compiled by M W Chishipula - chairman); What has it done in Kaputa? Will it survive? pgs 6
- 21 Undated, N - WASHE, National WASHE Programme, pgs 26





### APPENDIX 3: PROGRAMME

#### Week One - January, 1997

13	14	15	16	17	18	19
Consultants meeting in Lusaka	Interviews in Lusaka	Travelled to Monze for D-WASHE meeting	Mazabuka D-WASHE meeting	Interviews in Lusaka	Travelled to Mansa	Travelled to Kaputa

#### Week Two

20	21	22	23	24	25	26
Meeting with Kaputa D-WASHE committee	Meeting with Kasama D-WASHE committee	Meeting with Mbala D-WASHE committee	Meeting with Nakonde D-WASHE committee	Meeting Isoka and travelled to Chinsali	Meeting with Chinsali DDCC and travelled to Lusaka	Lusaka

#### Week Three

27	28	29	30	31
Lusaka report writing	Lusaka report writing	Lusaka report writing	Lusaka report writing	Lusaka feedback meeting/workshop



## APPENDIX 4: LIST OF PERSONS MET

### NATIONAL WASHE TRAINING TEAM

	<u>Name</u>	<u>Position</u>
1	Isaac Mbewe	Co-ordinator
2.	Paul Mboshya	Sociologist
3	Maurice K. Samani	Technical Specialist
4	Emelia Mweemba	Co-facilitator
5	Mrs Hope Nkoloma	Health Planner

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### NATIONAL LEVEL

	<u>Name</u>	<u>Position</u>	<u>Organisation</u>
1.	Mr M D Patel	Project Engineer	Ministry of Local Government & Housing
2.	Mr N Mapala	Permanent Secretary	Ministry of Local Government & Housing
3	Mr D. D Mwanza	Co-ordinator/Team Leader	WSDG
4	Mr D Carty	Team Leader	CMMU
5.	Mr S P Mathur	WASHE Projects Officer	UNICEF
6.	Mr P. Koren	First Secretary- Water & Roads	NORAD
7.	Mr A Koren	Council Secretary	Nakonde
8	Mr Fred Shibalatani	Projects Manager	Plan International - Mazabuka
9.	Mr I J. Mbewe	Co-ordinator	National WASHE Co-ordinating & Training Team



## MAZABUKA MUNICIPAL COUNCIL D-WASHE COMMITTEE

<u>Name</u>	<u>Position</u>	<u>Organisation</u>
1. Maurice Samani		N-WASHE, Lusaka
2. Gian M. Sebente	Member	D-WASHE, Mazabuka
3. George Mundia	Secretary	Health Department, Mazabuka
4. Langs Masiye	Member	PWD
5. Austin Beebe	Co-ordinator	Council
Francis M. Kapesa	Member	Irish Aid, Ndeke
Bates H. Namakobo	Member	Water Affairs
8. Pamela Chisanga	Member	Plan International
9. Rejoice Hamooya	Member	Education

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## NDEKE PROJECT IN MAZABUKA DISTRICT

<u>Name</u>	<u>Position</u>	<u>Organisation</u>
1. Francis M. Kapesa	Member	Irish Aid, Ndeke
2. Austin Beebe	Co-ordinator	Mazabuka Muni. Council
3. Edi Mazunda	Technical Supervisor	Irish Aid
4. Brenda Puech	Technical Advisor	Irish Aid, Mazabuka
5. Erk Ravidal	Consultant	NORAD
6. Pal Jareg	Consultant	NORAD

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## MBALA MEETING

<u>Name</u>	<u>Organisation</u>
1. V V C. Mweemba	Health
2. P W Kabungo	World Vision International
3. J. M. Kaite	Community Development
4. S. Siwale	Agriculture Department



5. G Nsomfwe	Social Welfare
6 Adolf Simusokwe	RDC Chairman Maround
7. Mr Lubeya	Education
8. R Kanene	Irish Aid
9 H Musenpete	Insh Aid
10 K. Chisanga	Insh Aid
11 P Mwansa	Mbala Municipal Council
12 Mr Bwalya	Agriculture
13 Mr Bwembya	Mbala Municipal Council
14 F. O'brien	Insh Aid Northern Province

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#### NAKONDE D. WASHE

<u>Name</u>	<u>Position</u>	<u>Organisation</u>
1. C Nyirondo	Assistant DOW	Nakonde District Council
2 B. B Lombe	D.E.O	Education
3 R G Mulenga	Ag. O.I.C. buildings	Works and Supply
4 W Sichone	Deputy Dir. of Works	Nakonde District Council
5. M. K. Lombe	D.A.O	Agriculture
6 K. B. Siame	D.WASHE Chairman	NGO
7 A. K. Mubanga	Council Secretary	Nakonde District Council
8. P. S. Mukuka	Newsman	Inform. & Broadcasting
9 W Sikazwe	C.A.O	Nakonde distnct council
10 S. Swale	Director Health	Nakonde District H. B
11 A. N. Chimfwembe	EHT	Nakonde





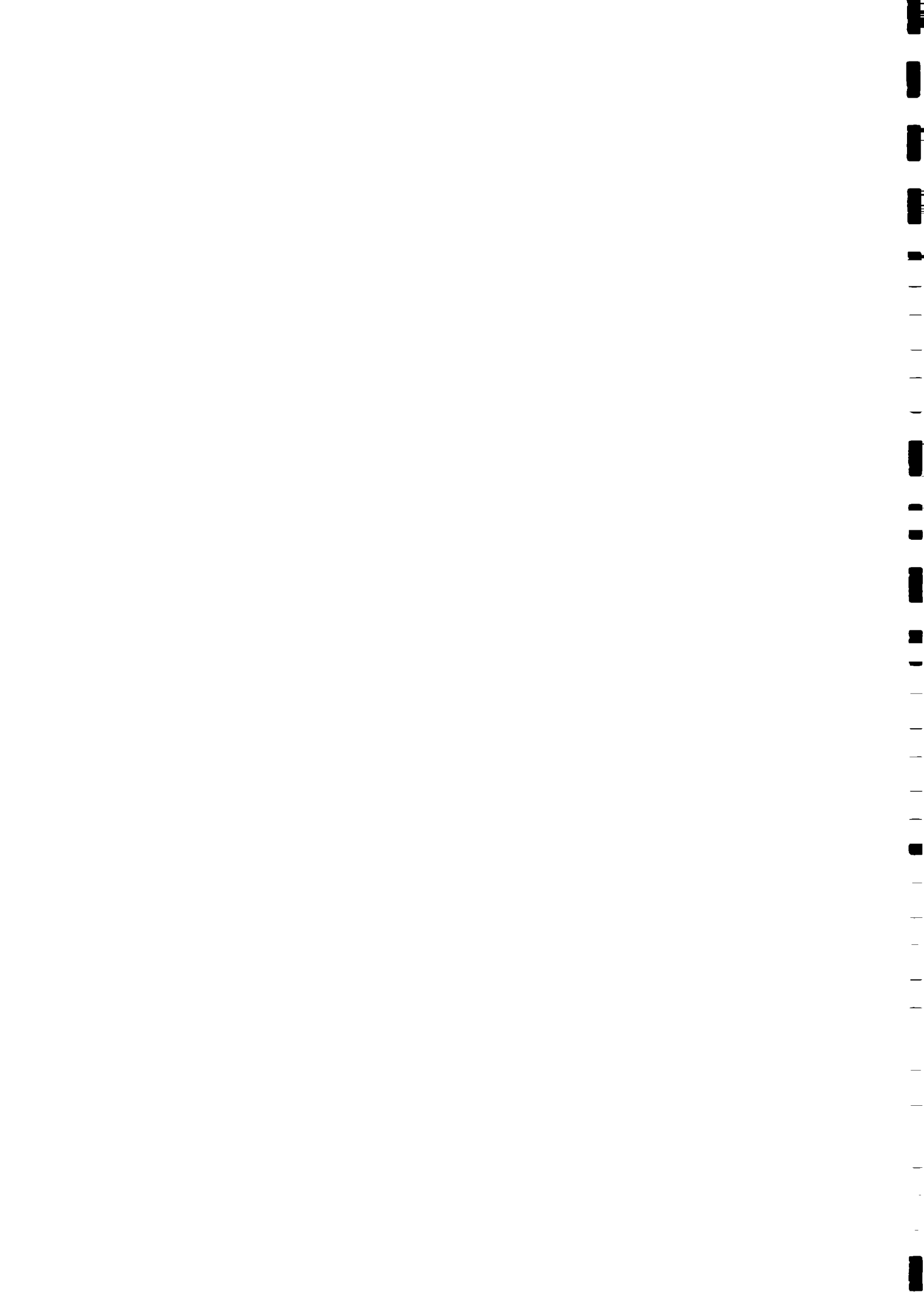
### KASAMA D-WASHE COMMITTEE

<u>Name</u>	<u>Position</u>	<u>Organisation</u>
1. Kaziya Cheleka	Health Inspector	Ministry of Health
2. Bernard M. Chisanga	Com. Dev. Officer	Community Development
3. Daniel Mwanza	Water Dev. Officer	DWA/Insh Aid
4. M. K. Mwenya	Project Mgr, Sanitation	Ministry of Health/Insh Aid
5. T. K. Chiwembe	District Water Engineer	DWA
6. Davies Siakuba	District Wells Engineer	CMMU
7. J. Mwanyenga	ASWO	Social Welfare
8. Vincent M. Nouluwe	Water Project Manager	Irish Aid/DWA
9. L. Matezwe	Health Educator	Irish Aid
10. I Mwansa	Education Officer	Ministry of Education
11. D. J. Mutale	ADAO	AGRIC

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### KAPUTA D-WASHE COMMITTEE

<u>Name</u>	<u>Position</u>	<u>Organisation</u>
1. Felix Lungu	V/Chairman	Health
2. Doreen Nalomba	Member	Community Development
3. Daut K. Siame	V/Secretary	Agriculture
4. Hope Nkoloma	Health Planner	N-WASHE
5. Jubeck Chisha	Member	Community Development
6. Pheston Silwimba	Treasurer	Water Affairs
7. Brenda Sampa	Member	D.S.W.A. UNIP
8. Aggie Chmbilimbili	Member	Shadreck
9. Rabon Chola	Member	Council
10. Charles Chelwe	Secretary	Health
11. M. W. Chishipola	Chairman	



### ISOKA D-WASHE MEETING

<u>Name</u>	<u>Position</u>	<u>Organisation</u>
1. M Gondwe	Water Engineer	Water Affairs/Irish Aid
2. S. J. Sibande	District Forester	Forestry Department
3. D. C. Mkandawire	Health Inspector	Health
4. M. N. Kashinka	Chairperson WIPO	Health
5. Lunia Daka DIPD	SZEN/ZEM/FHN (AGHPHN)	Health
6. C. B. Chima	Water D. Officer	Water Affairs
7. F. J. Musukwa	Buildings Department	Buildings
8. T. Kaluba	Officer-in-Charge	Police
9. M. Choga	Comm. Dev. Officer	Irish Aid
10. M. Sichivuka	Ass. Dir. of Works	IDC
11. G. C. Kangwa	Redcross President	IDC
12. J. Chilembo	Officer-in-charge	Meteorological Department
13. R. J. Mwananyika	Council Secretary	IDC
14. G. K. Chewe	Head	Isoka Secondary School





