

PLAN OF OPERATION

Domestic Water Supply Programme

~~Sihyang~~ ~~Region~~

1993 - 1998

VOLUME I

October 1993

GOVERNMENT OF
THE UNITED REPUBLIC
OF TANZANIA

.....
.....
For Prime Minister's Office

GOVERNMENT OF
THE KINGDOM OF
THE NETHERLANDS

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.....
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Netherlands Ambassador

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VOLUME I

PLAN OF OPERATION

Domestic Water Supply Programme

Shinyanga Region

1993 - 1998

VOLUME II

PROPOSAL

DOMESTIC WATER SUPPLY PROGRAMMES

SHINYANGA REGION

1993 - 1997

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LIST OF ACRONYMS

| | |
|---------|--|
| AIC | Africa Inland Church |
| BAR | Bariadi District |
| CD | Community Development |
| CDA | Community Development Assistant |
| CSD | Child Survival and Development |
| DA | District Adviser |
| DED | District Executive Director |
| DFA | District Field Assistant |
| DGIS | Directoraat Generaal Internationale Samenwerking (<i>Directorate General for Development Cooperation</i>) |
| DHV | DHV Consultants BV |
| DPLO | District Planning Officer |
| DPM | District Programme Manager |
| DPMT | District Programme Management Team |
| DSC | District Steering Committee |
| DWSC | District Water and Sanitation Committee |
| DWSP | Domestic Water Supply Programme |
| GIS | Gender Impact Study |
| GoN | Government of the Netherlands |
| GoT | Government of Tanzania |
| HA | Health Assistant |
| HID | Human Resources and Institution Development |
| IRDP | Inland Rural Development Project |
| IWP | Improved Water Point |
| JCGP | Joint Consultative Group on Policy Programme |
| KAH | Kahama District |
| MAS | Maswa District |
| MCD | Ministry of Community Development, Women Affairs and Children |
| MEA | Meatu District |
| MH | Ministry of Health |
| MIS | Management Information System |
| MWEM | Ministry of Water, Energy and Minerals |
| NGO | Non Governmental Organisation |
| NLG | Netherlands Guilder |
| NPF | National Provident Fund |
| O&M | Operation and Maintenance |
| PMO | Prime Ministers' Office |
| PRA | Participatory Rural Appraisal |
| RCDO | Regional Community Development Officer |
| RCDO-PA | Regional Community Development Officer - Programme Assistant |
| RDC | Regional Development Committee |
| RDD | Regional Development Director |
| RPLO | Regional Planning Officer |
| RPM | Regional Programme Manager |
| RPMT | Regional Programme Management Team |
| RSC | Regional Steering Committee |

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|-----------------------|--|
| RNE | Royal Netherlands Embassy |
| RWE | Regional Water Engineer |
| RWE-PA | Regional Water Engineer - Programme Assistant |
| RHO | Regional Health Officer |
| RHO-PA | Regional Health Officer - Programme Assistant |
| RWSP | Rural Water and Sanitation Programmes, Morogoro and Shinyanga Region |
| RWSSC | Regional Water and Sanitation Steering Committee |
| SA | Scheme Attendant |
| SRU | Shinyanga Rural District |
| SRWSSP | Shinyanga Rural Water Supply and Sanitation Programme |
| SWN | Sociaal Werkvoorzieningschap Noord-West Veluwe, Nunspeet <i>(Social Workshop for disabled people in Nunspeet, The Netherlands)</i> |
| to be named | to be named |
| TOR | Terms of Reference |
| TPM | Town Programme Manager |
| TPMT | Town Programme Management Team |
| Tsh. | Tanzanian Shillings |
| TWSSC | Tanzania Wells Services and Supply Company |
| VHW | Village Health Worker |
| VM | Village Mechanic |
| VWSC | Village Water & Sanitation Committee |
| VIP | Ventilated Improved Pit-latrine |
| WCT | Well Care-Taker |
| WFA | Water Field Assistant |
| WPCT | Water Point Care-Taker |
| Afya | Health |
| Bwana shamba | Agricultural extension worker |
| Fundi | Craftsman |
| Maendeleo | Community development |
| Maji | Water |
| System Design | Description roles and responsibilities of the various parties involved in the programme |
| Step-by-step approach | Guidelines to come to optimal community participation in the planning and rehabilitation/construction of water supply and/or sanitary facilities |
| Tupate Maji Pamoja | We will get water together |

I

INTRODUCTION

The Government of the Netherlands (GoN) has confirmed to the Government of Tanzania (GoT) its intention to continue to support the water supply programmes in the regions of Morogoro and Shinyanga, for a period of 5 years starting the 1st of March 1993.

Both regions are presenting a separate Plan of Operation for their respective Domestic Water Supply Programme. Each of the regions has its own programme funding arrangements. This Plan of Operation has been prepared by regional and district authorities of Shinyanga region, in collaboration with the consultants to the Domestic Water Supply Programme. As such this Plan of Operation is to be considered as the programme document for Shinyanga region.

Each district has its own Domestic Water Supply Programme, following their own plan and budget. All district programmes will be focusing on user groups. The districts will implement the programme with support from the region.

The Netherlands and Tanzanian Governments have fielded a mission in the course of 1992, to formulate this 5-year programme in terms of scope, objectives, approach and responsibilities. The main objective was to further continue the development of the sustainability of improved water supply and sanitary facilities, primarily at user group level. The Formulation Report of 1992 as well as the Evaluation Report of 1991 have both been used as reference documents for the preparation of this Plan of Operation.

The programme implementors at district level have been requested to formulate the scope of their respective district programmes, which should indicate the expected number of water supplies and sanitary facilities that will be provided. The actual size, shape and mode of implementation of the programmes and the individual projects thereunder will be determined by the initiatives from and participation by the user groups. Similarly the regional authorities have been requested to formulate the scope of activities they intend to carry out in support of the district level programme implementation.

The proposed plans of the districts have been compiled into a regional proposal for a Domestic Water Supply Programme for the period 1993 - 1997. The proposal, including the budget estimates has been presented to the Netherlands Government and to the Tanzanian authorities and is attached to this Plan of Operation as Volume II.

Special emphasis will be given to new issues in the programmes, i.e. a more prominent role for women in decision making, the possibility to make use of more appropriate and feasible technical options, the abolishment of intervention areas and the involvement of the private sector. Consequently, a broader base for programme support can be created. This emphasis implicates that due attention shall be given to institutional development of implementing Departments, NGOs, the private sector, and user groups and subsequently the programme itself.

Various types of training will be given to programme implementors at different levels. Training will be focused on a number of fields (e.g.: community mobilization, participatory planning and implementation, budget and finance, administration, technical issues, value-for-money auditing and monitoring).

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The programme commenced March 1st 1993 with an Inception period of six months, during which bi-lateral arrangements have to be finalized and recruitment and mobilization of personnel undertaken. Equally, elaborations of the proposed implementation plans submitted by the district and regional authorities will take place in consultation with the consultants.

Due to the fact that the district and regional proposals for the new Domestic Water Supply Programmes had to be formulated under an enormous time pressure, they need to be subjected to scrutiny and further detailing. The re-planning of activities during the Inception period shall be limited to activities to be carried out during the period September - December 1993 and the next year of the programme (1994). Plans may need to be re-adjusted during the year, if implementation requires to do so, in order to ensure that objectives are met. This flexibility is to be effectuated by the programme and its implementors.

This Plan of Operation consists of two volumes. In Volume I, chapter 1, a historical background of the Rural Water and Sanitation Programmes for Morogoro and Shinyanga region since 1971 is provided in chapter 2. The justification for the continuation of the programmes is described in chapter 3. The programme objectives have been summarized in chapter 4. Specific activities, which have been identified at this stage in the proposed district Domestic Water Supply Programmes have been summarized in chapter 5. This overview may require further amending and extension. The institutional setting of the programme is reflected in chapter 6. The programme organisation and management is outlined in chapter 7. The consultancy services to be rendered to the programmes are elaborated in chapter 8. The annual budget figures for the district's Domestic Water Supply Programmes in Morogoro and Shinyanga Region for the period 1993-1998 are presented in chapter 9.

In appendix I background information on a Gender Impact Study is presented, to be initiated during the Inception Period. A revised version of the step-by-step approach, which is primarily to be considered as a management instrument to control implementation of water supply and sanitation projects and which is to be used by Programme implementors is presented in appendix II. In appendix III a draft of the 'System Design 1993 - 1998', which describes roles, tasks and responsibilities of the various parties involved in the programme, is presented. The Terms of Reference for the consultancy services for the Inception period and for the full programme period are provided in appendices IV and V. The job descriptions for the individual advisers of the consultant are provided in appendix VI.

The original district Domestic Water Supply Programme proposals, as these were presented at the end of 1992, are incorporated as Volume II, without the amendments that have been made since then.

This Plan of Operation provides the guidelines to implement programme activities and may serve as a reference to the policies, objectives, organisation and resources for implementation of the district's programmes. As the programmes are based on a process oriented approach, it will require regular monitoring of results and possibly a review of implementation strategies. This will enable implementors to adjust and optimise methodologies and working processes of the Programme. This Plan of Operation will become effective upon signing by the Government of Tanzania and the Government of The Netherlands.

2 SHORT REVIEW OF RWSP

2.1 BACKGROUND

The Netherlands assistance to the water sector in Tanzania dates back to 1971. The general objective of the assistance to the Morogoro and Shinyanga region is the improvement of the living conditions and health situation of the population in these regions through the permanent availability of good quality drinking water.

Up to 1982 special emphasis was given to achieve quantitative targets and clearly defined physical outputs. Limited attention was given to the participation of the rural population concerned. In conformity with the policies of Tanzania at the time, water supply facilities (wells, hand pumps and sometimes piped water supply schemes) were provided free of charge to the rural communities concerned, whereas repair and maintenance were supposed to be taken care of by the Government, (following the principle: water is free for all).

In 1982 an evaluation mission came to the conclusion that eleven years of technical and financial support to improve rural water supply in Tanzania had not produced sustainable results, mainly due to a lack of sustainable O&M arrangements. A substantial percentage of the water supply facilities constructed in the villages had become non-operational. It was therefore recommended to shift the responsibility for water supply systems to the district and village level.

This recommendation coincided with the District Authorities Act of 1982 which decentralized almost all relevant functions of the Central Government to Local Government Authorities at district and village level, including operation and maintenance of domestic water supply systems. The new approach of the programme was first evaluated in 1987. It was concluded that, while the system for operation and maintenance was still being developed, there was a need for additional support. Emphasis was given to the availability of spare parts easily accessible to the villagers. The mission recommended to extend the Rural Water and Sanitation Programme (RWSP) with a second phase, whereby special attention to the elements of community participation and health should be given. Furthermore, it was suggested to separate the manufacturing of pumps and spare parts from the project.

The Plan of Operation for the next phase was prepared in 1987/1988 by the water sector specialist attached to the Netherlands Embassy. The Plan of Operation refined the 'System Design' of the programme, clarifying roles and responsibilities, and included a step-by-step approach on how to approach the rehabilitation or construction activities in the villages. The approach aimed at securing full participation by the village communities in all stages of programme implementation, so as to enhance sustainability of O&M. The implementation of this new approach has denoted a major shift in programme strategy, from a construction and physical out-put oriented approach towards one giving priority for community based O&M.

Targets were set for the rehabilitation of 281 shallow wells and the construction of 82 new ones. In 1991 the programme was evaluated. The conclusions and recommendations of this evaluation provide a basis for the current formulation.

2.2 **MAIN FINDINGS OF THE EVALUATION 1991** (excerpts from the Evaluation Report 1991)

2.2.1 **Programme preparation and objectives**

The evaluation mission of 1991 concluded that the Plan of Operation was sound in concept, but poor as a management structure. It was found that the formulation of objectives was somewhat ambiguous on the relative priority to be attached to water supply objectives vis-a-vis community development objectives. It was recommended to make a strategic choice in this respect. As the programme followed a process approach without specific performance indicators and service targets, it became rather difficult to keep the programme on track.

2.2.2 **Performance and achievements**

The progress of the programme was delayed for almost one year. The expenditures by the end of 1990 were only 63% of the approved budget for the corresponding period. Only 2 out of 160 water points had been handed over to the villages by then. Various reasons can be mentioned for the delay such as late approval of the Plan of Operation, the collapse of the supply agreement with TWSSC and slow budgeting and disbursement procedures. The Programme appeared to lack spirit of "common purpose" and genuine collaboration.

The step-by-step approach, which provided a framework for activities at community level, seemed to have been adopted well by all parties concerned.

The strict procedures of the Plan of Operation resulted in an excessive workload for the Consultants' team. This reduced their professional contribution to the Programme to an unjustifiably low level. Performance in data-collection and analysis had been very poor.

2.2.3 **Institutional framework**

The evaluation mission considered the institutional structure to be cumbersome. The organisation was top-heavy and there was confusion about distribution of tasks in the Programme, which hampered clear demarcation of the responsibilities. This created a management vacuum, drawing the advisers into executive roles. This, in turn, reduced the sense of responsibility of the officers in charge. Undue complexity of functional relations within the structure made that the system consumed a lot of energy just to keep it going and to keep everybody informed.

The envisaged District focus had not been realised sufficiently. The Regional Level continued to feature prominently in decision making and in programme design and implementation. Largely as a result of lack of genuine agreement with respect to decentralisation provided for in the programme's Plan of Operation. The coordinating role of the Community Development Department had been effective and useful at field level but remained constrained at higher levels as a result of lack of agreement between the Ministries concerned and Maendeleo's (Community Development) limited authority over other implementing parties.

2.2.4 Water supply and sanitation aspects

The SWN 80 hand pump used in the Programme turned out to be a durable pump, which limited maintenance requirements. Meanwhile even more maintenance-friendly hand pumps had been developed, and hence the present choice should not be left unchallenged.

2.2.5 Hygiene education and sanitation aspects

Hygiene education and sanitation aspects had been somewhat neglected. It had received less support from the district Health departments than expected, mainly due to a lack of proper guidance and properly trained staff.

2.2.6 Community participation and women involvement

The step-by-step approach safeguarded that minimum conditions for community involvement and motivation were met. Women had been marginally involved, however. Development of some basic skills on Village level (caretakers, village mechanics) had been satisfactorily. Non-availability of spares was mentioned by the villagers as the major handicap for proper maintenance.

2.2.7 Programme extension and formulation

The mission concluded that ample justification for extension of the Programme existed, on the basis of a number of factors:

- the O&M concept has a good potential;
- water is considered among the most essential village level facilities;
- present distribution of water supply facilities is very uneven;
- replicability, which was not yet achieved, should be the final objective for donor intervention.

It was recommended that a new phase of five years should be formulated.

In view of the fact that almost all rehabilitated water points still needed to be handed over, and that rehabilitation was still under way for many villages, a prolongation of the present phase was recommended (until 31 December 1991). It was presumed that by this date all rehabilitated systems could have been handed over to the villages. By the end of 1991 another extension (up to the end of 1992) was agreed upon and then a final extension for two more months (up to March 1993) was granted at the end of 1992.

2.3 MAIN FINDINGS OF THE PRE-FORMULATION 1992 For Shinyanga Region

The main findings of the pre-formulation related to the Water Supply Programme of Shinyanga Region are given in Volume II of the Formulation Report and presented below.

Coverage

The present coverage of population served with operational IWPs is estimated to be between 8 and 11 percent.

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From all water points and schemes constructed and rehabilitated through RWSP since 1974 the following are operational: 360 shallow wells and 2 piped water supply schemes.

More than 80% of the water points constructed by RWSP in the period between 1974 and 1986 became inoperative due to lack of proper maintenance and unavailability of spare parts.

Implementation capacity

Many field team members are not adequately qualified; they have little formal education and almost no professional training. An exception may be some of the District Field Assistants (DFAs) (technicians) who seem to have been doing a good job.

For a proper execution of their tasks the field team members, notably Community Development Assistants (CDAs) and Health Assistants (HAs), also lack facilities e.g. the use of information materials etc.

District officials and field staff have on the whole a sound technical background. However, they lack the capacity to perform major construction and repair jobs. They also do not have the personnel to do water quality tests, and to carry out detailed surveys.

About 3 to 4 wells can be constructed in each district with present construction tools, if used efficiently. On average 40 wells may be constructed per district per year. Water quality testing apparatus are only found in the regional office.

The field teams do not have enough tools for everyday maintenance and repairs of hand pumps and piped water schemes.

Surveys for construction of shallow wells are limited to hand-drilling. There is no equipment at district level to carry out hydrological surveys.

Operation and Maintenance

At village level a system exists of collecting funds for Operation and Maintenance. Currently there is no well-organised, effective support from the district team, which can strengthen cost recovery, and Village Level Operation and Maintenance (VLOM) systems.

Women's involvement

So far little attention has been paid to the involvement of women in the programme. This is particularly important where it concerns siting of water points, use of improved facilities and health and hygiene issues. The lack of attention may be largely related to a general lack of knowledge and skills in community participation issues, and in participatory approaches. Some problems are certainly due to the relatively small number of women field team members. At district supervision staff level only one woman works for the programme.

The Women and Children's Programme Section in the district Community Development departments is not in any way supporting the programme.

Training

The only training given within the programme so far, has concentrated on the introduction of the step-by-step approach and the monitoring system. This training has focused on process issues, not on content and meaning.

Problems encountered

There are several severe problems and constraints which hinder the districts in the proper execution of their tasks in the programme:

a. Management problems

More clarity in management roles and responsibilities is needed in order to ensure a solid basis. Problems with transport, allowances and the allocation of funds (see below) may very well be related to general management problems.

b. Lack of knowledge and skills

One reason for the district officials and the field teams not following up on the monitoring is perhaps a general lack of knowledge and skills at all levels. From the Heads of departments and district teams, down to the field teams, people seem to have no clear views on how to mobilize and support villagers.

c. Transport problems

Many of the planned field visits do not take place in the appropriate time, or in some cases they do not take place at all. Programme implementors consider lack of transport as the most important problem for a proper execution of their task.

d. Problems with payment of allowances

Allowances to be paid by the programme are often delayed. Some told that they were never paid the full amount due to them. The allowances paid to people higher in hierarchy are often the same as those for field teams.

Problems with delays in the monthly reimbursement of funds from the programme to the districts further complicate the payments of allowances, simply because the districts sometimes lack the money to pay out fully.

e. Allocation of funds

Districts suffer from a general lack of money for a proper execution of all necessary tasks. The system in which the District Executive Director has in reality the power to allocate all funds for the district, including the programme funds makes it easy to "borrow" from the programme for other purposes.

Assessment of the System Design approach

The System Design, which was the basis for the Plan of Operation of 1988, gives a clear and comprehensive overview of roles and responsibilities of all functionaries, water and sanitation committees and village committees, etc. involved in the implementation of the programme. The institutional framework and task descriptions are worked out to a great level of detail.

It also includes a step-by-step approach, which spells out a total of 17 steps to be taken towards implementation activities in the villages, and also gives some indication of time inputs and people involved. The training manual "Tupate Maji Pamoja" (to get water together) elaborates on the content of each step, and gives some indications as to training components.

A monitoring system has been developed which provides possibilities for all functionaries on village, district and regional level, to follow closely the proceedings and some of the effects of programme activities.

The following problems were identified:

- The System Design and the step-by-step approach, as they are presently used, tend to be executed fairly "mechanically" rather than serving as a guide to programme activities.
- The approach lacks guidance in methodology: what methods and techniques could be used in discussions with the villagers; what are good ways for spreading information and knowledge.
- The System Design and the monitoring system emphasize a hierarchical work structure, with a long chain of control on what is happening in the villages. This suggests a top-down approach which does not leave much room for the villagers to take up responsibilities for themselves.
- In the System Design no references are made to the necessity of having female staff to work with women in the communities. In the step-by-step approach indications are missing on when and how to take gender differences and socio-economic differences into account, and on how to promote the participation of women and less well-off people in the community.
- The manual "Tupate Maji Pamoja" is somewhat out-dated, particularly in its focus on the Village Government as principal partner for community participation and organisation. It has now been recognized that the village leadership may have quite different priorities from what the villagers consider necessary or desirable¹. A revised manual should focus more on water supply user groups to ensure direct involvement and appropriate cost sharing and cost recovery.
- The time estimates given for some items in the step-by-step approach seem not quite realistic. For instance, 3 months in Step 4 and another 5 months in Step 7 and 8 indicate an excessive amount of time for work in offices on design, budgeting and procuring materials for the construction of some shallow wells or a simple piped scheme.

¹ Dr. C.S.L. Chachage, e.a., 1990, Rural Water and Sanitation Programme in Morogoro and Shinyanga Regions. A Study on Women Involvement in the Implementation of the Programme (pages 4 - 9).

- The monitoring system in its present form is very elaborate and time consuming, particularly where it concerns time inputs of district and regional officials. The monthly visits to the field, which the system requires from them, are not felt to be really important.
- Although all people involved have been trained on the monitoring procedure, no proper guidance has been given on its meaning and on good methods for an analysis of the data. This results in an inefficient use of the system: there is no proper follow-up on problems reported by the villagers; at the districts and in the region there is no insight in the general progress of community-based operation and maintenance, as well as financial management in the villages.
- Findings from the monitoring system are at present not accessible to the community. It is not used as a tool to create awareness and self-reliance in the communities.

2.4 CONCLUSIONS

Based on the aforementioned findings of the evaluation and pre-formulation missions, the following conclusions have been drawn by the pre-formulation mission:

- A review of the step-by-step approach is needed in order to follow a more appropriate and sound community-based approach, with sufficient attention to needs and resources of the community and an emphasis on the participation of women. The planning of steps must be goal-oriented. It should be clear what the criteria for goal achievement are. Also, there should be a good guidance in methodology. It should be indicated clearly what should be done in each step, why it should be done, and how it can be done. An updated and thoroughly revised version of the manual "Tupate Maji Pamoja" could probably serve this purpose, but only when it is introduced and discussed in a well-organised, comprehensive training programme. Also realistic time estimates for each step, or cluster of steps should be introduced.
- It is necessary to review the monitoring system, cutting it down to the essential data needed to support and understand the progress of activities in the villages, and to solve any problems. The monitoring system and its findings are to be made accessible to the communities.
- The percentage of coverage (ratio of total population to water supply equivalent of operational IWPs within an accessible distance from the homestead) in both programme regions is still disappointingly low.
- In the previous phase the programme intervention area has been relatively small, and new constructions have been very limited.

Additionally, during the preparations of the Domestic Water Supply Programmes a number of issues were raised. They are important to be taken into consideration for the new programme as well.

- The establishment of intervention areas not only resulted in limitations of the working area for the programme, but also forced the programme implementors to regularly come back to areas, where people were not ready to cooperate.

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- It is gradually recognized by district and regional authorities that the necessity to enhance the participatory role of women in planning and decision making should be addressed.
- Also the bottom-up approach needs to be given more attention than in the past period, in order to enlarge awareness of the user groups for their responsibility for water supply systems and to gradually boost output of rehabilitations and construction of new water supply facilities.
- For one district in Shinyanga region there were found two different water plans, financed by one donor. In another district the same occurred, but then financed by two different donors.
- To cope satisfactorily with the required output for water supply facilities districts are hampered by their limited implementation capacity.

3

JUSTIFICATION FOR CONTINUATION OF THE PROGRAMMES

In the past four years major investments have been made in building up experience and in institutional capacity for a community based approach in water supply, so far focusing mainly on community participation in construction and community based Operation and Maintenance. For the approach to be effective and sustainable, additional attention is to be paid to community based planning and monitoring, particularly concerning cost sharing and financial management. The participation of women in all programme activities, in particular with regard to planning and financial management, needs to be improved. To implement these improvements, a further update of knowledge and skills in modern participatory methodology and cost sharing/cost recovery practices is needed for the local project implementors, especially field staff.

Though quite some improvements were made during the last stages of the previous programme, poor access to water and also the poor quality of water remain a significant problem for the majority of the population. Though the coverage in some villages may reach up to 100 %, the figures for the overall coverage in both regions are still very low. In Shinyanga region the rural water supply coverage by the end of 1992 reached 22 percent only, whereas in Morogoro region the figure reportedly reached 48 percent.

In view of the continued prevalence of water related diseases, it is felt that major efforts are still required for improving the availability and accessibility of safe water for domestic use. At the same time people need to be aware of the health risks of using traditional water sources.

Lessons of the past have been learned and several adjustments were made since the visit of the formulation mission. So has planning at district level been activated and has in a number of cases the physical output in terms of IWPs increased. At the same time also some political bottlenecks have been eliminated. The draft Water Policy of 1991 acknowledges the need for a participatory approach.

So far little attention has been paid to the involvement of women in the programme. Women have usually been excluded from early planning, final implementation, operation and maintenance of water and sanitation projects. As such they often become victims rather than beneficiaries of the programmes.

In the programme area (Shinyanga region) women are the ones mostly involved in the harvesting, storage and use of water e.g. cooking, cleaning, washing and watering of domestic animals and gardens. The women generally are the main guardians of household cleanliness and who are the caretakers of the sick. They usually are also the main instructors of hygiene behaviour to their children.

Thus women's knowledge about water sources, their quality and reliability, restrictions and advantages of their use and about appropriate storage methods may be a matter of life or death to them, their men and their children.

Numerous reasons have been given for the low attainment of targets for community sustained water and sanitation facilities. Topping the list is the lack of adequate funding. However, it is felt

that the exclusion of the major beneficiaries (women) from the whole cycle of water and sanitation projects has played a significant role in their failure.

All of the above mentioned factors therefore emphasize the importance of ensuring that women are fully involved in all the activities related to water and sanitation projects. This should lead to the increased sustainability of these projects, empowerment of women, education and the creation of confidence among them.

To boost the output of construction works in the sector, the involvement of the private sector has to be encouraged to the maximum extent possible (small contractors and fundis). During the previous programme stages contracting out to the private sector was not considered.

As was concluded in the previous chapter, a substantial increase of the coverage is required. This is not merely from the point of government policy. It may be clear that safe and accessible domestic water supply also ranks high in terms of community priorities, especially among women. Therefore an increased allocation of development funds towards this sector may be considered to be fully justified.

Besides the intended improvements in terms of the programme's participatory methodology, also the organisational structure of the programme will need to be strengthened. In order to improve performance there must be clear targets and an adequate control system. The proposal for the new programme therefore attaches much weight to performance indicators and internal as well as external monitoring.

An important concept for the new programme is to focus on the sustainability and replicability of projects on community level, since the Tanzanian Government is constrained as to the burden of development activities it can sustain. Tanzania will be moving into a new era, in which private initiative and self determination will get better chances. The new programme seeks to offer ample opportunity to support this process at grassroots level.

3.1 JUSTIFICATIONS AS CITED IN THE EVALUATION REPORT 1991

3.1.1 Viability of operation and maintenance concept

The major aim of the previous programme to develop a functional village-based and district-supported system for O&M of rural water supply has been achieved. However, some important issues still remain on the side of financial sustainability (e.g. the actual O&M expenses per well) and on the availability of spare parts. These are general problems with the rural water supply in Tanzania, and it is therefore considered reasonable to allow the rural water supply programme to continue to work on these elements. Besides a continuation of rehabilitation activities also the construction of shallow wells should be taken up in the new programme.

3.1.2 Water supply as a most essential social service

In terms of priority at village level water supply facilities score high. It is understood that the availability of safe water points hinge upon community development activities. Especially if the position of rural women is taken at heart, improvement of the water supply seems to be crucial.

Enhancement of the position of women would in many villages be virtually impossible without improving the water supply.

3.1.3 Distribution of water supply facilities

Mainly for logistical reasons the Rural Water and Sanitation Programme concentrated its activities on selected intervention areas, leaving a majority of villages unattended. The villages that were served are generally those in the more accessible areas, where clusters of settlements exist. The allocation of resources was so far not done on the basis of relative urgency. There are many villages that still rely entirely on traditional water supply, which often is clean nor safe and moreover far from the homesteads. Though in some villages the coverage may have reached up to 100%, in general the coverage in Shinyanga region is still low (22%). The targets as given in the national water policy of 1991, are still far from being satisfied.

3.1.4 Replicability

The Netherlands has been the major donor for the water sector development in Shinyanga region. The awareness arose that construction alone is not sufficient and that efforts needed to be directed at developing sustainable systems for management and operation & maintenance at the village level. The ultimate objective for the donor therefore is that the construction and rehabilitation of water supply facilities will be realised through, either public or private, local parties. The step-by-step approach that has been developed is to serve as a guideline for the cooperation of the departments with the community (user groups) and the private sector (fundi's). This approach, these guidelines, are likely to increase the pace of implementation, as it will enable a replication of projects. It is expected that the step-by-step approach facilitates the operations at the village level, so that more water supply projects can be realised in a shorter time span.

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4 PROGRAMME OBJECTIVES

4.1 LONG TERM OBJECTIVE

The long term objective of the programme is to improve the living conditions and the health situation of people by providing access to an adequate -i.e. sufficient in quantity and safe in quality- water supply or sanitary facilities within a reasonable ² distance of the homesteads in a sustainable and environmentally viable way.

Initiatives to improve or construct a water supply system or sanitary facility must come from the users. The implementation of these field activities will be carried out along the lines of the step-by-step approach. The planning of the programme will follow a process oriented approach.

4.2 MEDIUM TERM OBJECTIVES

In order to reach the above mentioned long term objective the following medium term Programme objectives shall be achieved:

- 1) increased number of people making continuous use of raised service levels of water supply and/or sanitary facilities, as a basis for improved public health and living conditions;
- 2) reduced effort spent on water collection substantially ², by providing water closer to the homesteads;
- 3) improved gender balanced participation of the users in decision-making;
- 4) improved sustainability of the Operation and Maintenance of water supply and sanitary facilities, by e.g. strengthening the relevant skills of user groups;
- 5) strengthened capacity of the institutional framework for the provision of water supply, sanitary facilities and hygiene education, in order to ensure continued efficient, effective and environmentally viable development, when donor assistance is reduced.

4.3 STRATEGIES

To meet the above mentioned medium term objectives, the programme will put emphasis on the following gender-specific strategies:

- 1) constructing improved water points in the proximity of the homesteads, in gradually increasing numbers, in order of relative urgency and receptivity, taking environmental effects into account.

² What is reasonable or substantial will be determined by the beneficiaries, the technical possibilities and the costs involved.

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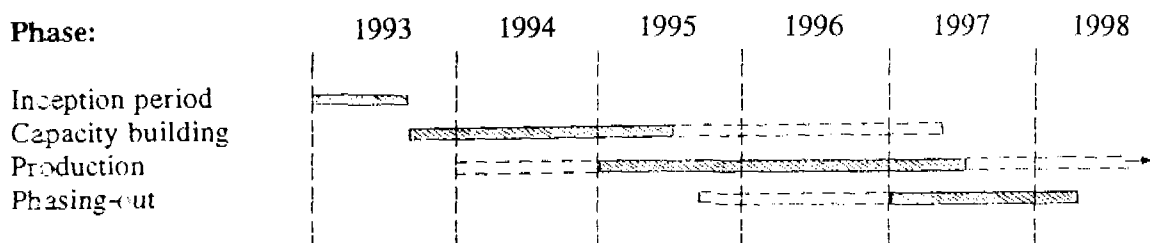
- 2) stimulating **community participation** in order to support user group management, that is taking full responsibility for planning, implementation, operation & maintenance and ownership of their water supply system or sanitary facilities.
- 3) focusing on **institutional development** in order to establish a functional system of services to rehabilitate or construct and to maintain the water supply and sanitary facilities, to manufacture and distribute pumps and spares, slabs, tools and equipment. Therefore it will be necessary to develop:
 - * specific capabilities of user groups;
 - * the implementation capacity of the departments;
 - * the organisational set-up of the programme;
 - * the services rendered by the private sector;
 - * the services rendered by supporting agencies;
 - * the cooperation with other programmes and NGOs.
- 4) focusing on **human resources development** in order to strengthen the performance of the parties involved in the programme. A Personnel Development System is to be established, which will include a training programme to assist departmental staff at various levels to execute their tasks satisfactorily.

strengthening the performance of certain groups within the community and of the VWSCs by identifying and organising training activities. Strengthening the performance of people in the private sector will get specific attention (see 5).
- 5) supporting the **private sector** to render their services for construction and rehabilitation of water supply systems and sanitary facilities (e.g. wells, tanks for rainwater harvesting, piped water supply schemes, as well as VIP latrines and other sanitary facilities); supporting workshops at the regional level that can produce hand pumps and spare parts; supporting small scale enterprises and shops at the district and the ward level to take up the role of distributor.
- 6) promoting **sanitation and hygiene education** at village level, by providing training and through the execution of pilot activities and a mobilization campaign.
- 7) developing **appropriate technology and methodology** in order to eliminate constraints and to improve the implementation of the programme.

4.4 PHASING OF THE PROGRAMME

In the programme various phases can be distinguished, that follow each other and to some extent overlap. The five year programme period is described here in terms of shifting emphasis over the coming years, as indicated below (see also chart on the following page).

| | | | |
|----|-------------------------|------------------|------------------|
| 1. | Inception phase | - March 1993 | - September 1993 |
| 2. | Capacity building phase | - September 1993 | - July 1995 |
| 3. | Production phase | - January 1995 | - July 1997 |
| 4. | Phasing-out | - January 1997 | - March 1998 |



1.1 Inception phase

The first six months of the programme the necessary preparations need to be made. The administrative and logistical arrangements shall be worked out. Relevant information has to be collected about the departments and the private sector. The organisational structure of the programme has to be developed. These and other activities are contained in the Terms of Reference for the Inception period (appendix III) and described in more detail in paragraph 5.1. The central focus of the programme is on a lasting, sustainable development of the water and sanitation sector in the districts.

This period will be concluded by submission of Workplans and budgets for September 1993 - December 1994 prepared by the districts and the region and an Inception report submitted by the consultant.

1.2 Capacity building phase

After the initial arrangements are made and annual workplans are submitted time and effort shall be spent on building up the capacity in the districts. Developing and strengthening the institutional framework will be emphasized. Performance of the various parties shall be enhanced through human resources development.

In this phase a work environment for the departments involved must be established, that is conducive to enable them to deliver services for the water and sanitation sector. This means that some improvements of offices, stores and transport shall be realised. The departments will establish a management information system, as well as a revised monitoring system for effective and efficient programme management. Therefore a data bank and documentation facilities will be set up in the first year.

A comprehensive training programme will start, training departmental staff at various levels (planning & management, animation and facilitation techniques, technical skills), training the private sector (e.g. for well construction, surveying and the building of VIP latrines). This will be mainly done in 1994 and 1995.

The capacity building, the human resources development at the village level (training of animators, of VWSCs, of women groups, of primary school teachers, etc.) will start in 1994 and will continue throughout the production phase and a good part of the final phase.

Institutional development will be concentrated in this phase; changing roles and responsibilities between public and private sector and the community will be guided and enhanced. The private sector shall be given opportunities and support to satisfy the demand for water supply and sanitary

facilities from the villages. Coordination and cooperation with other programmes and NGOs in the region shall be developed, as well as coordination at national level with other water and sanitation programmes in Tanzania.

3. Production phase

In the process of building the capacity for the sector, the actual output of the work is likely to increase gradually. It is expected that, while the year (season) of 1994 is required to get organised and to allow for the communities to develop demand and capabilities, the following year (1995) the pace of production and construction will increase, what trend should precipitate considerable results in the subsequent years of the programme.

An important assumption hereby is that there will be an actual demand from the community for improved communal water points and clean and safe water and an actual willingness to pay for it.

4. Phasing-out

Right from the beginning of the programme it is intended to achieve a certain level of sustainability for service levels in the water and sanitation sector. Through the programme it is attempted to increase the performance of the sector, while reducing the external inputs (technical and financial) from the donor.

Whereas initially inputs and initiatives from the consultants will be expected, gradually and more emphatically after the third year of the programme, the departments coordinated by the Planning Department and guided by the District Water and Sanitation Committees, will continue to deliver their services to the public. The position of the community is expected to be more central. Certain functions are expected to be taken over by then by the private sector (e.g. well construction, pump factory, supply of materials and equipment).

From 1997 onwards the role of the consultant shall be reduced to monitoring and her advisory role for planning and remedial action to be taken.

4.5 END-OF-PROGRAMME SITUATION

It is expected that at the end of the present five-year programme the situation will have been improved with respect to the number of people having access to improved water points, which constantly provide safe water, not less than 30 litres per person per day, at a reasonable distance from the homesteads and to approximately 250 people per water point.

Support services for rehabilitation, new construction, operation and maintenance will be established, in the formal and the informal sector.

Based on the increased coverage, the higher level of services in the water and sanitation sector, combined with the increased awareness amongst the beneficiaries concerning personal and environmental sanitation, a sound basis will have been created for improved public health and better living conditions.

The beneficiaries are expected to take charge of improving their own water supply and sanitary facilities, allocating their own resources (labour, materials, finance) for this purpose. The departments are expected to deliver their services (planning, technical inputs and advice, monitoring) as and when required. The private sector is expected to satisfy the demand of the community as far as rehabilitation, construction, operation and maintenance of facilities is concerned.

The level of sustainability that is expected to be attained at the end of this five year period of the programme, will still have to be determined in a dialogue between the programme, the parent and line ministries and the donor.

The donor assistance through the programme is expected to be phased out, in terms of technical and financial assistance to the departments, the private sector and the community.

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5

SUMMARY OF ACTIVITIES

The Domestic Water Supply Programme is composed of three complementary lines of action:

In the first place every district has formulated its own programme to develop water and sanitation facilities in their respective districts. They have indicated objectives and targets, how the programme implementation will be organised as well as the assistance and funds that will be required for this. These programmes will consist of a large number of projects at the village level to improve the water supply and sanitation, based on the step-by-step approach. In combination with this, the departments will train their staff in order to facilitate their work in the villages.

In the second place the regional departments have formulated a programme, indicating which activities they will carry out in order to assist the districts in a smooth implementation of the activities in the various districts and to provide them also with additional services. The regional departments liaised with the districts to assess their need for assistance.

These programmes from the districts and the region are outlined in the 'Proposal Domestic Water Supply Programmes, Shinyanga Region: 1993-1997'. This is presented in Volume II of this Plan of Operation.

In the third place the consultant -in close collaboration with the districts and the region- have identified a number of activities that seek to strengthen the implementation capacity of the departments. The aim of the consultant's activities is to increase the impact, the efficiency and the effectiveness of DWSP as a whole. This does include a strategy to involve communities (user groups) and the private sector to a greater extent.

These supporting activities, that will be carried out under the responsibility of the consultants, are described in the second paragraph of this chapter.

The activities that shall be executed during the Inception period, that is the initial period of six months, are described in the following paragraph.

5.1 ACTIVITIES IN THE INCEPTION PERIOD

During the Inception period a number of more or less pre-conditional activities will have to be carried out. The following activities will be undertaken during the Inception period (see also the Terms of Reference, appendix III):

1. Revision of programme implementation management structure
2. Set-up of administrative procedures
3. Finalization of RWSP activities
4. Preparation Workplans & budgets for Domestic Water Supply Programmes
5. Revision of Step-by-step approach
6. Outline of Management Information System
7. Assessment of implementation capacity of departments
8. Assessment of the (potential of the) private sector
9. Assessment of training needs

- 10) Strategy for hygiene and sanitation education
- 11) Gender Impact Study

5.1.1 Revision of programme implementation management structure

First it will be necessary to finalize the definition of roles, tasks and responsibilities of all parties that will be involved in the programme (see paragraph 6.1). The management structure for the programme shall be worked out during the Inception period. As part of that the previous, so-called 'System Design' shall be revised for use during the new programme period, specifying roles, tasks and responsibilities. A revised draft is presented in appendix II.

5.1.2 Set-up of administrative procedures

Various new administrative procedures with regard to procurement, storage, transport, goods, etc. and the disbursement of funds (see paragraph 7.1 and 7.2) shall be developed in order to structure programme implementation. The procedures that will be set up shall be monitored closely and adjusted if deemed necessary.

While the on-going RWSP is being finalized, the consultants will commence with logistical preparations for a smooth start of the new five year Domestic Water Supply Programmes.

As a matter of accountability to the Netherlands' and Tanzanian Governments the programme will be implemented according properly established procedures. For that reason administrative and financial systems for adequate programme management will be established by the consultant, in close liaison with the district and regional staff. Systems will be established for e.g.:

- project administration;
- cost control and accounting;
- disbursements of programme funds;
- transport;
- procurement of equipment, materials and other supplies;
- storage of equipment and materials.

The monitoring of how the above mentioned administrative systems are functioning, will be a routine activity for the consultant. This will allow them to determine in good time whether adjustments need to be made.

5.1.3 Finalization of RWSP activities

Some of the planned activities, which were supposed to have been executed during the extension of the Interim period of the Rural Water and Sanitation Programme, could not be fully completed. The aim was to complete the work as much as possible before the end of 1992 and to include the remainder in the new programme. The commitments that have been made to user groups should of course still be honoured. However, in case that delay has been caused by the user group, continuation of support may be reconsidered.

Training activities, which are directed at the improvement of financial and administrative management of user groups (what started in December 1992), will be considered for continuation after the Inception period. It is expected that useful information can be obtained on the impact of these activities.

5.1.4 Preparation Workplans and budgets for Domestic Water Supply Programmes

The districts and the region formulated their proposals for the programme, which is contained in the five year plans that are presented in Volume II of this Plan of Operation.

In the Inception period it will be necessary to work out these proposals in more detail, whereby attention will be given to the set-up of three-year 'rolling' plans as a basis for the detailed annual work plans and budgets. So shall specifically a work plan be made for the remaining period (September-December) of 1993 and also a draft annual work plan and budget for 1994. The expected output for 1993 and 1994 (see next pages) will be revised in accordance with the available capacity of the respective districts and based on expected private sector participation.

Before the 15th of October every year the districts and the region will submit their Annual Work plans & budgets, through the DWSP-Regional Steering Committee, to the Prime Minister's Office who will then present it to the Royal Netherlands Embassy for approval. These Work plans and budgets shall be discussed at the Annual meeting of the programme, which shall be held every year by the end of November. This meeting is to provide a forum for the donor, the parent and line ministries and the programme, to review progress and to discuss plans. The programme will convene and host this meeting.

Apart from the above attention will be given to work out the administrative, financial and logistical arrangements for the programme.

It must be observed here that as a consequence of the participatory step-by-step approach of the programme, whereby user groups play an important and leading role in the whole process, it shall be more difficult to meet targets according to prior planning by the departments. Therefore these 'targets' should rather be seen as 'expected output' and are primarily indicative. Indicative with regard to departmental planning, to meet the medium term objectives in a time span of five years.

It must be observed here that the figures given are based on the plans prepared by the districts in November 1992. In the course of the preparation of this Plan of Operation and following the new strategies these figures are likely to be revised, as will then be reflected in the Workplans and budgets 1993-1994 of the districts.

SHINYANGA REGION : OVERVIEW OF EXPECTED OUTPUT FOR 1993 - 1998

| DISTRICTS | SRU | BAR | MAS | MEA | KAH | TOTAL : |
|--|---------------|---------------|---------------|---------------|---------------|----------------|
| WATER-SUPPLY : | | | | | | |
| Rehabilitation shallow wells | 129 | 53 | 62 | 150 | 104 | 498 |
| Construction shallow wells | 114 | 197 | 200 | 100 | 146 | 757 |
| Rehabilitation piped supply | 9 | 4 | - | 4 | 7 | 24 |
| Construction piped supply | - | - | - | 1 | - | 1 |
| Rain water harvesting | - | 9 | 8 | - | 5 | 22 |
| Spring protection | - | - | - | - | 5 | 5 |
| Improving traditional sources | - | - | - | - | 15 | 15 |
| Boreholes | - | - | 4 | 8 | 5 | 17 |
| Solar energy | - | - | - | - | 1 | 1 |
| Small dams | - | - | 4 | - | 5 | 9 |
| Windmills | - | - | - | - | 1 | 1 |
| Estimated number of people to be served : | 87,000 | 81,000 | 89,000 | 85,000 | 95,000 | 437,000 |
| SANITATION : | | | | | | |
| VIP-latrines | 126 | 50 | 80 | 150 | 100 | 506 |
| Washing slabs | 243 | 128 | 322 | - | 100 | 793 |
| Communal/individual latrines | - | - | 200 | - | - | 200 |

5.1.5 Revision of Step-by-step approach

Since the programme now puts greater emphasis on the role and responsibilities of user groups, it has become necessary to review the current step-by-step approach in the Inception period (see appendix I). This approach is to be applicable for any water supply project and for any sanitary project. Hence, in addition to the work so far executed under RWSP, it will also be used for the realisation of new technological options, as indicated in paragraph 5.2.3.

The step-by-step approach is meant to be:

- a guideline for each party on how to realise at village level a water supply or sanitation project;
- a tool to enable users to decide upon the type of water supply or sanitary facility that will be feasible and sustainable (both in technical and in financial terms);
- a management tool to administer the respective stages of a water supply or sanitation project;
- a management tool to determine all costs in relation to a water supply or sanitation project (including the costs for preparation, implementation, transport, hardware, labour and allowances);
- a management tool to monitor progress of the various stages (=steps) of a water supply or sanitation project.

The step-by-step approach presumes full community participation. To achieve this departmental staff will use a Participatory Rural Appraisal (PRA) methodology. A set of twelve guidelines for the staff using this PRA methodology is given in appendix I.

The new step-by-step approach consists of six (chrono)logical steps. These steps will be further detailed during the Inception period, whereby emphasis will be put on the specific roles and responsibilities of women. Indicators will be identified by which the progress of projects can be monitored and the output can be measured.

The manual "Tupate Maji Pamoja" will also be reviewed and up-dated, especially with respect to issues as community participation, women involvement and cost recovery, based on the principles of the PRA methodology.

5.1.6 Outline of management information system

In the Inception period a set-up shall be made of a Management Information System (MIS) to suit the District Programme Management Teams. The MIS is to enable the programme management to plan, coordinate, organise and control their activities effectively and efficiently. In the course of programme implementation the system will be worked out in more detail and later on adjusted, based on the experience obtained by using the system. A revised monitoring system will be a core element of this management information system.

The management information system will contain various types of data: base-line data from the villages, data on the status of water supply and sanitary facilities, data on progress of ongoing projects in the villages and data directly related to programme management (action plans and available budgets, data on available personnel, transport, equipment, data on materials and equipment in store, etc.).

As the management information system includes the monitoring system of the programme, it will therefore also utilize data based on a number of indicators that measure to which extent the medium-term objectives of the programme are being attained. These indicators are given in paragraph 5.2.9, where the revision of the present monitoring system is described.

As part of the establishment of such a management information system, arrangements will be made to set up data banks and documentation facilities in the districts, where the above mentioned data can be stored and analyzed and where technical information for the water and sanitation sector can be found (see 5.2.8).

5.1.7 Assessment of implementation capacity of departments

To be able to strengthen the implementation capacity of the departments in the course of the programme it will first be necessary to assess the present situation. Therefore an analysis shall be made of the available capacity (manpower, equipment, transport) in the departments.

The implementation capacity of the departments should be seen against the required capacity for attaining the objectives of the programme. Taking into consideration the changing nature of Government services, it shall be determined which functions eventually need to be reinforced and to which level. It shall be looked into what the capabilities of departmental staff are, to train and supervise others -such as local contractors, village craftsmen- to provide services for the water and sanitation sector. This assessment will serve as a basis for the training needs assessment for the public sector, as is described in 5.1.9.

5.1.8 Assessment of the private sector

In order to expand the output of the programmes gradually it is considered necessary to involve the private sector. At this moment there is no information available on the existing potential to involve more entrepreneurs, local contractors or fundis in the water and sanitation sector to boost the production capacity. Therefore it is necessary to execute a survey of the private sector.

The districts and the region -assisted by the consultants- will undertake the survey. Based on the findings a strategy will be worked out that will be followed in the first years of the programme.

5.1.9 Assessment of training needs

A training-needs assessment will be carried out, to increase the implementation capacity of the programme. To carry out a systematic assessment of training needs for the implementing departments, the following questions should be answered:

- 1) What are the water and sanitation facilities to be offered through DWSP ?
- 2) What is the estimated demand for each of these facilities ?
- 3) What are the required disciplines that each implementing department (Maji, Maendeleo, Afya) should offer ?
- 4) What is the required capacity of the departments for each of these activities or services ? (based on the estimated demand, see 2)
- 5) What is the actually available capacity of the departments ?

Training will be organised for a number of parties involved in the programme and in the provision of services in the water and sanitation sector. The available Tanzanian local training institutes such as: Folk Development Centres, Training Rural Development Centres and Community Development Training Institutes will be identified.

Based upon this training-needs assessment a detailed training programme will be made after the Inception period.

5.1.10 Strategy for hygiene and sanitation education

Development of the water supply and development of sanitary services are both based upon a presumed awareness of people, concerning personal and home hygiene and upon their understanding of the need for environmental sanitation. For that matter the element of hygiene and sanitation education is perceived to be important for the success of the programme.

As the activities in the programme in the field of hygiene and sanitation education have not yet sufficiently been developed, in this Inception period a strategy will be formulated that can be worked out in the course of the programme.

The Health department is expected to feature in a prominent role as the hygiene and sanitation education is stepped up, through increased involvement of clinics and primary schools.

5.1.11 Gender Impact Study

To optimise the involvement of women in the implementation of the programmes, a Gender Impact Study will be carried out. This study will give recommendations to create better opportunities for women to participate fully in the planning and decision making process for an improved water supply or sanitary facilities. Also the position and the participation of men will have to be redefined. General gender aspects have already been given attention in the preparation of this document. Specific recommendations from the Gender Impact Study will be translated into activities in the coming year and will be further integrated in the Workplans and budgets for the subsequent years.

It has been agreed between the programme and the Netherlands Embassy that the report with the main findings of the Gender Impact Study will be attached to this Plan of Operation as an addendum.

5.2 PROGRAMME ACTIVITIES

5.2.1 Establishment of pump factory

One of the objectives of the programme is to develop the production of pumps and spare parts by workshop(s) in Shinyanga. One workshop is already producing pumps for the programme. Programme support to this pump factory will be continued. Moreover, when the need arises, other enterprises interested in water supply activities will be taken into consideration for similar assistance. Programme assistance will be rendered for technical, financial and managerial issues. Emphasis will initially be put on production of two models of hand pumps, i.e. the SWN 80,

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because of its durability, and the direct action pump SWN Afya, which is a relatively cheap pump for shallow wells with depth up to 6 metres. At a later stage other types of pumps will be considered as well. Attention will also be given to manufacturing of spare parts and repair of (hand) drilling and well construction equipment.

The programme will aim to keep the production cost of pumps and spare parts as low as possible, without affecting quality standards, in order to make the products affordable for the user groups.

To ensure proper pump installation in the field, training of village mechanics and pump care takers is required. In each of the districts training facilities will be established for such practical training.

To strengthen the workshop(s) in Shinyanga an instructor will be employed by the programme to take care of practical training in repairing and maintaining hand pumps and installation techniques for village mechanics, pump care takers, fundis and departmental staff. This instructor will establish the link between the user groups and the pump and spare parts manufacturer(s).

Assistance will also be provided to establish a distribution system, through the involvement of small entrepreneurs, for spare parts at district or ward level.

The programme will assist the workshops to design and produce special tools and equipment to enable them manufacturing more advanced products, such as moulds for ring wells. Additionally, the workshops will be assisted to create a range of commodities related to the water supply sector, i.e. roof gutters (for rain water catchment), steel constructions for water towers and small steel water storage tanks.

5.2.2 Establishment of stores

Both at the district as well as at the regional level stores will be required from where materials and equipment can be supplied, in order to facilitate a smooth implementation of Programme activities. These stores would hold a stock of e.g. survey sets, drilling equipment, moulds, hoisting devices, tools, pumps, etc. The users of these stores can be either district departments, contractors and fundis in the private sector and also user groups. The central store (containing a buffer stock of e.g. equipment and materials procured from abroad and local sources) will be controlled by the consultant, the stores in the districts by the respective Water departments. At the same time an assessment will be made whether either the pump factory/workshops or hardware wholesalers can take over this responsibility.

The stores in the districts will be periodically checked by the consultants in order to determine whether efficiency and effectiveness goals are met.

5.2.3 Development of Appropriate Technology for water & sanitation

The new Domestic Water Supply Programmes will no longer be limited to the technologies so far used in the RWSP, i.e. construction and rehabilitation of shallow wells, piped schemes and construction of Ventilated Improved Pit latrines and washing slabs. Under the new programmes attention will also be given to other appropriate and affordable technical options.

Such appropriate and affordable new options could include:

for improving the water supply:

- improved open wells,
- improvement of means to transport water,
- rain water harvesting,
- roof catchment,
- ferro cement constructions,
- spring captation,
- river infiltration galleries,
- small water-towers for health centres and clinics,
- sub-surface dams,
- cleaning of silted dams,
(only under environmental conditions)
- (domestic) animal drinking troughs,
- solar powered water supply,

and for improving the sanitation facilities:

- pit-latrines,
- bucket latrines,
- compost latrines,
- septic tanks,
- soak pits,
- refuse pits,
- drainage systems,
- disposal facilities,
- bathrooms.

The feasibility and affordability of such options will be assessed with set overall costs per capita criteria for investment and O&M in the context of the socio-economic situation of the user groups.

A comprehensive programme like DWSP will also aim to improve and to innovate the technologies and the methodologies used. To overcome the bottlenecks and the constraints that will be faced during implementation, some experimentation, development and testing shall be undertaken. The feasibility of some of the above mentioned technological options may have to be studied. The design of certain technology may have to be modified, in order to increase the opportunities for local manufacturing and supplies. Less technical issues may also require further investigation, such as the productive use of spill water, or the reduction of recurrent costs for operation and maintenance.

The development of appropriate technology will specifically be geared to some key issues for the programme, such as replicability of certain methodology, sustainability of results or how to increase impact and spin-off of programme activities.

5.2.4 Development of gender specific community-management techniques

Using various methods of enhancing community participation, e.g. Participatory Rural Appraisal (PRA) and the Step-by-step approach (see appendix I), the programme will organise and carry out a series of activities aimed at bringing information to water users on possibilities for water supply improvement through programme support. Through consultations with potential water user groups and/or their representatives, modalities for optimal participation in all phases of project planning, implementation, operation and maintenance, as well as cost contributions and ownership, will be encouraged.

A bottleneck already identified is the lack of sufficient qualified labour force within the Community Development department; especially Community Development Assistants (CDAs) at the ward level are lacking for follow-up activities. For this particular reason, it is of utmost

importance that implementing field teams include women as animators, who are identified at the village level. These teams will be trained to enable them to undertake all necessary activities for appropriate and meaningful consultations related to operation and maintenance of water supply and sanitation facilities. The teams will also be trained in methodologies which will enable them to contact and work with women who will be encouraged to articulate their needs, problems and priorities.

In the whole, efforts will be made to involve women in decision making in different stages of the project. Also effective participation of women in user group committees will be guided. Whenever necessary, training needs will be identified, especially in equipping women with leadership and managerial skills. If effective participation of women is not forthcoming, especially in larger meetings, alternative strategies will be employed to encourage their participation, in order to address their specific problems. Mechanisms to assess the outcome of these planning meetings will be included in the monitoring of water supply and sanitation activities.

Several strategies directed to addressing the issue of how women can most effectively be involved in the programme at all levels will be pursued. To this end a Gender Impact Study will be carried out during the Inception period.

5.2.5 Human Resources and Institutional Development

The programme aims at broadening the scope and also at increasing the scale of activities. This means that a higher demand will be placed upon the organisational capacity of the departments that are implementing the programme. To meet the anticipated demand from the population, a concerted effort must be made to develop the institutional framework that is expected to supply all the necessary services for the water and sanitation sector.

Under the current policy of the Government of Tanzania the role of the public administration is being redefined. Some new functions have been identified for the districts and the region and their various departments. certain functions are meant to be taken care of either by the private sector or by the community.

This calls for strengthening of the public administration in some of these new functions. At the same time additional support shall be given to the private sector, to increase the amount of products and services they may be expected to render. Also certain capabilities of the community need to be strengthened, e.g. the organisation and management function of the VWSC, or the technical skills of Village Mechanics or animators.

Under the programme a number of activities will take place, in order to strengthen the departments, the private sector, the community and user groups, such as:

- 1- analysis of the existing institutional framework of the programme,
- 2- streamlining the DWSP-programme organisation structure,
- 3- inventory of required water supply and sanitation products and services under DWSP,
- 4- inventory of private sector and potential development,
(and develop a strategy and an action plan to develop the private sector)
- 5- inventory of supporting agencies and potential development,
- 6- strengthening the planning and management capacity of the implementing departments,

- (including a Personnel Development System for the various departments)
- strengthening the entrepreneurial and technical capacity of the private sector,
 - strengthening the managerial and technical capacity of the community,
 - develop the cooperation with other programmes and NGOs in the districts.

Attention will be paid to the current capacities of available institutions and assistance be given to the authorities at district and regional level to prepare proposals for improvements. If necessary authorities at national level will be contacted to render assistance, in order to accelerate processes. The programme will also encourage NGOs and the private sector to strengthen institutionally.

5.2.6 Support to the private sector

After the assessment of the private sector, that has been carried out in the Inception period, a package shall be developed to stimulate and to assist local fundis and small scale contractors to render services for the water supply and sanitation sector.

These craftsmen and entrepreneurs shall be guided and assisted on technical and managerial issues. To enable fundis to become productive, they likely need support in the form of training, equipment and tools. Some of the training might be organised through existing training centres. Materials and spare parts shall also have to become available on the local market. Equipment shall be provided on a combined lease/grant basis.

5.2.7 Training programme

A training-needs assessment will be carried out, to increase the implementation capacity of the programme. Training will be organised for a number of parties involved in the programme and in the provision of services in the water supply and sanitation sector:

1. Regional and District departments:

- Management: programme planning; financial administration; value-for-money auditing
- Training-of-Trainers for implementation of the 'Step-by-step' approach, including PRA methodology and gender issues;
- Monitoring and Information management
- Technical training: surveying, drilling, well-construction, pump installation and maintenance

2. Private sector:

- Management: e.g. administration and bookkeeping, pricing, stock-keeping, marketing
- Technical training: surveying, drilling, well-construction, pump installation and maintenance
- Other

3. User groups and Village Water & Sanitation Committees:

- Management: e.g. administration and bookkeeping, cost-recovery, operation and maintenance
- Technical training: well-maintenance, pump/piped scheme operation & maintenance,
- Hygiene and sanitation education
- Other

Note: sustainable Operation and Maintenance will naturally be of great importance. It will require even more attention than in the past. To achieve a higher degree of sustainability, proper training

facilities for pump installation, -operation and -maintenance shall be created. The training will mainly take place on-site, combined with some practical training at the district level.

The training programmes are to a large extent to be carried out through existing training institutes in Shinyanga region or elsewhere in Tanzania (possibly Mwanza, Arusha or Dar es Salaam). If identified training needs can not be attended through regular courses, then tailor-made courses will be developed. In certain cases Tanzanian training experts will be recruited to facilitate some of the training activities (e.g. Training-of-Trainers on the Participatory Rural Appraisal methodology).

5.2.8 Establishment of data bank and documentation facilities

At this moment departmental staff at both regional and district level do not have sufficient access to instruction materials, reference publications, etc. Under the previous programme a few reference books and brochures were distributed to staff involved in the programme. It is considered necessary that information and documentation facilities are established which will enable the staff to develop themselves and to maintain relevant data about the water supply and sanitation sector.

The districts and the region will be assisted by the consultant, to formulate the framework to establish such facilities, which shall include a data bank. The data bank for Shinyanga region and the districts shall be standardized with the one for Morogoro region and districts, and preferably with a national data bank. For that reason authorities at national level will be approached to contribute in designing the framework for such a data bank. It is intended that a desk study will be undertaken, in combination with some field work for verification purposes. The study should primarily reveal key indicators relevant to the water supply and sanitation sector. The programme will aim that eventually data can be kept and frequently up-dated at regional and district level. It is obvious that the applied system shall be as simple and practical as possible. See also 5.2.9.

To enable both The Netherlands and the Tanzanian Government to carry out effective evaluations in the course of this five year programme, it is of importance to have reliable data on the situation before improvements were made. For the programme itself it is fundamental to obtain data in various fields to justify decisions. Data will be collected in the fields of demography, socio-economy, water resources, human resources, etc.

5.2.9 Establishment of a monitoring system

The monitoring system so far used by the Rural Water and Sanitation Programme in Shinyanga region has not fully satisfied the expectations. The system is relatively expensive and is insufficiently utilized to organise remedial actions. At the moment it is largely used as a registration system. It goes without saying that monitoring is crucial to plan and manage the activities of the Domestic Water Supply Programmes in an effective and efficient way. The ultimate responsibility for monitoring lies with the Planning department. The revised monitoring system will form the core of the management information system that is being set up.

The present monitoring system will be reviewed, so that weak and strong elements can be determined in order to improve the programme. Furthermore the regional and district staff will be assisted to identify functional indicators for an efficient monitoring system. Ultimately, the

monitoring system will be set up to enable the DPMTs to monitor the implementation and the impact of the programme in terms of:

- a) progress (timeliness in relation to work plan)
- b) inputs (quantity, quality and timeliness in relation to budget)
- c) outputs (quantity, quality in relation to expected outputs)
- d) impact (indicators in relation to objectives)

This shall assist the DPMT to:

- oversee the entire process of identification, application, preparation, planning, construction, commissioning and Operation and Maintenance;
- verify the achievements against the objectives of the programme;
- guide field staff to adjust applied methodologies to enhance that objectives can be met;
- timely adjust action plans to realise expected output and coverage;
- formulate remedial actions to repair water supply systems, which are out of order;
- use the information in the process of preparing annual and three-years rolling plans.

In order to reach the above mentioned aims the monitoring system shall provide data from the village level, from the ward and district level and from the regional and national level. The aim is to create easy access to reliable data, which is up-dated regularly, so that information will be available on issues like:

- number of realised constructions;
- number of rehabilitations carried out;
- the extent of user group contributions;
- gender impact;
- actual construction costs;
- number of people and villages served; water quality;
- time required to complete a water supply or sanitation project;
- actual expenditures for Operation and Maintenance;
- attention given to implement to proposed remedial actions.

Main indicators for impact-monitoring, the achievement of programme objectives:
(which are based on the programme's medium-term objectives)

1. Increased number of people making continuous use of raised service levels of water supply and/or sanitary facilities, as a basis for improved public health and living conditions;

indicators:

- * number of improved water supply/ sanitary facilities;
- * number of people making use of the above, on a continual basis;
- * incidence of diseases in general, and of waterborne diseases in particular.

2. Reduced effort spent on water collection substantially, by providing water closer to the homesteads;

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indicators:

- * total time spent on water collection;
- * satisfaction rate of water collectors.

3. Improved gender balanced participation of the users in decision-making;

indicators:

- * gender balanced attendance in group- or committee-meetings;
- * gender specific satisfaction rate of users.

4. Improved sustainability of the Operation and Maintenance of water supply and sanitary facilities, by e.g. strengthening the relevant skills of user groups;

indicators:

- * ratio of water points with and without installed O & M system;
- * time of non-ill-functioning of water points;
- * satisfaction rate of the water collectors.

5. Strengthened capacity of the institutional framework for the provision of water supply, sanitary facilities and hygiene education, in order to ensure continued efficient, effective and environmentally viable development, when donor assistance is reduced.

indicators:

- * number of projects implemented in cooperation by Government, beneficiaries and private sector;
- * completion time of a well;
- * score on the above indicators of objectives 1 to 4.

5.2.10 Water quality surveillance

An appropriate and sustainable system of monitoring water safety is required, whereby the managerial and financial constraints, as well as the import and distribution constraints with regard to chemicals have to be taken into account. Such an appropriate system must be based on an adequate division of tasks and responsibilities between departments at the various levels.

As part of the user group's responsibilities for O&M they have the obligation and are in the best position to safeguard the water quality, by observing changes in general characteristics (e.g. smell, taste, colour, turbidity, suspended matter). The user group shall take remedial action or should have the water quality tested. As part of the monitoring system of the programme, also the water quality should be recorded regularly.

In the first year of the programme there is little scope to establish the required infrastructure for water quality surveillance. A pragmatic solution will be adopted, whereby all rehabilitated or constructed shallow wells or the improved traditional wells will -upon completion- be disinfected with chlorine.

For following years it can be considered to set up water testing facilities in the districts. Chemical testing could be done by the Water department. In case of outbreak of diseases such as cholera, bacteriological testing could be organised by the Water department in collaboration with the Health department, making use of lab technicians and facilities from the district hospital.

5.2.11 Environment-related activities

At all levels of the programme there is an environmental dimension to be distinguished, be it at the level of the individual, the homestead, the user group, the water point, the village, the watershed or the district. The environmental aspects concerned include:

- personal hygiene
- home hygiene
- public health
- environmental sanitation
- land-, soil- and water conservation

These aspects may all be subjected to surveys, problem identification, action formulation and impact monitoring. Certain constraints were already identified, others may emerge or be identified later. Activities that can be organised may be preventive or remedial, they may be of a physical, educational or juridical nature.

In the first place the programme will address environmental aspects directly related to its objectives. That is, e.g. the improved drainage of water points could be further looked into or the protection of water sources against an excessive influx of sediments.

In the second place the programme will give support and cooperate with other programmes or parties, which deal with environmental aspects directly related to DWSP. That is for instance the promotion of tree nurseries, fed by spill water from the water point, supporting ongoing afforestation.

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6 PARTIES INVOLVED IN THE PROGRAMMES

6.1 INSTITUTIONAL SETTING

The following parties have been identified to play a role in the planning and implementation of the Domestic Water Supply Programmes:

1- Community and committees:

- a. User groups
- b. Village Water & Sanitation Committees (VWSCs)
- c. District Water & Sanitation Committees (DWSCs)

2- Government of Tanzania (GoT):

- d. District departments
- e. Regional departments
- f. Line ministries
- g. Prime Minister's Office: Parent ministry

3- Government of the Netherlands (GoN):

- h. Royal Netherlands Embassy (RNE)
- i. Ministry of Foreign Affairs, Directorate General for Development Cooperation (DGIS)

4- DWSP-Programme:

- j. District Programme Management Teams (DPMTs)
- k. District Steering Committees (DSCs)
- l. Regional Programme Management Team (RPMT)
- m. Regional Steering Committee (RSC)
- n. Consultants

5- Other parties:

- o. Private sector
- p. Supporting agencies (e.g. NGOs, training institutes, banks)
- q. Other programmes (e.g. DRDP-Maswa, DRDP-Meatu, SRWSSP/ICGP, Worldvision)

6.2 ROLES AND RESPONSIBILITIES

Each of the parties involved has its own role and responsibility in relation to the Programme. This has been described in detail in the 'System Design 1993 -1998' (see appendix II). In this paragraph only the most important features are given.

2- **Community and committees:**

1. The **user groups** are expected to take the initiative and the responsibility for the rehabilitation or the construction of their own water supply or sanitation facilities.

Since the district programmes will be user group-based, responsibilities may differ from user group to user group, depending on their capabilities, the technical option selected and their organisational and financial resources.

The user groups are expected to pay the rehabilitation/construction costs. The material (e.g. cement, sand), the labour (either fundi or part of the Departmental services and casual labour, or providing the latter in kind). As well, part of the costs of the pump, the pipes or what is applicable, is to be paid by the user group. The amount will partly depend on the prevailing socio-economic circumstances.

[The donor will pay activities of the departments, lease out necessary equipment for the private sector and subsidise the pumps and some other materials for the users].

Besides that it is the aim of the programme that the costs of O&M are fully covered and taken care of by the user groups. The user group shall apply for the rehabilitation or construction of their own water supply.

2. The **Village Water and Sanitation Committees (VWSCs)**, on behalf of the Village Council, will develop plans to develop the water supply and the sanitary facilities in the village. These Committees will assess the priority areas and the priority needs in their respective villages. The VWSCs will try to mobilize the community to implement the plans and will attempt to attract funds as are required. The VWSCs will advise the Village Council on remedial actions to be taken.

The VWSCs will coordinate the various activities in the field of water and sanitation in the village. The VWSCs could play a role to support the user groups, or cluster of user groups in the villages. The responsibilities could include the following:

- Reporting to the user groups on work progress and requesting disciplinary action in cases of non-compliance with the agreed participation,
- To select well or water point care takers,
- To assist the user group to organise and manage Operation and Maintenance.
- Supervision of the implementation, O&M etc.
- To report on:
 - * the general performance and sufficiency of the water and sanitary facilities;
 - * problems encountered, action undertaken and the results thereof;
 - * income and expenditure, i.e. financial report, use of spares, running costs and activities to generate funds.

3. The **District Water and Sanitation Committees (DWSCs)**, on behalf of the District Council, will develop policies and plans to develop the water supply and the sanitary facilities in the district. These Committees will assess the priority areas and the priority needs in their respective districts. The DWSCs will work out strategies to implement these plans and will try

to attract funds as are required. The DWSCs will advise the District Council on remedial actions to be taken.

The DWSCs will coordinate the various activities in the field of water and sanitation in the district; both, of the departments involved and of the relevant donor-funded programmes in the area, dealing with water and sanitation. (Note: in some cases this means that the Committee might mainly be dealing with the Domestic Water Supply Programme).

2- Government of Tanzania (GoT):

- d. The **district departments** will be responsible to render adequate services to the applying user groups. Qualified staff will be made available. District support includes:
- provision of information materials concerning water supply and sanitation facilities;
 - technical assistance with regard to surveying, well construction, disinfection or supervision;
 - hygiene/health education;
 - environmental education;
 - gender education;
 - community development.

The District Executive Director will be responsible for proper financial management, which will be subject to value-for-money auditing.

Important is also the cost effectiveness of the programme, both in terms of technical options selected and of operational expenditure. The District Executive Director will be responsible for efficient use and care of programme resources provided to them by the Tanzanian and The Netherlands Government.

The District Council is expected to contribute to the construction costs of water points.

- e. The **regional departments** will be responsible to render those services to the Districts, for which they have indicated to have a need. Regional support includes:
- provision of information and training materials;
 - training of technical staff;
 - coordination of works (preferably executed by the private sector) to design and construct larger piped water supply schemes;
 - technical assistance with regard to more complex work (e.g. (geo)-hydrological, topographical surveys, designs);

If needed the regional departments will forward requests to their parent ministries for more qualified staff at regional and district level, to facilitate programme implementation.

The Regional Development Director will be responsible for the payments. Financial management shall be given due attention for value-for-money auditing purposes.

- f. The **line ministries** are the Ministry of Water, Energy and Minerals (Maji), the Ministry of Health (Afya) and the Ministry of Community Development, Women Affairs and Children (Maendeleo) and possibly some others (e.g. Ministry of Natural Resources, Tourism and Environment). The role of the line ministries will be:
- i) provision of policy directions,
 - ii) special technical expertise,
 - iii) support for the planning, design and supply/procurement of materials and equipment,
 - iv) provision of centrally allocated budgets and qualified personnel,
 - v) assist in expeditious customs clearance,
 - vi) assist in expeditious provision of the necessary work permits, etc. for expatriate staff involved in the programme.

The line ministries are expected to attend the Annual Meeting of the programme, where the Annual review and the annual Workplans & budgets are to be discussed and approved. This meeting is to be held every year by the end of November.

- g. The **parent ministry** for the Tanzanian Government is the Prime Minister's Office (PMO). This ministry will be the overall responsible on behalf of the GoT and will coordinate inputs of the ministries at national level and shall be responsible for the external monitoring of the programme, in collaboration with the RNE. The external monitoring should take place in July, so that findings can still be taken into consideration for the workplans for the following year.

The PMO is expected to attend the Annual Meeting of the programme, where the Annual review and the annual Workplans & budgets are to be discussed and approved. This meeting is to be held every year by the end of November.

3- Government of the Netherlands (GoN):

- h. The **Royal Netherlands Embassy (RNE)** in Dar es Salaam has the delegated authority of DGIS to monitor implementation of the programme. As such the Embassy's role will include:
- approval of annual workplans and budgets and of annual budget-reallocations,
 - external monitoring of the implementation; mid-term review and evaluation,
 - initiating audits on programme accounts,
 - liaison with the parent ministry (PMO) of GoT.

The Embassy is expected to attend the Annual Meeting of the programme, where the Annual review and the annual Workplans & budgets are to be discussed and approved. This meeting is to be held every year by the end of November.

- i. The Netherlands Government is represented by the Ministry of Foreign Affairs, Directorate General for Development Cooperation (DGIS) in the Netherlands.

4 DWSP-Programme:

- j. The **District Programme Management Teams (DPMTs)** will be responsible for the management (planning, organisation, coordination and control) of the programme activities undertaken by the district departments. The DPMT will be responsible to provide timely and adequate assistance to the various user groups (and possibly also to fundis/contractors).

The DPMT is composed of the DPM as coordinator, the District heads of department for Water, Health and Community Development and a Programme Assistant of each department.

The DPMT will be responsible to submit Quarterly Progress Reports to the District Steering Committee. The DPMT will be responsible to submit Monthly Progress Reports to the consultants. These reports will be accompanied by up-dated work plans and describe the financial position of the District Programme clearly. Copies of bank statements of the programme account are to be attached. The reports will be used for auditing purposes.

The DPMT will be responsible for efficient use and care of programme resources provided to them by the Tanzanian and the Netherlands Government.

- k. The **District Steering Committees (DSCs)** are responsible for priority setting, for overall coordination and for monitoring and control of their respective District Programme. The DSCs will monitor progress and problems during programme implementation in general and individual projects in particular and will report on the findings to the District Council.

The DSC is composed of the DED as Chairman, the DPLO as Vice-chairman, the DPM as Secretary and the three District heads of departments are a member.

The DSCs will meet quarterly and prepare a technical and financial Progress Report that will be submitted to the Regional Steering Committee, with a copy to the consultants.

- l. The **Regional Programme Management Team (RPMT)** will be responsible for management (planning, organisation, coordination and control) of the programme activities undertaken by the regional departments. The RPMT will be responsible to provide timely and adequate assistance to the various district programmes.

The RPMT is composed of the RPM as coordinator, the Regional heads of department for Water, Health and Community Development and a Programme Assistant of each department.

The RPMT will be responsible to submit Quarterly Progress Reports to the Regional Steering Committee. The RPMT will be responsible to submit Monthly Progress Reports to the consultants. These reports will be accompanied by up-dated work plans and describe the financial position of the regional programme clearly. Copies of bank statements of the programme account are to be attached. The reports will be used for auditing purposes.

The RPMT will be responsible for efficient use and care of programme resources provided to them by the Tanzanian and the Netherlands Government.

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- m. The **Regional Steering Committee (RSC)** has the RDD as Chairman, the RPLO as vice-Chairman and the RPM as Secretary. The members are the DEDs, DPLOs and DPMs of the five districts, the Town Director with the TPM and the Regional heads of departments for Water, Health and Community Development. A total of 24 Committee members. The consultant will attend RSC-meetings in her advisory capacity.

The RSC of the Domestic Water Supply Programme has the responsibility for identifying joint priorities and for the overall coordination of the district programmes. The Committee has the responsibility for monitoring the regional support to the districts, as well as monitoring the progress of district programmes.

The RSC will meet quarterly and prepare a technical and financial Progress Report to be submitted to the PMO's Office, which will forward a copy to the Royal Netherlands Embassy representing the Government of the Netherlands (GoN).

The RSC will convene every year by the end of November an Annual Meeting, where the Annual review of that current year and the annual Workplans & budgets for the following year shall be discussed with the parent ministry (PMO), the line ministries and the donor (RNE). Amendments to the plans and budgets can be discussed and agreed upon, so that the districts will acquire approval of their Workplans and budgets for the next year.

- n. The consultant will be responsible to the Netherlands government for the provision of Technical Assistance to the programmes and the implementing departments. The general role of the consultant is described in chapter 8 and in appendix IV, and the tasks of the individual advisers in appendix V. The supporting programme activities by the consultant are outlined in paragraph 5.2. The consultant will submit Quarterly Progress Reports to the Netherlands government through the Royal Netherlands Embassy, with copies to the regional authorities and the parent ministry.

5- Other parties:

- o. The **private sector** could be involved in a wide range of activities, e.g. the rehabilitation or construction of water supply and sanitary facilities, the production and distribution of pumps or spare parts, the provision of O&M services, etc.
- p. The **supporting agencies**: other organisations/agencies/programmes (e.g. NGOs, training centres or institutes, banks) could be used to mobilize and assist user groups or the private sector on programme related matters. For example the training of village water and sanitation committees, village mechanics or village fundis could be organised through existing institutes.
- q. **Other programmes**: Coordination and cooperation with other programmes in the districts will be strengthened (e.g. with DRDP-Maswa, DRDP-Meatu, Worldvision, IRDP/AIC, SRWSSP/JCGP). Issues to be addressed include programme philosophy (e.g. user contributions), time-planning, training activities, transport requirements, allowances, etc. Also coordination with other water supply and sanitation programmes in Tanzania will be organised.

7 PROGRAMME ORGANISATION AND MANAGEMENT

7.1 DWSP ORGANISATIONAL STRUCTURE

Programme planning and monitoring

The policy, the priorities and the medium-term plans of the district programmes are developed under the responsibility of District Steering Committees (DSCs). These committees are also to monitor general progress and the expenditure of funds. It was felt that existing structures, as the District Development Committee or the Social Services Committee are too broad of composition and too large to discuss policy and financial matters pertaining to rural domestic water supply and sanitation in sufficient detail. Therefore it was deemed necessary to have small steering committees dealing specifically with the programme.

A Regional Steering Committee (RSC) for DWSP has been established, with a strong presence from the districts, to coordinate the plans of the various districts. The composition of the DWSP-RSC is given in the previous chapter (see 6.2; 4-m.).

The RSC will convene every year by the end of November an Annual Meeting, where the Annual review of that particular year and the annual Workplans & budgets for the following year shall be discussed with the parent ministry (PMO), the line ministries and the donor (RNE). Amendments to the Workplans and budgets can be discussed and agreed upon, so that the districts will have approved plans and budgets before the start of the new financial year.

Programme implementation

The activities in the water supply and sanitation sector are carried out by the community, the public and the private sector. Each party having a different role to play. The programme is organised through the structure of the Tanzanian Government.

The rural community, as the intended beneficiaries of the programme, are in principle responsible for their own water supply and sanitation. The departments are to assist the community in developing and sustaining the community's water supply and sanitation. The community is expected to take initiatives, to organise themselves, to generate most of the required funds for the realisation of one or more community projects. The community is expected to elect two village animators, to form a VWSCs and to organise themselves in user groups for each required improved water point.

The public sector is to service the community. The departments concerned are the Water department, the Health department, the Community Development department and the Planning department. These departments are to mobilize the community, to stimulate and enhance a demand for improved water supply and sanitation, to facilitate the formation of user groups and VWSCs and to support them in the realisation of one or more community projects.

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The departments also are to assist the private sector to take up certain areas of the work done by the departments. The departments are to enable fundis, small contractors, workshops, wholesalers and retailers to deliver their services, by creating a conducive environment.

The management of the programme is under the responsibility of a team (DPMT), composed of the heads of the mentioned departments, with an assistant. The ultimate responsibility for coordination lies with the Planning department, who has assigned an officer as District Programme Manager (DPM).

The departmental staff posted outside district headquarters is called the field staff. The field staff under the three departments are the Water Field Assistants (WFAs), the Health Assistants (HAs) and the Community Development Assistants (CDAs). It is the aim of the heads of departments to develop multi-disciplinary skills of the field staff, in order to enhance the capacity for community mobilization.

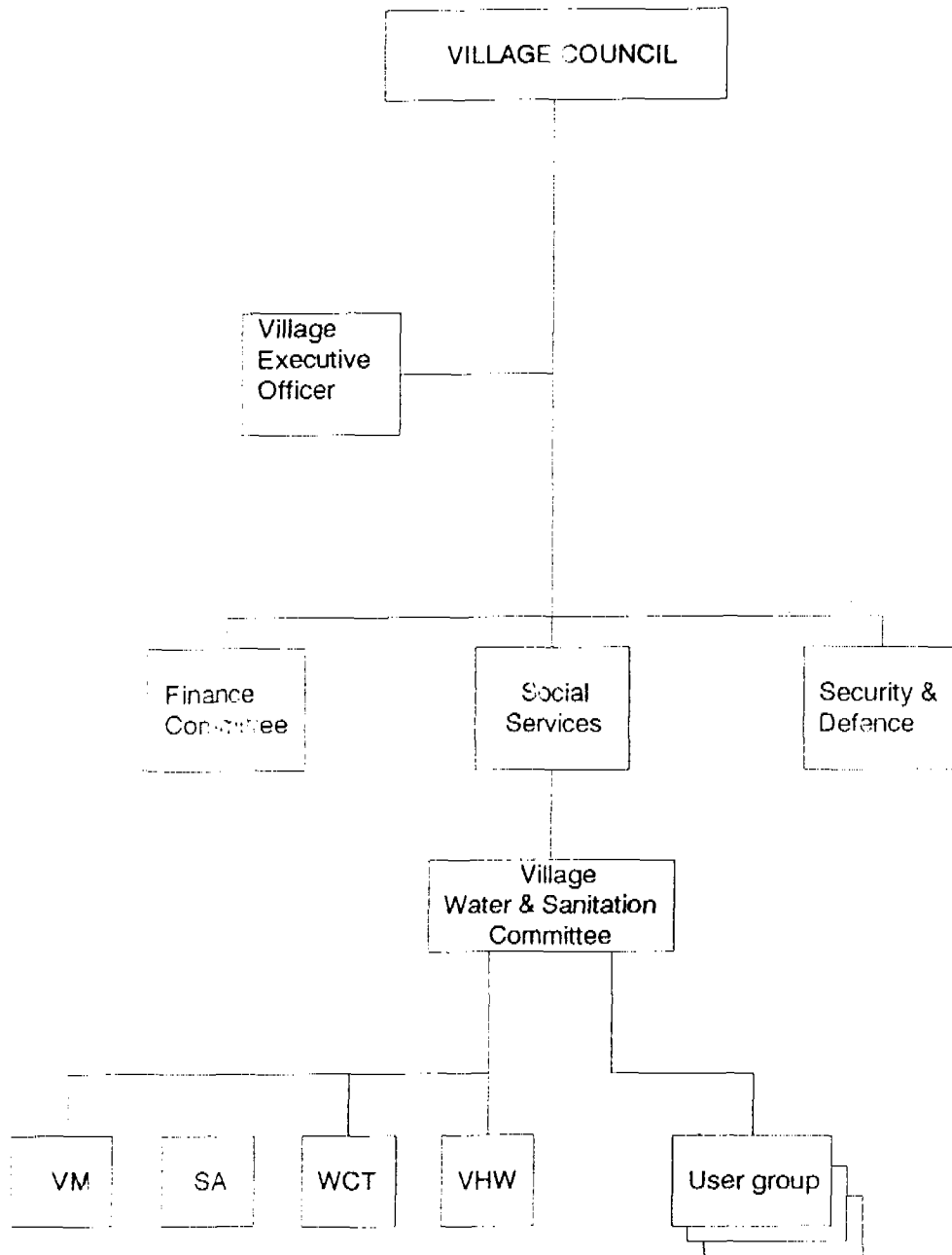
The private sector is also to service the community, but predominantly on the side of civil works. The sector is expected to be able to satisfy the demand of the community for water supply or sanitary facilities. Initially they will require support through the programme in terms of technical and managerial training, equipment, etc.

Roles and responsibilities of the various parties involved in the programme have been described in more detail in the previous chapter. In the following paragraphs the administrative procedures, the financial management and the monitoring of the programme is described.

On the following pages organisation charts are given, showing the organisational structure of the programme at the village, the district and the regional level.

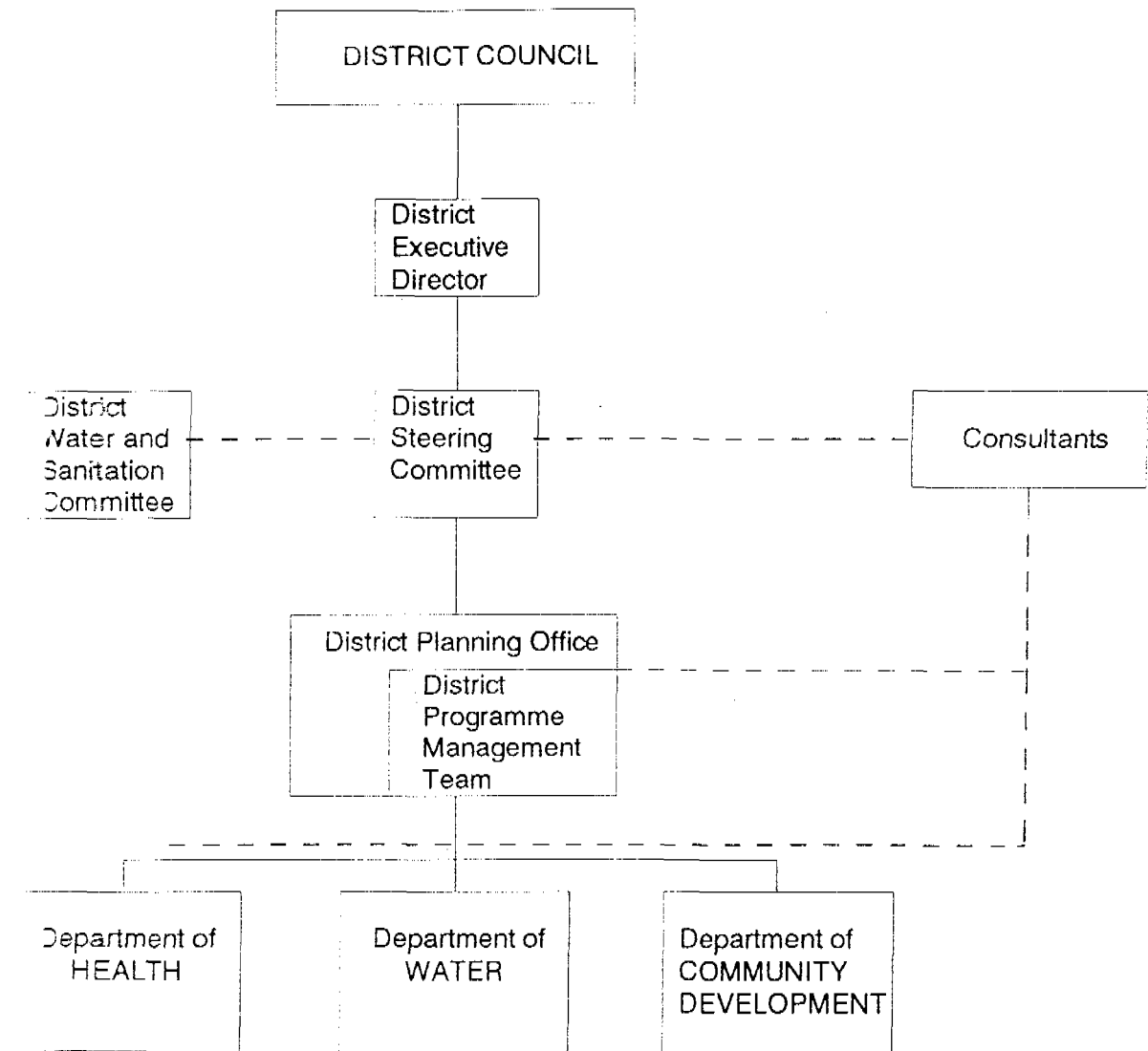
DWSP organizational structure

Village Level



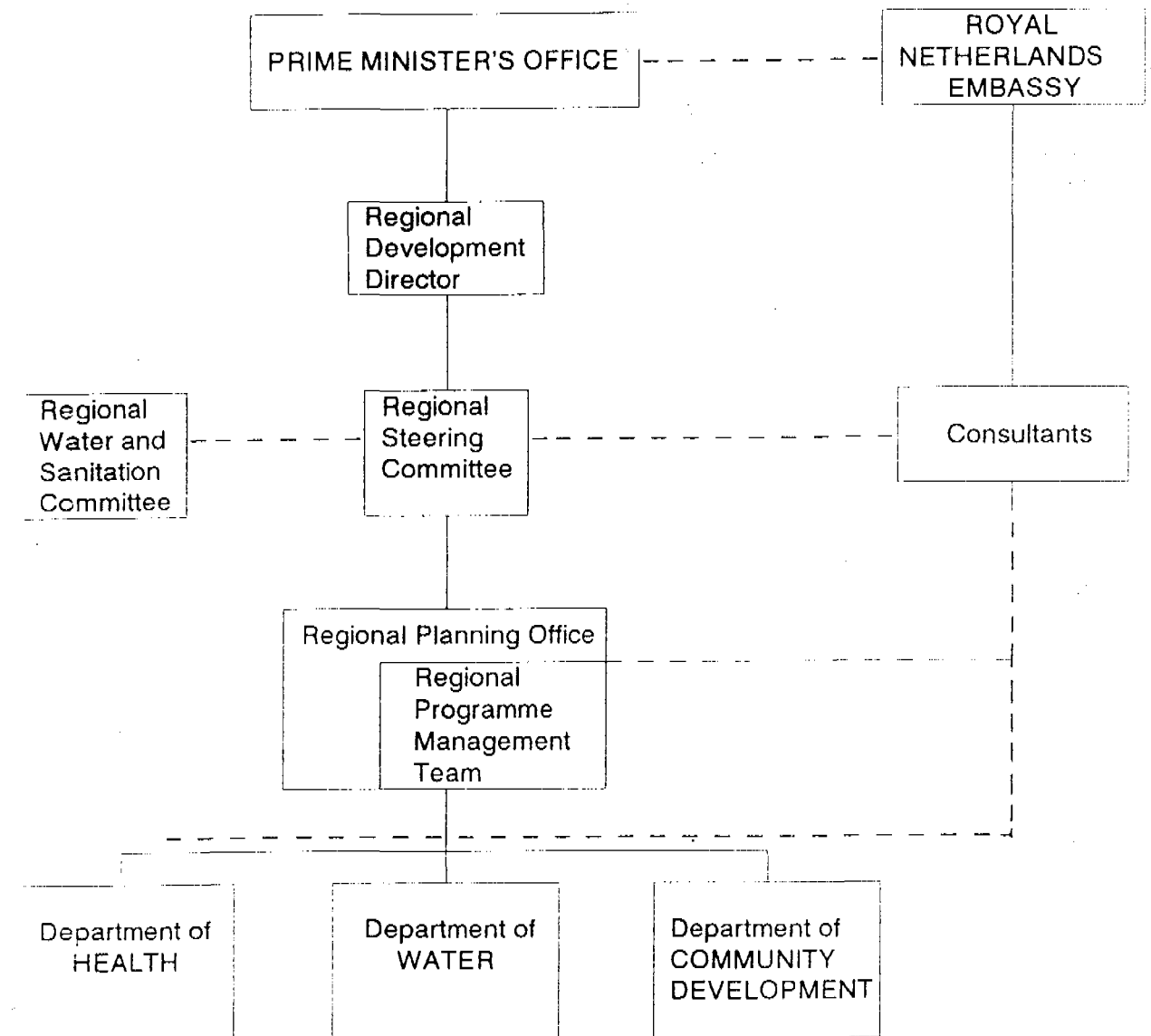
DWSP organizational structure

District Level



DWSP organizational structure

Regional Level



7.2 ADMINISTRATIVE PROCEDURES

7.2.1 Project administration

Soon after dissemination of programme information to villages the DPMT will likely be receiving requests from user groups or villages for programme assistance. Submission of the requests will be a continuous process at an increasing rate. This requires adequate administration. The districts and advisers should be able to keep control on requests' planning, staffing, provision of materials, equipment and funds, as well as on the implementation of the work required. The administrative system will be organised on the basis of village projects and it is being established in close cooperation with the districts.

A project refers to a user group or a village request, to improve a water supply system (construction or rehabilitation of one or more wells, a piped scheme, etc.) or to improve the sanitary facilities. Planning and execution of the work in the village shall be in accordance with the step-by-step approach and has to fit within the approved annual workplan and budget.

The DPMT shall prepare two monthly action plans, based on the available implementation capacity and the approved project requests. Detailing of the plans has to take place in close cooperation with the respective parties involved, i.e. users, fundis and advisers. To enable the work to be carried out without delay, each party shall make their inputs, funds, labour, materials, equipment, transport available on time, according the agreed planning.

In general 50 percent of the required donor funds will be provided in the form of an advance. The remaining 50 percent will be disbursed after completion of the work.

After the inputs have been made available to the district the DPMT has to prepare a detailed monthly planning, indicating personnel, transport, materials, equipment and funds. The users and fundis shall be informed on the planning.

Each of the departments will prepare work orders, detailing the work to be executed and the time available to finish the job. The users will have to approve the correctness of the work and are to sign the work order to certify proper execution.

Every two month period of implementation the DPMT will prepare a report to account for the provided inputs. The report shall be completed with bank statements, signed work orders, log sheets, etc., and have to be sent to the advisers for approval. Thereupon disbursement can take place.

7.2.2 Transport

The districts will be provided by the donor with 4WD cars for the transportation of staff and small equipment. If economically feasible, lorries can be made available. The purchase of one lorry, primarily to be used in Kahama district, has been planned and budgeted for. Maswa and Meatu District will make use of transport available in the transport pools established under the District Rural Development Programmes. In the future also the establishment of a transport pool under the Kahama District Rural Development Programme is expected, after which the transport needs of the DWSP shall be met by this pool.

Bicycles can be provided or replaced for departmental staff with individual transport needs which can not be met by the provided cars. The area of operation and the frequency of the transport needs will be taken into account .

Motor cycles will only be provided or replaced if the transport needs related to programme activities can not practically and economically be met by the available cars. Also here the working area and the frequency of the transport needs of the staff concerned will be taken into consideration:

Budgeting and accounting for the use of the necessary transport will be done on a donor contribution for every kilometre driven for the execution of programme activities. It is the responsibility of the districts or region to ensure proper use of the vehicles, as well as adequate maintenance and repair. The DPMs and the RPM will be the authorising officers for the use of the donor provided transport. On a monthly basis a report will be made on the use of DWSP transport means. This report is to be sent to the consultant for monitoring purposes.

All the provided transport means will stay property of the Netherlands Government until they are formally handed over to the Government of Tanzania.

7.2.3 Goods

A substantial part of the donor input for the DWSP will come in the form of equipment, materials, spares and other goods. These goods will be ordered via the consultant's office. For a proper and economic handling of programme goods a so-called buffer stock will be set-up in Shinyanga. Required goods will be issued from the buffer stock to the districts, in accordance with the agreed action plans, where a minimum stock of materials and equipment needed for smooth operation will be kept.

Summaries of supplies to the districts and region will be included in the consultant's progress reports. The programme stores in the districts will be annually checked to determine the effectiveness and efficiency of the assistance provided.

7.3 FINANCIAL MANAGEMENT

District Programme Managers are given a prominent role with regard to control of expenditure of donor funds. Therefore they shall be authorized as the B-signatory for the district's programme account. Similarly, at regional level the Regional Programme Manager shall be authorized as the B-signatory to the regional account. The district and regional programme accounts are for donor funds only. Authorized signatories for the district programme account will be limited to a maximum of two A-signatories and one B-signatory. Each of the signatories shall be involved in the programme implementation.

Every month bank statements of the previous month have to be obtained. Copies of the statements together with the signed bank reconciliation will subsequently be presented to the consultants.

Initially, the consultants may disburse funds to the district on an advance payment basis, to cover approved programme implementation expenditure for 2 - 3 months. Thereafter disbursements of funds will only take place after receipt by the consultant of statements by the respective

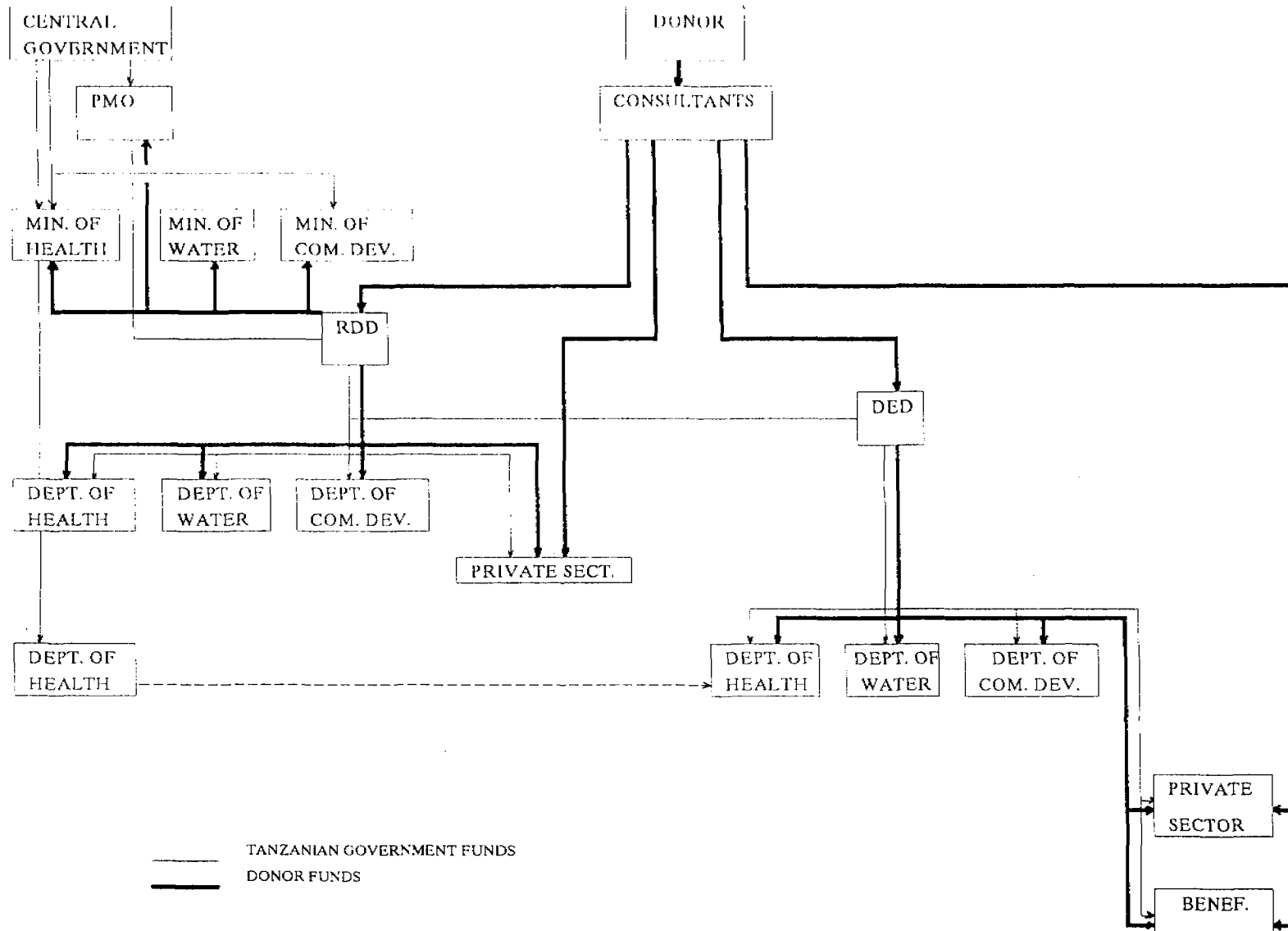
PLAN OF OPERATIONS

departments on the accounting for the expenses made, and will be limited to the replenishment of the programme account up to the initial advance payment.

Funds provided by the donor should be accounted for in accordance with standard GoT accounting regulations and procedures. The consultants should be provided with original copies (which, after copying by the consultants are returned), as well as proof of the receipt of the money by the ultimate recipient. Programme implementation expenditure will be verified by the consultants against implementation plans and budgets. The DPMs and the RPM will act as liaison officers between the districts and region vice versa in matters of planning and finance.

FLOW OF PROGRAMME FUNDS

Domestic Water Supply Programme 1993 - 1998, Shinyanga Region



7.4 PROGRAMME MONITORING

In this paragraph the function of internal and external monitoring of DWSP is presented and how this shall relate to programme planning. In chapter 5 it has been indicated that as a specific management tool a Management Information System shall be established (5.1.6) and that as part thereof the previous monitoring system will be revised (5.2.9).

The programmes will carry out their regular **internal monitoring**. During the Inception period the Programme Management Teams will -in cooperation with the consultants- work out the modalities for this, whereby a link shall be established with the Management Information System, for which an outline will be drawn up during the Inception period.

The programmes will also be subjected to regular **external monitoring**. This will be done by experts not directly associated with the programme. Results of the external monitoring are primarily meant to enable the donor and the GoT to assess the progress and the quality of the programmes independently. This may provide them with additional, adequate information for the discussions with the programme on the annual Workplans and budgets. If observations and recommendations of the external monitors could be available by early August, they could be utilized by the districts in the process of planning and budgeting for the following year.

A process oriented approach forms the basis for reaching the objectives of the programme. The consultants will advise both the Tanzanian and the Netherlands Government on the most effective and efficient methods of programme implementation.

7.5 COORDINATION WITH OTHER PROGRAMMES

In the districts and the region many development activities and programmes are implemented. It has been observed that activities are often carried out without a proper form of coordination. Such coordination is considered necessary to avoid duplication of efforts. Issues to be addressed include programme philosophy (e.g. with regard to user contribution), time-planning, training activities, transport requirements, arrangements concerning allowances, etc.

Special attention will be paid to a regular liaison between DWSP and the other Netherlands-supported District Rural Development Programmes in Shinyanga region (Maswa, Meatu and Kahama). Coordination meetings are envisaged between the Regional Programme Adviser, the District Programme Coordinators and the RNE.

Also coordination with other water supply and sanitation programmes in Tanzania will be organised. Experiences gained in similar programmes outside Shinyanga region, could reveal important views and information that might assist in optimising the programme. Inter-programme contacts and dissemination of information are considered necessary to enhance the quality and impact of these water supply and sanitation development programmes.

8 CONSULTANCY SERVICES

8.1 LONG TERM CONSULTANCY

8.1.1 Role of the consultant

The Government of the Netherlands will make Technical Assistance available to the Programme through DHV Consultants BV from the Netherlands.

The role of the consultant is to manage the donor funds, to facilitate the implementation of the Domestic Water Supply Programme by the district governments and to strengthen the institutions and the capacities in the public and the private sector and the community.

The role of the consultant is primarily to manage the disbursements of funds from the Government of the Netherlands and to monitor, report, advise, guide, assist, identify and innovate the implementation of the programme. In the course of the programme the role of the consultant is intended to be scaled down to a lower level of inputs and services, as has been described in paragraph 4.4.

The consultant will assign a team of advisers that will operate at the level of the region. The Terms of Reference for the consultancy services for the Inception period are presented in appendix III. For the general tasks and responsibilities of the consultant reference is made to the Terms of Reference contained in appendix IV. The job descriptions of the individual advisers are described in appendix V.

The consultant will arrange for the posting of fully qualified staff that is capable of providing required advisory services to the highest professional standards.

It is envisaged that after the second programme year there will be two Tanzanian advisers in the consultant's team; one for Community Development/Women in Development and one for Training.

The consultant's team will be supported by a Human Resources and Institutional Development adviser. This adviser will be assigned on a full-time basis during the first year of the Programme and on a part-time basis in the following years.

For backstopping in the Netherlands 10 man-months have been budgeted.

8.1.2 Financial management by the consultant

All parties involved in the programme will require funds for their activities. The user groups, the authorities at district, regional and national level, as well as the consultant, will have their respective tasks and responsibilities with regard to financial management.

The consultant in Shinyanga region will receive funds through the consultant's head office in the Netherlands. The funds received for programme implementation will be disbursed by the consultant. The disbursement procedures that were used during the programme period 1988 - 1992 are still applicable. The possibility to release funds directly to user groups and/or private sector is being considered. Part of the money received will be used by the consultant for expenses made under the operational budget for Shinyanga region or for specific programme activities such as training.

Donor funds will be disbursed on the basis of approved annual work plans and budgets, as well as an approved bi-monthly action plan of the districts and the region. Disbursements will be made to the district and regional authorities, as well as to user groups, private sector, etc.. The flow of programme funds is shown in the paragraph on financial management of the programme (7.3). Funds can be disbursed once the recipient has opened a special programme account. Transfers will be made by cheque.

8.1.3 Reporting by the consultant

The consultant will submit their Quarterly Progress Reports to the Netherlands Government through the Royal Netherlands Embassy. The reports will be produced in the English language. Copies of the reports to the Prime Minister's Office will be made available through the Regional Development Director. Copies will also be sent to the District Executive Directors, as well as to the Coordinators of other programmes. The reports will be discussed in the Regional Steering Committee.

The consultant will be responsible -on behalf of the Netherlands Government- for the day-to-day and overall monitoring of the progress made under the programmes and includes the monitoring of proper utilization of resources (funds, equipment, materials). This implies that the consultants must have access to all relevant programme information.

8.2 SHORT TERM CONSULTANCY

In the course of the five year programme some 15 man-months have been foreseen for various short-term consultancies for assignment in Shinyanga region. The short-term advisers may be identified by the Regional Steering Committee or by the Regional Programme Adviser and are to be approved by the Royal Netherlands Embassy.

PLAN OF OPERATIONS

| Budget DWSP for Morogoro and Shinyanga Regions, 1993-1998 (in Dutch Guilders) | | | | | | | |
|---|-------------------|-------------------|------------------|------------------|------------------|-------------------|-------------------|
| | 1993 (Mar-Dec) | 1994 | 1995 | 1996 | 1997 | 1998 (Jan-Feb) | Total |
| Consultancy Services | 2,283,769 | 2,791,980 | 2,736,986 | 2,724,610 | 2,908,139 | 433,108 | 13,878,592 |
| Operational Budget Morogoro Region | 1,306,500 | 1,089,800 | 1,007,700 | 923,000 | 934,600 | 62,500 | 5,324,100 |
| Operational Budget Shinyanga Region | 1,182,500 | 997,800 | 916,900 | 1,000,600 | 887,700 | 70,500 | 5,056,000 |
| Liaison Office Dar es Salaam | 58,500 | 66,000 | 75,000 | 101,000 | 73,000 | 10,500 | 384,000 |
| Morogoro Districts | 2,463,583 | 2,019,000 | 1,650,000 | 1,615,000 | 1,093,000 | 77,917 | 8,918,500 |
| Morogoro Region | 496,083 | 397,500 | 200,000 | 220,000 | 162,500 | 22,917 | 1,499,000 |
| Shinyanga Districts | 2,790,833 | 2,449,000 | 1,851,750 | 1,823,000 | 1,480,500 | 114,667 | 10,509,750 |
| Shinyanga Region | 102,083 | 131,000 | 187,500 | 137,500 | 102,500 | 15,417 | 676,000 |
| National level | 107,417 | 48,175 | 48,175 | 48,175 | 48,175 | 9,583 | 309,700 |
| Sub-total | 10,791,268 | 9,990,255 | 8,674,011 | 8,592,885 | 7,690,114 | 817,109 | 46,555,642 |
| Contingencies 5% | 545,732 | 508,745 | 439,989 | 432,115 | 385,886 | 39,891 | 2,352,358 |
| Total | 11,337,000 | 10,499,000 | 9,114,000 | 9,025,000 | 8,076,000 | 857,000 | 48,908,000 |
| Evaluation Missions | 100,000 | 100,000 | 150,000 | 100,000 | 100,000 | 0 | 550,000 |
| Gender Impact Study | 150,000 | 0 | 150,000 | 0 | 0 | 0 | 300,000 |
| Grand - Total | 11,587,000 | 10,599,000 | 9,414,000 | 9,125,000 | 8,176,000 | 857,000 | 49,758,000 |

DOCUMENTATION

The following documents have been considered in the preparation of this Plan of Operation:

- Plan of Operation for Rural Water and Sanitation Programmes, Morogoro and Shinyanga Regions: 1988-1991 (RNE/ Dar es Salaam, June 1988).
- Evaluation of the Rural Water and Sanitation Programmes, Shinyanga and Morogoro Region (Final Draft, Matrix consultants, April 1991).
- Proposal for the Rural Water and Sanitation Programmes, Tanzania: 1993-1997 (Second Draft Volume I and II, Matrix consultants/GSK-Nairobi/IRC, July 1992).
- Proposal Domestic Water Supply Programmes, Shinyanga Region: 1993-1997 (Shinyanga Region and Districts Shinyanga Rural, Bariadi, Maswa, Meatu and Kahama; November 1992)
- Cost-recovery of Village Water Supplies: a Training Guide for Community Development Assistants; Morogoro/Shinyanga Rural Water and Sanitation Programmes (IRC, September 1989)
- Technical study on the Assessment of Training needs in the Rural Water Supply & Sanitation Programmes in the Morogoro and Shinyanga Regions - Tanzania (DHV, March 1991)
- Proposal for local repair and manufacturing of SWN hand pumps in Shinyanga (DHV, February 1992)
- Report of the Hand pump mission; Shinyanga and Morogoro Rural Water Supply Programmes (Makala/Bom, March 1992)
- Building on Project experiences in Rural Water Supply in Tanzania: Trends and issues (Review paper, IRC, April 1993)

APPENDIX I

STEP - BY - STEP APPROACH

(REVISED VERSION)

PLAN OF OPERATIONS

The following are a set of twelve guidelines for implementors using the PRA methodology and the step-by-step approach for water and sanitation interventions ¹:

1. When "entering" a village for the first time, the District staff meet with the Ward officers and Village leaders to introduce themselves and discuss the project. The Village Executive Officer (VEO), who lives and works in the village concerned, requests the opportunity to address a village meeting at which the project is discussed in general terms and the PRA process described as a way of looking at problems in the villages and seeing if ways can be arrived at in solving them.
2. If the meeting participants are in agreement, they are requested to meet in smaller groups (potential water user groups) at the sub-village level at a specified time and place. The PRA team will meet with these groups to give further information and to answer questions. The groups are further requested to choose between five and ten people to represent them on the "PRA team". The groups are encouraged to select a diverse team of men, women and youth whom they have confidence in, who are respected and who represent a majority of (if not all) the villagers. It is stressed that the PRA team will be collecting and analysing data over the next two to three weeks, reporting back its findings at weekly meetings, and that a speedy time commitment is required. Representatives are chosen by voting (with the candidates' back turned to the gathering), a process that invariably elicits a good deal of talking and excitement.
3. In addition to the village or user groups representatives, civil servants from the relevant Departments at District Level are also requested to participate as PRA team members. Usually these should be a Health Assistant, Community Development Assistant and a technician (WFA) from the Department of Water. Officers whose time commitment does not allow them to participate on a daily basis are not encouraged to attend.
4. A two day orientation is held, on-site (usually in a primary school room or church hall), to go over the PRA methodology and techniques with the PRA team members. Emphasis is placed on breaking down inhibitions and barriers between locals and "outsiders", and on the fact that the PRA should be a learning experience for **everyone**. The value comes in learning that there are many skills the community members have which outsiders do not have, and demonstrating to locals that outsiders are there to learn as well as to share their knowledge.
5. PRA techniques utilized could include mapping, household discussions instead of interviews, no questionnaires!, time lines, collection of technical data, institutional analyses, problem ranking and decision matrix (for selecting water and sanitation systems technology).

¹ Dave Andriance, 'Participatory Rural Appraisal - Case Study', Department of Urban and Regional Planning Workshop, University of Nairobi, July 30-31, 1992 (pp.2-8)

6. As project staff become more experienced with PRA, increased efforts should be made to reduce the use of markers and newsprint, which many of the community members may not be comfortable with, and utilize instead locally available materials, such as seeds, stones, lines drawn in the soil, etc.
7. During the initial two or three weeks that the PRA is conducted, feedback on results obtained is given by the PRA team at weekly village leaders meetings. Presentations are given by community representatives, usually making use of newsprint and markers for showing results either graphically or in writing. These presentations invariably will provoke discussions and often revisions.
8. The initial process culminates in a "Site Selection Day", basically the selection of a number of sites where the project may assist villagers or institutions to construct water and/or sanitation systems. Proposals are made by the PRA team and then a consensus is reached by the participants at the meeting. Modalities for filling out request forms are introduced. Detailed planning on project implementation, including the respective contributions to be made by the project and the villagers/water users concerned, is deferred to the user-level consultations, with the PRA team.
9. Awareness of what occurs during the PRA process **may not** easily filter down to the user level, although representatives are encouraged to share their experiences and findings with others. Where this is the case, when it comes to the actual project implementation at the water-users level the feeling may persist that the project is imposed from outside. Thus, the PRA, as used today, may only be basically a means for identifying problems and selecting the sites and types of interventions which will be undertaken.
10. To address this gap between planning and implementation, the project should further conduct a number of PRA exercises at the water harvesters level after the PRA with users representatives. Exercises conducted at this level include village mapping, seasonal calendars -including gender task analysis, identifying potential sites, discussing constraints, identifying and prioritizing needs, and making Programme objectives clear related to future involvement of user(s) group(s) in project planning, implementation, operation and maintenance and issues on ownership, user contributions etc.
11. In addition, visually-oriented and participatory methods (controlled for the most part by the participants themselves) are encouraged.
12. The results can be quite exciting, both for community members and the facilitators. Facilitators find that it opens up new vistas of understanding in the individual villages (or user groups) in which they are working. Community members, on the other hand, appreciate determining the course that a project takes which will directly affect them. The end result could be a village Health Management Plan which, besides identifying construction sites for water and sanitation systems, also looks at health education interventions.

| STEP 1 | | CONSULTATION | | |
|---|--|--|--|------------------------|
| | | Aim: to encourage the community to establish user groups, through a participatory approach in order to ascertain the feasibility of implementing sustainable, i.e. to construct or rehabilitate, to operate and maintain water supply and sanitary facilities. | | |
| ACTIVITY (What should be done) | IMPLEMENTORS (Who is doing it) | METHODOLOGY (How can it be done) | INDICATOR (How can it be checked) | ESTIMATED TIME |
| 1.1 Briefing of Village Council, asking permission to hold meetings with the village community and to inform the entire community | Village Chairman and Village Team (= VEO, VWSC-rep. and community-rep.) 2 animators | Council meeting Village Assembly | Minutes of Council meeting Report by the VEO | One day One day |
| 1.2 Various meetings to investigate and discuss wishes, requirements and obligations of community groups ; - information on DWSP-programme & services, - need for registration of future users, - recommend to establish a VWSC and water user groups, - need to investigate availability of (potential) fundis and/or small contractors, - need to collect baseline information of the village, including gender related issues, including mapping of existing structures/facilities | Village Team together with the users/community | Consultative meetings with users in villages Contacts with resource persons (e.g. VHW, VCDW, leaders) | Report of meetings (based on Manual), incl.: - Attendance lists - Registration list for potential user groups - Registration forms of fundis/contractors - Baseline information - Village map (see below) | One month |
| 1.3 <i>Tour through village to verify the baseline data and to indicate potential sites for water/sanitation facilities</i> | Village Team and users | <i>Tour through the village</i> | Village map (incl. clusters of houses, quality index for existing WP's/latrines, etc.) | Two weeks |
| 1.4 Formal establishment of user group(s) and a VWSC | Users assisted by Village Team | General meeting (nomination and election of board-members) | Minutes meetings | Two weeks |

| STEP 2 | | PREPARATION | | | Aim: to gather and analyze all relevant information before starting the construction/rehabilitation of water supply and sanitary facilities. | |
|--|--|---|---|------------------------------------|--|--|
| ACTIVITY (What should be done) | IMPLEMENTORS (Who should do it) | METHODOLOGY (How can it be done) | INDICATOR (How can it be checked) | ESTIMATED TIME | | |
| 2.1 Gender Impact Study (in combination with a Socio-economic Study) | Gender experts, Regional Management Team and District Management Teams | Various Rapid Participatory Rural Appraisal (R/PRA) methods | Final Study Report (incl. audio-visual material) | to be decided | | |
| 2.2 Environmental Impact Assessment (in combination with revision of Regional Water Master Plan) | Team of external experts, District, Regional (and National) experts | Research | Report | ... | | |
| 2.3 Field-surveys: - geo-hydrological survey - water quality and/or sanitary conditions - topographical survey | Surveyors and/or private funds | Surveys | Survey Report Lab Report Survey Report | 1-2 weeks 1-2 weeks < 1 week | | |
| 2.4 Preliminary design of alternatives (in particular for more complex systems) and preparation of cost estimates | Water/Health Department | Design & cost calculations | Plans & Estimates | depending on the situation | | |
| 2.5 Presentation to user groups, schools, clinics, churches: - designed alternatives and costs estimates, - discuss available and required resources (funds, labour, personnel, materials, equipment) - need to assign VM/SA and WCT/WPCT (and the need to agree upon remuneration) | District implementors, WFA, HA, CDA | Meeting | Minutes of meeting | One day | | |

| STEP 2 (continued) PREPARATION | Aim: to gather and analyze all relevant information before starting the construction/rehabilitation of water/sanitation facilities. | | | |
|--|---|--|--|-----------------------|
| ACTIVITY (What should be done) | IMPLEMENTORS (Who should do it) | METHODOLOGY (How can it be done) | INDICATOR (How can it be checked) | ESTIMATED TIME |
| 2.6 Preparation of project: <ul style="list-style-type: none"> - planning of activities, - prepare budgets, - assign VM/SA and WCT/WPCT and agree upon remuneration, - identify training needs, - make training schedule. | Users (women) and District implementors | Meeting | Planning sheet, Budget sheet, Training schedule, List of trainees | Two to three days |
| 2.7 Approval of project: <ul style="list-style-type: none"> - select and site of water-supply/sanitary facility, - define who will contribute what resources (funds, labour, materials, equipment) - define who will do which work, - detailed planning of activities. <p>and</p> | Users (women) and District implementors: <ul style="list-style-type: none"> - Users (women) - Users (women) and District - Users (women) - Users (women) and District | Meeting | Minutes of meeting: <ul style="list-style-type: none"> - voting by the users - statement - statement of the users - planning sheet | Two days |
| 2.8 Agreement. | Users (women), District implementors and other parties involved (e.g. fundis, contractors) | Meeting | Contract | " " |
| 2.9 Opening of Users' Water-account, with at least TShs. 30,000/= for O&M and also an estimated contribution of the users for construction of the water-supply/sanitary facility. | Users | | Bank statement | Open |

| STEP 5 | | COMMISSIONING | | Aim: to evaluate the implementation of the Programme, conduct value-for-money auditing and 'hand-over' the water supply and sanitary facilities to the users. | |
|--|---|---|---|---|--|
| ACTIVITY (What should be done) | (This stage should follow as soon as possible after completion of the water-supply/sanitary facilities) | IMPLEMENTORS (Who should do it) | INDICATOR (How can it be checked) | ESTIMATED TIME | |
| 5.1 | Check previous documents (forms, drawings and data) | Users; District/Region; Donor; contractor | Statement | Depending | |
| 5.2 | Verification of the various agreements (as mentioned in the contract) | All parties involved | Check list: - value-for-money audit, - completion certificate, - final payment | Depending | |
| 5.3 | Physical inspection of the works | All parties involved | Report | One day | |
| 5.4 | 'Handing-over' of water-supply/sanitary facility (maximum one week after completion of the work) | Users/District/Region/Contractor/Donor | Certificate for the user group | " " | |

| STEP 6 OPERATION & MAINTENANCE | Aim: to establish a system which will ensure the smooth functioning of water supply and sanitary facilities, which is being sustained by user groups. | |
|---|--|---|
| ACTIVITY (What should be done) | IMPLEMENTORS (Who should do it) | INDICATOR (How can it be checked) |
| 6.1 Registration of maintenance carried out | VM/SA and WCT/WPCT | Maintenance card (average period for repair) |
| 6.2 Up-date of maintenance and running costs (spare parts, grease, etc.) | Users (if needed assisted by District) | Cash book |
| 6.3 <i>Financial and administrative management and control (incl. budgeting)</i> | Users (if needed assisted by District) | Books and reports |
| 6.4 Technical improvements | District/Region; Donor; pump-factory | Report |
| 6.5 Monitoring of user's contribution and activities over time (to assess success/failure and the related reasons) | User groups and VWSC | Quarterly report |
| 6.6 Provision of spares (incl. annual up-dating of prices) | Private sector (e.g. RTC), pump-factory or Donor | Monitoring |
| 6.7 Check on yield of water-resources and quality of water | District/Region | Report |
| 6.8 Provision and replacement of tools | Users/workshop/donor | Monitoring |
| 6.9 Performance assessment of VWSCs, VHWs, VM/SAs and WCT/WPCTs | District/Region | Annual report |
| 6.10 Refresher course(s) | Depending | Completion Test |

APPENDIX E

SYSTEM DESIGN 1993 - 1995

(revised draft)

CONSIDERATIONS

The regional and district authorities adopted the "System Design" that was applied during the Rural Water and Sanitation Programmes, Morogoro and Shinyanga Region from 1988 - 1992. Because of the changes in the institutional set up of the Domestic Water Supply Programmes attention has been given to clarify new tasks, responsibilities and procedures. The aim is to simplify the system, in order to arrive at more effective and practical arrangements. The following matters will be considered during the Inception Period:

- The proposed draft organizational structures, as they have been indicated in Chapter 6, will be harmonized in accordance with the respective tasks and responsibilities of the various parties involved in the Programme. To that end for each activity (in the step-by-step approach) carried out under the Programme, tasks and responsibilities will have to be specified.
- Consequently, tasks and responsibilities for new Programme functions such as the Programme Steering Committees and the Programme Management Teams, need to be determined in more detail.
- The criteria to be used for priority setting of projects shall be formulated by the Districts, so that transparency can be given to applicants on the status of their request for assistance (including the expected time of project implementation).
- The role of the private sector and the procedures to involve the informal sector have to be worked out. This will have its reflection upon the roles and responsibilities as described in a new "system design".

CONTENTS

INTRODUCTION

Roles and responsibilities
Community, Government, Private sector
Jobdescriptions

1 VILLAGE LEVEL

- 1.1 Village Council;
 - Village Executive Officer
- 1.2 Village Water and Sanitation Committee
- 1.3 User group
- 1.4 Village workers;
 - Well Care Taker / Water Point Care Taker
 - Village Mechanic
 - Scheme Attendant
 - Village Health Worker

2 WARD LEVEL

- 2.1 Ward Development Committee
 - Ward Executive Officer
- 2.2 Departmental Field Team;
 - Water Field Assistant
 - Health Assistant
 - Community Development Assistant

3 DISTRICT LEVEL

- 3.1 District Council;
 - District Executive Director
 - District Planning Officer
- 3.2 District Development Committee
- 3.3 District Water and Sanitation Committee
- 3.4 District Steering Committee
- 3.5 District Programme Management Team;
 - District Programme Manager
- 3.6 District Departments:
 - 3.6.1 Water Department;
 - District Water Engineer
 - Programme Assistant
 - 3.6.2 Health Department;
 - District Health Officer
 - Programme Assistant
 - 3.6.3 Community Development Department;
 - Community Development Officer
 - Programme Assistant

4 REGIONAL LEVEL

- 4.1 Regional Development Committee;
 - Regional Development Director
 - Regional Planning Officer
- 4.2 Regional Water Board
- 4.3 Regional Water & Sanitation Committee
- 4.4 Regional Steering Committee
- 4.5 Regional Programme Management Team;
 - Regional Programme Manager
- 4.6 Regional Departments:
 - 4.6.1 Water Department;
 - Regional Water Engineer
 - Programme Assistant
 - 4.6.2 Health Department;
 - Regional Health Officer
 - Programme Assistant
 - 4.6.3 Community Development Department;
 - Regional Community Development Officer
 - Programme Assistant

JOB DESCRIPTIONS

FOR PERSONNEL INVOLVED IN THE PROGRAMME

- 1. **Village workers:**
 - 1.1 Well Care Taker / Water Point Care Taker
 - 1.2 Village Mechanic
 - 1.3 Scheme Attendant
 - 1.4 Village Health Worker
- 2. **Departmental staff:**
 - 2.1 Water Field Assistant
 - 2.2 Health Assistant
 - 2.3 Community Development Assistant
- 3. **District Programme Management:**
 - 3.1 District Programme Manager
 - 3.2 District Water Engineer - Programme Assistant
 - 3.3 District Health Officer - Programme Assistant
 - 3.4 District Community Development Officer - Programme Assistant
- 4. **Regional Programme Management:**
 - 4.1 Regional Programme Manager
 - 4.2 Regional Water Engineer - Programme Assistant
 - 4.3 Regional Health Officer - Programme Assistant
 - 4.4 Regional Community Development Officer - Programme Assistant

INTRODUCTION.

The district and regional authorities developed a "System Design", describing roles and responsibilities of all parties involved in the policy-making, management and implementation of the Programme. The first version was applied during the Rural Water Supply Programme (RWSP), Morogoro and Shinyanga region, from 1988 - 1991. Because of the changes in the institutional set up of the Domestic Water Supply Programmes special attention has been given to specify new roles and responsibilities and to clarify new procedures. It has been the aim to simplify the previous system, in order to arrive at more effective and practical arrangements.

The Domestic Water Supply Programmes in Shinyanga region have as a long-term objective to improve the living conditions and the health situation of the people by providing access to an adequate -i.e. sufficient in quantity and safe in quality- water supply or sanitary facilities within a reasonable distance of the homesteads in a sustainable and environmentally viable way.

In order to reach the above mentioned long term objective the following medium term Programme objectives shall be achieved:

- 1) increased number of people making continuous use of raised service levels of water supply and/or sanitary facilities, as a basis for improved public health and living conditions;
- 2) reduced effort spent on water collection substantially ², by providing water closer to the homesteads;
- 3) improved gender balanced participation of the users in decision-making;
- 4) improved sustainability of the Operation and Maintenance of water supply and sanitary facilities, by e.g. strengthening the relevant skills of user groups;
- 5) strengthened capacity of the institutional framework for the provision of water supply, sanitary facilities and hygiene education, in order to ensure continued efficient, effective and environmentally viable development, when donor assistance is reduced.

Roles and responsibilities

The parties described in this document can be divided into two categories:

In one category is the prevailing Government structure, its regular bodies, standing committees and personnel (e.g. Regional Development Committee, District Council, Village Water and Sanitation Committee, Ward Executive Officer, Health Assistant). The roles and responsibilities, as described in this document, only reflect those that are directly related to the Programme objective.

In the other category there are some committees, teams and functions established, for the specific purpose of the Domestic Water Supply Programmes (e.g. Regional Steering Committee, District Programme Management Team, Well Care Taker, Village Health Worker).

The programme structure has been kept as basic as possible: policy matters and strategies with a Steering Committee, management with a Management Team, implementation with village-based workers/fundi's. The nature of the Management Teams is that of a 'task-force', a cooperation of the Departments concerned with domestic water supply and sanitation.

Community, Government, Private sector

The development of the water supply and the sanitation in the Districts has to be a joint effort of community, the private sector and the government.

The community,
The private sector
The government

Jobdescriptions

In the following chapters roles and responsibilities and procedures for reporting and decision-making are given, for all parties and persons involved in the Programme at the village, district and regional level.

The criteria to be used for priority setting of projects shall be formulated by the Districts, so that transparency can be given to applicants on the status of their request for assistance (including the expected time of project implementation).

1 VILLAGE LEVEL

1.1 Village Council

- 1) The Village Council is to act in the interest of the village community. It is therefore expected to promote and to facilitate the improvement of the water supply and sanitary facilities for the community.
- 2) The Village Council has delegated the above to the Village Water and Sanitation Committee, which is a sub-committee to the Social services Committee.
- 3) The Village Council is to identify the need and interest for water and sanitation. The Village Council (VEO) forwards an initial request to the District Programme Management Team. The DPMT will then initiate a village survey to be conducted by a team from the village.
- 4) With regard to the surveys the Village Council commits itself to provide any assistance required by the survey team(s).

1.1.1 Village Executive Officer (to be defined)

- 1) The VEO assist two animators that carry out a village survey. They will:
 - a. make a village settlement pattern map,
 - b. provide information about:
 - leadership organization and composition,
 - labour force, existing village activities, e.g. days for communal work, etc.
 - health behaviour and environmental sanitation,
 - planned extension areas,
 - existing water sources and purposes for which they are used,
 - existence of any further water needs in the village, e.g. livestock watering, dips and other small scale productive uses,
 - proposed sites for water points and sanitary facilities.
- 2) When the village survey confirms the need and interest of the village to improve the water supply or sanitary conditions, and also the willingness of the villagers to accept the responsibility for future facilities or for the facilities which are to be rehabilitated and/or extended, the VWSC submits an application to the DPMT. Thereafter surveys into all aspects relevant to the provision of water and sanitary facilities will be conducted by the technical departments or fundi's.

1.2 Village Water and Sanitation Committee

1.2.1 The Committee for Social Services of the village should arrange to elect a Village Water and Sanitation sub-Committee (VWSC) which will be responsible for all matters concerning water and sanitation projects in the village.

1.2.2 Composition and election of the VWSC

The composition of the VWSC should be six (6) members. Both men and women should be present.

- The chairman of the Committee for social services is also the chairman of the VWSC.
- Five (5) members are to be elected.
- At least three (3) members of the VWSC should be women.
- Either the Chairman or the Secretary shall be a woman.

1.2.3 Responsibilities of the Village Water and Sanitation Committee

Rehabilitation and Construction

- a. The VWSC will meet, preferably once a week with the implementing departmental staff supervisor(s) to discuss and arrange village participation in the works to be done in the coming week.
- b. The VWSC mobilises village participatory labour according to the action plans (see 3.2.1.a.v.) and as agreed in the meetings under a., with assistance from the CDA. It keeps records of attendance.
- c. At work, members of the VWSC have a supervisory role.
- d. The VWSC reports to the Village Government on work progress and requests disciplinary action in cases of non-compliance with the agreed village participation.
- e. The village will select at the start of project implementation, in case of water facilities, two Village Mechanics who will be trained during the execution of the works by the Programme implementors (i.e. Maji Department or private sector).
- f. Similarly, in case of sanitation projects, a village health worker will be selected who will be trained by the Health Department and/or the Programme implementors.
- g. The VWSC will select a care-taker for every water point, who will be trained by the village mechanic, assisted by the Programme implementors.

Operation and Maintenance

- a. The VWSC is responsible to manage and be the executive agent for operation and maintenance of the village water and sanitation facilities. This includes:
 - Selection of Well / Water Point Care Takers and arrange for their training.
 - Selection and supervision of village mechanics, village community development workers and village health workers and to arrange for their training and remuneration.
 - To arrange for the procurement of required tools and spares.
- b. To advise the Village Government in order:
 - *. The village will also include in these plans the activities, projects and arrangements which it makes to increase its yearly contribution to the operation and maintenance of the water and sanitary facilities. It can request assistance from District Council for technical advice and finance in the set-up of such activities.
 - To allocate sufficient funds for operation and maintenance and repair each year.
 - To develop and formulate by-laws for the water supply.
 - To arrange for the procurement, proper stocking, replacement and administration of tools and spares for the operation and maintenance of the water supply.

1.2.4 Reporting

The VWSC reports monthly to the Village Council (copy to the District Water Committee) on:

- a. The general performance and sufficiency of the water supply and sanitation facilities in relation to the village population.
- b. Problems encountered, action undertaken and the outcome of this action.
- c. Income and expenditure:
 - i. Financial report.
 - ii. Consumption and use of spares and their replacement (procurement).
 - iii. Running costs, e.g. remunerations, transport, etc.
 - iv. Activities started to generate funds.
- d. Impact of user education on hygienic conditions around the waterpoints and the sanitary facilities.
- e. Requests for advice and assistance, and its outcome.

1.3 User group (to be defined)

- All villages are informed
 - Some villages register
 - Village survey carried out
 - User groups might be established and submit Application
 - Technical surveys carried out
 - Findings discussed and choice made
 - Preparation of Project
 - Agreement
- 1) The user group is responsible for the operation, maintenance and repair of the water and sanitation facility in terms of finance, materials, administration and labour.
 - 2) The findings of the surveys, the designs, the costs of the various alternatives and the future maintenance costs, will be presented to the user group.
 - 3) Based on the information provided, a choice will be made which is acceptable to the user group as well as to the technical departments. The user group commits itself to pay the materials (e.g. cement, sand), the labour (either fundi or part of the Departmental services and casual labour, or providing the latter in kind). Furthermore, part of the costs of the pump, the pipes or what is applicable, is to be paid by the user group. The donor commits itself to pay the activities of the Departments, lease out the necessary equipment for the private sector and subsidize the pumps and other materials for the users.
 - 4) The user group is responsible to appoint and remunerate Well/Water Point Care Takers, Mechanics and/or Scheme Attendants, as well as Village Health Workers, and arrange to obtain assistance for their training from the Programme. Where appropriate also Village Community Development Workers will be appointed.
 - 5) Where the user group is as yet unable to do so, the Village Council will assist.

- 6) The user group is to prepare every year a plan and budget for Operation & Maintenance.
- 7) The village and the DWSC will ensure that spares and other items needed for operation, and maintenance and repair of the facilities are stocked for immediate use.
- 8) Based upon the choice made by the user group their decision will be presented to the DPMT which will prepare an implementation plan in close cooperation with the user group.
- 9) Formal agreement between the user group, the Village Council and the District and the fundi.

1.4 Village workers:

1.4.1 Well Care Taker / Water point care taker

He or she is in charge of the upkeep of the water point. He/she has the following *responsibilities*:

- a. To take care of the general cleanliness around the water point.
- b. To educate the users in the proper use of the water point.
- c. To act on any misuse and to report to the VWSC on non-compliance by the users with his/her directives.
- d. To report and obtain assistance from the Village Mechanic on any malfunctioning of the water point.
- e. To report to the VWSC in case the VM does not perform his/her duties as required.

Selection:

The Well / Water Point Care-taker(s) will preferably be selected from among villagers near the location of the water point, such as:

- a. The ten cell leader (balози).
- b. The owner of the field in which the water point is located.
- c. For local water points near homes, preferably a woman should be selected.

1.4.2 Village Mechanic

Responsibilities:

The village is responsible to select one or two (in case of sickness or absenteeism) village mechanics. The VM's will be charged with the following responsibilities:

- a. The VM is responsible to the Village Government through the VWSC.
- b. The VM is responsible for the upkeep and repair of the village water supply facilities within the village boundary. When the work exceeds his/her capacity he/she will request assistance from the VWSC.
- c. The VM ensures that the village care-takers are taking care of the waterpoint assigned to them.
- d. The VM assists the Programme implementors in the training of the Well / Water Point Care Takers.
- e. The VM will complete a monthly report, using pre-printed formats, and forward this report to the VWSC.

Selection:

The following qualifications must be considered in selecting a village mechanic:

- a. The village mechanic should be a settled resident of the village.
- b. Preferably, it should be a person who already has basic technical abilities, e.g. in bicycle repair, grinding mill maintenance, blacksmithery, etc.

1.4.3 Scheme Attendant

Responsibilities:

- a. The scheme attendant is responsible to the Village Government(s) concerned through the VWSC's and to the District Water Engineer.
- b. He/she is responsible for the operation, maintenance and repair of the water supply, thereby assisted by the village mechanics in case the supply covers several villages. Where the supply concerns only one village, and/or consists of a combination of technologies, the SA will take on also the responsibilities of the VM in the village where he/she is resident. Anything beyond his/her capacity he/she should report to the chairman of the VWSC, copied to the project level programme team which will arrange for assistance.
- c. He/she is the supervisor of the village mechanics in the villages supplied by the scheme.
- d. The scheme attendant keeps daily records required for the running of the system, and completes monthly reports on pre-printed formats and forwards:
 - i. one copy to the village government of each village within the scheme through the VWSC.
 - ii. one copy to the DFA.

Selection:

Points to be considered:

- a. The SA is selected by the Village Government(s) concerned. Preference is to be given to a person living in the village nearest to the water source. The SA must be acceptable to the District Water Engineer, who will also arrange for his formal training.
- b. Preference is also to be given to people who have proven technical abilities, e.g. bicycle or tractor mechanics. The minimum education should be Standard VII, but higher qualifications are to be preferred.
- c. Women should be preferred.
- d. The SA is to be a settled resident of a village covered by the scheme.

1.4.4 Village Health Worker

Responsibilities:

- a. To co-operate with the Health Assistant to implement the planned health programme in the village.
- b. To assist the HA to organize the villagers for dissemination of health education in the village.
- c. To assist the HA in the collection of village health data.
- d. To assist the HA linguistically, where due to insufficient knowledge of the Swahili language the use of local language is required.
- e. To dispense first-aid in the village following the training in Primary Health Care.
- f. To assist the HA in the training of the WCT / WPCT and the VM in user and health education.

2 WARD LEVEL

2.1 Ward Development Committee (to be defined)

2.1.1 Ward Executive Officer (to be defined)

2.2 Departmental Field Team

At ward level, teams can be formed which are responsible for programme activities at village level. The field teams consist of staff from the district departments for Water, Health and Community Development, being:

- a) the Water Field Assistant (WFA)
- b) the Health Assistant (HA)
- c) the Community Development Assistant (CDA)

Each of the assistants is responsible to his district departmental head. He/she reports monthly, through the Programme Assistant at district level. Within the team, the co-ordinating function is to be decided upon.

2.2.1 Water Field Assistant

At project level, the WFA is responsible for the technical aspects of the water and sanitation facilities in his/her area, and in that represents Maji within the programme team. He/she reports to the District Water Engineer through the District Water Engineer - Programme Assistant on programme matters.

Water Department

At project level, the Maji staff supervisor, in co-ordination with the project level programme team, assists and co-operates fully with the VWSC in all matters concerning the construction and operation and maintenance of water supply, including:

- a. preparation and timely communication (every Saturday) of the work schedules to the VWSC,
- b. monitoring of progress of work and daily attendance, and the reporting to the VWSC if any action is required,
- c. checking and ensuring that standards of works are maintained,
- d. ensuring that all required tools and materials for the works are on site in sufficient amount and number for the work to proceed, and that these are properly stored and looked after,
- e. involving the village mechanics and/or scheme attendants in the construction activities as part of their on the job training.

2.2.2 Health Assistant

The HA is responsible for the promotion of health and sanitation activities in the villages. He/she will co-ordinate programme activities with other activities of the district Health department in the villages. The HAs will provide the necessary training to Village Health Workers. He/she reports to the District Health Officer through the District Health Officer's Programme Assistant.

Health Department

At project level, the Afya staff, in co-ordination with the project level programme team, assists and cooperates fully with the VWSC in all matters concerning the construction and operation and maintenance of water and sanitation facilities including:

- a. preparation and timely communication of health and sanitation works and training programmes at the VWSC,
- b. the monitoring of progress of work and the reporting to the VWSC if any action is required,
- c. to ensure that all required equipment, tools and materials for the works are on site in sufficient amount and number for the work to proceed, and that these are properly stored and looked after,
- d. to train village mechanics and/or scheme attendants in their task regarding health and sanitation aspects, and assist them in construction activities when required.

2.2.3 Community Development Assistant

Apart from his/her normal duties within the Community Development Department, the CDA at project level is responsible for the co-ordination of the Programme Teams' activities in the villages. He/she is the liaison between the technical departments and the village and takes care that village interests are taken into account during the execution of Programme activities. He/she represents the Community Development Department within the Programme team, provides the necessary training to CD workers in the villages, and reports on his/her activities to the District Community Development Officer through the District Community Development Officer - Programme Assistant.

Community Development Department

At project level, the CD staff, in co-ordination with the project level programme team, assists and cooperates fully with the VWSC in all matters concerning the construction and operation and maintenance of water supply and sanitary facilities including:

- a. preparation and timely communication on development projects and training programmes to the VWSC,
- b. the monitoring of progress of work and the reporting to the VWSC if any action is required,
- c. to ensure that all required equipment, tools and materials for the works are on site in sufficient amount and number for the work to proceed, and that these are properly stored and looked after,
- d. to train village mechanics and/or scheme attendants in their task regarding community development aspects, and assist them in construction activities when required.

3 DISTRICT LEVEL

3.1 District Council

The District Council has in the Programme a supportive role towards the Village Governments. It is responsible to ensure effective management of planning, design, rehabilitation, construction, operation and maintenance and repair of the water supply and sanitary facilities in the villages and in the departments that support them.

The District Council is assisted in this supportive role by the District Steering Committee.

3.1.1 District Executive Director (to be defined)

3.1.2 District Planning Officer (to be defined)

3.2 District Development Committee (to be defined)

3.3 District Water and Sanitation Committee

The District Water and Sanitation Committee, on the advice of the technical departments and the District Programme Management Teams (DPMT), will decide to which extent the village is able to handle the operation, maintenance or repair of its water supply and sanitary facilities. This decision will be laid down in yearly agreements between the VWSC and the DWSC and will be related to the required assistance that is given by the District Council.

3.4 District Steering Committee (to be defined)

The DSC is, on behalf of the District Council, responsible for the planning, management and control of programme implementation of the District Water Supply Programme.

Composition: The District Steering Committee (DSC) will be composed as follows:

1. Chairman - District Executive Director
2. Vice Chairman - District Planning Officer
3. Secretary - District Programme Manager
4. Members - District Water Engineer
- District Community Development Officer
- District Health Officer

Note:

The District Steering Committee may invite any functionary into its meetings when deemed necessary.

Responsibilities:

1. Project preparation

- a. The DSC considers village requests in relation to their water and sanitation facilities and its responsible to prepare an annual implementation plan that takes into account:
 - the technical feasibility of the projects,
 - the capacity for implementation of the District,

- the contribution that can be made available by the village to programme implementation through participation in labour, finance and materials.
 - the requests for assistance from the Village Governments to the District Council,
 - the assistance that can be made available by Central Government and other sources to assist the village, specifying all data necessary for the execution including the necessary financial requirements.
- b. This implementation plan is consequently communicated to Regional Steering Committee for consideration, comment and identification of the source and scope of assistance that can realistically be expected. After the plans have been commented upon by the RSC, the approved version will then be put before the District Council by the DSC, via the proper channels for consideration and inclusion into the annual budgetary estimates, with a request for the required assistance from Central Government and other sources, as indicated by the RSC. A copy of this plan is forwarded to the Regional Steering Committee.
- c. To approve Programme and project proposals submitted by villages.
- d. To identify capable private contractors and recommend on tenders and contracts.

2. Project Implementation

- a. The DSC is responsible for coordination, management and control of district assistance to the villages.
- b. Upon approval of the implementation plans and of the required assistance from Central Government and other sources by the District Council and the Regional Steering Committee, and after the required budgets have been allocated to the departments involved, the District Steering Committee will draw up, in co-ordination with the RSC, a District action plan.
- c. The DSC will arrange, through the departmental members of the Committee, that the approved requirements for the projects come available.
- d. On behalf of the District Council the DSC informs the villages, and their respective Ward Executive Secretaries, on the approval or disapproval of their projects through the Department of Community Development.
- e. Through the respective programme teams the DSC then prepares the villages for the start of the projects.
- f. The DSC will issue instructions, approved by the District Council, to ensure that all expenditures and material issues in the respective departments made conform with the approved plans and these are administered financially and as to their destination per item in sufficient detail to facilitate proper monitoring and control.
- g. The DSC shall advise the Village Governments, through their VWSC, on ways and means to raise funds for operation and maintenance of the village water and sanitary facilities. It shall arrange to assist the villagers in the set-up and maintenance of proper village accounts in relation to water and sanitation facilities, and in the required reporting on financial and technical matters, as well as in the preparation of proper annual implementation plans and budget estimates.

- h. It shall advise the villages in the formulation of by-laws, and in the procurement and stocking of village water and sanitation material and spares stock.
- i. It shall report to and advise the District Council on any issue related to operation and maintenance of village water and sanitation facilities in the district.
- j. The DSC will monitor progress and problems during project execution by means of reporting from its respective members and from the VWSCs, and takes corrective action when and where required in order to ensure that all approved projects are implemented.
- k. The DSC will meet quarterly to compile a financial and technical report on the progress of the implementation of the programme, and forward this report, through the appropriate channels, to the District Council with a copy to the Regional Steering Committee, together with its recommendation for implementation during the next quarter. The report shall specify expenditures per financial source and per activity in the Programme plan.

3.5 District Programme Management Team;

At District level a Programme Management Team is to be formed. This Team is responsible for assistance with regard to Programme implementation in the villages.

The DPMT consists of seven permanent members, namely the:

- District Programme Manager (coordinator)
- District Water Engineer
- District Community Development Officer
- District Health Officer
- District Water Engineer - Programme Assistant
- District Community Development Officer - Programme Assistant
- District Health Officer - Programme Assistant

The tasks and responsibilities for the team are still to be defined.

3.5.1 District Programme Manager (to be defined)

3.6 District Departments

3.6.1 Water Department

a) District Water Engineer (DWE)

The DWE will be directly responsible for the execution of the District Councils' water projects and will represent the RWE for National piped water supply projects. For projects executed under the Region or by National level the DWE will be responsible to safe-guard the district interests in these projects. He/she will plan, coordinate and implement the water projects of the District Council and will be the link between the District Council, the Regional Water Engineer and the villages within the District. To assist him/her the implementation of programme activities, he/she will appoint in his/her office a District Water Engineer - Programme Assistant (DWE-PA).

Project Preparation

- a. Each financial year, the DWE shall prepare budget estimates for surveys in villages, on the basis of the Programme implementation plan agreed upon by the DWSC in consultation with the Regional Water Committee. The surveys have to take alternative technologies into account, if applicable.
- b. On the basis of the survey data the DWE arranges for designs and costings to be prepared. In the case of drilled or dug wells with handpumps the design and costings are the responsibility of the DWE's office. In the case of piped supplies or any other technology, survey data will be forwarded to the RWE's office for assistance in further preparation.
- c. Design and costings preparation will be carried out following existing procedures, but must include accurate information on:

Description of area with sufficient details of the geography and topography; lay-out of proposed water supply or sanitation facility;

For wells: geo-graphical data, pumptest yield, details of siting, design depth, diameter, lining, platform configuration, pump;

For piped schemes: design drawings of scheme's main components, e.g. intake, sedimentation tank if any, supply main, service tank(s), reticulation system. details of source yield capacity.

Further required are the Bills of Quantities, supply lists and specifications with preliminary cost estimates.

- d. After design, and costings have been prepared, the RWE's office will send these to the DWE who, in turn, presents them to the DSC together with recommendation on the technology preferred.
- e. The DWE, after agreement is reached in the DSC on the projects to be included in the following financial year, will formulate the implementation plans and budget estimates with assistance from the District and Regional Programme teams, and presents these to the District Executive Director for inclusion into the District Councils' budget estimates. The implementation plans shall indicate the technical and budgetary assistance required from the RWE's office, which are to be included into the Regional budgets.

The implementation plan shall include a draft action plan for each project showing:

- Construction targets in the form of bar charts.
- Schedules for procurement and supplies of materials, equipment and tools.
- Staff allocations.
- Project transport requirements.

Rehabilitation and Construction

- a. The DWE will, once all preparatory activities are completed and budgets are approved, in co-ordination with the programme teams, draw up final action plans based on the implementation plan for the District and the Regional assistance action plan, and present them to the DSC.
- b. He/she will arrange, through the DSC, that all villages concerned are informed

about the projects, including those villages where projects have not been considered for implementation in the action plan.

- c. He/she has to ensure that proper co-ordination is maintained between his/her staff, the community development and health staff, and the village.
- d. He/she is responsible for monitoring progress, standard of work, proper use of materials, equipment and transport, and will take corrective action when required.
- e. The DWE will report monthly to the District Executive Director and the RWE about progress and problems encountered in the construction of the water supply, copy to the DWSC.
- f. He/she will ensure, following instructions from the DSC, that all materials issues and financial expenditures are administered in the required detail.
- g. His/her monthly report will cover:
 - i. Construction progress
 - ii. Supply of construction materials, equipment and tools, etc.
 - iii. Transport
 - iv. Expenditure
 - v. Staffing
 - vi. Any other points related to project implementation.

Operation and Maintenance

The District Water Engineer is the responsible officer as an executive agent to support the operation and maintenance activities in the villages. The District Water Engineer - Programme Assistant will be responsible to him/her for operation and maintenance activities in the District.

- b) Programme Assistant (DWE - PA) (to be defined)

3.6.2 Health Department

a) District Health Officer

- The DHO is responsible to the District Council for all health activities in the District.
- For projects executed under the Region or by National level the DHO will be responsible to safe-guard the district interests in these projects.
- In the Programme, he/she will provide the necessary training for his/her staff in order to enable them to train the villagers on all health and sanitation aspects, and to implement health and sanitation programmes.
- He/she is responsible for the development and implementation of health and sanitation projects in the Programme villages and will see to it that these are properly planned in coordination with the other members of the DSC.
- He/she will ensure that the financial and material requirements of his/her office are included in the annual Programme implementation plans to be prepared by the DSC and that these plans contain specified descriptions of the training courses he/she intends to conduct or have conducted. This includes:

Clear indication of target groups or individuals concerned; relationship with functional requirements; proposed training activities, course study programme, etc., the place where these course are to be held; proposed training institution if

applicable; costings.

- He/she will also be responsible to ensure that, following the instructions of the DSC, a proper monitoring of all his/her activities in the villages is performed and that an accurate account of all Programme related expenditures and material issues is kept and reported on to the DSC.
- He/she will report monthly to the DSC and to the RHO on Programme implementation and recommend therein necessary changes or improvements that can assist the effectiveness of the Programme.

b) Programme Assistant (DHO - PA) (to be defined)

3.6.3 Community Development Department

a) District Community Development Officer

- The District community Development Officer is responsible to the District Council for Community Development activities in the District.
- In the Programme, he/she has a coordinating function between the village level and the technical departments involved in Programme implementation.
- The DCDO will ensure that village interests are taken into account when planning and implementing Programme activities and will prepare and arrange to execute training programmes for Programme implementing staff.
- For projects executed under the Region or by National level the DCDO will be responsible to safe-guard the district interests in these projects.
- He/she will be responsible that socio-economic surveys are properly conducted by his/her staff in the Programme villages and ensure that these villages are sufficiently motivated to accept their responsibilities in regard of their participation in the rehabilitation, construction and operation and maintenance of their village water supply and sanitary facilities.
- He/she will instruct and train his staff to assist the villages in the identification, planning and execution of village activities and projects that are aimed at increasing the income and general well being of the villagers with as a secondary aim to generate funds to meet the operation and maintenance costs of the water supply and sanitary facilities.
- He/she shall, when necessary, investigate possibilities of assistance to the village for their projects by other departments, institutions, etc., and co-ordinate such assistance.
- He/she will ensure that the financial and material requirements for the activities of his office are included in the annual programme implementation plans to be prepared by the DSC and that these plans contain specific descriptions of the training courses he intends to conduct or have conducted. This includes:
Clear indication of target groups or individuals concerned; relationship with functional requirements; proposed training activity, course study programme, etc., the place where these courses are to be held, proposed training institution if applicable; costings.
- He/she will report monthly to the DSC and to the RCDO on Programme implementation and recommend therein necessary changes or improvements that can assist the effectiveness of the programme.

4 REGIONAL LEVEL

4.1 Regional Development Committee (to be defined)

4.1.1 Regional Development Director (to be defined)

4.1.2 Regional Planning Officer (to be defined)

4.2 Regional Water Board (to be defined)

4.3 Regional Water & Sanitation Committee

The Region has in the Programme an assisting and advisory role to the District Councils in which, in turn, the Region is assisted by National level and the donor. It is at Regional level that the National, Regional and donor support to the Districts is planned, managed and controlled to ensure its effectiveness.

To facilitate this planning, managing and control function the Regional Steering Committee will receive requests for assistance from the Districts through the District Steering Committees, and will prepare plans and budgets for the assistance from the various sources and in consultation with these sources, and advise the Districts on the feasibility of the assistance requested.

4.4 Regional Steering Committee

The RSC is, on behalf of the Regional Development Committee, responsible for the management (planning, coordination and control) of assistance to the Districts for the implementation of the District Water Supply Programmes.

Composition

The RSC is composed as follows:

1. Chairman - Regional Development Director
2. Vice-chairman - Regional Planning Officer
3. Secretary - Regional Programme Manager
4. Members:
 - Regional Water Engineer
 - Regional Community Development Officer
 - Regional Health Officer
 - District Executive Directors (of each district)
 - District Planning Officers (of each district)
 - District Programme Manager
5. Adviser(s)
 - Regional Programme Adviser
 - Human Resources and Institutional Development Adviser
 - Community Development / Women in Development Adviser (optional)

Note: The RSC may invite any functionary into its meetings when deemed necessary.

Responsibilities

Project Preparation

- a. The RSC will receive the proposed annual implementation plans and budget estimates (see also 3.1.2.1) from the District Steering Committee for their district Water Supply Programme and will consider these plans, taking into account:
 - The technical feasibility of the projects,
 - The assistance the Districts require for the implementation of the plans
 - The assistance the Districts may need without having requested so, for the implementation of their plans.
 - The implementation capacity of the Region.
 - The assistance that can be made available from Regional, National or other sources towards implementation.
- b. The RSC will, after consideration of the proposed implementation plans, advise the DSCs on any needed changes or alterations and on the assistance and its source that can realistically be expected. The DSCs then will present the proposal to their District Council and forward the final version to the RSC, which will then prepare an assistance implementation plan and arrange for the assistance to be included into the various estimates of the departments, ministries and other sources as it had previously obtained agreement about.
- c. The RSC will issue Programme directives.

Implementation

- a. After approval of the various budget estimates, the RSC will prepare an action plan for the implementation of the required assistance in co-ordination with the Districts, which plan is then incorporated into the action plans of each district for the assistance pledged to that district (see also 3.1.2.2).
- b. The RSC is responsible for coordination of the assistance from regional and other sources to the Districts.
- c. The RSC will monitor progress and problems during project execution by means of the reporting to it from its members and from the DSCs, and takes corrective action when necessary.
- d. The RSC will issue instructions, approved by the various sources of assistance, to ensure that all expenditures and material receipts and issues in the respective departments are made conform the approved plans, and that these are administered financially and as to their destination per item in sufficient detail to facilitate proper monitoring and control.
- e. The RSC will meet quarterly to compile a financial and technical report on the progress of the implementation of the Programme, and forward this report to the Regional Development Committee, with copies to the other sources of finance and the DSCs, together with its recommendation for implementation during the next quarter. The report shall specify expenditures per financial source and per activity.

4.5 Regional Programme Management Team

At Regional level a Programme Management Team is to be formed. This Team is responsible for assistance with regard to Programme implementation in the Districts. The RPMT consists of seven permanent members, namely the:

- Regional Programme manager
- Regional Water Engineer
- Regional Community Development Officer
- Regional Health Officer
- Regional Water Engineer - Programme Assistant
- Regional Community Development Officer - Programme Assistant
- Regional Health Officer - Programme Assistant

The tasks and responsibilities for the team are still to be defined.

4.5.1 Regional Programme Manager (to be defined)

4.6 Regional Departments

4.6.1 Regional Water Department

a) Regional Water Engineer

The RWE will be directly responsible for the execution of the Regional Assistants to the District Councils' water projects and will represent the Ministry of Water for National piped water supply projects.

He/she will plan, coordinate and implement the assistance to the water supply projects of the District Councils, and will be the link between the Ministry of Water, Energy and Minerals and the Regional Steering Committee and the District Water Engineer.

To assist him/her with the implementation of day-to-day programme activity a Programme Assistant (PA) will be appointed in his/her office, whose responsibility will include:

Project Preparation

- a. Each financial year, the RWE, with the assistance of Programme Assistant, shall prepare budget estimates for assistance to surveys in villages, if required, on the basis of the Programme assistance implementation plan agreed upon by the DSC in consultation with the RSC. The estimates will include assistance requests from the Ministry as well as the donor. The surveys have to take alternative technologies into account, if applicable.
- b. On the basis of the survey data received from the DWE he/she will arrange for designs and cost-estimates to be prepared.
- c. Design and cost-estimate preparation will be carried out following existing procedures, but must include accurate information on:
Description of the area with sufficient details of the geography and topography;
lay-out of proposed water supply or sanitary facilities;

For wells: geo-hydrological data, pumptest yield, details of siting, design depth, diameter, lining, platform configuration, pump;

For piped schemes: design drawings of scheme's main components, e.g. intake, sedimentation tank (if any), supply main, service tank(s), reticulation system, details of source yield capacity.

Further required are the Bills of Quantities, supply lists and specifications with preliminary cost estimates.

- d. After design and cost-estimates have been prepared, the RWE's office will send these to the DWE who, in turn, presents them to the DSC together with recommendations on the technology preferred.
- e. The RWE, assisted by the PA, after agreement is reached in the DSC on the projects to be included in the following financial year, will receive from the DWE the implementation plans which indicate the technical and budgetary assistance required from the RWE's office, presents these to the RSC for consideration and subsequently arranges for these to be included into the Regional budget estimates.

The implementation plans shall include a draft action plan for each project showing:

- a) Construction targets in the form of bar charts.
- b) Schedules for procurement and supplies of materials, equipment and tools.
- c) Staff allocation.
- d) Project transport requirements.

Rehabilitation and Construction

- a. The RWE will, assisted by the PA, once all preparatory activities are completed and budgets are approved in the RDC and Parliament, in coordination with the programme teams, draw up final action plans based on the Regional assistance action plan, and present these to the RSC for approval and inclusion in the Districts' action plans.
- b. He/she has to ensure that proper cooperation is maintained between his/her staff, the community development and health staff, and the DWEs.
- c. He/she is responsible for monitoring progress, standard of work, proper use of materials, equipment and transport, and will take corrective action when required.
- d. He/she will ensure, following instructions from the RSC, that all material issues and financial expenditures are administered in the required detail.
- e. The RWE will, assisted by the PA, report quarterly to the Regional Development Director and the Ministry of Water about progress and problems encountered in the construction of the water supply, copy to the RSC.

Operation and Maintenance

The Regional Water Engineer is responsible to support the operation and maintenance activities in the districts. The Regional water Engineer - Programme Assistant will be appointed in his/her office who will be responsible to him/her for all O & M.

b) Programme Assistant (RWE - PA) (to be defined)

4.6.2 Regional Health Department

a) Regional Health Officer

- The RHO is responsible for the regional assistance to the Programme implementation of health activities in the District.
- He/she will prepare and execute training programmes for his/her staff to enable them to assist the Districts and the villages in the identification, planning and execution of health and sanitation activities and programmes in the villages.
- He/she will ensure that the financial and material requirements of his/her office are included in the annual assistance, implementation plans to be prepared by the RSC and that these plans contain specified descriptions of the training courses he/she intends to conduct or have conducted. This includes:

Clear indication of target groups or individuals concerned; relationship with functional requirements, proposed training activity, course study programme, etc., the place where these courses are to be held; proposed training institution if applicable; costings.

- He/she will also be responsible to ensure that, following the instructions of the RSC, a proper monitoring of all his/her Departments' activities is performed and that an accurate account of all Programme related expenditures and material issues is kept and reported to the RSC.
- He/she will report quarterly to the Regional Development Director, his/her Ministry and to the RSC on Programme implementation and recommend therein necessary changes or improvements that can assist the effectiveness of the Programme.

The report shall show the expenditures in the Programme, local and foreign, and all material receipts and issues per item and value with their destination.

b) Programme Assistant (RHO - PA) (to be defined)

4.6.3 Regional Community Development Department

a) Regional Community Development Officer

- The Regional Community Development Officer is responsible for the regional assistance to community development activities in the districts.
- In the Programme, he/she has a coordinating function between the technical departments involved in Programme implementation, and between the Districts and the Region.
- The RCDO will ensure that district and village interests are taken into account when planning and implementing programme activities and will prepare training

programmes for Programme implementing staff.

- He/she will be responsible that his/her staff is trained to conduct socio-economic surveys in the Programme villages and is able to ensure that these villages are sufficiently motivated to accept their responsibilities in regard of their participation in the rehabilitation, construction and operation and maintenance of their village water and sanitation facilities.
- He/she will instruct and train his/her staff to assist the Districts and the villages in the identification, planning and execution of village activities and projects that are aimed at increasing the income and general well being of the villagers with as a secondary aim to generate funds to meet the operation and maintenance costs of the water supply and sanitary facilities.

He/she shall, when requested by the District, investigate possibilities of assistance to the village for their projects by other departments, institutions, etc., and coordinate such assistance.

- He/she will ensure that the financial and material requirements for the activities of his/her office are included in the annual assistance programme implementation plans to be prepared by the RSC and that these plans contain specified descriptions of the training courses he/she intends to conduct or have conducted. This includes:

Clear indication of target groups or individuals concerned; relationship with functional requirements; proposed training activity, course study programme, etc., the place where these courses are to be held; proposed training institutions if applicable, costings.

- He/she will report quarterly to the Regional Development Director, his/her Ministry and the RSC on Programme implementation and recommend therein necessary changes or improvements that can assist the effectiveness of the Programme.

The report shall show the expenditures in the Programme, local and foreign, and all material receipts and issues per item and value with their destination.

b) **Programme Assistant (RCDO - PA)** (to be defined)

JOB DESCRIPTIONS FOR PERSONNEL

INVOLVED IN THE PROGRAMME

1. VILLAGE WORKERS

1.1 Well Care Taker / Water Point Care Taker (WCT / WPCT)

1.1.1 The WCT / WPCT reports to the Village Mechanic and the Village Water and Sanitation sub-Committee.

1.1.2 The general task is to take care of the water points within his/her assigned area and to assist the Village Water and Sanitation sub-Committee in the training and guidance of the use of the water point.

1.1.3 He/she is recruited from the village by the VWSC and normally will be a village resident near the water point in the area. Where possible a woman will be selected.

1.1.4 His/her tasks include:

- To arrange for the cleaning of:
 - * Concrete slab
 - * Area surrounding concrete slab
 - * Spill-water gutter
 - * Soak away area
 - * External surfaces of the pump, DWP or standpipe.
- Training villagers to operate the pump, domestic water point or standpipe.
- Recognition of defects.
- Implementation of remedial procedures. (Report to VM and obtain assistance).
- Development on a small scale of productive spillwater use.
- Instruct and give general guidance to villagers on hygiene related to the use of the water.
- Take corrective action in case of non-compliance with the instructions given.

1.2 Village Mechanic (VM)

- 1.2.1 The Village Mechanic reports to the Water Field Assistant or, in case of a piped water scheme to the Scheme Attendant, and to the Village Water and Sanitation sub-Committee.
- 1.2.2 The general task is to maintain the water supply in the village and to supervise the work of the Well / Water Point Care Takers.
- 1.2.3 He/she is selected and appointed by the VWSC and receives a remuneration according to the valid village agreement.
- 1.2.4 The tasks, executed with participation of the users, include:
- Dismantle and re-assemble the pump, or water tap;
 - Recognize defects in the component parts of the pump, or water tap;
 - Carry out replacement of parts on the pump or water tap;
 - Repair concrete slabs;
 - Assists the project level team in the training of the VCTs;
 - Give guidance and assistance to VCTs in their task;
 - Arrangement to obtain spares from the spares distributor;
 - Advise on spillwater disposal;
 - Advise on productive activities related to water use and its availability for such use;
 - Advise the Village Water and Sanitation Committee;
 - Carry out administrative work in regard or registration of defects, the use of spares, work done and the monthly reporting thereof to the WFA and the VWSC.

1.3 Scheme Attendant (SA)

- 1.3.1 The Scheme attendant reports to the Water Field Assistant and to the Village Water and Sanitation Committee. Where the scheme covers more than one village, he/she will include in his/her report the activities of the Village Mechanics in those villages.
- 1.3.2 His/her general task is to maintain the water supply scheme in the village(s) it serves, with assistance from the Village Mechanics where the scheme serves several villages.
- 1.3.3 He/she is selected and employed by the VWSC, in agreement with the District Water Engineer to whom he/she is also responsible.
- 1.3.4 The tasks, executed with assistance from the VM's and participation of the users where applicable, include:

For gravity schemes:

- Clean sand traps at intakes
- Inspect intake for obstructions
- General external and internal examination of reservoirs
- Inspection and repair of:
 - * Float valves
 - * Air valves
 - * Washouts
 - * Gate valves
- Check turbidity
- Flush water mains
- Detection of leakages
- Repairs of water mains and connections
 - * PVC
 - * HPE
 - * GS
- Replacement of washers on taps
- Replacement on taps
- Operation of air valves
- General cleanliness of drinking water points

For electricity powered pumped schemes:

- Operation of pumps (switching)
- Read electricity meters
- Read water meters
- Take water samples
- Check turbidity
- Measure water level in bore-hole
- Record keeping
- Identify pump faults and request assistance when required
- Clean bore-hole area
- General external and internal inspection of reservoirs
- Inspection and repair of:
 - * Float valves
 - * Air valves
 - * Washouts
 - * Gate valves
- Flush water mains
- Detection of leakages

- Repairs to water mains and connections
 - * PVC
 - * HPE
 - * GS
- Replacement of washers on taps
- Replacement on taps
- Operation of air valves
- General cleanliness of drinking water points
- Fault analysis
- General cleanliness of pump house and surroundings
- Preserve woodwork of pump house and tank

For diesel powered pumped schemes:

- Clean or renew:
 - * Fuel filter element
 - * Air filter element
 - * Lubricating oil element
- Change lubricating oil
- Clean fan blades and ventilator openings around cylinders
- Check:
 - * Temperature and pressure gauges
 - * Lubricating oil level and condition
 - * Air cleaner condition
 - * Fuel supply
 - * Tank level
 - * Exhaust gases
- Record keeping
- Operation of the pump
- Read water meters
- Take water samples
- Check turbidity of the water
- Measure water level in bore-hole
- Record keeping
- Identify pump faults and request assistance when required
- Clean bore-hole area
- General external and internal inspection of reservoirs
- Inspection and repair of:
 - * Float valves
 - * Air valves
 - * Washouts
 - * Gate valves
- Flush water mains
- Detection of leakages
- Repairs to water mains and connections
 - * PVC
 - * HPE
 - * GS
- Replacement of washers on taps
- Replacement on taps
- Operation of air valves
- General cleanliness of drinking water points
- Fault analysis
- General cleanliness of pump house and surroundings
- Preserve woodwork of pump house and tank

1.4 Village Health Worker (VHW)

1.4.1 The Village Health Worker reports to the Health Assistant and to the Village Water and Sanitation Committee.

1.4.2 The general task is to take care of all health and sanitation aspects in the village.

1.4.3 He/she is selected by the VWSC in co-ordination with the District Health staff and obtain his/her remuneration according to arrangements made with him/her by the village.

1.4.4 His/her tasks include:-

- To co-operate with the HA and District Health Staff to implement planned health and sanitation programmes in the village.
- To assist the HA to collect village data on health and sanitation.
- To assist the HA in the implementation of sanitation works in the programme.
- To assist the VM in the training of the VCT on health and sanitation aspects of the water points and the uses of water.
- To report monthly to the HA and the VWSC on his/her activities in the village inclusive of the use of materials and/or spares in village sanitation projects.
- To assist the HA in the implementation of programmes of the Health Office. e.g. Primary Health Care programmes etc.

2. DEPARTMENTAL STAFF

2.1 Water Field Assistant (WFA)

2.1.1 The WFA reports to the District Water Engineer through the District Water Engineer - Programme Assistant.

2.1.2 His/her general task is to co-operate with the CDA and the HA in the project level programme team and specifically to attend to the technical, water related aspects of the implementation of the planned Programme activities in his/her area (usually ward level).

2.1.3 He/she is appointed by the District Water Engineer whereby his/her minimum qualifications will be Standard VII leaver.

2.1.4 His/her tasks specifically include:

- To be the liaison between Maji staff and the village authorities.
- Train, guide and assist the VM, the WCT/WPCT, and the VWSC in the villages under the Programme.
- Assists, when necessary, the VMs with the maintenance of the water facilities, ensuring at the same time that through this assistance they obtain on the job training and increase their capability.
- Liaise with the village authorities.
- To advise Village Authorities and the Village Water and Sanitation sub-Committee on possibilities for productive water use.
- To advise the VWSC on keeping a spare parts stock and explain procurement procedures.
- To assist the VWSC in formulating village by-laws on the use of water.
- To ensure that each month he/she receives reports from the VMs in the villages under the Programme, where necessary, assists them with the compilation of these reports, and follows up on the problems mentioned in these reports.
- Carry out administrative work regarding the registration of defects, spares supply, repairs done, etc. in the villages and reports monthly on his/her own activities to the DWE through the DWE-PA, as well as summarizes in prescribed form the monthly reports of the Vms in the villages.

4.7 Health Assistant (HA)

6.7.1 The HA reports on Programme matters to the District Health Officer through his/her Programme Assistant.

6.7.2 Apart from his/her normal duties within the Health Department onward and village level he/she will in the Programme represent the Health Department in the programme team.

6.7.3 His/her qualifications follow the regulations of the District Health Office.

6.7.4 Within the Programme his/her task includes:

- To make a survey in the villages earmarked by the DSC for inclusion in the Programme in regard of the health and sanitary conditions, and use the data obtained to instigate, plan, and budget for the improvement of health and sanitary conditions in the village, inclusive of projects for health education and primary health care.
- To ensure that the plans and budgets for the health programmes are included in the annual District Water Supply Programme plans.
- To assist the DHO in providing training for the Village Health Worker.
- To be the liaison between Health Department staff and the village authorities.
- Train the VM, the WCT / WPCT, and the VWSC in the villages under the Programme in health and sanitation aspects.
- To assist the VWSC in formulating village by-laws on the use of water.
- To ensure that the VHW reports every month to him/her on his/her activities, where necessary, assists him/her with the compilation of these reports, and follows up on the problems mentioned in these reports.
- To carry out administrative work regarding the activities in the villages and to report monthly on his/her activities to the DHO through his/her Programme Assistant.

2.3 Community Development Assistant (CDA)

2.3.1 The CDA reports on Programme matters to the District Community Development Officer through his/her DCDO-PA.

2.3.2 Apart from his/her normal duties within the Community Development Department onward and village level he/she will have in the Programme a coordinating function between the members of the project level programme team, and represents the Community Development Department in the programme team.

2.3.3 His/her qualifications follow the regulations of the District Community Development Office. In case the Programme will assist in employing temporary a DFA due to shortage of trained personnel in the department, his/her employment will be effected in full consultation with the District and Regional Community Development Officers.

2.3.4 Within the programme, his/her task includes:

- To make a socio-economic survey in the villages earmarked by the DSC for inclusion in the Programme and through this survey obtain base-line data of the village for the DSC to be used for the planning and implementation of Programme activities and to update these baseline data during implementation.
- To assess from the information gathered during the survey whether the village is sufficiently motivated and willing to commit itself to take on the responsibility for participation in all works on water and sanitation in the village and full responsibility on the operation, maintenance and repair of the facilities in future.
- To ensure that, during planning and implementation of programme activities the interests of the village are taken sufficiently into account.
- To provide, where applicable, training for the Village Community Development Worker.
- To be the liaison between Community Development staff, the project level programme team and the village authorities.
- Train, guide and assist the VM, the WCT / WPCT, the VHW and the VWSC in the villages under the Programme in aspects related to community development.
- To advise Village Authorities and the Village Water and Sanitation sub-Committee on possibilities for productive water use in relation to increasing village income.
- To advise on village projects which may be undertaken to increase village development and income.
- To advise and assist the VWSC in the village administration, and the planning, budgeting and implementation of village projects and activities.
- To assist the VWSC in formulating village by-laws on the use of water.
- To ensure that the VWSC reports every three months to the DSC on the implementation of the Programme, where necessary assists them with the compilation of these reports, and follows up on the problems mentioned in these reports.
- Carry out administrative work regarding the activities in the villages and reports monthly on his/her own activities to the DCDO through his/her Programme Assistant.

3. DISTRICT PROGRAMME MANAGEMENT

3.1 District Water Engineer - Programme Assistant (DWE - PA)

3.1.1 The DWE-PA assists the District Water Engineer in all matters related to the technical aspects of the water supplies under the Programme in the Districts, and in that represents the Water Department in the district level programme teams.

3.1.2 The DWE-PA is directly responsible to the District Water Engineer and liaises closely with the Water Field Assistants.

3.1.3 The DWE-PA shall be a fully qualified technician of the Water Resources Institute or equivalent.

3.1.4 Within the Programme his/her tasks include:

- To assist the DWE in the preparation of the annual plans and budgets for Programme activities in the District.
- To prepare guidelines for surveys to be conducted in the villages on the basis of the information gathered in the village related to the water facilities, and function as the liaison between the water department and the Programme team.
- To assist in the planning of departmental activities in the villages on the basis of availability of the villagers for participation in the works.
- To assist the DWE in preparation of the action plans in co-ordination with the other members of the Programme team.
- He/she will inform the villages in regard of the technical aspects of the preparation and execution of Programme activities, and vice versa, inform the DWE on the situation in the villages.
- He/she is responsible to the DWE for monitoring progress, the proper use of equipment and transport, and will take corrective action when required.
- He/she will ascertain that the WFAs and the Vms submit their monthly reports in time and take action where necessary.
- The DWE-PA will routinely report monthly to the District Water Engineer about progress and problems encountered in Programme execution, and include in his/her report summaries of the monthly report of the WFAs.
- The DWE-PA will be responsible to the DWE for operation and maintenance activities in the District.
- He/she will assist the WFAs in their function to help villages develop their system of operation and maintenance and provide the necessary training and guidance to the WFAs to enable them to manage their task.
- He/she will draw up routine inspection and supervision schedules and reporting formats for use by the Vms, the Scheme Attendants, and the WFAs.
- The DWE-PA is responsible for the arrangements in the provision of transport, materials, equipment, and the necessary allowances to the Maji programme implementors at district and project level and will ensure that the necessary planning, budgeting and allocations are timely processed through the appropriate channels.
- He/she will be responsible to call upon the assistance from the Region, in case this is necessary and to arrange that such Regional assistance, if planned and approved, is forthcoming.

3.2 District Health Officer - Programme Assistant (DHO-PA)

3.2.1 The DHO-PA reports on programme matters to the District Health Officer.

3.2.2 Apart from his/her normal duties within the Health Department he/she will, in the Programme, represent the Health Department in the programme team.

3.2.3 His/her qualifications follow the regulations of the District Health Office.

3.2.4 Within the Programme, his/her tasks include:

- To train the Has in the district to make a survey in the villages earmarked by the DSC for inclusion in the Programme in regard of the health and sanitary conditions, and use the data obtained to instigate, plan, and budget for the improvement of health and sanitary conditions in the villages, inclusive of projects for health education and primary health care.
- To assist the DHO in designing training programmes for the Village Health Workers and train the Has in executing these programmes.
- To be the liaison between Health Department staff and the Programme teams.
- To arrange for the HA to train the VM, the WCT / WPCT and the VWSC in the villages under the Programme in health and sanitation aspects.
- To assist the HA in formulating village by-laws on the use of water supply and sanitation facilities.
- To ensure that the HA reports every month to him/her on his/her activities and follow up on the problems mentioned in these reports.
- To carry out administrative work regarding the activities in the village and on project level and to report monthly on his/her activities to the DHO, inclusive of financial expenditures and material issues in relation to the programme implementation following instructions of the DSC.
- To arrange with the HA and District Health staff to implement planned Health and Sanitation programmes in the villages.
- To assist the HA to collect village data on health and sanitation.
- To assist the HA in the implementation of sanitation works in the Programme.

3.3 District Community Development Officer - Programme Assistant (DCDO-PA)

3.3.1 The DCDO-PA assists the District Community Development Officer in all matters related to community development aspects of the water supply and sanitation facilities in the villages under the Programme, and in that represents the Community Development Department in the Programme teams.

3.3.2 The DCDO-PA is directly responsible to the District Community Development Officer and liaises closely with the CDA at project level.

3.3.3 The qualifications of the DCDO-PA shall follow the regulations of the CD office for such a post.

3.3.4 Within the Programme his/her tasks include:

- In the programme, he/she has a coordinating function between the villages and the technical departments involved in Programme implementation.
- The DCDO-PA will ensure that village interests are taken into account when planning and implementing Programme activities. He/she will assist the DCDO in preparing training programmes for Programme implementing staff at project and village level.
- He/she will assist the CDAs to conduct socio-economic surveys in the Programme villages and ensure that these villages are sufficiently motivated to accept their responsibilities in regard of their participation in the rehabilitation, construction and operation and maintenance of their village water supply and sanitation facilities.
- He/she will train the CDAs to assist the villages in the identification, planning and execution of village activities and projects that are aimed at increasing the income and general well being of the villagers with as a secondary aim to generate funds to meet the operation and maintenance costs of the water supply and sanitary facilities.
- He/she will when necessary, investigate possibilities of assistance to the village for their projects by other departments, institutions, etc., and coordinate such assistance.
- He/she will assist the DCDO to ensure that the financial and material requirements for the activities of his/her office are included in the annual Programme implementation plans to be prepared by the DSC and that these plans contain specified descriptions of the training courses he/she intends to conduct or have conducted. This includes:

Clear indication of target groups or individuals concerned; relationship with functional requirements, proposed training activity, course study programme, etc., the place where these courses are to be held; proposed training institutions if applicable; costings.

- Carry out administrative work in regard of expenditure of funds for transport, equipment, and allowances according to the instructions from the DSC and the monthly reporting thereof to the DCDO.
- Advise on productive activities related to water use and its availability.

4. REGIONAL WATER DEPARTMENT

4.1 Regional Water Engineer - Programme Assistant (RWE-PA)

4.1.1 The RWE-PA assists the Regional Water Engineer in all matters related to the technical aspects of the water supplies under the Programme in the Districts, and in that represents the Water Department in the regional level Programme teams.

4.1.2 The RWE-PA is directly responsible to the Regional Water Engineer and liaises closely with the District Water Engineer - Programme assistant.

4.1.3 The RWE-PA shall be a fully qualified technician of the Water Resources Institute or equivalent.

4.1.4 Within the Programme his/her tasks include:

- To assist the RWE in the preparation of the annual plans and budgets for Programme assistance to the Districts, inclusive of assistance requests to the Ministry and the donor, in consultation with these agencies.
- To ensure that staff in the Districts' Water Department is adequately trained for the tasks to be performed in the annual plan, and where necessary conduct or arrange to be conducted, training and/or refresher courses for such staff.
- To ensure that staff in the Regional Water Department, engaged in Programme assistance activities in the Districts, is adequately trained and have been instructed on the tasks to be performed. Where necessary he/she will arrange for training or refresher courses to be conducted.
- To include in the training programmes community development and health aspects, in consultation with the Regional Programme team.
- To function as the liaison between the Water Departments in Region and Districts, and the Programme teams.
- To assist the RWE in the preparation of the action plans in coordination with the other members of the Programme team.
- He/she will inform the Districts in regard of the technical aspects of the preparation and execution of Programme assistance activities, and inform the RWE on the situation in the districts.
- He/she is responsible to the RWE for monitoring progress, the proper use of equipment and transport, and will take corrective action when required.
- The RWE-PA will routinely report monthly to the Regional Water Engineer about progress and problems encountered in Programme execution.
- The RWE-PA will be responsible to the RWE for operation and maintenance assistance activities in the District.

- He/she will assist the DWE-Pas to draw up routine inspection and supervision schedules and reporting formats for use by the Vms, the Scheme Attendants and the WFAs.
- The RWE-PA is responsible for the arrangements in the provision of transport, materials, equipment, and the necessary allowances to the Regional Maji programme assistance implementors in the districts and at project level and will ensure that the necessary planning, budgeting and allocations are timely processed through the appropriate channels.
- He/she will be responsible to respond to requests for assistance from the Region, and ensure that this assistance, if planned and approved, is forthcoming.

4.2 Regional Health Officer - Programme Assistant (RHO-PA)

4.2.1 The RHO-PA reports on Programme matters to the Regional Health Officer.

4.2.2 Apart from his/her normal duties within the Health Department he/she will, in the Programme, represent the Health Department in the Programme team.

4.2.3 His/her qualifications follow the regulations of the Regional Health Office.

4.2.4 Within the Programme his/her tasks include:

- To assist the RHO to prepare training programmes or the DHO-PA to train the Has in the District to make a survey in the villages earmarked by the DSC for inclusion in the Programme in regard of the health and sanitary conditions, and use of the data obtained to instigate, plan, and budget for the improvement of health and sanitary conditions in the villages, inclusive of projects for health education and primary health care.
- To assist the RHO in designing training programmes for the Village Health Workers and train the DHO-Pas in executing these programmes.
- To be the liaison between Health Department staff and the Programme teams.
- To give guidelines to the DHO-PA in formulating village by-laws on the use of water and sanitation facilities.
- To carry out administrative work regarding the assistance activities to the districts and to report monthly on his/her activities to the RHO, inclusive of financial expenditures and material issues in relation to the Programme implementation, following instructions of the RSC.
- To arrange with the DHO-PA and Regional Health staff to implement planned assistance to Health and Sanitation programmes in the Districts.

4.3 Regional Community Development Officer - Programme Assistant (RCDO-PA)

4.3.1 The RCDO-PA assists the Regional Community Development Officer in all matters related to community development aspects of the water supply and sanitation programme in the Region and the Districts, and in that represents the Community Development Department in the Programme teams.

4.3.2 The RCDO-PA is directly responsible to the Regional Community Development Officer and liaises closely with the DCDO-PA at district level.

4.3.3 The qualifications of the RCDO-PA shall follow the regulations of the CD office for such a post.

4.3.4 Within the Programme his/her tasks include:

- The RCDO-PA will ensure that District interests are taken into account when planning and implementing programme activities. He/she will assist the RCDO in preparing training programmes for Programme implementing staff at district, project and village level.
- He/she will assist the DCDO-PA in preparing training programmes for the CDAs to conduct socio-economic villages and in assisting the villages in the identification, planning and execution of village activities and projects that are aimed at increasing the income and general well being of the villagers with as a secondary aim to generate funds to meet the operation and maintenance costs of the water supply and sanitary facilities.
- He/she will, when necessary, investigate possibilities of assistance to the districts for village projects required from other departments, institutions, etc., and coordinate such assistance.
- He/she will assist the RCDO to ensure that the financial and material requirements for the activities of his/her office are included in the annual programme implementation plans to be prepared by the RSC and that these plans contain specified descriptions of the training courses he/she intends to conduct or have conducted.
- Carry out administrative work in regard of expenditure of funds for transport, equipment, and allowances according to the instructions from the RSC and the monthly reporting thereof to the RCDO.



APPENDIX III

TERMS OF REFERENCE
FOR THE CONSULTANTS
FOR THE INCEPTION PERIOD

TERMS OF REFERENCE FOR THE CONSULTANTS FOR THE INCEPTION PERIOD

1. Introduction

The Morogoro and Shinyanga region, Domestic Water Supply Programmes 1993 - 1998 framework for the districts have been defined in the documented proposals of November 1992 by the respective district and regional authorities. Documented are the general present situation, objectives, priorities and targets, approach, implementation method, organizational and management set-up, budgets and auditing. Ultimately a Plan of Operation for the Domestic Water Supply Programme for each region will form the basis for programme implementation and approved by the Government of Tanzania and the Government of The Netherlands.

The present district proposals are generally different by information nature, coverage and depth; they require to be scrutinised and further refined, to become the basis for programme implementation, planning and management. This is to be accomplished during an Inception period, as part of the first year of the programme.

The programmes are oriented towards the development of both water supply and sanitation infrastructure and the capacities for its sustainable construction, Operation and Maintenance and use by the user group(s) and the formal and private sectors. The development approach is primarily based on:

- a. Programme implementation responsibility with the indigenous Government and the private sector, with involvement of the user group(s) to the maximum extent possible;
- b. development of management information and monitoring and
- c. rolling annual programme planning.

The expected general results are a gradually developing programme implementation capacity and output.

The major element of programme implementation management is the step-by-step approach of user group(s) focused project execution, with various stages of action and decision making. At programme level the established system of cyclic policy and strategy development, programming, allocation, monitoring and evaluation is required.

As general criteria of evaluation it is preliminary assumed that overall results of the 5-year district programmes, in its two-track development approach, will be the sustainable provision of safe domestic water supply to minimum 500,000 people at an external investment rate of NLG 100.- per person, alleviating the burden of minimum 200,000 women with due regard to the process oriented (programmatic) programme approach.

It is noted that the following are the objectives for the Inception period of the programme, taken from a programme management point of view; issues of substances (e.g. gender, user group(s) responsibility, environment) are implicit. Secondly, the district programme proposals have been prepared as independent and unique proposals, to be implemented under district level management. They are foreseen to remain having that character, opposing tendencies of management centralization and amalgamation into regional programmes and even into the single programme supported by the same donor and consultant.

2. Time frame

It is anticipated that the Inception period will have a duration of 6 months, commencing on March 1, 1993.

GoT and GoN will jointly review progress at mid-term and at the end of the Inception period.

3. Objectives

Keeping in mind the basic elements of:

- individual district programme proposals;
- sustainability of all programme activities;
- programme implementation responsibility by the indigenous institution (Government and private sector), with involvement of the user group(s) to the maximum extent possible;
- financing by GoT and GoN with contributions by the user group(s) and
- value-for-money auditing, monitoring and innovation initiative by the consultant;

the objectives for the Inception period of the programme are considered to be the following.

General objective of the Inception period is to work out in detail the Plan of Operation, defining clearly the tasks, duties and responsibilities of all parties involved in the programme implementation. This Plan of Operation will form a firm basis for the Bilateral Agreement between GoT and GoN.

Specific objectives of the Inception period are:

1. Selection of the Parent Ministry (GoT) under which responsibility the programme will be implemented.
2. Appraisal under the prime responsibility of the agreed Parent Ministry (assumed to be PMO) of the district and regional programme proposals as the basis for annual programme planning and 3-year rolling plans.
3. Establishment of a detailed step-by-step approach (programme and project implementation procedures) focusing on user group involvement, with specific emphasis on the responsibilities and roles of women, and to identify indicators by which the output and performance of the programme / projects will be measured taking into account a possible linkage with the management information system. The step-by-step approach will be reviewed regularly during programme implementation and adjustments made if and when required.
4. Assessment of the implementation capacity of the districts, and their capabilities for direct implementation and training and supervision of others such as local contractors and village craftsmen.
5. Identification and establishment of the programme implementation management structure, detailing the tasks, duties and responsibilities of all programme parties, input of personnel, equipment and materials, implementation procedures, etc. at the different levels.

PLAN OF OPERATIONS

Apart from the Programme implementation management structure, special attention will be given to (institutionalized) liaison with other (donor supported) programmes, such as GoN supported District Rural Development Programmes in Shinyanga Region.

6. Establishment of the responsibilities of the Consultants to the Programme i.e. with respect to value-for-money auditing, monitoring, research and innovative development.
7. Development, through a Gender Impact Study, of a practical framework for more and equal access for men and women to project decisions, activities and benefits and assisting the Districts in preparing steps and activities for operationalisation.
8. Assessment of the training needs under the Programme and identification of available indigenous training capacities and institutions as part of the institutional development aspects of the Programme.
9. Assessment of the presence, capability and interest of the private sector in Programme implementation at user group(s) level, training and support in each District.
10. Identification and assessment of the required and available (indigenous) manufacture, procurement and stores (wholesale and retail) infrastructure required for Programme implementation in terms of equipment, materials and services.

Analyses of existing local enterprises capable or already handling the manufacture and/or assembly of hand pumps and related equipment and spare parts for the water supply sector, and the possibilities for these enterprises to undertake corrective maintenance and/or to provide maintenance support in general. The analyses are to include quality and price elements, possibilities for standardisation, all focusing on the VLOM concept.

11. Assessment of the status and performance of piped water supply systems and to analyze the institutional requirements for the construction, operation and maintenance of such systems and to identify the need for feasibility studies for individual cases, and the potential for the Districts to share O&M costs and financing with user groups(s).
12. Set-up of an outline Management Information System to suit Programme implementors at all levels, which can be further detailed and adjusted during Programme implementation. The MIS is to provide base-line information, information on Programme implementation and expenditures against planning and budgeting, for purposes of value-for-money auditing. As a basis for the MIS a policy is to be developed for the establishment of base line information and the establishment of data banks.
13. Establishment by the GoT and GoN of a Terms of Reference for external review and evaluation and the appointment of the independent Consultants to undertake these review and evaluation tasks.
14. Establishment of accounting systems for the Programme for purposes of auditing and monitoring of both donor and Government funds and to develop a system to monitor user group(s) and/or other contributions.
15. Establishment of procurement and logistical procedures.

16. Finalisation of Programme activities of the previous Programme period.
17. Establishment of a detailed workplan and budget for 1994 as a basis for the three-year rolling plans of operation.
18. Identification of the required continuation of health and sanitation education within the Programme and to formulate and establish the training activities thereto and to identify local institutions and organizations which could play a role in the implementation thereof.
19. Production of an Inception Report documenting the achieved results with regard to the respective objectives and outlines the strategy for Programme implementation, including the workplan for the remaining period of 1993 and a draft annual plan and budget for 1994.

The general Consultants' obligations are those of value-for-money auditing, monitoring and innovation initiatives.

The specific Consultants' obligations as related to the respective objectives of the Inception Period are the following:

1. Facilitate and consult with the Parent Ministry of GoT (assumed to be PMO) and RNE regarding the appraisal of the Districts and Regional Programme proposals.
2. Consult with and advise the Programme implementors at District and Regional Level on Programme principles, concepts and strategies and to prepare, on the basis of these discussions, and in collaboration with the implementors, an agreed overall project document, i.e. the Plan of Operations which provides the philosophy, aims, objectives and strategies of the Programme, with special emphasis on the sustainability of all Programme activities.
3. Consult and advise on the establishment of a detailed step-by-step approach focusing on user group(s) involvement, with specific emphasis on the responsibilities and roles of women and the identification of indicators by which the output and performance of the Programme projects will be measured.
4. Consult and advise on the implementation capacity of the Districts and their capabilities for direct implementation.
5. Consult and advise on the establishment of a framework for participation of women and to encourage their role in decision making.
6. Consult and advise on the establishment of a framework for mobilization campaigns to encourage user group(s) participation.
7. Consult and advise on the establishment of the Programme implementation management structure, detailing the tasks, duties and responsibilities of all Programme parties.
8. Consult and advise on the Consultants' overall and specific responsibilities in terms of value-for-money auditing, monitoring, research and innovation development.

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9. To consult and advise the Districts on the results of the Gender Impact Study and the establishment of a gender-sensitive strategy for informing user group(s) of varying development levels on the key elements of the new Programme and inviting their participation.
10. To assess the training needs under the Programme and identify the available indigenous training capacities and institutions and to consult and advise on the establishment of an overall training programme.
11. To advise on the assessment of the status and performance of piped supply systems and to analyze the institutional requirements for the construction, operation and maintenance of such systems.
12. To identify and assess the required and available (indigenous) manufacture, procurement and stores infrastructure for the Programme implementation, and to analyze existing local enterprises capable or already handling the manufacture and/or assembly of hand pumps and related equipment and spare parts for the water supply sector, and the possibilities for these enterprises to undertake corrective maintenance and/or to provide maintenance support in general.
13. To consult and advise on the establishment of a Management Information System to suit Programme implementors at all levels.
14. Consult and advise on the establishment of accounting systems for the Programme for purposes of auditing and monitoring of both donor and GoT funds and the establishment of procurement and logistical procedures.
15. Consult and advise on the finalisation of the activities of the previous Programme period and to facilitate such finalisations.
16. Consult and advise on the establishment of a detailed workplan and budget 1994 as a basis for the 3-year rolling plans of operation.
17. To identify the required continuation of health and sanitation education within the Programme and to consult and advise on the establishment of the training activities thereto.
18. To prepare in close liaison with the Programme implementors of an Inception Report, which documents the achievements with regard to the respective objectives of the Inception Period, and outlines the strategies for Programme implementation, including a workplan for the remaining period of 1993 and a draft annual plan and budget for 1994.

APPENDIX IV

TERMS OF REFERENCE
FOR
THE CONSULTANCY SERVICES

TERMS OF REFERENCE FOR THE CONSULTANCY SERVICES

The Domestic Water Supply Programmes of the Morogoro and Shinyanga Regions will be continued with a 5 year phase, starting March 1st, 1993.

Each of these Regions will have its own Domestic Water Supply Programme with separate funding as well.

The Programmes will be implemented in accordance with a process oriented approach, with special emphasis on the sustainability of the O&M by the water users at village level. At the same time, the Programmes are aiming to provide safe water to an additional 500,000 people in total in the Regions of Shinyanga and Morogoro during the 5 year Programme Period, bearing in mind that these are targets fully subjected to the process oriented approach, and not targets to be achieved in any case.

The Programmes will be "user group" focused, and implemented by the Districts, with support of the Regions, with involvement of the private sector. The implementation will be in accordance with the so called "step-by-step approach".

Consultancy Services will be provided by DHV Consultants BV in an advisory capacity to the Programme Implementors in both Regions.

The tasks, duties and responsibilities of the Consultants in their advisory role are:

1. To advise on and assist the Programme Implementors at District and Regional Level with Programme planning, budgeting, implementation and development.
2. To guide on Programme preparation, implementation and monitoring processes, such as the step-by-step approach, system design and monitoring systems and assist in the reformulation and updating of such systems to optimise water user group participation in all aspects of their water supply and sanitation provision and Operation and Maintenance.
3. To provide assistance and guidance on Human Resources and Institution Development issues.
4. To advise the implementors on Community Development issues, with special emphasis on Women in Development aspects.
5. To advise the implementors on technical issues and to advise on appropriate technologies for water supply and sanitation provision, and to initiate pilot projects.
6. To assess the training needs for the Programmes and to formulate training programmes for all actors in the Programme, to train trainers and to develop curricula.
7. To disburse the funds provided by the Netherlands Government to the Programme implementors at District and Regional Level, as well as to third parties involved in the Programme implementation, in accordance with approved annual workplans and budgets, as well as with individual projects.

8. To assist the Programme implementors in the procurement of materials, equipment and other requirements for the implementation of the Programmes, the shipment, clearing and forwarding and the storage thereof.
9. To monitor progress and quality of the Programme implementation in all aspects.
10. To monitor programme expenditures by the implementors at District and Regional Level.
11. To assist the implementors in the reporting on Programme implementation, as well as the preparation of annual and multi-year rolling plans and budgets.
12. To advise on and stimulate coordination and integration of inputs by the various actors in the Programmes.
13. To report to the Netherlands Government on Programme implementation progress and expenditures on a quarterly basis.
14. To assist in the setting up of documentation centres and database systems at District and Regional centres.
15. To organise workshops and/or seminars to enhance cross fertilisation of experiences in programme implementation by other programmes in the country.
16. To assist in the organisation of the meetings of the steering committees at District and Regional level.
17. To assess the need for the update of the Regional Water Master plans, environmental and/or ecological impact studies.

The Consultants will assign a team of advisers to each of the Regions. The Consultants' advisers will operate as a team and as such coordinate their activities.

The job descriptions for each individual expert are given in Appendix VI.

The Consultants will ensure the posting of fully qualified advisers, who are capable of providing the required coordination and advisory services to the highest possible professional standards.

PLAN OF OPERATIONS

APPENDIX V

JOB DESCRIPTIONS
FOR THE ADVISERS

PLAN OF OPERATIONS

TASKS AND RESPONSIBILITIES OF THE ADVISERS

On the basis of the approach and scope of the Domestic Water Supply Programmes as indicated above, and taking into account the magnitude of the proposed activities, the tasks, duties and responsibilities of the respective members of the "Team of Advisers" will be as follows:

REGIONAL PROGRAMME ADVISER (team leader)

- The Regional Programme Adviser's (team leader's) prime responsibility is to ensure satisfactory and adequate functioning of the consultants' team with respect to the Domestic Water Supply Programmes.
- He/she is in charge of the coordination and control of all Netherlands financed Technical and Financial assistance to the Regional Domestic Water Supply Programme, and as such to the Districts, and is responsible for disbursement of Programme funds and accounting for expenditures and revenues, i.e. on the basis of accounting for expenditures by the Programme implementors.
- To ensure quarterly reporting on the progress of the Programme to the Netherlands Government, through the Royal Netherlands Embassy, with a copy to the Tanzanian Government through the Regional Development Director and to the District Executive Directors.
- In consultation with the RDD, to support the preparations for and the conduct of meetings with Authorities at Regional level.
- Similarly, he will have a liaison function to District level and, in the case of Shinyanga, coordinates Water Programme activities with the Coordinators of the Netherlands assisted District Rural Development Programmes in Maswa, Meatu and at a later stage in Kahama, in order to ensure that optimum linkage with the District Programmes can be obtained.
- To coordinate and assist the Regional and District level institutions to strengthen their organisational capacity, to harmonize and optimize working methods, improve administrative procedures and monitor developments, progress and constraints.
- To advise and support the management of local enterprises to strengthen their entrepreneurial performance or to develop into an independent enterprise, capable to manufacture or assemble handpumps and related equipment and to produce necessary spare parts for the water supply sector.
- To identify the need for short term consultancies to the Programme, either to be executed by national or international experts, and submits proposals thereto to the Royal Netherlands Embassy.
- Coordination of all activities related to a monitoring system to be developed as a remedial instrument to improve water supply and sanitary standards, and to assess whether the Programme meets its objectives, and the sustainability thereof.

- To coordinate and stimulate the involvement of the private sector in the construction of Rural Water Supplies and related areas.
- Coordination of compilation of data on programme matters.
- To coordinate the assistance to the Regional and District Authorities in the establishment of a data-bank related to the water supply sector.
- To coordinate with and advise both Tanzanian and Netherlands authorities, as required, on all matters of importance pertaining to the Programme.
- To coordinate and encourage activities in the field of technology and system development (experiments and pilot projects) to broaden the scope of the Programme and the acceleration of the activities.
- To advise and assist the Authorities at Regional and District level on institutional strengthening issues.
- To advise and assist with the defining of tasks and job-descriptions for staff assigned by the Tanzanian Government for the implementation of the Programme.
- To advise on and assist the Departments at Regional and District level with the development of organisational structures and the harmonisation of the activities to be carried out under the Programme.

HUMAN RESOURCES AND INSTITUTIONAL DEVELOPMENT - ADVISER

The Human Resources and Institutional Development (HID) Adviser will be responsible for the institutional strengthening aspects of the Programme. The tasks will involve:

- Making -in close consultation with the main actors of the programme- a SWOT analysis (Strengths, Weaknesses, Opportunities, Threats) of the existing institutional network of the programme, which will include the project organization as well as the socio-political network related to the Programme.
- Advising and assisting in defining task and job descriptions for staff assigned by the GoT for the implementation of the Programme.
- Based on the above, developing alternatives for strengthening the Programme in terms of sustainability / continuity, as well as effectiveness and efficiency of the operations in support of the target groups.
- Identifying, together with the main actors of the Programme, the best feasible alternative, which will include improvements in both the existing institutional framework and the quality/quantity of manpower. Obviously, the selected alternative will have to fit within the socio-political framework of the country/region/district.
- Assisting in carrying out the agreed process of institutional change/adaptation by identifying what steps to be taken, by whom and at what time.
- Subsequently, guiding and monitoring the process of institutional change of the Programme according to developed standards as a result of societal changes.
- Based on the requirements of the Programme and its institutional setting, developing -in close consultation with the Training Adviser- a Manpower Development System for both the Government and the private sector, which will include basic topics for a training programme, this will also indicate the mode of training, e.g. classroom, on-the-job, fellowship, job rotation etc.
- Advising and supporting the management of local enterprises to strengthen their entrepreneurial performance in developing these into independent enterprises, capable to manufacture and/or assemble hand pumps and related equipment as well as to produce necessary spare parts for the water supply sector.
- Guiding and monitoring the overall training programme to be carried out by the Training Adviser in accordance with the criteria as indicated above.
- Working closely together with the Community Development and Women in Development Adviser, particularly regarding the setting up of various types and forms of organizations at grassroots level (cooperatives, youth groups, women groups and the like), for increased and effective participation of the user groups.
- Liaising regularly at District, Regional, and if necessary National, level with those Departments and civil servants which can be reckoned to be the main actors of the

Programme. These contacts will specifically serve a full participation of local leadership in order to guarantee a full and sustainable political support to the members of the user groups.

- Advising the Regional Programme Adviser on institutional and manpower development matters related to the Programme.
- Communicating and keeping in touch with other programmes that are carried out in Tanzania with more or less similar components in their project execution, in order to exchange experiences in programme implementation.
- To assist the Training Adviser in the development of curricula related to human resources and institutional development.
- To contribute to the preparation of quarterly progress reports.

COMMUNITY DEVELOPMENT AND WOMEN IN DEVELOPMENT - ADVISER

The Community Development and Women in Development (CD and WID) Adviser will be responsible for the coordination and support of the tasks of the Community Development Departments at District and Regional level on community based programme activities and women participation, health information and sanitation. The duties will include:

- To advise on and assist with the preparation of workplans for the Community Development and Women in Development activities under the Programme.
- To assist the Programme implementors in the setting-up, organising and implementing promotion campaigns at lower levels to inform user groups on the possibilities for support through the Programme.
- To assist in the setting up of a comprehensive community participation framework, as part of the step-by-step approach, for community based Programme activities, including a clear outline of context and meaning of each step and an overview of participatory methods and techniques for working with the communities.
- To backstop and support Programme implementors in general, and those of Community Development and Health Departments in particular, in their work for the Programme.
- To assist the implementors to address to women involvement in the different phases of the Programme implementation cycle, to the maximum extent possible.
- To assist, support and further develop gender planning within the Programme, especially in:
 - applying new approaches to community participation;
 - considering gender issues and gender specific data to be made available;
 - developing of a framework for dealing with gender issues.
- To assist in the development and improvement of an effective monitoring system.
- Monitoring of the Community Development and Women in Development activities, to assess the effectiveness thereof and to advise on improvements.
- To monitor the community based O&M activities and the effectiveness thereof.
- To coordinate the activities related to the setting-up of a data-bank on socio-economic and demographic data, including the update of baseline data.
- To assist the Training Expert in the development of curricula related to Community Development and Women in Development issues.
- To contribute to the preparation of quarterly progress reports.

WATER SUPPLY ENGINEER

The Water Supply Engineer will advise on technical aspects of the Programme and has to render to following services:

- Advising the Regional and District implementors and/or relevant organizations to prepare annual work plans and budgets for water development activities and related sanitary activities.
- To advise on the various appropriate technological solutions to water supply, sanitary facilities and methods to involve the water users in the choice of the most appropriate technology to be applied.
- Assist the District and Regional Water Departments in setting-up clear cost comparisons for each of the technical options.
- Assist the District Water Department to have a sufficient a stock of materials and equipment for activities to be executed by the District Water Department and to undertake correct stock control.
- Assist in the selection of local contractors and fundis who are to be given ample opportunity to execute water supply and related works.
- Assist in the training of such small contractors and local fundis in e.g. hydro-geological survey drilling, using hand auger drilling equipment, and the construction of either hand-drilled tube wells or dug wells provided with concrete rings, rain water harvest constructions and other water related works, including managerial aspects, all suitable for contracting.
- Prepare and assist with the setting-up and up-keep of a stock of materials and equipment, including stock-control, which stock can be made available upon request to the Programme implementors and the private sector, i.e. small contractors, fundis and user groups for the implementation of Programme activities and O&M.
- To advise and assist the Water Departments at District and Regional levels in surveying, designing the more complex technical options, the preparation of Bills of Quantity and specifications of purchase orders for materials and equipment, the drawing-up of contracts and to supervise the implementation regarding aspects on quality, standards, workmanship and costs.
- Assist the Regional and District Water Departments with the up-date of proper registration of water resources, maps, water quality control etc. and the execution of topographical and water resources surveys.
- To assist the Department of Water at Regional level with the set-up of a water data-bank (WADATA).
- To advise on and assist with the training on quality control of civil and mechanical electrical work.

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- To advise and assist in the design and implementation of sanitary facilities.
- To assist the Regional Programme Adviser in the assessment and identification of required back-stopping to the manufacturers of hand pumps, spare parts, construction equipment and tools and further development of appropriate technological options.
- To encourage local workshops and fundis to participate in e.g. production of tools and equipment for the Programme implementors and undertaking of contracts with user groups for corrective maintenance.
- To assist in the set-up of a documentation centre.
- To assist the Training Expert in the development of curricula related to water supply and technical issues.
- To contribute to the preparation of quarterly progress reports.

TRAINING ADVISER

The Training Adviser is responsible to coordinate training activities, workshops and seminars to be conducted in support of the Programme. The tasks, duties and responsibilities are:

- To assist the Human Resources and Institutional Development Adviser in the formulation of training strategies and to develop thereafter comprehensive training programmes, which are to be based on the assessed training needs. For that purpose the model for assessment of the training needs within the Programme at different levels, (management, implementation and O&M), will be up-dated and adapted.
- To coordinate and assist with the development of training modules and curricula and cooperate with the HID Adviser, the CD and WID Adviser and the Water Supply Engineer in the preparation of training materials for extension and community development activities, including O & M.
- To identify appropriate Training Institutes, experts or consultancy firms to organise and conduct training courses and workshops for the Programme and to assist and advise them on the execution.
- To assist Regional and District Officers in the preparation and implementation of functional training related to the Programme, which can be executed by the officers themselves.
- To monitor the impact of training activities with regard to effectiveness and identify the possible need for adjustment.
- To assist in the preparations for setting up documentation centres at District and Regional level.
- To develop appropriate courses for people from various levels (users, Ward, Division, District and Region) to participate in the value-for-money auditing.
- To assist with the development of a monitoring system, adapted to the new programmes, in cooperation with Programme implementors at District and Regional level and Consultants' team.
- To formulate training programmes for the users of water points on the productive use of spill water around the well, e.g. vegetable gardens and tree nurseries, in cooperation with the District Agricultural Extension Department and the Bwana Shamba in the villages.
- To assist Regional and District level officers to conduct workshops on Programme monitoring.
- To contribute to the preparation of quarterly progress reports.

ADMINISTRATOR

The Administrator will be responsible for the following matters:

- Preparation of disbursements of Programme funds to the Programme implementors and local contractors.
- Monitoring of Programme spending versus approved Programme budgets in terms of budget control and cash flow projections.
- Checking of payment vouchers from implementors at District and Regional level.
- Coordination of the preparation and control of the processing of purchase requests.
- Control of implementation budgets, commitments and expenditures.
- Development of e.g. spreadsheets for financial monitoring and control and to identify for the need of more complex software applications.
- *Coordination and control of the activities of the Programme Accountant and Storekeeper.*
- Monitoring and control of the stores administration.
- Be responsible for cash and bank matters and for the preparation of Cash and Bank Statements, to be sent to Consultants' head office after approval by the team leader.
- Training of the Programme Accountant and other supporting administrative personnel.
- Responsible for the day-to-day management of the Consultants' regional office and for all logistical arrangements thereto, including residential accommodation, transport and security.
- Give instructions to the liaison office at Dar es Salaam with respect to the purchase of materials and equipment, the clearing and forwarding of Programme goods and to follow-up and verify actions taken.
- Prepare records to be used for the value-for-money auditing.
- Advise the team leader on the need of transfer of funds from the Netherlands.
- To contribute to the preparation of quarterly progress reports.

PROGRAMME ACCOUNTANT

The Programme Accountant will be locally recruited and will be assisting the Administrator. He/she will have the following duties and responsibilities.

- He/she is responsible for all bookkeeping activities.
- He/she is in charge of keeping the petty cash.
- To assist the Administrator in the administration and payment of salaries to local staff, timely payment of taxes, social charges (NPF), insurances etc. to the appropriate authorities and/or organizations.
- He/she will assist the Administrator in discussions on all tax matters.
- He/she will make payment of allowances as directed by the Administrator.
- Assist the Administrator on monitoring and control of the financial stores' administration.
- He/she effects the payments for utilities upon instruction by the Administrator.
- Assist the Administrator with all Programme administration and budget control.
- Provide assistance to the Administrator with regard to preparation and checking of the funds transferred to the Programme implementors, and/or private sector.
- Assist the Administrator in preparing information for auditing and review.

PROJECT DIRECTOR

The Project Director is Consultants' representative with full authority to handle all contractual, administrative and financial matters pertaining to the Programme.

He is responsible for overall progress monitoring and assistance to the Consultants in the Regions for all technical, managerial, administrative and financial aspects of the Programme.

The Project Director's responsibilities further include:

- Ultimate responsibility for the planning and coordination of the Consultants' activities.
- Liaison with the Donor, the Ministry of Foreign Affairs at The Hague, DGIS.
- Responsible for contract negotiations and contractual matters with the Ministry of Foreign Affairs, DGIS, and third parties.
- Making available the Consultants' advisers to the Programme, and to select short-term experts if and when requested for by the Regional Programme Adviser.
- Provide back stopping in various fields related to the Programme.
- Ensures proper and effective functioning of the advisory teams in Morogoro and Shinyanga Region.