

D R A F T

RURAL DOMESTIC WATER SUPPLY AND SANITATION
PROGRAMME IN NYANZA PROVINCE - KENYA

REPORT OF THE GENERAL FORMULATION MISSION
FOR PHASE II, 1989 - 1992

AUGUST 1988

SUBMITTED TO:

MINISTRY OF FOREIGN AFFAIRS
DIRECTORATE FOR INTERNATIONAL
DEVELOPMENT CO-OPERATION
THE HAGUE THE NETHERLANDS

LAKE BASIN
DEVELOPMENT AUTHORITY
KISUMU
KENYA

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LIST OF ACRONYMS

- DC District Commissioner
- DDC District Development Committee
- DEC District Executive Committee
- DF District Focus
- GoK Government of Kenya
- LBDA Lake Basin Development Authority
- NGO Non Governmental Organization
- RDWSSP Rural Drinking Water Supply and Sanitation Programme
- RNE Royal Netherlands Embassy

A C K N O W L E D G E M E N T S

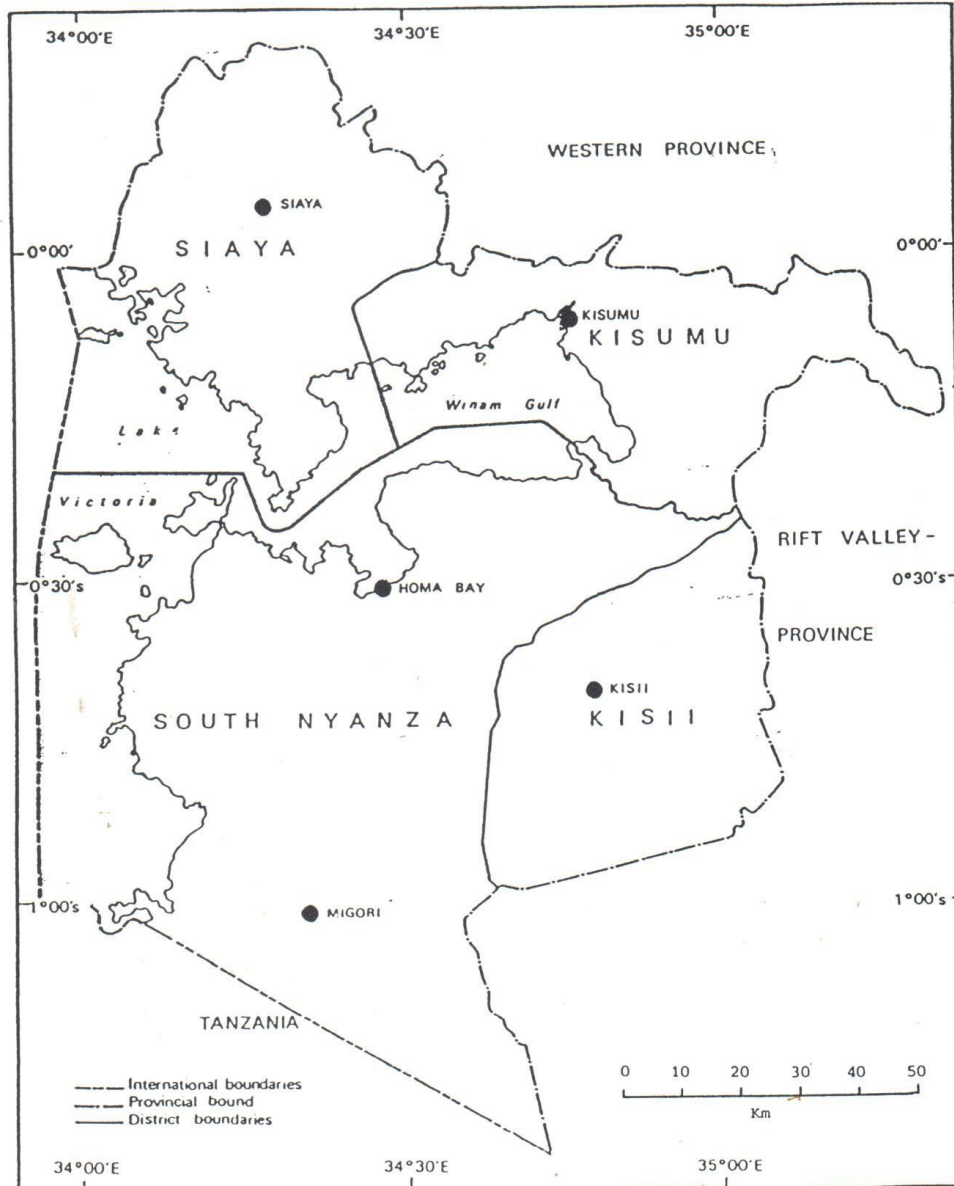
The formulation team wishes to acknowledge the cooperation and assistance given to the Mission by the Managing Director of LBDA, Mr. S. Obura and his staff, the District Commissioners of Siaya, Kisumu, Kisii and South Nyanza and their Senior Staff and the Programme Manager of the RDWSSP Mr. D. Arunga and his staff. Grateful thanks is given to Margaret Nyamweya for typing the report.

Special Note

Unfortunately as a result of unreconcilable disagreement within the formulation team regarding the proposed approach to be taken in formulating the management, planning and responsibility for the programme from LBDA Headquarters to the participating Districts, this report represents inputs only from Mr. J. Wilson, the Team Leader and Professor G.C. Mutiso. It was mutually agreed that Mr. D. Arunga with the support from LBDA would submit his own report under separate cover.

NYANZA PROVINCE

DISTRICT CENTRES AND BOUNDARIES



1. INTRODUCTION

This report gives the findings of the General Formulation Mission which was constituted by the Government of the Netherlands to formulate the general direction that the Rural Domestic Water Supply and Sanitation Programme (RDWSSP) should take during the next phase 1989-1992 of the Programme. It concentrates upon the necessary changes of staffing and Programme organisation together with the dispersement of available funds for the next four year phase.

It will be used in drawing up a detailed plan of operation which will reflect the agreed systematic transfer of planning, management capability and responsibility for the Programme from LBDA Headquarters to the participating Districts during the proposed Phase II.

1.1. Programme of the Mission

July

Sat 16 - Briefing with RNE Programme Staff in Nairobi
Sun 17 - Travel to Kisumu
Mon 18 - Discussion with RDWSSP Staff
Tues 19 - Discussion with Kenya-Finland Rural Water Programme Staff - Kakamega
Wed 20 - Discussion with Managing Director - LBDA'
Discussion with DC Siaya and Staff
Thurs 21 - Discussion with DC Kisii and Staff
Discussion with DC South Nyanza and Staff
Fri 22 - Discussion with RDWSSP Staff
Mon 25 - Discussion with DC Kisumu and Staff
Tues 26 - Discussion with RDWSSP staff
Wed 27 - " " " "
Thurs 28 - " " " "
Fri 29 - Travel to Nairobi

August

Mon 1 - Discussion with Ministry of Culture and Social Services, Nairobi
Discussion with Ministry of Regional Development
Tues 2 - Discussion with Ministry of Health, Nairobi
Discussion with UNDP/World Bank Water Sector Team
Wed 3 - Discussion with Ministry of Water Development
Travel to Kisumu
Thurs 4 - Completing report and verbal briefing of report to Managing Director - LBDA
Fri 5 - Give draft report to LBDA and RDWSSP, travel to Nairobi
Mon 8 - Briefing of RNE Programme Staff
Thurs 11 - Presentation of draft report to LBDA and RDWSSP and discussion of their comments
Travel to Nairobi

2. BACKGROUND

2.1 Project History

- 2.1.1 In 1979 the Lake Basin Development Authority (LBDA) was constituted by an Act of Parliament with the overall objective to accelerate the development of the Region. It initiated a Shallow Wells Projects in 1982. The Netherlands Government under a bilateral aid programme subsidised the pilot phase, during which 41 hand pumps of SWN 80 and 81 types were installed.
- 2.1.2 Early in 1983 a Netherlands Government Evaluation Mission concluded that the physical feasibility of the abstraction of safe drinking water by means of hand pump technology in the Region had been established and at the same time emphasized the need for a viable maintenance system, community mobilisation and the relationship between safe water and sanitation in the improvement of health. The Mission called for a Shallow Wells Workshop which was held in October 1983.
- 2.1.3 On the basis of the recommendations of the Workshop, two survey activities were started:
- (a) a comprehensive and systematic technical survey in the Ndhiwa Division of South Nyanza District, an area which was known to be badly off in terms of water supply;
 - (b) a socio-economic survey with the primary aim of identifying target communities.
- 2.1.4 After these surveys had been carried out a proposal was drawn up which formed the basis of the Rural Domestic Water supply and Sanitation Programme (RDWSSP). This programme was approved and funded in an agreement between the Government of Kenya and the Government of the Netherlands for the period 1985-1988.
- 2.1.5 As a result of the joint GoK and Netherland's Government Evaluation Mission of the first phase of the Programme in October 1987 it was recommended that it should continue into a second four year phase.
- 2.1.6 It was further recommended that the next phase should be so structured as to ensure that it is capable of being coordinated at the end of the phase through the District Development Committees in accordance with the Government

of Kenya's policy of District Focus for Rural Development. The construction and maintenance components of the Programme should also be sustainable at the District level at the end of this phase and beyond.

2.2 Aims of the Project

- 2.2.1 To Provide safe water, easily accessible in quantities adequate for drinking, food preparation, personal hygiene and in some cases (small) livestock, at a cost in keeping with the economic level of communities and through facilities which can be easily operated and maintained at local level.
- 2.2.2 To provide health education with emphasis on safe disposal of human excreta through low cost, easily maintained facilities, with the explicit aim of protecting the health of the people from water and excreta-related diseases.
- 2.2.3 To reduce the burden of carrying water over long distances which, particularly in the cases of women and children, who are the chief haulers of water, will save considerable amounts of time and energy, thus creating resources which could be spent on alternative productive activities.
- 2.2.4 To establish the required institutionalized organizational framework, which will have a positive impact on the organization capacity of the community.

2.3 Objective of Phase II

- 2.3.1 To transfer the experience in Phase I of the Project to Districts who will be responsible for ensuring long-term sustainability.
- 2.3.2 To establish a district participatory mobilization and implementation process which will prioritize the provision of domestic rural water supplies and demonstration sanitation facilities and assure their long-term community sustainability.
- 2.3.3 To train water point committees; community leaders; village; sub-locational, locational and divisional development committees; and relevant district officials on rural water supply and sanitation planning, implementation and maintenance.

- 2.3.4 To establish procedures and arrangements for creation of village water and sanitation committees and within sub-locational and locational development committees including the collection and management of community funds for maintenance.
- 2.3.5 To assist in the development of water and sanitation committees within the communities and villages who will be responsible for community involvement and participation in the implementation, the operation and maintenance of water supply and sanitation facilities.
- 2.3.6 To continue to train pump attendants and water point committees on water point management and corrective maintenance.
- 2.3.7 To continue the on-the-job training of water supply construction technicians skilled in the various relevant alternative techniques such as pump technology, spring protection and borehole construction.
- 2.3.8 To continue the installation of low cost water supplies in the neediest communities in the whole of Nyanza Province.
- 2.3.9 To continue to support the manufacture of pumps and other water supply installations within the Lake Basin region.
- 2.3.10 To plan the supply and distribution of spare parts maintenance of rural water supply points in conjunction with other rural water supply programmes.

3. ORGANIZATIONAL ASPECTS

Reference should be made to Annex 3, the proposed organogram of Phase II of the RDWSS Programme. This shows the proposed interrelationship between the various levels of committees and the management, administration and supervision of the Programme.

3.1 RDWSSP Steering Committee (Policy)

The policy making level of the project should be by the RDWSS Steering Committee.

The composition of this committee should be:

- LBDA Managing Director - Chairman
- DC Siaya

- DC Kisumu
- DC Migori
- DC Homa Bay
- Director/Representative Ministry of Water Development
- Chief Public Health Officer/Representative, Ministry of Health
- Commissioner/Representative Ministry of Culture and Social Services
- Representative Ministry of Regional Development
- Representative of the Netherlands Embassy

The responsibilities of the Steering Committees shall be:

- To ensure that the RDWSSP practices adhere to GoK policies in general and District Focus for Rural Development in particular.
- Coordinates RDWSS Programme policy between the donor or donors, GoK and DDCs.
- To ensure continuous support for the Programme at national, regional and district levels.
- To ensure accountability to GoK and donors for the Programme funds.

This committee MUST meet at least quarterly to carry out these functions.

3.2

RDWSSP Planning and coordination committee

 The responsibility for programme planning and coordination in clearly disaggregated district specific programmes will be with the RDWSSP Planning and Coordination Committee. This should be set up to include all the Senior officers representing their line ministries in each of the 5 districts.

The membership of this committee should be:

- | | |
|--|-------------|
| - RDWSS Programme Manager | - Chairman |
| - RDWSSP Chief Technical Advisor | - Secretary |
| - District Water Engineers | - 5 |
| - District Public Health Officers | - 5 |
| - District Social Development Officers | - 5 |

The function of this committee shall be:

- To coordinate the plans and budgets of the Districts.

- To make recommendations and arrangements for adaptation or modification of the Programme, as may be required from time to time.
- To regularly review and monitor the planning and implementation of the Programme.
- To regularly evaluate the Programme's progress and achievements towards its objectives.

The RDWSSP Planning and Coordination Committee should meet at least four times each year preferably before the meeting of the DDC's and the RDWSSP Steering Committee.

3.3

District RDWSSP Implementation Planning and Supervision Committee

 The responsibility for detailed planning of implementation and its supervision will be with the District RDWSSP Implementation Planning and Supervision Committee. This should be a sub-committee of the DEC which shall draw all the relevant line ministries, other donor programmes and RDWSSP into a functioning body at the District level.

The composition of this committee shall be:

- District Water Engineer - Chairman
- District Development Officer - Secretary
- RDWSSP District Engineer
- District Public Health Officer
- District Social Development Officer
- District Accountant
- Representatives of other District Rural Water Supply Projects.

The responsibilities of this committee shall be:

- To coordinate all relevant ministries, multi and bilateral donors, local and international NGOs with water and environmental health related programmes in the district into a coordinated district water development programme.
- To plan rural water supply activities in the specific Districts by using the priorities of the DF system from sub-locational, locational and divisional levels.
- To implement the RDWSSP project activities in the specific Districts.

- To report the implementation status and needs to the DDC and RDWSSP Steering Committee, through the RDWSSP Planning and Coordination Committee.

The District RDWSSP Implementation and Supervision Committee should be a working committee of the DEC and should meet as often as necessary but at least once every three months.

This committee should be replicated at all the divisional levels where the functions enumerated above will be implemented with the proviso that the Chairman will be the RDWSSP engineer until such time that the Ministry of Water Development has officials at the Divisional level.

3.4 Programme Manager

The Programme Manager will be responsible for all coordination of the Programme. It will be his duty to ensure proper supervision of the consultant and adherence of the Programme to the agreed District Implementation Plans. To assist and advise him in these tasks he will have his own specialized staff together with the consultants Chief Technical Advisor. It will be his duty to act as Chairman of the multi district programme planning and coordination committee and to report accordingly to the Steering Committee. It will also be expected of him to attend the District Implementation and Supervision Committees. For Phase II the Programme Manager's position will be enhanced and he will be seen as the focal point for all activities.

3.5 Programme Manager's Office

In order to give him the necessary support, the Programme Managers Office will be created. It will consist of the following departments:

- Finance, Audit and Administration
- Programme Engineer for Technical Operations
- Monitoring Evaluation and Training

3.5.1 Finance, Audit and Administration

The accounting department will have an increased number of staff to ensure that all accounting procedures are kept up to date. In the anticipation that additional donors will be involved in the Programme this will be essential. There are potentially three ways in which funds can flow.

- The current one, where funds from the GoK and the Netherlands Government come to the LBDA and passed to the Programme to implement specific activities. All disbursements and administration of the money to date have been in the programme office. Disbursement is and should remain the responsibility of the Programme.

- Involves more donors channelling funds through the current system. Conceivably funds from other donors, who to date have not been involved in the RDWSSP programme, would follow the established procedures. If more than one donor were interested in supporting the RDWSS programme, the system in place could be utilized to account for moneys from the extra donor or donors.

The new donors could accept the established proven procedures so as to minimize work for the programme and more efficiently utilize their funds.

- The third system would be established to assist those donors who target their funds to specific Districts. There are Districts in the LBDA geographical area where some donors are interested in supporting a specific district for rural water supply. Since the programme has considerable experience of this, it is hoped that Districts will contract the programme to implement the work. This would have to be discussed, agreed and reflected in the work plans.

The procedure would be for donors to send such funds directly to the particular Districts where a vote book would be opened in the District Accountants office which would act as the cash office. The funds would be subjected to the GoK accounting procedures. Districts could then contract the programme to plan and implement the activities designated by the donor drawing on those funds. The Programme Accountant could act as an internal auditor to such funds and LBDA could report to the donors concerned.

General staff administration would also come under the department.

3.5.2 Programme Engineer for Technical Operations

It is essential that the Programme Manager obtains an independent technical assessment of the consultant's progress and compliance with agreed technical specifications. This will be the duty of the Programme Engineer's department that supervises the consultants activities.

3.5.3 Monitoring and Evaluation

The need to independently monitor and evaluate the progress and quality of programme implementation being made by the consultant is essential for the Programme Manager. Changes of perceived attitude by Programme recipients towards water supply, hygiene and sanitation as a result of the Programme must also be monitored and evaluated in order to assess the effectiveness of the methods of implementation. Adjustments to improve delivery mechanism can therefore be made. The training of District staff in current methods of monitoring and evaluation must also form an intergral part of the Programme.

3.5.4 Training

As a result of recommendations made in the last evaluation report of the Programme, the post of Manpower Development and Training Officer has been filled. Already practical training modules have and are being prepared. The Training Officer will work closely with the Monitoring and Evaluation team especially in the assessment of the effectiveness of the training modules so that modifications can be made if necessary. It is essential that the Training Officer works in conjunction with the relevant line ministry district officials and the extensionists attached to the consultant.

3.5.5 Advisor on Management and Supervision on Implementation

This Advisor, formerly the Chief Technical Advisor responsible for the Consultants, will now take a much broader role, taking into account all aspects of development management. He does not necessary have to be an engineer but does have to have extensive experience of all aspects of rural water development. He will report to the Programme Engineer who will liaise with him on all technical matters.

He will also be able to advise the Programme-Manager on a similar basis as exists at present. His broad water development experience will be essential when dealing

with a multi discipline team and ensuring that multi task objectives are achieved.

It should be emphasised that there is no justification for the main consultant to employ any greater than two expatriate advisors in his team. One will have overall responsibility for the Consultant and the other a supervisory capacity in the survey and design section. The latter post will be terminated during the first two years of the next phase. All other staff employed by the Consultant should be Kenyan.

3.5.6 Survey and Design

The opportunity of employing well qualified Kenyan staff from the private sector should be seriously considered to carry out the survey and design activities. For the necessary close coordination with the rest of the implementation components it will be essential that they are employed by the main Consultant.

3.5.7 District Implementation Teams

The District Implementation Teams will continue as they are presently formulated with the addition of the extensionists who will also now form part of the team. As at present they will continue to be employed under contract to the Consultant. It will be the duty of the District Implementation Engineer to ensure that his team works at all times with their counterpart in line District Officials. Availability of transport for instance for District Officials to accompany and work with his team in all their functions is his responsibility.

He will also report progress on a regular basis to the District Implementation and Supervision Committee who in turn will ensure that he carries out his duties in accordance with the agreed District Implementation Plan.

3.6 Improving Programme Implementation Efficiency

3.6.1 Methods of improving implementation efficiency of rural water programmes were recently discussed in a workshop held at Nakuru on management of and community involvement in Rural Water Supply and Sanitation Projects. All the major Kenyan Rural Water Supply and Sanitation Programmes were represented. The three main conclusions of improving technical implementation efficiency were;

- to contract as much as possible to the private sector;
- to strictly adhere to planned schedules agreed between project and community;
- to decentralize decision making, purchasing etc.

The organogram as shown in Annex 3 will fulfill these requirements and its principles are fully endorsed by all the Districts.

3.6.2 The role for the Programme staff to relate and work closely with the in line District officials at District, Divisional, Locational, Sub-Locational and Village levels in order to give them the correct on-the-job training and motivation can be emphasized by the following conclusion also from the Nakuru workshop.

3.6.2.1 "The community must be mobilized before implementation begins thus the social aspect must start before the technical, to avoid holding up investments and implementation activities".

Comment

The close coordination between the community development and the technical department of the Programme which has been lacking in the past will now be strengthened by having the extensionists working as part of the District Implementation teams.

3.6.2.2 "Training of communities in operation and maintenance should start early to relieve the project of the burden of maintenance at the earliest possible stage".

Comment

The Manpower Development and Training Officer has and is preparing and will further refine suitable training modules. Relevant training materials will be produced and training workshops held in all the Districts in accordance with the detailed planning programme when it is finalized.

3.7 The Relationship between the Programme and the District focus

3.7.1 At present there is no standard method of linking the RDWSSP water point committees to the wider District Focus Development Structures and therefore any points

that arise in their connection are not addressed in the wider village, sub-location and location framework. This is particularly detrimental in areas where water sources are unreliable. Methods must therefore be explored between the RDWSSP and the District officials to find ways to organise the individual water point committees into a larger network which can then be represented in the District Focus Committee system at village, sub-location and location levels.

3.7.2 Scant regard has been made in identifying the organisational base in the communities receiving the water points. This can lead to fragmentation of the community institutions as other development projects vie for "their" groups. Where possible identification of the most suitable existing community institution which can double as a water point committee will strengthen the route to District Focus Committee representation.

3.7.3 The other key relationships between the Programme and the District Focus Committee System will be through Divisional Development Committees where Programme activities related to implementation can be prioritised by the community. Once the proposals are approved by the Divisional Development Committees they are taken to the District level by the District Officer and the District Development Officer where the proposed RDWSSP Implementation and Supervision Committee of the District Executive Committee of the DDC considers them for approval prior to being forwarded to the full DDC. It is only after the proposals are passed by the DDC can they be considered as part of the formal District Development Plans ratified by the District.

3.7.4 It is essential therefore that these procedures are initiated as soon as possible by the Programme in order for it to draw up with the District an agreed District level implementation plan and to be seen to be District focus oriented.

4. REVIEW OF THE FUNDING OF PHASE II 1989 - 1992

4.1 Assuming that a District orientated Phase II programme is implemented in accordance with the proposed organogram and at the current rate of implementation, the total programme expenditure, would, over the four year period be estimated to be Dfl. 28.35 million (See Annex 5). However, the amount of funds which will be available for this period from the Netherlands Government will be in the order of Dfl. 15.00 million.

Therefore a considerable reduction in expenditure is required.

- 4.2 It is the Mission's opinion that, having restructured the programme to give direct support to the District, there should be no reduction in the required funding input that will assist them establishing the responsibility for planning and management of the programme.

Reduction of programme costs will therefore have to concentrate in the areas of construction and indirect District support.

- 4.3 It should be emphasised that funds allocated to the Programme Manager's office for training, women's activities, health education and workshop activities will not be reduced.

- 4.4. It is known that other donors wish to contribute towards the water/sanitation sector in Nyanza Province and it is therefore expected of LBDA to coordinate the funds from these donors in order to make up the anticipated shortfall in funding created by the reduction of the Netherland's Government contribution.

- 4.5 Full GoK funding to support the Programme Manager's office costs is anticipated during the next phase, provided the programme is seen to be accountable, effective and successful.

- 4.6 The projected total programme expenditure for Phase II 1989-1992 is Dfl. 15.44 million. (See Annex 4).

- 4.7 The construction, sanitation and Programme Manager's office costs, expressed as a percentage of the annual expenditure, reduces from 70% in 1989 to 39% in 1992.

- 4.8 The estimated shortfalls, which will have to be found in order to maintain the present levels of implementation, are shown in the following Table.

Table 4.1 Additional Funds Required to Maintain Current Programme Implementation Rate

		1989	1990	1991	1992
Construction & Sanitation	million Dfl.	0	2.55	3.73	5.03
* =	million Ksh.	0	21.68	31.71	42.76
Programme Manager's Office Support	million Dfl.	0	0	0.77	0.83
* =	million Ksh.	0	0	6.55	7.06

*Dfl 1.00 = Kshs 8.50 (July 1988)

It should be noted that the present level of implementation will continue to be fully funded through the first year of Phase II and that this will also apply to the Programme Manager's Office Support through to the end of second year.

5. EXPECTED EFFICIENCY AND EFFECTIVENESS OF THE PROGRAMME

- 5.1 It is proposed that for Phase II the Programme Manager's office staff is considerably reduced from the present compliment of 64.

This will mainly be achieved by transferring the extensionists to work under contract to the main consultant. Other Project Manager's office staff changes reflect the ability of the Districts to carry out some of the functions themselves though under guidance, this will include aspects of community development, women's group organisation, public health, and health education. Additional Project Manager's office staff will be employed to strengthen the accounting department.

The net result will be a staff level of 41 from the commencement of Phase II.

- 5.2 The consultant's staff will be reduced during Phase II not only in the field, but also their head office support, in particular in connection with procurement.
- 5.3 The role of the consultant and his staff will be defined in detail in a workplan which reflects each of the agreed District implementation plans. The Programme Manager's office will then be able to supervise and monitor the consultant's progress against these plans.
- 5.4 The transferring of extensionists to work under contract to the main consultant will ensure that controlled coordination between the community and social aspects and the technical aspects of the Programme will be strengthened. Failure to do this by the Community Development Section features prominently in the recent independent socio-economic evaluation study of the Programme. If continued this would have had severe detrimental repercussions for the next phase of the Programme.
- 5.5 The fact that there are now three proposed levels of committee i.e District Planning and Coordination, District Implementation and Supervision, and the programme policy Steering Committee, will assist in tighter control of all aspects of implementation.
- 5.6 In particular having agreed the funding for each of the District programmes, it will not be possible to divert funds from one District to another without the full

consensus from the committees. All funds will therefore have to be accountable.

5.7 The ability to independently monitor and evaluate implementation by the Programme Manager's office will be an asset.

Terms of Reference for the Formulation of a Project Document
Phase II of the Rural Domestic Water Supply & Sanitation
Programme
(RDWSSP)

The task of the Mission is to draw up a project document for Phase II of the above programme for the period 1989-1992.

The basic principles for the formulation will be:-

- The continued participation by and responsibility of the users of the water supply points for operation and maintenance.

- Systematic transfer of management and planning capability and responsibility for the programme from LBDA Headquarters to the participating Districts during the proposed Phase II. The transfer will take place as expeditiously as the absorption capacities of the various Districts involved would allow.

- Concentration of Netherlands support for the establishment of viable and sustainable District based water development programmes incorporating all relevant agencies and funding sources at the District level.

- Review Netherlands financing of construction budgets in the light of known decrease in available Netherlands projects funds.

The Mission will in addition base the formulation on the findings and recommendations as laid down in the report of the joint evaluation mission of October 1987 regarding the LBDA Rural Domestic Water Supply and Sanitation Programme. The Mission will be assisted by Kenyan authorities at district, provincial and national levels including the staff of the LBDA and project staff of the present Rural Domestic Water Supply and Sanitation Programme. The Programme Co-ordinator will be a member of the Formulation Mission.

The formulation document will be forwarded to both the Government of Kenya and the Government of the Netherlands for final approval.

In close cooperation with the relevant authorities, the Mission will draw up the project document for the continuation of the RDWSSP Nyanza Province, as a District Focus Programme and will include information on the following components and points of attention.

1. It will draw a project document which will formulate the principal tasks and responsibilities for village-, district, regional and national levels as a guide to subsequently drawing up a detailed plan of operation per district.
2. It will recommend the procedures and required inputs for drawing up such district specific plans to be finalised before November 1988.
3. It will determine the phasing of necessary transfer of LBDA capacity required to assist in sustainable District level programmes in accordance with the stated agreed principals. This can be identified in terms of, but not restricted to, services from RDWSSP such as
 - a) technical (including geological)
 - b) disbursement and accounting procedures
 - c) training
 - d) community development
4. It will emphasize the elaboration of the necessary structure to implement the programme for District level so that it is
 - a) Community based, and
 - b) Communally sustainable.
5. It will determine the required degree of relationship and commitment towards the programme between line ministries at district level and higher level, if required, in order to ensure continued support.
6. It will determine the division of responsibilities under the District structure in relation to the general framework of the programme including the most efficient and acceptable lines of coordination.
7. It will formulate the evolution of the most acceptable and sustainable programme supervisory procedures at District and Divisional levels.
8. It will review and where necessary redefine the role and function of the Steering Committee in order to accurately reflect that committee's responsibility in relation to the proposed reformulated phase II of the RDWSSP.

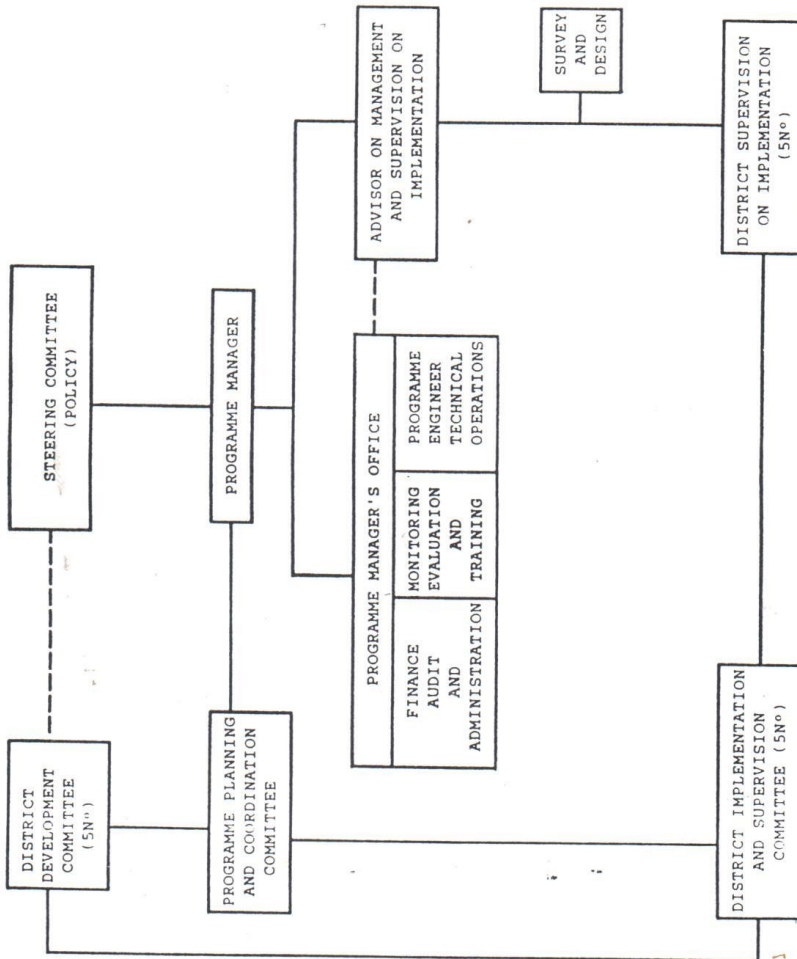
General Formulation Mission Team

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Proposed Organogram of Phase II
RDWSSP Programme
1989 - 1992



ANNEX 4

Proposed Phase II Budget 1989 - 1992

Item	Million Dfl.			
	1989	1990	1991	1992
<u>A) District Based Activities</u>				
1. Construction	3.70	1.75	1.25	0.75
2. Survey	0.24	0.26	0.28	0.31
3. Consultant	0.85	0.83	0.81	0.80
4. Extensionists	0.11	0.12	0.13	0.14
5. Sanitation Construction	0.15	0.13	0.11	0.10
6. Vehicles	0.21	0	0.12	0
	<hr/>			
SUB TOTALS	5.26	3.09	2.70	2.10
<u>B) LBDA/RDWSSP Support</u>				
7. Programme Manager's office and salary costs	0.61	0.62	0	0
8. Supply of 5N ⁰ vehicles	0.18	0	0	0
9. Running costs of 5N ⁰ vehicles	0.11	0.12	0	0
10. Training, Women Support Health Education, Workshops etc	0.25	0.15	0.15	0.10
	<hr/>			
TOTALS	6.41	3.98	2.85	2.20

Proposed 4 Year Expenditure = Dfl. 15.44

Construction, Sanitation and Programme Manager's office costs expressed as a percentage of revised total annual expenditure	70 %	63 %	48 %	39 %
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Projected Phase II Budget 1989-92(Assuming present rate of construction)

Item	Million Dfl.			
	1989	1990	1991	1992
A) <u>District based Activities</u>				
1. Construction (assuming 15% p.a. increase in costs)	3.7	4.07	4.48	4.92
2. Survey (assuming 10% p.a. increase in costs)	0.24	0.26	0.28	0.31
3. Consultant (assuming reduction in staff input)	0.85	0.83	0.81	0.80
4. Extensionists (13N ⁰) (assuming 7% p.a. increase in costs)	0.11	0.12	0.13	0.14
5. Sanitation construction costs (based on October 1987 Evaluation Report proposals)	0.15	0.36	0.61	0.96
6. Vehicles (assuming 3 vehicles and 12 m/cycles for immediate purchase and 3 replacement vehicles in 2 years)	0.21	0	0.12	0
TOTALS	5.26	5.64	6.43	7.13

Note: Items 1, 2, and 3 include running costs of vehicles.

Item	Million Dfl.			
	1989	1990	1991	1992
B/f	5.26	5.64	6.43	7.13
B) <u>LBDA/RDWSSP Support</u>				
7. Programme Manager's office and salary costs (using GoK recommended salary increases)	0.61	0.62	0.64	0.68
8. Supply of 5N ⁰ vehicles	0.18	0	0	0
9. Running costs of 5N ⁰ vehicles	0.11	0.12	0.13	0.15
10. Training, Women's Support Health Education, Workshops etc.	0.25	0.15	0.15	0.10
TOTALS	6.41	6.53	7.35	8.06

Total 4 Year Expenditure = Dfl. 28.35 million

Construction, Sanitation and Programme Manager's office costs expressed as a percentage of proposed total annual expenditure.	70 %	77 %	78 %	81 %
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RESOURCE PERSONS CONTACTED

- A. Lake Basin Development Authority, Kisumu
1. S.B. Obura Managing Director
 2. S.M. Machoka Deputy Managing Director
 3. D. Mshila Regional Planner
- B. Rural Domestic Water Supply & Sanitation Programme, Kisumu
1. D. Arunga Project Co-ordinator
 2. A. Okinda Rural Sociologist
 3. J. Okello Engineer
 4. D. Owuor Chief Accountant
 5. O. Reru Accountant
 6. J. Nyandoro Community Development
 7. G. Woigo Women Organizer
 8. M. Ombai Rural Sociologist
 9. R. Amore Rural Sociologist
 10. F. Odera Geologist
 11. K. Ndegwa Geologist
 12. L. Oyuke Construction Engineer
 13. C. Otieno Construction Technician
- C. Kenya-Finland Rural Water Development Project, Kakamega
1. A. Suominen Project Manager
 2. J. Kuguru Training and Head Community Development
- D. Government of Kenya
- Siaya District
1. M.R. Waganagwa District Commissioner
 2. I. Wagereka District Water Engineer
 3. J.N. Okwiya District Development Officer
 4. R.M. Muvia District Accountant
 5. P.B. Odongo District Public Health Officer
- Kisii District
1. M. Maina District Commissioner
 2. B.N. Mogire District Water Engineer
 3. C.W.O. Khamala District Accountant
 4. H.J. Saggia District Development Officer
 5. J. Bosire District Public Health Officer

South Nyanza

1. C.T. Gituai District Commissioner
2. S. Getanda District Water Engineer
3. A. Onyango District Accountant
4. S. Muasya Asst. District Development Officer
5. S. Ochieng Public Health Technician

Kisumu District

1. A.H. Lidambiza District Commissioner (Acting)
2. E.C. Godia District Development Officer
3. H. Odah District Social Development Officer
4. M.B. Akhuts District Accountant
5. C.A. Omondi District Public Health Officer
6. J.V. Shikalo District Water Engineer
7. M.C. Wamiya District Supplies Officer

Ministry of Culture and Social Services, Nairobi

1. J. Owindi Senior Social Development Officer

Ministry of Regional Development

1. R. Mboya Permanent Secretary
2. A. Vienna Deputy Secretary
3. L. Walime Under Secretary (Finance)

Ministry of Health

1. N. Masai Chief Public Health Officer
2. K. Ajode Deputy Public Health Officer
3. D.K. Kanyotu Public Health Officer

Ministry of Water Development

1. A. Makhoha Deputy Chief Engineer/
Operations and Maintenance

E. World Bank/UNDP

1. M. Mills Acting Representative
2. L. Rasmusson Manager Sector Development Team
3. A. Banerjee Financial Analyst
4. Y. Picaud Economist
5. J. Skoda Regional Rural Water Advisor

F. CARE, Western Region

1. W. K. Boinett Asst. Regional Programme Co-ordinator
2. A. Oluoch Water Technician

G. Royal Netherlands Embassy

1. J. Jonkman Councillor (Acting Ambassador)
2. H. Hendrix First Secretary Development
3. L. Jacobs Second Secretary

D R A F T

RURAL DOMESTIC WATER SUPPLY AND SANITATION
PROGRAMME IN NYANZA PROVINCE - KENYA

REPORT OF THE GENERAL FORMULATION MISSION
FOR PHASE II, 1989 - 1992

AUGUST 1988

SUBMITTED TO:

MINISTRY OF FOREIGN AFFAIRS
DIRECTORATE FOR INTERNATIONAL
DEVELOPMENT CO-OPERATION
THE HAGUE THE NETHERLANDS

LAKE BASIN
DEVELOPMENT AUTHORITY
KISUMU
KENYA

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LIST OF ACRONYMS

A C K N O W L E D G E M E N T S

The formulation team wishes to acknowledge the cooperation and assistance given to the Mission by the Managing Director of LBDA, Mr. S. Obura and his staff, the District Commissioners of Siaya, Kisumu, Kisii and South Nyanza and their Senior Staff and the Programme Manager of the RDWSSP Mr. D. Arunga and his staff. Grateful thanks is given to Margaret Nyamweya for typing the report.

S U M M A R Y

1. The Netherlands Government is interested in continuing its support to the Rural Drinking Water Supply and Sanitation Programme of the Lake Basin Development Authority in the Republic of Kenya.

For the proposed phase II of the support an amount of approximately Dfl. 15 million is available for the period 01/01/89 to 31/12/1992.

2. The prime objectives of the phase II of the RDWSSP are:
 - to systematically transfer the planning and management capabilities and responsibilities for the programme from LBDA Headquarters to the five participating Districts.
 - to establish viable and sustainable District based water development programmes incorporating all relevant agencies and funding sources at the District level.
 - to ensure the continued participation by and responsibility of water users in identification, construction, operation and maintenance of supply points.
3. Known reductions in the amount of available Netherlands funding for the continuation of the programme has necessitated a decrease particularly in the financing of the construction budget. However other donors are known to wish to support this sector.

There will be no reduction in Netherlands funding to support District institutional and infrastructural building.

1. INTRODUCTION

This report gives the findings of the General Formulation Mission which was contributed by the Government of the Netherlands to formulate the general direction that the Rural Domestic Water Supply and Sanitation Programme (RDWSSP) should take during the next phase 1989-1992 of the Programme. It concentrates upon the necessary changes of staffing and Programme organisation together with the dispersement of available funds for the next four year phase.

It will be used in drawing up a detailed plan of operation which will reflect the agreed systematic transfer of planning, management capability and responsibility for the Programme from LBDA Headquarters to the participating Districts during the proposed Phase II.

1.1. Programme of the Mission

July

Sat	16	-	Nairobi
Sun	17	-	Travel to Kisumu
Mon	18	-	Discussion with RDWSSP Staff
Tues	19	-	Discussion with Kenya-Finland Rural Water Programme Staff - Kakamega
Wed	20	-	Discussion with Managing Director - LBDA'
Thurs	21	-	Discussion with DC Siaya and Staff
		-	Discussion with DC Kisii and Staff
Fri	22	-	Discussion with DC South Nyanza and Staff
Mon	25	-	Discussion with RDWSSP Staff
Tues	26	-	Discussion with DC Kisumu and Staff
Wed	27	-	Discussion with RDWSSP staff
Thurs	28	-	" " " "
Fri	29	-	" " " "

August

Mon	1	-	Discussion with Ministry of Culture and Social Services
		-	Discussion with Ministry of Regional Development
Tues	2	-	Discussion with Ministry of Health
		-	Discussion with UNDP/World Bank Water Sector Team
Wed	3	-	Discussion with Ministry of Water Development
Thurs	4	-	Completing report and verbal briefing of report to Managing Director - LBDA
Fri	5	-	Give draft report to LBDA and RDWSSP then travel to Nairobi
Mon	8	-	Briefing of RNE Programme Staff
Thurs	11	-	Presentation of draft report to LBDA and RDWSSP and discussion of their comments
		-	Travel to Nairobi

2. BACKGROUND

2.1 Project History

- 2.1.1. In 1979 the Lake Basin Development Authority (LBDA) was constituted by an Act of Parliament with the overall Objective to accelerate the development of the Region. It initiated a Shallow Wells Projects in 1982. The Netherlands Government under a bilateral and programme subsidised the pilot phase, during which 41 hand pumps of SWN 80 and 81 types were installed.
- 2.1.2. Early in 1983 a Netherlands Government Evaluation Mission concluded that the physical feasibility of the abstraction of safe drinking water by means of hand pump technology in the Region has been established and at the same time emphasized the need for viable maintenance system, community mobilisation and the relationship between safe water and sanitation in the improvement of health. The Mission called for a Shallow Wells Workshop which was held in October 1983.
- 2.1.3. On the basis of the recommendations of the Workshop, two survey activities were started:
- (a) a comprehensive and systematic technical survey in the Ndhiwa Division of South Nyanza District, an area which was known to be badly off in terms of water supply;
 - (b) a socio-economic survey with the primary aim of identifying target communities.
- 2.1.4. After these surveys had been carried out a proposal was drawn up which formed the basis of the Rural Domestic Water supply and Sanitation Programme (RDWSSP). This programme was approved and funded in an agreement between the Government of Kenya and the Government of the Netherlands for the period 1985-1988.
- 2.1.5. As a result of the joint GoK and Netherland's Government Evaluation Mission of the first phase of the Programme in October 1987 it was recommended that it should continue into a second four year phase.
- 2.1.6. It was further recommended that the next phase should be so structured as to ensure that it is capable of being coordinated at the end of the phase through the District Development Committees in accordance with the Government of Kenya's policy of District Focus for Rural Development. The construction and maintenance components of the Programme should also be sustainable

at the District level at the end of this phase and beyond.

2.2. Aims of the Project

- 2.2.1. To Provide safe water, easily accessible in quantities adequate for drinking, food preparation, personal hygiene and in some cases (small) livestock, at a cost in keeping with the economic level of communities and through facilities which can be easily operated and maintained at local level.
- 2.2.2. To provide health education with emphasis on safe disposal of human excreta through low cost, easily maintained facilities, with the explicit aim of protecting the health of the people from water and excreta-related diseases.
- 2.2.3. To reduce the burden of carrying water over long distances which, particularly in the cases of women and children, who are the chief haulers of water, will save considerable amounts of time and energy, thus creating resources which could be spent on alternative productive activities.
- 2.2.4. To establish the required institutionalized organizational framework, which will have a positive impact on the organization capacity of the community.

2.3. Objective of Phase II

- 2.3.1. To transfer the experience in Phase I of the Project to Districts who will be responsible for ensuring long-term sustainability.
- 2.3.2. To establish a district participatory mobilization and implementation process which will prioritize the provision of domestic rural water supplies and demonstration sanitation facilities and assure their long-term community sustainability.
- 2.3.3. To train water point committees; community leaders; village; sub-locational, locational and divisional development committees; and relevant district officials on rural water supply and sanitation planning, implementation and maintenance.
- 2.3.4. To establish procedures and arrangements for creation of village water and sanitation committees and within sub-locational and locational development committees including the collection and management of community funds for maintenance.
- 2.3.5. To assist in the development of water and sanitation committees within the communities and villages who will be responsible for community involvement and participation in the implementation, the operation and maintenance of water supply and sanitation facilities.
- 2.3.6. To train pump attendants and water point committees on water point management and corrective maintenance.
- 2.3.7. To continue the on-the-job training of water supply construction technicians skilled in the various relevant alternative techniques such as pump technology, spring protection and borehole construction.
- 2.3.8. To continue the installation of low cost water supplies in the neediest communities in the whole of Nyanza Province.
- 2.3.9. To continue to support the manufacture of pumps and other water supply installations within the Lake Basin region.
- 2.3.10. To plan the supply and distribution of spare parts maintenance of rural water supply points in conjunction with other rural water supply programs.

3. ORGANIZATIONAL ASPECTS

Reference should be made to Annex 3, the proposed organogram of Phase II of the RDWSS Programme. This shows the interrelationship between the various levels of committees and the management, administration and supervision of the Programme.

3.1.1. RDWSSP Steering Committee (Policy)

The policy making level of the project should be by the RDWSS Steering Committee.

The composition of this committee should be:

- LBDA Managing Director - Chairman
- DC Siaya
- DC Kisumu
- DC Migori
- DC Homa Bay
- Representative of the Netherlands Embassy

The responsibilities of the Steering Committees shall be:

- To ensure that the RDWSSP practices adhere to GoK policies in general and District Focus for Rural Development in particular.
- Coordinates RDWSS Programme policy between the donor or donors, GoK and DDCs.
- To ensure continuous support for the Programme at national, regional and district levels.
- To ensure accountability to GoK and donors for the Programme funds.

This committee MUST meet at least quarterly to carry out these functions.

3.1.2. RDWSSP Planning and coordination committee

The responsibility for programme planning and coordination in clearly disaggregated district specific programmes will be with the RDWSSP Planning and Coordination Committee. This should be set up to include all the Senior officers representing their line ministries in each of the 5 districts.

The membership of this committee should be:

- RDWSS Programme Manager - Chairman
- RDWSSP Chief Technical Advisor - Secretary
- District Water Engineers - 5
- District Public Health Officers - 5
- District Social Development Officers - 5

The function of this committee shall be:

- To coordinate the plans and budgets of the Districts.
- To make recommendations and arrangements for adaptation or modification of the Programme, as may be required from time to time.
- To regularly review and monitor the planning and implementation of the Programme.
- To regularly evaluate the Programme's progress and achievements towards its objectives.

The RDWSSP Planning and Coordination Committee should meet at least four times each year preferably before the meeting of the DDC's and the RDWSSP Steering Committee.

3.1.3. District RDWSSP Implementation Planning and Supervision

The responsibility for detailed planning of implementation and its supervision will be with the District RDWSSP Implementation Planning and Supervision Committee. This should be a sub-committee of the DEC which shall draw all the relevant line ministries, other donor programmes and RDWSSP into a functioning body at the District level.

The composition of this committee shall be:

- District Water Engineer - Chairman
- District Development Officer - Secretary
- RDWSSP District Engineer
- District Public Health Officer
- District Social Development Officer
- District Accountant
- Representatives of other District Rural Water Supply Projects.

The responsibilities of this committee shall be:

- To coordinate all relevant ministries, multi and bilateral donors, local and international NGOs with water and environmental health related programmes in the district into a coordinated district water development programme.
- To plan rural water supply activities in the specific Districts by using the priorities of the DF system from sub-locational, locational and divisional levels.
- To implement the RDWSSP project activities in the specific Districts.
- To report the implementation status and needs to the DDC and RDWSSP Steering Committee, through the RDWSSP Planning and Coordination Committee.

The District RDWSSP Implementation and Supervision Committee should be a working committee of the DEC and should meet as often as necessary but at least once every three months.

This committee should be replicated at all the divisional levels where the functions enumerated above will be implemented with the proviso that the Chairman will be the RDWSSP engineer until such time that the Ministry of Water Development has officials at the Divisional level.

3.1.4. Programme Manager

The Programme Manager will be responsible for all coordination of the Programme. It will be his duty to ensure proper supervision of the consultant and adherence of the Programme to the agreed District Implementation Plans. To assist and advise him in these tasks he will have his own specialized staff together with the consultants Chief Technical Advisor. It will be his duty to act as Chairman of the multi district programme planning and coordination committee and to report accordingly to the Steering Committee. It will also be expected of his to attend the District Implementation and Supervision Committees. For Phase II the Programme Manager's position will be enhanced and he will be seen as the focal point for all activities.

3.1.5. Programme Manager's Office

In order to give him the necessary support, the Programme Managers Office will be created. It will assist of the following departments:

- Finance, Audit and Administration
- Programme Engineer for Technical Operations
- Monitoring Evaluation and Training

3.1.5.1. Finance, Audit and Administration

The accounting department will have an increased number of staff to ensure that all accounting procedures are kept up to date. In the anticipation that additional donors will be involved in the Programme this will be essential. There are potentially three ways in which funds can flow.

- The current one, where funds from the GoK and the Netherlands Government come to the LBDA and passed to the Project to implement specific activities. All disbursements and administration of the money to date have been in the project office. Disbursement is and should remain the responsibility of the Project.

- Involves more donors channelling funds through the current system. Conceivably funds from other donors, who to date have not been involved in the RDWSSP project, would follow the established procedures. If more than one donor were interested in supporting the RDWSS Project, the system in place could be utilized to account for moneys from the extra donor or donors.

The new donors could accept the established proven procedures so as to minimize work for the project and more efficiently utilize their funds.

- The third system would be established to assist those donors who target their funds to specific Districts. There are Districts in the LBDA geographical area where some donors are interested in supporting a specific district for rural water supply. Since the project has considerable experience of this, it is hoped that Districts will contract the project to implement the work. This would have to be discussed, agreed and reflected in the work plans.

The procedure would be for donors to send such funds directly to the particular Districts where a vote book would be opened in the District Accountants office which would act as the cash office. The funds would be subjected to the GoK accounting procedures. Districts could then contract the project to plan and implement the activities designated by the donor drawing on those funds. The Project Accountant could act as an internal auditor to such funds and LBDA could report to the donors concerned.

General staff administration would also come under the department.

3.1.5.2. Programme Engineer for Technical Operations

It is essential that the Programme Manager obtains an independent technical assessment of the consultant's progress and compliance with agreed technical specifications. This will be the duty of the Programme Engineer's department that supervises the consultants activities.

3.1.5.3. Monitoring and Evaluation

The need to independently monitor and evaluate the progress and quality of project implementation being made by the consultant is essential for the Programme Manager. Changes of perceived attitude by Programme recipients towards water supply, hygiene and sanitation as a result of the Programme must also be monitored and evaluated in order to assess the effectiveness of the methods of implementation. Adjustments to improve delivery mechanism can therefore be made. The training of District staff in current methods of monitoring and evaluation must also form an intergral part of the Programme.

3.1.5.4. Training

As a result of recommendations made in the last evaluation report of the Programme, the post of Manpower Development and Training Officer has been filled. Already practical training modules have and are being prepared. The Training Officer will work closely with the Monitoring and Evaluation team especially in the assessment of the effectiveness of the training modules so that modifications can be made if necessary. It is essential that the Training Officer works in conjunction with the relevant line ministry district officials and the extensionists attached to the consultant.

3.1.5.5. Advisor on Management and Supervision on Implementation

This Advisor, formerly the Chief Technical Advisor responsible for the Consultants, will now take a much broader role, taking into account all aspects of development management. He does not necessarily have to be an engineer but does have to have extensive experience of all aspects of rural water development. He will report to the Programme Engineer who will liaise with him on all technical matters.

He will also be able to advise the Programme Manager on a similar basis as exists at present. His broad water development experience will be essential when dealing with a multi discipline team and ensuring that multi task objectives are achieved.

It should be emphasised that there is no justification for the main consultant to employ any greater than two expatriate advisors in his team. One will have overall responsibility for the Consultant and the other a supervisory capacity in the survey and design section. The latter post will be terminated during the first two years of the next phase. All other staff employed by the Consultant will be Kenyan.

3.1.5.6. Survey and Design

The opportunity of employing well qualified Kenyan staff from the private sector should be seriously considered to carry out the survey and design activities. For the necessary close coordination with the rest of the implementation components it will be essential that they are employed by the main Consultant.

3.1.5.7. District Implementation Teams

The District Implementation Teams will continue as they are presently formulated with the addition of the extensionists who will also now form part of the team. As at present they will continue to be employed under contract to the Consultant. It will be the duty of the District Implementation Engineer to ensure that his team works at all times with their counterpart in line District Officials. Availability of transport for instance for District Officials to accompany and work with his team in all their functions is his responsibility.

He will also report progress on a regular basis to the District Implementation and Supervision Committee who in turn will ensure that he carries out his duties in accordance with the agreed District Implementation Plan.

3.2. Improving Programme Implementation Efficiency

3.2.1. Methods of improving implementation efficiency of rural water programmes were recently been discussed in a workshop held at Nakuru on management of and community involvement in Rural Water Supply and Sanitation Projects. All the major Kenyan Rural Water Supply and Sanitation Programmes were represented. The three main conclusions of improving technical implementation efficiency were;

- to contract as much as possible to the private sector;
- to strictly adhere to planned schedules agreed between project and community;
- to decentralize decision making, purchasing etc.

The organogram as shown in Annex 3 will fulfil these requirements and its principles are fully endorsed by all the Districts.

3.2.2. The role for the Programme staff to relate and work closely with the in line District officials at District, Divisional, Locational, Sub-Locational and Village levels in order to give them the correct on-the-job training and motivation can be emphasized by the following conclusion also from the Nakuru workshop.

3.2.2.1. "The community must be mobilized before implementation begins thus the social aspect must start before the technical, to avoid holding up investments and implementation activities".

Comment!

The close coordination between the community development and the technical department of the Programme which has been lacking in the past will now be enhanced by having the extensionists working as part of the District Implementation teams.

3.2.2.2. "Training of communities in operation and maintenance should start early to relieve the project of the burden of maintenance at the earliest possible stage".

Comment!

The Manpower Development and Training Officer has and is preparing and will refine suitable training modules together with the production of relevant training materials and will hold training workshops in all Districts as soon as detailed planning is finalised.

3.3. The Relationship between the Programme and the District focus

- 3.3.1. At present there is no standard method of linking the RDWSSP water point committees to the wider District Focus Development Structures and therefore any points that arise in their connection are not addressed in the wider village, sub-location and location framework. This is particularly detrimental in areas where water sources are unreliable. Methods must therefore be explored between the RDWSSP and the District officials to find ways to organise the individual water point committees to larger network which can then be represented in the District Focus Committee system at village, sub-location and location levels.
- 3.3.2. Scant regard has been made in identifying the organisational base in the communities receiving the water points. This can lead to fragmentation of the community institutions as other development projects vie for "their" groups. Where possible identification of the most suitable existing, community institution which can double as a water point committee will strengthen the route to District Focus Committee representation.
- 3.3.3. The other key relationships between the Programme and the District Focus Committee System will be through Divisional Development Committees where Programme activities related to implementation can be prioritised by the community. Once the proposals are approved by the Divisional Development Committees they are taken to the District level by the District Officer and the District Development Officer where the proposed RDWSSP Implementation and Supervision Committee of the District Executive Committee of the DDC considers them for approval prior to being forwarded to the full DDC. It is only after the proposals are passed by the DDC can they be considered as part of the formal District Development Plans ratified by the District.
- 3.3.4. It is essential therefore that these procedures are initiated as soon as possible by the Programme in order for it to draw up with the District an agreed District level implementation plan and to be seen to be District focus oriented.

4. REVIEW OF THE FUNDING OF PHASE II 1989 - 1992

- 4.1. Assuming that a District orientated Phase II programme is implemented in accordance with the proposed organogram and at the current rate of implementation, the total programme expenditure, would, over the four year period be estimated to be Dfl. 28.35 million (See Annex 5). However, the amount of funds which will be available for this period from the Netherlands Government will be in the order of Dfl. 15.00 million. Therefore a considerable reduction in expenditure is required.
- 4.2. It is the Mission's opinion that, having restructured the programme to give direct support to the District, there should be no reduction in the required funding input that will assist them establishing the responsibility for planning and management of the programme.
- Reduction of programme costs will therefore have to concentrate in the areas of construction and indirect District support.
- 4.3. It should be emphasised that funds allocated to the Programme Coordination Unit for training, women's activities, health education and workshop activities will not be reduced.
- 4.4. It is known that other donors wish to contribute towards the water/sanitation sector in Nyanza Province and this will enable the LBDA to coordinate these funds in order to make any of the anticipated shortfalls and to fully utilize the District programme infrastructure to assist in the implementation.
- 4.5. Full government funding to support the Programme Manager's office costs is anticipated, provided the programme is seen to be accountable, effective and successful.
- 4.6. The projected total programme expenditure for Phase II 1989-1992 is Dfl. 15.44 million. (See Annex 4).
- 4.7. The construction, sanitation and Programme Manager's office costs, expressed as a percentage of the annual expenditures, reduces from 70% in 1989 to 39% in 1992.
- 4.8. The estimated shortfalls, which will have to be found in order to maintain the present levels of implementation, are shown in Table 4.1. below.

Table 4.1. Funds Required to Maintain Current Implementation Rate

		1989	1990	1991	1992
Construction & Sanitation	million Dfl.	0	2.55	3.73	5.03
* =	million Ksh.	0	21.68	31.71	42.76
Programme Manager's Office Support	million Dfl.	0		.77	0.83
* =	million Ksh.	0		6.55	7.06

*Dfl 1.00 = Kshs 8.50 (July 1988)

It should be noted that the present level of implementation will continue to be fully funded through the first year of Phase II and that this will also apply to the Programme Manager's Office Support through to the end of second year.

5. EXPECTED EFFICIENCY AND EFFECTIVENESS OF THE PROJECT

- 5.1. It is proposed that for Phase II the Programme Manager's office staff is considerably reduced from the present compliment of 64.

This will mainly be achieved by transferring the extensionists to work under contract to the main consultant. Other Project Manager's office staff changes reflect the ability of the Districts to carry out some of the functions themselves though under guidance, this will include aspects of community development, women's group organisation, public health, and health education. Additional Project Manager's office staff will be employed to strengthen the accounting department.

The net result will be a staff level of 41 from the commencement of Phase II.

- 5.2. The consultant's staff will be reduced during Phase II not only in the field, but also their head office support, in particular in connection with procurement.

- 5.3. The role of the consultant and his staff will be defined in detail in a workplan which reflects each of the agreed District implementation plans.

- 5.4. The transferring of extensionists to work under contract to the main consultant will ensure that controlled coordination between the community and social aspects and the technical aspects of the Programme will be strengthened. Failure to do this by the Community Development Section features prominently in the recent independent socio-economic evaluation study of the Programme. If continued this would have had severe detrimental repercussions for the next phase of the Programme.

The Programme Manager's office will then be able to supervise and monitor the consultant's progress against these plans.

- 5.5. The fact that there are now three levels of committee i.e. District Planning and Coordination, District Implementation and Supervision, and the project policy Steering Committee, will assist in tighter control of all aspects of the programme.

- 5.6. In particular having agreed the funding for each of the District programmes, it will not be possible to divert funds from one District to another without the full consensus from the committees. All funds will therefore be accountable.

5.7. The ability to independently monitor and evaluate implementation by the Programme Manager's office will be an asset.

Terms of Reference for the Formulation of a Project Document
Phase II of the Rural Domestic Water Supply & Sanitation
Programme
(RDWSSP)

The task of the Mission is to draw up a project document for Phase II of the above programme for the period 1989-1992.

The basic principles for the formulation will be:-

- The continued participation by and responsibility of the users of the water supply points for operation and maintenance.
- Systematic transfer of management and planning capability and responsibility for the programme from LBDA Headquarters to the participating Districts during the proposed Phase II.
The transfer will take place as expeditiously as the absorption capacities of the various Districts involved would allow.
- Concentration of Netherlands support for the establishment of viable and sustainable District based water development programmes incorporating all relevant agencies and funding sources at the District level.
- Review Netherlands financing of construction budgets in the light of known decrease in available Netherlands projects funds.

The Mission will in addition base the formulation on the findings and recommendations as laid down in the report of the joint evaluation mission of October 1987 regarding the LBDA Rural Domestic Water Supply and Sanitation Programme. The Mission will be assisted by Kenyan authorities at district, provincial and national levels including the staff of the LBDA and project staff of the present Rural Domestic Water Supply and Sanitation Programme. The Programme Co-ordinator will be a member of the Formulation Mission.

X The formulation document will be forwarded to both the Government of Kenya and the Government of the Netherlands for final approval.

In close cooperation with the relevant authorities, the Mission will draw up the project document for the continuation of the RDWSSP Nyanza Province, as a District Focus Programme and will include information on the following components and points of attention.

1. It will draw a project document which will formulate the principal tasks and responsibilities for village-, district, regional and national levels as a guide to subsequently drawing up a detailed plan of operation per district.
2. It will recommend the procedures and required inputs for

drawing up such district specific plans to be finalised before November 1988.

3. It will determine the phasing of necessary transfer of LBDA capacity required to assist in sustainable District level programmes in accordance with the stated agreed principals. This can be identified in terms of, but not restricted to, services from RDWSSP such as
 - a) technical (including geological)
 - b) disbursement and accounting procedures
 - c) training
 - d) community development
4. It will emphasize the elaboration of the necessary structure to implement the programme for District level so that it is
 - a) Community based, and
 - b) Communally sustainable.
5. It will determine the required degree of relationship and commitment towards the programme between line ministries at district level and higher level, if required, in order to ensure continued support.
6. It will determine the division of responsibilities under the District structure in relation to the general framework of the programme including the most efficient and acceptable lines of coordination.
7. It will formulate the evolution of the most acceptable and sustainable programme supervisory procedures at District and Divisional levels.
8. It will review and where necessary redefine the role and function of the Steering Committee in order to accurately reflect that committee's responsibility in relation to the proposed reformulated phase II of the RDWSSP.

General Formulation Mission Team

1. James G. Wilson Team Leader
Programme Officer, IRC
The International Reference
Centre for Community Water
Supply and Sanitation.
The Hague, The Netherlands

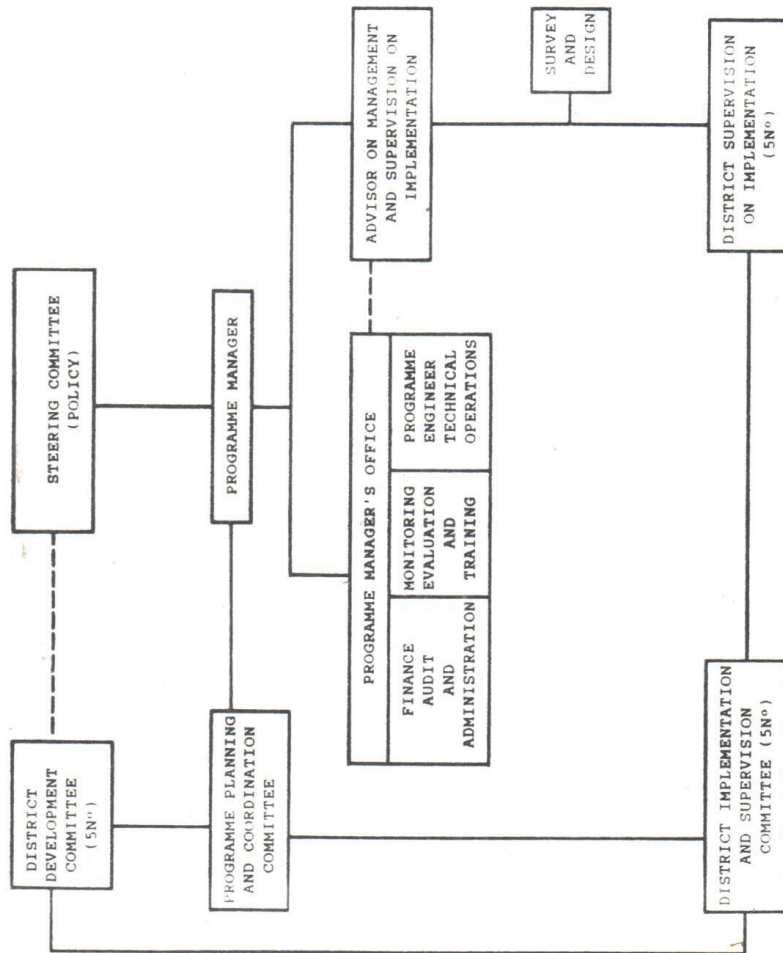
2. Gideon-Cyrus Mutiso Managing Director
Muticon Development Consultants
Nairobi, Kenya.

3. David D. Arunga RDWSSP, Project Co-ordinator
LBDA, Kisumu, Kenya

Proposed Organogram of Phase II

RDWSSP Programme

1989 - 1992



Proposed Phase II Budget 1989 - 1992

Item	Million Dfl.			
	1989	1990	1991	1992
A) <u>District Based Activities</u>				
1. Construction	3.70	1.75	1.25	0.75
2. Survey	0.24	0.26	0.28	0.31
3. Consultant	0.85	0.83	0.81	0.80
4. Extensionists	0.11	0.12	0.13	0.14
5. Sanitation Construction	0.15	0.13	0.11	0.10
6. Vehicles	0.21	-	0.12	-
SUB TOTALS	5.26	3.09	2.70	2.10
B) <u>LBDA/RDWSSP Support</u>				
7. Programme Manager's office and salary costs	0.61	0.62	0	
8. Supply of 5N° vehicles	0.18	-	-	-
9. Running costs of 5N° vehicles	0.11	0.12	0	
10. Training, Women Support Health Education, Workshops etc	0.25	0.15	0.15	0.10
TOTALS	6.41	3.98	2.85	2.20

Proposed 4 Year Expenditure = Dfl. 15.44

Construction, Sanitation and Programme Manager's office costs expressed as a percentage of revised total annual expenditure	70 %	63 %	48 %	39 %
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Budget Allocation Phase II 1989-92

(Assuming present rate of construction)

Item	Million Dfl.			
	1989	1990	1991	1992
A) <u>District based Activities</u>				
1. Construction (assuming 15% p.a. increase in costs)	3.7	4.07	4.48	4.92
2. Survey (assuming 10% p.a. increase in costs)	0.24	0.26	0.28	0.31
3. Consultant (assuming reduction in staff input)	0.85	0.83	0.81	0.80
4. Extensionists (13N°) (assuming 7% p.a. increase in costs)	0.11	0.12	0.13	0.14
5. Sanitation construction costs (based on October 1987 Evaluation Report proposals)	0.15	0.36	0.61	0.96
6. Vehicles (assuming 3 vehicles and 12 m/cycles for immediate purchase and 3 replacement vehicles in 2 years)	0.21	-	0.12	-
TOTALS	5.26	5.64	6.43	7.13

Note: Items 1, 2, and 3 include running costs of vehicles.

Item	Million Dfl.			
	1989	1990	1991	1992
B/f	5.26	5.64	6.43	7.13
B) <u>LBDA/RDWSSP Support</u>				
7. Programme Manager's office and salary costs (using GoK recommended salary increases)	0.61	0.62	0.64	0.68
8. Supply of 5N° vehicles	0.18	-	-	-
9. Running costs of 5N° vehicles	0.11	0.12	0.13	0.15
10. Training, Women's Support Health Education, Workshops etc.	0.25	0.15	0.15	0.10
TOTALS	6.41	6.53	7.35	8.06

Total 4 Year Expenditure = Dfl. 28.35 million

Construction, Sanitation and Programme Manager's office costs expressed as a percentage of proposed total annual expenditure.	70 %	77 %	78 %	81 %
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South Nyanza

1. C.T. Gituai District Commissioner
2. S. Getanda District Water Engineer
3. A. Onyango District Accountant
4. S. Muasya Asst. District Development Officer
5. S. Ochieng Public Health Technician

Kisumu District

1. A.H. Lidambiza District Commissioner (Acting)
2. E.C. Godia District Development Officer
3. H. Odah District Social Development Officer
4. M.B. Akhuts District Accountant
5. C.A. Omondi District Public Health Officer
6. J.V. Shikalo District Water Engineer
7. M.C. Wamiya District Supplies Officer

Ministry of Culture and Social Services, Nairobi

1. J. Owindi Senior Social Development Officer

Ministry of Regional Development

1. A. Vienna Deputy Secretary

Ministry of Health

1. N. Masai Chief Public Health Officer
2. K. Ajode Deputy Public Health Officer
3. D.K. Kanyotu Public Health Officer

Ministry of Water Development

1. A. Makhoha Deputy Chief Engineer/
Operations and Maintenance

E. World Bank/UNDP

1. M. Mills Acting Representative
2. L. Rasmusson Manager Sector Development Team
3. A. Banerjee Financial Analyst
4. Y. Picaud Economist
5. J. Skoda Regional Rural Water Advisor

F. CARE, Western Region

1. W. K. Boinett Asst. Regional Programme Co-ordinator
2. A. Oluoch Water Technician

G. UNICEF

//////////

H. IFAD

////



irc

international reference centre
for community water supply
and sanitation

who collaborating centre

cir

centre international de référence
pour l'approvisionnement
en eau collective et l'assainissement

centre collaborant de l'oms

to/a

Professor G.C.M. Mutiso
Managing Director
Mutiso Consultations Ltd.
P.O. box 14333
Nairobi
Kenya

date 6 September 1988

ref/ref 42.043/JW/lw

your ref./votre ref

Dear Cyrus,

For your information I enclose a copy of the telefax which DHV received from their Kisumu office which was written by Mr. Mshila the regional planner for LBDA as their record of the presentation meeting on 11 August 1988.

I think that it clearly shows LBDA's perceived bias regarding the future direction of the programme. Would it be possible for you to comment on their criticisms of our report, especially the references to the Districts and District Focus and send them to me so that I can be prepared for any further meeting in the Hague.

I think that written comments from you will add weight to our approach and show not only that LBDA does not really support the transference of the programme implementation to the Districts but also that we do know the acceptable procedures and thereby maintain our credibility. I also enclose a copy of the confirmation that my minutes of the presentation meeting were correct.

With kind regards,

James G. Wilson
Programme Officer

Enclosure:

Mail: P.O. Box 93190, 2509 AD The Hague
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The Hague, The Netherlands
phone: 070-814911
telex: 33296 irc nl
cables: worldwater the hague
bank: 51.42.18.428 ABN The Hague
postgiro: 4218421

Courrier: B. Postale 93190, 2509 AD La Haye
Bureaux: Prinses Margrietplantsoen 20,
La Haye, Pâys-Bas
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télégr. worldwater the hague
banque: 51.42.18.428 ABN La Haye
postgiro: 4218421

Minutes of meeting held at LBDA Headquarters

11.00 a.m. 11 August 1988

Presentation of draft report of general formulation mission for
phase II RDWSSP 1989 - 1992

Present:

Mr. L. Walime Under Secretary (Finance) Ministry of
Regional Development

Mr. S. Obura Managing Director LBDA

Mr. S. Machoka Deputy Managing Director LBDA

Senior Staff LBDA

Mr. D. Arunga Programme Coordinator RDWSSP

Senior Staff RDWSSP

Mr. T. van Miert Representative DHV, Consultant

Mr. J. Wilson Team Leader general formulation mission

Following the general introduction Mr. Wilson presented the draft report of the general formulation mission. On conclusion the Managing Director of LBDA, Mr. S. Obura, elected to speak on behalf of the LBDA and RDWSSP staff. He made the following observations:

- a) "The report contained many very sweeping assumptions and after all phase II was only going to be an extension of phase I".
- b) "The report assumed the continuation of the same consultant. Had in fact the present consultant achieved all its objectives?"
- c) "LBDA didn't want to be tied to only one consultant".
- d) "LBDA would not agree for the Programme Manager's Office to be able to audit other donor funds which had been used to support the implementation at District level".

- e) Referring to the funding of the programme, Mr. Obura said "I don't know Donors, this is Kenyan Government funds which are being used to create LBDA capacity. Why should it be given to consultants? By doing so it dismantles a well established programme".
- f) Referring to the proposed Steering Committee, Mr. Obura said "It won't work, the DC's are supreme, donors should not be represented at policy level regarding implementation, this has never happened anywhere before".
- g) "The supply of water points is of utmost importance. Training is not that essential, the most important aspect (of the programme) is the provision of water points. Therefore as the District implementation units already have very close working relations with the Districts, why must it be changed? They must not come under the supervision of the Consultant. The report's recommendations concerning this is not acceptable".
- h) Mr. Obura continued to wonder why the programme should be changed as it was seen to be successful. In his opinion the only beneficiary would be the Consultant. He was most embarrassed to be now told that LBDA should get out. He and LBDA will not be treated like this, the Mission obviously does not have the feelings of the people.
- i) Referring to the initial meeting with the Mission he said that "the atmosphere was tense and that it was obvious that the Mission had been brainwashed. It (the Mission) had completely ignored the previous review mission's report as it could be seen that the Programme had already gone to the Districts. Further, the Districts were most appreciative of LBDA'S involtant and that their (the Districts) only reservations were that not enough water points could be supplied".
- j) Mr. Obura noted that funds were coming to the programme through the Consultant and that this practice was illegal and against GoK policy and in future it must stop.
- k) He queried why the Districts should be trained as this was financial suicide. As LBDA had the trained personnel they would now be wasted.
- l) Mr. Obura further stated that he and LBDA would not be pushed around by Donors, and again that the Mission had been brainwashed. Who for instance, he said, had the power to make suggestions that new controlling

committees be set up?

- m) In concluding his remarks Mr. Obura said that he fully appreciated why Mr. Anunga dissociated himself from the other two members of the formulation mission.

The LBDA Regional Planner, Mr. D. Mshila, then commented that LBDA were already building up the capacities of the Districts and that in fact the capacity of LBDA was the capacity of the Districts. He thought that the Mission did not understand the real role of the DDC's and the District Forms (Comment: It was a pity that Professor Mutiso could not have been present to refute this statement). He wished to know why the Mission had not come to see him so that he could explain the roles. (Comment: The Team Leader specifically requested Mr. Arunga to arrange such a meeting for Thursday 4th August, Mr. Arunga "forgot" to do this.)

Mr. Arunga then presented his (LBDA's) formulation for phase II. He elaborated by making the following points:

- a) It is not practical to support four districts.
- b) By giving the Districts additional capacity this will increase the costs and as there are insufficient funds to continue the existing programme at the same rate of implementation then the Donor must consider creating a separate project for the Districts.
- c) He was most disturbed that having built up the capacity of the programme it was now going to be given to the Consultant.

At this point the Under Secretary (Finance) Ministry of Regional Development, Mr. L. Walime commented that as there were no references made in the report (Wilson's & Mutiso's) regarding the role of the Consultant then surely the Donor sees no reason to continue with them or any other Consultant. (Comment: This is clearly untrue and the continued use of the Consultant is essential for the future success of the programme).

Mr. Arunga then continued by making references to earlier Mission meetings with the Ministry of Health in which they stated that they would be reluctant to attach line Ministry personnel to consultants (see Confidential Mission report) and Ministry of Water Development who because of existing budget ceilings could not take over the programme and wished it to remain with LBDA. He then said that a Steering Committee could only be used to ensure that existing Government policies were adhered to, that it was only by default that the Consultant was carrying out the duties of the Project Engineer, that there was no need for software consultants as they (the programme) had the capacity and

further that the main Consultant would in future only be used to backstop the survey and design section which in turn would come under the direct-control of the Project Engineer.

Mr. Arunga concluded by saying that by being inovative in formulating phase II the future of the programme was in jeopardy.

Mr. S. Bukkens then asked of the Mission whether the reduction in available Netherlands funds to Dfl. 15.0 million for phase II was the result of bilateral Government discussions or whether it was just the whim of a particular development officer. The Mission replied that such information was outside its terms of reference.

After some confusion when it was mistakenly thought that Mr. Wilson was acting as Secretary for the Meeting as no one from LBDA had been taking notes it was agreed that written comments of Wilson/Mutiso's report would now be made by LBDA and sent to the Kenyan Government with copy to the Netherlands Government. It was further agreed that two reports will now be prepared (Wilson/Mutiso and Arunga/LBDA) to be discussed at a higher level.

With a final comment from LBDA that Mr. Wilson should have a heart transplant (Mr. Wilson hoped that this was a literal translation of a change of heart) the meeting concluded amicably at 1.30 p.m.

DHV

DHV Consulting Engineers
P O Box 4565
KISUMU

ter attentie : HANS LODDER

→ copy DGIS
IRC - Jim Wilson

Tel: 42241/41946

Mr. H. Hendrix
Royal Netherlands Embassy
P O Box 41537
NAIROBI

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Kisumu, 2nd September, 1988
Ref : TvM/Mn/H7/411

Dear Mr. Hendrix

As per our telephone conversation of 1st September, 1988 I confirm the minutes of Mr. Wilson correctly reflect the views and atmosphere of the meeting held on 11th August, 1988 at the LBDA office. The remarks concerning the donors (e. and l.), the consultants role (b. and page 3), the importance of construction targets (g.) and the opinion of LBDA that the Authority the only implementing organisation is, corresponded in my notes with the minutes of Wilson.

During the meeting LBDA "attacked" Wilson in the hope to force a compromise between Mr. Arunga and Mr. Wilson. But in vain, we ended with two separate reports.

LBDA senior and programme staff present during the meeting were:
Mr. Athiambo, Mr. Mshila, Mr. Bonuke, Mr. Buckens, Mr. Okello, Mr. Nyandoro, Mr. Adhiambo, Mr. Okinda, Mrs Woigo, Mrs Ombai, Miss Amore, Mr. Odera, Mr. Ajwang and Mr. Owuor.

Enclosed a copy of the notes made by Mr. Mshila on behalf of the LBDA. According to Mr. Mshila no official minutes of the meeting are available at present.

Yours faithfully
DHV CONSULTING ENGINEERS


Tom van Miert

Encl.

→ IRC

TER ATTENTIE : HANS LODDER (2 / 4)

A BRIEF ON A MEETING HELD TO DISCUSS THE FORMULATION MISSION'S REPORT FOR THE RURAL DOMESTIC WATER SUPPLY AND SANITATION PROGRAMME, HELD IN THE LBDA BOARDROOM ON 11TH AUGUST, 1988

The meeting was chaired by Mr. S. B. Obura, the Managing Director of Lake Basin Development Authority (LBDA). The Formulation Mission was represented by Mr. J. Wilson, the Team Leader, and Mr. Arunga, the Project Co-ordinator for Rural Domestic Water supply and Sanitation Programme (RDWSSP). Mr. Mutiso who was the third member of the Formulation Mission did not attend because he was on another assignment out of the country. In attendance were also LBDA Deputy Managing Director Mr. S. M. Machooka and other senior staff.

PRESENTATION OF THE REPORT

The Formulation Team Leader, in his opening remarks, stated that the three members of the formulation mission could not agree on some issues and they had agreed to disagree. He informed the meeting that as a result of this disagreement the Formulation Mission will present two separate reports to the two Government and it will be upto these Governments to decide what they wanted to do with these reports. He said that he will first present his report of which he is in agreement with the other member of the Mission Prof. Mutiso and Mr. Arunga and will then present his version of the formulation mission. During his presentation, the Team Leader stated that though the report is a draft, and he does not expect any changes as a result of the comments and observation made at this meeting. He said he will only note the comments.

COMMENTS ON THE FIRST MISSION'S REPORT

The LBDA representatives were unanimous that the report contains a lot of assumptions which have no basis at all. The report shows that its authors have not understood clearly the concept of District Focus and how the DDCs function and implements its projects and programmes in their respective Districts. Furthermore, the report has also failed to show how LBDA and DDCs work. The report also shows lack of understanding of Government financial regulation and protocols which requires all funds to be channeled through the Exchequer. Instead the report talks about creating its own sub-committees of DDCs, Audit units, Monitoring and Evaluation Unit, and Implementation Committee. The report further suggests that funds be sent direct to the Districts thereby removing the responsibility of implementation and coordination of the project from LBDA to the DDC's.

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HANS LODDER (3/4)

The LBDA representatives informed the Formulation Mission that the DDCs depends on its members for implementation of its programme and projects in their respective DDC's. Therefore, DDC's implementation capacity is determined by each member in implementing their programmes. Furthermore, each DDC has another Committee called DEC which is its implementation arm. The DEC ensures all programmes are coordinated properly and technical preparation are sound. The Mission was further informed that LBDA is a member of all the DDCs in its region and all of its projects and programmes have to go through the respective DDCs and Sub DDCs. The capacity of LBDA to plan, implement, and manage projects is part and parcel of the DDCs capacity. Therefore LBDA's capacity is at the disposal of the DDCs.

The LBDA representatives stated that it was unfortunate that the Mission had not consulted LBDA Professional Staff on some of these matters as had been agreed early at the start of the Mission. It was noted that the Mission seemed to have been briefed elsewhere therefore came with pre-conceived ideas as to what the Formulation Report should be. It was most unfortunate that the statement made by the Team Leader that the discussion in this meeting would not influence the report at all which seems to reinforce the notion that the report was tailored to serve other interests. This report negates the objective of providing clean water to the people in phase two and therefore it is unacceptable to LBDA. Furthermore, the LBDA representatives noted that though the main objective of the Formulation Mission is on continuation of the Phase I of the project into Phase II, the Mission's report seems to be dismantling everything and suggesting the creation of a new institution based on consultant. This implies that all the capacity which the Authority had developed in Phase I and for which a lot of money was paid to the Consultants will now be unceremoniously be passed to the very consultant free of charge and LBDA remain without that capacity to continue to provide water to the people.

PRESENTATION OF THE SECOND MISSION'S REPORT

Mr. Arunga, the Project Coordinator of the RDWSSP, stated in his opening remarks that he had differed with his colleagues on the interpretation of the facts which were collected during the formulation mission. He further stated that he had differed on how the other two members had perceived the role and functioning of DDC and how LBDA is involved in the implementation of District Focus strategy for Rural Development. He informed the meeting that he had tried to clarify these points to no avail. He also stated that he differed with the two members on the basic issues regarding direction which the Phase II of the project should take. He was of the opinion that if the Donor wanted to develop the management capability of the District, this should be done as a separate project. He strongly felt that Phase I of the project

TER ATTENTIE : HANS LODDER (4/4)

has created enough capacities to accelerate the construction of water points and therefore the Phase II should maximize on water points and reduce the role of the consultant to a minimum and not more than two years because there are two engineers who will complete their training in two years time. These two engineers will be able to fill the gap which is presently filled by the consultant. Therefore the consultant role should be limited only to back-stopping the project engineer and he should not have any line function. This was also the view of the 1989 Review Mission whose report was accepted by the donor and the Government of Kenya.

COMMENTS ON THE SECOND MISSION'S REPORT

The LBDA representatives were of the view that this Report was more realistic of what is expected of Phase II of the project. They were in agreement that Phase II should maximize the construction of water points and that the role of the consultant should be phased out. They also agreed that project has created enough capacity at the four Districts. The LBDA Representative fully endorsed the second Mission Report with minor amendments.

CLOSING REMARKS

The LBDA Representatives expressed the hope that the two reports could be merged to produce one report which would be acceptable to the two groups. This suggestion was ruled out by the Team Leader.

The Chairman thanked the members for attending the meeting. He informed that the two reports will be presented to the two Governments. He also stated that LBDA has endorsed the second Report which he said were consistent with LBDA's views. He urged the two groups to finalise their report so that LBDA can prepare its comment to the Kenya Government. It was agreed that these reports should be finalised within one week.

17th August 1988

Comments on Project Coordinators Report

Section:

- 2.1.1 One of the main areas of disagreement
- Is LBDA an implementation authority?
I don't believe it is, maybe by default through not having competent staff, the Districts have not been able to implement projects however this should not be allowed to continue and if LBDA really want to support District focus policy they should give the necessary technical support to the Districts and not retain it solely for themselves.
- 2.1.5 Take the Consultant away and nothing would have been established by "the Authority".
- 2.1.6 I have been informed by DHV that they have agreements in writing concerning these issues from LBDA and that there are no disputed outstanding issues.
- 2.1.7 I refer to the final report of the Socio-economic study by Matrix, July 1988 Executive Summary items 11 page 11 "Most of the issues and problems encountered seem to indicate a definite weakness or a running flaw in the way the Community Development Component has carried out some of the basic areas of community work". There is also severe doubt whether all the extensionists exist in reality and if in fact some are there in name only.
The October 1987 review was of a technical nature and did not cover adequately the socio-economic aspects of the programme - hence the Matrix consultancy.
The key recommendation of the review was that "the programme should continue and that it should be so structured in the next phase as to ensure that it is capable of being coordinated at the end of the phase through the District Development Committees in accordance with the GoK's policy of District Focus for Rural Development". The key word is coordinated. It should be coordinated by LBDA but implemented by the Districts.
- 2.1.8 It was in hindsight a mistake to agree that the Project Coordinator would be part of the formulation mission (see separate Confidential Report), he should have remained a resource person.

4

Regarding the organogram, they make great emphasis upon the Steering Committee which apart from no donor representation I have little to comment on. However they obviously do not want any of the programme specific committees as

a) the Programme Manager would have to actually be a full time manager, responsible for the programme coordination with no deviations.

b) too much would have to be seen to be accountable, especially when it came to adhering to agreed District implementation plans and funding.

The fact that LBDA are represented on the existing DDC's does not mean that the programme is now District focus!

Annex 1

In an ideal world the lines of communication as shown of their organogram would be acceptable. However this is not an ideal world and past history of this programme indicates that such an arrangement as shown would be open to abuse.

The technical side must come through the Consultant to the Project Engineer. This is the only way that accountability will be maintained. As it is shown at present the Consultant will have little if any control on programme implementation, on adherence to agreed plans of operation and on any financial accountability. LBDA'S proposed organogram must therefore be strenuously opposed at all cost.

Annex 2

Referring to their proposed budget it is interesting to see that they have agreed to the reduced funding to approximately Dfl 15 million. Also that they have used the Mission's projected figures for all items except where they want to terminate the Consultant and extend funding to themselves and running cost of their vehicles. If they had taken into account natural price increases and inflation for items 7 and 9 as the Mission indicated in their annex 5, rather than unrealistically keeping their figures static, then a final figure of Dfl 15.44 identical to the Missions figure would have been achieved.

Conclusions

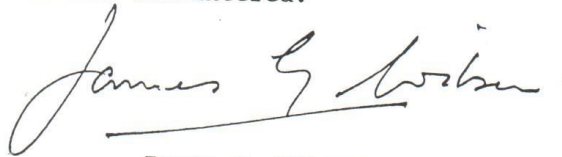
In general terms the Project Coordinator's report is very similar to mine and Professor Mutiso's. The main difference lies in the role of the Consultant.

To ensure that the future programme will actually reflect the District focus policy I have given the implementation responsibility to the Consultant as both I and Professor Mutiso do not believe that LBDA really wish to transfer the responsibility to the Districts.

My organogram ensures that the Districts play an active role in the next phase. Also, that having agreed individual District plans they will be implemented accordingly without external interference.

The Coordinator's organogram ensures that "the power" remains firmly with LBDA and that the programme can be manipulated as and when desired by "the Authority". Further, because of the way in which the Chief Accountant was appointed I have ensured that he will only deal with the impress account and effectively only gives a rubber stamp approval of accounts submitted by the Consultant.

Obviously from the Coordinator's/LBDA's point of view they wish to have complete control. The programme unfortunately has yet to demonstrate that it is capable of this responsibility. I believe that these fundamental differences are the root cause of the problems that this Mission encountered.



James G. Wilson
Team Leader General
Formulation Mission to RDWSSP
19 August 1988

Minutes of meeting held at the Ministry of Regional Development,
Nairobi
11.00 am 9 August 1988

Present:

Mr. R. Mboya	Permanent Secretary, Ministry of Regional Development
Mr. S. Obura	Managing Director, Lake Basin Development Authority
Mr. L. Walime	Under Secretary (Finance), Ministry of Regional Development
Mr. J. Jonkman	Councillor (Acting Ambassador) Royal Netherlands Embassy, Nairobi
Mr. J. Wilson	Team Leader, General Formulation Mission to the Rural Domestic Water Supply and Sanitation Programme

This meeting was called for by Mr. Obura prior to the general formulation mission completing their draft report. No reason for, or agenda of, the meeting were given in advance. Due to the short notice, the meeting was postponed from Monday 8th August to Tuesday 9th August (see Annex 1 and 2).

After the Permanent Secretary and Mr. Jonkman had said the necessary platitudes on mutual cooperation between the Netherlands and Kenyan Governments the Permanent Secretary made the following remarks about the formulation mission and its findings:

- a) The main problems of agreement appear to be over the responsibility of implementation.
- b) The mission report should be regarded as an opinion and not a general formulation.
- c) Mr. Arunga will produce his own version of the formulation of phase II.
- d) Too many references were being made in discussion by the Mission about the Donor's preferences.
- e) He thought that Mr. Arunga was being left out of the decision making discussions by the other members of the

mission team.

- f) He reminded the meeting that LBDA's responsibility lay not only in planning but also in implementation.
- g) He thought that the Mission was trying to remove LBDA's role of implementation.
- h) He thought that the evaluation mission of October 1987 even said that implementation should remain with LBDA.
- i) He then said that as Mr. Arunga thought that he had fundamental differences with the rest of the mission he could not contribute to the report (see (e) above).
- j) In his opinion LBDA were handling the project well and with very little external support.
- k) He thought that the Ministry of Regional Development knew more about the District Focus policy than any Donor.
- l) Finally any disagreement between the Donor and the recipient might cause problems and delays for the start of the second phase of the programme and it was therefore necessary to ensure that there was not going to be any.

In reply Mr. Jonkman thanked the Permanent Secretary of his wise observations and remarks and informed him that he had every confidence in Mr. Wilson's and Professor Mutiso's report and as such was not prepared at this stage to alter any of its findings. He pointed out to the meeting that though the cost of having Mr. Wilson in country was not excessive the fact that he (Mr. Wilson) had been unnecessarily delayed by LBDA in presenting his report would constitute additional costs, all of which would come out of the available Netherlands funds to Kenya. He concluded by saying that he was agreeable to Mr. Arunga presenting his own report and that it may be considered as an addendum to Mr. Wilson's and Professor Mutiso's report.

Further platitudes of continued mutual understanding and cooperation then concluded the meeting at 12.00 noon.

ANNEX 1.

LAKE BASIN



DEVELOPMENT

AUTHORITY

O. Box 1516

— KISUMU —

TELEPHONE 40230

our Ref. RDWSSP/PC/41/88

our Ref. _____

Date 5th August 1988

Mr. James Wilson
Teal Leader
Formulation Team
P.O. Box 4565
KISUMU

Dear Sir

RE: MONDAY MEETING AT THE MINISTRY OF REGIONAL DEVELOPMENT

I refer to our verbal discussions in respect to the above.

I would like to confirm that the meeting will be at 3.30 p.m.,
Monday the 8th of August 1988 at the Permanent Secretary's office
as previously scheduled.

Yours faithfully


Dave O. Arunga
PROGRAMME CO-ORDINATOR

Mr David O. Arunga
Programme Coordinator RDWSSP
P O BOX 1516
Kisumu

August 5, 1988

Dear David,

RDWSSP/PC/41/88

Re: Meeting at Permanent Secretary's Office
Ministry of Regional Development, 8 August 1988

I thank you for your letter of 5th August confirming the proposed meeting at the Permanent Secretary's Office, Ministry of Regional Development at 3.30 pm on 8th August 1988.

As I indicated to you earlier I shall be delighted to attend this meeting provided a suitable representative from the Royal Netherlands Embassy is also able to attend. As you can appreciate I cannot represent the donor at a meeting at this level which could represent inter governmental policy.

I would be obliged therefore if you could confirm with Mr L. Jacobs of the Royal Netherlands Embassy on Monday morning 8th August that in fact a representative and myself will be able to attend. A copy of the proposed agenda would be helpful as this is a meeting being called for by LBDA and not the General Formulation Mission.

I can also confirm that Mr G. C. Mutiso other team member of the mission will already have left Kenya on scheduled business prior to the meeting date.

Yours faithfully



James G. Wilson
Team Leader
General Formulation Mission to RDWSSP

cc : Mr L. Jacobs Royal Netherlands Embassy
 Mr H. Hendrix Royal Netherlands Embassy
 Mr S. B. Obura Managing Director LBDA
 Mr G. C. Mutiso Team Member General Formulation Mission

C O N F I D E N T I A L

Report of the Team Leader of the General Formulation Mission
for Phase II of the Rural Domestic Water Supply and
Sanitation Programme, Nyanza Province Kenya, 14 July to 12
August 1988

Further to a request from DGIS the following summarizes and annotates the main events during the mission. At the start of the mission in Kenya a request was made by the Managing Director of LBDA, Mr. Obura to add Mr. Arunga, the RDWSSP Project Coordinator as a formal member to the mission team. This request was granted by the RNE in consultation with the mission members already appointed as it was thought that it would enhance the chance of a successful agreement between LBDA and the Netherlands Government in the general formulation of phase II of the programme. This in turn was based upon the letter from LBDA of 24 June 1988 (Annex 1) agreeing to the basic principles of the second phase.

It soon became apparent that there were major differences of opinion concerning the proposed organogram of phase II. The Mission would discuss amongst itself, with programme staff and with the Consultant's representative various scenarios of the organogram, usually coming to an agreement at the end of the deliberation. Without fail the following morning Mr. Arunga would state that it would not work and could not be agreed upon. The whole process would be repeated and consensus achieved once again only to be followed again by Mr. Arunga changing his mind overnight and not agreeing. At no time would he come up with a workable alternative and after some time the other two mission members got the strong impression that Mr. Arunga was consulting other person(s) overnight as staffmember of LBDA. At one point in time this was confirmed as will be discussed later.

After two weeks of extensive discussions an approach and an organogram were formulated which was in line with the agreed outline as indicated in the letter of 24 June 1988. Again Mr. Arunga after first agreeing came up with objections which however could not be accepted as they would have meant a diversion from the lines officially agreed between LBDA and the RNG.

I took the decision in consultation with Prof. Mutiso to continue with our original mission schedule and initiated discussions with respective organizations.

Discussions with all the District Commissioners and their senior staff were very positive especially when my

proposed organogram was explained to them. They fully supported their role and that of the various committees. They also confirmed that they had had no real active role in the implementation of the programme to date.

Discussions with line ministries in Nairobi were of mixed success. The Ministry of Culture and Social Services representative though supportive, could not make any comment upon the mission's proposal. It was agreed that a copy of the Mission's TOR be forwarded to the Commissioner who would then decide whether to see the Mission or not. This was dealt with by Mr. Owindi a member of the October 1987 Review Mission. Unfortunately all follow ups by the Mission were unsuccessful in obtaining a meeting with the Commissioner or a suitable alternative.

The Deputy Secretary, Ministry of Regional Development, Mr. A. Vienna, was supportive of the Mission's approach and thought that the organogram would work. In particular he thought that GoK would seriously consider supporting the Programme Manager's Office costs if there were insufficient Donor funds, provided the programme was seen to be both accountable and successful. At this meeting Mr. Arunga started to argue against the proposals of the rest of the Mission. I asked Mr. Arunga whether he was speaking on behalf of the Mission or on behalf of LBDA, he agreed the latter.

During the meeting with the Ministry of Health both Prof. Mutiso and myself had the impression that Mr. K. Ajode had been fully briefed in advance on the internal discussions of the mission. His objections mirrored those of Mr. Arunga and some were stated even before the particular proposals were discussed.

Professor Mutiso later informed me that he had seen the LBDA vehicle used by Mr. Arunga in the MoH Car Park the previous afternoon (possibly just a coincidence).

The meeting with Ministry of Water Development was straight forward, they could confirm that as yet it was not their policy to support "low tech" rural water supply schemes. However they hoped that Ministry staff would be available at all levels to assist in the programme. Existing Ministry budget ceilings however prohibited them taking over such a programme and hoped that LBDA would continue coordinating it in default of their ability to do so. Both Professor Mutiso and myself again were on the impression that the MOWD representative had been briefed in advance of our meeting.

My letter of 26 July to Mr. Obura (Annex 2) indicates the positive approach taken by Professor Mutiso and myself and also our willingness to open the discussion of our findings to the District representatives. The reaction from Mr. Arunga was rather negative towards involving the DC's claiming that protocol would prevent the DC's coming to LBDA as it would have to be cleared initially by the Provincial

Commissioner (this did not prevent us from phoning them direct in order to arrange meetings in their offices) also that the notice was too short (ten days!).

In the event it did not matter as upon returning to Kisumu I was given a letter (Annex 3) on the 4th August informing me that the Managing Director would now not be present between 5th and 10th August and that the DC's would also not be present. Mr. Obura assured me that such short notice of this cancellation was not intended as he had sent the letter with his driver directly to the Netherlands Embassy in Nairobi for my attention however he (the driver) was informed that the Embassy knew nothing of the mission or where I could be located (both untrue). The driver therefore returned to Kisumu with the letter undelivered (Mr. Arunga's location was known to the MD yet the letter was not given to him to forward to me). I immediately responded by proposing to verbally brief him of the mission's findings prior to his departure (Annex 4) and at the same time agreeing to the new date for the presentation and again requesting the DC's to be present. When later that day (4th August) I arrived to brief him Mr. Obura contrived not to accept the briefing, was abusive of the way the mission was conducting itself, and was abusive of the way the mission had arrived with only a draft TOR. I had no alternative but to leave his office. I was later informed by Mr. Arunga that my presence was required at a meeting to be held on the following Monday with the Permanent Secretary, Ministry of Regional Development (Annex 5). I was surprised at this development considering at the time my draft report had not been given to LBDA. Assuming therefore that the meeting would only be dealing with policy I agreed to attend provided a suitable representative from the Netherlands Embassy was present (Annex 6).

Professor Mutiso and myself, after consulting with Mr. Arunga, completed our draft report on schedule but with little of his assistance. We returned to Nairobi where Professor Mutiso then continued onto another assignment and I briefed the Netherlands Embassy representatives of the situation.

I then returned to Kisumu on Thursday 11th August to give my formal presentation of our draft report (minutes of this meeting are reported separately) followed by final briefing with Netherlands Embassy staff before returning to the Netherlands.

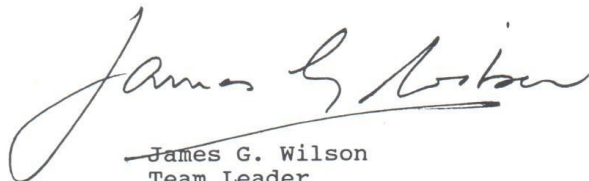
I noted that my request for the DC's to be present at the presentation meeting had been completely ignored.

In hindsight it proved to be a mistake that Mr. Arunga was appointed formally team member of the mission and not as resource person only.

In conclusion I feel that the approach and organogram outlined in the mission report are feasible particularly in view of the positive reaction of the Districts, and in line with the agreements made earlier and confirmed in writing. I

therefore very much hope that the LBDA will take the opportunity to review the report in detail and will commence to share the views of the missions.

I am extremely grateful for the assistance given to me by the Royal Netherlands Embassy staff, especially Mr. L. Jacobs, Second Secretary and Mr. J. Jonkman, Councillor, the latter particularly for attending the meeting with the Permanent Secretary, Ministry of Regional Development where he defused the situation being created by LBDA.



James G. Wilson
Team Leader
General Formulation Mission to
RDWSSP
19 August 1988

LBDA/0.6/11/11/3

24th June 1988

Netherlands Ambassador
P.O. Box 41537
NAIROBI

His Excellency,

I refer to your letter dated 27th May 1988 reference no. 4025 by which you informed me of the formal approval of Rural Domestic Water Supply and Sanitation Programme's Workplan 1988. We are most pleased to learn that an allocation of DFL: 4,800 000 has now been committed.

Following a further discussion between the Embassy's representative Mr. Hendrix and senior programme staff, I am pleased to confirm that the basis for a Second Phase covering the period 1989 to 1992 along the basic principles stated in your letter under reference is acceptable in the context of his having further crystallized the spirit embodied therein during his subsequent consultation with me.

Thus far stated, I wish to re-state the basic principles as agreed upon during the discussion I have referred to above:-

- The continued participation by and responsibility of the users of the water supply points for operation and maintenance;
- Systematic transfer of management and planning capability and responsibility for the programme from LBDA Headquarters to the participating Districts during the proposed Phase II. The transfer will take place as expeditiously as the absorption capacities of the various Districts involved would allow;
- Concentration of Netherlands support for the establishment of viable and sustainable District based water development programmes incorporating all relevant agencies and funding sources at the District level.

while simultaneously other sources of funding (Government of Kenya, donor supported District programmes, Non-Governmental Organisations, Harambee funding) are sought.

As discussed the programme management and professional staff would prior to the coming of the formulation mission work on a draft document which would serve as a discussion paper, with a view to crystallizing how best to proceed with the 2nd Phase along the lines indicated above.

Yours faithfully

S. B. CEURA
MANAGING DIRECTOR

SBO/mcc



ANNEX 2

Mr. S. Obura
Managing Director
Lake Basin Development Authority
P O Box 1516
KISUMU

26th July 1988

JGW/mn

yourself/wherever

Dear Mr. Obura

RE: PRESENTATION OF DRAFT FORMULATION REPORT

Further to the Mission's initial meeting with you on Wednesday 20th July I wish to inform you that we would like to present the draft formulation report to you and your Senior officers on Friday 5th August at a time convenient to yourself.

As a result of very encouraging discussions with all the District Commissioners in the Province concerning the future role of the Districts in the next phase of the RDWSSP, I would like to suggest that you invite them to attend the presentation.

In anticipation of your concurrence I remain,

Yours sincerely

James G. Wilson
TEAM LEADER RDWSSP FORMULATION MISSION

- c.c. Mr. D. Arunga - Project Co-ordinator RDWSSP, Kisumu
c.c. Mr. H. Hendrix - First Secretary, Development Royal Netherlands Embassy, Nairobi.

LAKE BASIN



DEVELOPMENT

AUTHORITY

P.O. BOX 1516

KISUMU

TELEPHONE 40230

Our Ref. LBDA/0.6/11/11/3 Vol.V (80)

TELEX 31011

Your Ref. _____

Date 1st August 1988

received 4th August 88

Mr James G Wilson
Team Leader
RDWSSP Formulation Mission
C/O Royal Netherlands Embassy
P O Box 41537
NAIROBI

Dear Mr Wilson

RE PRESENTATION OF DRAFT FORMULATION REPORT

Thank you for your letter of 26th July 1988 on the above subject. However, I regret to inform you that I shall be away between 5th August 1988 and 10th August 1988.

You should therefore arrange to present your report on 11th August 1988. Furthermore, the District Commissioners will not be able to be present on 5th August 1988.

Assuring you of my full co-operation.

Yours sincerely

S B OBURA
MANAGING DIRECTOR

c c Mr D Arunga
Programme Co-ordinator
R D W S S P
KISUMU



irc

international reference centre
for community water supply
and sanitation

who collaborating centre

cir

centre international de référence
pour l'approvisionnement
en eau collective et l'assainissement

centre collaborant de l'oms

ANNEX 4

to a Mr. S.B. Obura
Managing Director
Lake Basin Development Authority
P O Box 1516
KISUMU

date 4th August 1988

ref ref LBDA/0.6/11/11/3 Vol.V(80)

your ref votre ref

Dear Mr. Obura

RE: DRAFT FORMULATION MISSION REPORT

Thank you for your letter of 1st August, which unfortunately I only received today, informing me that our proposed presentation meeting scheduled for 5th August will have to be cancelled.

I propose therefore in the circumstances to verbally brief you of our mission findings at 4.00 p.m. today, 4th August prior to your departure. I have cancelled my return flight from Nairobi, scheduled for Tuesday 9th August and instead will fly to Kisumu on Thursday 11th August for the presentation meeting which I believe is the earliest date that you will be available. I will then return to Nairobi later that day for onward departure to the Netherlands.

I will be obliged therefore if you could contact the District Commissioners as before, and invite them also to attend the meeting, the timing of which will remain at your convenience.

Hoping that you will be able to concur with these proposals I remain,

Yours sincerely


James G. Wilson

TEAM LEADER RDWSSP FORMULATION MISSION

c.c. Mr. H. Hendrix-Royal Netherlands Embassy, Nairobi

c.c. Mr. D. Arunga-Programme Co-ordinator, RDWSSP

c.c. G-C.M. Mutiso-Team Member

ANNEX 5

LAKE BASIN



DEVELOPMENT

AUTHORITY

P.O. Box 1516

— KISUMU —

TELEPHONE 40230

Our Ref. RDWSSP/PC/41/88

Your Ref. _____

Date 5th August 1988

Mr. James Wilson
Teal Leader
Formulation Team
P.O. Box 4565
KISUMU

Dear Sir

RE: MONDAY MEETING AT THE MINISTRY OF REGIONAL DEVELOPMENT

I refer to our verbal discussions in respect to the above.

I would like to confirm that the meeting will be at 3.30 p.m.,
Monday the 8th of August 1988 at the Permanent Secretary's office
as previously scheduled.

Yours faithfully


Dave O. Arunga
PROGRAMME CO-ORDINATOR

Mr David O. Arunga
Programme Coordinator RDWSSP
P O BOX 1516
Kisumu

August 5, 1988

Dear David,

RDWSSP/PC/41/88

Re: Meeting at Permanent Secretary's Office
Ministry of Regional Development, 8 August 1988

I thank you for your letter of 5th August confirming the proposed meeting at the Permanent Secretary's Office, Ministry of Regional Development at 3.30 pm on 8th August 1988.

As I indicated to you earlier I shall be delighted to attend this meeting provided a suitable representative from the Royal Netherlands Embassy is also able to attend. As you can appreciate I cannot represent the donor at a meeting at this level which could represent inter governmental policy.

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I can also confirm that Mr G. C. Mutiso other team member of the mission will already have left Kenya on scheduled business prior to the meeting date.

Yours faithfully



James G. Wilson
Team Leader
General Formulation Mission to RDWSSP

cc : Mr L. Jacobs Royal Netherlands Embassy
 Mr H. Hendrix Royal Netherlands Embassy
 Mr S. B. Obura Managing Director LBDA
 Mr G. C. Mutiso Team Member General Formulation Mission



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pour l'approvisionnement
en eau collective et l'assainissement

centre collaborant de l'oms

to/a

Professor G.C.M. Mutiso
Managing Director
Mutiso Consultants LTD
P.O. Box 14333
Nairobi
Kenya

date

ref /réf. 2 September 1988
42.022/JW/CS

your ref /votre réf.

Dear Cyrus,

Please find enclosed the final draft of our mission report together with David Arunga's alternative version, minutes of the meeting with the PS Ministry of Regional Development, minutes of the presentation meeting with LBDA and my confidential report.

I should like to take this opportunity in thanking you sincerely for the work you put in and the support you gave me during what both of us would agree was a very frustrating mission.

At a subsequent meeting in the Hague I presented my confidential report together with the other documents to Huub Hendrix and Nico van der Valk, the Kenya desk officer. They indicated their sympathy to the way we were treated and support to our approach regarding the report. This was also supported by Hans Lodder and Paul van Meel of DHV at another meeting.

I have learnt that David Arunga has phoned Hans Lodder to tell him that he was only acting under orders from the MD and that he was prepared to resign if such instructions were given to him in future. I tend to dismiss this excuse as I think that David is only trying to ensure his own future with DHV (he will be after all a "sleeping" partner of the DHV funded privatized survey and design team). Interestingly though, Sam Obura has also phoned Hans Lodder to tell him that on reflection he thought that there was plenty of room to negotiate the formulation of phase II provided LBDA were left with some responsibility. He has even agreed that funding could be channelled through the consultant and is prepared at short notice to come to the Netherlands to formally agree the procedures of the next phase. I suspect that he now realizes that his position is very weak especially if there are delays to the commencement of phase II (there are bound to be some, say 4 months) but more importantly his future with LBDA if all the funds are given to the Districts.

Mail: P.O. Box 93190, 2509 AD The Hague
Offices: Prinses Margrietplantsoen 20,
The Hague, The Netherlands
phone: 070-814911
telex: 33296 irc nl
cables: worldwater the hague
bank: 51.42.18.428 ABN The Hague
postgiro: 4218421

Courrier: B. Postale 93190, 2509 AD La Haye
Bureaux: Prinses Margrietplantsoen 20,
La Haye, Pays-Bas
téléph. (070)-814911
téléx 33296 irc nl
télégr. worldwater the hague
banque: 51.42.18.428 ABN La Haye
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en eau collective et l'assainissement

centre collaborant de l'oms

Lt. 42.022/JW/2

I await to see the outcome of this and will keep you informed accordingly. Likewise if you hear anything through your own grapevine, please keep me posted.

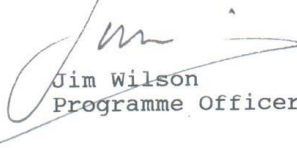
A positive result of the mission is that suddenly all the outstanding accounts payable to DHV by LBDA have been signed and approved by the MD.

On the negative side the MD's driver was killed and his landcruiser (the one we followed that night) written off at Naivasha when trying to rush their alternative report from Kisumu for the meeting with the Permanent Secretary.

I hope that we will be able to work together again especially in the detailed formulation of phase II of this programme.

With all best personal regards,

Sincerely,



Jim Wilson
Programme Officer



irc

international reference centre
for community water supply
and sanitation

who collaborating centre

cir

centre international de référence
pour l'approvisionnement
en eau collective et l'assainissement

centre collaborant de l'oms

2nd September '88

Cyrus

I have given your watch to a good
repairer in the Hague. They gave it a quick
inspection while I was in the shop and said that
basically it hadn't been serviced for about 20 years,
that some parts were very worn and would have
to be replaced. I have asked them to give
me an estimate of the cost as they thought
that it might be high. I explained that there
was sentimental value attached to it and that the
owner would very much like it ^{to} be ~~to~~ repaired
rather than replacing it. Hans Hendrix will
reimburse me the guilders and you can pay him
in shillings. I don't know at present how
long it will take to be repaired but when
it is I'll send it to Hans via the Embassy
parcel.

Regards Jim