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Republic of Zambia

WATER SECTOR REFORM SUPPORT UNIT

PREPARATION OF A NATIONAL STRATEGY FOR RURAL COMMUNITY WATER SUPPLY AND SANITATION SERVICES

DRAFT STRATEGY PAPER

WATER AND SANITATION PROGRAMME FOR EASTERN
AND SOUTHERN AFRICAN REGION
UNDP-WORLD BANK

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1.0 Introduction

1.1 Context

The Government of the Republic of Zambia (GRZ) has recognised the important role played by the water and sanitation sector in national development and economic growth. As early as 1974, the government, through a ministerial statement, outlined general principles to guide the development of the sector. However, it took another twenty years (1994), before government could formulate and adopt a National Water Policy. Since then, several significant steps have been taken aimed at translating the policy into programmes of action. The formulation of the strategy for rural community water supply and sanitation services is, but the latest development in government's continued efforts to better the living standards of its citizens and improve the country's economic performance.

The promulgation of the National Water Policy came in the wake of duplication of efforts, overlaps in service delivery and lopsided development in the sector administered by multiple actors. The water policy, therefore, "aimed at promoting a sustainable water resources development with a view to facilitate an equitable provision of adequate quantity and quality of water for all competing groups of users at acceptable costs and ensuring security of supply under varying conditions (National Water Policy 1994: 14)".

As a first step towards achieving the objective of the National Water Policy, the government had earlier on embarked on the re-organisation of the whole water sector. In 1993, government established the Programme Co-ordinating Unit (PCU), an intersectoral committee that was mandated to re-organise the sector. The PCU, through its secretariat, the Water Sector-Reform Support Unit (RSU), undertook to manage the process. The major achievements of the PCU to date include:

- i. Formulation and adoption upon approval by government of seven basic principles for the water sector reforms (1994).
- ii. Strategy and institutional framework paper for the water sector, and approval by government to restructure the water sector (1994).
- iii. Draft legislation for the establishment of utilities and enacted as the Water Supply and Sanitation Act No. 28 of 1997.
- iv. Guiding the formulation and adoption of the National Environmental Sanitation for Rural and Peri-Urban Areas Strategy (1998).
- v. Guiding the formulation of the Peri-Urban Water Supply and Sanitation Strategy (1999).
- vi. Appointment of members of the National Water Supply Council (NWASCO) (1999).
- vii. Guiding the formulation of the Rural Community Water Supply and Sanitation Strategy (1999).
- viii. Oversight of the establishment of the Commercial Utilities.

In keeping with the first principle of the seven water supply and sanitation sector principles adopted by the government (separation of water resources functions from water supply and sanitation), the roles of Ministry of Energy and Water Development (MEWD) and Ministry of Local Government and Housing (MLGH) have become crucial to the success of the reform process. MEWD has been assigned the role of water resources management and development while the responsibility of water supply has fallen under MLGH. This, then, is the context within which the Rural Community Water Supply and Sanitation Strategy has been developed.

1.2 Rural Community Water Supply and Sanitation Overall Goal

The overall goal of RCWSS is to support measures aimed at increasing accessibility to safe drinking water sanitation facilities for the rural population of Zambia. This goal is derived from the overall national objective of universal access to safe, adequate and reliable water supply and sanitation services.

1.3 Rural Community Water Supply and Sanitation Strategy Formulation Process

The RCWSS is the product of a consultative process involving a team of experts, and Water Sector Reform Support Unit (RSU) and stakeholders at all levels. The groundwork was prepared by a team of six consultants who produced a situational analysis report of the sector based on desk reviews, discussions with the working groups, discussions, interviews and meetings with various stakeholders at national, provincial district, sub-district and community levels. Stakeholders included PCU, Government line departments, Local Authorities, D-WASHE Committees, NGOs, donors and communities. Six themes were investigated, namely:

- i. Institutional framework, co-ordination and collaboration issues.
- ii. Water Supply.
- iii. Water Resources Management.
- iv. Community Management.
- v. Sanitation, Health and Hygiene Education.
- vi. Financial and Funding Mechanisms.

Field surveys were carried out in fourteen sample districts as follows:

- Monze and Sinazongwe in Southern Province.
- Kaoma, Senanga and Mongu in Western Province.
- Katete, Chipata and Lundazi in Eastern Province.
- Kasama, Mungwi and Luwingu in Northern Province.
- Solwezi and Kasempa in North-Western Province.
- Mansa in Luapula Province.

The above districts were purposively selected in order to capture a variety of situations. The criteria used included: livelihood systems, drought versus high rainfall areas, existing initiatives in the water sector, poverty and population density.

The situational Analysis Report was discussed at a national stakeholders workshop held in Livingstone. A follow-up national stakeholders workshop was held in October 1999 at which issues for the strategy were identified.

2.0 History and Current Situation of RCWSS Sector

2.1 Institutional Framework, Co-ordination and Collaboration

The formulation and adoption of the National Water Policy (1994) by GRZ represented a major milestone. The policy found a situation characterised by inadequate coverage and poor operational and maintenance practices in the delivery of water and sanitation services. This, notwithstanding the multiplicity of actors that operated in the sector. These included government line departments, Local Authorities, Non-governmental Organisations (NGOs), Donors and Community Based Organisations (CBOs). As more actors entered the sector, particularly during the International Drinking Water Supply and Sanitation Decade (IDWSSD - 1981 - 1990) and the drought of 1991/92, it became evident that there was need for an institutional framework to co-ordinate their efforts.

There was no mechanism to adequately co-ordinate the efforts of the many actors involved in service delivery. Additionally, the roles and responsibilities of the actors were not clearly defined. As a direct result of the re-organisation of the water sector being undertaken by PCU, an elaborate institutional framework is slowly emerging. At the centre of this institutional framework, is the Water, Sanitation and Health Education (WASHE) Concept. The WASHE is an intersectoral and integrated approach to the implementation of rural water, sanitation and hygiene education initiatives. It is premised on the understanding that no one institution has total responsibility for the provision of water and sanitation services. District - WASHE Committees have been formed to co-ordinate, plan and monitor the implementation of activities in the sector. On their part, D-WASHE Committees endeavour to form village - WASHE Committees at community level which initiate, plan, implement and manage WASHE activities.

Government has defined the roles and responsibilities of the key stakeholders involved in rural water supply and sanitation. The Ministry of Local Government and Housing has assumed the responsibility of water supply while that of water resources management and development has remained in the hands of the Ministry of Energy and Water Development. Local Authorities have also assumed responsibility of rural water supply. All programmes, however, are to be community based in order to ensure sustainability.

2.2 Technology Choice

Historically, government has lacked a clear policy on technology choice in rural water and sanitation. Technology choice has not been based on community factors such as sense of need and the population's contribution to the implementation of water and sanitation facilities. In many cases, the technologies in place, especially water lifting devices in RCWSS have been supply driven rather than demand driven. Technology choice has to a great extent been influenced by external dictates such as donor country preferences. This lack of technology choice has resulted in operational and maintenance problems. In a number of instances, breakdowns of installation, abandonment of facilities and breakdowns of installations beyond repair have become a common sight.

Closely linked to the above problems, is the issue of poor water resources management in the country. Despite the great potential of Zambia's water resources, its availability and accessibility to all in adequate and safe quantities for various uses is not satisfactory. There is thus an urgent need to add value to water and improve the socio-economic status of the people in particular the rural community. The most fundamental role being that for domestic purposes. Water is equally essential for food, energy, industrial, transport, environmental and recreational purposes. The success of all these activities depends on how well the water

resources are managed.

Last, but not least, technology also figures very prominently in the success of safe sanitation practices. The challenge facing government in this regard is to work with the communities to evolve appropriate technologies which are driven by demand responsive approaches (DRAs).

2.3 Community Management

The National Water Policy has emphasised that rural water supply and sanitation programmes are to be community based. A special role is accorded to formation of water committees or village - WASHE Committees for effective co-ordination, management and mobilisation of resources.

In the past, government tried to improve the living conditions of the people of Zambia by providing basic services such as health facilities, schools and water at a minimal or no cost to the community. Although members of the community participated actively in community projects, the government took it upon itself to provide all these services free of charge. However, as the Zambian economy began to experience problems from the mid-seventies, the government found itself no longer capable of continuing with the welfarist approach. In compliance with the requirement of the donor community, the government had to change its approach and introduce concepts such as community management, cost recovery and cost sharing.

As part of the initiatives to implement the goals of the International Drinking Water Supply and Sanitation Decade several projects were embarked on in Western, North-Western and Central Provinces. It was during this period that issues of community participation, community management, cost recovery and cost sharing were debated. Experiences of the NORAD assisted Western Province Water Supply and Sanitation Programme (WSSP) which was an earlier programme revealed the need for participation of communities not only in implementation but also in planning and management for sustainability to be achieved. This was the first programme attempt towards community participation in planning, implementation and operation and maintenance in the sector.

Community management was later emphasised and given legitimacy in the 1994 National Water Policy. It was observed that the major problem of increasing water supply coverage in Zambia was that of management rather than financial resources. The policy advocated for community re-organisation through the establishment of institutions that would be responsible for management of water sanitation services at the community level.

2.4 Cost Recovery and Cost Sharing

During the country's initial planning in the "Transitional Development Plan 1965 - 1966," the government outlined guidelines for public investment with emphasis on rural development. Subsequent five-year plans reiterated government's commitment to rural development. However, the onset of the economic crisis in the mid-seventies saw a deterioration in the country's investment situation. Real economic growth declined. Poor economic performance led to a reduction in social services expenditure. Rural areas were particularly hard hit. Even essential sectors like water supply and sanitation were not spared.

It was not until the 1991 - 1992 drought that government laid more emphasis on rural water and released substantial amounts to provincial heads for drought relief activities. In all this, however, the sector was assumed to be a public utility essential for meeting basic needs.

The above approach created a situation where ownership and funding of the sector was solely for the government. The general public did not feel responsible for maintaining the facilities. Therefore, most rural water supply and sanitation programmes developed in many provinces lacked sustainability and maintenance.

By 1994, the policy changed. It became vital to develop a long term perspective to the short-term capital works, by promoting community involvement as well as the use of low cost technologies. To effectively implement this policy, government began to promote cost sharing, cost recovery and community management of facilities.

3.0 Institutional Strategies

3.1 Institutional Framework, Co-ordination and Collaboration

The situation analysis revealed that there has been a proliferation of actors in rural community water supply and sanitation. This created serious problems regarding management of the services. The major actors in RCWSS have been the Ministry of Energy and Water Development (MEWD), Ministry of Local Government and Housing (MLGH), Ministry of Health (MOH), Local Authorities, Donor Agencies, Non-Governmental Organisations (NGOs), more recently community based organisations (CBOs) and to some lesser extent the private sector.

With the multiplicity of these actors it is not surprising that there have been diverse approaches to implementation of programmes/projects. Policies, master plans also suffered set backs in implementation because they have been differently interpreted. Further more there has been no clear guidelines on roles and responsibilities of these actors. This has resulted in overlaps and duplication of efforts, lopsided coverage and inappropriate technologies.

At the time of the situation analysis, it was discovered that government had taken some measures to address this negative situation in the Water Sector in general and the CWSS in particular.

In 1993 the government established the Programme Co-ordinating Unit (PCU) to spear head the re-organisation of the Water Sector. The PCU mandate has been guided by the seven sector principles which were adopted by government. These principles are;

- Principle 1. - separation of water resources functions from water supply and sanitation;
- Principle 2. - separation of regulatory and executive functions within the water supply and sanitation sector;
- Principle 3. - Devolution of authority to local authorities and private enterprises;
- Principle 4. - Achievement of full cost recovery for the water supply and sanitation services (capital recovery, operation and maintenance) through user charges in the long run.
- Principle 5. - Human resources development leading to more effective institutions.
- Principle 6. - Technology appropriate to local conditions and
- Principle 7. - Increased GRZ spending priority and budget spending to the sector.

So far only principles 1,2 and 3 have been implemented. Although this has been done, there is still some misunderstandings between MLGH and MEWD in the new roles. The definitions of

functions are not clear enough for both parties.

Strategies

- i. The two ministries should be under the new direction operate within the stipulated roles and functions by law. MLGH should as stated in Water Supply and Sanitation Act of 1997 be responsible for supply function, that is making available adequate and safe water supply through the Local Authorities and or Commercial Utilities (CUs). MEWD should be responsible for water resources development and management.
- ii. To remove the misunderstanding over the terms "Water Supply, Development and Management", the same should be clearly defined and definitions widely disseminated to all concerned parties.

3.2 Implementing Capacities

The ongoing sector reorganisation as alluded to above has defined new roles and responsibilities for the different actors. Going by the seven sector principles, and their implementation, it has at this stage been observed that most institutions do not have both the expertise and technical capacities to effectively execute their functions. This is particularly true for line departments and local authorities.

Strategies

- i. *To build and strengthen planning and management capacities in MLGH*

MLGH has to build and or strengthen its planning and management capacity at national level as well as strengthen its facilitation role with respect to the local authorities. This will ensure that MLGH discharges the functions taken over from MEWD/DWA effectively.

- ii. *To establish a structure to succeed the National- WASHE Training and Co-ordination Team*

A structure should be put in place to continue with the work of the national WASHE which will soon phase out. The MLGH as lead ministry in CWSS should facilitate the establishment of such a structure.

- iii. *To ensure continuity in water supply during the re-organisation of the sector*

The Department of Water Affairs should in the interim continue assisting local authorities in carrying out works beyond their technical capabilities. This includes such works as development and redevelopment of water facilities.

- iv. *To strengthen the capacities of MEWD to carry out water resources management*

In the past, the discipline of water resources management, though acknowledged as important in ensuring sustainable use of water was neglected. Now that MEWD has the mandate for this, it should strengthen its capacity to ensure effective management of the resource to the benefit of the CWSS in rural areas.

v. *To transform the WASHE concept into a strategy*

The WASHE Concept should be transformed into the WASHE strategy. MLGH should take the lead and work with other stakeholders to promote the implementation of the strategy at all levels of the project cycle. This should involve among other aspects, sensitisation workshops for key officers and community leaders.

3.3 Monitoring and Evaluation Mechanisms

For a long time central government has been implementers of RCWSS Programmes. The success of most of the programmes left much to be desired. In the first place most of these programmes have neither been evaluated nor reviewed. Failures and successes have as a result not been known. Most often programmes implemented by government have not been successful. Therefore government did not wish to expose itself as implementers of unsuccessful programmes. As a result of this negative scenario for government implemented programmes, Government should relinquish the role of implementing agency and assume the role of a facilitator.

Strategies

- i. A lead institution should be identified to take up facilitation functions for RCWSS. In rural areas as already mentioned above, the Ministry of Local Government is the lead ministry to facilitate with respect to local authorities function of supply of water to the communities. It should not take up the role of an implementer any longer.
- ii. In playing its facilitational role in improving the service delivery of CWSS in rural areas government ought to put the community at the centre of all the activities. It should be borne in mind that the communities are the beneficiaries and for programmes to succeed they should not be left out of any programme in having an active participation.

3.4 Weak Operation and Maintenance

The situation analysis revealed that maintenance of CWSS has been centralised at either provincial or district DWA offices. O & M was on adhoc basis. It did not stand out as an entity of CWSS programme. Consequently it has remained weak and poorly organised for long time.

Weak O & M may be a result of numerous factors some of which are as follows:

- unskilled staff
- poor funding
- poor management where there is no delegation of O & M responsibility for proper use and up keeps of facilities
- lack of management supervision of O & M
- non availability of know how by management on O & M

There is need to strengthen O & M system in order to improve the service delivery to communities.

Strategies

- i. To harmonise O and M systems and define roles and responsibilities of the key actors*

O & M systems should be harmonised with roles and responsibilities of MLGH, and any other institution undertaking the water supply aspect of CWSS. It should stand out as an entity and should have a budget line with funds being released and expended accordingly.

- ii. To decentralise O and M to allow village level private sector participation*

O & M should be decentralised with prospects of privatising it to area maintenance contractors to create an environment for communities to contract directly and pay the area contractor. Further it should emphasis prevention and be more proactive. This will assist in predicting breakdowns.

- iii. formulate clear policies, appropriate legal frameworks and a well defined division of responsibilities to support O & M*

- iv. Build capacities for O & M appropriately at various levels.*

3.5 Resource Mobilisation

The Ministry of Finance and Economic Development (MOFED) is responsible for overall resource mobilisation and co-ordination of internal and external resources. It also carries out the actual allocation of budgetary resources to the sector. This arrangement is working at the national level. At the lower levels, there are no institutions which can be deemed as being responsible for resources mobilisation. It is important therefore to identify lead institutions at all levels to address question of resource mobilisation.

Strategies

- i. To define roles and responsibilities for lead ministries in resource mobilisation*

At national level, MOFED should continue with role of mobilisation and co-ordination of external resources. MLGH and MEWD can then assume the role of MOFED for internal resources. For instance, commercialisation of some of the activities such as water supply and development.

- ii. To develop a decentralised system of resource mobilisation*

At lower levels of the province, provincial heads of line departments should identify possible resource bases to improve CWSS services in rural areas. As for the district, local authorities should mobilise such resources through various income generating ventures. At sub-district and community levels the beneficiaries should identify through existing structures such as V-WASHE's income generating activities to improve their WSS systems.

3.6 Sustainable Co-ordination

As has been alluded to already, the proliferation of many actors in the CWSS in the recent years has resulted in diversity of approaches in the implementation of programmes/projects, policies and master plans. The consequence of this scenario is also alluded to under section 3.1.

Strategies

- i. *To build or strengthen the capacities of Local Authorities to co-ordinate CWSS Programme and WASHE activities*

The capacities of local authorities should be enhanced in order to effectively co-ordinate CWSS Programmes and WASHE activities. This will entail deployment of appropriately qualified personnel to over see the activities of D-WASHE Committees at lower level structures as well as rendering logistical support to facilitate implementation of programmes.

3.7 Policy Linkages

The administration of CWSS had been fragmented for many years. There has been no clear policy pertaining to the sector until early 1990s when government adopted the National Water Policy. Although the policy was adopted it appears to be implemented independently of other sector policies related to water resources.

Strategies

- i. *To review the water policy in relation to the other policies which affect water resources utilisation*

Review of the current water policy is necessary in order to fill up gaps that have been identified in view of the dynamics of the sector. It has been learnt that a policy has a time frame. The present policy has no time frame and ought to be reviewed with this aspect in mind. Further more the review needs to correlate it with other policies which affect water resources utilisation.

3.8 Ownership of RCWSS

The national water policy stipulates that water supply and sanitation programmes in rural areas should be community based through, among other things, formation of water committees for effective co-ordination, management and mobilisation of resources. To this end, the National-Training Team has spearheaded the establishment of District-WASHE (D-WASHE) Committees which in turn have been responsible for the formation of Village- WASHE (V-WASHE) committees. However these committees lack a legal status that could make them more accountable in the handling of financial resources as well as make them effective vehicles for policy implementation strategies.

Strategies

i. To legislate the law governing ownership of water supply and sanitation facilities

There is need to legislate the law governing D-WASHE Committees and their functions to provide the legal status. This will empower them to effectively take decisions which will be binding. Further, the law should be explicit on issues regarding ownership of water supply and sanitation facilities.

3.9 Monitoring and Evaluation

Mention has been made above regarding the multiplicity of institutions and approaches being used for the implementation of CWSS in Zambia. The fragmentation in approaches has led to the uncoordinated development of CWSS which in turn is threatening the sustainability of the systems which have been put in place. Due to the lack of effective co-ordination it has become increasingly difficult to have a national perspective of the developments at hand. It is necessary to put in place a monitoring and evaluation system to gather information and data on CWSS in order to have good decision making.

Strategies

i. To develop M and E systems for rural CWSS

Studies by RSU show that there are adhoc monitoring systems in CWSS in place. These systems use different approaches depending on which organisation is carrying out the monitoring. There is need therefore to;

- i. harmonise the M & E systems available in this country.
- ii. have clearly defined objectives of M & E and how it will be done.
- iii. clearly define information collected and disseminate the same to stakeholders.
- iv. Pilot test the reviewed and harmonised M & E system.
- v. let the M & E be participatory by involving communities.

4.0 Technology Choice Strategy

Technology for rural CWSS in Zambia falls under two distinct areas. These are:

- i. Water Supply
- ii. Sanitation and Health Hygiene Education

The sanitation and health hygiene education technology options are described in the Environmental Sanitation Strategy (ESS) which was adopted by government in 1997. The water supply technologies also fall into two areas. One area deals with sources while the other deals with water delivery devices. Technology on sources ranges from point sources which includes hand dug wells machine drilled to surface abstraction points and rain water harvesting. Delivery systems comprise hand pumps, motorised systems, wind and solar powered as well as gravity fast fed.

Given this range of technology choice, the fundamental maxim is that the technology should be compatible with the beneficiaries/users ability to operate and maintain it. If repairs are too complex the next tier system must be able to assume the responsibility.

4.1 Lack of Technology Policy

The situation analysis revealed the available technology options in all the spheres of CWSS. Further the study discovered that there is a multiplicity of technology more especially the water lifting devices (specifically hand pumps). This has been as a result of the many donor and other co-operating partners who have been working along with government in its quest to improve service delivery to the rural population of this country. In the absence of a technology policy on which decision on the same can be made, each donor or co-operating partner came in with the technology of their choice. This situation still exists to-date and is becoming a great concern.

Strategies

i To formulate a technology policy specific to CWSS

The government should formulate a technology policy which should be reviewed from time to time to address dynamics of technology advancement. The policy should emphasise on testing various technologies imported into the country in order to establish their compatibility to users ability to operate and maintain them. The policy should be explicit on issues regarding back ups.

4.2 Communication and Information Sharing

Communication and information sharing are good tools to faster development of any sector. Mention has been made of the available options in CWSS sector. The study has revealed that, until 1993 there has not been any comprehensive documentation of these technologies. The Community Management and Monitoring Unit carried out a comprehensive inventory on water points in the country and documented the same. However due to ineffective communication and information sharing systems, many people did not have an opportunity to have the information to facilitate informed decision making. The study also noted that there was no deliberate information dissemination system to enlighten the communities to decide on which technology option to select.

Strategies

i To develop a comprehensive and continuous inventory of CWSS facilities

The inventory of water points started by the CMMU in 1993 should be an ongoing exercise and should be extended to other sources of water supply. Apart from being a mere inventory the documentation should include advantages and disadvantages of the various technologies available in the country to facilitate users range of choices.

ii To disseminate information by using appropriate mass communication techniques

Any information that is documented should be disseminated by using appropriate mass communication techniques such as radio broadcasts in various local languages. Feed back mechanisms should also be devised, for instance, extension workers contacts with communities using various participatory tools.

iii. To enhance awareness drives on technology options

Projects/programmes which have been approved to encourage awareness drives on technology options, their pros and cons to enable communities make informed decisions.

4.3 Lack of Involvement in Research and Development

The problem of multiplicity of technologies in this country can be overcome by standardisation and involvement of domestic manufacture of spare parts and equipment. Such a move will overcome dependency on imported spare parts and equipment. However this can be done after extension and successful involvement on local research to arrive at the best and adaptable equipment. The study noted that government has not promoted local involvement in research and development in technology in CWSS in the rural areas.

Strategy

i. To strengthen the capacities of research and development institutions

The government should strengthen the existing institutions involved in research and development. Further, a deliberate move to link research to the end users should be promoted. R & D should also be extended to the water quality and its monitoring. A network should be established. This includes setting up laboratories. Information and data gathered in R & D should be timely disseminated to all stakeholders to ensure its utilisation.

4.4 Absence of Local Small Scale Private Investors

The private sector may have a role to play in the design, construction, maintenance and repair of CWSS facilities. In urban areas there is seldom a question of its capacity. In rural areas its presence may be limited or non-existent. Some programmes/projects have trained artisans to maintain or repair CWSS facilities. However the general trend has been lack of village level private sector involvement in the O & M of CWSS systems.

Strategy

i. To strengthen/encourage local small scale private investors in CWSS

The government and co-operating partners should promote capacity building and create an enabling environment to enhance small scale village level private sector involvement in CWSS technological backups. The private sector should be assured of reasonable profits in the businesses to induce their participation. However prices ought to be set in a manner not to exploit the communities. Prices must be with due regard for adequate financial returns in the context of the local economy.

4.5 Lack of Guidelines on Implementation of Programmes

The question of adhoc implementation of CWSS in rural areas has since been recognised by government hence its efforts to correct the situation by activities alluded to earlier such as establishment of the PCU, adoption of the National Water Policy etc. The study has however noted that a lot still needs to be done to improve on the implementation of projects to stop each donor from implementing their projects on individual approaches.

The issues of standardisation as a means of overcoming technology multiplicity which has been mentioned above is not sufficient to address technology alone. There are questions that arise. For instance, quality assurance, population considerations, private sector demands etc. A solution ought to be sought for these issues.

Strategy

i. To develop guidelines on implementation of CWSS Programmes

In order to solve these issues it will be necessary to develop and disseminate guidelines to stakeholders. The guidelines will facilitate the following:

- i. Enable designers respond to community needs and demands where these are reasonable and feasible.
- ii. Install design procedures which will take account of population to ensure designs cope with growing population without re-engineering after a short period of time.
- iii. Examine all options available for sources of water so that they may be fully exploited as and when appropriate.
- iv. Ensure quality control procedures for both new and rehabilitation works.
- v. Ensure design checking procedures

4.6 Lack of Comprehensive Data on National Water Quality

The situation analysis revealed that there is inadequate information on the water quality status of CWSS systems regarding both chemical and biological levels. This situation has left most implementers of projects completing or commissioning facilities without due consideration of the effects of quality on hardware components of the facilities. A report tabled at the consultative workshop by the Eastern Province Rural Water Supply Project revealed that most riser pipes in pumps installed a few years are corroded and need replacement from time to time.

On biological quality a report tabled at the same workshop by programme on Research and Improved Tradition Sources (RITS) revealed a high level water quality in traditional sources. It will be necessary to gather and document the status of water quality from various water sources in country in order to make informed decisions on options for technology.

Strategy

i. To establish a monitoring system and network for water quality in the country

Establish a monitoring system and network for water quality in the country to facilitate timely and efficient analysis of water samples from various sources of water supply. The system should be strengthened by establishing regional laboratories. Field testing kits for simpler analysis should be obtained to facilitate quick decision making by designers of facilities.

5.0 Community Management Strategy

Community Management is a concept which has increasingly been promoted as a way to partially solve the technical and financial problems that most countries are faced with regarding O & M key aspects of identified in the situation analysis are;

- i. Responsibility:- Community takes ownership's and attendant obligations of the systems.
- ii. Authority:- The community has the legitimate right to make decisions regarding the system.
- iii. Control:- The community is able to carry out and determine the out come of its decisions

The main characteristics of community management are that the community should decide on technology choice, service level, social organisation, usage level and financial mechanisms.

In view of the aforesaid, this strategy on community management will address the following:

- Appropriate technology.
- Community management.
- Cost recovery.
- Co-ordination and decentralisation (linkages and facilitation).
- Community mobilisation and education.
- Hygiene education and sanitation

5.1 Appropriate Technology

The situation analysis established that technology in RCWSS in rural areas has been imported into the country through donor and good will mission projects. There has hardly been any opportunities in the past for the government to specify which technology should be accepted when negotiating with bilateral donors. As already alluded to in the earlier section of this strategy, most donors brought in the technology for the projects being undertaken almost on unilateral decisions. Most often these technologies have been complex and not compatible with the beneficiaries ability to operate and maintain them. Furthermore, the beneficiaries have hardly been educated on these technologies. Besides being many and different in makes, the performance of the technologies have not been explained to the users. The advantages and disadvantages especially with regard to cost related issues. It is necessary to critically analyse the appropriateness of technology in relation to village level operation and maintenance (VLOM).

Strategies

- i. The government and its co-operating partners should make available all technological options to the communities in order to arrive at a decision as to which of the technologies are compatible to VLOM.
- ii. In addition to making available technological options to communities it will be helpful to assess the appropriateness of existing technologies in the communities with a view to replacing those that are not compatible to the community needs.

- iii. Once technologies are identified as being compatible to VLOM, standardisation of these technologies needs to be done in order to solve the problem of spare parts.
- iv. With regard to technology on sources of water supply it would be wise to recognise the traditional sources of water supply. However continuous quality monitoring of such sources is essential in view of the fact that they are more vulnerable to contamination.

5.2 Cost Recovery

Two distinct issues come out of the Water Policy with regard to cost recovery. These are;

- to make the beneficiaries pay for the benefit they enjoy to ensure funding for eventual repairs.
- to ensure the beneficiaries develop a sense of ownership and thereby a concern for maintaining the facility.

The situation analysis revealed that the costs of many rural CWSS Projects are beyond the means of many communities they serve. The implication here is that government and their co-operating partners may have to continue financing capital costs for CWSS Projects. However if the project is to be sustainable the communities by the word "cost recover", ought to fully recover the capital as well as O & M costs. But as indicated above most communities are unable to contribute towards capital costs.

Strategies

- i. Sensitise the communities on the need to contribute towards the capital costs for the facilities by beginning with O & M and replacement costs contributions.
- ii. Review existing contribution systems especially payments advantages and disadvantages and find the way forward. Explain/disseminate the review outcome to the communities.
- iii. Going by the aspects of community management (see 3.1) communities have the authority to decide on many issues affecting them and can therefore decide on tariffs of their choices. However to make cost recovery more meaningful a standard nominal tariff or figure should be set at a level compatible with the ability to pay and not to trigger the unwillingness to pay scenario.

5.3 Co-ordination and Decentralisation

5.3.1 Institutions at Community Level

Whilst the co-ordination framework exists at the district level, there is no formal co-ordination of Governmental and NGO's at sub-district level. This leads to sectorial isolation and diverse entry points for CWSS Programmes. Other than the lack of decentralisation for effective co-ordination at sub-district level, it has been observed that there are too many committees at either village or sub-district levels. These committees cause strain on community members who might be belonging to these committees at these levels.

Strategies

i. To establish a co-ordinating structure at sub-district level

There is need to identify a co-ordinating structure at sub-district level to oversee the CWSS activities. A committee of line department officers notably, local authorities, Field Services (MAFF), MOH, MENR MCDSS extension officers should be constituted. This committee should hold meetings periodically and be responsible to the D-WASHE Committee.

ii. To promote the use of existing structures at both sub-district and community levels

In view of the numerous committees efforts must be made to integrate and use the existing structures at both sub-district and village level. Traditional structures such as chiefdoms could be catalyst for community management.

5.3.2 Geographic Definitions of Sub-district

There seems to be some confusion on the geographic definition of sub-district. The most common are;

- Agriculture - Block and Camp
- Health - Centre
- Political - Ward
- Education - Zones

The situation analysis discovered that line department or ministry extension officers find it difficult to transverse sub-districts outside of their line ministries definitions. The adversely affects interventions in the improvement service delivery of CWSS where dedicated and hard working officers can not operate beyond the gazetted boundary of their zone of operation.

Strategy

i. To develop guidelines to enhance coverage of extension services across different territorial boundaries

Government should review the definitions of the sub-district boundaries or wave line departments specific definitions to enable extension workers transverse other defined boundaries for the betterment of CWSS the betterment of CWSS service delivery in communities.

5.3.3 Motivation of people involved in Community Management

The question of voluntarism was one of the issues raised in the field surveys. Labour is often the real asset which most people have. In resource poor communities should labour be free or paid for where community members are involved in community management is a great concern. It was learnt that some community organisers devote their time organising communities at the expense of their family's livelihood which depends on their labour.

Strategy

- i. To develop an incentive system for community organisers and other community workers*

Government should initiate an incentive system for community organisers and other categories of community workers in order to motivate them in their work. The system started by UNICEF to provide bicycles at subsidised prices should be emulated in other projects. Other forms of incentives should be put in place.

5.3.4 - Communication at all levels

Communication at all levels spring from a commitment to the process. Objectives of programmes can be met only if adequate information is available at all levels from community to central government. All players/stakeholders should be abreast of policies, legislation, decrees, administrative decisions and any other pertinent matters. Adequate information is often lacking especially at community level.

Strategy

- i. To devise appropriate communication means at community level*

Devise an appropriate communication means to effectively reach the communities. As mentioned above mass communication such as radio programmes on local languages are used in other sector to effectively inform dispersed population in rural areas. Audio-visual aids such as posters are an important means of communications. In addition to the techniques of information dissemination ordinary channels of communication should be made known to communities.

5.4 Community Mobilisation and Education

Whilst the National Water Policy has through its strategies promoted community participation in CWSS Programmes, the aspect of community management is not included. Involvement of communities in management is by default. As such implementing agencies use different approaches in deriving community in-put for, technology choice, capital contribution and establishment of management structures. Selection of communities to be assisted is largely determined by implementing agencies.

Of late Demand Responsive Approach is being promoted in CWSS Programmes. However, other developmental activities such as road construction use supply driven approach with communities. This inconsistency affects the levels of participation and commitment in the communities.

Strategies

- i. There is need to standardise community mobilisation approaches in all community based projects to avoid the confusion that arises when donors implement community based projects.*

- ii. Promote Demand Responsive Approach (DRA) in all community based developmental activities to instil sense of ownership of the facilities or infrastructure. Further, guidelines should be put in place to ensure that there are no supply driven projects in communities. DRA should be promoted through mass communication media such as radio broadcasts.
- iii. Educate and train communities in resource mobilisation so that they are able to contribute towards the investment in CWSS. First and foremost awareness on the available resources should be carried out so that communities are enlightened on the resources available and their mobilisation.

5.5 Health Education and Sanitation

The study on CWSS strategy takes cognisance of the Environmental Sanitation Strategy (ESS) which was formulated by Government in 1997. The ESS dealt with numerous issues to try and put forward solutions to environmental sanitation and related problems. The study takes note of the fact that implementation of the ESS has hardly taken off. The study discovered that most burning issues outlined in the ESS still exist to date. Some of the notable issues are;

- Slow integration of sanitation in WSS Programmes.
- Slow behavioural change and not viewing sanitation as a priority.
- Costs are still a limiting factor in improving sanitation facilities especially conventional latrines.
- Key players lack of commitment in sanitation and hygiene education promotion.
- There is lack of community consultations on training curriculum.
- Reluctance to use participatory methodologies by some agents.

Strategies

- i. Establish causes for the slow implementation of the ESS and find ways of implementing it at all levels and develop appropriate implementation and communication systems and plans.
- ii. Enhance the promotion of behavioural change in sanitation, health and hygiene education and the need to realise and set sanitation as a priority and partner in the implementation of rural WSS Projects.
- iii. Promote affordable technologies such as Traditional Basket Lining (TBL) in pit latrines and refuse pits for excreta and solid waste disposal respectively.
- iv. Enlighten key players in CWSS on the need to committing their efforts in the promotion of sustainable sanitation and health hygiene. There should be increased budgetary allocation which will at the same time be consistent.
- v. Harmonise and use systematic participatory methodologies in hygiene education. Guidelines should be put in place for all agencies to follow.

6.0 Cost Recovery and Cost Sharing

The background to cost recovery and cost sharing in CWSS is alluded to in the introductory chapter. The Government policy on cost recovery are outlined in the National Water Policy. Objectives are already alluded to above and are as follows:

- to make the beneficiaries pay for the benefits they enjoy and to
- ensure the beneficiaries gain a sense of ownership of and concern for maintaining the facilities.

The situation analysis revealed that these objectives have not been made known to the communities who consequently do not appreciate the concept and its ultimate benefits. This strategy address the issue of cost recovery and cost sharing from a two angle perspective. Firstly it looks at water supply and sanitation investment, technology and backup services; and secondly at community issues.

6.1 Water Supply and Sanitation Services

As stated in one of the sections above, CWSS Programmes/Projects have been supply driven for long time, technology choice was not a question of concern. Any technology could be provided in the communities. O & M was not an issue that vexed the minds of the beneficiaries because the national economy was strong and government was able to under take various services without community contribution. As the national economy keeps on declining it has become necessary for communities to contribute towards the CWSS capital and O & M costs. The question at hand is on the enlightenment on the part of the communities on both short and long term maintenance cost implications of the available technology.

The other important factor affecting community contribution is the high prices of spare parts which are as a result of monopolist situations due to limited private sector involvement in CWSS services. The little (token) contributions by communities does not match the high cost of spare parts.

Strategies

- i. Disseminate O & M cost implications for various technology options for both short and long term maintenance to communities. This should be done at project planning stage. This will prepare the communities/or eventual costs involved in O & M.
- ii. Encourage private sector participation in CWSS services by ensuring that their profits are reasonable and equipment available all the time for their trading.

6.2 Community Management

The National Water Policy since its adoption has been encouraging a cost recovery approach to be an integrate part of RWSS Services which will ensure sustainability by encouraging community contributions towards the investment of the projects and by assisting communities in the assessment of costs and establishment of various financing and funding mechanisms. The study noted that there are still serious problems that need to be addressed in community management pertaining to cost recovery and cost sharing. These problems include the following:-

- Weak institutional support for community capacity building including financial management at community and district levels.
- Lack of guidelines on community contributions pertaining to cash and in kind payments.
- Lack of recognition that water has an economic and social value and benefits.
- Lack/inadequate information on sources of funding.

Strategies

- i. To develop guidelines on community contribution covering both cash and in kind. The strategy should take into consideration the poverty situation, scarcity of liquid cash in circulation. There is also need to value in kind contributions in monetary terms.
- ii. To raise the community awareness on the economic and social value of water communities should know the cost implications of the CWSS Projects.
- iii. To disseminate information on sources of funding for rural CWSS Projects.
- iv. To build capacities in the communities to identify sources of funding. Communities should be trained to mobilise their own internal resources as well as those external support agencies.
- v. Train communities in simple accounting techniques for efficient management of funds raised CWSS.

7.0 Conclusion

Strategies are not cast in stone. They represent the best course of action, seen by the formulation team at the time of developing the strategy. The strategy will change as the environment surrounding the sector changes over time. Therefore, this strategy will be reviewed regularly and actions altered to suit the changed circumstances.

Above all for any strategy to succeed, it should be widely disseminated and receive adequate funding. Furthermore, all stakeholders should be committed to its implementation.

Page for References and other Annexes