

Terminal Evaluation

Africa

I. Overview of project

- Country: Zambia
- Project title: In-Country Training (ICT) for Water Supply and Sanitation Management
- Sector: Water
- Form of assistance: In-Country Training
- Unit in charge: Lusaka Water and Sewerage Company (LWSC) Limited
- Value of cooperation (as of the evaluation): US\$205,788.55
- Period of cooperation
Japanese Fiscal Year (JFY): 2002 - 2004
- Related institutions of recipient country: Ministry of Energy & Water Development (MEWD), Ministry of Local Government and Housing (MLGH), Lusaka City Council (LCC)
- Cooperating Japanese institution: None
- Other related cooperation: Dispatch of short-term Japanese expert

1. Background

The Government of Japan has supported the water sector in Zambia by providing grant aid for, among others, construction of water supply facilities, institutional capacity building and awareness raising among beneficiary community members through a soft component of grant aid as well as the Community Empowerment Programme “Community Empowerment for Water Supply and Sanitation in George Compound” by JICA . The support is intended to address basic human needs such as improvement of living and hygiene conditions and poverty alleviation among beneficiary communities. Institutional capacity building initiatives by JICA have led to establishment of a sustainable and well organized water supply and management system in Lusaka’s periurban communities resulting in improved living and hygiene conditions and reduction of the prevalence of waterborne communicable diseases. This has been achieved by applying the technique of community involvement in water supply and sanitation management. This achievement was facilitated by community ownership of water supply facilities through participatory campaigns, establishment and support of area based organizations and, ability of water supply staff to conduct feasibility assessments for communities to pay water fees and to promote development of new initiatives within communities. The foregoing has been achieved in George Complex, a periurban area of Lusaka, where the George Community Empowerment Program (GCEP) was implemented. GCEP stands out as the model for community involvement in water supply and sanitation management.

Having realized the effectiveness of applying the technique of community involvement in water supply and sanitation management for sustainability, the Government of Zambia requested the Government of Japan to conduct an ICT for staff of water supply and sanitation service providers and local authorities in the country. The aim of the ICT is to replicate lessons learned in Lusaka to other urban areas in the country.

2. Contents of cooperation

The ICT course provided community empowerment skills to staff of water supply and sanitation service providers for promoting community involvement in water supply and sanitation management for sustainability.

(1) Overall Goal

To contribute to improved access to safe water supply and sanitation in Zambia

(2) Project Purpose

To spread the technique of community involvement in water supply and sanitation management implemented in urban Lusaka to other urban areas in Zambia.

(3) Outputs

Participants will have improved skills of:

- (i) Imparting community ownership for water supply and sanitation management
- (ii) Strengthening the function of community based organizations in water supply and sanitation management
- (iii) Surveying the possibility of communities to pay water fees, and
- (iv) Community empowerment in water supply and sanitation management.

(4) Inputs (as of the evaluation)

Japanese side

Number of long term experts dispatched:	-	Equipment and supplies provided:	N/A
Number of short-term experts dispatched:	1	Coverage (or sharing) of local costs:	US\$ 200,028.55
Number of trainees received:	-	Other costs	-

Zambian side

Number of trainers assigned:	10	Equipment and supplies purchased:	N/A
Land and facilities provided:	N/A	Coverage of local costs:	US\$ 5,760.00
Others: Number of participants	90		

II. Evaluation Team

Members of Evaluation Team

Festus Lubinga, JICA Zambia Office

Robert Haloba, (ZDMC)

Edward Maembe, (ZDMC)

Study period

From: 18/11/04

To: 10/12/04

Evaluation type:

Terminal Evaluation

III. Overview of evaluation findings

1. Summary of evaluation findings

(1) Relevance

The commercialization of water supply and sanitation management advocated for through the National Water Policy of 1994 and the Water Supply and Sanitation Act of 1997 calls for management of water supply and sanitation to be devolved to communities to promote sustainability. However, staff of commercial water utility companies and local authorities did not have adequate skills for fostering community participation in water supply and sanitation management. In response to capacity building needs of staff of water supply and sanitation service providers, JICA, at the request of the Zambian Government, implemented an In-Country Training course to improve their staff's community empowerment skills. 81.5% of participants surveyed found the course responsive to their community empowerment skills needs. Based on the survey results, it is concluded that the ICT course was relevant.

Effectiveness

The survey results show that, on average, 71.5% of participants expressed satisfaction with the training they underwent and said that their community empowerment skills had been improved because they understood the training. They also said that they were able to apply their new skills. The improved skills by participants have already shown positive results through increased revenue collection by some water supply and sanitation companies which have applied the technique of community

involvement in water supply. For instance, LWSC has, due improved staff performance, increased its revenue collection from ZMK51,389,107 in January 2004 to ZMK83,048,223 in July 2004. A total of 90 participants from around the country were trained as planned. If participants implement their action programs on community involvement in water supply and sanitation management, the technique will surely be spread to urban areas outside Lusaka.

However, the ICT project's purpose of spreading community involvement from urban Lusaka to other urban areas has not been attained. As a result of this, the effect of the project in the participants' communities is still very minimal. The two (2) main reasons are (a) management of water supply and sanitation service providers give more priority to rehabilitation of rundown water infrastructure and, (b) few (2 out of 6 organizations surveyed) have Periurban Units to effectively implement the challenging task of community involvement in water supply and sanitation management.

(3) Efficiency

According to the questionnaire survey of participants, 67.7% responded that the training approaches of lecture and study tour were appropriate although the study tours were few. Despite the foregoing, some trainers rushed through their themes and there were no clear conclusions to their modules. Participants said that time allocated for the course should be extended by two weeks to give time to reflect on themes delivered and also allow time for increased study tours for observation and practical learning. Funding for the course was adequate though transfer of funds was delayed in most cases. This did not have adverse effects because the course facilitator, LWSC, had the financial capacity to conduct the training in advance of receipt of JICA funds.

(4) Impact

The In-Country Training (ICT) course has imparted practical community empowerment skills in water supply and sanitation management to 90 participants trained. Most of the participants surveyed (81.5%) stated that the course was very relevant to their work.

(5) Sustainability

This evaluation has established that for community empowerment in water supply and sanitation management to be sustainable, the ICT course should be supported by the following measures:

(a) The Ministry of Energy and Water Development (MEWD) has not yet established the Human Resources Development Unit to continue providing capacity building activities in community empowerment skills to staff of various stakeholder organizations. This means that no further training will be provided to concerned staff. The 90 participants trained so far are not adequate to spread the technique of community involvement in water supply and sanitation management in the country. The foregoing is a serious threat to sustainability of community empowerment skills which needs to be addressed urgently.

(b) Lack of Periurban Units, whose main function is to enhance community involvement in water supply and sanitation management, to increase chances of implementing strategies for community involvement in the field is a serious threat to sustainability of skills acquired through the ICT course.

Most water supply and sanitation service providers have not attained financial stability to enable them to retain staff trained under the ICT course. This aspect diminishes the potential of sustainability, as concerned staff might leave to seek better motivating jobs outside of the water sector.

2. Factors Contributing to the effect

(1) Those concerning the plan

(a) Adequate funding was provided by JICA.

(b) Availability of facilitators with hands on experience on the themes they offered.

(c) Water and sanitation service providers promptly provided participants for the course.

(2) Those concerning the implementation process

(a) The venue of the course is Lusaka where the George Community Empowerment Program (GCEP), the model project for community involvement in water supply and sanitation management, was implemented. This enabled participants to undertake study visits to GCEP.

(b) Presentation of papers by individual participants on their respective situations regarding water supply and sanitation management provided an opportunity to exchange experiences and views on problems in the sector.

3. Problems and factors causing problems

(1) Those concerning the plan

- (a) The ICT course did not provide for follow-up of participants to ascertain utilization of skills acquired.
- (b) No original Project Design Matrix (PDM) was formulated. This potentially affected progress monitoring.

(2) Those concerning the implementation process

- (a) LWSC has been giving short notice to water supply and sanitation service providers to recommend participants to the training course.

4. Conclusion

The ICT course was successfully implemented and has trained 90 participants as planned. However, the project purpose of spreading the community empowerment technique in water supply and sanitation management has not been attained because of dilapidated water supply and sanitation infrastructure, more so with areas serviced by local authorities. The 90 participants trained are not adequate to spread the technique of community involvement in water supply and sanitation management nationwide. The proposed Human Resources Development Unit in the MEWD needs to continue from where the ICT course ended in training staff of water and sanitation service providers if the program is to be sustainable.

5. Recommendations

- (a) MEWD should create a Human Resources Development Unit as provided for in the National Water Policy (1994) to continue providing capacity building in community empowerment skills to staff of water supply and sanitation service providers.
- (b) LWSC should ensure in the future that similar community empowerment courses give adequate notice to enable service companies to recommend suitable candidates.
- (c) Future community empowerment courses in water supply and sanitation management should provide for follow-up on utilization of skills acquired by participants. This responsibility should be undertaken by the Human Resources Development Unit of MEWD in collaboration with the Ministry of Local Government and Housing which already shoulders the task of providing water supply and sanitation services in urban areas in the country.
- (d) Water supply and sanitation service providers should also send management staff to attend training to enhance chances of implementation of community empowerment action plans due to their positions of influence.
- (e) In the future, JICA should ensure that MEWD make a commitment to implement measures promoting continuity of imparting community empowerment skills to staff of water supply and sanitation providers as part of the Zambian Government contribution towards sustainability.

6. Lessons learned

- (a) The absence of the Human Resources Development Unit to carry on capacity building initiatives after the termination of the ICT course has the potential to diminish achievements so far gained, threatening sustainability of the program.
- (b) Commitment of management of water supply and sanitation service providers to support the technique of community involvement in water supply and sanitation management is very important. This would ensure effective utilization of community empowerment skills acquired by participants.

7. Follow-up cooperation

Due to the imminent discontinuation of capacity building of staff of water supply and sanitation service providers with the termination of cooperation between the Governments of Japan and Zambia, it is necessary for MLGH to consider creating a training unit to carry on the task of training concerned staff in the technique of community involvement in water supply and sanitation management for sustainability.