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RURAL WATER FOR HEALTH PROJECT  
NORTH-WESTERN PROVINCE, ZAMBIA

Report on a support mission  
to the Rural Water for Health Project for  
the Netherlands Development Organization  
(SNV)

April/May 1990  
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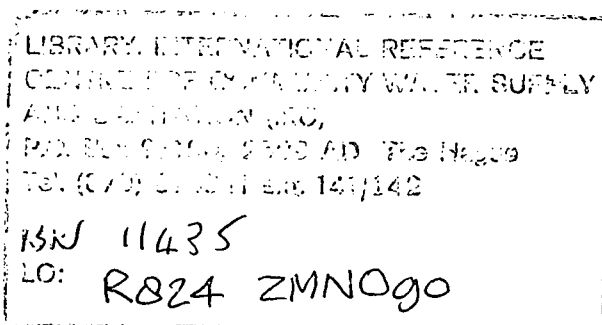


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## ABBREVIATIONS

A/A	=	Accountant/Administrator
APCO	=	Acting Principal Clinical Officer
CA	=	Community Adviser
CEO	=	Chief Education Officer
CHA	=	Community Health Adviser
DAO	=	District Agricultural Officer
DCP	=	Drought Contingency Project
DEP	=	District Education Officer
DES	=	District Executive Secretary
DHI	=	District Health Inspector
DMO	=	District Medical Officer
DSD	=	Department of Social Development
DSDO	=	District Social Development Officer
DWA	=	Department of Water Affairs
D/WASHE	=	District Water Supply, Sanitation and Health Education Committee
EA	=	Engineering Assistant
HA	=	Health Adviser
IRC	=	IRC International Water and Sanitation Centre
LOH	=	Liaison Officer Health
LOSD	=	Liaison Officer Social Development
MO	=	Monitoring Officer
MoA	=	Ministry of Agriculture
MoE	=	Ministry of Education
MoH	=	Ministry of Health
MS	=	Mechanical Supervisor
OIC	=	Officer in Charge
PAO	=	Provincial Agricultural Officer
PEA	=	Participation and Education Adviser
PEO	=	Provincial Education Officer (in MoH)
PEP	=	Participation and Education Programme
PHC	=	Primary Health Care
PHI	=	Provincial Health Inspector
PM	=	Project Manager
PMO	=	Provincial Medical Officer
PPHN	=	Provincial Public Health Nurse
PS	=	Project Supervisor
PSDO	=	Provincial Social Development Officer
PSK	=	Project Supervisor Kasempa District
PSS	=	Project Supervisor Solwezi District
P/WASHE	=	Provincial Water Supply, Sanitation and Health Education Committee
PWE	=	Provincial Water Engineer
RDC	=	Representative District Council
RWHP	=	Rural Water for Health Project
SHA	=	Senior Health Assistant
SHI	=	Senior Health Inspector
T/HA	=	Trainee Health Assistant
USP	=	User Support Programme
USU	=	User Support Unit

## Acknowledgements

The cooperation of and fruitful discussions with project staff and government representatives at National, Provincial and District levels were very appreciated and are acknowledged with thanks. The well prepared organization and working schedule for the mission greatly facilitated the progress of work.

### 1. INTRODUCTION

#### **The project**

The Rural Water for Health Project (RWHP) is designed to contribute to improving the health and living conditions of the rural population in two districts in North Western Province, Zambia. Phase I runs from January 1988 to December 1990. The project is implemented by the Department of Water Affairs with important inputs from both the Ministry of Health and the Department of Social Development. Funding is from DGIS (Netherlands Government), through the Netherlands Development Organization (SNV), who provides personnel and other inputs. It is foreseen that because of the scale of need in North Western Province and the long term demands of introducing and nurturing a fully sustainable approach, the initial phase of the project will be followed by proposals for a second phase.

The main objectives of the current Phase I of the project are:

- a. To build, on a community self-help basis, a total number of 126 protected wells in the rural areas of Kasempa and Solwezi Districts;
- b. To ensure that the completed wells have maximum potential of being sustainable in the long term;
- c. To maximise potential health benefits from the protected wells;
- d. To assist the Department of Water Affairs (DWA) to strengthen its capacity to manage, implement and support rural water and health activities.

#### **The report**

This report describes a support mission by Marieke Boot, IRC, to the Rural Water for Health Project and serves as an "aide memoire" to views expressed and decisions made by the project team. The mission was designed to help support the establishment of a User Support Unit/Programme and the further development of the Participation and Education Programme. It was one of a series of planned periodic support visits by IRC for SNV and followed a mission to the project by Mr. M. Seager in November 1989. The Terms of Reference of the mission are included as Annexe A and the mission schedule, including names of those met, is presented in Annexe B.

### **The Mission**

During the mission the following issues received particular attention: division of tasks and responsibilities between technical and PEP staff; establishment of a User Support Unit/Programme and the further development of the Participation and Education Programme. In general, discussions with and between project staff and related agencies were very productive, providing clarification, creating mutual understanding and showing direction how to proceed with the project.

The mission also met with a few constraints which are shortly outlined below:

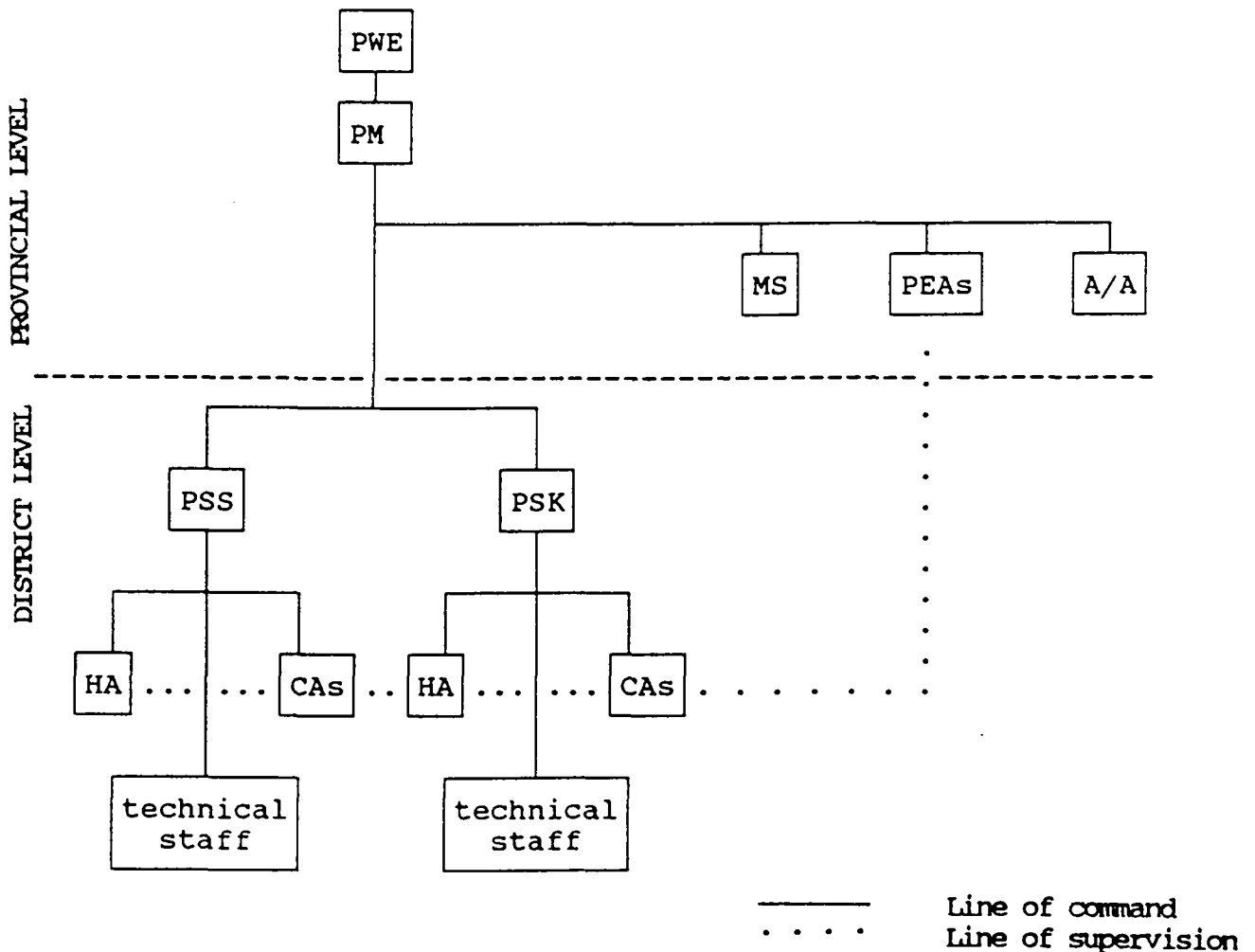
- The mission intended to build on the outcomes of the external evaluation mission and therefore was planned to start at the end of April. However, due to other obligations of SNV staff from April 29 onwards, the mission had to be rescheduled to April 18-30. As this was just after the external evaluation had left, this led to some disadvantages:
  - + It was not possible to contact the Dutch evaluation mission member before departure from the Netherlands to discuss the future direction of the project and more particularly of the PEP. Also, upon arrival in Zambia much time had to be spent to learn about the outcomes of the evaluation mission, as no written account was available due to print out problems. Only after some days a preliminary draft of the evaluation report could be consulted from a disturbed text on a computer screen.
  - + As the backstopping mission immediately followed the external evaluation mission, many project issues still were fresh in the minds of project staff and competing for further attention. Although it was clear from the beginning that not all points could be covered in a satisfactory way, it was difficult to set priorities where many issues proved to be related, as will also become clear from this report.
- The mission intended to end on April 30, but as the first opportunity to fly back to The Netherlands was only in the evening of May 2, follow-up discussions could be held with the PM and PEA in Lusaka. Although this was useful, it is not to be compared with working together with all staff involved, and in a structured way.
- The PWE was unable to attend both the Provincial meeting and the final project staff meeting as the Permanent Secretary and MCC called upon him. This was an unfortunate coincidence, especially in view of the decisions and actions required by DWA for the establishment of the User Support Programme.

## 2. INTERNAL ORGANIZATION RWHP

Lack of clarity and uncertainties amongst project staff related to the internal organization of the project have proved to be a serious bottleneck to the development and implementation of the Participation and Education Programme. It also was a source of misunderstandings and tension between technical and PEP staff. Therefore much time was spent to get the internal organization clarified, not so much on paper as in the day-to-day working relations.

It was agreed with the evaluation mission that the PEAs work at Provincial level under the PM, as an advisory body to him and as a guiding body to PEP District level staff. It was recognized that this would not involve a change of positions of project staff, but rather a putting into practice of the original set-up. The organizational framework of the project was redrawn to visualize staff positions at provincial and district levels (see figure 1).

Figure 1. Organizational framework RWHP



The organizational framework shows that there is a direct line of command between the PM and the PS. The positions of the PEAs, MS, and A/A are staff positions under the PM. As the main confusions related to the division of tasks and responsibilities between PEAs and PSs with respect to overall planning, day-to-day planning, supervision, monitoring, transport and liaison with other ministries, these were clarified as follows:

- a. Overall planning and monitoring: Overall planning, development and monitoring of the PEP is the responsibility of the PEAs who directly report to the PM. This responsibility will be carried out in close consultation with the PS in his capacity of general coordinator of the project activities at district level.
- b. Day-to-day planning and monitoring: Day-to-day planning and monitoring of the PEP activities carried out by the HA/CAs is the responsibility of the PS. Every fortnight a draft implementation plan is prepared by the HA/CAs to be finalized and approved by the PS. The PEAs will provide planning support according to need through the PS. Formally the PS submits his fortnightly implementation plan to the PM who will request the PEAs to review the plan and to provide him with their comments and suggestions which he in turn will discuss with the PS together with his own observations. For practical reasons however it is suggested to have direct communication between the PS and the PEAs on the day-to-day planning, unless there are any problems needing the attention of the PM.

Recently the PEAs developed a planning/monitoring sheet for the day-to-day implementation of the PEP activities. The sheet has been very helpful in clarifying the requirements and conditions for the implementation of the PEP. The possibilities were discussed to have the computer well list, used for quarterly reporting adapted in such a way that it also can be used for the day-to-day planning. Advantage would be the multiple use of only one system, thus saving time and increasing clarity. The planning/monitoring sheet could be hung on the wall just as is done with the overall workplan for 1990, to facilitate an easy overview of sequence and timing of PEP visits for all involved.

- c. Supervision: Distinction was made between 'administrative' and 'programmatic' issues with respect to the supervision of the HA/CAs. The first type of supervision relates to matters such as working according to planning, working on time, holidays, over-time allowances, reporting, etc. and thus belongs to the responsibility of the PS. The second type of supervision relates to the quality of implementation of the PEP and covers both the content and methods of PEP activities, and thus is the responsibility of the PEAs. To satisfy these responsibilities close

working relations are needed between the PS and PEAs. However, it will not be necessary for the PEAs to inform the PS on all their communication with the HA/CAs. Direct contact between the PEAs and HA/CAs should be possible, as long as this does not endanger the proper implementation of the tasks and responsibilities of the PS.

Implication of this division of responsibilities is that the PS monitors the project activities, including the type and number of visits to a particular project site, whereas the PEAs monitor the quality of activities such as what subjects are covered, how, with whom and with what results.

- d. Transport: The decision was taken by the project team that from now on transport for provincial level staff will be coordinated by the A/A who is responsible to the PM.
- e. Integration of PEP activities in the various ministries: Liaison with government staff at provincial, district and field level on the integration and coordination of participation and education activities is one of the regular duties of the PEAs. Meetings with district level and provincial level government staff covering issues that encompass the PEP, will be organized by the PS, respectively the PM or PWE. Of course the organization of such meetings may be transferred to the PEAs, especially when they are the instigators of these meetings.

In case of any difficulty with respect to the division of tasks and responsibilities hampering the progress of the PEP or technical works, the PM will mediate to find solutions without delay.

Following the clarifications of the positions and responsibilities of various project staff, the job descriptions of the PEAs, PSs and PM were reviewed but it was found that no revisions were needed.



### 3. ESTABLISHMENT OF A USER SUPPORT UNIT/PROGRAMME

#### 3.1 Introduction

The idea to establish a User Support Unit (USU) followed last year's discussions on how to ensure a sustainable system for the long term use, care and maintenance of the newly constructed protected wells. Valuable suggestions and considerations were generated and laid down in various papers:

- Keuning I, (June 1989). Results of the Workshop "Sustainability" held on 10th June 1989. Solwezi, RWHP/DWA.
- Bouwman, A.C. (October 1989). Proposal for small construction/maintenance unit for Kasempa District after completion of the 93 wells under the project DCP/RWHP in July 1990. Kasempa, RWHP/DWA.
- Seager, M. (November 1989). Report on a support mission to the RWHP by IRC for the Netherlands Development Cooperation (SNV). Solwezi/The Hague, IRC.
- Bouwman, A.C. (March 1990). Proposal for User Support Programme, Kasempa, RWHP/DWA.
- Doedens, A. (March 1990). Maintenance and fund raising possibilities. Solwezi, RWHP/DWA.
- Bouwman, A.C. (March, 1990). Proposal for price list for maintenance. Kasempa, RWHP/DWA.
- Minutes of the meeting with District Heads of the various ministries/departments in Kasempa dd. 14-3-1990.
- Minutes of the extra-ordinary project staff meeting dd. 4-4-1990.

A planned overview and action paper on the USU by the project in preparation of the present mission did not materialize.

There was general agreement that the USU would come under the DWA. Reason for this choice was that the District Councils while having formal responsibility for maintenance of rural water supplies are ill-equipped to do so, whereas after the proposed re-organization of the Water Sector in Zambia, maintenance support would become the responsibility of the parastatals to be set up as successors to the DWA. The District Councils of Kasempa and Solwezi supported this view and expressed their willingness to transfer their maintenance budget to DWA.

The recent external evaluation mission recommended that the USU would be started under the project with full involvement of OIC followed by gradual take over by DWA. The District Council should be involved in decision making and planning of activities.

Notwithstanding the many discussion meetings and papers and the draft recommendations of the external evaluation mission, there still proved to be much confusion about the proposed USU at the time the present mission arrived. Therefore much time

had to be spent on reaching general understanding about the set up of a users support system and the subsequent phasing out of the project, first in Kasempa.

Unfortunately only at the debriefing with DWA/Lusaka it became clear that the proposed re-organization of the Water Sector in Zambia will not materialize in the foreseeable future and thus that the official responsibility for maintenance of rural water supplies will remain with the District Council.

Instead of reviewing all ideas generated over time on the set up of a users support system, this report confines itself to a short summary of the role and finding sources of the proposed USU, followed by an overview of the present state of affairs together with headlines for further development.

### 3.2 Role and funding sources

In the IRC mission report of Mr. M. Seager (November 1989) the role of the USU as defined by the team was set out as providing:

- \* technical maintenance services at cost, covering those maintenance tasks which are beyond the direct capacity of the community;
- \* continuing hygiene education to strengthen the use and impact of the new facilities;
- \* continuing organization support to strengthen community capabilities to care for their wells and to pay for maintenance;
- \* financial advice and control, through initiating and securing appropriate sources of combined financing, to administer these, and to ensure that the services are cost-covering.

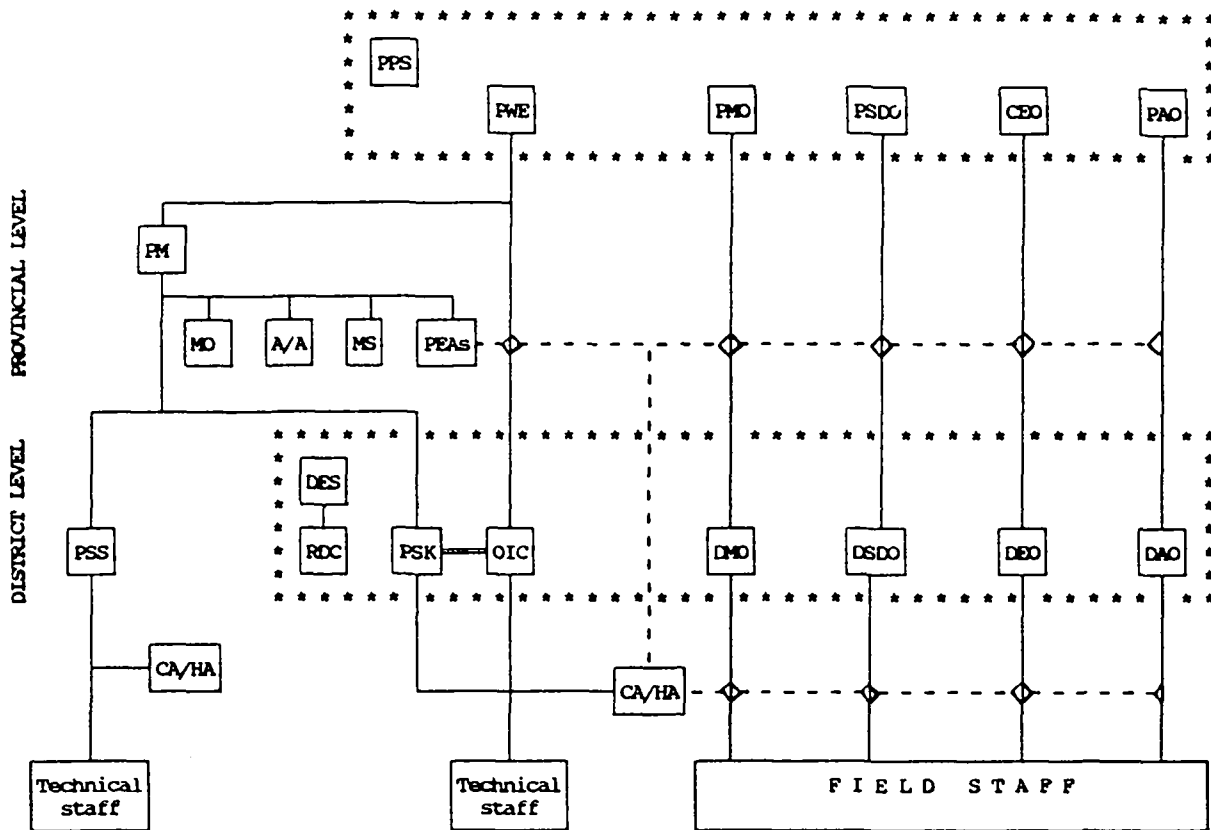
Funding for the USU would come from three sources:

- a. from community-raised funds;
- b. from existing central government grants for the maintenance of rural water supplies (to be transferred from the District Councils to the DWA);
- c. from recurrent budgets of the DWA, MoH and DSD.

Initially the working funds and resources of the USU would be supplemented by the RWHP.

The role and funding sources of a USU of this sort are still standing. In addition it was understood that the Permanent Secretary also can make available a supplementary maintenance budget (the so-called Cooperative and Village Water Supplies Budget) at the request of the PWE.

It only was decided to change the name of the USU into User Support Programme to better express the joint tasks and responsibilities of the various ministries/departments involved.



- Line of command
- - - - Line of supervision, liaison, coordination, guidance and support
- \* \* \* \* P/WASHE - D/WASHE (or alternative, see text)

Technical Maintenance staff include: Driver (full time), storeman/clerk (full time), wall foreman (part time), capitao (part time), and welder (part time).

Figure 2: Provisional organizational framework User Support Programme Kasempa

### 3.3 Organization and manpower

#### **Organizational framework**

Keeping in mind (a) the need for integration of the users support activities as part of the regular duties of the various government agencies and (b) the recommendations of the external evaluation mission to have the User Support Programme started under the RWHP, the following organizational set-up as shown in figure 2 was decided upon as most feasible, at least until more experience has been gained.

The figure shows the starting situation (which is very much in line with the present situation), with the active involvement of project staff and the continued attachment of the HA of the MoH and the CA of the DSD, however with a focus on phasing out of project staff and integration of attached staff in the respective ministries in 1½ to 2 years.

The post of PS will gradually be taken over by the OIC. He will be in charge of the day-to-day coordination of the User Support Programme and be responsible for planning, monitoring, transport and logistics. For the maintenance services to be carried out by the DWA maintenance support section, the PS/OIC will be responsible for the procurement of well-items (eg. buckets, cement, windlasses), stock keeping, monitoring of well performance, quality control of maintenance works, supervision of the driver, storekeeper/bookkeeper, foreman, captao, welder, and labourers, cooperation with the HA/CA, and finance. A proper job description will have to be prepared and agreed upon before the end of August.

The tasks of the HA and CA will be revised during the coming five months and become more related to support and guidance of fieldstaff (See also section about job descriptions). Eventually their tasks will be integrated in the MoH and the DSD. The MoH will take appropriate action to get the post for a Senior Health Assistant (SHA) for water supply and sanitation established at District level for which the present HA may apply. The DSD will again take up the CA in the District team with the special assignment to support water supply and sanitation activities.

#### **Involvement District Council**

The information received during debriefing that the re-organization of the Water Sector at least would be delayed, made a review of the proposed organizational framework necessary, and renewed consideration was given to directly support the District Councils to carry out maintenance tasks. However, this would imply a delay of unknown duration as first the District Councils should get equipped and meet basic requirements before being able to start taking up their responsibility. It also would imply a larger risk of failure of the proposed User Support Programme due an increasing number of unknown and uncertain factors that may influence its

success. On the other hand it was understood that DWA would be willing and able to second its staff temporarily to the District Councils in case the appropriateness for setting up an effective maintenance service within the District Councils would increase with time. Therefore it was decided to stick to the proposed organizational framework, at least for the time being, however with maximum involvement of the District Councils and at the same time seeking a more permanent solution meeting both the needs of the well users and the capabilities of the agencies.

Maximum involvement of the District Council is expected to be realised by having a representative assigned to closely participate in the development and implementation of the User Support Programme. Details with respect to what is possible and feasible will need further consideration and have to be worked out with all agencies involved. Efforts to arrive at a more permanent solution (be it that the maintenance services remain under DWA or are transferred back to the District Councils) will involve consultations and negotiations at National, Provincial and District levels in the light of National policy developments.

#### **Role of the WASHE Committees**

It was discussed that the User Support Programme should ideally be carried out under the umbrella of the P/WASHE and D/WASHE Committees. However, these committees are still not functioning, one of the reasons being the many duties of their chairmen, being the Permanent Secretary and the DES respectively. At the meeting with the Provincial representatives of MoH and DSD dd. 25-4-1990 it therefore was decided to invite the Permanent Secretary to delegate his function to the PWE and to keep him informed and involved through the minutes of meetings and relevant reports. If this solution would not work out, it was agreed not to wait any longer and to form an interim interministerial platform for cooperation while continuing to seek the establishment of the P/WASHE Committee. It was the wish of the Provincial representatives that the MoE and MoA also would participate in such an interim cooperative body as they would in the P/WASHE Committee. Clarity should be obtained within a month and a first meeting organized soon afterwards (a) to review the Terms of Reference of the WASHE Committees, (b) to arrange for the necessary action and back-up to establish the D/WASHE Committee (or again, if this proves to be impossible for the time being, to get an interministerial platform for cooperation established and functioning) and (c) to discuss any matter related to the start of the User Support Programme.

At both National and Provincial level it was emphasized that the RWHP should focus on the District level, as that is the level where things should be happening. Therefore, the establishment of the D/WASHE Committee (or its alternative) should not be made conditional on the establishment of the P/WASHE Committee (or its alternative), but be pursued anyway.

It may well be that with time the need is felt to have the D/WASHE Committees supplemented by an executive body consisting of DWA (represented by the OIC), MoH (represented by the DHI and the District PHC coordinator), DSD (represented by the DSDO) and eventually a representative of the District Council to coordinate and guide the day-to-day activities of the User Support Programme in view of their integration in their own ministries.

### 3.4 Activities

As construction of protected wells draws near the end in Kasempa, the USP should start as soon as possible. A number of issues, such as the role of DWA in financial matters have to be sorted out before the actual start, but the full development of the USP can only take place through try outs and learning by doing. The type and direction of activities as foreseen now, are shortly summarized below.

#### **Maintenance support**

Aim of the maintenance support activities is to encourage users to carry out maintenance tasks that are within their capacities and to provide for material supply and top-up maintenance at cost.

Whereas the type and manpower requirements for the maintenance support section are clear for the moment, the staff appointments will have to be finalized and job descriptions prepared. An important person to appoint is the storeman/clerk who will be responsible under the PS/OIC for finance, equipment and material supply. (See also below under funding.) It is expected that this person will need considerable on-the-job training for some time, preferably by the present storeman/clerk.

A working schedule will have to be prepared for the maintenance support activities. The present idea is to visit each well every three months only for monitoring purposes and it is expected that all 96 wells can be covered within three working days. However, it may be considered to use these monitoring rounds in a more active way and to make it a rule to always contact the Village Water Committee to discuss maintenance issues (Eg. to encourage preventive maintenance, minor repairs and small replacements; to help carry out minor repairs when community skills still need upgrading; to discuss financial matters; to advice on major repairs or replacements, either directly or in the foreseeable future). For both options close cooperation between technical staff and community/health staff will be a prerequisite.

A proper monitoring system will have to be set up to learn more about maintenance requirements and maintenance performance, to know better at what intervals maintenance tasks have to be performed, by whom and at what cost. The

monitoring system also should provide information about the relation between community care for the well and maintenance needs and between number of well users and maintenance needs. Information obtained should be used by (a) the maintenance support section to further develop their organization and to provide for additional training of community members and own staff if and when required; and (b) the PEAs and CHAs to further develop the community support and hygiene education activities through field staff (see below).

The papers by Mr. Bouwman with respect to maintenance tasks and working schedules will provide a valuable starting point for setting up the maintenance support.

#### **Community health support**

Aim of the community health support activities is to encourage water use and sanitation practices conducive to health, including care for operation and maintenance of the protected wells. The PEP for completed wells which covers at present four visits to the communities, will serve as a starting point to further develop the community health support activities and to make them more relevant, more participatory and more entertaining, as also recommended by the evaluation mission (see also next chapter).

The development of the community health support activities will get particular attention during the coming months, up till September. At the same time it will be experimented how and to what extent various types of field staff can play an active role in these activities, and what training, guidance and supervision they will require. A first step - already underway - is to select suitable field staff, working in the vicinity of the protected well. Preference will be given to health staff from the rural health centres, specifically Health Assistants and Zambia Enroled Nurses. The Zambia Enroled Nurses seem to be a particularly suitable group to be involved in the community health support activities because most of them are female and familiar with working in the villages with women and children. Lowest priority will be given to the involvement of agricultural field staff as their job is hardly related to the subjects that should be covered. A first selection of field staff to be involved in the community health support activities will be finalized within a couple of weeks, before a short workshop with district staff and field staff of the various ministries will take place to start up cooperation. A few Community Health Workers will also be invited to this workshop to find out to what extent this group of workers also can be involved.

From October onwards it is expected that the community health support activities can be run on a monthly basis as follows: The field worker will visit the communities with a protected well once a month and carry out one or more activities for which s/he is trained, guided and supported by the CHA. The activities will be carried out in close cooperation with

technical staff if related to the care and maintenance of the well. The flow of information between technical and field staff will need special attention.

Close monitoring of the field visits will be needed to learn more about what subjects should be covered, how, how often, with whom and with what results. In addition the performance and guidance of the various field staff need monitoring to get a better idea about staff requirements and what support they need in terms of training and guidance.

The baseline survey by Mr. Kanyetta, Mr. Samu and Mrs. Doedens and the paper on maintenance and fund raising possibilities by Mrs. Doedens provide much valuable information to be used as starting points for setting up community health support.

### **Funding**

The User Support Programme needs funding, especially for well items replacements and repairs. As already mentioned above, funding would come from the government and the communities. Action will be needed as soon as possible by the PWE and the PM and possibly the PS/OIC to ensure the various government funds. These funds have to be administered at district level by the storekeeper/clerk (different title more appropriate?) and controlled by the PS/OIC.

Based on calculations prepared by Mr. Bouwman and Mrs. Doedens the contribution of the community to cover maintenance cost would amount to 2283 Kwacha per year per well or 5 Kwacha per household per month (actual costs only). It is not yet known whether these estimates are indeed realistic, but as it is the best guess available it should be taken as temporary directive. These estimates imply that not only fund raising is an issue needing attention, but also fund keeping as where money is scarce the risk is big that the money is reallocated or misused for other purposes.

Suitable fund raising mechanisms can only be established by the communities themselves, and the community support activities should be directed to make this happen. As it is not yet sufficiently known how much money is needed on a yearly basis and what the various income levels in the communities are able and willing to contribute, in what way (cash/kind), and how often, at least for the time being much flexibility will be needed in setting up fund raising systems. Although project staff will advise communities to raise funds that equal 5 Kwacha per household per month, the decision to raise a lower amount should be respected at least as a start. Reliable but more moderate fund raising is better than no fund raising and as more information about maintenance costs will become available with time, this information should be shared with the communities for their consideration.



Solving the fund keeping problem does not seem easy and need urgent attention. Based on the paper prepared by Mrs. Doedens, various options were discussed that may be tried out either apart or in combination:

- fund keeping is the sole responsibility of the community. The well users may decide to keep the collected money with somebody in the community or to bank it at the post office. The risks with fund keeping in the community and the problems with banking (mainly distance to the post office) are disadvantages of this option.
- fund keeping is done by the community but the availability of cash is kept as low as possible (a) by buying spare parts for the well as soon as the required amount of money is collected and/or (b) to only start collecting money after the maintenance staff has indicated that repairs or replacements will be needed in the foreseeable future. This option carries the risk that the community is not able to collect sufficient money in time for bigger maintenance requirements. Solutions may be to fix a maximum price for major repairs that is within the immediate means of the community and to have the additional costs subsidized from the government funds, or to provide some credit that the community has to repay within a few months after the repair. The disadvantages of both solutions will be clear.
- fund keeping is done by the maintenance support section. Whereas for the communities this probably would be the safest option, and for the maintenance support section the most reliable one, the question that urgently needs an answer is whether DWA is willing and able to take up such a task, and if so how it should be organized. From the Central level of DWA there seems to be no objection to this option, but it has to be worked out under the responsibility of the PWE. If this option is selected, the CHAs should not be made responsible for money collection, as it may conflict with their main responsibilities and blur their relationship with field staff and communities.

All options require a reliable functioning maintenance support section, but the more so with the latter options. As soon as is known what options are open for experimentation, the communities can be informed for them to decide on fund raising and keeping what is most suitable in their circumstances. The sooner the options are known, the sooner they can be taken up in the further development of the community support activities, planned for the coming months.

### 3.5 A note on transport

Activities can only be carried out when transport is available. For field staff the need for new bicycles or bicycle repair will be further investigated. The availability of one car for both technical staff and the CHAs implies that clear arrangements are needed especially when joint field trips are not feasible. A directive, for example that the car is available for two days per week for the technical work and three days per week for community health activities, should be considered to prevent difficulties to crop up with time.

#### 4. FURTHER DEVELOPMENT OF THE PARTICIPATION AND EDUCATION PROGRAMME

##### **PEP development**

Although much time was spent to discuss the content and methods of the participation and education programme and related manpower aspects, reporting can be short, highlighting only major issues, as detailed notes have been taken by the PEAs.

As already mentioned above, a major effort will be made to further develop the participation and education programme (or community health programme, as it was called in the previous chapter) not only for completed wells under the User Support Programme, but also for the wells under construction. The coming months up till September have been set aside for this task, and a format has been developed for easy guidance and reference. Both the content (such as water sources, water collection, water storage, water use, hand washing, bathing, cloth washing, re-use of water, waste water disposal, human waste disposal, household waste disposal, kitchen hygiene and food preparation in relation to water use and sanitation, well care and well maintenance, costs for maintenance and division of responsibilities between the community and the agencies, fund raising and fund keeping, village water committee selection and functioning, selection of well site) and the methods (such as formal meetings; informal talks and informal walking around; gatherings with women only, men only, children only, village water committee only; and the use of audio-visual tools (such as village mapping, games, drama, stories, songs, models, flannel board) will get attention.

In the further development of the participation and education programme a few related aspects are especially important to keep in mind: (a) it should be tried to work more from the 'inside' that is from the interests and questions of the communities; (b) it should be tried to make the activities as relevant, practical and entertaining as possible, and (c) much more attention need to be paid to establish good relationships with the various well users (and if so, non-users).

For the PEP it is not necessary to make a distinction between activities before and after the handing over ceremony, other than for practical reasons. The PEP should be built up in such a way, that upkeep and maintenance of the well, including community maintenance costs are already covered during the first visits to give the future well users an indication of what will be expected from them after construction of the well. In this respect, the question whether or not the community should officially agree with the payment of say the equivalent of 5 Kwacha per household per months as one of the selection criteria needs further consideration. The aim of the further development of the PEP is to create a reservoir of activities that can be used partly in sequence, following the before, during and after construction phases, and partly in response to community needs and requests.

**Selection of new villages for a protected well, selection of the location of the well and the establishment of village water committees**

Detailed discussions were held with the PEAs on the selection of new villages for a protected well, the selection of the best location of the well and the establishment of village water committees in line with the agreed conclusions and recommendations of the evaluation mission. These issues will get more and more continuous attention in the PEP. For example, the siting of the well will be discussed and checked in view of easy accessibility for all intended users, and the suitability of village water committee members will be discussed and checked in view of increasing the chance of establishing an active and effective committee, representing the interests of the various community groups.

**Manpower and training aspects**

It was discussed to call the Liaison Officers of Health and Social Development from now on also PEA to better reflect their actual tasks and responsibilities. At present the position of the Health PEA is vacant, but it is expected that within the foreseeable future a full time SHA can be attached to the project to fill this post. The action of the PM and PWE is required to this effect.

An effort will be made to make the community advisers and health advisers all round, that is that they will be able to both cover the community and the health aspects. To this end, their name will be changed into Community Health Advisers (CHAs) and their job descriptions adapted accordingly. At the same time their job descriptions will be changed in such a way that their role and responsibilities with respect to guidance of field staff and liaison with district level staff will become more clear.

As already indicated above, supervision and support of the CHAs by the PEAs will be made a regular activity, at least once a fortnight. This is not only important for the development and implementation of the PEP, but also for improving their skills to carry out their various tasks, especially those related to guidance and liaison.

Later this year a training on participatory approaches will be organized, as recommended by the evaluation mission. It is expected that this training will be very beneficial for both community health staff and technical staff. In addition it was agreed that the community health staff would benefit from a training on health related to water and sanitation to increase their skills to discuss with field staff and communities what are major and minor health risks and what are feasible options to reduce these risks.

**Reporting**

It was suggested to adapt the new quarterly reporting format in such a way that the headlines and interlinkages between the various activities become more clear, thus providing a deeper understanding of pace and quality of progress made. This would imply that the achievements, constraints and plans for the new quarter are discussed in a more integrated way.

## 5. EXTENSION TO MWINILUNGA

As may be clear from the discussions above, the development of the PEP and the establishment of the USP will require time and effort. Implication is that for the next half year there would not be sufficient PEP manpower and time available to embark upon the preparation phase for Mwinilunga. Additional problems are the already existent time constraints for the PM, that will grow in near future because of his required inputs in the setting-up of the USP and in the development of a proposal for a new project phase. It is therefore recommended to delay the start of the preparation phase for Mwinilunga until January 1991.

ANNEXE A: TERMS OF REFERENCE

To advise the RWHP in further elaboration of the planned participation and education activities for 1990. Special emphasis will be on the establishing of the User Support Unit. For this the following tasks shall be executed by the project team, supported by IRC:

1. to analyze and review the preliminary framework of the USU and give headlines for further development.
2. to discuss the framework with all parties involved (DWA, MoH, DSD, project staff, on Provincial and District levels), analyze its feasibility and if necessary adjust accordingly.
3. to work out further details for the programme of the USU, in line with plans and activities as described in the workplan 1990. Special attention will be given to cash raising mechanisms and financial management on community level.
4. to further develop the content and methodologies of a community participation and hygiene/sanitation education programme within the USU closely linked with existing activities for wells under construction.
5. Analyze the existing integration and linkages of the activities within the project and give recommendations on possible improvements or adjustments.

In addition to the specific TOR, general support and advice may be given in other areas of work as considered appropriate by the mission.

A written report on the final results and recommendations has to be sent to the project within six weeks after the end of the mission.

The Terms of Reference may be adapted by mutual agreement according to the outcomes of the evaluation mission of March/April 1990.

ANNEXE B: ITINERARY

- Wednesday 18-4 - Arrival in Lusaka  
- Travel from Lusaka to Solwezi
- Thursday 19-4 - Meeting with Mr. Iddo Keuning (PM), Mr. P. Kanyetta (LOSD), and Mrs. Anja Doedens (PEA)  
- Meeting with Mr. Zulu (PWE), Mr. Johan Veul (SNV regional representative), Mr. Kanyetta, Mr. Keuning and Mrs. Doedens  
- Meeting with Mr. J.M. Lungu (PSS), Mr. Chilekwa (PSK), Mr. Kanyetta, Mr. Keuning and Mrs. Doedens
- Friday 20-4 - Meeting with Mr. Kanyetta and Mrs. Doedens  
- Meeting with Mr. Kanyetta and Mr. Keuning  
- Meeting with Mr. Lungu  
- Meeting with Mr. Keuning
- Saturday 21-4 - Trying to change money  
- Reading reports (eg preliminary draft evaluation report from the computer screen)
- Sunday 22-4 - Meeting with Mrs. A. Doedens
- Monday 23-4 - Travel to Kasempa  
- Meeting with Mr. Tembo (OIC), Mr. Chilekwa, Mrs. Kalelemba (CA), Mr. Mukimwa (CA), Mr. Simbeye (HA), Mr. Kanyetta, Mrs. Doedens.  
- Field visit for educational activity: "action plan"  
- Meeting with Mr. Kanyetta and Mrs. Doedens
- Tuesday 24-4 - Meeting with Mr. Tembo, Mr. Chilekwa, Mrs. Kalelemba, Mr. Mukimwa, Mr. Simbeye, Mr. Kanyetta, Mrs. Doedens  
- Meeting with Mr. Austin Viyuyi (DHI), Mr. Kasoka (District PHC Coordinator), Mr. Kayombo (DAO), Mr. I.M. Mwetela (DSDO), Mrs. A. Equamo (APCO), Mr. G. Chubalabala (T/HA), Mr. G. Musolle (MoE continuing education), Mr. Kandyata (MoA), Mr. Tembo, Mr. Chilekwa, Mr. Kanyetta, Mrs. Doedens  
- Travel to Solwezi  
- Meeting with Mr. Keuning
- Wednesday 25-4 - Meeting with Mr. Keuning, Mrs. Doedens and shortly with Mr. Kanyetta  
- Meeting with Mr. Muzyamba (PHI/DHI), Mrs. A. Kuipers (PPHN), Mr. Ngoma (PEO), Mr. Mutende (PSDO), Mr. E. Samu (LOH), Mr. Kanyetta, Mr. Keuning and Mrs. Doedens  
- Meeting with Mrs Doedens and Mr. Keuning
- Thursday 26-4 - All day meeting with Mr. Kanyetta and Mrs Doedens



- Friday 27-4 - Meeting with Mrs. Doedens  
 - Meeting with Mr. Musonde (EA, replacing Mr. Zulu), Mr. Malande (OIC Solwezi), Mr. Tembo, Mr. Keuning, Mr. Lungu, Mr. Chilekwa, Mr. Kanyetta, Mrs. Doedens, Mr. A. Tyhuis (MS), Mr. J.P. Kayalulwa (A/A)
- Saturday 28-4 - Travel from Solwezi to Lusaka
- Sunday 29-4 - Report writing
- Monday 30-4 - Meeting with Mr. G.J. Tempelman (first secretary Royal Netherlands Embassy), Mr. Keuning and Mrs. Doedens  
 - Meeting with Mr. L.L. Mbumwae (Deputy Director DWA), Mr. Khuti (Chief Water Engineer), Mr. Kühn (Technical adviser GTZ for DWA), Mr. Husein (Water Engineer, counterpart of Mr. Kühn), Mr. Keuning and Mrs. Doedens  
 - Meeting with Mr. Goma, Chief Health Inspector, Mr. S.F. Chisanga, Deputy Chief Health Inspector, Mr. Keuning and Mrs. Doedens  
 - Meeting with Mr. Katati, Commissioner for Social Development, Mr. Keuning and Mrs. Doedens  
 - Meeting with Mr. Hotze Bergsma (SNV country representative), Mrs. Louise Anten (SNV, The Netherlands), Mr. J. Veul, Mr. Keuning and Mrs. Doedens  
 - Meeting with Mrs. Anten
- Tuesday 1-5 - Meeting with Mrs. Doedens
- Wednesday 2-5 - Meeting with Mr. Keuning  
 - Meeting with Mrs. Doedens  
 - Travel to the Netherlands
- Thursday 3-5 - Arrival in The Netherlands