

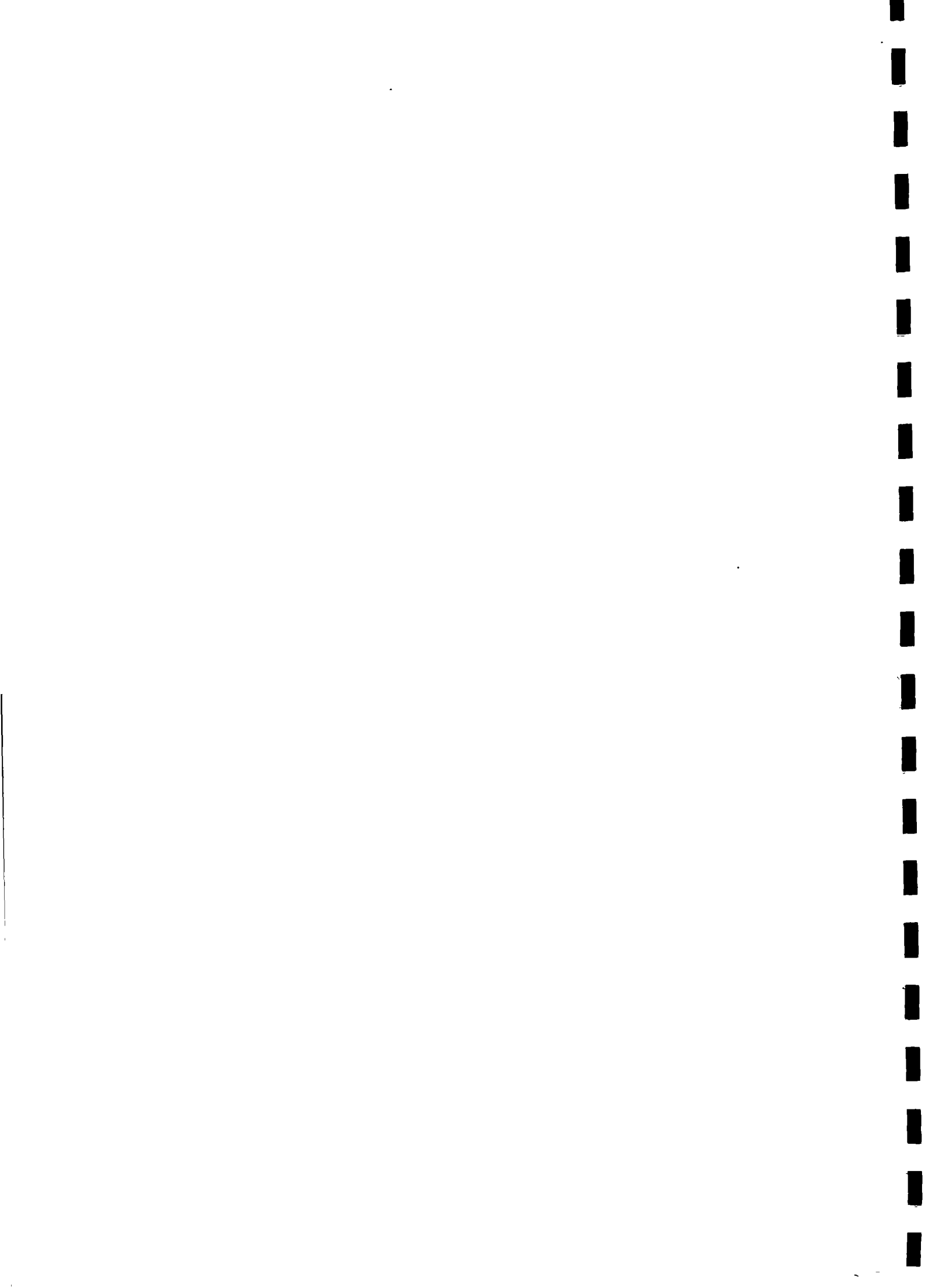
AND WATER FLOWS-

16 YEARS OF SNV-NEPAL'S INVOLVEMENT IN COMMUNITY WATER SUPPLY AND SANITATION PROGRAMME

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SNV-Nepal
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- + SNV personnel input
- + Jobdescriptions of development associates
- + Organisational chart

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INTRODUCTION

SNV/Nepal (the Netherlands Development Organisation) has been involved in the Community Water Supply and Sanitation Programme for sixteen years from 1977 to 1993.

As the years passed by, 31 Development Associates (Civil Engineers and Sanitation Coordinators) assisted in improving the water supply and sanitation situation in the Hills of Nepal. They participated in changing the Programme from a purely technical input into an extensive one, as they largely contributed to the extension of programme items such as maintenance and sanitation.

This report gives an overview of project development and SNV/Nepal's involvement in the Community Water Supply and Sanitation Programme over 16 years. It also discusses the achievements and constraints that lead to pull out.

The objective of this overview is to assist SNV/Nepal to decide upon possible coming requests for assistance, and if approved, to guide new DAs to find their way. Hopefully, also present activities of the integrated SNV/Nepal projects as well as other agencies considering involvement in the drinking water sector can benefit.

Chapter 1 explains the history of the CWSS Programme in general. Furthermore it describes the set-up of the programme, its objectives and the role of the Host Organisations and agencies involved in CWSS.

Chapter 2 describes SNV/Nepal's involvement in various components of CWSS through the years. On the basis of CWSS reports and SNV-criteria of assessment, SNV's policy regarding CWSS is analysed.

Achievements and constraints are discussed in **chapter 3**, which gives a review of the Programme.

Chapter 4 deals with the question whether renewed SNV input in the CWSS Programme is needed.

Finally, conclusions are drawn.

1. OVERVIEW OF THE COMMUNITY WATER SUPPLY AND SANITATION PROGRAMME

1.1 INTRODUCTION

Nepal, the Hindu Kingdom at the foot of the Himalayan mountain range is the source of many immense rivers, murmuring mountain streams and peaceful brooks. Plenty of water anywhere, it seems at first instance. But if one looks more closely, the stringing lack of water in many areas becomes clear: women carrying heavy water jars over long distances, long lines of buckets next to public tap stands with children waiting for the water to come. Clean and safe drinking water is a scarce good in Nepal, and yet the easy availability of it has been recognised as a basic need for good health of people everywhere.

Hence, this fact prompted the United Nations (UN) to declare 1981-90 as the 'Water Supply and Sanitation Decade'. It was one of the consequences of the global call by the World Health Organisation (WHO) for 'Health for all by the year 2000', declared at the Conference of Alma Ata.

In response, His Majesty's Government of Nepal (HMG/N) prepared a 'Decade Plan for Water Supply and Sanitation', aimed at improving the drinking water situation for the people of Nepal.

In Nepal, various organisations deal with providing clean drinking water to communities.

First of all governmental institutions undertake these activities. Chapter 1.3.2. gives an overview of these institutions and the history of their input.

Besides HMG, several non-governmental institutions (NGOs) are very active, particularly in rural areas. All water supply activities undertaken by NGOs are administered through the Social Service National Coordination Council (SSNCC), now renewed as Social Welfare Council (SWC).

Since the proclamation of the 'Water Supply and Sanitation Decade' by the United Nations, several donor agencies started providing necessary funds and materials to assist in water supply and sanitation activities.

Implementation of these programmes and the construction of the mainly bigger supply systems are done by the Department of Water Supply and Sewerage (DWSS) and the Water Supply and Sewerage Corporation (WSSC) through consultants and contractors. The organisational structure will be described in chapter 1.2.2.

The CWSS Programme, however, has a different approach in realising construction of drinking water supply systems. Participation of beneficiaries is a basic principle and the Programme promotes the self-reliance of villagers concerning their water supply system.

This chapter will first of all give an overview of the set up of the Host Organisation with regard to drinking water supply in general and the CWSS in specific. This will be followed by a description of the CWSS Programme and the role of the Intermediate Host Organisation UNICEF.

1.2 HOST ORGANISATION AND INTERMEDIATE HOST ORGANISATION

1.2.1 Introduction

As the Netherlands Development Organisation's policy is to implement its programmes through existing organisations (governmental or non governmental) of the involved country, this is also the case with SNV-Nepal's involvement in the CWSS programme. His Majesties Government of Nepal serves as Host Organisation, whereas UNICEF, the initiator of the programme acts as Intermediate Host Organisation.

1.2.2 Host Organisation - HMG/N

A) ORGANISATIONAL STRUCTURE THROUGH THE YEARS

When the CWSS Programme was set up in 1970, the Local Development Department (LDD) was in charge of this activity.

In 1979 the LDD became the Local Development Ministry (LDM) and from 1981 onwards it was changed into the Ministry of Panchayat and Local Development (MPLD).

After establishing this Ministry, a new administrative structure was worked out, which was based on decentralisation. Responsibilities, administration, implementation of projects and policy were slowly delegated to the Regional and District level.

In Nepal until mid 1988, three governmental institutions were responsible for providing drinking water:

+ Ministry of Water Resources, with:

- 'Department of Water Supply and Sewerage' (DWSS)
and
- 'Water Supply and Sewerage Corporation' (WSSC)

+ 'Ministry of Panchayat and Local Development' (MPLD)

While DWSS and MPLD both concentrated on water supply in rural areas mostly, the WSSC concentrated in urban areas.

The 'Decentralisation Act' of 1985 delegated responsibilities for the execution of all drinking water supply programmes to Regional and District level.

Since 1988, implementation of all government-sponsored drinking water supply programmes has been brought under the umbrella of the newly created 'Ministry of Housing and Physical Planning' (MHPP). The Ministry of Local Development (MLD) is responsible for a part of drinkingwater activities in areas in which integrated projects are implemented (e.g. Mechi).

Under this Ministry at Central level a 'Sanitation Policy Formulation Coordination Unit' was established in 1988.

The Host Organisation (HO) for the CWSS Programme in the broadest sense is the 'Ministry of Housing and Physical Planning' (MHPP). Until 1988 the MPLD used to be SNV/N's Host Organisation.

As the Ministry is mainly concentrating on policy matters, the responsibility for execution of the Community Water Supply and

Sanitation Programme (CWSS) is delegated to the 'Department of Water Supply and Sewerage' (DWSS).

The obvious HO for SNV/Nepal therefore was the DWSS.

The authority for execution of the CWSS-Programme has been delegated from the Department to the 'Regional Directorate' (RD) in each Development Region. In each district the 'District Water Supply Office' (DWO) carries the responsibility for implementation of the Programme. These DWOs were established in 1988 after the ministerial reorganisation. Before 1988, the District Technical Offices and CWSS Field Offices (created by UNICEF) were in charge.

The Regional Directorate, headed by the Regional Director, has the overall responsibility for entire programme management including planning, coordination, monitoring and reporting.

The District Water Supply Office, led by a District Engineer (DE) has full responsibility for the implementation of all government sponsored water supply and sanitation projects (including the CWSS-Programme) within the district, except for projects to be undertaken by 'Nepal Water Supply Corporation' (NWSC). (See also organisational charts, Annex III)

B) Objectives

After the proclamation of the 'Water Supply and Sanitation Decade', MPLD prepared a 'Decade Plan' (1981) with the following objectives:

with regard to drinking water supply:

+ By 1990 it is required that there shall be at least one water supply system in each and every village panchayat in the country.

To meet this requirement, 2266 gravity-flow piped water supply systems have been planned for implementation in the hills and mid-lands between 1980 and 1990.

(NB: the total number of systems to be built has gone up with the splitting up of panchayats to over 4000 in 1983)

with regard to sanitation:

+ to cover 2,95 % of the population by 1985 and 13,12 % by 1990.

During the writing of the 'Plan of Operation 1988-'92' the Ministry formulated the objectives newly:

+ improve accessibility to safe drinking water supply in rural areas for an additional 4,7 million people by 1992 through the provision of piped systems and protection of traditional sources;

+ increase the general awareness among all levels of society about sanitation and hygiene;

- + promote sanitation, using all available communication channels including the media and to provide at least one demonstration latrine in each ward of all Village Development Committees by year 2000;
and
- + strengthen health education in primary schools by expanding and further developing health-related curriculum and training at least one teacher from each of the primary schools by the year 2000.

C) Policy making

Officially, any policy is developed within the Ministry through consultations between politicians (the Minister, Assistant Minister) and bureaucrats (the Secretary, Additional Secretary, Superintending Engineer). With the Decentralisation Act the responsibilities for policy making on local level shifted more and more to the officers at Regional and District level.

1.2.3 Intermediate Host Organisation - Unicef

A) History

The Intermediate Host Organisation (IHO) for SNV/Nepal is UNICEF. To facilitate its technical, financial and logistical support to the Programme, UNICEF assigned one Project Officer (PO) at each Regional Directorate to manage the Programme and also to advise the Regional Director in all programme related matters.

At each UNICEF Field Office (FO) (established by UNICEF) one Assistant Project Officer (APO) was assigned to supervise three to four districts, in order to assist in the execution of the CWSS-Programme.

According to the agreement between HMG/N and UNICEF the APO should have worked together with a counterpart Nepali engineer from the Ministry, but due to various reasons this never happened. The large difference in salary and allowances did not favour good cooperation. Another source of irritation was the fact that the APO always stayed loyal to UNICEF and not to HMG/N.

With the Decentralisation Act of 1985, all water supply activities in Nepal were reorganised. One after another the Field Offices were closed and responsibilities handed over to the District Technical Office (DTO) of each district.

At present all UNICEF sponsored activities take place through the DWSS. UNICEF still runs construction, Maintenance and Sanitation activities in the Eastern Development Region. In the Mid and Far Western Region only maintenance and operation activities of realised projects and various trainings are being executed. In these regions construction work has been taken over by the Asian Development Bank, which provides loans for the execution of projects.

B) Objectives
see 1.3.2

C) Policy making

The influence of donors like UNICEF and WHO on policy making exists on technical matters, like standardisation, but often is limited to the planning and programming aspects. On field level, however, the influence of these agencies (including SNV/N) is somewhat larger and for a great deal depending on the capacities and the interest of the individuals involved in the Programme.

D) Donor function

CWSS-Programme received right from its initiation support from various donors. UNICEF has been the executing agency for the Programme and has played an important role in mobilising financial support.

Until 1979, CWSS was financed by general resources of UNICEF. In the Mid- and Far Western Development Regions, the Programme was supported by UNCDF through UNICEF. The total amount committed is US dollars 1.98 million, of which US dollars 1.73 million was to be disbursed through UNICEF.

In the Central Development Region, the Programme is being supported by the EC through UNICEF. The total amount committed is US dollars 2.32 million, also disbursed through UNICEF.

Furthermore the Canadian and Netherlands National Committees for UNICEF as well as Fuji network helped financing the Programme.

1.3 COMMUNITY WATER SUPPLY AND SANITATION PROGRAMME

1.3.1 Target Group

The CWSS-Programme is aiming at the rural communities in the hilly regions of Nepal to whom safe drinking water has to be provided.

To specify these rural communities, some of the criteria to be considered are:

- + the distance and time needed to fetch water;
- + the economic and social situation of the community;
- + the technical and social feasibility of the water system to be built in order to serve the community.

1.3.2 Objectives

The alteration in the CWSS strategy are well reflected in the objectives of the Programme, that changed through the years from mainly technical into more socially concerned ones.

Initially the main objectives of the CWS programme were:

- + to provide the rural communities in Nepal with an adequate supply of safe drinking water; and
- + to reduce the burden of women who have to collect water.

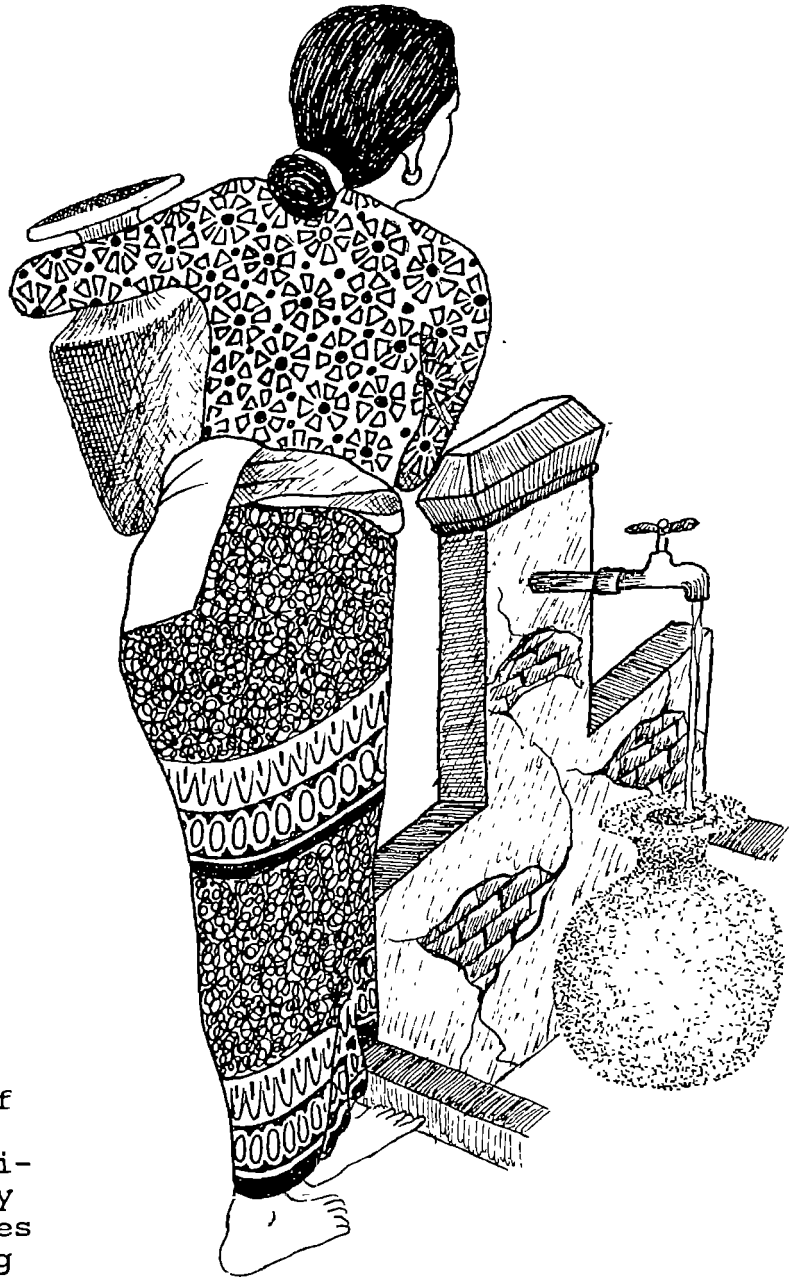
After 1980, when 'Sanitation' was added to the Programme, the objectives were broadened to:

- + the improvement of the public health situation through prevention of water related diseases; and
- + the enhancement of the productivity of the Target Group through improvement in the health situation and decrease of labour time spent on water collection.

HMG/N and UNICEF agreed upon the overall aims of HMG/N-UNICEF cooperation concerning water supply and sanitation as to:

- + contribute to the reduction of the infant child mortality rate;
- + reduce the high incidence of mortality and morbidity attributed to water and sanitation related diseases by providing adequate quantities of clean water and promoting Sanitation and personal hygiene; and
- + reduce the time and energy spent by women and children in collecting water for domestic purposes by providing water within easy carrying distance.

These overall aims have been given concrete form in the specific objectives of cooperation in relation to the project population. These are, among others:



- promoting more active involvement of the 'Users Committees' by conducting training and orientation courses for its members;
- developing a well managed and effective maintenance system by ensuring active involvement of the 'Users Committees' and training of Village Maintenance Workers;
- promoting more active involvement of women in all stages of implementation;
- creating and sustaining a change in habits and practices among women in:
 - (i) methods of collection, storage and use of water to prevent contamination and spread of waterborne disease, and
 - (ii) personal and home hygiene and sanitation to reduce gastro-intestinal, skin and eye infection; and
- upgrading skills of all technical staff assigned to water and sanitation and strengthening the planning, implementation, monitoring and evaluation capacity at the District level.

1.3.3 History of the CWSS-Programme

In 1970 the Local Development Department (LDD) initiated the Community Water Supply (CWS) programme. Over the years the Department has undergone changes in name and structure.

Nowadays the Ministry of Housing and Physical Planning is in charge of most drinking water supply activities in Nepal.

UNICEF started providing both technical and financial assistance from 1971 onwards in the form of materials, funds and manpower at supervisory level for the construction of water schemes. HMG/N provided matching funds. To ensure sufficient support of beneficiaries for the project, the CWSS Programme had adopted the policy of involving the 'users' right from the start of the construction schemes through the provision of voluntary labour mainly in construction and transportation of materials to project sites.

To solve the problems of lack of manpower, HMG requested various volunteer agencies to provide civil engineers, until Nepal had enough qualified personnel to take over.

In 1976 the term 'Noted Programme' was introduced by UNICEF. A 'Noted' programme involves a concentration of CWSS activities, funded by a specific donor agency (through UNICEF), in a particular area, usually comprising 3 to 4 districts.

With the proclamation of the 'International Drinking Water and Sanitation Decade' (1981-90), and the introduction of the 'Decentralisation Act 2039' (1985), the CWSS Programme gradually developed from a technical construction programme towards a more comprehensive programme. The working procedures were revised, the awareness for the need of proper operation and maintenance of the completed systems and a sanitation component arose.

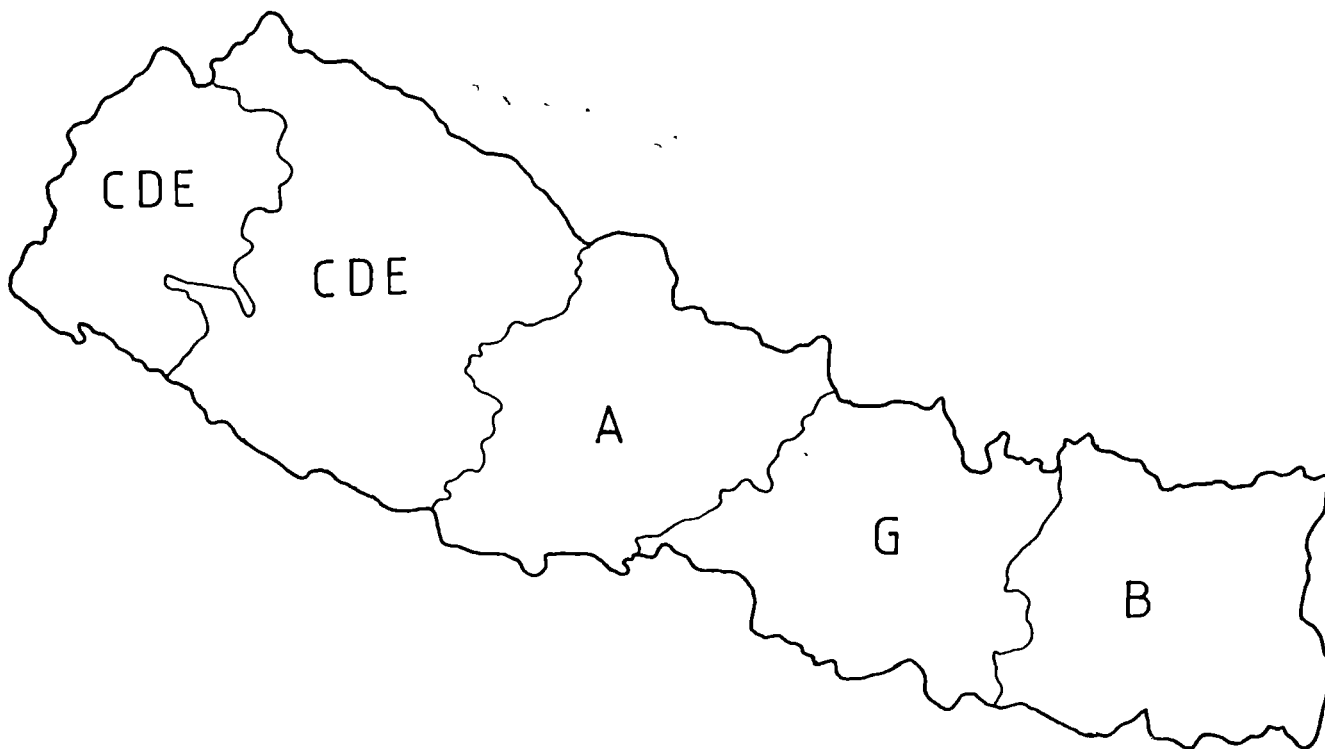


Figure 1 : Noted areas and Development Regions in Nepal

Maintenance became a part of the Programme since the 'Pokhara-conference' in 1982 on Maintenance and Sanitation. A community based maintenance programme was established. Maintenance workers were appointed on village and district level, later extended to a Regional Maintenance Unit (RMU) to supervise and monitor the activities at District level. These RMUs slowly handed over responsibilities for the execution of maintenance to District Maintenance Units (DMU), attached to each DWO.

In 1981 the 'S' for sanitation was added to the name of the project, which first was called 'Community Water Supply Programme' (CWS) only. In the first period 'sanitation' was limited to construction of latrines only. Later, the need was felt to add a health education component. The first sanitation pilot project started in Rukum District (Mid Western Dev. Region) in 1986. Sanitation was extended to 'Sanitation and Women involvement' in 1988 in the second sanitation project in Dolakha District (Central Dev. Region).

By 1982 the concept of people's participation became institutionalised.

Towards the mid 80s, the importance of the role of rural women was recognised, but it was only since 1986/87 that more emphasis is being given towards involvement of women in all stages of realizing a water supply system and its operation and maintenance.

Apart from the gravity flow programme for the hilly area, in 1982 the Terai Tubewell Project was set up within CWSS. It was created to improve the drinking water situation in the Terai, where local

people often fetch their drinking water from open and therefore often polluted shallow wells or streams. UNICEF provided technical and material support and started the production of handpumps within Nepal with the assistance of an SNV-DA. The Programme first only covered the Central and Western Terai, but later was extended to the whole of the Terai. Within the Programme small scale sanitation activities were executed.

With the Decentralisation Act, in 1985, the water supply activities were totally reorganised. It meant that responsibilities were delegated to District level and DWSS and CWSS activities from then on came under the responsibility of District Technical Offices of the various districts. UNICEF Field Offices on District level were closed.

The execution of CWSS Programme came under the newly established District Water Supply Offices (DWO) from 1988 onwards.

1.3.4 Components of the Programme

A) Construction

Under CWSS, construction work includes the building of new water supply systems as well as the extension of older systems in order to serve more people. Between 1984 and 1991 a total of 103 new systems (79 in the Central-, 11 in the Mid Western- and 13 in the Far Western Region) were built.

In addition, carry-over systems (projects that cannot be finished in one season) and rehabilitation systems are constructed. Also, household pit latrines and school- and office latrines are built. Construction work is executed by CWSS engineers, overseers and technicians, in some areas assisted by a volunteer/DA.

Villagers are supposed to participate in the process by providing unskilled labour voluntary, join meetings, etc.

B) Maintenance and Standardisation

Maintenance

To ensure proper working of constructed water supply systems also in the future, village level 'Village Maintenance and Sanitation Committees' (VMSCs) were established, who are responsible for the management of operation, maintenance and sanitation activities. A 'Village Maintenance and Sanitation Worker' (VMSW) is selected by the VMSC and trained by the project. He (as no case of a female VMSC is known) is being paid by the beneficiaries in cash or in kind. No major abuse or disfunctioning is reported.

Additionally UNICEF contributes a 'Maintenance and Sanitation Technician' (MST), who visits completed projects to provide technical and management guidance to VMSC and VMSW. Spare parts, needed for regular operation and maintenance, are usually provided free of cost through DWSS/UNICEF regional stores.

Until a few years ago a Maintenance Unit operated from the Field Office, consisting of volunteers/DAs and a few MSTs.

They used to visit completed projects, conduct status surveys and then make an annual programme for all maintenance work to be done

in future. During regular visits, they also directly helped VMSCs and VMSCs to keep their systems operational.

In 1990 the establishment of 'District Maintenance Units' (DMU) at each DWO and a 'Regional Maintenance Unit' (RMU) under the Regional Directions of the Mid- and Far Western Regions was proposed. The DMU provides technical assistance to VMSCs in undertaking the maintenance programme. The RMU supervises and monitors the activities of the DMUs.

An annual 'Plan of Operations' for maintenance was prepared and approved, covering water supply systems built under CWSS and other programmes.

Recently, the idea of creating a 'Maintenance Fund' for each completed system has been introduced in an effort to make the programme more workable and financially viable.

Finally 'Women Tapstand Caretaker Groups' (WTCGs) have been initiated to assist the VMSCs. This initiative is a result of efforts within Sanitation and Women Involvement.

Standardisation

Through the years Development Associates (DAs/volunteers) and engineers of CWSS developed standard designs, procedures and forms for all phases of realising a water supply scheme.

These efforts resulted in a policy paper on Standard Procedures and Guidelines for Sanitation and Maintenance, which are being implemented now.

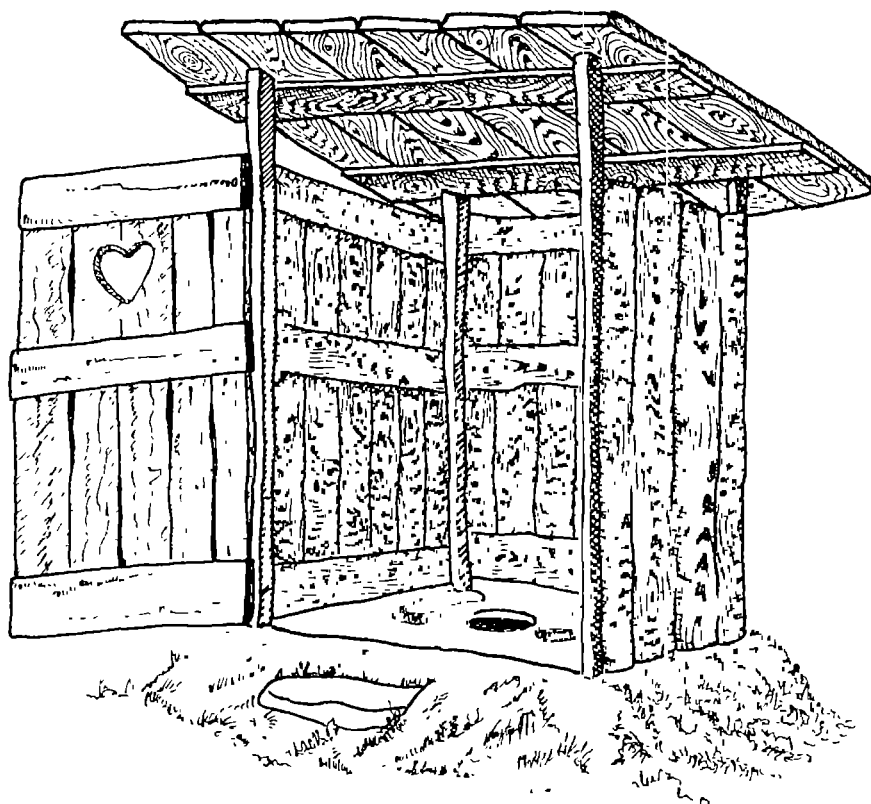
C) Sanitation and Women Involvement

Although in 1982 already 'sanitation' was added to the CWSS Programme, activities in this field were limited to the construction of pit latrines during construction work of water supply systems. Occasionally motivation campaigns were organised at project sites to spread messages on personal hygiene and environmental sanitation. The success of these activities largely depended on the personal motivation of the project staff of CWSS. In 1986 a pilot sanitation programme was initiated in the Mid Western region. A sanitation team was set up, consisting of an SNV-DA, a Woman Sanitation Supervisor, 3 Women Sanitation Workers and an MST, to carry out the programme. They prepared trainings and educational materials, improved the training and communication skills of WSWs and other beneficiaries at pilot project sites. Trainings were organised for Women Sanitation Volunteers and primary school teachers to motivate them to construct latrines and improve Sanitation and hygiene awareness.

After some time the sanitation programme was limited to one district only, as the area chosen first proved to be too large for an effective programme.

From 1988 on, a new approach was developed with the involvement of beneficiary women in the sanitation programme. This approach originated from the growing realisation that women are the main responsible for water handling. Therefore their active involvement in planning, design and implementation of water supply systems and sanitation matters is absolutely necessary. It implied establishing inter linkages between sanitation, health

education and W.I. and developing an organisational set-up for the implementation of a Sanitation and W.I. programme. A two year action plan was designed, also to involve the DWOs in the programme. (See Annexures for organisational charts and jobdescription)



D) Training

Within the CWSS various trainings are organised, mainly financed by UNICEF, which also provides training to personnel.

First of all 'Water Supply and Sanitation Technicians' (WSSTs) receive trainings. 'Village Maintenance and Sanitation Workers' (VMSWs) are trained to operate and maintain already built systems.

'Maintenance and Sanitation Technicians' (MSTs) as well as 'Women Workers' (WWs) and Sanitation Volunteers join trainings on maintenance and sanitation respectively.

User Committee-chairmen participate in workshops aimed at preparing and motivating them to assume their responsibilities for operation and maintenance of the systems.

Training activities are often organised and supported by Training Centers of various regional headquarters.

1.3.5 Set-Up of the Programme

The initial step is the recognition of the need for a drinking water system by the village panchayat (now: Village Development Committee, VDC) or a part of it. A written request has to be made by the village panchayat to the District Panchayat Office and

then needs the approval of the district assembly. The District Panchayat has to request the District Technical Office (later DWO) to visit the village in order to complete the application forms. These are to be considered as the basis for the selection of the CWS projects by the District Assembly. Criteria, set up by the LDM Regional Directorate, are used to put the selected projects in order of priority.

Some of the criteria are:

- + sufficient voluntary labour should be guaranteed and the chosen communities should have a good record of voluntary labour;
- + there should be no uncertainties of disputes over water rights;
- + villages that benefitted few development projects get priority;
- + projects should serve schools and health posts;
- + communities should have a majority of scheduled caste groups.

It is reported frequently that projects are selected on the basis of political considerations.

Once a priority list is approved by the District Assembly, it is submitted to the RD together with the application forms.

The RD performs preliminary surveys for a suitable number of projects and these are reviewed in order to determine projects' feasibility and priority. Then detailed survey for feasible projects take place. The RD submits a list of proposals for projects to the Ministry for approval.

The RD then prepares design and estimate for the projects to be implemented in the coming construction season and the projects' documents are sent to the district and project site.

As the CWSS projects are based on the principle of voluntary labour by the local beneficiaries, a Users Committee is formed, which is responsible to ensure a constant supply of voluntary labour during the construction period.

A standard agreement has to be signed between district authorities and the Users Committee.

As soon as village labour and local materials are ready, the RD provides the community with all other necessary materials and the overseers/technicians can start their work.

Once the construction work is completed, CWSS hands over responsibilities to the Users Committee and to the benefitting community. Maintenance and sanitation activities follow and are described earlier in this chapter.

1.3.6 Materials and Transportation

Local materials, like sand, bamboo, gravel etc. need to be collected locally and transported to the project site by the benefitting communities.

UNICEF provides pipes, pipe fittings, tools and other materials which need to be imported from outside. It also takes care of the storage of sufficient quantities of these materials at the field offices.

UNICEF bears the costs of transportation of all materials up to the nearest road head. From this place, villagers have to transport the material to the project site. If the distance is more than 12 km, part of the transportation cost is paid by UNICEF.

1.3.7 Foreign Personnel Support

A) Involvement of SNV/N

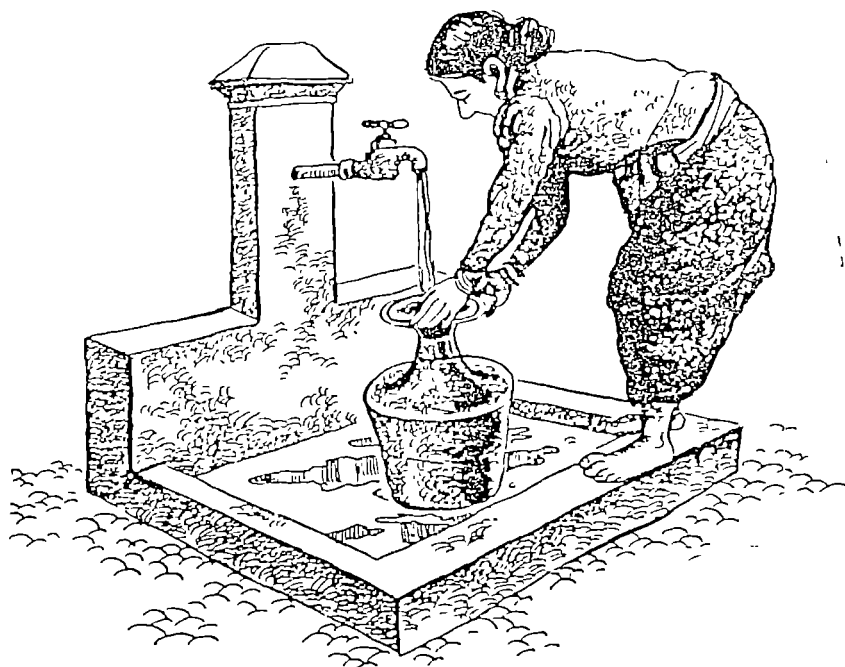
Since 1976 GVS (now GDS) was involved in the CWSS Programme by providing technical assistance. Soon it became clear that due to lack of personnel GVS was not able to provide enough manpower and requested SNV for personnel.

The first SNV/N Development Associates working in the field of construction and maintenance arrived in Nepal in 1977. The first Sanitation Coordinator arrived in 1986.

B) Other agencies

Apart from GVS and SNV, the sister agencies American Peacecorps, Japanese Overseas Volunteer Cooperation (JOVC) as well as the British Volunteer Service Overseas (VSO) provided manpower to the CWSS programme.

The Swiss Association for Technical Assistance (SATA) and UNICEF Assistant Programme Officers and Programme Officers worked in the Regional Offices of various regions.



2. SNV-NEPAL'S INVOLVEMENT IN CWSS

2.1 HISTORY OF DA INPUT THROUGH THE YEARS

2.1.1 Introduction

Through the years the demand for more water supply systems increased. However, due to lack of sufficient local technical personnel it was impossible to meet this demand.

Therefore HMG requested several foreign volunteer agencies to provide additional technical manpower.

First the German Volunteer Service (GVS, now GDS) and the American Peace Corps responded to HMG's request, later joined by JOCV and VSO.

In 1976, the GVS was facing problems in fulfilling requests for CWS volunteers and offered ten requests to SNV-Nepal.

SNV's involvement in CWSS started in 1977 under the umbrella of GVS. After SNV established her own field office in 1980, ties between the two Volunteer Agencies loosened and SNV/Nepal ran its CWSS inputs independently.

The inputs through the years can be divided into four concentration areas, corresponding with three Development Regions of Nepal: Eastern Region, Central Region, Western and Mid- and Far Western Region.

This chapter gives an overview of the various inputs in the different areas, difficulties met by DAs, their positive experiences and the impact of political and organisational changes in their work.

The second part of the chapter gives a summary of conclusions drawn in various project papers written by or for SNV/Nepal. Reports written by other organisations are not being taken in consideration.

As at the time of the preparation of this report, probably not all written reports were available anymore, information on the work of some DAs may be missing. However, the consulted documents give a quite complete picture of all activities.

2.1.2 Eastern Development Region

A) Construction and Maintenance

In 1977 the first group of five SNV civil engineers arrived in Nepal, two of which were stationed in Biratnagar in the Eastern Development Region. Biratnagar formed the base from which they organised their fieldtrips to often remote CWSS sites within their region.

Their task consisted of:

- +survey and design of water supply systems;
- +supervising construction;
- +developing standard design and formulas for future WSP use;
- +participating in promoting Health Education at local level.

The DAS found it difficult not being introduced into the work properly after arriving in Nepal. For this reason it took them much longer than expected to find out the way of working of their office and to deal with the bureaucracy.

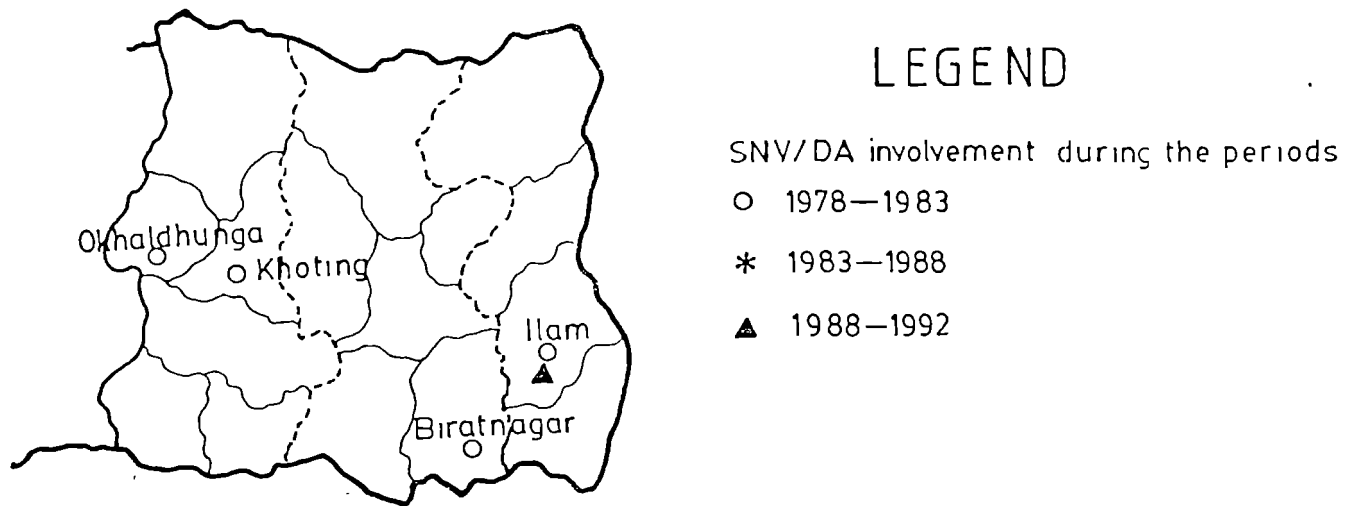


Figure 2: SNV/N's involvement in the Eastern Development Region

Soon, the DAS started to notice the positive and negative sides of their work. They saw that safe drinking water was a real need of rural communities and felt that the Programme was serving the poorest of the poor, though not exclusively, as drinking water became available to all parts of the communities. On the other hand, they were critical about the political factors involved in the choice of project sites. It turned out that many decisions in this field were not based on urgency, but on 'influential relations' of certain villagers.

As the CWSS project is based on involvement of villagers, all DAS were disappointed about the 'lack of cooperation' of involved local people. The project paid a salary to some skilled labour and simultaneously expected the villagers in return for the provided water supply system to volunteer for unskilled labour. This 'unfairness' made many locals to refuse to contribute. The DWSS approach also had its impact, as in DWSS projects no voluntary labour had to be done.

With regard to office matters, generally the DAS were satisfied about the level of integration of the Programme in the LDD, a quite good regulation of money flow and organisation. The UNICEF field manager stationed in Biratnagar kept things going well.

One of the DAS noticed the urgent need for better contacts between the various Regional Offices and pleaded for a standardisation of designs. This became the first step towards the efforts of other DAS to work on standardisation more broadly.

Finally, the DAS noticed that the CWSS Programme started growing so rapidly, that less time was available for longer and necessary visits to project sites. A material supply problem occurred. The DAS feared that the quantity of the built systems would become more important than the quality.

Due to lack of proper background in this field, the DAS felt it

being impossible to become well involved in the field of sanitation. However, they thought sanitation to be a very important part of the work.

Towards the end of their contract period, most DAs were not much in favour of a continuation of inputs from SNV. They found that there were enough Nepali engineers able to take over their work, if these persons only wanted to be stationed in areas as remote as the CWSS sites in the Eastern Region.

In 1978 a new DA arrived to work under the LDD of Biratnagar with Khoting district being his main working area. No reports could be found on his work and experiences. This is also the case with the DA working mainly in Okhaldhunga district from 1981 to '83.

Finally, the inputs in the Eastern Region were not continued after 1983 by SNV/Nepal.

B) Sanitation

The input in sanitation in Ilam district is being described in the paragraph 'Mid- and Far Western Region', as the DA involved was transferred from this region.

2.1.3 Central Development Region

A) Construction and Maintenance

In 1983 HMG/N requested SNV/N for an input for the post of Civil Engineer in the newly established Field Office of Hetauda (first requested for Charikot). SNV honoured the request because it felt that a DA would have many chances to be involved in the office establishment and the Field Office being new, the manpower situation was bad. However, the DA who joined the office in December of the same year, fairly soon became disappointed about the reality in the Region. He felt the staff was not motivated to do field work. According to the DA the lack of engineers was due to the fact that they did not want to work outside Kathmandu. The DA had to fill this manpower gap. At the same time, he felt he could not work according the jobdescription and his position within the hierarchy was weak. He sensed also little interest from the side of MPLD for the Programme, as UNICEF-CWSS became less and less integrated in the Ministry.

Several times the DA discussed his working problems with the SNV staff and after one and a half year, finally, the DA left the country, refusing to work within CWSS again. It was decided that the DA would resign on 'personal grounds'. At the base of these grounds, HMG/N made a new request for replacement of the DA, as he had not resigned on 'project grounds'. SNV/N, however, decided not to honour this request.

Meanwhile, work at the Maintenance Unit of the Hetauda Field Office went quite smoothly. An SNV-DA, who had worked under CWSS in Nepalgunj previously, replaced a GVS volunteer in 1980 for the post of Maintenance Coordinator. In his year of assignment, the DA had initiated a Maintenance Programme and had written a policy paper on Maintenance in the Central Region. He had been succeeded

by a GVS volunteer, and came back at the same post in august 1988.

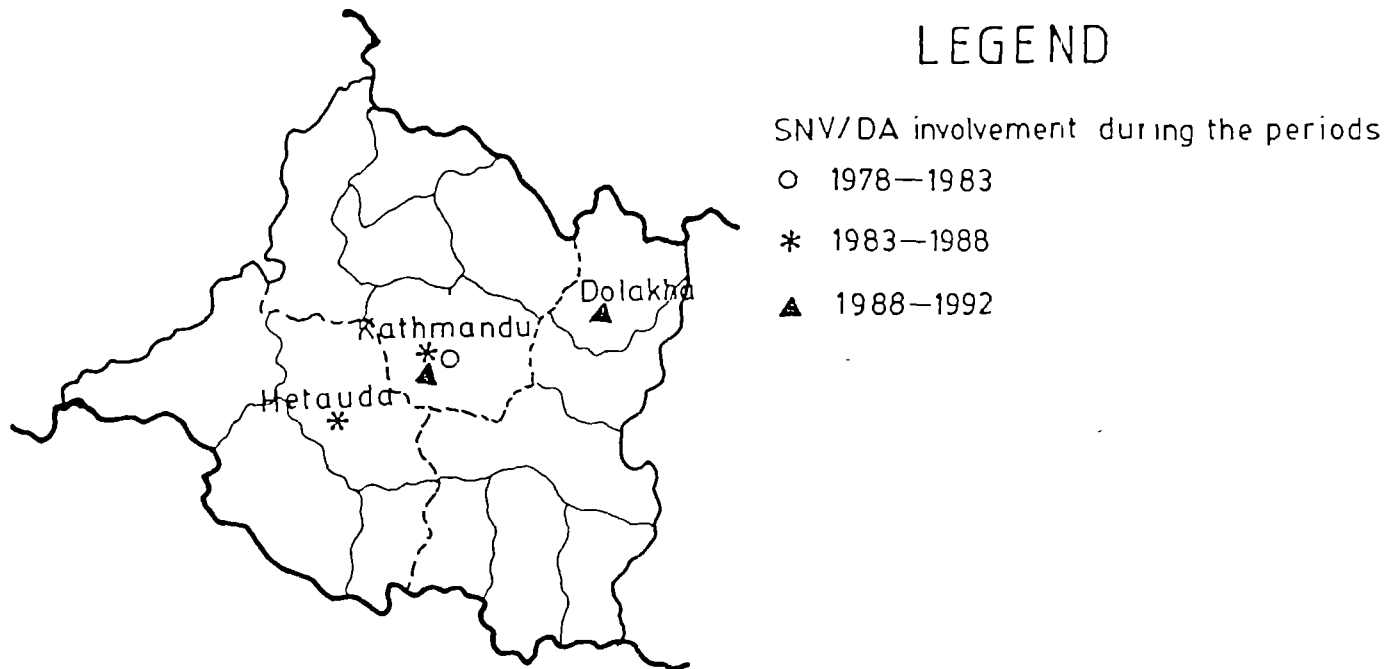


Figure 3: SNV/N's involvement in the Central Development Region

As the DA returned to his 'old post' (with his duty station being Kathmandu), he found that the Maintenance Section only really existed on paper. No clear implementation of the policy was taking place, as well as a lack of manpower was existing. Moreover, he was afraid that the changes of Ministry (MPLD to MHPP) with CWSS coming under the umbrella of DWSS, would create confusion and frustration. The DA started implementing the idea of maintenance by introducing and coordinating maintenance activities in the various districts and giving trainings. Women Workers initiated Sanitation and Women's Involvement. At the end of his term, the DA felt quite satisfied about the level of structurisation of maintenance within the RD and seven of the Region's districts, the positive impact of Women Involvement and Sanitation on various communities and the successful trainings being given. The DA pleaded for succession, but this request was not fulfilled by SNV but by a sister organisation.

B) Sanitation

In 1988 a Sanitation Coordinator arrived to fulfil the request from the side of MPLD and UNICEF for a post in Charikot, Dolakha district. Due to the recent changes of Ministry (MPLD became MHPP), for a long time confusion and late release of the budget hampered the start of activities.

From the beginning, the DA doubted whether the Sanitation Assistant, her counterpart at that time, would be able to finally take over, because of her level of education. A higher educated co-

worker was appointed in the last year of the DA's term. The DA thought, that she would be able to take over the programme after some more guidance. However, this would imply extension of her contract for several months. HMG/N however, thought otherwise and did not consider continuation, because according to the H.O. the sanitation team should be able to continue the work on its own. Even though the DA as well as SNV/Nepal showed great interest to continue the input to consolidate the growing interest in sanitation from all sides, extension was not approved by MHPP finally.

C) Terai Tubewell Project

In 1983 MPLD and UNICEF requested SNV/N to provide technical input in the CWSS Tubewell Project for the Terai, set up in 1982 and which had activities in the Central and Western Terai at that time. A DA was needed for setting up the handpump production, quality control and standardisation, training labours in the foundries and executing field testing and research on the efficiency of the designed handpumps. Although a short term input of approximately nine months was planned, it soon turned out that more time was needed for proper transfer of knowhow and training. The level of knowledge within the factories was much less than expected. Furthermore, the DA most of the time had to work without counterpart. This implied that the DA needed more time to execute his task than foreseen, also because a lot of travelling between the various production sites (Patan, Hetauda, Birgunj) was involved. Despite some problems with the quality of work in the foundries of Hetauda and Patan, the achievements of the input were large. The quality of handpumps increased highly and UNICEF started to become independent of imports from Bangladesh. The DA was in favour of succession for about two years to consolidate the results achieved. SNV/Nepal, however, rejected on grounds of the Programme being totally UNICEF controlled and therefore UNICEF should also provide manpower. Moreover, SNV/N was of the opinion that a purely technical input did not fit anymore in the Input Policy Plan of the Organisation. Finally, the DA was succeeded by a Junior Professional Officer of SATA.

2.1.4 Western Development Region

In the first group of DAs for CWSS also three civil engineers arrived who were stationed in Pokhara, Western Region. The task description of this group was the same as the one of the DAs posted in the Eastern Development Region. Contrary to the group working under UNICEF in the Eastern Region, this batch worked under SATA, which assisted the CWSS in the Western Region. Having had the same poor introduction in the project as the DAs in the east, they sensed difficulties adjusting to the programme description of involvement through the years in different components.

The DAs already in their First Experience Reports complained about the high level of bureaucracy and centralisation of the LDD. The poor communication between the project sites and the

office caused delays in the work and overseers showed little interest in working in the field. On the other hand, as in Biratnagar, they found the UNICEF officer in charge very capable of controlling the money flow which made working easier.

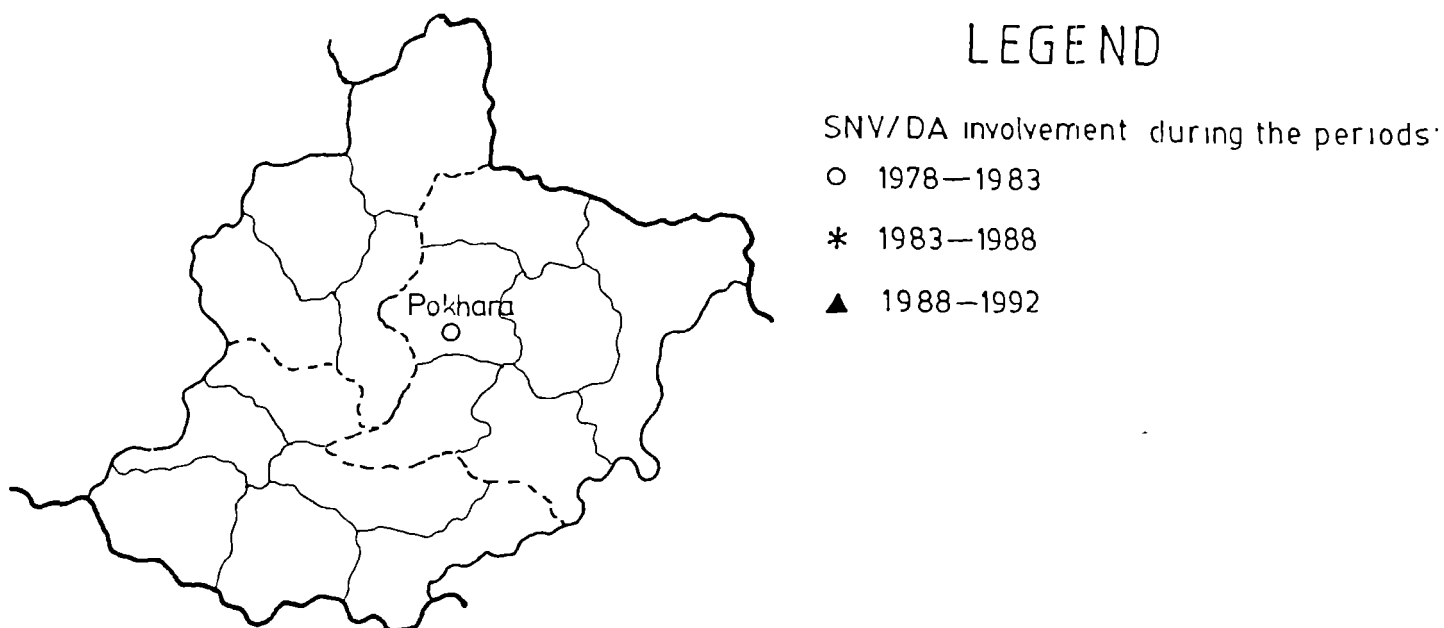


Figure 4: SNV/N's involvement in the Western Development Region

The similarity with the constraints felt in Biratnagar is striking, which justifies serious doubts about the original set-up and ideas of the Programme. Again, the main problem on the project sites was the unwillingness and often unability of villagers to provide voluntary labour. One of the reasons for this lack of participation was the aversion of villagers of the dishonesty and the political games played by high ranking people in the community and within HMG/N. The DAs thought that about half of all the project site choices were based on political decisions and not on the bases of real needs. One of the DAs noticed that providing voluntary labour is a big sacrifice for really poor people, which they hardly can afford. During the time spent working for CWSS, they could have done other, necessary work.

The DAs expressed their fear that due to the high goals set in the new 5-year plan, more projects would be initiated than could be handled. This could result in a decline of the quality of built water supply schemes.

Furthermore, the DAs observed that they were doing the work that HMG/N officers did not like to do, because of the remoteness of many project sites.

The next batch of SNV-DAs to be posted in Pokhara arrived in September 1978 and consisted of 2 civil engineers.

Their so called 'task description' was still identical to the one of the DAs arrived before, but still no official job description was existing. As it was not clearly explained to the DAs who was responsible for which part of the construction work, they found

it difficult to execute their work, mainly in the field of supervision. Sometimes the DAs felt not being taken seriously. According to the DAs no transfer of knowledge took place, because they had no counterpart to collaborate with.

Furthermore, they shared most of the experiences of the preceding DAs in positive and negative sense.

The changes within HMG/N of changing the LDD into the Local Development Ministry, did not have any direct influence on their work.

The DAs did not get successors, as they advised negative on continuation. Their main reason was that, according to their opinion, the number of volunteers/DAs stationed in Pokhara was already much more than really required for the amount of work.

2.1.5 Mid and Far Western Development Regions

A) Construction, Maintenance and Training

1978 - 1983

With the first batch of DAs, one civil engineer was posted in Surkhet. He worked from 1977 to '79 in this headquarter of the Region. However, no reports written by the DA were found.

Together with the group of civil engineers for Biratnagar and Pokhara, one DA arrived to be posted in Nepalgunj. His working area consisted of Salyan, Bardia and Bajura districts. Again his task focused on doing surveys, designs and implementation of water supply systems, making estimates and assisting in various trainings.

The DA emphasized on activities such as sanitation, source protection and vegetable gardening from 1980 onwards, which meant that the importance of providing water supply began to be seen more broadly.

At the same time the new 5-year plan by HMG/N and the declaration of the 'Waterdecade' in 1980 (bringing a lot of money into the country), increased the pressure on CWSS to construct as many water supply systems as possible.

Finally, the DA noticed that with the shift from LDD to MLD, the power of this Ministry had increased greatly, a power often used also on local level. The Programme became more and more politically biased.

In 1981 the DA was transferred to Bhaktapur, Central Region for the function of Maintenance Coordinator (see Central Region)

The next inputs in CWSS in this region are dated from the end '80/beginning of '81. One DA was posted in Surkhet and one in Rukum district, soon joined by a third DA for Surkhet district after being transferred from an other post in Rolpa district. All DAs worked at CWSS Field Office level, doing mainly construction related activities and supervision. The DA posted in Chaurjari Field Office (Rukum) was added to the maintenance unit, supervising activities.

The problems faced again were almost identical to the ones observed before. Due to a lacking job description, their status within CWSS stayed unclear, the DAs felt uncertain about their responsibilities.

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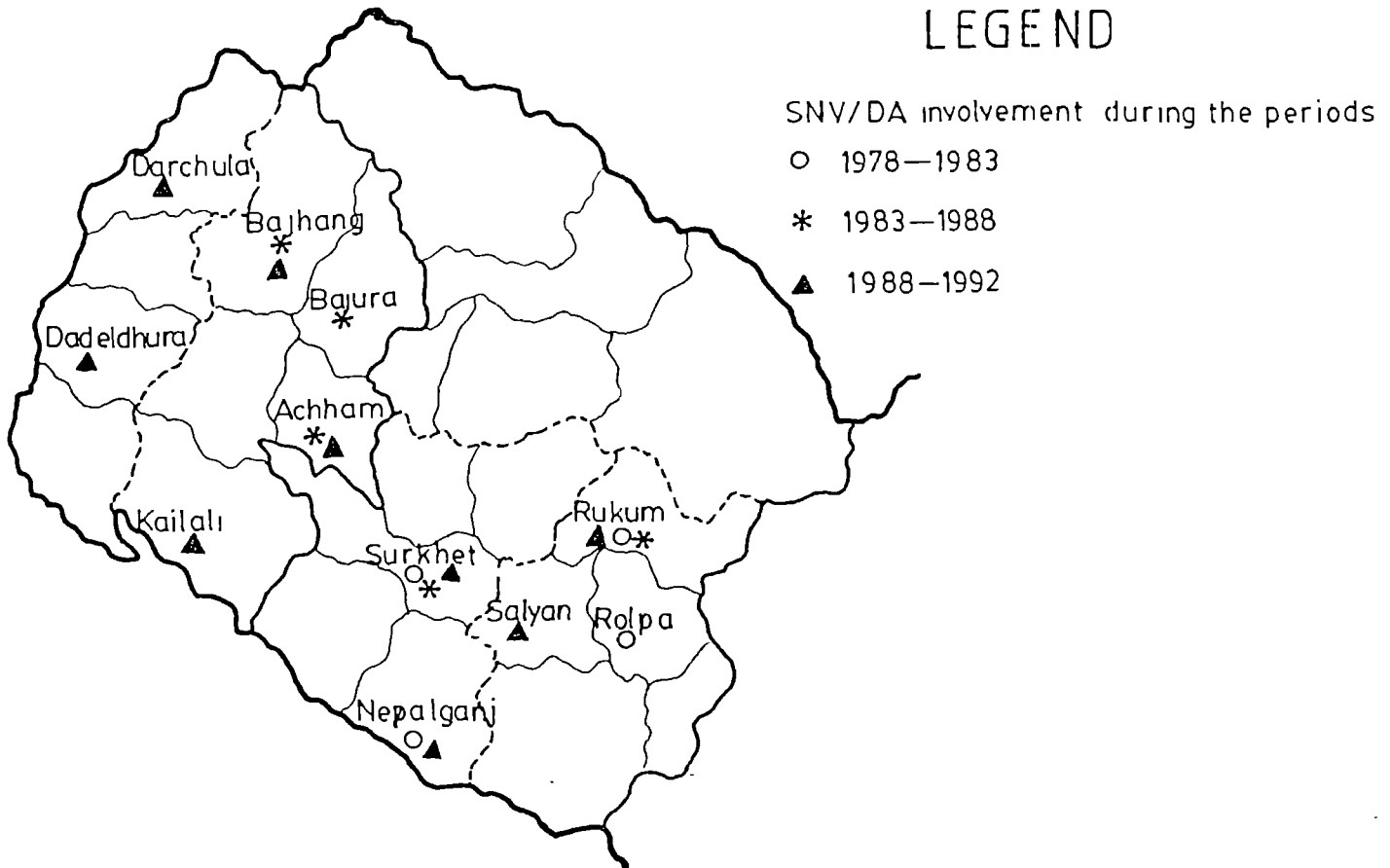


Figure 5: SNV/N's involvement in the Mid- and Far Western Development Regions

The DAs felt that most project sites were chosen on political grounds and complained about the high level of bureaucracy. It was also the period that the DAs became aware of the need for sanitation and health education going along with construction of water supply systems. And they felt a strong need for improving the maintenance component, mainly because at that moment nobody was really interested in this matter. After finalising a project, the office staff had met its target and villagers were already of the opinion that they had provided enough labour during construction work.

In fact, the process of building up a better maintenance programme within CWSS had started already after the Jhapa-conference in 1980.

Finally, a jobdescription was elaborated, dividing the period of working for DAs into three periods:

getting familiar with the programme in the first year, supervise work in the second and combine activities of the second year with water supply related activities (sanitation, giving trainings etc.) in the third year. (See Annex II for jobdescription).

From this period on, most DAs had a counterpart in contrary with the starting years, where a counterpart only existed on paper.

In the following years, the Chaurjari field office stayed one of the main centers of SNV involvement in CWSS, whereas the Surkhet office was closed. It was replaced in an other district under the responsibility of the Karnali-Bheri Rural Development Project (K-BIRD).

1983 - 1988

In 1983 two new DAs arrived to replace the departing DA in Rukum. These DAs were the first to work within CWSS with a 'HTS' (Hogere Technische School), so Technical College instead of the 'MTS' (Middelbare Technische School) Intermediate Technical School.

The DAs criticised the unwillingness of their counterparts to join them during fieldtrips and the lack of overseers in general in the Programme. These were some of the reasons that their work could not be in accordance with their jobdescription. On the other hand too many DAs/volunteers were posted in Chaurjari, as also American Peace Corps provided technical input here. American Peace Corps withdraw its inputs late 1984.

One of the DAs got in contact with PCRW, mainly on constructing latrines. The male DA found it quite difficult to get in touch with women, which he found was hampering his work in the field of sanitation.

Despite of many problems faced (similar to the ones, other DAs met earlier), they strongly advised continuation. As one DA became Maintenance Coordinator towards the end of his contract period, he strongly felt the need for support from expatriate manpower in this field.

Almost at the same time the DAs for Rukum had arrived, SNV honoured a request from MPLD and recruited two DAs for the Field Office of Achham in Sanfe Bagar for the posts of Construction and Maintenance Supervisor. One of the DAs later became Maintenance Coordinator and assisted the working group 'National Standardisation' under DWSS after having revised the standard designs in CWSS projects of the Mid and Far Western Regions. (See also Central Region).

Again problems faced where mainly not technical in nature, but originated more from a lack of managing capacity: the supply of materials, funding and the unwillingness or unablensness of villagers to participate. The DAs recognised that in their area project sites were mainly selected on the bases of technical feasibility rather than related to the welfare of a village. They regretted the lack of interest from the side of villagers, as they saw for example maintenance activities, carried out with (the help of) villagers as an excellent way to improving the self reliance of local people.

Furthermore, one DA was highly critical towards the policy of UNICEF, that had built up parallel structures to the ones of MPLD to reach its goals. They organised their own trainings and had set up separate CWSS Field Offices, that made the Programme impossible to be continued by HMG/N once UNICEF pulled out of the CWSS Programme.

In his final report the DA mentioned that these Field Offices will disappear when the Decentralisation Act is being implemented toward mid 1985 and the Programme will be implemented through the District Technical Offices (DTO). This was what UNICEF always had

tried to avoid.

In a joined statement (with APC, GVS and JOCV) SNV DAs presented their concerns towards their work in the CWSS Programme. They criticised the lack of coordination between RDs, FOs, LDOs and DAs/volunteers which sometimes seriously hampered the smooth running of activities. Furthermore the DAs/volunteers felt difficulties in getting familiarised to the 'bureaucracy' of their offices and felt not being looked upon as an integral part of the MPLD staff. They expressed their concern about the lacking support and feed back from the side of the (Interim) Host Organisation and also noted that attempts to integrate the water supply project into community development were only minimal. Finally they demanded having counterparts on all posts.

Despite of all critical notes, SNV/N decided to post two new DAs in Achham district during the first months of 1986, joined by a third DA in January '87, who was transferred from Bajhang district. These Construction and Maintenance Supervisors and later on the Maintenance Coordinator emphasised on more attention for maintenance and sanitation. For a male DA, they stated, it was almost impossible to reach women. In 1987 a one month sanitation campaign was organised.

The DAs felt that due to the decentralisation they had more responsibilities in the Programme, although sometimes the position of the DA stayed unclear. In general the DAs could work according to their jobdescription. Another result of the decentralisation was that the communication on district level improved tremendously.

Towards 1989, UNICEF was pulling out technical and managing support for CWSS Programme in the Regions, which caused shortages in supplies, lack of manpower and therefore big delays in construction. The communication in general with UNICEF was poor.

The DAs finally advised continuation in the fields of maintenance and sanitation coordination, based at the DWO. From mid 1988 on, with the changed organisational set-up, the DWO became more and more in charge of all water supply programmes. The Field Offices were closed down one after the other.

Also for Acham, continuation in the Field Office was impossible and the newly arrived DA was transferred to Bajhangs District Water Supply Office.

From 1986 to 1989 a DA was assigned to the Regional Training Center in Surkhet, where he compiled a reader for several trainings to people and groups involved in CWSS.

1988 - 1992

In 1988 a new DA arrived for a post in Rukum. With the shift from MPLD to MHPP, DWSS and CWSS activities were combined and organised from one office. The DA noticed that due to this an exchange of knowledge between both groups of staff took place. It also resulted in a more flexible implementation of projects and slowly more manpower became available. As there were no connections with the LDO anymore, other interests than those of CWSS were playing a much smaller role. Still, he found the lack of communication with the Regional and Central level striking. The post in Rukum (as had been the case in Achham) was not

continued due to the organisational changes in 1988-'89, as the UNICEF Field Offices were abolished and District Water Supply Offices were set up.

Two Construction Engineers joined CWSS at the end of 1988. One was posted in Bajhang and one in Salyan at the DWO. From the beginning, both DAs complained about the unclear status within the office, also making it impossible to work according to the new jobdescription (see Annex II). Moreover, often the construction work was hampered by long delays in materials supply from Nepalgunj. During Users Group Committee formation, they found it difficult to deal with the diversity of the target group and their different interests towards the watersystem. The DAs questioned the sense of this purely technical input, whereas they felt there were enough Nepali to do the work.

After two years, the DAs became Maintenance Coordinators in Dhangadhi (Far West) and Nepalgunj (Mid West). Soon after, a proposal for the operation and maintenance of the drinking water supply schemes in the Mid- and Far Western Regions was written with the support of UNICEF and SNV/Nepal. The implementation plan contained:

- + The set up of Regional Maintenance Units as part of the RD.
- + The set up of District Maintenance Units.
- + O&M activities being implemented for CWSS and DWSS, thus irrespective of the source of funding and in all districts of the Region.

Both DAs were positive about their new posts. The awareness for Maintenance and Operation among HMG/N and UNICEF was rising, activities went smoothly. After a year the DAs advised continuation, because they felt it necessary to support the newly set up and therefore still weak structure. SNV fully agreed on this and appointed a DA who had worked as Technical Supervisor under CWSS in Dadeldura before for the post in Nepalgunj. For the other post, no experienced 'senior SNV-DA' was available and the sister organisation APC was asked to fulfil the vacant post in the Far West.

In 1989, two DAs arrived for the posts of Technical Supervisor in Dadeldura and Darchula after a long discussion within SNV. After having agreed upon the request already done in 1987, the Professional Group (semestrial meeting of DAs working in the same field) in mid 1989 requested the Advisory Council to advise negatively. They found that the bad experiences of the DAs at that moment working in the Far- and Mid Western Region (bad material supply, unable to work according to job description) did not justify two new inputs in the construction part of CWSS. SNV, however, decided not to withdraw the proposed candidatures, because the DAs had been recruited already. SNV did not want to 'let them down'. Withdrawal also would have resulted in loss of credibility for SNV/Nepal, because programme related matters had been already discussed with the RD according to the Programme Staff of SNV/Nepal.

As the DAs started working, they mainly felt difficulties about

the contents of their job description, written early 1990. In the case of Darchula, a distinction was made between DWSS and CWSS with the DAs who were expected to focus on CWSS projects. In practice this distinction was not made and the DA was mainly working in DWSS projects. In Dadeldura, the DA had to work in the District Technical Office, whereas the jobdescription was based on the DA working in the DWSS Branch Office. According to the DA there also was insufficient staff for executing the programme properly. The main problem however, still was the unreadiness of villagers to provide free labour to the projects.

As UNICEF started phasing out of the construction part by mid July 1992, continuation was not possible. The DA posted in Dadeldura took over the vacant post of Maintenance Supervisor in Nepalgunj. Slowly the starting problems (lack of manpower and budget) got solved and the DA advised continuation to finalise the work within 2 to 3 years. He was of the opinion that some years of involvement still were needed, in order to prevent a collapse of the recently set-up structure. Although HMG/N fully agreed upon this, SNV advised negatively on grounds of the input being too dependent on the 'good-will' of the DWSS Regional Director. Furthermore, SNV/N argued that no senior CWSS candidate was available in Nepal. Being the only input in CWSS could be difficult to cope with for the DA to come. Finally, SNV had the opinion that the handing over of O&M responsibilities from the RMU in Nepalgunj to District Maintenance Units had progressed already so much, that within 2 to 3 years a DA would not be needed at the post. The DA did not share SNV's thoughts and reminded SNV of the willingness from the side of HMG and UNICEF to seriously work in the field of O&M. They started providing enough budget and manpower as well. The discussion lasted many months, was closed and reopened in the Advisory Council of SNV with the staff several times changing its mind. Finally, SNV refused to recruit a new DA and the post was taken over by a Peace Corps Volunteer.

B) Sanitation

Meanwhile in Rukum a Sanitation Coordinator had started a Sanitation programme within CWSS.

Her task was:

To develop standard procedures for the development of a Sanitation component in the CWSS-Programme, by

- + working on school sanitation programmes;
- + assisting, supporting and supervising the sanitation programmes;
- + assisting at trainings for VMSW and WSST;
- + evaluating anything that is going on in the field of sanitation.

(See Annex II for jobdescription).



At a whole, the DA was able to raise interest on sanitation on policy level and she found that more action was being taken in this field. However, she criticised the lack of real interest from the side of the Ministry and UNICEF and the lack of communication with UNICEF in Surkhet (Regional Office) and Kathmandu.

At field level, she realised that the sanitation team was too small to cover all construction sites. Choices needed to be made. At the same time, she found that the construction period of a water supply system was much too short to perform sanitation and health education in such a way, that behavioural changes will be obtained. A permanent institution was needed.

The term 'sanitation' in itself also caused problems. It includes not only building latrines, but also health education, child care, nutrition, etc. What items to choose ?

Finally, in 1989 a 2-fold approach was developed:

= intensive by the Sanitation Supervisor and Women Workers, with women's involvement via the Women Workers and a linkage with drinking water supply construction. The involvement would last two years per selected site.

= extensive by technicians through a short sanitation campaign.

Despite many difficulties faced, the DA advised continuation, because she observed some positive results, but had the opinion that her co-worker was still too unexperienced to work without guidance.

Together with SNV-Programme Officer mr. A. Tuladar, the DA organised a workshop on sanitation, which together with a workshop organised by 'Wateraid' formed the base for the development of a sanitation policy by HMG/N.

The DA was succeeded by another DA, working in Musicot, Rukum district. The site was transferred from Chaurjari because the DWO as well as the Women Development Office were located in Musicot. Moreover, most CWSS sites were situated close to the district head quarter.

The DA, due to the remoteness of Musicot, found it difficult to communicate with the Regional and Central level. Moreover, she felt that due to lack of structural facilities little scope was left for working via existing programmes of line agencies.

Her main problem, however, was the struggle with MHPP, that envisaged a sanitation approach via the Community Health Volunteer Programme. This would imply a delinkage from drinking water supply and the Sanitation Programme coming under the Ministry of Health. The DA opposed this plan, because in her opinion the CHV Programme was a very weak one. She also feared that in the new set-up a lot of districts were expected to be covered, resulting in an increased pressure on coordination and logistics.

On the other hand she was very well aware of the shortcomings of the set-up proposed by DAs. In this set-up the approach would be very intensive, which again would make it impossible to realise an intensive area coverage, giving also little scope for integration with other current projects in the district at site level. She also wondered whether a long term, intensive approach finally would be more effective than a short term, extensive one.

Finally, SNV/N decided to transfer the DA to Ilam, to succeed a VSO volunteer who had worked in Sanitation in this Eastern district.

The main reasons for the transfer were:

- = a very low receptivity among the beneficiaries in Rukum;
- = very limited assistance from both HMG and UNICEF;
- = very limited possibilities to integrate activities with line agencies at district level;
- = an overall lack of sustainability.

As the East of Nepal is less remote and poor than the Mid West and the VSO volunteer had positive experiences, it was supposed that people here would be more open for the message of 'sanitation' than in Rukum.

The DA got more positive support from the UNICEF Field Office in

Ilam and the DWO, and there was a significant improvement of receptivity among the target group, which made the working situation much more satisfactory.

Nevertheless the DA did not advise succession, because she argued that a single input in a top down structure did not really meet the SNV input criteria.

Meanwhile an other SNV-DA had started her job as Sanitation coordinator in Dolakha district, in the Central Region. (See chapter Central Region).

2.1.6 Contacts with other organisations

A) Inside Nepal

Apart from contacts with UNICEF and SATA, from the mid-80s on, regular meetings with sister agencies involved in CWSS were organised.

In Rukum some cooperation between PCRW and SNV-DAs occurred on the construction of latrines and with regard to improving women's involvement in decision making concerning water supply construction.

The Sanitation Coordinators exchanged information with Helvetas, Water Aid, DISVI and the Britain Nepal Medical Trust.

B) Outside Nepal

To a certain extent contacts were established between DAs and the IRC in The Hague, The Netherlands.

2.2 SNV-NEPAL'S INVOLVEMENT POLICYWISE

2.2.1 Overview of written reports

A) Project reports

Project report III (1988) concludes that the CWSS Programme qualifies for assistance of SNV/Nepal because the Programme meets the need of the target group - the rural people, with special attention for women. It significantly eases the work load of women and children.

Furthermore the set-up of the Programme is such, that there is enough scope to participate in the planning and implementation of the programme. So far, SNV/N has not much of a say in policy matters as no regular forum is existing to discuss these matters, also with volunteers of sister organisations working within CWSS. DAs working in the Programme are responsible for money and material supply matters, they officially are not entitled for. According to the authors of the report the actual tasks and responsibilities of DAs need to be clarified in discussion with HMG/N.

The overall situation with sanitation has been dissatisfactory, even with the availability of a sufficient quantity of water. So

far sanitation has not been viewed more than building a few latrines. A need for establishing a strategy on a workable sanitation component is strongly felt. This needs to be done in close cooperation with both MPLD and UNICEF.

Report IV (1990) again concludes, that the CWSS input is worth the effort, as it focuses on the SNV-target group 'the poorest of the poor', with special attention for women.

Within CWSS little attention is paid to maintenance, sanitation and women involvement. Therefore, SNV/N's assistance in this field is a big need.

It is noticed that, since SNV and sister line agencies involved in CWSS decided to collaborate on a regular base now, their influence on planning and implementation of the programme can rise, provided they bundle their strength.

According to the DAs, CWSS and DWSS should be considered as linked programmes and therefore DAs should not only be involved in CWSS.

Input in construction should absolutely be shifted from a pure technical assistance to coordination of: construction, manpower distribution, organisation of well organised and informed Users Committees, survey and design, (non-) technical trainings, communication between HMG - UNICEF and on policy making.

There is still a big task for SNV in maintenance as there is a lack of knowledge among villagers. The set-up of good functioning and well informed Users Committees is essential, and a strong set-up of a joined CWSS/DWSS Maintenance Unit in each district are preconditions.

In all HMG should support the maintenance programme and formulate a clear strategy.

Sanitation still is the weakest part of CWSS and from the side of HMG/N and UNICEF this programme item is fulfilled by the construction of latrines only. Little attention is paid to Women's involvement. An SNV policy paper has been prepared to find ways to a general approach.

The CWSS Project Report V (1991) discusses the still insufficient improvement of health through the sanitation component of the Programme. However, HMG/N has taken concrete steps in formulating National Policies on sanitation as well as on maintenance.

Furthermore, HMG/N makes serious efforts at standardising the water supply programme by adopting the CWSS-approach.

SNV/Nepal states that these latest steps are also good reasons for continuation of their involvement in CWSS.

The report indicates that SNV will pull out of the construction component in the coming period, mainly because after 10 years of input HMG/N should be able to take over. Due to non-availability of sufficient candidates as well as lack of support on policy level (HMG/N) and provision of manpower and budget (HMG/N and UNICEF), SNV will gradually phase out the maintenance component. In the sanitation component also lack of interest on the side of HMG/N and UNICEF is being felt. The report concludes that therefore SNV should be careful in honouring new requests.

B) SNV Programme Evaluation of 1985

(Executed by Integrated Development Systems, Kathmandu, assigned by SNV-Nepal)

After interviews with CWSS-DAs, UNICEF and SATA staff and officers, engineers and overseers of MPLD, the evaluation team came up with the following conclusions:

- + The contribution of SNV/N in the CWSS Programme has been effective and in general everybody is satisfied about the projects. The DAs contributed largely in the increasement of the quality of water systems and in introducing the concept of maintenance.
- + In theory the aims of the (Interim) Host Organisation are similar to the ones of SNV/N. In practice, however, the (I.)H.O. focuses much more on the physical outputs of the Programme, which creates frustration among the DAs and SNV staff.
- + Projects often are chosen more often on grounds of political influence or feasibility, than on the actual need of the rural population and their level of poverty.
- + Women's participation is still very limited and it is questionable whether SNV's quite ambitious goals in this field can be reached through involvement in CWSS. The starting position (women are only involved in the household) lays far apart from SNV's aims.
- + SNV/N's influence on policy matters till now is very limited, partly because SNV only became involved in the Programme as junior partner after it was running already for seven years. The mainly technical background of the DAs involved, hampered real participation in policy matters. However, on local level they managed sometimes to take part in the decision making process. Influence on policy matters is also related to one's status and position in the hierarchy within the Host Organisation. As these never were clearly described in the jobdescriptions, influencing was hampered.

The team advised to set specific objectives (that are realistic, and in line with the general SNV objectives) of what SNV wants to achieve in the CWSS within a given time period. After a while an evaluation is needed to decide whether to continue the involvement.

To achieve more involvement in policy matters it might be necessary to concentrate the input in a smaller area (e.g.one Development Region) and to appoint one DA who, apart from activities in the technical field, should be active on policy level.

2.2.2 Assessment according to SNV input criteria

A) Target Group orientation

As CWSS aims at reaching 'the rural hill communities', this certainly implies that in general the SNV target group is reached. Moreover, because the CWSS Programme mainly focuses its attention to the Mid and Far Western Development Region since 1985, the most remote and deprived regions of the country are involved.

As the Programme also focuses on women by trying to ease some of their workload, it is also on this aspect in line with the SNV-target group policy.

However, water supply systems are built for a community as a whole and therefore also for the more wealthy people of the area of involvement. As project sites often are selected for political rather than economical reasons, it means that not always the poorest community will profit from a water supply system first. Attention to the role of women only started after the broadening the aims of the CWSS Programme and initiating the sanitation and women involvement activities. Women were no longer only considered to be a target group for hygiene education. Their valuable input in other project components was slowly recognised. From the side of the H.O. the policy of easing the task of women has not been fully implemented in the practical situation.

B) Relation to basic needs

Many studies suggest that there is an overwhelming need for drinking water supply systems all over Nepal. Especially women mention 'water' first, when asked for their preoccupation. The numerous requests by communities all over the country confirm this existence of need. It must be noticed, however, that many locals will mention 'water', when asked for their major problem by researchers working for a water supply programme.

There is not only a need for drinking water in general, a well running water system in a village also relieves women of the heavy task of carrying water over long distances.

Water also makes it easier to start livestock and kitchen gardening activities.

Availability and use of more water could have an influence on the personal hygiene of people and the improvement of environmental sanitation. For this, however, sanitation and hygiene education efforts are necessary.

It is also questionable, whether the improvement of sanitation is felt as a basic need by the population.

Finally, some villagers see the construction of a water supply system as a temporary source of income and partly for that reason express their need of getting a system.

C) Relation to self reliance

In theory the set-up of the CWSS Programme is aimed at the self reliance/self help of villagers. The idea was, that constructing a water supply scheme would form the nucleus for further community development work.

Formed Users Committees must mobilise voluntary labour during the construction phase and provide local materials as far as possible. Furthermore, they have to take care of the small maintenance of the system by charging a certain amount in cash or kind per month from villagers to pay for the Village Maintenance and Sanitation Worker (VMSW).

In practice, however, Users Committees are often badly informed about their responsibilities and tasks due to lack of time spent on the instructions (more focus on quantity than on quality). Users Committees therefore often lack the strength of being an independent institution, taking care of maintenance, sanitation and finances involved and solving disputes among the beneficiaries of the system.

A side effect of the sanitation component can be that, due to an increased health situation, people are less dependent on public health services, which consume a lot of money and often are difficult to get access to.

It was never reported that constructing a water supply scheme resulted in the starting off of other community development work.

D) Relation to improvement of the position of women

As in Nepal fetching water is supposed to be the task of women and female children, easing the burden of carrying water by shortening the distance to the water source can be viewed as a reduction of the workload of women.

How the saved time is spent however, is not clear. It might result into a shift from one work duty to another (which therefore does not ease the total workload) or really reduce the workload in general.

Taking part in sanitation activities like tapstand meetings can increase the knowledge and awareness on health and hygiene.

During construction and maintenance women are almost never involved or asked about their opinions during decision making.



E) Quality of staff and organisational structure of the H.O. and I.H.O.

The staff working in the CWSS Programme are all technically well qualified, with most engineers having their post graduate level trainings in sanitary engineering. While from a technical point of view their competence is quite high, their social capacity is low. Often they find working in CWSS less attractive, because of the low salary and their working field located in often remote areas.

Whereas it was very difficult to find qualified engineers and overseers for the CWSS-Programme the first years, later on it became more easy. However, there is still a lack of overseers and other manpower who are needed for a smooth execution of the Programme.

WSSTs, MSTs, WSAs and WSWs are available in required numbers in each region. Even though (or one might say: 'because', as local trainings are more to the point) they are trained locally, their technical skills are sufficient. Usually they are highly motivated and dedicated to the Programme and so their social skills are good. Usually they are originating from the areas they are working in and often CWSS is one of the few possibilities to find work. Therefore they don't mind working in these remote areas as engineers and overseers often do.

The quality of the expatriate and national Project Officers and Assistant Project Officers provided by UNICEF generally is very high and their support has facilitated the fulfilment of the tasks of HMG/N staff and DAs. Amongst others, they controlled the money flow, which stimulated more regular resupply of materials and training.

DAs working in the water supply section of the CWSS were technically qualified and proved their added value, especially in initiating an institutionalised Operation and Maintenance in the Mid and Far Western Regions. As almost all DAs had a purely technical background, involvement in Sanitation, Women's Participation and policy matters was limited.

DAs working in the sanitation component have proven their added value by coming up with policy initiatives and by institutionalising the Women and Sanitation Involvement component in the CWSS Programme.

All DAs showed willingness to live and work in remote areas under sometimes difficult conditions and in some cases they performed the capacity to point out weaknesses in the Programme, even if this resulted in withdrawal from CWSS. The difficulty mostly reported was that of a language problem during the first year.

From the point of view of DAs the organisational set-up of the Programme was very bureaucratic and confusing in the beginning. It is difficult, however, to assess whether this was really the case as the DAs never got a proper introduction into the set-up and organisation of the Programme. Nevertheless, it is clear that the organisational set-up improved greatly with the reorganisation of all government sponsored water supply programmes initiated within the context of the Decentralisation Act.

3. REVIEW AND CONCLUSION

3.1 ACHIEVEMENTS

It is very difficult to point out the added value of the SNV-DA inputs into the CWSS-Programme. From the beginning, SNV/N did not set up own goals concerning these inputs.

Assessment of the Programme took place by judging the Programme according to the SNV input criteria, risk analyses and by concentrating on the goals set by HMG/N and UNICEF.

However, after having taken all available documentation into consideration, some results can be noticed.

In this paragraph achievements of DAs and of the Programme in general will be discussed.

3.1.1 Construction

By assisting in the construction of water supply schemes, the DAs undoubtedly helped ease the task of women and children who have to carry the water. The technical skills of the DAs were praised by all parties involved. Especially during the first years of involvement, DAs filled a manpower gap that otherwise seriously would have hampered the proper execution of the Programme.

During construction work the DAs tried to transfer technical knowledge as much as possible in a way that technicians got more and more skilled. The participation in trainings also served this aim well.

3.1.2 Maintenance, Standardisation and Training

Major achievements can be noted in the field of maintenance.

At the beginning of the inputs no attention at all has been paid to maintenance and operation of the built water supply schemes. Mainly on the initiative of DAs and volunteers of sister agencies maintenance activities were initiated, finally resulting in the set up of Maintenance Units at all levels. DAs and volunteers also called attention to the lacking standardisation of designs and procedures.

One DA participated in the preparing a policy on maintenance and standard procedures at Central level.

Throughout the years the overall maintenance and operation situation improved greatly. A clear achievement is the shift of responsibilities to District and local level, which made the organisation much less bureaucratic and therefore execution smoother. The establishment of 'maintenance funds' made villagers much less dependant of help from outside and guarantees motivation for proper maintenance of systems to a certain extent.

3.1.3 Sanitation and Women Involvement

Since 1982 sanitation has been one of the CWSS-Programme items. However, little attention was paid to it for many years. SNV-DAs, working in construction and Maintenance, soon noticed the lack of efforts in this field and tried to pay more attention to the building of latrines and health education. Being male, however, they found it difficult to reach women. For this reason, several DAs advised to recruit female civil engineers and sanitation workers.

After 1986, three SNV sanitation coordinators struggled for recognition of Sanitation and Women's Involvement and managed to get these programme items on the agenda of HMG/N and UNICEF. They worked on a policy paper on Sanitation and Women's Involvement, based on their experiences at field level and developed a set-up for a sanitation component of the Programme. Furthermore, one DA developed sanitation extension materials, that can be of great value for other sectors in development work as well.

So the main achievement of the sanitation component is the awareness raising of the importance of sanitation and health education in general, resulting in a policy on sanitation written by HMG.

The importance of participation of women became more and more self-evident.

3.2 CONSTRAINTS

3.2.1 Construction

While executing work in the construction component of the Programme, the DAs met difficulties at all levels.

Central level

Due to the bureaucracy and lack of communication with the Regional and District level, the execution of work often was hampered. Changes within the Ministry and late budget releases frequently delayed construction work.

The setting of higher goals increased the work load of the field staff and resulted in focusing more on quantity than on quality. The DAs sensed great difficulties with the formulation of their jobdescription executed by the Ministry, that only became clearer towards the end of SNV's involvement. The jobdescriptions made the position of DAs within the H.O. very weak and depended too much on the 'good will' of colleagues on District level.

Regional level

Especially in the Mid and Far Western Development Region, it was difficult to reach the Regional Directorates. Mainly the geographical situation (no roads, telecommunication, etc.) hampered the communication. This slowed down the execution of work, as material and tool supplies arrived late and exchange of information took much time.

District level

Throughout the years, the unwillingness of villagers to provide voluntary labour was a major problem for implementing activities. Villagers often only were informed poorly on their rights and duties coming along with the construction of a water supply scheme. Therefore they did not realise that it was their scheme to be built. Villagers hardly ever got explanation on why skilled labour was paid by the Programme, whereas their work was not. This sense of unwillingness became strengthened by the fact that many projects were chosen for political reasons. Many people became tired of political games, occurring in every sector, as the people who actually had to provide the free labour did not have any influence what so ever.

Many engineers and overseers showed lack of interest in working at field level, as project sites were mainly located in remote areas. This resulted in delays of construction and too little communication with the target group. The male staff hardly tried to involve women.

As jobdescriptions have become clearer towards 1988 only, the DAS felt uncertain about their real tasks and responsibilities. For a long time, they sensed that they were doing the field work that officers did not like to do. Whereas during the first years of involvement a real lack of manpower existed in Nepal, later on the available, well educated staff just did not want to work at often remote project sites.

On project level the CWSS-Programme could not reach its targets set at the beginning of the 'Water and Sanitation Decade', which has been a wide phenomenon. These targets have been adapted several times. For example: in the first half of the seventh 5-year plan, an estimate of 1.2 million people were served with water supply, leaving 4 milion people for the remaining years.

3.2.2 Maintenance

The maintenance component of the Programme suffered from a lack of interest from the side of HMG/N. This may have been the result of a total lack of quality aspects in the description of goals and targets set by HMG/N and UNICEF as well.

Until 1990, manpower and budget lacked for the proper execution of the recently initiated Maintenance Units. When finally the attention towards maintenance started to rise (HMG/N and UNICEF ensured the release of budget and manpower supply), it was already too late for SNV/Nepal. The running input was not succeeded.

Delays in materials supply sometimes hampered the execution of maintenance activities.

At field level it turned out to be hard to motivate local beneficiaries to participate in maintenance activities. In many cases, Users Group formations had been executed uncarefully and had fallen apart after finishing the construction activities. After having provided voluntary labour during construction work, often villagers were of the opinion that they had done enough.

3.2.3 Sanitation and Women's Involvement

Whereas maintenance slowly became an integrated item within the CWSS Programme, concerns about sanitation existed in theory. UNICEF as well as HMG/N did not show much interest in the work of SNV-DAs involved in the sanitation programme. A national policy on sanitation did not exist.

The lack of concern from the side of donors may be explained by the fact that it is impossible to express the impact of sanitation and Women's Involvement in concrete figures. Results can be measured only after many years of intervention in this sector. At field level, the DA working in the Mid Western Region sensed problems in approaching local people of this very remote area. The openness towards hygiene education was only minimal. Furthermore the communication with the Regional and Central level never went smoothly and initiating linkages with other programmes or line agencies turned out to be difficult. For such a single input, the difficulties met were too large and the interest in the programme was too little to continue the involvement.

3.3 CONCLUSION

After 16 years of involvement, SNV/Nepal gradually withdrew its inputs. All elements of the CWSS-Programme answered positively to the SNV criteria to serve the 'poorest of the poor' and payed special attention to women. Transfer of knowledge took place on various levels of intervention during trainings, execution of construction and Maintenance work and informally. The provision of sufficient drinking water can be named as a basic need, whereas it is not clear if the Programme contributed to the self-reliance of people. The quality of staff in a technical sense was satisfying. On social level, however, there were many shortcomings. The organisation of the H.O. was very bureaucratic in the beginning, but improved after changes at Central level. In the construction component, the position of DAs within the hierarchy of the H.O. never became clear, leaving them uncertain about their actual tasks and responsibilities. Apart from difficulties while executing construction work (lack of manpower, unwillingness of villagers to provide free labour etc.), the DAs in an technical sense could contribute well to reach the goals set for this programme item. For a long time Maintenance and Sanitation did not catch the attention needed from the side of HMG/N and UNICEF. Partly due to the efforts of SAN-DAs, Maintenance and operation got on the agenda finally, resulting in the elaboration of a policy paper and the set-up of Maintenance Units at Regional and District level. Sanitation still is the programme item that is far left behind, despite all efforts from SNV-DAs involved. In a technical programme like CWSS it is difficult to create space for an item that needs more social skills. Although the awareness of the importance of Sanitation increased, still little is done to improve the hygiene situation in areas of CWSS involvement.

4. RECOMMENDATIONS

1. SNV/Nepal contributed largely to the CWSS-Programme in the past, but at this moment there is no reason to recruit new DAs for the Programme. For the time being, however, SNV/Nepal should keep an open eye at developments in the drinking water and sanitation sector, using the gained experience to consider renewed involvement.
2. Ongoing SNV/Nepal projects, such as KLDP and Mechi Programme hopefully take gained experience from the CWSS-Programme into consideration when elaborating activities in the field of drinking water provision, sanitation and women's involvement.
3. Future requests from HMG/N for renewed input of SNV-DAs in the CWSS-Programme should be honoured only under precise conditions. Terms should be formulated very well in order to avoid misunderstandings between SNV/N and HMG/N about rights and duties of the DA, policy matters, etc.
At the same time SNV/N should formulate its own, measurable goals for the input and monitor and evaluate these carefully through the years with the help of a well elaborated reporting system, TORs, etc.

ABBREVIATIONS

APO	Assistant Project Officer
APC	American Peace Corps
CHVP	Community Health Volunteer Programme
CWSS	Community Water Supply and Sanitation
CWS	Community Water Supply
DTO	District Technical Office
DWO	District Water Supply Office
DWSS	Department of Water Supply and Sewerage
DA	Development Associate
DE	District Engineer
DMU	District Maintenance Unit
DO	District Office
FO	Field Office
FY	Fiscal Year
GVS	German Volunteer Service
GDS	German Development Service (before GVS)
HO	Host Organisation
HMG	His Majesty's Government
IHO	Interim Host Organisation
JOCV	Japanese Overseas Cooperation Volunteers
LDO	Local Development Department
LDM	Local Development Ministry
LDO	Local Development Office
MHPP	Ministry of Housing and Physical Planning
M&O	Maintenance and Operation
MPLD	Ministry of Panchayat and Local Development
MST	Maintenance and Sanitation Technician
NGO	Non Governmental Organisation
NWSC	Nepal Water Supply Corporation
PCRW	Production Credit for Rural Women
PO	Project Officer
RD	Regional Director
RMU	Regional Maintenance Unit
SATA	Swiss Association for Technical Assistance
SNV	Netherlands Development Organisation
SSNCC	Social Service National Coordination Council
S&WI	Sanitation and Women Involvement
TTP	Terai Tubewell Project
UNICEF	United Nation's Children Fund
VMSC	Village Maintenance and Sanitation Committee
VMSW	Village Maintenance and Sanitation Worker
VSO	Volunteer Service Overseas
WDO	Women Development Office
WHO	World Health Organisation
WSSC	Water Supply and Sewerage Corporation
WSST	Water Supply and Sanitation Technician
WW	Women Worker
WSA	Women Sanitation Assistant
WSW	Women Sanitation Worker
WTCG	Women Tapstand Caretaker Group

ANNEXURE
ANNEX I

SNV DEVELOPMENT ASSOCIATES THROUGH THE YEARS

who	where	when
Wim Roodhof	Biratnagar	'77 - '79
Henk van Norden	Biratnagar/Ilam	'77 - '79
Frans Dubbeldam	Pokhara	'77 - '79
Harry Mengens	Pokhara	'77 - '79
Joth Zwanenburg	Surkhet	'77 - '79
Evert Schouwerwou	Pokhara	'77 - '79
Bor/Bert van Ommen	Nepalgunj/ Bhaktapur	'78 - '81
Henk Veerdig	Pokhara	'78 - '81
Dick Boogaards	Pokhara	'78 - '80
Erik Baetings	Biratnagar/Khoting	'78 - '81
Gert Jan Harpe	Okhaldhunga	'81 - '83
Boud Buitenrust	Rolpa/Surkhet	'81 - '83
Jan v.d. Vliet	Surkhet	'80 - '83
Joost van Noordwijk	Rukum	'81 - '83
	Hetauda/Kathmandu	'83 - '85
Ben Pijl	Rukum/Surkhet	'83 - '85
Nico Vreeken	Achham	'83 - '85
Nico Grent	Rukum	'83 - '87
Rob de Valk	Hetauda	'83 - '85
Sjaar van Roij	Achham	'84 - '88
Laurens Brouwer	Bajura	'85 - '87
Peter van Doorn	Bajhang/Achham	'85 - '87
Eveline Bolt	Rukum	'86 - '89
Gijs van Reeuwijk	Achham	'86 - '90
Willy Mahler	Surkhet (Trainingc.)	'86 - '89
Ruud van Son	Rukum	'87 - '90
Bor/Bert van Ommen	Kathmandu	'88 - '90
Mieke Leermakers	Dolakha	'88 - '90
Eddie Brohet	Bajhang/Kailali	'88 - '91
Henk Schippers	Dadeldhura/ Nepalgunj	'89 - '92
Harmen Jan Dijkstra	Salyan/ Nepalgunj	'88 - '91
Siegfried Veldkamp	Darchula	'89 - '92
Yvette Buyserd	Rukum/ Ilam	'89 - '92

ANNEX II
JOBDESCRIPTIONS

SPECIFIC JOB DESCRIPTION PER JUNE 1984

1. CWSS volunteers in their first year of service, till March, have to work at one project site with an experienced technician.
In that period, they become familiar with working procedures, working condition and society itself. The overall responsibilities of the project should be with an experienced volunteer/overseer. Sometimes it may be so that the overall responsibility of the project lies with an experienced technician. In this case, the new volunteer will work alongside the technician and give technical advice whenever necessary. To have the better communication facilities with field engineer, they will be posted in new project site near the field office. From March till June, they will be engaged in doing surveys with experienced engineer or overseer. From July to August they will do design and estimate works at the office. From September till December they will be involved in supplying materials to the supply points and in Sanitation Promotion campaign. At the end of the year, the capability and efficiency of the volunteer will be evaluated by field office engineer.
2. CWSS volunteers in their second year of assistance, in harmony with their interest and capability will be assigned for one of the following activities:
 - To supervise several ongoing projects in a district. As one volunteer cannot take care of all social and administrative responsibilities of the project plus to control construction qualities, one experienced overseer may be assigned in the same district. They should work as a team.
 - To be assigned to one project: To complete the construction of the system and do study on
 - i) Water consumption pattern in the particular village.
 - ii) Sizing and locating reservoirs.
 - iii) Pressure measurement in the system.
 - iv) Catchment construction
3. In their third year, volunteers should have the responsibility, or to go on with their second year work, or becoming involved in one or more of the following activities:
 - training
 - standardisation
 - Maintenance
 - side-activities like smokeless chulo's, vegetables growing etc.
 - writing manuals
 - Sanitation
 - etc., etc.

JOBDESCRIPTION FOR VOLUNTEERS/DAS TO BE POSTED TO DTO

Duties and Responsibilities

- assist in the establishment of a 'Water Supply and Sanitation Unit' in the DTO;
- assist DTO engineer for preliminary (feasibility) survey of new projects proposed by the District Assembly, submit reports to LDO and Regional Directorate;
- assist DTO engineer for detailed survey, design and estimate of new CWSS projects duly approved by District Assembly;
- assist DTO engineer to prepare annual supply requirements for DPS/RD and ensure proper storage of the materials and their timely supply to projects;
- assist DTO to supervise all UNICEF assisted CWSS projects within the district and also other water supply projects and give technical assistance when asked for;
- assist the District Panchayat to properly organise materials store especially for UNICEF assisted CWSS projects;
- assist the Maintenance Coordinator (from Field Office) in setting up Maintenance programme in the district with the ultimate goal of turning over all responsibilities of Maintenance to User's Committee through District Panchayat;
- assist in promoting women's participation in all stages of implementation of Unicef assisted CWSS projects;
- ensure that the District Panchayat and Regional Directorate are kept continually informed about progress and problems in the programme through DTO;
- work mainly on the UNICEF assisted CWSS projects but provide technical assistance to other programmes covered by DTO as asked for;
- assist through DTO in conducting regular training organised by the Field Officer/IRDP;
- prepare progress reports regularly and send them to DPS/RD on time through DTO;
- assist DTO for the promotion of Sanitation and health education in all villages where the CWSS programme is being implemented;
- the volunteer/DA, in consultation with User's committee will recommend to DTO to amend the design provided it is within the earlier approved budget. The volunteer/DA will accordingly inform the LDO and Regional Directorate through DTO;

- the volunteer shall help to prepare the inventory of waisting water supply systems in the district.

Relationship

with Regional Directorate

- ensure that the RD is fully informed about the progress and problems in the programme through DTO, LDO;
- keep close contacts to ensure that materials are supplied to the district stores in time.

with District Panchayat

- under the general guidance of the LDO, volunteer/DA has to work in DTO;
- the volunteer/DA will advise DPS for strengthening Water Supply Unit of DTO;
- the volunteer will help strengthening the technical set-up of DTO.

with District Technical Office

- DTO will be the supervisor of volunteers/DAs from whom he/she will have to take permission for travel and leave outside the duty station;
- mutual transfer of knowledge and experiences on rural development programmes with the ultimate objective of strengthening the DTO's;
- technical assistance to other programmes/projects covered by DTO.

JOB DESCRIPTION : Maintenance COORDINATOR (MC)

1. Coordinate man power and information flow between the Regional Directorate, Field Office, MSTs and the project sites.
2. With the MST, visit all projects in the program area and become personally acquainted with each project's technical and social problems.
3. Write Maintenance Survey Reports from the projects visited.
4. Write Maintenance Estimates on a district by district basis according to Maintenance Survey Reports.
5. Write an Annual Report before the end of the fiscal year (july 15th), containing :
 - Assessment of the present state of the projects.
 - Statement of accounts of the implemented projects within the current fiscal year.
 - Action plan for next fiscal year, including: estimate of needed budget, materials, transportation, labour, etc.
6. Establish priorities of Maintenance work and create four month work plans as appropriate.
7. Provide MSTs with copies of the Maintenance Survey Report, Maintenance Estimates and ensure that they know exactly what work must be done, what materials have been requested for each work and how much buffer stock is available.
8. Provide on-site technical assistance to MSTs as requested. (New tanks, suspended crossings, survey, pipeline design, etc.)
9. Make periodic visits to supervise and evaluate work done by MSTs.
10. Record keeping of use of materials.
11. Maintain Maintenance File (per District) in the Regional Directorate and Field Office.
12. Write four-Monthly Progress Reports in addition to the monthly, site-specific reports provided by the MSTs.
13. Help organise VMSC and VMSWs as necessary.
14. Prepare and conduct VMSW Trainings (with UNICEF assistance) as appropriate.
15. Contribute to the education of water system users in water use and Sanitation.

16. Contribute to the evolution of the Maintenance Programme and its policies.
17. Provide feed-back from the fields which would be useful in standardisation of design.

JOBDESCRIPTION: Sanitation COORDINATOR

Aim of the input

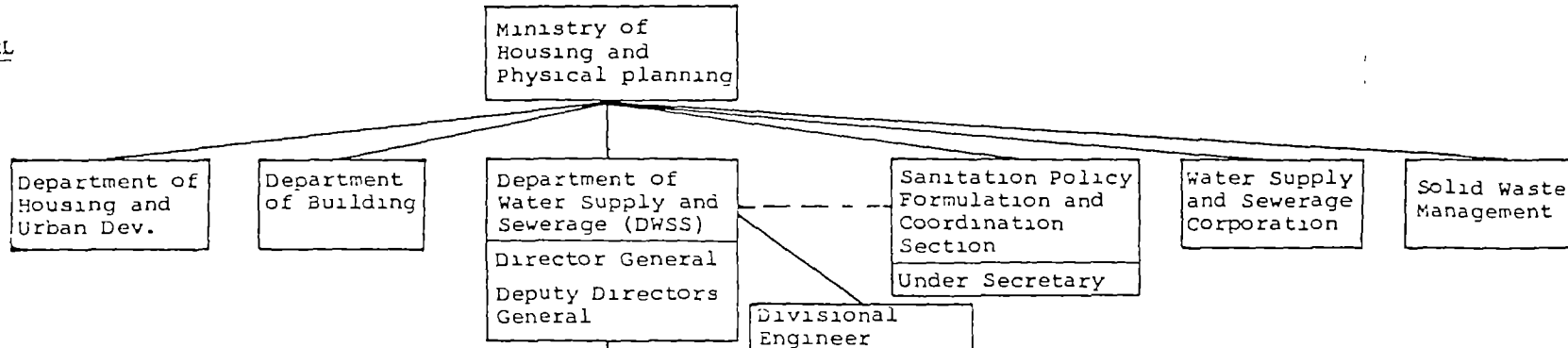
- To make Sanitation an integral part of the CWSS-programme by developing and then promoting ideas based on field experiences.
- To support the Nepali Co-worker to the extent that she becomes fully capable to work independently as a 'Sanitation Coordinator' by the end of the DA's contract.

Job and responsibilities of the DA:

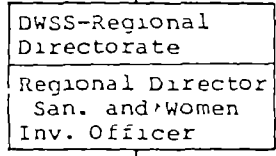
- + Support and supervise the Co-worker in the field work and help her to establish a definite position within the CWSS-implementation structure.
- + Try out training manuals with Co-worker, revise if necessary and develop methods for supervising trainees (technical office personnel, schoolteachers, village women).
- + Co-operate and work closely together with MHPP and UNICEF and other agencies working in the same field, in developing a 'Sanitation strategy, etc.

ANNEX III
ORGANISATORIAL CHART

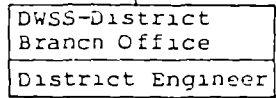
NATIONAL LEVEL



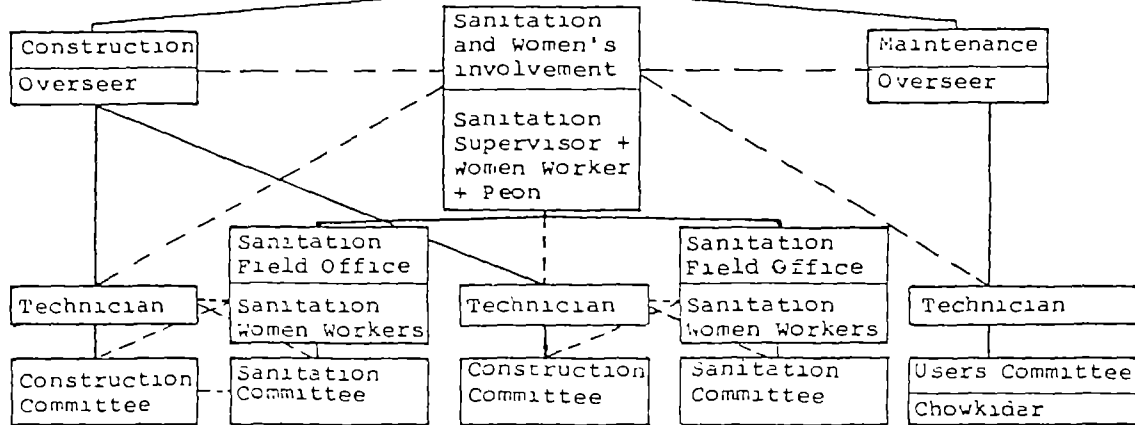
REGIONAL LEVEL



DISTRICT LEVEL



VILLAGE LEVEL



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 M. Leermakers
 R. van Son
 H. Dijkstra
 Y. Buyserd
 H. Schipper
 W. Mahler

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H. Mengens	Jul.'78	Jan.'79	-
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