

MAXIMIZING THE BENEFITS FROM WATER AND ENVIRONMENTAL SANITATION

**Linking community to policy level support:
The CARE-Zambia trust model**

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Zambia is one of the most highly urbanized countries in the Sub-Sahara Africa, but the rate of urbanization has not matched with infrastructure development and other service provision. Lusaka the capital city has 33 Peri-Urban areas, which account for over 60% of the city's population. The Water Supply and Sanitation services in these settlements are poor, inadequate, unreliable, with at least 56% and 90% of the peri-urban populations not having access to safe Water Supply and satisfactory Sanitation facilities respectively (PUWSS Report 1999). In order to address this situation, the Government of the Republic of Zambia embarked upon a sector wide restructuring exercise in 1993 which provided an enabling policy environment for International NGOs to develop and implement innovative management models that would embrace the interests of communities and Government. This paper shares the 'Water Trust Model', an innovation of CARE Zambia currently operational in 6 Peri-Urban Settlements of Lusaka.

Background

CARE International - Zambia is one of the prominent international development Non Governmental Organizations (NGOs) engaged in the implementation of water projects in peri-urban settlements in Zambia. CARE was invited by the Government of the Republic of Zambia (GRZ) in 1992 to mitigate against the negative impact of draught and Structural Adjustment Programme of the early 1990s. The first project was the Project Urban Self-Help (PUSH) phase I, a food-for-work project. CARE took interest in addressing the water situation because the communities identified water as their priority need. It was not until 1997 under PUSH II the first water project became operational (WEDC1999: 226). This paper shares CARE's experience with the Water Trust Model developed and implemented between 2000 and 2004 following the recommendations of the consultancy commissioned in 1999 to evaluate the Chipata pilot project.

Evolution from PUSH - PROSPECT

In March 1998 CARE with funding from the Department for International Development (DFID), started the Program of Support for Poverty Elimination and Community Transformation (PROSPECT). This was initially a five-year programme that was designed to build on the experiences of its predecessor project, PUSH II. PROSPECT was given a one-year no-cost extension up to March 2004 when the six-year programme finally ended. The goal of this multisectoral process programme was to alleviate poverty in 12 peri-urban settlements in Lusaka and Malota in Livingstone. The purpose was, through representative Area Based Organizations (ABOs), to develop, manage and maintain basic infrastructure and other services, which took into account the needs of the

poorest and most vulnerable. PROSPECT targeted approximately 600 000 beneficiaries across 13 settlements. PUSH II and PROSPECT had a lot in common in that they both used the bottom-up approach that was aimed at benefiting the poor and most vulnerable in society.

Water projects: PUSH II to PROSPECT

In terms of the water projects, only one scheme was implemented under PUSH II whereas 11 water schemes were implemented under PROSPECT. Out of the 12 water schemes, 5 (Kabanana, Mtendere, Mandevu, Jack and Chunga) have been handed over to the Lusaka Water and Sewerage Company (LWSC). For these schemes, the company is responsible for putting in place a suitable management system. In the case of Malota water scheme, CARE put in place a management model that directly linked the vendors to the newly formed Southern Water and Sewerage Company (SWSC) which became operational in 2000, the same year the scheme was finally completed. CARE facilitated the recruitment of the vendors and trained them before handing over the scheme. The vendors receive a commission from the Water Company. The remaining 6 water scheme (Chaisa, Chazanga, Chibolya, Chipata, Garden and Kanyama) are currently operating under the Water Trust Model.

PROSPECT experience and link to Water Sector Policy

CARE has been able to successfully contribute to the sector reform process due the enabling policy environment that has existed over the past ten (10) years.

To do this, the programme deliberately set up what was known as the PROSPECT Steering Committee which was

chaired by Lusaka City Council and draw membership from line Ministries, Private institutions and other key stakeholders with interest in programme activities. Through this committee, CARE was able to learn about policies of other stakeholders and Government and while at the same time other committee members learned from CARE’s experience which shaped some key decisions in the water sector such as type of water management models and approaches as indicated in the National Peri-Urban Water Supply and Sanitation Strategy. (P-UWSS: 2000).

Impact and replication

The Water Trusts are unique to Zambia and their performance so far has continued to attract interest from donors, other NGOs and Consultants with interest in the promotion of water and sanitation services in peri-urban settlements both locally and internationally. For example JICA contracted PROSPECT in 2000 to implement the George Community Empowerment Project (GCEP), whose goal was to empower the residents to participate in the water project constructed by JICA in the mid 1990s.

Under GCEP, CARE built two blocks of fee-paying water born toilets/showers near the markets as help improve the sanitation situation in the area. This initiative has been replicated in 3 other settlements (Kanyama -3, Chaisa -1) and Chipata -1) and currently being managed by Council. Beyond PROSPECT, CARE has been funded by Development Cooperation Ireland (DCI) to implement water projects in the Northern Province of Zambia. DCI has also funded CARE to implement the National Level PUWSS Policy Dialogue project in support of MLGH. Finally, DANIDA has sponsored a study of CARE’s rural and peri-urban water projects with the aim of drawing lessons while JICA has consulted with both CARE and Council with a view of replicating the Trust Model in other settlements of Lusaka.

The trust model

The **Water Trust Model** is an innovation of CARE Zambia developed and implemented in collaboration with Lusaka City Council and Lusaka Water Sewerage Company who together with CARE are the settlers as defined in the Trust Deed. Box 1 shows an influence diagram of the Water Trust Model. This is a two-tier community management structure registered with the Ministry of Lands under the Perpetual Succession Act of the Laws of Zambia. The apex body is called the Board whose role is to oversee the work of lower level structure known as the Management Team headed by a Scheme Manager. Currently there are only 6 known Water Trusts in Zambia implemented in areas previously not serviced by LWSC.

The Board

The Board is the apex body of two-tier structure whose members are nominated by the key institutions and officially appointed by Lusaka City Council Town Clerk. The Board consists of 9 members called Trustees, four of whom are

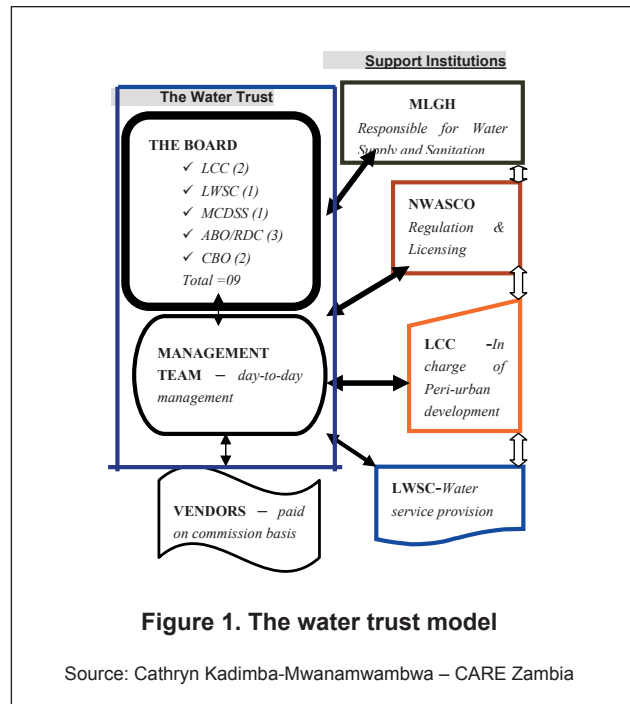


Figure 1. The water trust model

Source: Cathryn Kadimba-Mwanamwambwa – CARE Zambia

professionals with skills critical to the needs of the scheme. For example an Accountant and Head of the Peri-Urban Section of Council are among the professions while LWSC has an Engineer who heads the Peri-Urban Department as a Trustee. Initially the PROSPECT Programme Manager was a member of the Board but was later replaced by an officer from the Ministry of Community Development Social Services given the ministry’s interest in the poor and most vulnerable in society. These 5 sit on all the six Water Trust Boards. The other 5 come from each respective settlement and from this number, 3 are elected community leaders drawn from the Residents Development Committee (RDC) which is responsible for overseeing all the development activities in the settlement whereas the other 2 are non-elected individuals selected from among the active CBO operating in the settlement. The Board members receive a sitting allowance at the end of each quarterly meeting.

The management team

CARE realized the need to strengthen social capital at community level. Despite the peri-urban settlements being the poorest, they are home to most of the retrenches, retirees and the unemployed youths. Based on this knowledge and the need to promote ownership, CARE used the Trust Model to recruit from within using a professional hiring approach. In all the 6 Water Trusts, the Management Team members are full time paid employees. Table 1 shows current staff composition in three schemes. The management team staff are responsible for the day-to-day management of the scheme. The Board employs the Manager and the Manager in turn hires the rest of the staff based on the criteria set out by the Board of Trustees. The Manager hires vendors who sale water on behalf of the scheme. Initially all vendors

Staff	Kanyama	Chipata	Chaisa
Manager	1	1	1
Head plant operator	1	1	1
Revenue officer	1	1	1
Plant pump operator	5	1	1
Plumber/meter reader	3	2	2
Senor cashier	-	1	-
Cashier	4	1	2
Chief security officer	1	-	0
Security officer (Guard)	9	5	5
Secretary	1	1	0
Office attendant	1	1	1
Handy man	-	-	1
Total permanent staff	27	15	14
Vendors	92	45	39
Total	119	60	53

Table 1. Staff composition in three water trusts

Source: Care International, 2005

were trained by CARE, a responsibility now taken over by management.

The vendors

These were recruited from among members of the community who participated in one way or another during the implementation process of the water project. The selection criterion is based on numerical and reading skills. The vendors sign a water point O & M contract with management and receive a commission for selling water on behalf of the Water Trust. Vendors ensure that any faults are reported on time, and attended to as soon as they are detected. This model allows for an extra pool of vendors to be trained to ensure continuity in case one is not available due to illness or other factors.

The water trust and roles/responsibilities of stakeholders

Experience has shown that clarifying roles and responsibilities is key to the success of any management system. Development of the Water Trust Model required that the each stakeholder responsibilities had to be identified and agreed. However, these require reviewing from time to time to enable stakeholders address gaps and strengthen good practice. Below are the stakeholder responsibilities in support of the Trust Model.

Lusaka city council

The Council is responsible for resolving conflicts related to water & sanitation. In addition, the Council facilitates the recruitment and appointment processes for management staff and Board members respectively. The Council is responsible for auditing the books of accounts and provides

legal advice regarding registration of the Water Trusts in collaboration with LWSC legal office. The Council provides capacity building in financial management and monitoring and authorization of payments.

Lusaka water and sewerage (LWSC)

LWSC provides technical support to the Water Trusts and is responsible for any major faults with costs paid for by the Trusts. Where required, LWSC provides technical training for management staff.

National water and sanitation council (NWASCO)

As a regulator, NWASCO is responsible for monitoring the performance of service providers and is responsible for licensing water providers. Currently only Commercial Utilities are licensed to provide water to the towns and cities. Local management institutions like the Water Trusts provide water using the LWSC license though there is still discussions going on regarding contractual obligations between the Trusts and LWSC.

Water boards

The Water boards are responsible for overseeing the scheme management and recruitment of managers. Board members meet quarterly to receive management reports and to make policy decisions carried out by management.

Area based organisations & community based organisations

ABO representatives on the Board are responsible for advising management on all issues particularly those affecting the community. These include decisions concerning coverage and access to water services and development of criteria for engaging management staff as well as mobilization of residents. Where opportunities arise, they represent community at National Policy level during the national plan development processes.

Management teams

The management team is responsible for the day-to-day management of the scheme. This includes maintenance of books of accounts as well as asset registers. The Manager compiles and submits relevant reports to the Board such as financial and technical reports on O & M. The Manager is the Secretary of the Board and is responsible for implementation of Board decisions.

CARE international and MLGH

CARE PROSPECT designed and directly implemented the water projects over a period of 10 years through collaboration with key stakeholders. Following the phase-out of the programme in March 2004, CARE has continued supporting water sector initiatives at national policy level with funding from DCI. Through this project, CARE and MLGH have jointly drawn up plans for strengthening Government role in PUWSS sub sector.

Lessons learned

Policy environment: CARE has learned that given an enabling policy environment, NGOs have capacity to develop innovative models which can significantly complement government effort in the provision safe water and sanitation facilities in low-income settlements.

Through the Water Trust Model, PROSPECT has learned that with careful nurturing of the development process using participatory approaches, peri-urban communities have capacity to understand and appreciate their responsibilities and take up the challenge of managing a highly technical water system.

Clarification of roles and responsibilities of all key stakeholders is critical to the success of any development project.

Practical experience from pilot projects and timely independent evaluations are important for scaling up of best practice and policy influence

Community initiatives support and strengthening: Management systems are more likely to be sustainable where salaries and allowances paid to workers are generated locally.

Conclusion

Through this write-up CARE and the Ministry of Local Government and Housing have attempted to explain about what and how the innovative CARE Water Trust Model is working in Zambia. The model is attracting the interest of many donors and practitioners interested in working in Peri-Urban Settlements. The communities where this model has been implemented have demonstrated that the poor have capacity to manage and maintain water service facilities and that with the right policy environment and local support, the schemes have the capacity of being sustained beyond PROSPECT. The Government has shown commitment to supporting innovative ideas by embracing the Trust Model now operation in 6 settlements of Lusaka.

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