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**PROPOSAL FOR CONTINUED NORWEGIAN SUPPORT  
TO  
THE NATIONAL RURAL WATER SUPPLY AND SANITATION PROGRAMME  
ZIMBABWE**

**REPORT OF THE APPRAISAL MISSION**

**OCTOBER 1991**

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## LIST OF ABBREVIATIONS

AGRITEX	-	Dep of Agricultural Technical and Extension Services
CPT	-	Community Participation Trainer
DA	-	District Administrator
DDF	-	District Development Fund
DWA	-	Department of Womens Affairs
DWSSC	-	District Water and Sanitation Sub-Committee
EMT	-	Environmental Health Technician
ERP	-	Economic Reform Programme
FY	-	Financial Year
GOZ	-	Government of Zimbabwe
IDA	-	International Development Agency
IRWSS	-	Integrated Rural Water Supply and Sanitation Sanitation
JICA	-	Japan International Co-operation Agency
KFW	-	German Development Bank
MCCD	-	Ministry of Community and Cooperative Development
MEWRD	-	Min of Energy and Water Resources and Development
MFEPD	-	Min of Finance, Economic Planning and Development
MLGRUD	-	Min of Local Government Rural and Urban Development
MOH	-	Ministry of Health
NAC	-	National Action Committee for Rural Water Supply and and Sanitation
NCU	-	National Co-ordination Unit for Rural Water Supply
NDP	-	National Development Plan
NGO	-	Non Governmental Organisation
NOK	-	Norwegian Kroner
O&M	-	Operation and Maintenance
ODA	-	Overseas Development Agency
PSIP	-	Public Sector Investment Programme
RDC	-	Rural District Council
SDA	-	Social Dimensions of Adjustment
TOR	-	Terms of Reference
VCW	-	Village Community Worker
ZS	-	Zimbabwe Dollar
ZIB ...	-	NORAD's code for programmes in Zimbabwe

**ZIMBABWE: APPRAISAL OF THE INTEGRATED RURAL WATER SUPPLY AND  
SANITATION PROGRAMME**

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ZIMBABWE: APPRAISAL OF THE INTEGRATED RURAL WATER SUPPLY  
AND SANITATION PROGRAMME

1. INTRODUCTION

1.2. NORAD Involvement in the Sector

Norway has provided support to the water supply and sanitation sector in rural areas of Zimbabwe since 1981. A number of different programmes have been supported during this period:

- Rehabilitation of rural water supplies; through DDF, 1981-1985; NORAD reference ZIB 001
- Preparation of a national master plan for rural water supply and sanitation; through the MEWRD, 1983 - 1985; NORAD reference ZIB 003
- Borehole drilling programme in selected areas of Zimbabwe. Initially a drought relief programme, gradually developing into an "integrated" area programme; through the MEWRD, 1984 - 1987; NORAD reference ZIB 006
- National integrated sector programme with physical implementation concentrated on selected districts; through MLGRUD/NCU as the coordinating body, from 1987; NORAD reference ZIB 007

The sum of the above programme support has made NORAD clearly the most significant donor in the sector. The current programme, ZIB 007, has contained a substantial national component which has assisted Zimbabwe in developing a central level coordination and management capacity.

Although NORAD has been seen as too dominant by some donors, most have welcomed the increase in sector coordination and planning capability. The National Programme has expanded to cover most districts in Zimbabwe in a fairly short time, with funding from several donors.

1.2. New Agreement

The current Programme is funded under a bilateral agreement signed 9 December 1987, providing a total grant of NOK 180 mill to the Programme. The agreement was originally intended to cover the planning period 1987 - 1990. In addition a total of NOK 10.5 mill was carried forward from ZIB 001 and 006.

The financial progress of the ZIB 007 Programme has allowed the available NORAD funds to cover a more extended period. It is currently estimated that funds will be exhausted around mid 1992. A new agreement should therefore be in force from that time in order to ensure continuity of the programme activities.

The Fifth Annual Meeting of the ZIB 007 Programme (March 1991) agreed that NAC, on behalf of GOZ, should prepare a request for continued support to the National Programme. Norway reconfirmed the intention to extend its support for another three year period during the annual Country Programme discussions in April 1991. An amount of NOK 93 million was indicatively allocated for the water and sanitation sector within the Country Programme for the period 1992 - 1994 (calendar years), of which approx. NOK 22 million will be covered under the existing Agreement.

The first two steps towards entry into a new agreement assume that:

- Request for continued support to ZIB 007 is presented to NORAD in September 1991
- NORAD appraises the proposal during October - November 1991

The present report constitutes the appraisal, based on Zimbabwe's submission to NORAD of a "Draft Proposal for New Agreement", dated August 1991. The proposal presents budgets for the period July 1992 - June 1995, i.e. covering three Zimbabwean fiscal years.

### 1.3. Past Dialogue on Sector Issues

A continuous dialogue has been conducted between the two governments on various issues related to the sector in general and to the Norwegian support in particular. Key events in these discussions have been:

- The sector evaluation study carried out by Norway in late 1988, published July 1989 and commented upon by NAC in October 1989
- The Annual and Semi Annual Meetings on the ZIB 007 Programme
- The annual Country Programme discussions with MFEPD

Five important aspects to be considered while preparing a proposal and while appraising it were minuted during the Fifth Annual Meeting:

- NORAD's Strategy for Development Cooperation
- Zimbabwe's 5 year Development Plan for the National Programme
- The action plan based on the Decade Consultative Meeting on Water Supply and Sanitation 1981 - 1991
- The sector evaluation (referred to above)
- The experience gained during the past four years of programme implementation

It is against this background that the Terms of Reference for this appraisal were prepared (see Annex 8).

#### 1.4. The Appraisal Mission

The mission to appraise the draft proposal presented by NAC on behalf of the GOZ has been carried out by a NORAD appointed team consisting of Marieke Boot, Mona Gleditsch, Tore Lium and Desmond McNeill. Work in Zimbabwe was conducted 1 - 12 October 1991.

A number of meetings and consultations were held in the course of the mission. A list of persons met is included as Annex 7. In addition, a field visit was made to Mudzi District.

#### 1.5. Report Lay-out

The Report assumes a prior knowledge of the sector in Zimbabwe. However, through brief explanatory statements and cross-references, it is hoped that its contents are accessible also to those decision-makers who may be less familiar with the various detailed subjects.

Ch.2 of the report gives a broad overview of the sector. Ch.3 contains a brief summary of the main features of the draft proposal. Ch.4 reviews the proposal in light of the major issues concerning the sector. These are of national development, sector (central/decentralised) and programme level nature.

The report then goes on to analyse the implications of the above in relation to the proposed NORAD support in Ch.5. This chapter also identifies what elaborations and possible changes NORAD should request Zimbabwe to incorporate in a final Project Proposal. Furthermore, the team's views on the associated bilateral procedures required for implementation of the future Programme are explained, in keeping with recent changes in NORAD development strategy.

Ch.6 summarises the team's overall conclusions and recommendations with regard to continued NORAD support to the Programme.

Information which the team has found important but not necessary to present in the main body of the Report has been included in annexes. Cross references are made to these annexes in the text where appropriate.

## 2. SECTOR OVERVIEW

### 2.1 National Plans

The National Rural Water Supply and Sanitation Master Plan has not had formal Cabinet approval, but its recommendations on integrated district implementation and interministerial planning have formed the base for the development of the National Programme. This National Programme has been planned under the auspices of the interministerial National Action Committee (NAC), supported by its secretariat National Coordination Unit (NCU).

The National Programme, now referred to by NAC as the National Rural Water Supply and Sanitation (NRWSS) Programme, had NORAD as its key donor. Due to the realistic plans and credible approaches presented by the NAC, a number of donors are now supporting the National Programme. A key feature in this regard is the fact that the intermediate targets, referred to as service level 1, have appeared to be realistic and therefore achievable.

While Zimbabwe has practical and realistic policies in most areas of water supply and sanitation delivery, there are still areas where clear policies are missing. The NAC has managed to find practical solutions to implementation while waiting for resolution of policy issues at higher levels of government.

Briefly, completion to service level 1 means that:

- All rural residents shall have access to a safe and reliable source of water; sources within a ward shall be able to serve all residents, with a 20% spare capacity for growth after completion; no walking distance criterion has been specified
- 50% of all rural households shall have an improved latrine

Compared to the national service level 1 targets, the achievements as of 1989 were for rural water supply 73% and latrines 21%. The Plan comments, however, that in reality the calculated 73% should really be reduced to 55% by taking into account the uneven distribution of water points. Substantial progress has been made since the last update of the inventories.

The intention is to achieve service level 1 throughout the country before interventions aimed at reaching service level 2 (water within 500 m, and a latrine for each home) will be pursued.

The NAC presented a tentative 5 Year Development Plan in June 1991 for the Rural Water Supply and Sanitation Sector. This document - indeed a model document for such plans - is a concise review of past achievements and a clearly stated plan of action for the 1990 - 1995 period. Based on this Plan, the NAC's intention is that by the end of FY 1994/95 all districts in the country should have a plan for an integrated rural drinking water



supply and sanitation program, which can be the basis for funding from government or donors.

Since the last districts are those with the lowest priority, based on the fact that they have somewhat better coverage, and service level 1 targets are not excessively ambitious, it is feasible to expect that the National Programme can be more or less finished by the turn of the century, as envisaged in the strategy "Health for all by the year 2000". This would be a major and remarkable achievement.

A part of NAC's 5 Year Development Plan (Executive Summary: Review of Current Plan 1985 - 1990) is copied in Annex 1. This summary shows that as of January 1991 integrated projects were in progress in 16 districts, with an additional 8 districts to start during FY 1991/92. Out of these 24 districts, NORAD funds are utilized in 8 districts.

Some of the National Programme donors support a limited part of a typical district project. However, such limited support, for example to borehole drilling only, is incorporated as a complementary input into the fully fledged integrated project. A total of 8 donors (DANIDA, Dutch, EEC, JICA, KFW, NORAD, SIDA, and UNICEF) are making contributions to District projects. A total of 9 donors are contributing to various head office support projects which are of relevance to capacity for implementation of District projects.

There is also a substantial input towards achievement of service level 1 targets by NGOs.

The relevant donor commitments made over the 1987 - 1992 period amounts to:

- District projects:	Z\$ 60 million
- Head office projects:	Z\$ 51 million
- NGOs' sector projects:	<u>Z\$ 18 million</u>

Total: Z\$ 129 million

At an average exchange rate for the period taken as 3.00, the equivalent amount (NOK) would be in the range of NOK 387 million.

The summary of the 5 Year Development Plan (Annex 1) further shows that the GOZ maintenance provisions have gone up from approximately a 1:6 to a 1:2 ratio compared to provisions made for capital investments in the sector.

## 2.2 Funding and Donor Coordination

The sector has the support of a large number of donors as mentioned above. There is a reasonably good coordination of donor and government inputs, with NGOs constituting a slight problem in some areas. The NCU, as the secretariat for the NAC, has responsibility for the day to day coordination of the Programme, including specialised non-integrated inputs from some

donors. It also plays an important role in trying to secure funding for sector projects.

It is the MFEPD, however, who are responsible for donor coordination and sourcing of donor funds. To some degree this is ad-hoc, with the MFEPD requesting funds from various donors who seem to be interested. A meeting of participating donors was last held in 1988, and is not a regular feature. Another one is, however, planned for later this year.

A new initiative has come as a result of the MFEPD's request that the World Bank do a sector review of the rural water and sanitation sector, with a view to possible funding. The World Bank has done a brief initial survey, and the NAC supports their conclusion that local consultants should be engaged to present a series of short background papers summarising the extensive policy work which has gone on, as well as those areas which may need further attention. The NAC wishes to coordinate this work. The time scale for this could be short, with conclusions reached by February next year. It would appear, however, that any World Bank sector funding is unlikely before two or three years.

The Government contribution to the sector is not large in terms of specific capital investment funds. Chiefly it is in the form of salaries for the personnel in the participating ministries and other agencies, and parts of the recurrent costs of the district projects.

The NAC is hoping that the consumers, through the local councils, will contribute larger shares of the maintenance costs in years to come. However, national policy is still to supply drinking water free of charge to consumers in rural areas. Despite the policy of increasing user charges for other social services under the Economic Reform Programme (ERP), there are no plans to introduce water charges in Communal Lands and Resettlement Areas in the medium term. For more detail, see Annex 5.

The MFEPD have already indicated that the recurrent costs in the current investment programme, as well as the increased maintenance costs resulting from the Programme cannot be fully covered by government in the short term. They are assuming that donors will continue, in the short term, to bear most of these cost increases.

The external funding currently being sought should be sufficient to cover implementation of the National Programme at a reasonable level for the next few years, though probably not sufficient to include new features such as growth points or business centres should this become desirable.

### 2.3 The Economic Reform Programme (ERP)

GOZs own structural adjustment programme, the ERP, has a number of implications for the National Programme. Firstly, the planned reduction in the civil service by 25% over 5 years affects all involved ministries, making it almost impossible to foresee new

posts being created and existing consultant-held posts being absorbed into the system in this period. The DDF seems, however, to be exempt from the ongoing staffing and organisational reviews. Secondly, the recurrent budgets of the involved ministries will not be increased, thereby effectively excluding the possibility of GOZ taking up a much larger share of the Programme costs in the coming 5-year period.

Thirdly, despite the fact that the ERP proposes to increase user charges for social services, the GOZ has decided to concentrate on the urban as well as the more affluent parts of the rural areas, and to proceed very cautiously with "cost recovery" in Communal Lands and Resettlement Areas, where the Programme operates. Furthermore, to charge for drinking water is a highly political issue which the GOZ, understandably, is reluctant to introduce at a time when public support is needed for a policy of austerity in all fields.

The NCU, particularly, will be affected by the ERP, in the sense that to create, or redirect, posts for this relatively short term unit within a ministry - which has to reduce staffing levels whilst taking on extensive new responsibilities in light of the amalgamation of Rural and District Councils - does not seem sensible, and is in fact not planned.

At the same time, if the GOZ decides that rural drinking water supply and sanitation should be viewed as an "SDA-sector" and source funds for it from the proposed Social Fund as well as from possible future IDA credits, the NCU will be playing a crucial role in cost efficient planning, coordination and implementation. It should therefore have high priority for support from donors in the coming five-year period.

#### 2.4 Institutional Development

The strengths of the Programme - integrated and interministerial coordination and planning, locally adapted and integrated district implementation and locally developed cost-efficient technology - have all contributed to institutional strengthening and to sustainability in the long run. Without continued attention to and experimentation with more cost-efficient technology, maintenance systems, and implementation strategies, the long term could, however, become very long.

Institutions capable of this innovation and experimentation are present to some degree, and the participating ministries and agencies have developed a fair amount of in-house expertise which they are currently using alongside consultants and expatriates.

The development of community participation structures have been promising, their performance has improved, and activities are better integrated in the Programme.

The institutional capability of the Ministry of Health to carry out nationwide health education, including issues of environmental hygiene, seems very doubtful however, despite all the

efforts which have been put into it in this and other programmes.

The ability of DDF to maintain what has been developed is also at present doubtful (in particular as regards recurrent funding for the necessary technical back-up services), which raises very serious doubts regarding the communities taking over responsibility for the water points in the future.

The standard of workmanship, in installation and maintenance of water points, by public and private institutions, are not as high as could be desired, and may be deteriorating. The importance of this aspect is further commented upon in the team's assessment of the operation and maintenance situation (Section 4.5)

### 3. THE DRAFT PROPOSAL

#### 3.1 Summary of the Draft Proposal

The "Draft Proposal for New Agreement" dated August 1991 has been presented to NORAD as a request for continued Norwegian support to the National Programme, including district specific IRWSS projects. The Draft Proposal identifies three levels of support for which Norwegian funding is solicited:

- **Head office projects;** related to strengthening of individual actors' capabilities
- **Interministerial projects;** related to the integrated efforts and use of resources required for District projects to be supported by Norway
- **Integrated District projects;** continued support to 7 districts and support to similar projects in an additional 4 districts (11 districts in total)

The Draft Proposal has been submitted in two volumes of which Volume I deals with the main principles, the head office projects and the interministerial projects. Volume II (about 300 pages) deals with the 11 individual district plans in relatively great detail.

The document summarises the strategies for a renewal of the Agreement as follows:

- **long term sustainability** by placing the financial responsibility for operation and maintenance at the community and local authority level.
- **improved efficiency** by reducing existing duplication of functions within the sector, particularly in the areas of borehole drilling, well sinking and operation and maintenance.
- **decentralised planning** according to a model where responsibility and authority for planning, choice of technology, financial control and implementation are delegated to the local authority.
- **building sustainable institutions** in the sector through development of human resources.
- **the central role of women** at all levels, in recognition of their importance for sustainable outputs.
- **sound environmental development** to be reflected as a key feature of the National Programme.

Volume I contains a summary budget for each component (including summary budgets for each of the Districts) and a brief explanation/justification is given (applies also to Volume II).

<u>PROJ.AGENCY/ACTIVITY</u>	<u>92/93</u>	<u>93/94</u>	<u>94/95</u>	<u>TOTAL</u>	
<b>HEAD OFFICE PROJECTS</b>					
<b>MLGRUD/NCU</b>					
1	National Co-ord. Unit	627.0	627.0	627.0	1881.0
2	Training and Seminars	269.5	269.5	269.5	808.5
3	District Project Prep.	80.0	50.0	30.0	160.0
	Inst. building/councils	300.0	300.0	300.0	900.0
					<u>3749.5</u>
<b>DDF</b>					
6	Drilling Operations	500.0	500.0	500.0	1500.0
	IRWSS-proj vehicles	200.0	200.0	200.0	600.0
28	Training & Education	60.0	60.0	60.0	180.0
					<u>2280.0</u>
<b>MEWRD</b>					
36	Distr.Hydrogeo.Reports	350.0	400.0	450.0	1200.0
<b>MOH</b>					
13	Management Support	253.0	253.0	259.0	765.0
14	Information Management	115.5	49.5	55.0	220.0
15	Health/Hygiene Educ'n	264.0	271.7	292.6	828.3
					<u>1813.3</u>
<b>MCCD</b>					
17	Management Support	337.7	337.7	337.7	1013.1
20	Training/Educ'n Support	81.4	71.5	68.2	221.1
					<u>1234.2</u>
<b>INTER-MINISTERIAL PROJECTS</b>					
30	Water/Sanit'n Studies	100.0	100.0	100.0	300.0
32	Oper. Contingency Fund	100.0	100.0	100.0	300.0
33	Commodity Assistance	50.0	50.0	50.0	150.0
37	Human Res. Dev. Fund	250.0	150.0	150.0	550.0
					<u>1300.0</u>
<b>INTEGRATED PROJECTS</b>					
<u>Current projects</u>					
19	Mt. Darwin	2100.0	0.0	0.0	2100.0
24	Mudzi	1680.0	1590.0	0.0	3270.0
18	Chipinge	2105.0	1960.0	1955.0	6020.0
26	Chimanimani	1540.0	0.0	0.0	1540.0
25	Zaka	2285.0	1965.0	2115.0	6365.0
42	Chivi	2200.0	1985.0	1970.0	6155.0
41	Zvishavane	1360.0	1330.0	1205.0	3895.0
					<u>29345.0</u>
<u>New Projects</u>					
	Centenary	2015.0	1390.0	1380.0	4785.0
	Murhewa	2415.0	1910.0	1870.0	6195.0
	Kadoma	2145.0	1250.0	1155.0	4550.0
	Mberengwa	1650.0	1510.0	1510.0	4670.0
					<u>20200.0</u>
<b>Grand Totals:</b>		<b>25433.1</b>	<b>18679.9</b>	<b>17009.0</b>	<b>61122.0</b>

The proposed multi-year budget (Zimbabwe Dollars 1000) is as shown in the above table. The table has been copied from Volume I of the Draft Proposal. A footnote in the Proposal comments to this budget that:

Implementation of District Projects requires about 80% of total budget request.

### 3.2 Comments on the Proposed Budget

The total budget of Z\$ 61.1 million includes a contingency of 10%. The team was informed that this refers to physical and not to price contingencies (although in some cases, e.g DDF, it appears that the budgets submitted do allow for cost escalation).

Considering the recent rapid exchange rate fluctuations, it may be observed that this total is equivalent to:

NOK 131.4 million at Z\$ 2.15 (the rate at April 1991)  
NOK 91.7 million at Z\$ 1.50 (the rate in late Sept 1991)  
NOK 79.4 million at Z\$ 1.30 (the rate on Oct 10, 1991)

These figures may be compared with an expected allocation of about NOK 90 million over the three years 1992/93, 1993/94, 1994/95.

It should be noted that an exact planning figure was not given to the GOZ. At the Annual Meeting in March 1991 discussion of the scale of the budget was deferred until the Country Programme discussions in April. At the latter meeting it was agreed that the provisional allocations should be gradually reduced from the 1992 level of NOK 35 million as follows:

For 1993: - NOK 30 million  
For 1994: - NOK 28 million

The proposed budget would thus have been substantially higher than the allocation that was indicated in April 1991, had it not been for the dramatic reduction in the value of the Zimbabwe dollar (which was most rapid in September/October of 1991).

At the current rate of exchange the proposed budget is actually lower than the proposed allocation. However:

- It is clear that prices will rise rapidly over the next three years, and no account has been taken of this in the budgets submitted.
- The value of the Z\$ is likely to decline over the period although probably not as rapidly. (This is because the price rises are largely caused by the weakening Z\$, but the effect of the very rapid drop in recent weeks will take some time to be fully felt in domestic prices).

In this very uncertain situation, a reasonable assumption is that a frame allocation in Norwegian Kroner (NOK) will be able to accommodate the various price fluctuations during the new agreement period. The actual costs of the Programme (in Z\$) will in fact go up substantially, but this will be compensated by the greater value of the NOK.

The effect of increasing prices will, however, vary with different project components. For example, fuel prices are likely to rise far more rapidly than salaries. We do not recommend that all the separate components of the budget be recalculated to take account of forecast inflation. Rather, it is enough to specify that all costs are in mid 1991 prices, and add a line to the summary budget indicating what each year's total will be on the basis of realistic, stated, assumptions regarding the rate of inflation and the exchange rate.

The summary budget, shown above, allows the reader to see at a glance a number of important points in addition to the overall scale of the Programme:

- Phasing: Z\$ 25.4 million in 1992/93,  
Z\$ 18.7 million in 1993/94  
Z\$ 17.0 million in 1994/95  
(again, note that these are given in mid-1991 prices which will (in Z\$) rise over time due to the price escalations)

- Balance between:

Central and district projects: 20% : 80%  
Current and new districts: 59% : 41%  
(Z\$ 29 million versus Z\$ 20 million)

- Allocation by agency:

Head Office Projects Only:

MLGRUD/NCU	36.5%
DDF	22.2%
MEWRD	11.7%
MOH	17.6%
MCCD	12.0%
Total	<u>100.0%</u>

What the figures do not allow, is the agency breakdown for the District budgets, or an analysis of the functional allocation of funds (i.e. new developments, maintenance, "software"/training, etc.). Some indicative figures can, however, be given:

Head Office and District Projects:

MLGRUD/NCU	4.6%
DDF	46.6%
MEWRD	25.8%
MOH	14.3%
MCCD	5.5%
Councils	0.9%
Agritex	2.3%
Total	<u>100.0%</u>

(both allocation tables based on 1992/3 only)



The Draft Project Proposal lacks a breakdown showing cost categories, e.g how much is spent on new construction, rehabilitation and maintenance of existing installations, mobilisation and training and on transport.

The budget also does not show the foreign exchange component of the total. Data from the Plan of Operations for 1991/92 do, however, give some indication. These were as follows:

1989/90:	Head Office	59.7% forex
	District Projects	14.6% forex

As already commented upon it is a complex issue to evaluate how the different project elements, having a varying sensitivity to foreign exchange fluctuations, will be directly or indirectly affected.

### 3.3 Comments on the Draft Proposal

The Draft Proposal has in the team's opinion two shortcomings:

- The strategies (listed above, Section 3.1) are not sufficiently specific; and, perhaps as a result,
- It is not always clear how these strategies are reflected in specific budget items or Programme components.

It is evident from other documents made available to the appraisal team that NAC, and more specifically its secretariat the NCU, has done a good deal of analysis of sector policies, and set a clear timetable for action with regard to these policies. The 5 Year Development Plan, in particular, contains valuable information indicating the basis on which the Programme is built. The shortcomings, therefore, can easily be remedied by modifications to the Proposal, rather than by having to do any major rethinking of the strategy to be followed.

The Programme is being continually modified in the light of experience (and on the basis of several very valuable evaluations and other studies commissioned by the NAC), and new initiatives are being taken. This could have been better reflected in the text.

The proposal for "Head Office Projects" is more a collection of separate institutional projects than a cohesive Programme. In the light of the primary importance given to amalgamation of the Rural and District Councils by NAC (particularly by MLGRUD), and thereby to the possibility for transfer of responsibilities to such local authorities, it is surprising to find a very different perspective in the DDF proposal. The decentralisation has not even been mentioned in other ministries' proposals for head office projects.

In addition, no mention is made in the Draft Proposal of the status of the required revision of the Health and Hygiene

Education component as discussed during the last Annual Meeting. This shortcoming was, however, to a large extent remedied during the mission and the outcome is taken up in Section 4.7 and is further elaborated on in Annex 6.

Annex 2 contains a brief summary, based on discussions between NAC and the team, of progress that has been made on specific issues. Most of these are listed in the NACs "Action Plan for Follow-up of Resolutions from the Decade Consultative Meeting", April 1991. It is clear that considerable progress has indeed been made, at least with most of them.

It should also be noted that three of the "Strategies for renewal of an agreement between Government of Norway and Zimbabwe on support to the National Rural Water Supply and Sanitation Programme" are not included in the list of strategies above:

**"Responsibility for community mobilisation should be rationalised to maximise effectiveness and avoid duplication of activities".** This issue is taken up i.a. in Section 4.9 where the team comments on community participation as a theme cutting across several of the identified important Programme issues.

**"Ongoing projects should be completed to service level 1 for water and a determined service level for sanitation. At least 6 new district projects should be funded under the new agreement".** This issue is taken up in Section 5.2.

**"Donor funds made available for District Projects should be gradually reduced to development costs and training".** No timetable has been set for this. This issue is taken up in Section 5.2.7.

### **3.4 Complexities and Rationalisation**

It has repeatedly been pointed out in evaluations, reviews and formal meetings that there is a need to reduce the number of projects and the complexity of the NORAD supported Programme. The Draft Project Proposal might be seen to suggest a Norwegian involvement as complex as before.

Although the National Programme is a complex one with very diverse and divorced sub-projects, it does in fact mesh together into a manageable and functional whole. However, in Chapter 5 the team will make suggestions as to how administration of the Norwegian grant can be rationalised, thereby reducing NORAD's direct involvement.

## 4. MAJOR PROGRAMME ISSUES

### 4.1 A Situation of Uncertainty

The current discussions concerning structural adjustment in Zimbabwe make this a particularly difficult time at which to assess sector plans and developments. The ERP contains no specific guidelines or investment perspectives for the sector. The new 5-year National Development Plan (NDP) for 1991-96 is not yet ready. The various ministries have, however, made their inputs to the new NDP. NACs input, an indicative plan for the period, was approved by NAC in June 1991, and gives a framework, as well as guidelines, for how they see the development of the sector in the coming period.

It is, furthermore, clear that there will soon be major institutional changes aimed at streamlining the civil service. This will lead to a reduction in the number of ministries, a reduction in the number of staff, and wide-ranging reforms of parastatals. DDF is not classified as a parastatal, and the health and education sectors are likely to be more protected than many others.

The effect of reducing the number of ministries may, in some cases, merely be to merge ministries or shift departments from one ministry to another. But some substantial changes may be announced before the end of the year. These cannot be forecast now but will very likely affect both MLGRUD and MCCD.

As mentioned in Ch.2, another open question is the area of cost recovery and user charges, where the NAC is prepared to try, but national policy during ERP seems to aim at shielding the poor rural areas from increased burdens.

In the rest of this section a number of issues are taken up which are of particular relevance to the Programme. Some are very wide-ranging, while others are specific to the water and sanitation sector, and even to the Draft Proposal itself.

### 4.2 Decentralisation

What exactly does it mean?

Decentralisation in the Zimbabwean context is used to describe two very different things. In one sense the Programme is already fairly decentralised; Government staff in the districts, and to some extent other local structures, themselves take a role in planning as well as implementation of the water supply and sanitation Programme, which is relatively major in comparison with most other sectors. The finance for the Programme is channelled through central government, and staff of central government line agencies play the major role.

Another, broader type of decentralisation is currently being planned in Zimbabwe. This involves granting greater powers and responsibilities to local authorities. At present the local authorities in communal areas (the District Councils) are very

weak in financial terms. Their situation can be strengthened in various ways, e.g. by their receiving direct grants from central government, having the power to levy and retain taxes, controlling income from natural resources and game management in their areas, or charging for the services they provide. Further decentralisation in this sense has been recommended (e.g. in the Report of the Commission of Inquiry into Taxation, April 1986), and through the natural resources management programme CAMPFIRE.

It has a long way to go, however, before a majority of District Councils have any income above a bare minimum, and are in control of it.

#### **Will the amalgamation of rural and district councils help?**

The District Councils (communal lands) and the Rural Councils (commercial farming areas) are to be amalgamated. The enabling Act was passed in 1988, but the boundaries have not yet been gazetted. It is still unclear how soon amalgamation will occur; it is also unclear to what extent, at least in the short term, there will be a true fusion in terms of finance and management. It is unlikely that amalgamation will speed up the process of decentralisation; nor, in the short term, is it likely to strengthen the financial base of the new Councils.

#### **How will water and sanitation fit into the wider picture?**

The water and sanitation sector is only a part of a much wider picture. The decentralisation of the Programme (in the first sense outlined above) which has already occurred should contribute towards a more effective decentralisation in the second, wider, sense. The water and sanitation sector might be seen as a lead, or pilot, sector in this regard. But it should also be recognised that if decentralisation is to proceed in the wider sense, with water and sanitation as only one component, this may actually result in progress being slower than planned for the water and sanitation sector itself.

(See Annex 3 in particular, and also Annex 5, for more details)

### **4.3 Delivery of WSS Services**

#### **Who should be responsible?**

Against this background, the crucial question of the appropriate roles of government, the private sector and the community in the delivery of WSS services becomes even more complex. The NAC has resolved that the private sector will assume greater importance in the future, and the thrust of structural adjustment policies is in the same direction. This is consistent with the widely held view that government should support the provision of services, but not necessarily itself be responsible for all aspects of implementation. But the role which the private sector can most effectively play will depend on a number of factors such as the extent of centralisation, the choice of technology, and the means by which services are financed.

At one extreme, privatisation might mean that borehole drilling be entirely undertaken by the private sector and paid for by central government. At an intermediate level, spare parts might be sold through local stores rather than supplied through government. At the other extreme, privatisation might imply local communities paying their own pumpminder or well-digger. The merits of each alternative should be judged on the extent to which they contribute to an efficient and sustainable water supply. And this cannot be divorced from the question of financing.

#### 4.4 Payment for WSS Services

How are costs to be recovered?

In order to be sustainable, the Programme must ensure that the costs of operation and maintenance of water supplies, at least, are covered. This does not mean that these need be charged directly to the users, but financial provision must be made.

At present, users in communal lands and resettlement areas make no payment, although they do contribute their labour. Willingness to pay studies so far undertaken in communal lands have been inconclusive, but certainly give no support to the view that the full costs of maintenance could be charged. This accentuates, quite apart from the technical difficulty of levying a charge related to water, the danger that health benefits might be reduced, and the political unpopularity of charging for a service which was provided free, often in emergency drought conditions, shortly after Independence. A water charge could be levied, but it seems very unlikely that it could be sufficient to cover maintenance costs, at least until further work had been done in convincing people both of the health benefits of water, and their ownership of the supplies.

The alternative is to pay for it from taxes, either central or local. There are already many calls on the tax revenue of central government, which is understandably reluctant to allow local authorities to become a financial burden. (The urban local authorities have, in the past, been relatively strong in financial terms). Local taxes will, at best, yield only modest revenues in the short term, although there is some evidence that more can be done in this regard.

There is no simple solution. More emphasis can and must be put on reducing costs through simpler technology (both construction and maintenance), and training caretakers and pumpminders so as to reduce the number of call-outs. And charges of some kind, e.g. for spare parts, may be both acceptable and easy to introduce.

Covering maintenance costs is essential for sustainability. If the continuation of the programme actually exacerbates the problem, by imposing a heavier recurrent cost burden on local or central government, without any evidence that this can be borne, then it will be necessary to reduce the pace of implementation -

at least until there is clear evidence that adequate maintenance of the supplies already installed is assured.

(See Annex 5 for further details.)

The growth points form a special case, since they are neither urban nor communal. Urban areas in Zimbabwe enjoy relative financial autonomy and a strong tax base, and water supplies are generally self-financing. The government is eager not to allow this situation to deteriorate. In this context, the growth points could constitute a problem, - certainly if a high level of water supply provision is planned. Studies indicate that water charges could be raised so as to recover full O&M costs, but not substantially higher. It is important that, at a minimum, the full recurrent costs of such supplies are fully covered from charges levied on the users. This should also apply to business centres in communal lands and resettlement areas.

#### 4.5 Maintenance of Primary Water Supplies

Operation and maintenance (O&M) of water supplies as basic infrastructure or a social service is a complex issue. The three main aspects include:

- Skills and technical functions
- Facilities and equipment required to carry out O&M
- Finances required to enable the O&M services

These broad elements, which may be broken further down, are to be acquired, organised and deployed in an efficient manner as part of adequate O&M management.

Section 4.4 on payment and cost recovery deals with the issue of making adequate finance available. A more detailed overview of relevant O&M issues are given in Annex 4.

NORAD has expressed its concern throughout the period of support to the sector, notably as a result of evaluations in 1984 and in 1989, in annual meetings and in various project reviews. Identified key issues of concern include:

- Higher degree of community responsibility, contribution and capability in relation to maintenance
- More clearly defined responsibility of the pumpminder (second tier), including better communication both with communities and supervisors (DDF at district level)
- Recurrent costs of maintaining the relatively high standard of service, enabling DDF to be mobile, supply spares and to develop the integrated three tier structure

These concerns notwithstanding, a vast improvement has been observed over the years and the question is rather:

### How adequate are the O&M recurrent allocations?

The growth in recurrent allocations are in no way keeping pace with the combined effects of inflation and increasing stock of installations; DDF's recurrent funds have, in spite of a nominal increase from Z\$ 3 mill to Z\$ 5.5 mill over the last 4 years, been reduced in real terms with some 40% in the same period. Notably, DDF claims that a good part of this reduction is compensated for through improved financial management at district level and reduced logistics requirements as repairs can now increasingly be carried out by the pumpminders.

Most of the installations are relatively new; the stock has almost doubled in the last eight years. However, this also implies that a great number of installations are about to reach their technical life expectancy; a sharp increase in maintenance requirements can be expected for the ageing handpumps.

The nominal increase also caters for the new cadre, the pumpminders. The allocation for their wages amounts to Z\$ 1.25 mill, or about 23% of the total DDF recurrent allocation. Hence, the adequacy of the recurrent allocation depends very much on how well this second tier, the pumpminders, are functioning. Without pretending to give a precise answer, it is no exaggeration to say that the situation needs to be followed closely.

### How well is the O&M system coping?

Zimbabwe is in no way littered with broken down handpumps such as many other countries. Reports are, however, somewhat conflicting on the issue of downtime; some evaluation reports (NORAD 1989 included) indicate that most pumps are recommissioned within a week or so after the breakdown has been reported, whereas other reports (e.g. Makoni evaluation and various private communications) suggest 2 weeks and more as typical.

DDF's own aggregate records show almost invariably that more than 90% of the handpumps are operational at any point in time. Under-reporting of breakdowns has, however, been noted also by DDF (as well as during evaluations).

There is evidence that the pumpminders' functions are about to be properly broken in; many repairs are made by them, although often in a crude way, without a need to call in the district team. This fact in particular, but also observations on the work quality of installation teams as well as of mobile repair teams, suggests that training aimed at perfecting performance should be intensified. The Bushpump is sensitive to poor workmanship and more frequent breakdowns may be expected unless a better workmanship standard is not achieved soonest.

The reporting is in the process of being improved. The service- and downtime reports are not yet sufficiently reliable to serve as a planning tool. A better basis for decisions on necessary O&M measures appears to be required. DDF's efforts in this

regard, particularly at the district level and below, should be supported.

**Is there a potential for achieving community based maintenance?**

The pumpminders can potentially play an important role in a community based maintenance system. Although they are presently on DDF's payroll (budgeted at Z\$ 198 per month each), other options are feasible for the future; transferring them to the Rural District Councils (RDC) or transforming them into private, possibly licensed, "contractors". In the latter case they could initially receive a good part of their compensation from the RDC (which again could be funded by government grants).

DDF has recently issued a brief report on the pumpminder system, identifying actions aimed at improving their performance. There can be no doubt that an efficiently working 2nd tier is potentially cost effective. Apart from skills, equipment and spareparts, the main factor affecting performance would be job motivation. The pumpminders could easily be given more efficient incentives if they were not seen as conventional civil servants; why could they not receive a very small fixed allowance from the government and then be paid on a "task performed" basis?

The potential for moving fast in the direction of fully community based maintenance is constrained by the limited responsibility originally assigned to the communities. The Programme Proposal still talks about "To provide every person ... with potable safe drinking water .." service, rather than about assisting the communities in this endeavour. Finished installations have therefore been "handed over". How can one hand over something which the community has developed themselves, with support from the government?

However, the standard district budgets now apply the term "opening ceremony". It is a point to avoid undermining the potential for true community based management. This can be achieved through continued community education and by ensuring that the pumpminder will gradually adapt to a different role vis-a-vis the village water committee.

**Has a rational division of responsibility been achieved?**

There is scope for further decentralisation, in particular if the development of more maintenance friendly pumps is pursued vigorously. The section on Technology hints at such potentials. The three tier system is as a principle most acceptable, but the objective should be to continue the process of decentralisation with a view to maximise the community responsibility and gradually minimize the district (DDF or, in future, council) based responsibilities.

The issue of who should maintain shallow wells remains to be resolved. Apart from a few special cases, DDF (and thereby the pumpminders) has no responsibility for these wells which are also



for communal use. Even though the maintenance requirements are not substantial, the responsibility allocation should be clear.

#### **Does the Programme address the O&M issue?**

DDF has pointed out a set of actions aimed at strengthening its central and district based support capacity, mainly aimed at making the pumpminders more efficient. Most of these actions are not very costly and could be met from a combination of domestic and donor funds. Two points need, however, to be made:

- Such steps (and other fundamental prerequisite actions) should be taken at the inception stage of district programmes, not as a response to crises
- The actions should be designed to minimise government responsibility rather than creating more dependency on support from outside the communities (excepting the pumpminder)

Each individual district project proposal has allowed for training activities, basic tools, etc. as per the now adopted approach. In light of how slow the process of developing O&M capacity is, it is relevant to require that a district demonstrates its capacity to maintain and keep operational the primary water supply points before intensified implementation is allowed to proceed. Targets in terms of such indicators as average downtime, average and maximum time to recommission broken down pumps, stock levels for essential spareparts, etc. may be established and monitored.

#### **4.6 Development and Application of Technology**

The Programme is characterized by application of indigenous technology, in the sense that the various types of wells, handpumps, and latrine designs have been developed in Zimbabwe over a long period of time. Apart from the effects of recent shortages, their manufacture/construction are well within the local capabilities in all respects. This fact has no doubt been a major reason for the success of the Programme.

When the integrated National Programme was launched, it was found necessary to issue broad planning guidelines to the districts in respect of technology selection/distribution, coverage targets, etc. An initial weakness of the Programme was the fact that the local planning capability was not sufficiently competent to adapt general guidelines to local conditions; boreholes were, for example, often put in where the cheaper wells could have been constructed.

Our discussion on technology is related to the two overriding concerns expressed by NORAD over the years, namely sustainability and replicability.

### Can costs be reduced?

The answer is clearly: Yes. The two areas of technology innovations and skills development are particularly important with regard to cost reductions. Some examples may be given:

- Materials input (paid for by the GOZ) can be reduced, e.g. materials costs of latrines may now be reduced from about Z\$ 70 - 80 per unit to Z\$ 40 or so due to a modified design requiring less cement and reinforcement
- More elaborate pre-implementation hydrogeological studies will ensure a better planning base and more cost-efficient technology selection for water points
- Better trained and supervised installation and repair crews will ensure improved work quality, resulting in more durable facilities
- Easier to maintain installations may be more costly at the investment stage, but could in the long term result in substantial savings due to durability

It is encouraging that work on development of ever more appropriate technologies is continuing with a view to ensure both sustainability (e.g. improved durability and/or ease of maintenance) and replicability (lower cost solutions without loss of service/convenience level). Blair Research Institute has been instrumental in these endeavours for decades and also DDF, MOH and other actors are actively seeking to improve on the adopted solutions or to make efficient innovations.

### Could easier-to-maintain technologies be introduced?

Identifying the optimum technology mix would in itself provide for ease of maintenance. Additionally, technology developments for primary water supplies in Zimbabwe are coming up with interesting innovations for the Programme.

As easy-to-maintain installations will also facilitate decentralisation of maintenance tasks to a level where the services are much less costly, technology innovations have a considerable potential for contributing towards overall sustainability.

Among recent developments, the following can be highlighted as promising examples:

- Pump cylinder with retractable piston; seals and valve may be changed without pulling out the heavy rising main
- Pump rods joined with an eye-hook system; instead of threads with lock nuts the quick dismantling make pull-out/refitting much easier and less susceptible to corrosion problems

- Riser pipes of light, impact resistant PVC; will make the pull-out and refitting much easier and less dangerous due to the reduced weight and non-corroding threads
- Lifting device for riser pipe pull-out; the so-called SIWIL has been developed by DDF, partly based on a concept that Blair had worked on for several years; the pump handle together with the SIWIL acts as a jack, enabling the pull-out without tripod or gantry with lifting tackle

As DDF recorded in excess of 15,000 handpump repairs during FY 1990/91, it is obvious that reduced repair time and simpler repair procedure constitute a considerable potential for savings. Each DDF call-out for a repair is estimated at Z\$ 200 (see Annex 4 on O&M); if only 10% of the total repairs could be carried out by the pumpminders rather than by a mobile district team, the annual saving would be in the range of Z\$ 300,000.

#### How could the Programme support technology innovations?

As mentioned above, the Programme has followed rigid planning guidelines in the initial stages. The need for innovations, testing and experiments within and outside the Programme should, however, now be recognized. It is the appraisal team's opinion that the Programme organisation at all levels has developed and matured sufficiently to be able to implement such experiments, and indeed are doing so in several districts.

More specifically, the initiatives taken by the Blair Research Institute could also be supported by NORAD. This institute has proven to pursue a very practically oriented research strategy in the environmental health field and has been a king pin in the development of indigenous technologies in the past.

The NAC sub-committee on research and development is available to evaluate and to recommend the wider application of successful innovations, and have been doing so. Hence, the chances of actually implementing improvements throughout the Programme are quite realistic.

#### 4.7 Health and Hygiene Education

The lack of progress in the development of a health and hygiene education component is a matter of special concern. Therefore, this component has been assessed very carefully. A more comprehensive description of the issue is attached as Annex 6.

##### Why is it important?

Health and hygiene education is a crucial component of integrated water supply and sanitation, for the following reasons:

- to arrive at optimum use of water supply and sanitation facilities by all intended users;

- to promote community responsibility for the upkeep and maintenance of the facilities;
- to motivate for additional behavioural changes to cut off alternative routes of transmission of water and sanitation related diseases.

Thus, hygiene education is meant to contribute both to increased cost-effectiveness and sustainability of the project, as well as to improved public health.

The importance of this component seems to be well accepted by NAC. This is clear for example from their endorsement and follow-up action plan of Resolutions 9 and 10 from the Decade Consultative Meeting ("Action Plan for Follow-up of resolutions from the Decade Consultative Meeting", NAC, April 1991, p 3). Hygiene education also feeds into Resolutions 1 and 3 stating that future responsibility and authority for rural water supply and sanitation, including financial responsibility for direct operations and maintenance, should be borne by communities and local authorities (idem page 1).

#### Why is a new approach needed?

Little progress has been made with the development of an integrated health and hygiene education component up to the present date. Major constraints identified include:

- manpower shortage at the Head Office of the Ministry of Health;
- lack of a District level strategy for integrated hygiene education;
- need for new and more effective/participatory hygiene education skills, methods and support materials for the extension workers;
- lack of a clear monitoring and evaluation system.

Project 15, covering FYs 1988-1991 appeared to be unable to address these constraints properly. Whereas there was general agreement that a new approach to the health and hygiene education component was needed, it proved to be a rather long and painful process to sort out what would be a more promising alternative.

With much delay a revised proposal for Project 15 for FY 1991/92 was prepared. The proposal has just been approved by the NAC, but not yet submitted to NORAD. The new proposal breaks away from an emphasis on the development and production of training and education materials at a national level to the strengthening of health and hygiene education at district level. It is the opinion of the appraisal team that the new proposal is an important first step in the direction of a more realistic Programme for the successful development of an integrated health and hygiene component.

The new approach has a few implications for the proposed Project 15 for the years 1992-1995 that still need to be taken into account.

#### **How is it best set up?**

The new proposal for Project 15 sets out the need for a Health Education Officer with back-up from a short term Consultant. It is foreseen that the Officer will be positioned in the Health Education Unit with the primary tasks to prepare district guidelines for health and hygiene education, to advise province and district level staff on the preparation and implementation of community based hygiene education, and to organize training workshops. The Health Education Officer is expected to work most of her/his time at the Province and District levels.

The need for a Health Education Officer with back-up from a short term consultant seems to be well justified in view of the previous shortcomings in the development of this component. The positioning of the Health Education Officer in the Health Education Unit is in line with the expected future role of the Health Education Unit and will have a number of additional benefits:

- professional exchange on health education issues;
- better linkage with other health education programmes and activities;
- easier transfer of expertise and tasks of the Health Education Officer by permanent staff, once her/his specific assignment is over.

#### **How sustainable will it be?**

It is expected that with the inputs of the Health Education Officer and the short term consultant, solid guidelines for the integration of a health and hygiene education component at District level are available within a years time, and that in the subsequent years the Programme gets into place in all districts to be covered, with sufficiently trained staff at the provincial and district levels. The health and hygiene programme should be largely self-sustaining at the end of the new project period.

There are, however, a few critical risk factors. Success will be dependent on the recruitment of suitable staff and continued support from the Environmental Health Department. Success will also depend on whether or not the Health Education Unit will be able to take up its expected role.

#### **4.8 Gender Issues**

The Zimbabwean Government has a strong commitment to the removal of all discrimination against women and the promotion of their

participation on equal terms in the social and economic life of the nation. However, despite the Government's overall policy of promoting equality between women and men, most sector policy and programmes implemented by Government institutions tend to favour men and therefore reproduce the traditional division of labour and oppression of women (NORAD, 1991, p. 75).

NORADs Action Plan for Women in Development emphasises that the Norwegian development assistance to Zimbabwe should seek to utilise the strengths of women in the development process, as well as making sure that Norwegian funds contribute directly to giving women a better life. For this reason, the Norwegian development assistance to Zimbabwe should have two main goals in relation to women:

- I. To alleviate the poverty and heavy work load of the majority of the women;
- II. To reduce the oppression of women as gender, by increasing women's control over their own time, body, means of production and incomes, and by increasing women's influence in society. (NORAD, 1991, p.74)

#### How far did we did we get?

To a certain extent the gender issues seem to be seriously addressed by the National Programme.

Most water point committees consist of three women and one man, an increasing number of women are trained and working as well-sinkers and latrine builders, and recently the first two female pumpminders have been employed by DDF. There is however a lack of female staff in the Government system, except for Village Community Workers and Ward Community Co-ordinators, who are predominantly women. The result is that almost all members of the various Water Supply and Sanitation Committees are male. The Ministry of Health has expressed its interest in appointing more female environmental staff but is constrained by the ERP.

Women's involvement in water supply and sanitation improvements still seems to be too limited in planning and decision making, and too heavy in implementation through their contributions of labour, time, money and food. It is recognized that established divisions of roles between men and women are not easily changed, especially not by an effort in only one sector, but it is a point of concern to be taken up by MCCD and DDF staff. Since the Department of Women's Affairs (DWA) is no longer in the same ministry as the Department of Community Development, the close collaboration of the two on issues relating to water has ceased. The DWA is not actively involved in the project, whereas MCCD takes the lead in community participation and mobilization, and thus affects actively, the participation of women.

Water supply and sanitation improvements are generally expected to, and most often do, benefit women. For the present service level 1 programme, however, it is not always true that the

walking distance to collect water (from a protected water source) is reduced. In a number of cases service level I may imply an increase in workload, when women use more water from the new source for hygienic purposes. The recommendation in the Action Plan for Women in Development (p.80) to encourage washing stands and bathing places near the improved water point is important in this respect, and seems to be fairly well developed.

The NAC has established a Working Group on Gender Participation. The Working Group has made an assessment of women's involvement in IRWSS projects. The overriding finding of the assessment team is that to date, women's participation in IRWSS projects is mostly limited to low positions entailing very little decision making and from which no financial rewards are derived. This finding is the basis for the preparation of an action plan for NAC to increase "gender participation". The draft action plan is due to be submitted to NAC by the Working Group on Gender Participation in a months time.

#### Which way forward?

The Working Group on Gender Participation will put forward a number of important action points to enhance women participation. Action points expected to be included are:

- a chapter on gender issues in the District Coordination Handbook to allow for more gender specific planning;
- more training opportunities for women and motivation of women to go for training;
- awareness raising workshops for staff at all levels to sensitise them on gender issues and to get the importance of women's participation accepted beyond the NAC level.
- gender planning workshops for staff at all levels;
- awareness raising activities with communities (men and women) to sensitise them that the taking up of new tasks and positions by women does not imply a loosening of cultural and moral values;
- implementation of special measures to facilitate the process of women taking up new jobs, for example by appointing more than one female well sinker in a team;
- put an end to the women's responsibility to provide food to the well sinkers.

It is however realized that changes take time and considerable effort, and that some action points are easier to take up than others. What works to the advantage of women's participation, is that they are considered to be more dedicated and less mobile. Therefore, when trained they are less likely to move away to town, and more likely to remain in the district. What works against it, are the long standing cultural roles and values,

determining to a large extent the possibilities and opportunities for women. The generally lower level of education of women is also an influencing factor.

It cannot be denied that participation of women is to a certain extent a donor driven priority. This is not necessarily a bad thing, but surely important to keep in mind. There are a number of risks involved in pushing gender issues from outside. For example it is not quite clear what we did achieve by having more female caretakers, latrine builders and well sinkers, and whether it works out positively that there are three women in the water point committee.

In addition, the issue of women's involvement in planning and decision making is still unresolved. There seems to be scope for further participatory research and action to get a deeper understanding of what is meaningful to women (or yet another burden), and what are their priorities and choices for change and improvement to build on to increase the quality of their lives.

#### 4.9 Community Participation: A Theme Across The Issues

Most of the above issues relate to the role of or the implications for the community, as a group or as individuals. The most important cross references in this context are:

- Their real powers and influence on Programme interventions
- How they will respond to health and hygiene education in terms of behavioural changes required to improve public health.
- Their attitudes and willingness in respect of contributions towards new installations and responsibilities for future maintenance of the same.
- Local management of the communal installations, with particular reference to continued decentralisation
- Development of skills related to a rescheduling of responsibility for various tasks at the development as well as at the recurrent stages of the Programme
- The implications of devolvement of powers to local authorities for the role of communities, in particular the form of interaction with government (local or central)

Whereas maximum decentralisation of O&M responsibilities has been seen as the solution for future, the present system with DDF in a key role is also improving and being developed. Moreover, the sustainability of the current concept may depend on the outcome of structural adjustment; a dramatic reduction in government resources available for the free maintenance services should not be ruled out. Whatever course should be set for the future, any transitions are likely to be demanding on the side of the community. The potential constraints in this regard need to be



minimized.

#### **Is support towards enhanced community participation addressed?**

The MCCD is responsible for the Community Participation component of the National RWSS Programme. With the help of a short term consultancy the MCCD has clarified its role in the Programme as follows:

- training of extension staff (Village Community Workers and Ward Community Coordinators) and middle level extension staff in policy guidelines and procedures for the integrated projects;
- establishment of a community management capacity for the projects, through community mobilisation and participation;
- creation of a community maintenance capability to ensure sustainability;
- co-ordination of MCCD activities with other ministries;
- community participation in project planning, design and maintenance (ref. Samset and Lenneiye, 1987)

Understaffing at HQs, Provincial and District levels within the MCCD has been a major constraint for further development of the Community Participation component of the IRWSS projects in the early years. This situation has, however, substantially changed and officers are now in place at all levels.

Whereas during the current Programme period NORAD was asked to fund 9 local consultants in various positions, the request for the coming period is reduced to 4 Community Participation Trainers (CPTs) to be working at Provincial and District levels. Each CPT will cover two provinces, and in each there is already a Provincial Officer in place who will initially act as counterpart to the CPT, and who then gradually will take over.

Management support to the MCCD HQs is no longer required as the position has been taken up by regular staff.

#### **4.10 Environmental Effects**

NORAD demands that environmental effects shall be assessed for all major projects receiving support. Water being a major factor for the sustenance of life in communal areas of Zimbabwe, the issue has already been discussed by the NAC in the overall sustainability context.

The Zimbabwe Country Study (HIFAB/Zimconsult, 1989) pointed out that environmental degradation constitutes a threat to the overall sustainability in the communal lands. The major issues identified in this context are:

- Deforestation; fuel wood, building and fencing material,

brick burning, etc.

- Overgrazing; unsustainable stocking levels and/or lack of grazing management

In the population - development - environment relationship water does play an important role. Development of water sources enhances the resource base, but may also cause an increased pressure on other resources.

**Will the Programme contribute to the degradation of the land?**

The relatively scattered water points - characterized by low abstraction rates - as provided in the communal lands, can hardly have a significant primary effect on the environment. The 20-25,000 units provided may account for a total abstraction of just over 20 mill m<sup>3</sup> per annum at normal per capita consumption levels. Evenly spread over the communal lands (some 10 mill km sq), this represents in the range of 0.2 mm/year of required groundwater replenishment. Even in the driest areas the annual rainfall is rarely less than 200 mm. Hence, a mere 0.1% of the annual average rainfall is required for sustained recharge. Clearly, the abstraction for domestic purposes from low yielding handpumped installations is much lower than a typical annual recharge rate; - by one or two orders of magnitude.

There may, however, be accelerated local problems connected also to low yielding water points. They may facilitate opening of new areas for dry season grazing or permanent settlement. In addition, the water point surroundings may be affected by stagnant waters, polluted spillage, etc.

All these issues are, however, addressed by the Programme;

- Broad land-use planning is carried out (Agritex)
- Water resources are assessed and water levels monitored (MEWRD and MEWRD/DDF, not fully implemented)
- Water points designed with proper drains and community trained in water point management, including environmental hygiene (MEWRD/DDF and MOH/MCCD, still to be strengthened)

**May latrines cause environmental damage?**

Two issues have been brought up in this context, namely deforestation caused by brick burning and pollution resulting from seepage into the groundwater. Both issues have been studied and found to be of little significance. This does not mean that there is no problem anywhere. The possible problems have, however, also to be considered in light of the envisaged benefits; cleaner home environment and reduced transmission of diseases.

Is there a scope for mitigation measures?

Programmes can always be improved. The NAC has already presented to NORAD the Terms of Reference for a specific study on Environmental Assessment of the Programme. The objective of the proposed study is three-fold, namely to identify and assess the environmental impact of the Programme, to identify mitigating measures and to define the monitoring strategies. As the proposed scope was rather extensive, the cause of action has been subject to some discussions.

As there is already a fair amount of information on the issue, NORAD recently proposed that one should rather carry out a short initial desk study in order to identify precisely which areas would warrant more indepth studies. The appraisal team finds it unlikely that any major environmental issues will be identified in the course of such a study.

The Environmental Assessment study will, however, be valuable in the sense that it could stop unjustified speculations, propose solutions to specific (although presumably limited) problems and also provide guidelines for a fine-tuning of the Programme's strategies with regard to interventions of environmental concern.

The family wells concept has been queried with reference to the risk of depleting groundwater resources. Even considering the increased water consumption (which is, by the way, a prerequisite for improved public health) due to the easier access, the abstraction cannot possibly be significant outside the very localized and weak aquifers. As the environmental issue is related to the overall sustainability of the local community, the public health concern should be an overriding priority.

Localized problems should be dealt with as such, rather than be used to draw general conclusions restricting the use of an important category of water source.

## 5. RECOMMENDATIONS FOR NORAD SUPPORT

### 5.1 Introduction

Following its new policy, NORAD will, in the next phase of the Programme, expect the GOZ to take responsibility for the detailed descisions on components within the Programme, and concentrate discussions during reviews and Annual Meetings mainly on the strategic issues.

The summary budget itself embodies a number of key decisions regarding the allocation of resources. In addition, there are strategic actions which need to be identified so as to ensure that the Programme remains broadly in accordance with the intentions of the Governments of Zimbabwe and Norway.

#### Guiding Principle

The most important single concern is that of sustainability. This may have budgetary implications: e.g slowing down the proposed rate of expenditure in new Districts, allocating more to recurrent and less to capital funding, or introducing new components. The principle should be adopted that no new boreholes and deep wells should be installed in a District until the standard of maintenance in that District is satisfactory. This does not prevent work starting on planning, maintenance, training or community mobilisation and hygiene education.

\* The team recommends that in the proposed new District projects, no new supplies be initiated until an independent check on a sample of existing supplies has indicated that maintenance is currently adequate. NORAD should be satisfied that the situation is satisfactory before the go ahead for implementation is given.

The maintenance issue should also be reviewed critically in districts where support is proposed to be continued; NORAD should request documentation showing that the regularity of supply is satisfactory, and that excessive rehabilitation is not included due to inadequate maintenance.

\* The team recommends that NAC ensures that documentary evidence of the maintenance situation in the 7 districts where continuation is requested, be presented to NORAD in one comprehensive report.

### 5.2 The Budget

#### 5.2.1 Scale and Phasing

As noted in Section 3, it seems that the total proposed budget, after taking account of exchange rate changes and inflation, will be approximately equal to the amount provisionally agreed upon in the last Country Programme consultations for the planning period 1992-94 (92: NOK 12 mill, 93: NOK 30 mill, 94: NOK 28 mill), plus an amount for the second half of Zimbabwe's FY 94/95, falling

outside of the three year planning period. Given the non-concurrence of the Norwegian and Zimbabwean FYs, the team suggests that the total frame for the sector support should include an allocation for 1995 as well.

The proposed phasing of the budget over the first three years indicates a downward trend in NORAD funding, which reflects the intention, agreed at the consultations in April 1991, that Government of Zimbabwe should take on a greater share of the total costs of the Programme.

The team has found that the contributions from GOZ are more substantial than has been shown in reports and budgets, and may indeed have been growing annually over some years, but that these inputs are not reflected in the Draft Proposal. Notably, the NORAD support now constitutes just one part of a National Programme which receives its finances from both donors and from Zimbabwe's own sources.

The pace of the Programme seems to be right in relation to implementation capabilities, and the team is concerned that too drastic, or fast, scaling down of external support may reduce the quality of the Programme.

\* The team recommends that GOZ be requested to give a more concrete indication of their actual and proposed contribution to the Programme.

\* The team recommends that the total frame for the sector support should be NOK 98 million for the period 1992 - 1995 inclusive. This covers the proposed budget, plus an unallocated sum to be further programmed for 1995 should the need arise.

#### 5.2.2 Balance between Central and District Projects

The team welcomes the increased share allocated to District Projects (80% as compared to less than 50% three years ago). This is in line with the intentions agreed in earlier discussions between NORAD and GOZ. It is important to ensure that actual expenditures also follow this pattern, since there is a tendency for expenditure by districts to be slower than by central ministries.

\* The team recommends that expenditures be closely monitored on an annual basis to avoid a distortion in expenditures from district to central level.

#### 5.2.3 Balance between Current and New District Projects

The intention is that there should be a continuous "roll-over" of projects, with new districts entering the Programme as others are completed to service level 1. We have noted, however, that all ongoing District projects are taking longer to implement than was originally planned. Notably, the implementation period for several districts goes beyond the period to be covered by the new Agreement.

If it seems that the ongoing districts cannot be completed on schedule, the phasing should be changed accordingly. If the new projects will take longer than shown, or cannot realistically be started so quickly, this should be reflected in a revised budget.

\* The team suggests that the proposed timetable - both for current and proposed new districts - be reconsidered.

#### 5.2.4 Balance between Different Agencies

We do not wish to specify how the total budget should be allocated between different implementing agencies. The team is, however, as noted in Section 3.3, concerned to know how the strategic objective of reducing overlap between agencies will be reflected. If changes do soon occur, these may require a change in the budgetary allocations. (For example, with regard to borehole drilling).

#### 5.2.5 Health and Hygiene Education

The team was given access to the revised draft proposal for Health and Hygiene Education in the Programme for FY 1991/92, which has not yet been formally submitted to NORAD. It seems to provide a realistic plan for the development and implementation of this component. The revised proposal implies some changes in the budget for 1992-96, but it is expected that the total budget frame required for this component will be the same.

In the revised proposal the Media Development Officer is replaced by a Health Education Officer. This Officer will be positioned in the Health Education Unit of the Ministry of Health which is located under the MCH department. Total manpower inputs will be higher than estimated before, because of the need for a short term consultant to support the development of the health and hygiene education. This seems to be well justified provided the consultant is not assigned before the Health Education Officer is appointed. If it proves to be difficult to find a local consultant for this work, the possibility of extending the budget to cover an external consultant should be looked at. This should, however, be considered as a second choice.

\* The team recommends that the forthcoming draft proposal for FY 1991/92, and the received draft proposal for the period 1992/95 be approved with the amendments suggested in Ch.4.7 and Annex 6.

\* It is further recommended that the health and hygiene component is reviewed before the Annual Meeting in 1993 to make sure it is moving in the right direction, or to allow for changes.

#### 5.2.6 Community Participation

As mentioned earlier, the team found that although there is a substantial amount of community mobilisation going on, there is little evidence that the various strata of the communities affected by the NWSSP are actively involved in decision-making

in the Programme. However, consultations, and in some instances close cooperation with, the elected District Councils, is one way of having the community participate.

The mobilisation work which is going on seems to be relatively successful in making people participate communally in the work. Although the ministry responsible for this has been weak and not too well organised at central level, this seems now to be progressing in the right direction. At the field level the thrust should be towards community management of installations, with the authorities in a supportive role.

The request for 4 Community Participation Trainers (CPT) seem well justified in view of the positive developments within MCCD. The team questions, however, whether all four posts are necessary for the whole period.

\* The team recommends that the MCCD be asked to review their draft proposal and integrate projects 17 and 20 into one proposal.

\* The team strongly recommends that the MCCD integrate their training and mobilisation at community level better with the MOH, and cooperate, for instance, on the preparation of handbooks and guidelines.

\* It is essential that the gender issues must be addressed in the proposal.

#### **5.2.7 Functional Allocation of Resources**

As noted in Section 3.2, the information on this is not easy to find. We would welcome a summary budget of all District projects indicating the breakdown between broad categories of expenditure. On the basis of two sample Districts, it appears that the expenditure pattern varies quite a lot. For easy assessment of the main thrust and subsequent changes in district budget allocations, it is recommended that an aggregate budget summary should be prepared for each district, composed as follows:

1. **Total Construction Costs;** including items currently presented under "boreholes", "deep wells", "shallow wells", "spring protection", "latrines", "headworks" (excluding existing installations), "cement" and "pipes"
2. **Rehabilitation/O&M Costs;** including items currently presented under "rehabilitation", "op. & maintenance", and "existing water points" under the present "headworks" budget line
3. **Community Mobilisation and Training;** including all items currently presented under "community mobiliz/training", "training", "miscellaneous", and "provincial support"

#### 4. Transport; same as the current item "transport"

It is further recommended that only one aggregate figure should appear as the budget allocation under each of these four cost categories. However, in order to enable easy checking of distribution of resources among the respective technology options, the first item, Total Construction Cost, should give the total number of planned facilities, specified as number of boreholes, deep wells, shallow wells, spring protections, family wells and latrines respectively.

\* The team recommends that the NCU be asked to present the district budgets in a format showing the breakdown into the above expenditure categories.

The question of balance between capital and recurrent funding is more complex. In the interests of sustainability it is very important that development budgets are not too high in relation to recurrent budgets (which are required to service the new supplies). The systems enabling a better monitoring and rapid assessment of this issue are in the process of being implemented by DDF, hence it will be possible for NORAD to follow the developments of GOZ in this regard.

\* The team recommends that NORAD be willing to finance recurrent as well as development costs.

#### 5.2.8 Technical Assistance

The team found that further reduction in the level of technical assistance may reduce the quality of the Programme. Since other donors are also contributing technical assistance, a more comprehensive picture of the total technical assistance needs are to be presented in the Project Proposal.

The requirements for Technical Assistance (expatriates and local consultants) should be specified separately in the Proposal, and the costs included in the budget. Information regarding Technical Assistance from other agencies should also be included. The functions of proposed expatriate and long-term local consultant staff should be of advisory nature and be clearly outlined in the Project Proposal; job-descriptions should accompany proposals.

As outlined in Section 2.2, the NCU's functions in terms of project coordination, and that of support to districts in the planning process, are working well and should be supported. Since the proposed DANIDA-recruited district planner will not be in place for quite some time, the technical support to this function currently within the NORAD support should be continued into the first year of the new Agreement period.

In addition, the Coordinator position is critical. With the reductions in the number of posts under the ERP, and the fact that the NCU will have a more limited function in the not too



distant future, the GOZ is naturally reluctant to make the unit permanent in terms of creating new posts.

NORAD's intention has been, and continues to be, to reduce the extent of technical assistance consistent with ensuring that the Programme maintains its quality. It is therefore appropriate that the number of foreign personnel has been reduced to 1 only in the NCU, and 1 in the DDF. The NCU may, however, need more strengthening.

**The team therefore recommends the following:**

**\* That the current NCU technical advisor on district planning be continued one year into the new agreement period.**

**\* That the NCU Coordinator position (a local Zimbabwean) continues to be funded under the Norwegian grant unless an established post in MLGRUD becomes allocated to the unit.**

**\* That the situation in the NCU is closely monitored to ensure that adequate personnel support for district planning and support to integrated district programmes continues to be available.**

**\* That the expatriate post in DDF be converted to an advisor to the entire Water Division; DDF should be asked to reconsider its proposal that he should be an advisor to the Director of DDF.**

**\* That the proposed personnel support for the MCCD be approved as requested, but with a view to reducing it later in the period.**

**\* That new proposals be prepared for personell support to MOH, showing clearly how their functions are integrated in the MOH structures.**

#### **5.2.9 Possible Additions to the Proposal**

The team has been particularly impressed by the various studies and evaluations that have been carried out, largely by local consultants, and the positive contribution these have made to the National Programme. It is encouraging to note that study recommendations have been thoroughly evaluated by the NAC and has subsequently been actioned (unlike what is experienced in many other countries). Some studies have, however, had to be postponed or severely limited in scope in order to fit into the budget.

**\* The team recommends that funding for such studies should be increased, and that the NAC assumes the responsibility for descisions on TORs and budget allocations.**

The team has further noted the important role of the Blair Institute, both in technology innovation and public health research. However, the Institute seems to be underfunded in minor but important areas such as transport, which lessens their effectiveness.

\* The team recommends that some funding for the Blair Institute be looked at under the Programme.

### **5.3 Strategic Actions**

Here also, sustainability is the primary concern. Reference may again be made to the issues identified earlier.

#### **5.3.1 Decentralisation**

The rate and nature of decentralisation in the broader sense is an issue that extends well beyond the water supply and sanitation sector. The team does not propose that any specific targets be set, but emphasise that within the context of evolving government policy, every effort should be made to place the financial responsibility for operation and maintenance with the community and local authority.

The team thinks, however, that it is too early for the proposed project (under MLGRUD) to support institution building and training of Rural District Councils, given the uncertain situation regarding the timing of the amalgamation. Also, there are support from other donors such as SIDA and ODA for institutional support to Councils. We suggest, however, that the situation be followed closely, and if devolvment of responsibility to Councils develop very fast, funds may be made available from the proposed unallocated amount in the proposed frame budget.

#### **5.3.2 Duplication of Functions**

Here too what happens in the sector will depend upon wider government policy, in the context of structural adjustment. It may be anticipated that some functional duplication will be removed. Only if this fails to happen will it be necessary to press for action in the water sector specifically. It is also possible that the role of the private sector will be increased as a matter of national policy. This may require reallocations in the budgets in order to reflect the corresponding changes in the assigned government responsibilities.

#### **5.3.3 The Role of Women**

The promotion of equal opportunities and benefits for women is also an issue that extends well beyond the water supply and sanitation sector. Enhancement of women's participation in the sector will continue to require specific attention and efforts at all levels, and as mentioned in Section 4.8, the NAC seems able and committed to do so. Actions and strategies should be built strongly on women's own views and priorities for improvements of their lives, and more attention should be given to this. NORAD should continue to monitor this aspect of the Programme.

#### 5.4 The Nature of the New Agreement

Following the presentation from the GOZ of a revised Project Proposal, a Project Document, summarising the project, will be agreed upon by the two governments. Based on this Project Document a new Agreement will be negotiated between the two governments, regulating the use of the Norwegian grant.

The team has found the Programme to be well coordinated, planned and implemented, with a capacity for self-assessment and innovation. There should therefore be no need for continuous Norwegian assessment of, or participation in, internal Programme decisions as has hitherto been the case. However, past experience points at the need to have a clause in the Agreement giving NORAD a general right to call meetings on specific issues or developments in relation to the Programme at any one time, as deemed necessary to safeguard the quality or main principles.

The team has found the current decision-making process - with an extensive and detailed Plan of Operation being presented, discussed and agreed upon in a lengthy Annual Meeting, as well as minor decisions on points such as TORs, consultants and purchases being referred to NORAD/Harare for approval-unnecessarily cumbersome. The current timing of submission and approval of annual budgets seems, however, to be right, since it coincides with the internal planning period for Public Sector Investment Programme (PSIP) submissions. It is thus essential that the Annual Meetings are not delayed beyond mid March.

Since the National Programme is now funded jointly by several donors and by GOZ, the team found that the work-load of the NCU as well as district teams related to technical reviews and visits from donors have increased tremendously. There is, as yet, no joint review or technical discussions; every donor expects to have extensive discussions with the Programme singly.

As mentioned in Chapter 2 the team found a clear plan for nation-wide district plans being in place within the next 7 years. After that, the NCUs role will be reduced to a smaller service office for local implementation, and some coordination between technical service delivering ministries. Support for the Programme may therefore reasonably be reduced after this.

To ensure a smooth administration of the Norwegian grant as well as reducing the administrative burden for GOZ, the team therefore recommends the following:

- that the GOZ hold a technical review of the National Programme, including field visits, once a year, and invite all donors to participate.
- The GOZ should present progress and expenditure reports, budgets and workplans to NORAD by end of January. The workplans and budgets should be less detailed than before, but show proposed expenditures by the categories outlined in Section 5.2.7 above. The aim should be to present budgets

which allow monitoring of the central areas of concern in the Programme, also ref. Section 5.2.2 above. Reports should as far as possible be based on existing government procedures, and they can be jointly made for NORAD and other donors. They should not contain the level of detail on implementation as has hitherto been the case, but rather concentrate on major issues and constraints.

- An Annual Meeting should be held no later than mid-March, approving budgets and workplans for the coming Zimbabwean FY. The meeting should not go into extensive technical discussions, but approve the frame and major cost-categories of the following year's budget.
- The semi-annual call-up meetings between MFEPD and NORAD/Harare should continue.
- The NAC should make all descisions regarding choice of short-term consultants, TORs and purchases. Those purchases which require foreign exchange expenditures should be approved by MFEPD before forwarding to NORAD for payment.
- If and when NORAD deems necessary, a separate NORAD initiated assessment of any part of the Programme should be possible.
- That the Agreement cover the four-year period 1992-95 inclusive, to cater for the differences in the Norwegian and Zimbabwean FYs.
- That, subject to performance and policy development in the period of this Agreement, a further 3-year period of support be considered thereafter, to cater for the final period of Programme planning.

## 6. CONCLUSIONS AND RECOMMENDATIONS

### 6.1 Complexity and Coherence

The National RWSS Programme is with many and diverse actors. However, unlike many donor-funded water programmes in other countries, it has been designed to utilise structures, with assigned responsibilities, which were already in place. These structures have been made to work well. The team found the Programme to be developing steadily in a positive direction.

The umbrella organisation for the sector - the National Action Committee (NAC) - which dates back to the beginning of the UN Water Decade, has been transformed into a well functioning and useful coordinating body. This is contrary to the experiences from most other countries.

The effect of the NAC is that work going on in and among different ministries is coordinated and structured into a coherent National Programme. The Programme activities are well integrated into the respective districts' administrative structures and adheres to local development plans.

The Programme may seem less coherent at central level; when looking at "Head Office Projects", there are several discrepancies in perception and strategy between the various agencies. This does not substantially lessen efficiency, although reflecting upon differences in the interpretation of national policies among the sub-sectors and ministries.

Such differences, as long as they do not inhibit necessary sector actions, is a positive indication of real commitment and policy-level involvement on the part of the different agencies. The NAC - supported by its secretariat NCU - has proven to be an efficient forum where all major sector issues are deliberated on. Agreement has been reached on many important policy issues, and the NAC has also enabled the sector to proceed in accordance with clear implementation guidelines in cases where a final political decision may be lacking.

### 6.2 Coordination and Policy-making

The development of NAC's and NCU's roles over the last few years has been remarkable. Contrary to experiences of umbrella organisations which do not work, the central coordinating body has served to:

- Identify and resolve policy issues, (e.g. a Working Group on Gender Participation is preparing an action plan for NAC's consideration)
- Define, commission and act on policy related studies (e.g. on cost recovery)

- Identify institutional overlaps and discuss how it may be possible to rationalise them (e.g. duplication of drilling)
- Genuinely decentralise tasks and responsibilities to the provincial and particularly the district levels (ref. e.g. District Coordination Handbook)

While Norwegian support to the NCU is still essential, NORAD is much less visible than before, since the post of National Coordinator was recently taken over by a Zimbabwean. There is no reason why assistance to a well-working body like NCU should be discontinued at this stage.

The team has therefore recommended that technical assistance as well as other forms of support to the NCU be given.

Other donors, impressed by the credible framework created by the NAC, are increasingly channelling their support to rural water supply and sanitation activities through the National Programme. They also appear more willing to provide support for the central structures as a complementary input to their district based programmes.

### 6.3 A Changing Environment

Zimbabwe has embarked on an ambitious plan for reform of their national economy, the Economic Reform Programme (ERP). The appraisal team has attempted to review the possible implications for the rural water sector (see Chapters 2 & 4) in terms of budgets as well as organisation. Many policy issues already tabled for discussions within the government now have to await clarification of the more overall policies and reforms.

Although not referred to in the ERP, the Ministry of Finance and the National Planning Agency reassured the team of the high priority assigned to water supply and sanitation coverage in rural areas by the GOZ. It is therefore reason to believe that the announced rationalisation of civil service will not adversely affect the Programme although the economic parameters are going to change.

The team's conclusion is that in this climate of rapid change, several policy issues need to be followed closely (e.g. cost recovery and reallocation of responsibilities).

It is recommended, as a consequence, that some options for amendments in the Programme should be kept open, enabling appropriate responses to specific changes which may occur (e.g. increased support to Rural District Councils).

### 6.4 GOZ's Draft Project Proposal

The team has suggested, in light of central issues raised in this report, that some amendments be made to the Draft Project

Proposal. While the details are to be found in Chapter 5, the recommendations can be summarized as follows:

- **Budgets** should be presented with aggregate figures showing the distribution on the respective expenditure categories such as:

New construction, rehabilitation/maintenance, community mobilisation/training, and transport;

This will enable better monitoring of how the Programme addresses the various issues of concern.

- **Contents of Programme components** are generally in line with principles discussed in the past. It is proposed, however, that:

Support to Rural District Council institution building be deferred until a decision on the actual role of such councils is taken and implemented, and

Proposals made for the Health Education and Information Management components respectively be reviewed by MOH and resubmitted

- **Administrative procedures** should be designed with a view to transfer all operational responsibilities to the GOZ, within agreed plans and budgets;

The team assumes that the Draft Project Proposal will remain an internal working document for the Zimbabwean administration, serving as a reference document for the NAC.

#### **6.5 Recommendations for Future Support**

The team has recommended that support for the sector be given for the next four Norwegian FYs, with an option to extend for a further three years. If accepted, this would cover the planning period for all districts in the country, and one or two years of implementation of the last districts to be implemented under the National Programme.

Given the planned devolvement of responsibility for rural infrastructure and social services to the Rural District Councils (RDC), this should see the Programme through to the time when the role of the NCU will be much reduced. Depending on overall future sector organisation, the unit may well become absorbed in other structures of the Ministry of Local Government (MLGRUD) which deals specifically with the RDC issues.

The team has recommended that most of the proposed sub-projects be accepted for funding by Norway. The detailed recommendations are contained in Chapter 5.

The team has recommended that a total frame of NOK 98 million be granted, corresponding to the cost of the proposed Programme and allowing for some unallocated funds.

The unallocated amounts are required to cater for the very great uncertainty in price fluctuations (see Chapter 3.2), the different FYs of Zimbabwe and Norway, and the possible support to the RDCs should the devolvement of responsibilities be very rapid.

The team has further recommended that all administrative procedures be simplified, and more responsibility for inter-programme decisions be turned over to GOZ, in line with NORADS strategy. (Ch.5.4)

#### 6.6 Timetable

The team recommends that this report be shared with the NAC as early as possible, and that they be asked to give their comments to NORAD before mid-December.

The team further recommends that the NAC, in addition to whatever amendments they feel necessary to make to their Draft Project Proposal, be asked to submit a draft for a Project Document.

This document should describe the national policies and the National Programme, explain how the Norwegian support may contribute towards meeting the stated objectives and outputs, and finally summarise the required support proposed to be covered by the Norwegian grant. A deadline by mid-December should be specified.

To avoid disruptions in the internal budgetting and planning procedures in Zimbabwe, it will be beneficial for NAC to have NORAD's decision on the proposed support before the next bilateral Annual Meeting on the water supply and sanitation sector support. This timing is determined by the various ministries' submission of proposed budgets for Public Sector Investments (PSIP) and is planned for mid-March 1991.



**ANNEXES**

**APPRAISAL MISSION REPORT  
OCTOBER 1991**

# EXECUTIVE SUMMARY

## REVIEW OF CURRENT PLAN 1985-1990

### GENERAL OVERVIEW

The 1985-90 period did not have a comprehensive sector plan. Work was planned and implemented by the various agencies with little co-ordination in the sector. The Rural Water Supply and Sanitation sector was mentioned in the National Five Year Development Plan of 1985, but no details were given. However, work had at that time already begun on a proposal to resolve the fragmentation of the sector through a comprehensive master plan process.

In 1987 the National Master Plan for Rural Water Supply and Sanitation (NMWP) was presented to Cabinet for approval. The NMWP has recently been withdrawn from Cabinet. Its approval was stalled by the allocation of responsibilities in borehole drilling between DDF and MEWRD. However, a working agreement has been reached whereby DDF and MEWRD meet every year to draw up a national plan for their drilling activities. A large number of the operational recommendations of the NMWP have been adopted and implemented by the sector ministries. This has facilitated implementation of the Programme in a co-ordinated manner.

A milestone in this development was the establishment of the National Action Committee (NAC) with membership from ministries operating in the sector. The NAC was founded in the Ministry of Health in 1981, but was reorganised in 1987 under the Ministry of Local Government, Rural and Urban Development. Members of the NAC are Ministry of Local Government, Rural and Urban Development (MLGRUD), Ministry of Energy and Water Resources and Development (MEWRD), District Development Fund (DDF), Ministry of Community and Co-operative Development (MCCD), Ministry of Health (MOH), Department of Agricultural Technical and Extension Services (AGRITEX), and Ministry of Finance, Economic Planning and Development (MFEPD). The Ministry of Political Affairs (MPA) was included as a member from 1990. This Committee has agreed to a division of responsibilities, decentralised planning and implementation, and a standard technology to be used in implementation of the projects.

### TYPES OF PROJECTS AND FUNDING

As far as financing is concerned, sector activities have mainly been financed by Donor agencies. Projects funded by the Government are financed under the Public Sector Investment Programme (PSIP). Operation and maintenance costs of water facilities are borne by the Government with minor contribution in kind from the communities. On the average the sector has been receiving over Z\$ 30 million annually. This magnitude of finance is adequate to meet the targeted objectives of the Sector within year 2000.

In order to review what has happened in the 1985-1990 period, differentiation has been made between five types of projects. This differentiation is based on a combination of implementation strategies, and sources of funding.

#### **Integrated Rural Water Supply and Sanitation (IRWSS) Projects**

IRWSS projects follow the NAC approach of decentralised planning and implementation at the district level. These projects are implemented according to the agreed inter-ministerial responsibilities. Project components include Construction of Shallow Wells, Deep Blasted Wells, Protected Springs, Boreholes and Blair Latrines, Rehabilitation of existing water points, Operation and Maintenance, Community Participation and Health and Hygiene

Education. Sixteen IRWSS projects were under implementation in January 1991. An additional, 8 projects are expected to start in FY 1991/92 (Rushinga, Chiredzi, Shurugwi, Chikomba, Hwange, Hurungwe, Gokwe and Mwenezi).

Except for the Mutoko IRWSS project financed by the Government, all other projects are Donor financed.

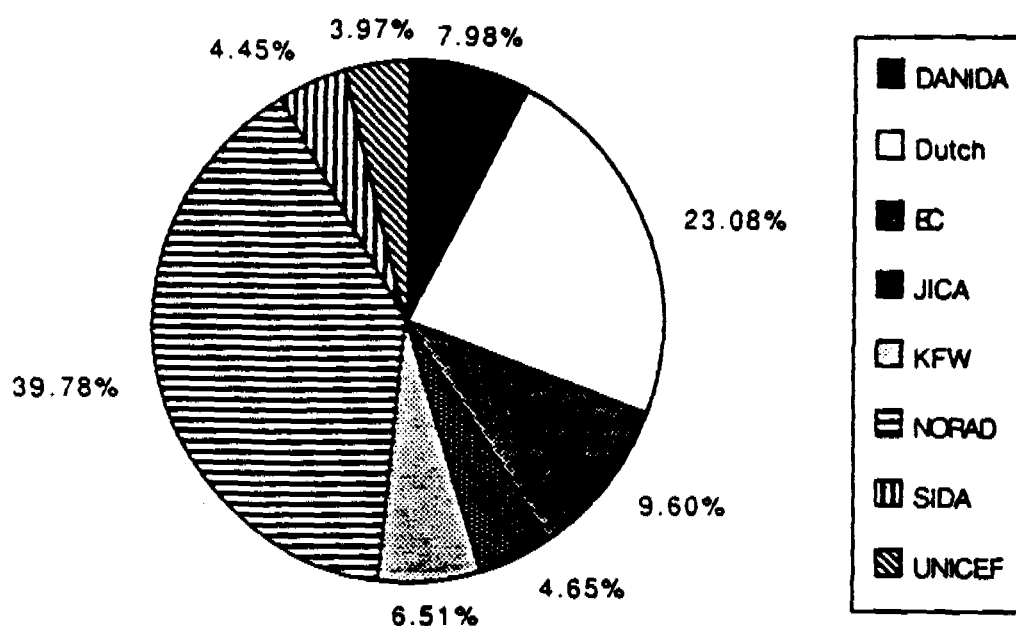
#### Donor Funded Non Integrated District Projects

These are donor funded projects which do not follow NAC agreed inter-ministerial approach. The projects are normally implemented by one or two agencies in a given district. They can take the form of either a water supply project or a sanitation project.

The chart below shows the distribution of the commitments by Donors for IRWSS and Non Integrated projects. The total commitment over the 1987-1992 period is about Z\$ 60 million.

Figure 1: Financial support for Integrated and Non Integrated District Projects

Committed support to district projects 1987-1992



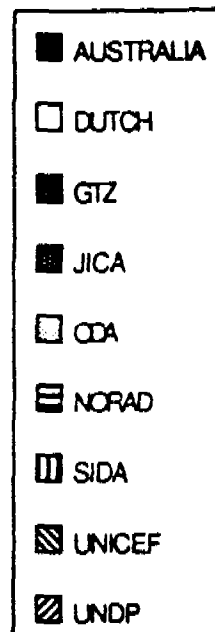
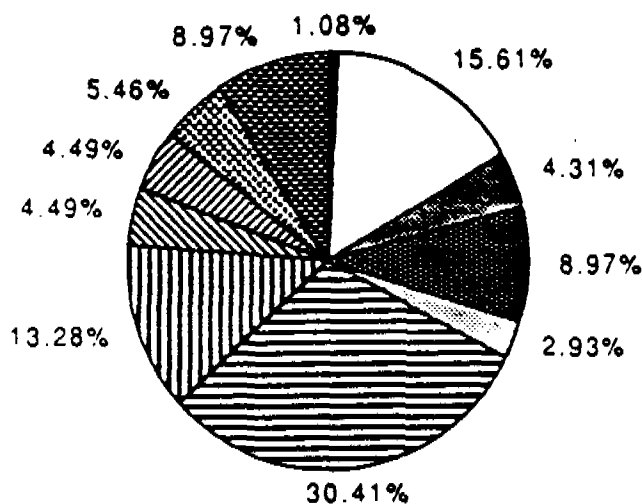
#### Donor Funded Head Office Projects

These projects have mainly contributed to the institutional capacity building of the various agencies in order to effectively implement and manage the various projects. Head Office projects have taken the form of provision of Technical Assistance, both Expatriates and Local Consultants, and provision of technical equipment, spare parts, tools and vehicles.

The chart on the next page reflects the distribution amongst the donors of support to institutional capacity building through Head Office projects. It is notable here that the number of donors supporting the sector is increasing. The total commitment over the 1987-1992 period is about Z\$ 51 million.

Figure 2: Donor Support for Head Office Support Projects

Committed support to head office projects 1987-1992



**Non Governmental Organisations' (NGOs) Projects**

NGO projects are spread throughout the country, though with a heavy concentration in some districts. The input from these projects in achieving sector objectives is extensive. The projects vary in size from a single borehole at a school to million dollar projects covering a whole district. A new development in this respect are NGO projects using Donor funds channelled through the Government machinery as of 1990. These point to the realisation of the need to link up efforts between governmental agencies and the NGOs.

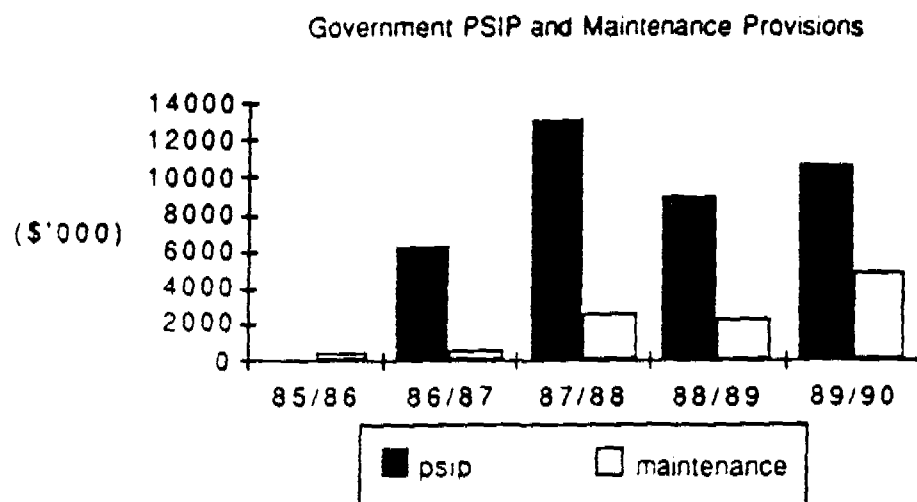
The NGOs contributed about Z\$ 18 million to the sector over the 1987-1992 period. Lack of accurate information has made it difficult to give a comparative presentation of the contribution from the various NGOs.

**Government Funded Projects**

These are ministry specific projects funded through MEWRD, DDF and MOH. These projects are not limited to a specific geographical location, but tend to be spread throughout the country. The projects follow the traditional government funding system to the sector based on PSIP-bids from different agencies to the MFEPD. The projects are planned and implemented by the Head Offices and are often poorly coordinated with the National Programme. Cost for maintenance is provided to DDF and MEWRD based on Recurrent bids.

The chart below shows the Government's contribution to the sector development as far as PSIP-allocation and maintenance costs are concerned. The chart shows that the maintenance costs are on the increase while there seems not to be a definite pattern to the PSIP-allocations. It should be noted that the chart do not reflect recurrent costs incurred by the Government in the sector. This is because most recurrent expenditures are bulked which makes it impossible to divide expenditures to the respective ministries. Such expenditures include Stationery, Mileage, Salaries, Travel and Subsistence. In other words within these categories it is impossible to tell how much of each was for Water and Sanitation.

Figure 3: Government Support to the Sector\*



\*Taken from the Estimates of Expenditure 1986/87, 87/88, 88/89 and 89/90 Government Printers.

## ACHIEVEMENTS

Between 1985 and 1989 the following increases of facilities has taken place:

Table 1: Sector Achievements 1985-1989

Facility	1985	1989
Deep wells	1 718	6 157
Boreholes	6 444	10 494
Shallow Wells	24	7 463
Blair Latrines	6 000	187 000

The 1989 figures represent percentage coverages of 73% in respect to water supply and 21 % for sanitation. It should be emphasised that the coverage for water is a global figure which does not reflect the uneven distribution of water points from ward to ward. Neither does it reflect the non-functioning of water points due to lack of repair or availability of water in certain periods of the year. If these factors are taken into consideration a national service level of about 55 % is probably more realistic.

## CONSTRAINTS

The sector development has been faced with shortages in respect to cement, steel pipes, transport and staff. Limited financial resources have dictated the pace of the programme. Cumbersome financial procedures as well as unclarity on the Land reorganisation programme have slowed down the pace of the programme. Transport shortage has been one of the biggest handicaps. Co-ordination problems have had their bearing as well. Through these problems the NAC has struggled with some short term solutions being implemented to relieve the situation. However, in most of these cases long term solutions are still necessary.

**ANNEX 2: PROGRESS MADE ON CENTRAL ISSUES**

The appraisal team had a meeting with the National Action Committee, in which the NAC explained what progress had been made since the Annual Meeting with regard to certain key issues, as presented in the "Action Plan for Follow-Up of Resolutions" (AP) from the Decade Consultative Meeting in Harare November 1991, and the "Strategies for renewal of an agreement between Government of Norway and Zimbabwe on support to the National Rural Water Supply and Sanitation Programme" presented to NORAD earlier this year.

This may be summarised as follows (referring, as far as possible, to the strategies specified in the Draft Proposal):

- a) **placing the financial responsibility for operation and maintenance at the community and local authority.**
- Decentralisation and cost recovery : A paper on this subject has now passed the Ministry of Local Government Rural and Urban Development, but it has not yet been submitted to Cabinet Committee. The AP proposed that a second paper be prepared, with more specific details on how implementation might proceed. It has been decided by the NAC, however, that work on this paper should not be initiated until the first one has been considered by Cabinet.
  - A pilot project for testing the capacity of local authorities to take responsibility for implementation of the programme has been proposed for Gokwe District, where British ODA has been supporting a programme to strengthen local authority capacity, and EEC is to provide finance under the integrated programme.
  - In order to streamline financial management, call-up of funds is now on a half-yearly basis, and commitment registers are beginning to be kept at District level, e.g. by the Ministry of Health. The Planning and budgeting Committee will soon consider the findings of a recent meeting in Bulawayo on decentralisation of the programme.

It is clear that progress continues to be made, but at a rather slow pace. New arrangements under the ERP could be slowing the process down somewhat.

- b) **reducing existing duplication of functions within the sector.**
- A paper on the division of responsibilities between DDF and MEWRD on borehole drilling has been prepared but not yet released.
  - A paper outlining the operational responsibilities of

MCCD and MPA concerning community mobilization has been prepared but agreement has not yet been reached.

In both cases, progress has been slow, and the proposed budget does not reflect any resolution of the issue. The imminent rationalisation of government under the Economic Policy Reform may have some effect; certainly this exercise is currently overshadowing other initiatives for institutional changes.

**c) decentralized planning model: delegation to the local authority.**

The Draft Proposal itself has been prepared on the basis of very active involvement from the District level, and this is one of the major strengths of the programme. However, the Proposal contains little information concerning the part played by the local authorities as opposed to the District officials of central government agencies.

**d) development of human resources.**

Another major strength of the Programme is the emphasis placed on this aspect, and the Draft Proposal includes training both under individual ministry budgets and under the Human Resources Development Fund. A Training and Education Plan has been produced for the sector, but much remains to be done.

**e) recognition of the central role of women at all levels.**

- A Working Group on Gender Issues has been established and tasked to prepare an Action Plan which is expected to be presented next month.

In view of the lack of progress with this issue in the past, it will be important to ensure that specific actions are identified, and progress closely followed up.

**f) securing sound environment development.**

- Terms of Reference for a study have been prepared, but they are likely to need revision since their scope was more wide-ranging than necessary.

**g) Strengthening health and hygiene education**

- A new strategy for health and hygiene education has been developed and has been endorsed by NAC.

**ANNEX 3: AMALGAMATION OF RURAL AND DISTRICT COUNCILS**

(Ref. SIDA Evaluation Report, Local Government Development, Zimbabwe. 1990, and Report of the Commission of Inquiry into Taxation under the Chairmanship of Dr Raja J. Chelliah. April 1986.)

In the Rural Councils (commercial farming areas), ownership of land has remained largely in European hands. Resettlement has been fairly marginal accounting for only up to 5% of total land which continues to be devoted to commercial farming. The former 220 African Council areas have been re-organised into 55 District Councils (the communal lands).

In 1988 the Rural District Councils Act was passed, but no amalgamation has yet occurred. There are a number of unresolved issues such on boundaries and responsibilities, and in fact Rural and District Councils have not yet been dissolved. The complexities are such that one District Administrator (DA) in his District may have one or more District Councils and, maybe, part of one or more Rural Councils. The boundaries of Rural Councils do not coincide neither with District nor with Provincial boundaries. In addition, a District may encompass Forest Land, Safari Areas, National Parks or other state lands, whose boundaries in many cases transgresses District and Provincial boundaries.

There are also many conflicting views being put forward about amalgamation. One view is that of unification which literally means a fusion of territorial interests. Another view is that of a federation of interests, retaining more or less separate identities between District and Rural Councils. A third is that of equitable unification, which implies a sharing of assets and responsibilities.

The Act makes provision for some flexibility particularly in the committees which are formed from the elected representatives. It is, however, the intention to strengthen unity of interests. Although the Act technically outlines what powers and functions the new Rural District Councils have, the amalgamation exercise does not address the crucial issues of land ownership and resource allocation. Amalgamation will not remove the major imbalances between communal and commercial areas. There is therefore a need to continue public sector support to communal areas to improve the levels of social and physical infrastructure investment.

Although the majority African population will clearly form the the political majority, economically the minority large scale farmers (largely Europeans) will have a dominant role. Even if there was an element of sharing of the tax bases in new RDCs, major disparities will still remain.



An urgent requirement is the establishment of an administrative framework to operationalise the new arrangements. Whereas District Councils are run by Senior Executive Officers on a day to day basis, they are accountable to the District Administrator who is the de facto Chief Executive Officer. He is the most senior Central Government officer at district level and accountable to the Minister of Local Government, Rural and Urban Development. In contrast Rural Councils are run by Chief Executive Officers, who have a direct link to Central Government. Such differences have to be removed as the new system takes root. In fact there will be one Chief Executive Officer for the new local authorities. However, until that is done, there will be very slow progress in terms of implementation.

Current responsibilities for provision of local services may be summarised as follows:

	Rural Councils	District Councils
Planning	C	C
Refuse removal	L	l
Sewerage	l	-
Pollution control	-	-
Sanitation	L	l
Public health	L	C
Roads	L	C
Transport regulation	lC	c
Electricity	C	c
Water supply	l	c
Clinics and maternity	L	l
Ambulances	Lc	c
Hospitals	C	C
Primary education	L	L
Secondary education	L	l

L,l = Local government    C,c = Central government

Capital letter denotes major provision, small letter denotes minor provision.

"With the amalgamation of rural and district councils the anomaly in local service provision under two distinct patterns will have to be resolved."

#### Structure of Revenue Income. Sample of Local Authorities 1981/82

	<u>Rural Councils</u>	<u>District Councils</u>
Local taxes	36.1%	0.4%
Non-tax revenue	28.1%	2.8%
Grants-in-aid	35.8%	96.8%
(of which education		87.2%)
Total per capita	\$19.7	\$25.5

Structure of Revenue Expenditures. Sample 1981/82

	<u>Rural Councils</u>	<u>Distric Councils</u>
Administration	28.5%	4.2%
Roads	28.8%	-
Education	15.5%	91.5%
Health	1.0%	3.9%
Water supply	1.8%	-
Other	24.4%	0.4%
Total per capita	\$18.4	\$21.8

Despite these figures being old, a quick analysis of the incomes and expenditures of the Mudzi District Council showed them to be very similar.

In summary, Rural and Distric Councils stand in stark contrast in a number of very important respects. The process of amalgamation may be lengthy. Although the Rural Distric Councils should ultimately enjoy greater autonomy than the earlier Rural Councils, and be more able effectively to exercise it, the amalgamation process could actually slow down the process of decentralisation in the short term.

**ANNEX 4: OPERATION AND MAINTENANCE****a) Development of O&M Capacity**

The 1984 evaluation of the NORAD support noted that DDF as an organisation was able to cope reasonably well with call-outs for repair services. However, preventive maintenance was virtually non-existent and records of location, installed equipment and repair history were poor. Hence, it was concluded that a priority for future was to improve the system and ensure sufficient allocation of resources for that purpose.

It was further observed that DDF had used the NORAD funds for repeated "rehabilitation" of the same boreholes, meaning that the programme funds were utilized also for repairs and maintenance expected to be covered by Zimbabwe's own recurrent allocations.

The 1989 evaluation concluded that vast improvements had been made during the 5 years since the previous evaluation. The three tier maintenance system - based at community, "ward" and district levels - had been introduced on a trial basis. This new maintenance concept comprised a local consumers' water committee (including a caretaker) at village level, a DDF employee referred to as the pumpminder located such that he had a maximum of 10 km cycling radius or a maximum of 50 water points to look after, and then the regular DDF District based team.

Nevertheless, the 1989 evaluation identified O&M - or more precisely, the combination of complementary elements to be in place to ensure sustainability - as one of the major challenges of continued programme implementation. Key issues included:

- Higher degree of community responsibility, contribution and capability in relation to maintenance
- More clearly defined responsibility of the pumpminder (second tier), including better communication both with communities and supervisors (DDF at district level)
- Recurrent costs of maintaining the relatively high standard of service, enabling DDF to be mobile, supply spares and to develop the integrated three tier structure

It was noted that recurrent allocations to districts with a substantial donor input for development activities had been reduced considerably compared to other districts (although the overall recurrent budget of DDF had increased). Hence, the donor funds were apparently used to meet also true recurrent requirements. Observations made during the team's field visit to Mudzi suggest that this may still be the case. Reference is also made to the analyses under *litra f*) below.

A simplified system cost model was developed during the referenced evaluation study. Taking into account normal repair and replacement requirements it was concluded that the DDF recurrent budget - assuming the same mode of operation be continued - even with the most optimistic scenario would have to increase by about five times over a 7 - 8 year period from 1988/89. This increase certainly does not seem to be feasible, thus indicating that other sources of finance or more cost-effective ways have to be sought out.

Another issue which was identified in 1988 was the continued confusion as regards maintenance responsibility for water supply points installed by agencies other than DDF. It appears that this has now been partly resolved in the sense that DDF's general responsibility is accepted. However, shallow wells installed by the MOH continue to be problematic; DDF only accepts them for O&M if a Bush pump is fitted, and that is contrary to the MOH policy!

A recent DDF review of the status of the pumpminder system (DDF, 11 June 1991) refers to the present three tier system as a balance between a community and government based maintenance system. The shortcomings of the present performance of this system are analysed, concluding i.a. that:

- Pumpminders have to be better equipped in order to be able to carry out more of the repairs which now require a call-out of the district team
- Improved availability of spares, to be stocked at decentralised levels within the districts is essential for pumpminders performance
- The supervision and logistical back-up support from the district has to be improved with a view to make the pumpminders more self-reliant in respect of the tasks they are required and able to carry out
- DDF district teams have not adjusted to their role in terms of support and assistance to the second tier, but continue to actually maintain and repair installations
- The expected role of caretakers has rarely been fulfilled; the communication between pumpminders and water committees (caretakers in particular) has to be improved, based on a mutual understanding of their respective roles
- For the DDF district team to improve planning and logistical support the reporting from the two lower tiers has to be improved

Considering the short time since the system was introduced it is not surprising that there are still "breaking-in" problems. The potential for improved cost-efficiency is, however, obvious and should be realized. For example, the monthly salary of a pumpminder is Z\$ 198 per month (as per the budget); if he can

prevent just one repair call-out per month (estimated at about ZS 200), he has "earned" more than his salary.

b) **Team's Field Observations**

The team only made a one day field visit, to Mudzi. In terms of O&M, the advantage of selecting this district was the fact that an internal mid-term evaluation had been conducted recently (February 1991).

The DDF evaluation report reflects in all major aspects that the same O&M problems prevail in Mudzi as was found in Mount Darwin, Makoni and Chipinge (allowing for differences in area characteristics) during the 1989 evaluation. The major problems had been found to be at the community level (lack of cooperation and contribution) and with the pumpminders (irregular inspections, poor communication and inadequate supervision).

It also appeared that the recurrent budgeting follows the same pattern as was noted above; the GOZ seems to distribute their domestic resources to less fortunate areas where a foreign donor is not present. Moreover, it was only now during the 3rd year of the project that such a basic facility as the DDF pump spares store was in the process of being properly established.

Inspection of water point record cards revealed that each borehole installation typically had to be repaired 2 - 4 times per year. Some installations, however, had to be attended to as many as 8 times in a single year. The nature of repairs are often such that the pumpminder could easily do it without assistance from the District, provided he has the basic tools and fast moving spares.

The DDF Field Officer claimed that they attempt to make monthly inspections of each water point. Due to problems with transport, and also conflicting priorities, this level of ambition can rarely be fulfilled. With a slight improvement in understanding of duties and technical capabilities at the first and second tiers, the District involvement could be substantially reduced.

With only 16 pumpminders and considering that they attend two training workshops per year, the task of improving the second tier should not be impossible. The other prerequisite for a cost-efficient maintenance system is to get the community to understand and accept a more wide ranging responsibility for water point maintenance. This issue is discussed elsewhere in the Report (see also under lita c) below) as it relates primarily to the way community participation has been conceived for the integrated programme.

Notably, the same point concerning limited required community commitment was raised in the 1989 evaluation report; NAC objected to that finding in their comments (October 1989), but the same argument (for enhanced community responsibility) is now also brought out in the referenced DDF evaluation report.

### c) Community Based Maintenance

As pointed out, this concept has not been pursued strongly in the integrated programme. The reason is partly that the GOZ policy has been to provide water supply as a social service, thus tending to play down the importance of the community commitment.

The Programme Proposal still talks about "To provide every person ... with potable safe drinking water .." service, rather than about assisting the communities in this endeavour. Therefore it is also a project activity referred to as "handing over"; how can one hand over something which the community has developed themselves, with support from the government? The point now is to avoid undermining the potential for true community based management.

The technical maintenance function is but one aspect of community participation; cost recovery, environmental health and hygiene, local management and mobilisation of resources are others.

### d) The Pumpminders

The programme of recruiting pumpminders has now almost reached saturation level according to the adopted criteria; 528 pumpminders are in post (DDF, 11 June 1991) and, as a result of a recent review, 50 more are required in communal lands and also about 50 in resettlement areas. For a total of about 630 pumpminders the salaries alone will amount to Z\$ 1.3 mill per year. With associated expenses (bicycle, tools, training, overheads), the costs may, for arguments sake, be estimated in the range of Z\$ 1.5 mill.

This cost figure should be compared with DDF's estimate of Z\$ 250 per borehole per year for total maintenance/repair costs; with some 15,000 boreholes the implied commitment is in the range of Z\$ 3.8 mill. Maintenance of deep wells comes in addition.

There can be no doubt that an efficiently working 2nd tier is potentially cost effective. Apart from skills, equipment and spareparts, the main factor affecting performance would be job motivation. The pumpminders could easily be given more efficient incentives if they were not seen as conventional civil servants; why could they not receive a very small fixed allowance from the government and then be paid on a task performed basis?

An option could be to set fixed rates for inspection (according to a standard schedule) and for specific repairs. DDF could then pay on the basis of vouchers signed by the water committee. Such a system has two other advantages because the pumpminder could in the future:

- Collect the maintenance and repair charges from the communities once such a system has been introduced, or

- Become a private "contractor" who will serve the communities in his area, possibly competing with other "bicycle mechanics" holding similar skills

**e) DDF District Teams**

DDF points out in the 11 June 1991 paper that continued strengthening of the O&M system at District level is particularly important. The paper proposes a number of actions which may contribute towards improvements:

- Introduction of appropriate check lists in all districts
- Development and introduction of an Information Management System (ref project no 40 under current ZIB 007 budget)
- Carry out a number of evaluation studies with a view to identify efficient means of systems improvement
- Incorporate routine maintenance, recording and reporting as priority areas in pumpminder training, in order to generate i.a. data for future O&M planning
- Introduce appropriate procedures for improved supervision of the pumpminders
- Preparation of guidelines and applying them in the training of water point committees and caretakers (preventive maintenance and reporting in particular)
- Procure motorcycles in order to improve the mobility of district based supervisors
- Procurement and distribution of tools to pumpminders and caretakers in order for them to be able to fully utilize their repair skills

Most of these actions are not very costly and could be met from a combination of domestic and donor funds. Two points need, however, to be made:

- Such steps (and other fundamental prerequisite actions) should be taken at from the inception stage of district programmes, not as a response to crises
- The actions should be designed to facilitate a divestiture of government responsibility rather than creating more dependency on support from outside the communities (excepting the pumpminder)

**f) Recurrent Budgets**

The DDF 11 June 1991 paper states that "With the continuous increase in the number of primary water supply facilities being completed, the GOZ's recurrent funding is becoming more and more

inadequate". The following overview of DDF budgets illustrates this point.

The following table illustrates the growth in recurrent funding:

<u>FY Year:</u>	<u>1987/88</u>	<u>1988/89</u>	<u>1989/90</u>	<u>1990/91</u>
Recurrent (Z\$):	2.5 mill	3.0 mill	4.0 mill	5.0 mill

The figures have been obtained from the DDF Water Division. For the current FY the amount is Z\$ 5.5 mill. As shown in the main text of the Report (Section 4.5), this "growth constitutes a decline of some 40% in real terms over the last 4 years. The referenced maintenance cost model (1989 evaluation) pointed at a need for a 5 -five- fold increase over 7-8 years, in real terms! The recent dramatic drop in exchange rate makes the gap even wider.

DDF takes the opportunity to spread the available resources more evenly on the respective districts by underfunding those where donor funds alleviate the situation. As a result other districts may receive a higher share of the domestic funds allocation than they would have otherwise done. This principle clearly applied for rehabilitation of primary water supplies. A quick analyses of typical recurrent funding levels is given below, based on DDF's recurrent budget for 1991/92 and their latest inventory (more than 1 year old).

	<u>No WP</u>	<u>Rec. f.</u>	<u>Rec/WP</u>
<b>Manicaland;</b>			
Prov. avg			117
Makoni	1020	54.2	53
Buhera	653	74.0	113
Mutare	547	63.0	115
Chipinge	384	45.0	117
<b>Mash East;</b>			
Prov. avg			294
Mudzi	258	53.0	205
Mrewa/UMP	54	48.3	894
Wedza	192	36.0	187
Mutoko	122	36.1	296
Seke	53	20.9	394
<b>Mash East;</b>			
Prov. avg			233
Mt. Darwin	303	34.5	144
Centenary	126	40.7	323
Shamwa	90	32.0	355
Guruwe	311	39.6	127
Rushinga	99	39.2	396

The number of water points (No WP) is taken as boreholes + deep wells, the Recurrent funding (Rec. f.) is shown in Z\$ for the two relevant votes D3A + D3B. The final column shows the recurrent allocation per water point.



The table is left here without further comments; disparities and unexpectedly high/low allocations deserve further analyses and discussions. It is, however also of interest to observe great differences in reported breakdown rates; whereas most districts report a 90% + rate of operation, some are as low as about 50%. How reliable is the reporting?

Whereas it might be acceptable in the short term to use donor funds to "help out", one may fear that the economic climate will continue to make it virtually impossible to obtain sharp increases of the GOZ allocations to DDF's water related votes in the future. Will it be possible to increase the funding to adequate level, or more positively, will it be possible to improve maintenance efficiency to the extent required?

NORAD has stated its concern in this regard on many occasions in the past. Notably, it was stated in the minutes of the fifth annual meeting that:

- NORAD will require more critical analyses of financial aspects of project proposals, including recurrent cost implications ... and how O&M costs will be covered in the future
- Zimbabwe is fully committed to the sector and prepared to increase its own contributions to the funding

The issue was also treated in general terms during the annual Country Programme Negotiations (April 1991). GOZ referred to NAC's paper on the issue of user financing of the recurrent costs and to the intention to start on a cost sharing scheme for the programme.

There has been little tangible progress in respect of the recurrent budget and cost recovery issue. The question to be addressed is then whether implementation should be allowed to continue at a pace which may make it impossible to sustain the services and thereby the expected benefits of these investments.

Reference is also made to the section on cost recovery in this chapter.

#### g) O&M Aspects Covered by The Programme Proposal

Although it has been agreed that sustainability is a key concern of both parties, the agreed minutes of the Country Programme Negotiations (April 1991) implies that "the Project Proposal and the new Agreement will be based on the present planning and administration model" in terms of the decentralisation and cost recovery issues. Insofar as these relate to O&M, it is of interest to observe to what extent the presented programme proposal addresses O&M development directly or indirectly.

Note has been taken of O&M related statements in the proposal as follows:

- Continued support to DDF is anticipated in order to further consolidate its water division's role in nationwide O&M development (training, education, information and decentralisation)
- Support to MLGRUD is proposed with a view to embark on the training of local authority staff to enable them to carry out envisaged responsibilities in connection with expected devolvement of powers and responsibilities to District Rural Councils
- MCCD will continue to provide management, training and education support with particular relevance to community mobilisation and skills development at the consumer level
- Funding of studies aimed at resolving important issues relating to the sector and the programme is proposed
- The special human resources development fund is proposed continued

The standard format of the district project proposals does not explicitly address the O&M implications of what is primarily a development (or capital investment) programme. However, components which cater for O&M relevant outputs include:

- Training of pumpminders (including refresher courses)
- Training of various groups at community level, notably water point committees and caretakers
- Provision of stores and basic workshop facilities at district level and limited accommodation to serve as substations (DDF)
- Some of the staff positions required for maintenance related activities (DDF)

As already stated, it also appears that the donor funds are used to complement recurrent funds meant for regular maintenance. Moreover, it is not always easy to distinguish between the programme activities (as defined in accordance with objectives) and regular district activities.

ANNEX 5: PAYING FOR MAINTENANCE

The issue of cost recovery in the water and sanitation sector in Zimbabwe has been on the agenda for some time, at least since the National Water Master Plan (NWMP) of 1985. A recent study by Zimconsult sought to assess willingness to pay. (It was prepared for NAC and World Bank. Preliminary draft December 1988; no final report prepared). This ran into problems of methodology. It also argued strongly against charging users more than a small part of total costs. In one of the two sample areas studied it concluded that the willingness of households to pay for water was very limited:

"The NWMP figure of Z\$1 per annum would need to be inflated to bring it to 1988 terms, and this would give rise to a figure of more than S 1.60. If S 1.40 is already questionable from our results, S 1.60 would be unacceptable."

For the other sample area the result was not very different. This implies a relatively low estimate of willingness to pay, though this is clearly strongly influenced by the fact that people in the areas concerned found it hard to conceive of paying for water (the methodological problem noted above).

The issue of cost recovery, however, also links to the question of the financial autonomy of local authorities, which can be increased if they are given the power and the responsibility to levy charges and taxes, at the same time as they are given greater responsibility for maintenance of water supplies. Thus, some degree of cost recovery may be seen as contributing not only to sustainability of supplies but also to the strengthening of local authorities.

The NAC "Action Plan for follow-up of Resolutions of the Decade Consultative Meeting", April 1991, went so far as to resolve that:

"The financial responsibility for direct operations and maintenance should, in future be borne by communities and local authorities."

Also, as noted earlier, the NAC has proposed to undertake a pilot project in Gokwe District to assess the capacity of Local Authorities to take on the responsibility for implementation of IRWSS projects.

The paper dealing with these issues which was prepared by the NAC has been passed by the Minister of MLGRUD, and will be submitted to the Cabinet. The team was informed by the Ministry of Finance that they do not see the likelihood of recurrent costs being recovered in the medium term in the communal lands, both because it is difficult and expensive to levy water charges and because

government does not wish to impose an undue financial burden in these areas at the present time.

At present, it certainly seems unrealistic to consider recovering any part of capital costs. It is essential, however, to recognise the equity implications. Subsidising capital costs can be justified only if those who benefit are the poorer sections of the community. Most of those in the communal lands do indeed fall into this category. But this also underlines the need to ensure that those who first receive a subsidised supply are those most in need, and also that technology choice is appropriate.

From the perspective of the water supply and sanitation sector, the major concern is to ensure sustainability. This requires that there exists the competence (in technical and institutional terms) to maintain water supplies, and the necessary flow of funds to pay for it (to the extent that it is not undertaken, without payment, by the communities themselves).

This carries the discussion into questions of institutional responsibility, and more specifically decentralisation and the role of the private sector. Over the next three years, it is probable that there will be a further shift towards decentralisation, and possible that there will also be a shift towards privatisation. What follows is a simple analytical framework for comparing alternative systems of paying for maintenance, followed by two proposed guiding principles for the future.

Situation at Present (simplified)

	Community	Local Authy	Central Govt
1st Tier (caretaker)	XXXX		
2nd Tier (pumpminder)			XXXX
3rd Tier (DDF)			XXXX

At present 2nd and 3rd tier maintenance is the responsibility of salaried employess, paid for by central government.

Alternative 1 indicates a model which is very different from that now existing. Here, the pumpminder is paid partly by the community (e.g for spare parts), and partly by the local

authority (e.g for wages and transport). And the 3rd Tier is paid for by the local authority.

Alternative 1: A Far More Decentralised System

	Community	Local Authy	Central Govt
1st Tier (caretaker)	XXXX		
2nd Tier (pumpminder)	XX	XX	
3rd Tier (DDF)		XXXX	

It must be stressed that although the local authority may pay for maintenance, the funds could come from the community or from central government. (Ultimately, apart from donor funds, all come from the community). There are various ways in which funds for maintenance may be transferred to the local authority.

From the community to local authority:

- charges: a payment related to provision of water e.g per capita per month
- taxes: not water-related, e.g per hectare of land under cultivation.

From central government to local authority:

- revenue-sharing: a specified share of a central government tax, e.g tax on traditional beer, motor vehicles, or proposed land tax.
- specific purpose grants.
- deficiency grants

The possibility of privatisation adds a second dimension. But what privatisation implies depends on the extent of decentralisation. Thus, under a centralised system, privatisation could mean replacing central government agencies by private firms in, for example, the supply of spare parts or the provision of pump mechanics. Under a decentralised system, privatisation could also imply that these these services were undertaken by private firms, but under contract to the community or the local authority. It could also mean replacing some of these services by the community itself (e.g by the pump caretaker taking on some of the tasks now assigned to the pumpminder).

Alternative 2 - A More Privatised Model

	Community	Local Authy	Central Govt
1st Tier (caretaker)	XXXX		
2nd Tier (pumpminder)	XXXX		
3rd Tier (DDF)		XXXX	

Alternative 2 shows a more privatised, and decentralised model, in which the pumpminders are paid by the community and 3rd tier services are provided by the private sector, under contract to the local authority.

At present the responsibility for paying for maintenance is very centralised, in the sense that central government pays for tiers 2 and 3, and the private sector plays a limited role. Over time, as noted above, there is likely to be a shift towards decentralisation: away from central government and towards local authority and community responsibility for payment. And there may be a shift towards privatisation.

It is recommended that two guiding principles should be adopted in assessing the merits of alternatives. First, that sustainability should be the primary objective. Second, that such changes that do occur are properly planned and managed, so that they do not damage the existing maintenance system: the experience embodied in individuals and institutions should not be lost - but it may be possible to make more effective use of it.

## ANNEX 6. HEALTH AND HYGIENE EDUCATION

Health and hygiene education is generally felt to be a rather weak component of the National Rural Water Supply and Sanitation Programme. This annex provides a short background to the problem, and considerations in support to the strengthening of this component.

### 1. Present status of Project 15

Project 15 covers the health and hygiene education component of the NRWSSP. At the time of the appraisal mission, the revised proposal for Project 15 for Fiscal Year 1991-1992 had just been approved by the NAC, but not yet submitted to NORAD. The new proposal breaks away from an emphasis on the development and production of training and education materials, to strengthening of health and hygiene education at district level. The implication of this new strategy for the proposed July 1992-1995 Programme still needs to be worked out in further detail with respect to required budget items.

### 2. Importance of hygiene education

Health and hygiene education is an important component of integrated water supply and sanitation for the following reasons:

- to arrive at optimum use of water supply and sanitation facilities by all intended users;
- to promote community responsibility for the upkeep and maintenance of the facilities; and,
- to motivate for additional behavioural changes to cut off alternative routes of transmission of water and sanitation related diseases.

Thus, hygiene education is meant to contribute both to increased cost-effectiveness and sustainability of the project, as well as to improved public health.

The importance of this component seems to be well accepted as is clear from the endorsement and follow-up action plan by the NAC of Resolutions 9 and 10 from the Decade Consultative Meeting ("Action Plan for Follow-up of resolutions from the Decade Consultative Meeting", NAC, April 1991, p 3). Hygiene education also feeds into Resolutions 1 and 3 stating that future responsibility and authority for rural water supply and sanitation, including financial responsibility for direct operations and maintenance, should be borne by communities and local authorities (idem page 1).

### 3. Indications of progress in hygiene education development and implementation

There are a number of indications that the progress in hygiene education development and implementation is a matter of concern in most water and sanitation programmes, not only in Zimbabwe. A

brief overview of recent evidence is presented below. The overview does not pretend to be exhaustive. It is rather meant to provide a background for the appraisal of the new proposal for an extension of Project 15.

## PROJECT 15

At the start of the integrated rural water supply and sanitation programme in 1988, two major constraints to the development of a health and hygiene education component were identified:

- national shortage of adequately trained personnel at all levels; and
- shortage of relevant communication support materials for the sector.

Project 15 "Development and production of training and education materials" was created to overcome these problems. In May/June 1991 this project was evaluated together with an appraisal of a draft "National Strategy for Health and Hygiene Education", which had already been prepared in 1989.

The overall conclusion of the evaluation cum appraisal team was, that Project 15 had not sufficiently reached its objectives and that the proposed National Strategy needed major revisions. The evaluation/appraisal report contains a series of conclusions and recommendations, some of which are highlighted below:

- Hygiene education should be more directed to motivate and equip communities to become "owners" of their projects. To achieve this objective it is recommended that:
  - + communities are encouraged to participate significantly in (a) identifying their own problems and finding solutions; (b) managing their own projects; and (c) assuming responsibility for the maintenance of their projects;
  - + more emphasis be placed on the development of materials support for awareness creation activities in the motivational phase of programme implementation;
  - + more emphasis be given to have motivational and instructional material specific to the maintenance of already completed facilities;
  - + attention be paid to cultural norms and beliefs in programme planning and implementation.
- Production of communication support materials for the RWSSP to be centralized, with due attention to an effective system of dissemination of the materials to the various levels.
- Extension staff and communities to be trained in the use of the communication support materials;
- Extension staff to be trained and equipped with communication, motivation and awareness raising skills and participatory approaches for community motivation. Trainers of extension staff require similar training.



- Communications Support Officer to be appointed for the development and production of the training and education materials to support the RWSSP.
- The Health Education Unit to be given an active role.

Based on the outcome of the evaluation/appraisal a draft proposal was prepared for a five and a half year extension of Project 15 for the development and implementation of a "National Communications Support Strategy for RWSS Programmes in Zimbabwe". (Auret, D. and Laver, S., Evaluation report and Draft proposals for a National Communications support strategy for RWSS Programme, Volume 1 and 2, June 1991).

#### **SIGNS FROM OTHER STUDIES AND REVIEWS**

The evaluation of the IRWSSP in Mount Darwin District showed that "the health education component of the project is effectively non-existent, as there are no specific health education programmes and no expenditure on such activities. What health and hygiene education takes place is incidental to the IRWSS project" (Training Centre for Water and Sanitation, February 1991A, p.30). The evaluation of the IRWSSP in Makoni District resulted in a similar conclusion: "The VCWs do go around the villages once a week giving general health information", but a specific programme of health education activities related to the water and sanitation project is lacking (Training Centre for Water and Sanitation, February 1991B, p.31). In both evaluations the recommendation was made that "health education activities within the integrated projects should be accorded more priority by MoH, NCU and DWSSC with a detailed programme of activities with measurable targets included in the project document and implementation plans" (idem p.36/37).

The Mid-term Evaluation of DDF performances of Mudzi District IRWSSP points to "poor hygiene practices at water points, showing the need for continuation of community mobilisation and health education". (1991, p.4) The evaluation report also mentions the use of unprotected water sources as a hygiene education issue requiring further attention. (idem, p.7)

In the Agreed Minutes of the Annual Water Sector Meeting in March 1991 it is stated that "The Norwegian delegation noted that little information on health education was available from the district progress reports, and requested additional information as to how these activities are implemented" (p.10).

Three subsequent reviews of the SIDA supported Health, Water and Sanitation Programme in Manicaland in 1989, 1990 and 1991 show a low level of hygiene education activities until the appointment of a project health educator in January 1989. Then a number of health and hygiene education workshops were organized for EHTs, nurses, VCWs, teachers and local leaders covering communication skills, participatory methods of hygiene education, water and sanitation related diseases, hygiene related aspects of handpump operation and maintenance and the role of local leaders and

schools in hygiene education (1990, p.24/5). Whether this programme was sustained is not clear. The 1991 review mentions that during the brief mission it has been "extremely difficult to obtain meaningful and comprehensive information on the programme's health and hygiene activities" (1991, p.5). The dissemination of health education materials from central level to district level appears to be a continuous problem (1991, p.5), whereas the need for educational materials adapted to the local conditions and culture is emphasised (1990, p. 26).

#### **SUMMARY**

It appears from both written documents and personal communication with various government staff, as well as from field visits to Mudzi (during the appraisal) and Mashonaland West (during last June) that general health and hygiene education is a more or less regular activity of EHTs and VCWs. What is lacking is a specific hygiene education programme related to the water supply and sanitation activities in the district, new and more effective hygiene education skills, methods and support materials for the extension workers, and a clear monitoring and evaluation system. Manpower constraints at MOH head office make it difficult to address these issues.

#### **4. A new approach to strengthen the hygiene education component.**

The evaluation of Project 15 and the draft proposal for an extension to Project 15 were the basis of a Logical Framework Analysis Workshop last June, in which objectives, major outputs and activities were formulated. (Logical Framework Analysis Workshop: Health and Hygiene Education in the National Rural Water Supply and Sanitation Programme, June 1991). The outcomes of the Workshop were used to prepare an adapted draft project proposal for FY 1991/2: "Strengthening Health and Hygiene Education in the Rural Water Supply and Sanitation Programme" (July 1991). This draft proposal, and the draft proposal for the next three years (1992/3 - 1994/5) are appraised together in this report as the first marks a new approach to strengthen hygiene education.

The new proposal acknowledges that health and hygiene education was and is an ongoing activity of the MOH, and that urgent support and action is necessary to strengthen and integrate health and hygiene education in the IRWSS Programme.

The long term objective of the new Project 15 proposal is to "identify and change those behaviours that when added to a water and sanitation project will maximise the health impact" (p.2). The objective acknowledges that the identification of behaviour needing strengthening or change is an important part of hygiene education. It probably is a matter of semantics only as the draft proposal emphasises awareness creation and motivation, but the risk exists that this objective is taken to mean that behaviour can be changed from outside. In fact, only the people themselves can decide and change their behaviour, and hygiene education is meant to encourage this process. The long term

objective should therefore be slightly adapted to prevent future confusion, especially by less informed staff.

The project objective is stated as: to incorporate "an effective and integrated health and hygiene education component into the RWSS Programme" (p.2). To arrive at this objective, emphasis is put on (a) a district level strategy for hygiene education, (b) training of staff, and (c) a media development plan. The objective is straightforward and the moving away from a Central level focus to a District level focus is an important step in the direction of a more realistic programme for the development of an integrated hygiene education component. The planned activities and outputs fit the objective and provide a clear basis for monitoring and evaluation.

A few points may be further considered:

- It is stated that "hygiene education is primarily a household based, and mothers targeted, activity". (p.2). Whereas the importance of mothers as target group is not denied, it is also important to consider other target groups, such as men (husbands and fathers), children (our future generation), and local leaders. Dependent on the identified hygiene risks, community based hygiene education may also be indicated.
- As it stands now, the media development plan is still a central level activity (p.4, and draft proposal for 1992-1995, p.38). In view of the problems encountered with the development, production, dissemination and use of hygiene education materials in the past, and the recognised need for locally specific materials, a decentralised alternative was discussed during the appraisal. The alternative would be that the budget for hygiene education materials will be administered at the Provincial level (by the Provincial Environmental Health Officer). The Provincial Environmental Health Officer and the Provincial Health Educators will support the districts in media development, dissemination and use, in line with the district strategy and plan of operation for hygiene education.
- An adaptation in the time frame may be required as the new strategy to strengthen hygiene education cannot be started before staff is appointed, and FY 1991/2 is already well underway.

#### 5. Required donor inputs

In view of manpower constraints and lack of experience with the integration of a participatory hygiene education component in the IRWSSP, a Health Education Officer with back-up from a short term consultant is requested to be funded by NORAD.

#### **IMPLICATIONS FOR FISCAL YEAR 1991/2;**

The Health Education Officer will replace the requested Media Development Officer, covered under Project 13. Thus, for this

position no additional funds are required. The short term consultant, however, was not foreseen, and adds to the total budget. Other additional costs relate to the need for transport, as the Officer and Consultant will predominantly work at provincial and district levels in support of the district activities. In view of the need to get the health and hygiene education component off the ground, these additional budget items are well justified. Points to note are that:

- the total budget required for Project 15 will be higher than anticipated
- it was agreed with NAC that the purchase of vehicles will be channeled through DDF.
- the vehicle should be for the Officer, and not for the Consultant.

#### IMPLICATIONS FOR THE NEW PROJECT PERIOD:

The new proposal to strengthen health and hygiene education has implications for the budget for the 1992-1995 period. These implications have apparently not yet been taken into account. For example, the material production item might be too high, whereas vehicle running costs and travel and subsistence are missing. A thorough review of the draft budget will be needed. The total draft budget should, however, suffice as a frame.

#### 6. Position and tasks of the Health Education Officer and Consultant.

The job description or terms of reference for the Health Education Officer has not yet been prepared. The Officer will be positioned in the Health Education Unit with the primary tasks of preparing district level guidelines and supporting province and district level staff in the preparation and implementation of community based hygiene education. (See also discussion under point 7: Role Hygiene Education Unit.)

A draft terms of reference has been prepared for the short term consultant. The consultant should not be appointed until after a Health Education Officer has been appointed in the Health Education Unit, and must take an advisory role. The terms of reference of the consultant should be reviewed against the above observations and comments (for example with respect to the media development plan, and relation to the Health Education Unit).

#### 7. Health Education Unit

As indicated in point 6, the Health Education Officer will be positioned in the Health Education Unit. How feasible and realistic is this in view of the present weak position of this Unit?

At the time of the appraisal there were two senior health education officers in the Unit, with a long term vacancy for a Chief Health Education Officer. In view of manpower shortages

there are two officers "borrowed" from the provinces to the Unit, one for the AIDS control programme, and the other for audio-visual productions.

The future of the Health Education Unit is presently being reviewed and a short term consultant has been invited by the MOH to formulate recommendations. As it stands now, it is expected that the Health Education Unit will continue to exist, maybe as a separate Department (instead of as a Unit under the Mother and Child Health Department) to create more opportunities to work effectively. The MOH also indicated that it is most likely that the post of Chief Hygiene Education Officer will be filled within a month.

The preliminary findings of the review show that for a well functioning Health Education Unit/Department, it will be necessary:

- to improve the planning and management skills of the staff;
- to clarify the role of the Unit/Department and its staff: The Health Education Staff should act as technical advisors to the various Department and not be responsible for implementation;
- to train the other Departments how to use the Health Education Unit and how to tap the skills of the Health Education Officers. Thus, the various Departments should not ask the Unit/Department to have a poster made. Instead, the Departments should ask for help to think through health education problems and strategies.

The new draft proposal for a Health Education Officer under Project 15 will mesh well with the proposed role and tasks of the Health Education Unit/Department. Therefore, it is expected that the two can reinforce each other, and can contribute to the success of both. The positioning of the Health Education Officer in the Health Education Unit/Department will have a number of additional benefits:

- professional exchange on health education issues;
- a better link with other health education programmes and activities;
- easier transfer of the tasks of the HE Officer to permanent staff, once her/his specific assignment is over.

The most critical issue for the future of the Health Education Unit/Department appears to be the manpower situation, and the difficulty of attracting qualified staff with the present salary rates. This will remain a constraint. This is a constraint that unfortunately is not limited to the Health Education Unit/Department, but also applies to the Environmental Health Department. It is encouraging that the MOH is looking for

alternative strategies to attract personnel for the Head Office, and all efforts are required to decrease this problem.

8. Co-ordination and co-operation in the field of health and hygiene education

Health and hygiene education was and is an ongoing activity of the MOH, both in its regular programme and in specific projects such as the Family Health Project. Co-operation and co-ordination in the field of health and hygiene education will require continuous attention to minimise costs and efforts and to maximise impact.

Active co-ordination and co-operation with Community training and implementation activities of the MCCD is also indicated, as both Hygiene Education and Community Participation cover some of the same grounds, with partly the same staff involved.

**APPRAISAL MISSION: ZIB 007 - INTEGRATED WATER SUPPLY AND  
SANITATION PROGRAMME, ZIMBABWE**

**Persons Met during Mission**

**MLGRUD:** C. W. G. Matumbike, Dep Sec/R D Council Dep  
N. Y. Murata, DERUDE  
R. Mbetu, NCU  
J. E. Engstrom, NCU  
N. Murimiradzomba, NCU  
B. T. Majaya, NCU  
T. J. Kufakweimba, NCU

**MOH:** Dr. Chataura, Deputy Secretary (Ag. PS)  
S. Musingarabwi,  
D. Dhliwayo  
D. Proudfoot,  
T. Nyangoni,  
J. Broome,  
S. Muduma,  
Dr. P. Morgan, Blair Research Institute  
Mr. Mtakwa, Blair Institute  
(Other Blair Institute staff members)

**DDF:** Mr. Jonga, Director/DDF  
P. Arvidsson,  
R. Muzamhindo,  
S. Mawunganidze,  
(Various province/district staff, ref. Mudzi field  
visit)

**MFEPD:** L. Matswayi,  
J. Mubika,  
Mr. Pamacheche,  
G. H. Sigobodla,  
J. Mutaurya,

**MCCD:** M. Jeranyama,

**MEWRD:** V. H. Choga, Dep Director/Operations  
G. Nhu Nhama,  
A. Mavurayi,

**University of Zimbabwe (WSS Training Centre):**  
Dr. P. Taylor

**Mudzi District (field visit):**  
G. Chiparushe (?), Assistant DA/Project  
Coordinator  
Whole district team; Provincial supervisors

**Donor/Foreign Agencies:**

UNICEF: S. A. Fegan-Wyles, UNICEF Res Rep  
W. Fellowes

Dutch: H. De Kuiper

SIDA: N. G. Nilsson

DANIDA: P. Johst

World Bk: S. Brushett

SNV: Mr. v d Boogaard, (Dutch NGO)  
D. v Groningen

**Consultants/Resource Persons:**

F. Chinemana

M. Lenneiye

A. Hammar

NORAD: S. Melsom, Res Rep  
R. Kove, Programme Officer (ZIB 007)



## TERMS OF REFERENCE

Zimbabwe: Appraisal of the Integrated Rural Water Supply  
and Sanitation Programme

Background

The Norwegian Agency for Development Cooperation (NORAD) has supported the water sector in Zimbabwe through several different programmes since 1981. NORAD has agreed in principle to continue to support the sector in Zimbabwe in accordance with the objectives and strategies laid down in the Zimbabwean/Norwegian Sector Agreement of 9th December 1987. A tentative allocation of 93 mill. NOK has been made for the next three years.

The broad objectives of Norwegian support will continue to be to contribute to the improvement of general public health and to reduce the burden for women through improved water supply, sanitation, and health education in the rural areas. Further to this, emphasis will be put on community participation and involvement of women in all stages of the planning and implementation of the programme, and planning of physical environment with due regard to the protection of the environment.

A Project Document approved by the National Action Committee was submitted to NORAD on 16th September, in two volumes. Volume I contains details of head office and inter-ministerial projects; volume II contains details of district projects.

Objective

The objective of the mission is to appraise the proposed programme for the three year period from 1992, and hence lay the basis for a new Agreement to be signed between Norway and Zimbabwe. The Project Document recently submitted will provide a major basis for the Team's appraisal, but this should be supplemented, as necessary, by further information obtained by the Team.

Scope of Work

The content of a new Agreement is to be considered on the basis of:

- NORADs strategy for Development Cooperation
- Zimbabwe's National Action Committee (NAC) strategies for continued sector development
- the observations of and comments to the sector evaluation of 1989, and
- experience gained during the past four years of implementation.

The Team should, through review of the relevant documents, discussions with key persons, and a brief field visit, gain an overview of the above. On the basis of this, and other information considered relevant, the Team shall:

1. Appraise the Project Document.
2. Identify, if necessary, policy issues which require further analysis.
3. Make recommendations concerning the new Agreement.

Although the scale of assistance may be discussed, it is expected that the primary question will be the content of the Programme: not only individual components, but also the overall approach to be adopted, institutional arrangements, etc.

In light of the agreement during the last country-consultations that the Government of Zimbabwe is prepared to increase its financial input into the programme on a progressing scale, the Team shall discuss how fast the Norwegian contribution can be scaled down without causing the programme to falter.

In the past, NORAD has provided support both at central level and to specific District programmes. Two strategic issues to be addressed will be:

- the balance between support to the central institutions and to the Districts,
- the rate of "rollover" of Districts in the programme (i.e. the process of beginning support for new Districts and ending support to those already in.)

Other specific issues should include, but not necessarily be limited to, the following:

- Donor coordination and policy development:

NORAD has been a major donor in the sector, both in terms of funds invested and through its support to the National Coordination Unit. However, other donors - both bilateral and multilateral - are becoming increasingly involved in the sector. In such a situation, there is a need to ensure that Zimbabwe is in a position to take on a full and effective role in donor coordination, and to set out clear and appropriate policy guidelines.

- Sustainability, especially cost recovery:

Major emphasis must be put on the sustainability of the Programme, especially in the light of Zimbabwe's Economic Reform programme. This necessarily links very closely with the issue of cost recovery. Taking into account the amalgamation and new role of Rural Districts councils, specific modalities for cost recovery should as far as

possible be discussed.

- Institutional aspects, especially decentralisation:

The Programme has actively encouraged decentralisation, in line with Zimbabwe government policy, as well as integration between the activities of different government agencies. These have been assisted, inter alia, by the channelling of funds and by support to District planning, largely through technical assistance. Relating to the issues of decentralisation and integration, the implications for technical assistance and institution-building should also be addressed.

- Gender issues:

Despite the stated objectives of the programme, the profile of women still needs to be more clearly defined, and specific strategies formulated for ensuring the participation of women in the planning stages, as well as in training programmes and paid employment under the programme.

- Health education:

Although the importance of this component has been stressed for some time, there is still not an effective operational programme as had been envisaged. An evaluation of this component of the programme revealed a number of shortcomings, and a proposed strategy has been prepared by consultants. These should provide the basis for a careful assessment of this component of the Project Document. The relationship between the sanitation component of the programme, health education, and water supply should also be addressed.

### Implementation

It is expected that the study will rely mainly on written sources, supplemented by interviews with key persons and a brief field visit. Two days have been set aside for extensive discussions with the National Coordination Unit.

The Team will consist of the following members:

Mona Gleditsch, NORAD, Harare - Team Leader  
Marieke Boot, IRC, Netherlands  
Desmond McNeill, NVE Adviser to NORAD, Oslo  
Tore Lium, Scanteam International, Oslo

The Team shall mobilise in Harare on 1st October, 1991, and work for two weeks. A draft of their report should be prepared by 11th October, 1991, and a final version by 25th October.

Kjell Storløyken  
Regional Director