

# UNITED REPUBLIC OF TANZANIA

Ministry of Water,  
Energy and  
Minerals

Ministry of Community  
Development, Women  
Affairs & Children

Ministry of Health

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## W O R K S H O P

O N

IMPLEMENTATION OF  
NATIONAL WATER POLICY  
TOWARDS COMMUNITY BASED  
SELF MANAGEMENT OF  
WATER SUPPLY IN  
TANZANIA

W O R K S H O P R E P O R T

30 AUGUST - 2 SEPTEMBER, 1993 ARUSHA

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## EXECUTIVE SUMMARY

A Workshop on strategies for implementation of the Water Policy was held at Arusha between 30th August and 2nd September 1993. The Workshop, sponsored by UNICEF was co-organised by the three key Ministries responsible for the sector, namely: The Ministry of Water, Energy and Minerals; the Ministry of Community Development, Women Affairs and Children and The Ministry of Health. It was attended by about 60 Participants from the Organising Ministries, other Public Institutions, ESAs and NGOs.

The main objective of the Workshop was to develop a framework for a community based self-financing and management of Water Supply Systems.

The Workshop was officially opened by Hon. Lt. Col. Jakaya Mrisho Kikwete (MP), Minister for Water, Energy and Minerals.

In his opening address, Hon. Lt. Col. Jakaya Mrisho Kikwete (MP), emphasized that the implementation of the National Water Policy which was launched at Tabora in November 1991, will to a greater extent, help in solving some of the constraints that led to failures of Water Supply Schemes. He urged everybody and every related institutions to share the responsibility to strive to enable the communities get involved in implementation of the water programme.

Dr. Ben Moshi, the Principal Secretary, Ministry of Water, Energy and Minerals presented a Keynote Address to guide the Workshop. Nine Keynote papers were presented by resource people which formed the basis for subsequent discussions.

During the Workshop, the participants were split into three discussion groups and each group was given a set of aspects to deliberate on and come out with issues, observations, and recommendations. The aspects covered were grouped as: Technical, Legal and Water Use, Protection and Conservation. Daily group discussions were successively followed by plenary sessions directed by a Workshop Moderator who at the end of Workshop, identified key issues, Observations, Recommendations and Resolutions.

Followup Zonal Workshops are planned to be carried out and these will bring together the implementors. The Zonal Workshops will detail out actions to be taken and schedules based on recommendations of the Arusha Workshop.

The Workshop was closed by Mr. Clemence Rutaihwa, Regional Development Director (RDD), Arusha.

In his closing remarks, Mr. Clemence Rutaihwa, underscored that implementation of the Water Policy requires a high level of inter-sectoral coordination and collaboration and therefore commended the three key ministries for jointly organising the Workshop.

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He urged the participants to regularly revisit implementation of the workshop recommendations through effective monitoring, evaluation and review. He suggested that during implementation of the water policy, due regard should be accorded to utilization of locally available resources as far as practicable through use of the private sector and the recognition, development and utilization of skills and talents available at community level. He noted that this was important considering the magnitude of inputs required to meet the Year 2002 target against financial resources available from conventional sources (namely; Government and External Support Agencies).

The Workshop came out with a set of observations, recommendations and identified actors. The following is a summary of Workshop observations and recommendations:

### Technical Aspects

It was observed that some schemes are of complex technology and thus not sustainable and that traditional and simple technologies were being ignored. It was further observed that communities were not involved in technological choice. Lack of qualified personnel at community and district level was also noted. Lack of standardization and a design manual were also pointed out.

It was therefore recommended to:

- i. avoid complex technologies whenever possible,
- ii. present technological options and allow communities to participate in the choice of technology to be used,
- iii. look into possibilities of developing simple technologies and
- iv. conduct training and placement of qualified personnel at community and district levels (including recruitment of more mechanical and electrical technicians), and
- v. permit approval of designs to be done at the lowest appropriate level.

### Financial Aspects

The Workshop observed that:

- i. contribution to capital costs by the beneficiaries, creates a sense of ownership,
- ii. resource generation for sector implementation is top-down and thus not community-based,
- iii. environmental costs are not considered,

- iv. O & M costs are not established,
- v. There was rampant laxity in revenue collections,
- vi. Present tariffs do not reflect real costs,
- vii. Revenue is not ploughed back in urban areas,
- viii. Village funds are sometimes mismanaged.

The Workshop thus recommended that:

- i. Costs should be indicated to the respective community during planning,
- ii. Environmental impact assessment be conducted for each new project,
- iii. Professionals should work out the real costs for setting realistic tariffs,
- iv. Villages should establish realistic village water funds to suffice O & M requirements,
- v. Proper ways and means of managing village water funds be established and followed, and
- vi. Communities be trained on how best to manage water funds.

#### Institutional Aspects

The Workshop observed that:

- i. The roles and responsibilities of the various actors are not clearly defined,
- ii. The private sector is not fully involved,
- iii. Institutional autonomy is lacking for management of urban water supplies,
- iv. Communities are not given opportunity to express their needs,
- v. Management of schemes which supply water to more than one village lack of group scheme water committees.

The Workshop recommended that:

- i. Roles and responsibilities of the various actors (including the private sector) be clearly defined,

- ii. Creation of autonomous water boards to run urban water supplies be expedited,
- iii. Each village with water supply should have a water committee and group scheme water committees be accorded legal status.

### Legal Aspects

The Workshop observed that:

- i. Villages are legal entities which can propose bye-laws to further community management of water schemes,
- ii. Water rights are being granted to the Government rather than the respective communities,
- iii. Granting of water rights to the communities would create a sense of ownership.

The Workshop recommended that:

- i. Villages should establish and enforce bye-laws which would promote community management of water schemes,
- ii. Water rights be granted to respective community organisations,
- iii. Both new and existing rehabilitated schemes be commissioned for subsequent ownership by the respective communities.

### Water Use, Protection and Conservation

The Workshop observed that:

- i. There is water loss through leakages,
- ii. There is misuse of water,
- iii. Some users are unaware of the cost of the good (water),
- iv. Existing low water tariffs encourage misuse and waste of water,
- v. Human activities are increasingly polluting water bodies.

The Workshop therefore recommended that:

- i. A comprehensive leakage control programme be conducted,
- ii. Realistic tariffs be set to promote proper use of water,
- iii. Campaigns be conducted to create awareness of communities on proper water use, its protection, and conservation.

## LIST OF ABBREVIATIONS AND ACRONYMS

ARDHI	Ministry of Agriculture
ACDC	Assistant Commissioner, Design and Construction
ACWR	Assistant Commissioner, Water Research
ACOM	Assistant Commissioner, Operation and Maintenance
CA	Chief Accountant
CHS	Child Health Services
CWA	Commissioner for Water Affairs
ESA	External Support Agency
GTZ	German Agency for Technical Cooperation
HESAWA	Health through Sanitation and Water
IDWSSD	International Drinking Water Supply and Sanitation Decade
KILIMO	Ministry of Agriculture and Livestock
LEGAL	Ministry of Justice
MOH	Ministry of Health
MWEM	Ministry of Water, Energy and Minerals
MCDWAC	Ministry of Community Development, Women Affairs and Children
MTNRE	Ministry of Tourism and Natural Resources & Environment
NGO	Non Governmental Organisations
NUWA	National Urban Water Authority
O & M	Operation and Maintenance
PMO	Prime Minister's Office
RCOMDO	Regional Community Development Officer
TREASURY	Ministry of Finance
RDD	Regional Development Director
RH	Regional Hydrogeologist
RWE	Regional Water Engineer
SAT	Sector Advisory Team of MWEM
SIDA	Swedish International Development Agency
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UWSE	Urban Water Supply Engineer

# TABLE OF CONTENTS

## PART I: WORKSHOP REPORT

1.0	INTRODUCTION	1
1.1	Background	1
1.2	Workshop Objectives	1
1.3	Participants	2
1.4	Opening Session	2
1.5	Workshop Structure	2
2.0	KEYNOTE PAPER PRESENTATIONS	4
2.1	Strategies for implementation of the National Water Policy	4
2.2	Community based development and self-management of water supply schemes	5
2.3	Community based technical aspects in the construction and rehabilitation of water supply schemes	6
2.4	Community Based O & M of Water Supply Schemes	9
2.5	Community Based Management of Water Supply Schemes	10
2.6	Protection and Conservation of Water Sources	11
2.7	Beneficiaries Involvement in Community Based Water Supply and Sanitation	12
2.8	Community Based Participatory Monitoring System for Environmental Sanitation	14
2.9	Experiences of a Community Based Water Water Supply and Sanitation Scheme	15
3.0	WORKSHOP DELIBERATIONS	19
4.0	WORKSHOP CONCLUSIONS	
4.1	Followup Zonal Workshops	28
4.2	Scheme Commissioning	28
<u>PART II: OPENING AND CLOSING ADDRESSES</u>		
	OPENING ADDRESS	29
	KEYNOTE ADDRESS	31
	CLOSING ADDRESS	35
<u>PART III: APPENDICES</u>		
APPENDIX 1	LIST OF PARTICIPANTS	37
APPENDIX 2	LIST OF FUNCTIONARIES	40
APPENDIX 3	WORKSHOP PROGRAMME	41

**PART I**

**WORKSHOP REPORT**



## 1.0 INTRODUCTION

### 1.1 Background

The Government of Tanzania launched a new water policy in 1991 meant to properly guide the implementation of water development programmes in the country towards the attainment of the target of water for all by the year 2002.

Implementation strategies have been developed which take into account the lessons learnt during implementation of the National 20 year rural water supply programme (1971 - 1990), the global water decade - IDWSS 1980 - 1990), and the current shifts in the National economic policies.

The overriding problem clearly evidenced in the performance of the water and sanitation sector is lack of sustainability and quality of service delivery.

The water policy implementation strategies aim at bringing a state of sustainability in water supply systems by involving the beneficiaries at the lowest appropriate level and strengthening inter sectoral coordination and collaboration.

### 1.2 Workshop Objectives

The Ministry of Water, Energy and Minerals (MWEM), in collaboration with the Ministry of Health (MOH), and Ministry of Community Development, Women Affairs and Children (CDWAC) is intending to run a series of workshops to deliberate on the water policy implementation strategies with specific emphasis on community based water supply systems.

With the kind financial support of UNICEF, the initial workshop at national level was organized in Arusha from 30th August to 2nd September, 1993. The main objectives of the workshop was to develop a framework for a community based self-financing and management of water supply systems.

### 1.3 Participants

The workshop was attended by about 60 participants. Most of them are decision makers drawn from key government ministries, institutions, ESAs and Non-Governmental Organizations (all related to water supply development, sanitation and community affairs), full list of participants is in Appendix 1.

### 1.4 Opening Session

The workshop was officially opened by Hon. Lt. Col. Jakaya Mrisho Kikwete (MP), Minister for Water, Energy and Minerals. In his opening remarks, the Minister reviewed the Governments efforts in the provision of clean water supply and environmental sanitation to both rural and urban communities. He cited some of the reasons which made most of the water supply schemes inoperational and not sustainable. These include lack of involvement of communities in the initiation, overall planning, implementation and operation and maintenance, inadequate and weak sector planning, management and monitoring and inadequate allocation of financial resources.

The opening address emphasized that the implementation of the National Water Policy which was launched at Tabora in November, 1991 will to a greater extent, help in solving some of the constraints that led to failures of water supply schemes. The national water policy takes into account community-based self-management and self-financing of water supply schemes. As promotion of any activity at community level is neither a one man's job nor a single institutions responsibility, everybody and every related institution has to share the responsibility to strive to enable the communities get involved together and smoothly.

Before he officially declared the workshop open, the Hon. Minister paid special tribute to UNICEF for helping in organizing and funding the workshop, and called upon other organizations and institutions to emulate the example set by UNICEF. He urged the workshop participants to come out with workable recommendations on implementation of the water policy. A full text of the speech is in Part II of this report.

### 1.5 Workshop Structure

Dr. Ben Moshi, the Principal Secretary, Ministry of Water, Energy and Minerals presented a Keynote Address to guide the workshop. Nine keynote papers were presented by resource people which formed the basis for subsequent discussions.

The participants were split into three discussion groups and each group was given a set of aspects to deliberate on and come out with issues, observations, and recommendations. The aspects covered were grouped as: Technical, Financial, Institutional and Capacity Building, Legal and Water use, Protection and Conservation.

Daily group discussions were successively followed by plenary sessions directed by a workshop moderator.

At the end of the workshop the moderator summarized the outcome of the workshop identifying the key issues, observations, recommendations and resolutions. The highlights of the papers presented and workshop deliberations are contained herein as workshop proceedings.

Followup zonal workshops are planned to be carried out and these will bring together the implementors. The zonal workshops will detail out actions to be taken and schedules based on the recommendations of the Arusha workshop.

The workshop was closed by Mr. Clemence Rutaihwa, Regional Development Director (RDD), Arusha.

In his closing remarks, the RDD underscored the importance of the implementation of the water policy through a high level inter sectoral coordination and collaboration. He therefore commended MWEM, MOH, and MCDWAC for jointly organizing the workshop. The RDD urged the participants to regularly revisit implementation of the workshop recommendations through effective monitoring, evaluation and review. He suggested that during implementation of the water policy, due regard should be accorded to utilization of locally available resources as far as practicable through: use of the private sector, and the recognition, development and utilization of skills and talents available at community level. He noted that this was important, considering the magnitude of inputs required to meet the year 2002 target against financial resources available from conventional sources (namely: Government and External Support Agencies) Full text of the closing address is in Part II of this report.

## **2.0 KEYNOTE PAPER PRESENTATIONS**

### **2.1 Strategies for implementation of the National Water Policy**

**This presentation was made by**

**S.S. Mambali  
Commissioner for Water Affairs, (MWEM)**

The presentation highlights on the main features as contained in the National Water Policy document launched in 1991 and also the already established set of strategies for the implementation geared at water for all target by the year 2002.

The following observations were made:

- . by December 1992, the Water Supply coverage in rural and urban areas stood at 46% and 67% respectively.
- . most of the existing urban and rural water supply schemes require major rehabilitation and expansion.
- . there is no guarantee of the availability of financial resources to implement the targeted programme.
- . for the areas where there is external support on hand, still the issue of sustainability needs to be addressed.

The paper points out the following as criteria for the attainment of the year 2002 target:

- . MWEM as the principal Government Agency responsible for all water development activities in the country, is to closely coordinate her activities with key related Ministries like MOH, MCDWA and other Institutions.
- . The need for creating an enabling environment for full private sector involvement in the implementation of water and sanitation sector programmes.

With regards to policy strategies and plan for implementation, the paper points out that emphasis is placed on capacity building, actual delivery of services in a sustainable manner, reporting, monitoring and evaluation systems.

On water sources pollution, it was pointed out that beneficiaries are not yet aware of what precautions and protection measures are to be taken to safeguard their water sources. There is a general lack of linkage of water, sanitation and health education among the beneficiaries.

The presentation concludes that in order to meet the year 2002 target, TShs.445 billion, will be required -an amount which may not be realizable.

Realization of the objectives will therefore be largely dependant on effective cost recovery/cost sharing system, full involvement of the beneficiaries and private sector and effective sectoral coordination and collaboration.

## 2.2 Community based development and self-management of water supply schemes

**This presentation was made by**

**Dr. T.V. Luong  
(UNICEF)**

The presentation reviewed the water and sanitation for all programmes - nationally and globally.

These include:

- . The Universal access to safe drinking water and sanitary disposal of human excreta
- . The International Decade for water supply and sanitation (1981 - 1990) now extended to year 2000
- . 20 year Tanzania Rural Water supply programme (1971 - 1991) now extended to year 2002
- . Latrinisation campaign (1973 - 1991) now extended to year 1997

Lessons learnt during implementation of all those programmes include:

- . implementation focused on complex technologies
- . limited resources - both financial and human
- . least involvement of beneficiaries particularly in the initiation, planning, implementation and operation and maintenance of schemes
- . non-consideration of culture and behavior aspects.

In the event of the above, Tanzania has now established a national water policy and national environmental sanitation guidelines. Strategies for implementation have been developed.

It was however, observed that the whole population has an access to some form of water supply and sanitation facilities - these being the basics of life. The overriding problems here are:

- . Accessibility to safe water and
- . Improved sanitation conditions.

The presentation underscored that these are problems basically of human centred and a way of life which requires behavioral change. Solving such problems will therefore need the people themselves to take necessary support.

The people themselves should be able to assess, analyse and take their own actions.

The basic necessity required here is to sensitize and empower the community through the following processes:

- . education
- . awareness creation
- . animation/social mobilisation
- . dialogue and discussion

This process will lead to transformation of passive state of traditional role of providing manual labour to active role of planning, management, responsibility, ownership and resource generation.

### 2.3 Community based technical aspects in the construction and rehabilitation of water supply schemes

**This presentation was made by**

**Mr. C.N. Sayi  
Assistant Commissioner, Design and Construction  
(MWEM)**

The paper discusses the technical aspects in construction and rehabilitation of water schemes in line with the water policy.

According to the water policy, projects are grouped into small, medium and large or national projects. Community based projects will mainly fall in the small and medium size categories.

During implementation, current practice has been through the following stages:

- . New schemes/rehabilitation
- . Training
- . Handing over

On financing, the following inputs are also considered:

- . Capital costs
- . Operation and maintenance costs
- . Contribution from various actors
- . Price of water

The paper emphasises on the community participation/beneficiaries involvement and the involvement of private sector as an appropriate future practice.

On the community based technical aspects, the following issues are discussed:

- . available options
- . equipment and construction materials required
- . costing, manpower and quality control

The project cycle for a new scheme and rehabilitation of a scheme differ slightly particularly during the planning stage such that planning for rehabilitation should start with scheme evaluation. In the evaluation the following areas are looked into critically:

- . the level of operation of a scheme
- . engineering faults in the design, construction and maintenance or workmanship
- . operation and maintenance problems
- . financial resources to run the scheme
- . management aspects to run the scheme
- . level of beneficiaries involvement

The outputs of the evaluation are used to plan for the extent and nature of the rehabilitation required.

For other stages of the project cycle as in new schemes the approach should consider the following aspects:

During the planning stage, the community should provide data and information leading to the identification of requirements.

Aspects involved in the preparation stage are the choice of technology, designs and the choice of materials.

The costing aspects of it is a professional task but the community should be informed of cost implications and identify areas of cost sharing.

The implementation stage involves mobilisation of materials, equipment, physical installation of a system, financing and management. It is a stage where the community should fully take part.

The traditional sources of funds have all along been the Government and the External Support Agencies (ESAs). The contribution of ESAs has been quite significant particularly in meeting the capital costs, mobilisation and training. The Government's contribution has of late declined tremendously. Coupled with the now declining ESAs support, it is important that other sustainable local sources of funds be explored. These should include community (beneficiaries) and the private sector to a greater proportion.

For the community based projects the following should however be considered:

- . The level of involvement in technical, financial and management aspects
- . The need to create awareness, an enabling institutional set up and capacity building
- . The need to have a back-up support at both the central and local Government level.



## 2.4 Community Based O & M of Water Supply Schemes:

This presentation was made by

**B.E. Njau**  
**Assistant Commissioner, Operation and**  
**Maintenance (MWEM)**

The objective of the paper is to chart out possible solutions to problems and constraints in community based O & M. The paper reviews the water sector development since the pre-independence era with regard to O & M in relation to aspects of institutional and financial arrangements, coordination and collaboration at various levels, practices, human resources development and beneficiaries involvement particularly at community/village level.

The paper observes that although the water policy clearly gives guidance on how to handle various sector issues, there are problems and constraints which adversely affect implementation. Such, constraints include fragmented and overlapping of responsibilities, inadequate funding and management, lack of proper materials and equipment arrangement, lack of community based management capability, lack of cost recovery/cost sharing mechanisms, inadequate community involvement and lack of operation and maintenance guidelines.

Remedial measures to improve community based O & M of water supply schemes have been suggested. Such measures include: strengthening of procurement and supply of water facilities, mobilization of beneficiaries, training of village scheme attendants on proper operation and maintenance procedures, enhanced monitoring and evaluation, consider appropriate incentives and motivation for O & M personnel and least cost technologies.

The paper concludes by emphasising that lack of proper O & M not only makes water supply service poor but also mean loss of entire investment. The following recommendations are made:

- . O & M should be considered as equally important as other activities in the project cycle such as design and construction
- . Formulate and implement a comprehensive training programme for water technicians so as to cope up with policy and technological changes taking place.

- . Strengthen coordination and collaboration among relevant sector Ministries. For example, the National Action Committee (NAC) and the National Technical Committee (TAC) should be revived and reinforced.
- . Strategic zonal district stores which will operate on revolving fund arrangement should be established. These will facilitate effective procurement, storage and supply of sector related materials and equipment in a more sustainable manner.

## 2.5 Community based management of water supply schemes

**This presentation was made by**

**Prof. M. Mujwahuzi  
University of Dar es Salaam**

The paper explores ways of promoting community based management of water supply schemes through promotion of water user involvement; inclusion of locally available information in relation to water as a finite resource in processes of water development and alleviating the management burden on the part of centralized government agencies, thereby increasing managerial efficiency within limited areas of responsibility.

The paper cites study conducted in Newala District in Tanzania, where it was found out that lack of easy access to adequate potable water was a major constraint to economic production apart from being a threat to the community's health. Consequently the community's willingness to participate was influenced by the expected savings in time and money which would be obtained as a result of easy access, that is, shorter distance.

It underscores the importance of introducing a new approach which requires the beneficiaries to bear the responsibility of operation and maintenance accompanied with creation and promotion of awareness of the community's responsibility for the management of water systems.

The paper observes that there are some support relationships that must be developed between the village, district, region and national organs. Such support relationships include: supporting roles and responsibilities and incorporation of appropriate and adequate incentives. The paper notes that there are some problems when it comes to the term "owner-ship" of a water supply scheme particularly in cases where more than one village is benefitting from a single scheme.

In such situations, ownership should be vested in a body which would be created by the villages served by the scheme for the purpose of ownership and management. It further notes that perception of ownership and control of water installations by the community is a major incentive which appears to influence strongly the willingness of the local communities to participate in managing and maintaining the water supply schemes.

The paper identifies constraints hindering success of community based management of water supply systems. These include: resistance by government technocrats and bureaucrats who may feel the move as a threat to their functions, source of earnings and power. To rectify this situation, there is a need to provide some incentives to government cadres who are involved in operating and maintaining water schemes so that they are motivated to provide the technical, financial and administrative support necessary for the development of an efficient and effective community management. Also, formulation and institutionalization of processes and procedures for community participation has not yet been fully developed in Tanzania in spite of the fact that community management is the recommended approach. Due to lack of coordination, the procedures which have been developed differ from region to region depending on donor choices and preferences.

The paper recommends that for water supply schemes to be managed by the community, there should be a community's selected body which would be entrusted with responsibility and authority to manage the water supply system. It underscores the importance of putting more effort to promote low cost technologies or encouraging beneficiaries participation in operation and maintenance. It further emphasises the need to promote development and use of locally based monitoring, evaluation and feed-back procedures on operation and maintenance.

#### 2.6 Protection and conservation of water source

**This presentation was made by**

**S.G. Mkuchu  
Principal Water Officer (MWEM)**

The paper explained the roles and responsibilities of the various actors within the government in the protection and conservation of water sources in Tanzania. These actors range from the central government down to regional, district and community level.

The paper observes that a number of regulatory measures for protection and conservation of water sources do exist through relevant acts and water laws. Further it points out that plans are underway to amend various laws and penalties so as to effectively improve the safety of water sources in terms of sanitation and use. It notes that re-forestation and water quality and quantity monitoring programmes need to be carried out as project activities. However, such programmes are faced with constraints due to inadequate funding, lack of logistics, lack of laboratory instruments/equipment and absence of integrated planning mechanism within Ministries and respective Institutions (MWEM, MOH, MCDWAC, NATURAL RESOURCES, MOA, PMO).

The paper recommends that water resources conservation and protection programmes should be carried out so as to preserve catchment areas and hence maintain the resources and existing ecological balance. It emphasizes that such programmes should be sufficiently funded.

It recommends that there should be integrated planning among relevant Government Ministries and Institutions, so as to maximize utilization of scarce funds allocated. It also noted that the existing natural resources and conservation acts of different Government Ministries and Institutions should be reviewed for better improved water catchment management.

2.7 **Beneficiaries involvement in community based water supply and sanitation**

**This presentation was made by**

**Mr. L.G. Msimbe  
Director, Technical and Self-help Projects  
(MCDWAC)**

The objective of the paper was to shed some light on improved beneficiaries involvement in water supply and sanitation delivery.

The paper observes that before decentralization in 1972, a lot of development projects were implemented in a collaborative manner between government and the people. And that during the "decentralization" era however, the philosophy essentially changed from a participatory to government providing these services. It further observes that projects were then centrally planned and implemented and peoples involvement was sought nor deemed necessary on grounds of the need for speedy implementation.

The paper underscores that this situation created dependency as individuals and communities were not allowed to face the real challenges of life of providing for them selves and to a large extent, these projects became white elephants. Beneficiaries tended to assume government to have unlimited resources and some even sabotaged government efforts through theft and vandalism of project components.

On effort being currently undertaken by the government towards increased cost sharing and decentralization of services . delivery both of which seek increased beneficiaries involvement, the paper recommends:

- i. improvement of communities,
- ii. building strengthening organizational capacities at community level as well as levels of support to enable communities them selves to identify and analyse problems and take appropriate actors to address them and
- iii. training to impact knowledge and skills in planning, management, leadership, decision making etc. to the communities.

The paper discusses the need to define and identify the different organizations at various levels from village upwards as wells as the definition of roles and responsibilities of the different levels in developing and sustaining an improved water supply system.

The functional relationships between districts, regions and ministries are defined.

The paper calls for coordination of efforts among the various sectors and thus the need to study problems associated and sort them out. Likewise, it recommends that the issue of community participation be dealt with within existing organizational structured rather than a parallel approach as exercised by some ESAs.

Finally, the paper recommends that effort should be done towards improving water accounts at community level by finding more income generating activities for the beneficiaries rather than simply demanding them to pay more. Mbeya region is cited as an example where this approach seems to be working.

2.8 Community based participatory monitoring system for environmental sanitation

**This presentation was made by**

**Mr. A.Y. Kahesa  
Principal Health Officer (MOH)**

The purpose of the paper is to underscore the importance of a community-based participatory monitoring system for environmental sanitation and how this could be carried out.

The paper cites that the main cause of high incidence of morbidity and mortality amongst the communities in developing countries is poor environmental sanitation management. Examples of poor environmental sanitation are given as:

- i. Communities living in crowded conditions with inadequate lighting and ventilation;
- ii. Dwelling houses constructed in flood prone areas where they are permanently damp and provision of sanitary facilities is either difficult or impossible and consequently wastes arising from this situation finding their way to water sources;
- iii. Flies and other vermins thriving and breeding on decaying matter resulting in the spread of ailing disease.

The paper points out the need for proper guidance to the communities for enhanced environmental sanitation. Since communities have immeasurable resources in terms of local expertise, leadership, manpower, finance and other materials to solve sanitation problems. And that through such an approach the sense of ownership of the programme is instilled in the hearts of the beneficiaries.

The paper highlights that participatory/joint community need assessment can be carried out through questionnaires, observations, focus group discussion, literature reviews and visits.

The paper places emphasis on feedback to the community whereby findings of the need assessment are communicated to everybody in the village so that they also know what the situation is and in order to simplify the task of involving them in follow up activities.

The paper calls for participatory planning by keeping the communities abreast of all the planning process. It criticizes the traditional approach whereby all planning activities are top-down and always done in offices void of the beneficiaries themselves, resulting in plans being usually handed over (imposed) on the communities for subsequent implementation consequently.

Reference is made to the workshop on water and sanitation monitoring system which was held at Arusha in 1991. It underscores the need for community based participatory monitoring aimed at enabling the communities to check upon activities to ensure that they are going on as planned and in cases of significant deviations, to make corrective measures.

The paper highlights on the National Action Plan for Implementation of priority strategies for the Promotion of Environmental Health through Universal Access to Safe Excreta Disposal Facilities by the Year 1997.

It points out that these plans aimed at household level place emphasis on:

- . Community mobilization for self financing and management
- . Improvisation of sanitary latrines and safe water supply
- . Improved personal and home hygiene
- . Monitoring and evaluation, and
- . Operations support.

## 2.9 Experiences of a community based water supply and sanitation scheme

This presentation was made by

Mr. F.Z. Njau  
National Project Coordinator (UNDP/MWEM)

This paper is an account of a regional tour to Kenya by the author, lessons learned and how they relate to approaches for implementation of community based water supply and sanitation programmes in Tanzania.

The paper gives a background of the 20 year rural water supply programme (1971 - 1991) under centralization policy.

It points out that when the government conceived the 20 year rural water supply programme it was assumed that resources would be available to construct new schemes, rehabilitate and continue to operate and maintain existing ones. It however, points out that thrust was on new construction at the expense of rehabilitation and that operation and maintenance of old and completed schemes was of secondary importance. He pointed out that the question of sustainability was a far fetched idea and thus schemes were breaking down as fast as they were built.

On the decentralization policy of 1972, the paper points out that the move though aimed at bringing closer to the people, the decision making organs of the Government, this did not apply to the water sector to a large extent; as the regions assumed the implementation role. Implementation of some projects continued to be done from the centre, thus defeating the whole concept of decentralization.

The paper notes that during the villagisation programme carried out in 1974 - 1976 the Government realised that, based on the magnitude of work involved, the resources were no longer adequate.

Villagers were then called upon to contribute towards construction of water supply schemes through self help, which was not forthcoming, as they thought by doing so, they were doing a service to the government and not to themselves.

In most cases, communities had to be forced to turn-up for self-help.

The paper refers to the Arusha seminar on "Implementation of Rural Water Supply and Sanitation in Tanzania and the Water Policy" the objectives of which were to facilitate a critical review of implementation activities in the rural water supply and sanitation sector and recommend to the Government and ESAs continued actions in the fulfillment of realistic targets in the sector.

It notes that the Arusha Seminar was followed by another workshop on strategies for operation and maintenance of rural water supplies, held at Morogoro in 1988. The paper argues that these forums became cornerstones on which the National Water Policy was based.



It highlights that the National Water Policy is based on the following development objectives:

- . to increase health and productivity of the population by providing adequate water supply and sanitation to the maximum number of people in preference to a high standard of service to fewer people.
- . to provide effective water supply and waste water disposal services to commerce and industry as well as recognising agriculture and recreation needs.
- . to identify and preserve water sources and catchment areas.
- . to increase efficiency of the sector investments and its financial self sufficiency, the latter to be reached over time and with government equity considerations.
- . to increase national private sector capacity to produce needed materials and construction facilities through the standardization of equipment; materials and project components.

On experiences of water supply projects in Kenya the paper notes that in all the hand pump installations visited, there was an increasing involvement of women in operation and maintenance and management of water and environmental sanitation programmes which are traditionally male dominated.

The paper observes that the community and especially women are involved in selecting or siting the wells for the villages and deciding on the type of technology they would like to have, based on professional advice on alternatives and cost implications. Further, it notes that they take part throughout construction of the water supplies thus acquiring skills and technical know-how to be applied later on during scheme operation and maintenance.

The paper notes that break-downs reported by the villages are immediately attended by the village craftsmen (often women).

The paper refers to Murugi-Mugumangu Piped Water Supply in Kenya, which is being run by employees of a society.

It notes the efficiency of repairs undertaken, whereby all calls for repairs are attended to within less than 24 hours and unaccounted for water and leakages are therefore kept to a minimum. It reports that all consumers are metered and that all meters are read once a month. It points out that the water tariff is set by the members based on a differential tariff structure. Defaulters are disconnected after 14 days from the date of the invoice, and a re-connection fee charged before resumption of service. Thirteen master water meters have been installed at the main branches in order to monitor water use.

The paper observes that for rural water supplies in Kenya, community water funds have been established and maintained separately by the water committees. Communities decide their own water tariffs as a way of cost sharing although cost recovery is not yet fully realised.

It notes that in Kenya, spare parts are available within reasonable reach from the villages visited and that some villages purchase and maintain a minimum spares holding of the fast wearing items. A further observation is that some shops in villages stock some spare parts. The paper notes that one village shop visited, stocked spares for three different types of handpumps, galvanized steel pipes and fittings.

The paper observes that village level training is done through practical training. Village water committees select from among the villages, a team of people (mostly women) to work hand-in-hand with the construction team so as to transfer skills.

It points out that, the would be maintenance teams receive two weeks intensive training on the installation and maintenance techniques of the handpumps from the installation teams.

The paper concludes by pointing out that the experiences learned from Kenya are not new to Tanzania and is what should have been done in the country some 8 years ago, had recommendations of the Arusha Seminar and the Morogoro Workshop on operation and maintenance been implemented. It urges that what is needed now is action rather than words, and also political will and commitment from the doers.

### 3.0 WORKSHOP DELIBERATIONS

During the workshop, deliberations were split into key aspects, namely: Technical, Financial, Institutional and Capacity building, Legal and Water use, Protection and Conservation. The issues and recommendations and key actors identified are depicted in Table 1. It was agreed that as a followup, zonal workshops would subsequently be conducted, whereby the implementors would work out detailed plan of action based on the deliberations of this workshop and identify required resources.

**TABLE 1: WORKSHOP DELIBERATIONS**

ASPECT	ISSUES	OBSERVATION	RECOMME-NDATIONS	ACTORS
<b>TECHNICAL</b>	APPROPRIATE TECHNOLOGY	SOME SCHEMES ARE OF COMPLEX TECHNOLOGY THUS NOT SUSTAINABLE	AVOID COMPLEX TECHNOLOGIES WHEREVER POSSIBLE	MWEM
		TRADITIONAL AND SIMPLE TECHNOLOGIES IGNORED	PRESENT DIFFERENT TECHNOLOGICAL OPTIONS AND ALLOW COMMUNITIES TO PARTICIPATE IN THE CHOICE OF TECHNOLOGY TO BE USED	MWEM
		COMMUNITIES NOT INVOLVED IN TECHNOLOGICAL CHOICE	LOOK INTO POSSIBILITIES OF DEVELOPING SIMPLE TECHNOLOGIES	MWEM
		LACK OF QUALIFIED PERSONNEL AT COMMUNITY AND DISTRICT LEVELS		

ASPECT	ISSUES	OBSERVATIONS	RECOMMENDATIONS	ACTORS
			<p>TRAIN AND PLACEMENT OF QUALIFIED PERSONNEL AT COMMUNITY AND DISTRICT LEVELS</p> <p>REACTIVATE THE STANDARDIZATION COMMITTEE OF MWEM</p>	<p>MWEM</p> <p>MOH</p> <p>MCDWAC</p> <p>PMO</p> <p>MWEM</p>
	STANDARDIZATION	PRESENTLY MANY DESIGNS ARE IN USE, THERE IS THEREFORE, NEED FOR STANDARDIZATION OF EQUIPMENT AND DESIGNS	LOCAL CONTITIONS TO BE BASIS FOR DESIGN AND SHOULD INCORPORATE LOCALLY AVAILABLE MATERIALS	MWEM
	DESIGN	THE STANDARDIZATION COMMITTEE OF THE MWEM HAS NOT BEEN FUNCTIONING	APPROVAL OF DESIGN SHOULD BE DONE AT THE LOWEST APPROPRIATE LEVEL	MWEM
		PRESENTLY MANY DESIGNS ARE IN USE		
		PRESENTLY DESIGN APPROVAL IS CENTRALISED		
		THE DRAFT DESIGN MANUAL IS NOT YET FINALISED.		MWEM

ASPECT	ISSUES	OBSERVATIONS	RECOMMENDATIONS	ACTORS
FINANCIAL	MANPOWER	LACK OF QUALIFIED PERSONNEL AT DISTRICT AND COMMUNITY LEVELS	TRAIN ATTENDANTS AT VILLAGE LEVEL	MWEM
		FEW MECHANICAL AND ELECTRICAL CRAFTSMAN AND TECHNICIANS AT ALL LEVELS.	UPGRADE OF PERSONNEL AT DISTRICT LEVEL	MWEM MOH MCDWAC
			RECRUIT MORE MECHANICAL AND ELECTRICAL TECHNICIANS	MWEM PMO MANPOWER TREASURY
		CAPITAL COSTS	CONTRIBUTION TO CAPITAL COSTS CREATES SENSE OF OWNERSHIP	COSTS SHOULD BE INDICATED TO THE COMMUNITY DURING PLANNING
		RESOURCE GENERATION IS TOP-DOWN AND THUS NOT COMMUNITY BASED. I.E. SUPPLY DRIVEN RATHER THAN DEMAND DRIVEN	ENVIRONMENTAL IMPACT ASSESSMENT BE CONDUCTED FOR EACH NEW PROJECT	MWEM MTNRE
		ENVIRONMENTAL COSTS ARE NOT CONSIDERED		

ASPECT	ISSUES	OBSERVATIONS	RECOMMENDATIONS	ACTORS
	O & M COSTS	<p>COSTS FOR O &amp; M NOT ESTABLISHED</p> <p>LAXITY ON REVENUE COLLECTION</p> <p>PRESENT TARRIFS DO NOT REFLECT THE REAL COSTS</p> <p>CERTAIN COSTS CAN BE MET BY THE COMMUNITY</p>	<p>PROFFESIONAL S SHOULD WORK OUT THE REAL COSTS FOR SETTING REALISTIC TARRIFS</p>	MWEM
	FINANCIAL MANAGEMENT	<p>REVENUE IS NOT PLOUGHED BACK IN URBAN WATER &amp; SANITATION SERVICES</p> <p>VILLAGE FUNDS ARE SOMETIMES MISMANAGED</p>	<p>VILLAGES SHOULD ESTABLISH REALISTIC VILLAGE WATER FUNDS TO SUFFICE O &amp; M REQUIREMENTS</p> <p>PROPER MEANS AND WAYS OF MANAGING VILLAGE WATER FUNDS SHOULD BE ESTABLISHED AND FOLLOWED</p> <p>COMMUNITIES SHOULD BE TRAINED ON HOW BEST TO MANAGE WATR FUNDS.</p>	<p>MCDWAC</p> <p>MWEM</p> <p>MCDWAC</p> <p>PMO</p> <p>MCDWAC</p> <p>PMO</p> <p>MWEM</p> <p>TREA-SURY</p>

ASPECTS	ISSUES	OBSERVATIONS	RECOMMENDATIONS	ACTORS
<b>INSTITUTIONS</b>	ROLES AND RESPONSIBILITIES	ROLES AND RESPONSIBILITIES OF THE VARIOUS ACTORS ARE NOT CLEARLY DEFINED	ROLES AND RESPONSIBILITIES OF THE VARIOUS ACTORS INCLUDING THE PRIVATE SECTOR SHOULD BE CLEARLY DEFINED BY ESTABLISHING GUIDELINES AND SPECIFICATIONS	MWEM MOH MCDWAC PMO
		PRIVATE SECTOR IS NOT FULLY INVOLVED	CREATE AUTONOMOUS WATER BOARDS TO RUN URBAN WATER SUPPLIES	TREASURY MWEM
		INSTITUTIONAL AUTONOMY LACKING FOR MANAGEMENT OF URBAN WATER SUPPLIES	ESTABLISH AND LEGALISE REGIONAL AND DISTRICT WATER STEERING COMMITTEES	PMO
		COMMUNITIES ARE NOT GIVEN OPPORTUNITY TO EXPRESS THEIR NEEDS	EACH VILLAGE SHOULD HAVE A VILLAGE WATER COMMITTEE	MWEM MCDWAC PMO
		SOME VILLAGES HAVE ALREADY ESTABLISHED WATER COMMITTEES TO MANAGE VILLAGE WATER SCHEMES	A GROUP SCHEME WATER COMMITTEE SHOULD BE FORMED AND ACCORDED LEGAL STATUS	MWEM LEGAL PMO MCDWAC

ASPECT	ISSUES	OBSERVATIONS	RECOMMENDATIONS	ACTORS
		<p>MANAGEMENT OF SCHEMES WHICH SUPPLY WATER TO MORE THAN ONE VILLAGE LACK GROUP SCHEME WATER COMMITTEES</p>	<p>GOVERNMENT SHOULD DEVELOP TRAINING PROGRAMME FOR VILLAGE WATER SCHEME ATTENDANTS AND OTHER VILLAGE CADRES TO IMPROVE THE CAPACITY IN MANAGING OWN WATER SCHEMES</p>	<p>MWEM MCDWAC PMO MCDWAC MWEM</p>
	<p>COORDINATION AND COLLABORATION</p>	<p>INADEQUATE COORDINATION AMONG THE RELEVANT SECTORS AND INSTITUTIONS</p>	<p>COMMUNITY WORKERS SHOULD BE DEPLOYED PROPERLY DEPLOYED TO FACILITATE COMMUNITY MANAGEMENT OF THE WATER SCHEMES</p>	<p>MWEM MOH MCDWAC PMO</p>
		<p>COMMUNITY DEVELOPMENT FUNCTION NOT FULLY INTEGRATED INTO THE WATER PROGRAMME</p>	<p>IMPROVE COORDINATION AMONG THE RELEVANT SECTORS.</p>	<p>MWEM MOH MCDWAC PMO</p>
		<p>MISMATCH BETWEEN RESPONSIBILITIES AND RESOURCES.</p>		



ASPECT	ISSUES	OBSERVATIONS	RECOMMENDATIONS	ACTORS
<b>LEGAL</b>	LEGAL STATUS	VILLAGES ARE LEGAL ENTITIES	VILLAGES TO PROPOSE AND ENFORCE BY-LAWS WHICH WOULD PROMOTE COMMUNITY MANAGEMENT OF WATER SCHEMES	PMO LEGAL
	WATER RIGHTS	VILLAGES CAN PROPOSE BYE-LAW WHICH CAN ENHANCE COMMUNITY MANAGEMENT OF WATER SCHEMES  WATER RIGHTS ARE GRANTED TO THE GOVERNMENT	PROPOSAL OF BYE-LAWS SHOULD INCORPORATE ALL INTERESTED PARTIES AT COMMUNITY LEVEL (WOMEN GIVEN SPECIAL ATTENTION)	PMO LEGAL MCDWAC
		WATER RIGHTS CREATE A SENSE OF OWNERSHIP.	WATER RIGHTS SHOULD BE GRANTED TO RESPECTIVE COMMUNITY ORGANISATIONS	MWEM PMO
	OWNERSHIP	SCHEMES ARE HANDED OVER INSTEAD OF COMMISSIONING UPON COMPLETION	COMPLETED SCHEMES SHOULD BE COMMISSIONED FOR OWNERSHIP BY RESPECTIVE COMMUNITIES. EXISTING SCHEMES SHOULD AS WELL BE REHABILITATED WHERE NEED BE AND COMMISSIONED FOR OWNERSHIP BY RESPECTIVE COMMUNITIES.	MWEM MCDWAC

ASPECT	ISSUES	OBSERVATIONS	RECOMMENDATIONS	ACTORS
	<p>WATER USE, PROTECTION AND CONSERVATION</p>	<p>THERE IS WATER LOSS THROUGH LEAKAGES</p> <p>THERE IS MISUSE OF WATER</p> <p>SOME USERS ARE UNAWARE OF THE COST OF THE GOOD</p> <p>EXISTING LOW WATER TARRIFS ENCOURAGE MISUSE AND WASTE OF WATER</p> <p>HUMAN ACTIVITIES ARE INCREASINGLY POLLUTING WATER BODIES</p> <p>WATER IS REGARDED AS A FREE GOOD WITHOUT ECONOMIC VALUE AND INFINITE.</p>	<p>CONDUCT COMPREHENSIVE LEAKAGE CONTROL PROGRAMME</p> <p>SET REALISTIC TARRIFS TO PROMOTE PROPER USE OF WATER</p> <p>CREATE AWARENESS TO COMMUNITIES ON PROPER USE, PROTECTION AND CONSERVATION</p> <p>PROTECT WATER SOURCES</p> <p>CREATE AWARENESS OF WATER BEING A FINITE COMMODITY WITH A COST.</p>	<p>MWEM</p> <p>MWEM</p> <p>MWEM MCDWAC PMO</p> <p>MWEM MCDWAC LEGAL PMO</p> <p>MWEM MCDWAC</p>

## 4.0 WORKSHOP CONCLUSIONS

### 4.1 Followup Zonal Workshops

The workshop directed that followup zonal workshops be convened as matter of urgency. The planning of these Workshops was assigned to the Workshop Organising Committee under the Chairmanship of Mr. R.M.A. Swere.

### 4.2 Scheme Commissioning

The workshop further directed that in future, the term "**scheme handover**" should be replaced by the term "**scheme commissioning**" as the former connotes that water supply and sanitation systems belong to the somebody else (other than the community) until they are handed over upon completion and thus negate responsibility/involvement of the community throughout the project cycle.

PART II

OPENING AND CLOSING ADDRESSES

**OPENING ADDRESS BY THE MINISTER FOR WATER, ENERGY & MINERALS  
HON. LT. COL. JAKAYA MRISHO KIKWETE, (MP), AT THE WORKSHOP  
ON IMPLEMENTATION STRATEGIES OF THE NATIONAL WATER POLICY  
TOWARDS COMMUNITY BASED SELF MANAGEMENT OF WATER  
SUPPLY: ARUSHA AUGUST 30 - SEPTEMBER 02, 1993**

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Mr. Chairman,  
UNICEF Representative,  
Distinguished Guests,  
Workshop Participants,  
Ladies and Gentlemen.

1. I feel greatly honoured to be given this opportunity to officially open this workshop on Implementation Strategies of the National Water Policy. I sincerely thank the organisers of this workshop for inviting me. Let me also extend special thanks to the organising committee and the Arusha Regional Authorities for the warm reception and the wonderful arrangements. I believe, this should go a long way towards making the workshop a success. Allow me, also, Mr. Chairman to use this moment to thank UNICEF for assisting in the organisation and sponsorship of this workshop. I say so on behalf of the Government of Tanzania, my Ministry and on my own behalf.
2. Mr. Chairman, I have been asked to open this very important workshop of yours. I consider this workshop important not only because of its subject matter but also because of its timeliness. It couldn't have been held at more opportune moment than this one. This is the time when there is total resolve in the ministry that we have to be seen taking concrete action towards the realisation of the noble goal of supplying every Tanzania with clean and portable water with adequate sanitation facilities by the year 2002 and that the services so provided are sustainable. It is encouraging Mr. Chairman, to learn that this workshop has that matter in focus. I am informed that the specific objective of this workshop is to develop a framework for community based self-financing and self management of water supply schemes. Indeed, this is a laudible step. We look forward to fruitful deliberations and useful suggestions.
3. Mr. Chairman, two years ago (1991), I was invited to open another important workshop here in Arusha on "Water and

Sanitation Sector monitoring which was also co-organized and sponsored by UNICEF.

The outcome of that workshop has been the establishment of a framework for practical sector monitoring system and development of a National Plan of Action (1993-1997) which focuses on the achievement of sanitation coverage by year 1997.

Such efforts are clear testimony of the commitment by multilateral institutions, such as UNICEF in improving the health of our people through improved water and sanitation conditions. Once again let me, take this opportunity on behalf of the government of the Tanzania to express our sincere gratitude to UNICEF.

4. Mr. Chairman, from its inception the government of post colonial Tanzania took the matter of providing the people with clean and portable water supply seriously. In 1971 a water for all programme by the year 1991 was instituted. Later on, in 1987 the programme was extended to the year 2002. As a result of these efforts (taken so far,) several water supply schemes have been established in the country. To date about 50% of the people of Tanzania have access to clean and portable water supply within 400 metres of their homes. This is a commendable achievement although we are only halfway through and a lot more effort has to be put into fulfilling the goal.

5. Mr. Chairman, however, a big percentage of the existing water supply schemes are not operating. There are various bottlenecks which have caused the malfunctioning of the schemes. Among them are the following:-

- a. absence of a well defined water policy and sector strategy;
- b. Inadequate allocation of financial resources;
- c. Investment focused on inappropriate and high cost technologies;
- d. Inadequate and weak sector planning, management and monitoring;
- e. Least involvement of communities in the overall planning, implementation and operation and maintenance rendered frequent breakdown and eventually non function of many schemes;
- f. Lack of training at community level, and
- g. Lack of inter-sectoral coordination and inadequate linkage of water and sanitation sector with other

development programmes such as health, education, women's development and communication.

6. In order to achieve our desired objective and resolve these bottlenecks, it became apparent that a sector policy had to be formulated, hence the National Water Policy which was launched at Tabora in November, 1991. The Water policy is a key instrument which will lead us to achieve our goals.  
  
Mr. Chairman, the water policy takes into account and is built on the experience in implementing the 1971 - 1991 water programme. This policy is more broad and elaborate. It fully takes into account community based self management and self-financing water supply schemes. This policy is a concrete base from which we can carefully formulate our strategies and implementation programme. I therefore throw to you a challenge of coming up with practical suggestions on how best to implement our water policy with special emphasis on sustainability of community based water supply and sanitation programme.
7. Mr. Chairman, I know as much as you do that administering any sort of activity at community level is neither one man's job nor a single institutions responsibility. For sustenance almost everybody and every related institution has to share the responsibility. The question is how do they get involved together and smoothly. Your workshop should help in that regard. I am glad that at this workshop the Ministries responsible for water, health, and community development are participating. We should get some concrete proposals.
8. Mr. Chairman, I look forward with a lot of expectation that the workshop will focus on those issues which will eventually enhance the implementation of our water policy with a view of achieving our pre-set target of provision of clean and portable water for all by year 2002.
9. Before I conclude my address, I would like once again to thank UNICEF for helping in organizing and funding this workshop and call upon other organizations and institutions to emulate the example already set by UNICEF. At the same time I would like to urge workshop participants to seriously come out with realistic and practical recommendations on the implementation strategy of the water policy.
10. With these few remarks may I now have the pleasure to officially declare the workshop open.

Thank you for your attention.

**KEYNOTE ADDRESS DELIVERED AT THE WORKSHOP ON IMPLEMENTATION  
OF NATIONAL WATER POLICY TOWARDS COMMUNITY BASED  
SELF MANAGEMENT OF WATER SUPPLY BY DR. BEN MOSHI,  
PRINCIPAL SECRETARY, MINISTRY OF WATER,  
ENERGY AND MINERALS: ARUSHA  
AUGUST 30 - 2 SEPTEMBER, 1993**

Mr. Chairman,

Honourable Minister,

Workshop Participants,

Ladies and Gentlemen.

Mr. Chairman, I feel greatly honored to be accorded the opportunity to address this important Workshop on "Implementation of National Water Policy Towards Community Based Self Management of Water Supply". May I take this opportunity on behalf of my Ministry and on my own behalf to welcome you all to this Workshop. It is important to point out that this Workshop has been organized at an opportune time as we have now embarked on the implementation of the Water Policy which was officially launched in November, 1991.

- 2.0 Mr. Chairman, I wish to take this opportunity to express our appreciation to UNICEF for sponsoring this Workshop. I also take this opportunity to extend special welcome to resource persons who have come to discuss this subject. It is my sincere hope that, together with other participants, you will be able to guide these discussions to fruitful conclusion. You will note Mr. Chairman that, participation in this Workshop is fairly broad as it draws participants from Ministries of Health; Community Development, Women Affairs and Children; Water, Energy and Minerals as well as from various institutions. This is for a special purpose. We have invited institutions which are directly or indirectly responsible for water and sanitation programmes. It is our hope that the Workshop will focus on critical issues which impede the implementation of the National Water Policy in achieving the desired objectives.
- 3.0 Mr. Chairman, in 1971 the Government declared its intention of providing the rural population with clean and safe water by the year 1991. The main objective was, and still is, to provide adequate potable water for rural areas within 400 metres from each household in the Mainland.



Furthermore, the Government committed itself fully to the implementation of the objectives of the International Drinking Water Supply and Sanitation Decade (IDWSSD) and the development goals for year 2000 endorsed during the World Summit for Children held at the United Nations in September, 1990 and the subsequent National Summit held in June, 1991. Of the main development goals, two are of utmost importance. These are:

- (a) Universal access to safe drinking water and
- (b) Sanitary means of human excreta disposal.

4.0 A review of the 20 year program conducted in 1986 revealed that the 1991 target was not realisable. At the end of the twenty year Water Supply programme and of the United Nations Water Sanitation Decade, only 46% of the rural population and 67% of the urban inhabitants in the country had access to clean water. However, many of the existing water schemes, reported at over 35%, are not functioning; meaning therefore that the effective coverage is even less than that cited above. Among the main factors contributing to our inability to meet the 1991 target include:

- Inadequate financing of the water sector. The Government has, on the average, allocated only 6.4% of total national development budget to the water sector.

Furthermore, this allocation has in real terms been decreasing due to devaluation of the Tanzanian Shilling.

- Lack of technical and managerial capacities and capabilities in the water sector.
- Decline of Foreign technical and financial support.
- Non participation by beneficiaries in water schemes.

It was therefore decided to do two things:-

- (i) Extension of the target period to the year 2002.
- (ii) Formulation of a well elaborated national water policy.

5.0 Mr. Chairman, as I have said earlier, the National Water Policy was officially launched in 1991. The Policy is designed to be a working tool through which the pre-set goals can be achieved.

Indeed the Water Policy itself addresses a host of issues relating to overall sector development and these include:

- Supply of clean and safe water for all;
- Water resources management and flood control, and
- Improved sanitation and environment.

The National Water Policy encompasses lessons of the past two decades (1971 - 1991). From these lessons and given our financial resources constraints, emphasis has now been placed on the following:

- accelerating sector coverage and services through cost recovery and cost sharing;
- strengthening sector planning, technical and managerial capacities and capabilities to enhance operation and maintenance of water schemes at all levels;
- establishment of village water committees and water funds, and
- application of appropriate technologies.

Mr. Chairman, in order to implement our National Water Policy, it was necessary to formulate strategies and implementation programme. A committee of experts was appointed and is working on it. The programme is at its final stage of finalization.

- 6.0 Mr. Chairman, our Ministry has already started implementing the Water Policy, particularly with regard to service sustainability through cost recovery and cost sharing. Water Boards and/or autonomous bodies will be established in Arusha, Moshi and Tanga to manage urban water supply schemes. While these centres will serve as pilot schemes, the approach is intended to be replicated in other urban centres. With regard to rural water supply schemes, operation and management has now been shifted to village committees. Many villages have already established water committees in which 50% of the members are women. Village water funds have also been established.

Mr. Chairman, the issue of a system of support and distribution of spare parts to village level is yet to be initiated. I have a feeling that this issue falls within the objectives of this workshop and will therefore be deliberated accordingly.

- 7.0 Since our primary goal is provision of Safe Drinking Water and Environmental Sanitation, it is prudent that in the course of this workshop, emphasis be placed on the practical aspects of water supply at community level.

Considering that only 46% and about 90% of our rural population have access to safe water and sanitation facilities respectively, the task ahead is immense.

- 8.0 Over the next four days, this workshop will focus mainly on safe water supply development with the specific aims of developing a framework on community based self financing and self-management of water supply schemes. The Water Policy clearly implies that water as a social and economic good has cost implications. It can no longer be taken for granted as a free good. For example it is estimated that in order to be able to meet the target of providing water for all by the year 2002, the Government will have to spend not less than Shs. 450 billion in the coming 10 years.

There is no way the Government can meet such a budget for the water sector alone. It is therefore important that beneficiaries are fully involved in the provision of their water supplies. They have to contribute materially and financially during all the stages of the project cycle. Each community based management water system should focus on the critical issue of sustainability especially in so far as operation and maintenance of such a system is concerned.

It is my sincere hope that during our four days deliberations, we shall dwell more seriously on the aspect of Sustainable Development in the Water Sector. I therefore hope that, at the end of this workshop you will:

- (i) Come up with a comprehensive action plan for the implementation of the National Water Policy Towards Community Self-management of Water Supply schemes.
- (ii) Review effectively the involvement, roles and responsibilities of the various levels (Community, District, Regional and National) in its implementation.
- iii. Deliberate on the roles of external support agencies and NGOs at different levels in achieving the targets set out in the Policy.

I wish you fruitful deliberations.

**CLOSING SPEECH BY MR. CLEMENCE RUTAIHWA, REGIONAL DEVELOPMENT  
DIRECTOR, ARUSHA REGION AT THE WORKSHOP ON IMPLEMENTATION  
STRATEGIES OF THE NATIONAL WATER POLICY TOWARDS  
COMMUNITY BASED SELF MANAGEMENT OF WATER SUPPLY  
ARUSHA: 30 AUGUST - 2 SEPTEMBER, 1993**

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Mr. Chairman,

Workshop Participants,

Ladies and Gentlemen.

I feel highly privileged to be invited to officiate the closure of this important Workshop on the implementation of the water policy towards community based self-management of water supply.

2. Mr. Chairman, may I take this opportunity to thank all those who have contributed to the success of this workshop particularly UNICEF for kind sponsorship of the workshop. It is our expectation that the intended follow-up zonal workshops will also benefit from similar assistance. This workshop could not have been successful without the untiring effort of the organising committee. I therefore, on behalf of the three organising ministries congratulate them for this achievement.

3. Mr. Chairman, I am made to understand that the workshop has deliberated at length on issues pertaining to a community-based, self-management, and self-financing system for water supply and sanitation. In the course of this workshop, seven papers were presented as inputs to group discussions and deliberations. The issues addressed include inter-alia: technical aspects, operation and maintenance, beneficiaries' participation and involvement, cost recovery/cost sharing, distribution of tasks and responsibilities among the various actors, training and institutional support at various levels.

Mr. Chairman, through this workshop we have learned that implementation of the water policy requires a high level degree of inter sectoral coordination and collaboration. It is for this reason that the workshop has been jointly conducted by the three key ministries responsible for the sector, namely: MAJI, MAENDELEO and AFYA. This approach should be continued in the future if we are to achieve a state of sustainability in sector delivery.

4. Mr. Chairman, I am also made to understand that in course of your four days deliberations, you have come up with a set of recommendations and a plan of action. It is my expectation that you will regularly revisit implementation thereof through effective monitoring, evaluation and review process.

In the course of implementation of the policy, due regard should be accorded to utilization of locally available resources as far as practicable. This should include: use of the private sector, and the recognition, development and utilisation of talents and skills available at community level. This is an important step, considering the magnitude of inputs required to meet the year 2002 target against financial resources realisable from conventional sources (Government and External Support Agencies).

5. Mr. Chairman, it is now accepted that the conventional supply driven approach is not sustainable towards sector delivery. It is therefore necessary that we now embark on a demand driven approach, by involvement of the community throughout the project cycle from inception to operation and maintenance.

The demand driven approach, further creates awareness that water supply is neither an infinite commodity nor a free good. It has an economic value.

Therefore Mr. Chairman, these are the challenges ahead of us. I sincerely trust that this workshop has been an excellent opportunity for improved performance in implementation of the water policy.

6. Mr. Chairman, with these few words it is now my privilege to declare the workshop closed.

I wish you a safe return to your daily duties.

Thank you.

PART III

APPENDICES

**APPENDIX 1:**

**LIST OF PARTICIPANTS**

	<b><u>NAME</u></b>	<b><u>CONTACT ADDRESS</u></b>
1.	D.M. ISHENGOMA	MWEM, BOX 9153, D'SALAAM
2.	S.G. MKUCHU	MWEM, BOX 9153, D'SALAAM
3.	E.H. MASIJA	KILIMO, BOX 9192, D'SALAAM
4.	S. SISILA	UNDP, BOX 9182, D'SALAAM
5.	V.L. MCHANA	MWEM, BOX 9153, D'SALAAM
6.	O.M. LIMIHAGATI	MWEM, BOX 9153, D'SALAAM
7.	A.A. SENGUO	MWEM, BOX 9153, D'SALAAM
8.	G.S. WAMAI	MWEM, BOX 9153, D'SALAAM
9.	F.Z. NJAU	NPC - MWEM, BOX 9153, D'SALAAM
10.	M.O. MSUYA	MWEM, BOX 9153, D'SALAAM
11.	R.M.A. SWERE	MWEM, BOX 9153, D'SALAAM
12.	E.J. DAMBALL	RWE, BOX 3020, ARUSHA
13.	ENG. A.K. KINGINGI	RWE, BOX 324, KILIMANJARO
14.	ENG. M.B.E. MTUNZI	RWE, BOX 174, SINGIDA
15.	R.M. KUKULA	RHO, SINGIDA
16.	C.N. SAYI	ACDC, MWEM, BOX 9153, DAR
17.	C.M. MTOI	CA, MWEM, BOX 9153, D'SALAAM
18.	DR. LUONG	UNICEF, DAR ES SALAAM
19.	DAUDA WURIE	UNICEF, DAR ES SALAAM
20.	H. MAZULA	UNICEF, DAR ES SALAAM
21.	B. SANGA	MWEM, BOX 9153, D'SALAAM
22.	F.J. MAGOMA	MOH, BOX 9083, D'SALAAM

23.	R.C. NYAKYI	RCOMDO, BOX 3050, ARUSHA
24.	M.B. LOISENGER	I/C PPP, BOX 3020, ARUSHA
25.	A.H. KISUJU	MCDWAC BOX 3448, D'SALAAM
26.	M. MSALALI	MWEM, BOX 35059, D'SALAAM
27.	S.S. MAHULE	MWEM, BOX 3020, ARUSHA
28.	Y.G. MWITA	MOH, BOX 9083, D'SALAAM
29.	S.S. MAMBALI	CWA, MWEM, 9153, D'SALAAM
30.	S.J. MUSSA	MWEM, BOX 9153, D'SALAAM
31.	J.V. NCHIMBU	MCDWAC, BOX 3448, D'SLAAM
32.	L.G. MSIMBE	MCDWAC, BOX 3448, D'SALAAM
33.	B.E. NJAU	ACOM, MWEM, BOX 9153, D'SALAAM
34.	Ms. R. BUDIMU	MWEM, BOX 9153, D'SALAAM
35.	LARS NORVIR	SIDA-DCO, BOX 9303, D'SALAAM
36.	T.E. KIMOLO	PLANNING COMMISSION BOX 9242, DAR ES SALAAM
37.	M.R. MUJWAHUZI	IRA, UDSM BOX 35097, D'SALAAM
38.	Ms. E.J. CHAGGU	CHS, ARDHI INST. BOX 35124, DAR ES SALAAM
39.	ALEX KAAYA	MWEM, BOX 9153, D'SALAAM
40.	E.V. LEKULE	PMO, BOX 1501, DAR ES SALAAM
41.	A.Y. KAHESA	MOH, BOX 9083, DAR ES SALAAM
42.	PETER A. MOKIWA	RWE, BOX 9261, DAR ES SALAAM
43.	E.J. NDOSSI	TREASURY, BOX 9111, D'SALAAM
44.	A.A. MUNISI	UWSE, BOX 3020, ARUSHA
45.	E.M. MUNUO (MP)	DIRECTOR, HESAWA D'SALAAM
46.	J.S. NASARI	RH, BOX 3020, ARUSHA
47.	DR. A.H. MOHAMMED	Ag. ACWR MWEM, BOX 9153, D'SALAAM



48.	E.F. LYATUU	ARUSHA WATER MASTER PLAN BOX 3020, ARUSHA
49.	S.J. RWAKATARE	MAJI, BOX 3020, ARUSHA
50.	H.J. MJENGERA	WATER MASTER PLAN, BOX 3020, ARUSHA
51.	R.J. NTONDOLO	DAILY NEWS, ARUSHA
52.	A.R. MUTALEMWA	DG - NUWA, BOX 1540, D'SALAAM
53.	N.V. IKONKO	UHURU/MZALENDO, ARUSHA
54.	ANNELIES LEEMANS	ROYAL DANISH EMBASSY, P.O. BOX 9171, DAR ES SALAAM
55.	CHRIS FROEHLICH	GTZ (EAST KILIMANJARO WATER PROJECT), BOX 244, MKUU/ROMBO
56.	BRIAN MATHEW	WATER AID, COUNTRY REPRESENTATIVE P.O. BOX 2190, DODOMA
57.	KUNDAELI LEMA	MWEM, P.O. BOX 2000, D'SALAAM

## APPENDIX 2

### LIST OF FUNCTIONARIES

#### 1. Organizing Committee

Mr. R.M.A. Swere	(Chairman)	-	MWEM
Mr. M.O.Y. Msuya		-	MWEM
Mr. D.M. Ishengoma		-	MWEM
Mr. A. Kaaya		-	MWEM
Mr. B. Sanga		-	MWEM
Mr. Y.G. Mwita		-	MOH
Mr. J.V. Nchimbu		-	MCDWAC
Mr. A.H. Kisuju		-	MCDWAC

#### 2. Session Chapersons

Dr. B.E. Moshi  
Mr. A.Y. Kahesa  
Mr. L.G. Msimbe  
Mr. S.S. Mambali

#### 3. Workshop Facilitator

Professor Mark Mujwahuzi

#### 4. Rapporteurs/Secretariate

Mr. M.O.Y. Msuya (Chairman)  
Mr. D.M. Ishengoma  
Mr. P.A. Mokiwa

#### 5. Workshop Supporting Staff

Mr. Victor L. Mchana - Secretary/MWEM  
Mrs. H. Mazula - Secretary/UNICEF  
Mr. S.J. Mussa - Accountant/MWEM

**APPENDIX 3:**

**WORKSHOP PROGRAMME**

DAY/TIME	ACTIVITY	RESPONSIBLE/ AUTHOR
<b>DAY 0:</b>		
<u>29-08-93</u>		
0800 - 1600	Arrival of Participants	Mwita
1600 - 1730	Registration	Sanga
<b>DAY 1:</b>		
<u>30-08-93</u>		
0830 - 0930	Registration	Mwita/Sanga
0930 - 1030	<u>OPENING SESSION</u>	
	(Chairperson: PS - MWEM)	R. Swere
	<u>SESSION I</u>	
	(Chairperson: PS - MOH)	
1100 - 1130	Keynot Address	PS - MWEM
1130 - 1200	Strategies for Implementation of the National Water Policy	CWA
1200 - 1400	L U N C H      B R E A K	
1400 -1430	Community based development and self-management water supply scheme	Dr. Luong UNICEF
		of
1430 - 1500	Technical Aspects in the construction and rehabilitation of community based water supply project	C.N. Sayi
1500 - 1530	Operation and Maintenance Scheme of a community based water supply system	B.E. Njau

1530 - 1630	Group Discussion	Prof. Mujwahuzi/ M. Msuya
1630 - 1645	TEA/COFFE BREAK	
1645 - 1745	Group Discussion (Cont..)	Prof. Mujwahuzi/ M. Msuya
1930 - 2100	RECEPTION	PS (MWEM) PS (MOH) PS (MCDWAC)

**DAY 2:**

31-08-93

0800 - 0830	Plenary (Brief) Assemble for necessary announcement)	
0800 - 1000	Group Discussion (Cont..)	Prof. Mujwahuzi/ M. Msuya
1000 - 1030	Tea/Coffee Break	
1030 - 1130	Group Discussion (Cont..)	"
1130 - 1230	Plenary (Group Presentation)	Prof. Mujwahuzi
1230 - 1400	L U N C H     B R E A K	
	<u>SESSION II</u>	
	(Chairperson: PS - MWEM)	
1400 - 1430	Management of a community based water supply scheme	Prof. Mujwahuzi
1430 - 1500	Protection and conservation water sources	L.G. Msimbe                      of
1500 - 1600	Group Discussion	Prof. Mujwahuzi/ M. Msuya
1600 - 1615	Tea/Coffee Break	
1615 - 1730	Group Discussion (Cont..)	"

**DAY 3:**01-09-93

0830 - 1000 Plenary (Group Presentations) Prof. Mujwahuzi  
1000 - 1030 Tea/Coffee Break

SESSION III

(Chairperson: PS - MCDWAC)

1030 - 1100 Beneficiaries Involvement S.G. Mkuchu  
1100 - 1130 Community based participatory  
monitoring of sanitation system A.Y. Kahesa  
1130 - 1200 Experiences of a community  
based water supply scheme F.Z. Njau  
1200 - 1400 L U N C H B R E A K  
1400 - 1630 Group Discussion Prof. Mujwahuzi/  
M. Msuya  
1630 - 1700 Tea/Coffee Break  
1700 - 1730 Group Discussion (Cont..) "

**DAY 4:**02-09-93

0830 - 1000 Plenary (Group presentation) Prof. Mujuwahuzi  
1000 - 1030 Tea/Coffee Break  
1030 - 1100 Presentation of workshop  
results M. Msuya/  
Prof. Mujwahuzi  
1100 - 1130 Plenary Discussion Prof. Mujwahuzi  
1130 - 1230 CLOSING SESSION R.M. Swere