

Applying Participatory Approaches to Community Water Management:

A Case Study of George Compound Complex in Lusaka

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Declaration

I declare that this Practical Attachment Report has not been submitted for a Degree in this or any other University.

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Dedication

Dedicated to the late Professor Francis Kasoma, for his uncompromising determination to achieve excellence and to the people of George Compound Complex for their resilience and determination to develop themselves.

Abstract

The main theme of this report is participatory approaches to water management in George Compound Complex. The impressive infrastructure supporting the water management activities in George Compound Complex has made admirable efforts not only to institutionalise, but also to implement the concept of community participation.

This study was prompted by the fact that some residents have opted to continue using shallow wells, which have been declared dangerous for several reasons, instead of safe water provided by the project. It was therefore necessary to look at the level of participation by the residents in the management of the project water.

Overall results indicate that the community is being supported and empowered to genuinely participate in water management. The management infrastructure for community development includes local water committees. The employment policy of the project deliberately favours the engagement of George Compound Complex residents only, in order to empower the local community. The water management teams are self-elected and add value to the community's participation efforts.

As a result, residents are better committed to this project than they had been to the previous one, as shown by established and functional water committees, reduction in vandalism, efforts at cost recovery and more importantly, the successful reduction in cases of cholera and diarrhoeal diseases.

However, the fact that some residents have opted to use water from shallow wells instead of safe water provided by the project poses a threat to the well being of the whole community. In general the study found that community participation in the management of George Compound Complex in the water supply system, has improved in the welfare of the community.

This whole achievement can be destroyed by the threat from the continued use of shallow wells. The fight against shallow wells needs to be intensified through participatory approaches.

Acknowledgements

Thank you Lusaka Water Sewerage Company for facilitating the attachment to George Compound Complex and the Lusaka City Council who together with CARE /GCEP and the Water Committee provided tremendous support to this work. Mr. Charles Chipulu, The Managing Director of LWSC, who not only encouraged me to proceed with the study, but also provided funding for the administration of the questionnaires on the field.

My late Professor and diligent supervisor, Francis P. Kasoma, were a great inspiration and sought after excellence. I can only hope I have not fallen short of his standard. As one of the pioneers of the science of Communication for Development, he has imprinted a legacy in the quest for genuine development through participatory approaches.

To my valued lecturer Mr. Fidelis H. Muzyamba, who patiently carved a spirit of service in the Communication for Development class, I feel greatly humbled.

To Mr. Billy Nkunika who took over the role of supervision after the untimely death of Professor Kasoma. Mr Nkunika expertly provided qualitative and detailed supervision to the end of this work. Thank you.

I am also greatly indebted to Mindolo Ecumenical Foundation for the grounding in the study of "Peace-building and conflict transformation" which I was able to share with the people of George Compound Complex.

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provided a pivot for the field work.

The committed Mr. Nimery Mbangweta, chairperson of the Water Committee, whose exemplary leadership spurred me to search more into the subject, the young research assistants from George Compound Complex, co-ordinated by Mazuba Muchindu, Elizabeth Chola who implanted the principles of statistical analysis, sincere thanks.

I am also grateful to the staff of LWSC/ George Division, members of the various water committees for their availability, co-operation and for making me feel part of the process in the community at George Compound Complex.

To my family, Mary and Natasha, what else can I say? Thank you for being there. To my classmates, you made it all seem lighter by seeing the funny side of the burning midnight lamp.

Mr. Chris Chirwa, friend and critique, it has all been appreciated.

If any have been left out, please bear with me, I thank you all, for your assistance.

God Bless you.

Jumbe Ngoma
The University of Zambia
2002

Abbreviations

ABO	Area Based Organisation
AIDS	Acquired Immune Deficiency Syndrome
AWF	Area Water Forum
FODEP	Foundation for Democratic Process
GCEP	George Community Empowerment Programme
HIV	Human Immunodeficiency Virus
JICA	Japan International Cooperation Agency
LWSC	Lusaka Water and Sewerage Company
LCC	Lusaka City Council
MCD	Masters in Communication for Development
PROSPECT	Support for Poverty Elimination and Community Transformation (CARE PROSPECT)
RDC	Resident Development Committee
SPSS	Statistical Programme in Social Sciences
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Programme
UNZA	University of Zambia
WASHE	Water and Sanitation for Health Education
WAF	Water Area Forum
WHO	World Health Organisation
ZDC	Zone Development Committee
ZNTB	Zambia National Tourist Bureau

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CHAPTER 1

Background

1. 0 Geopolitical Profile of Zambia

The name Zambia is derived from the great meandering river Zambezi. The source is in the Lunda uplands at the north-western edge of Zambia, near the border with Angola. It starts as an insignificant trickle out of the ground and thereafter gradually widens and rapidly grows into a large river. It briefly disappears into Angola from where it re-enters Zambia at the extreme north - western corner as the mighty Zambezi. From here it snakes around the western, southern and eastern edges of Zambia until it exits through Mozambique on its course to the Indian Ocean.

Zambia, known as Northern Rhodesia from 1890 to 1964, is a large landlocked country that sprawls over the grasslands of South-Central Africa. It covers an area of 752,612 square kilometres of varied and scenic subtropical land mass. It makes up 2.5 per cent of the area of Africa.

Zambia is a high plateau, 1,000 to 1,600 metres above sea level, with a flat or gently undulating terrain. It shares borders with Democratic Republic of Congo and Tanzania to the north, Malawi and Mozambique to the east, Zimbabwe and Botswana to the south, Namibia to the south-west and Angola to the west.

Zambia was at one time part of the Federation of Rhodesia and Nyasaland. The Federation was composed of two other countries, Nyasaland now called Malawi and Southern Rhodesia which is now Zimbabwe.

The Federation started in 1953 and was dissolved in 1963 after great opposition from Africans in the three countries. In October 1964, Zambia gained her political independence bringing to an end 74 years of British colonial rule.

At Independence in 1964, Zambia enjoyed unprecedented prosperity, which began to flag by the end of the first ten years of independence. Zambia's economy rose and fell with copper prices.

Figure 1: Zambia's Neighbours



During the first republic, which lasted until 1972, Zambia practiced plural politics. The second republic followed from 1972 to 1991. This era was marked by a one-party state and a dwindling economy caused by dependence on copper whose price had fallen. The third republic began in 1991 and though plural politics were reintroduced, the socio-economic indicators continued to show serious decline with worsening living conditions for most Zambians.

Zambia's administrative structure has been under review since the Public Sector Reform Programme (PRSP) came into being in 1993. The main objectives of the PRSP are to rationalise public expenditure and improve service delivery.

Central government runs under the fundamental principle of a National Constitution. The constitution provides for the Executive, comprising the Republican President, Vice-President, Ministers and civil servants; the legislature made up of the republican President and the National Assembly and the Judiciary made up of the Supreme Court, high court, magistrate and local courts.

Zambia is administered through nine provinces which are further divided into 72 districts, some of which are relatively new with emerging district management structures. In the last fifteen years, a civic society has grown as a parallel support to the effort of the government to provide social services and create employment. Communities are now being nurtured to develop the culture, attitudes and practices to take up civic responsibility at local level.

1. 1 Population

Zambia has five major ethnic groups. These include the Tonga, Bemba, Lozi, Nyanja and the North-Western group who altogether are made up of seventy-two dialects. They live in harmony with each other. This contributes to the variety and friendly hospitable environment Zambia is known for world wide.

During the latest population census in 2000, Zambia's population was estimated at 10, 285,600 with a male to female distribution of 49.3 per cent and 50.7 per cent, respectively. The average population growth rate shows a decline, being 2.9 per cent compared to the previous national average of 3.1 per cent. (2000 Census of Population and Housing, 2001:1-8).

Population density across the land varies from 65.4 persons per square kilometre in Lusaka, the capital to 4.9 persons per square kilometre in North-Western Province. Although urban–rural migration has slowed down, four out of every 10 Zambians are located in urban areas, most of which are along the line of rail.

Since Independence, Zambia has been hosting refugees from unstable neighbouring countries. However, more recently the sudden influx of refugee populations largely from Democratic Republic of Congo and Angola has changed the population profile in districts sharing borders with these countries resulting in increased population growth rates.

According to the 2000 census, Lusaka Province has seen an increase in the population, from 991, 226 in 1990 to 1, 4 million in 2000. More than 75 per cent of the population, 1.1 million people live in Lusaka district.

Lusaka has several peri-urban settlements as a result of rural urban migration. Because of the increasing demand for goods and services brought about by population growth, a population policy now integrates population and development issues.

The first of the ten-yearly Demographic and Health Survey (1996) reports that a Zambian woman has a total fertility rate of 6.1 children. In general women in rural areas have more children than those in urban (6.9 births compared to 5.1 births). These fertility rates are high and often are quite close to each other, resulting in poor maternal health.

Infant deaths are also high in Zambia. One hundred and nine (109) infants under one year of age, out of every thousand die before reaching the first year of life. Almost one in five children born in Zambia dies before reaching their fifth birthday. The main causes of death among children under five years include

diarrhoea, pneumonia, malaria, malnutrition, measles and HIV/AIDs. (Zambia Demographic and Health Survey, 1996:93-94)

As a consequence of high mortality among infants and children, death due to preventable disease and the pandemic HIV/AIDs, life expectancy at birth in Zambia was reported to have declined to 37 years by 2000, as compared to 54 years in the 1980s. Zambian women have been reported to live on average 2 to 3 years longer than men. (UNDP Human Development Report, 2000).

1. 2 Climate

Zambia lies between 8 and 18 degrees south latitude, and between 20 and 35 degrees east longitude. It has a tropical climate and vegetation with three distinct seasons:

- a. a cool dry winter from May to August
- b. a hot dry season during September and October
- c. a warm wet season from November to April

Zambia is brown and dry for more than half the year. During the five months between November and April, tropical rainstorms occur at regular intervals, bringing life and colour and feeding thirsty rivers, while cleansing the countryside. In a good season Zambia receives 1000 millimetres or more of rain water.

The northern part of Zambia receives the most rainfall with an average of 1100 to 1400 millimetres. The southern and eastern parts of the country receive the least rainfall and are drought-prone, with 600 to 1,100 millimetres of rainfall annually. Since the rainfall tends to be concentrated in storms, much of it is lost, and often much of the top soil is washed away. The accompanying heat also causes considerable evaporation of the rain water, while not enough water percolates down into the depth of the earth.

1.3 Rivers, Lakes and Underground Water

Zambia's water sources are rich and varied. The main river water sources in Zambia are the Zambezi, Kafue, Luangwa and Luapula. After leaving Lake Bangweulu, the Luapula river flows down the plateau, cutting deep valleys and gorges along their paths. All other rivers are tributaries of the Zambezi, the most important of which include the Kafue, Kabompo and the Luangwa.

The Zambezi is significant not just because Zambia derives her name from it, but also it is the largest river in the country. As it flows between Zambia and Zimbabwe to the south, the river drops over a long gorge, called the Victoria Falls. The Victoria Falls, locally known as the Musi o tunya (smoke that thunders) by the local people, is one of the most spectacular of the world's natural wonders. It was made known to the people of the North by the missionary traveler David Livingstone in the mid-1850s. During its peak in April, water flowing at 620, 000 kilolitres a minute plunges over 1, 700 metres rim is a series of grand cataracts, throwing up a cloud of spray which produces an eye-catching lunar rainbow in its background. The Falls is the best known feature of the mighty Zambezi river.

Yet another feature of the Zambezi is the man-made Kariba dam. The lake is shared by both Zambia (Siavonga town) and Zimbabwe (Kariba town) to the south. The construction of the Kariba dam begun in 1956 and was completed in 1960.

The Kafue River runs along the west-central part of Zambia, dividing west from east, while the Luangwa River runs along the eastern side of Zambia. Both rivers adjoin in the Lower Zambezi region to continue as the Zambezi River into Mozambique. These rivers support a supreme collection of wildlife which is tapped by the tourism industry through the Luangwa, Kafue, Lochnivar and other

National Parks. In addition water transport, fisheries, water and hydroelectric power projects are being developed along these rivers.

The major lakes include Tanganyika, Mweru, Mweru-Wantipa, Bangweulu and the human-made Kariba. Other lakes include those in the “Great Lakes” area like Lake Bangweulu, Lake Mweru and Lake Tanganyika which create a gateway for countries in the central belt of Africa namely Burundi, Rwanda, Democratic Republic of Congo, Tanzania and others into Zambia. An unusual side-effect of links to the “Great Lakes” is the current situation of refugee influx from the various countries into especially Northern and North-Western provinces by this route. In addition to rivers, lakes and rainfall water sources, ancient rocks beneath the soil hold up unseen sponges and reservoirs called aquifers. These aquifers are found all over the Zambian plateau and are a good potential source of water.

1.4 Water Management in Zambia

Zambia’s first serious survey of its water resources was carried out by Dr Frank Dixey, a geologist in the colonial service in 1938, (Hobson, 2001: 48). He requested for the expenditure of 135,000 English pounds over a five year water investigation and development. This project was funded by Colonial Development and Welfare Fund, predecessor of the Commonwealth Development Corporation. When war broke out in 1939, it stalled normal development plans until 1947 when a development plan for Northern Rhodesia was made. This plan was based on the principle “to provide on a modest scale, the bare essentials of social and economic services which all sections of the community require.” Water was considered a bare essential; therefore the new wells, boreholes and small earth dams were constructed for communities.

In the first Ten-Year Development Plan of 1947, there was provision to improve the recording of rainfall, flood levels and river flows, to find sites for dams and

weirs, to define underground water resources and explore possibilities for irrigation. This work still continues to today.

1.4.1 The Water Potential

Although Zambia sometimes faces lean years due to drought, it has far longer stretches of big perennial flowing rivers than either Tanzania to the north or Zimbabwe to the south. In fact Zambia owns 40 per cent of the rivers and lakes of Southern Africa. (ZNTB 2002) It has Kariba, Itezhi-tezhi, Bangweulu and Lake Mweru. Some of the huge potential of Zambia's rivers and lakes has been realised at Kariba and Kafue, harnessing the raw power of water as it runs down the plateau towards the sea. Other developments such as fishing, tourism and water transport are still in their infancies. Despite all this water Zambia has yet to develop an organised irrigation system for agricultural use particularly that Zambia continuously fails to feed herself.

The vast underground reserves of water or aquifers all over Zambia have to be replenished as the demands upon them grow from the prodigious thirst of Zambia's cities. Lusaka the capital city is where George Compound complex lies. George complex depends on underground water for its rapidly expanding population.

ZAMBIA

Rivers and Lakes



Figure 2

1.5 Institutional Framework of George Complex

George complex consists of seven “compounds” or residential settlements. Sprawled over an area of 4,772 square kilometers, George Complex is comprised of George, Soweto, Kizito, Desai, Chikolokoso, Lilanda site 5, and Paradise peri-urban settlements. It is one of the largest complexes in Lusaka. Like all other peri-urban areas in Lusaka, George Compound is densely populated. It has a population of 120,000 people.

George Compound Complex was developed spontaneously as a squatter settlement in the 60's. The name George is derived from George Scott, a doctor who owned the land on which George Compound Complex now exists. It was legalised and upgraded in the 70's. It has since grown very rapidly often outstripping its services, water among them.

The Lusaka City Council realised that residents of George Complex were in constant danger from cholera and other diarrhoeal diseases caused by contaminated water drawn from shallow wells. The mortality from cholera was 7 per 1000 in George Complex, compared to 3 per 1000 for the rest of Lusaka. As a response to this, the water sector was re-organised. Because of its massive area, George Complex has been demarcated into eight independent water supply areas, to ease its management. (See, figure 3.)

1.5.1 Water Supply and Sanitation

During the 1960s and 1970s water supply to George Complex consisted of self- help schemes together with a limited number of stand posts provided by the Lusaka City Council. These stand posts were regularly vandalised and poorly maintained resulting in frequent breakdown in water supply. (Figure 4). The community was forced to look for alternative sources of water from seasonal shallow wells and from taps in nearby Matero Township.

Although the community sometimes perceives that water from shallow wells is safe, cheap and convenient, experience shows this is not so. Water from shallow wells not only costs more in money terms, but also in loss of health and life. The proximity of pit latrines exposes shallow wells to pollution with human waste. The contaminated water carries water borne diseases such as diarrhoea, cholera and others.

The problem of unsafe water from shallow wells was highlighted in 1991 when several major outbreaks of cholera occurred in Lusaka, with the highest mortality rates in George Complex. As part of the cholera response, the Zambian government harnessed several partners to the water sector.

1.5.2 Japanese Grant Aid

At the request of the Zambian government, the Government of Japan through its Japan International Cooperation Agency (JICA), conducted studies and subsequently identified a project to help plan for water supplies in George Complex. The project identified needs which were phased as follows:

Phase I - George with highest incidence of Cholera

Phase II - George and Soweto areas

Phase III - George, Chikolokoso, Paradise and Kizito

Phase IV - Chikolokoso, Paradise, Lilanda 5 and Desai.

In order to help the water situation in George Complex a basic design team from JICA recommended that:

- a. Communal taps be provided to supply 35 litres of water per capita per day;
- b. Water sources be ground water from boreholes; and
- c. The water supply system is sustained through user fees paid by the community.

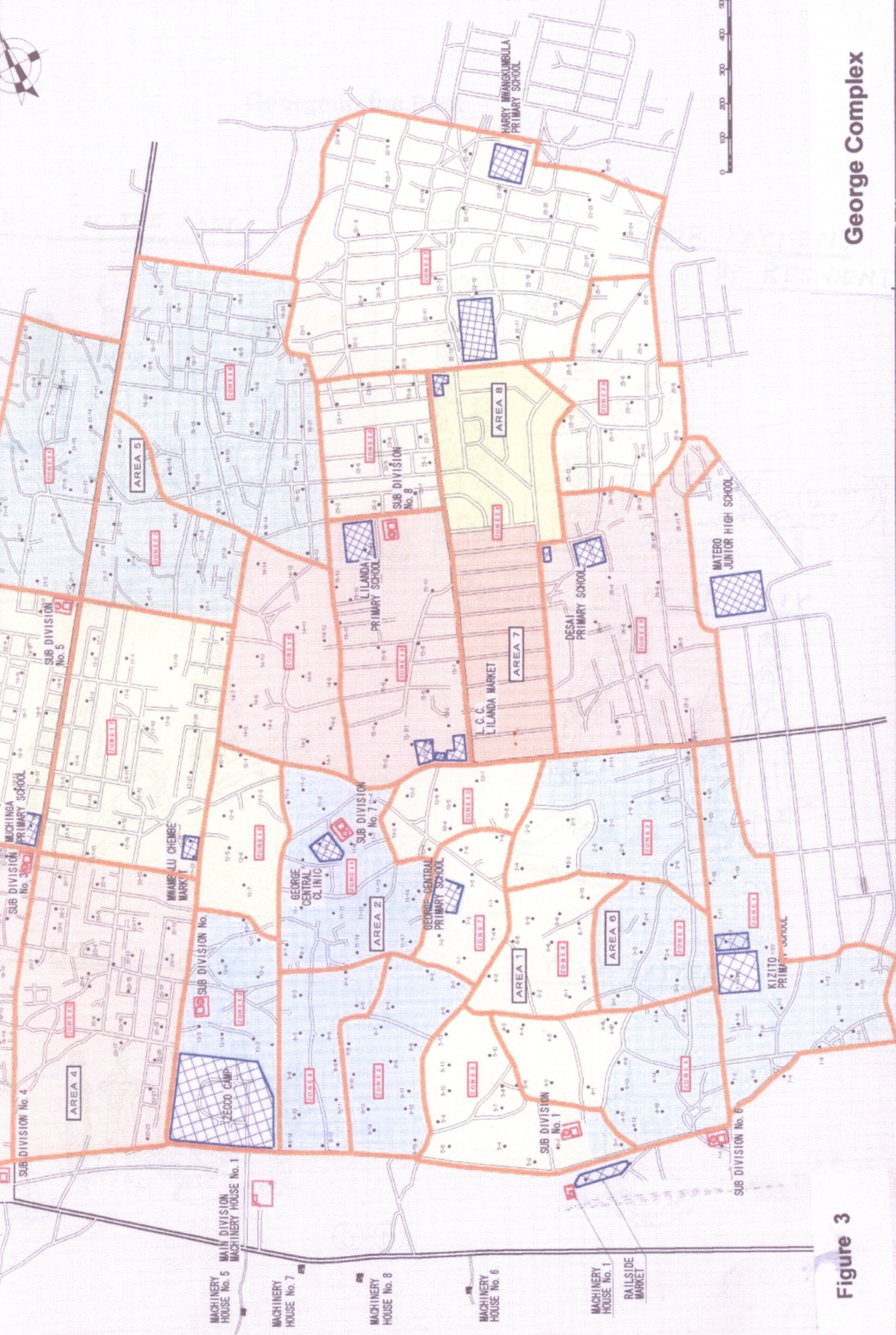


Figure 3

George in the Past

IN THE PAST.



① ②

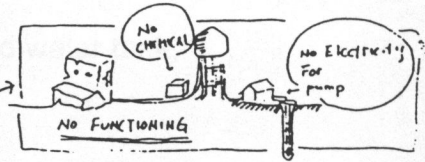
ENOUGH
COST
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POOR
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POOR PAYMENT BY RESIDENTS



NO WORKER
TO OPERATE &
MAINTAIN
FACILITIES

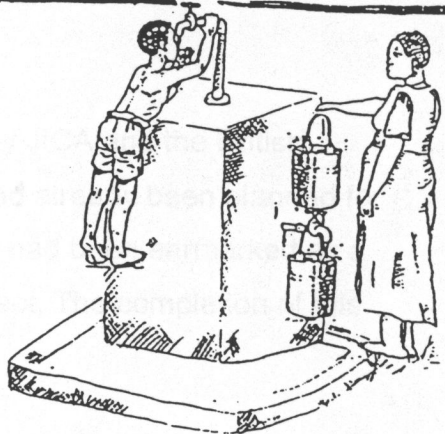


WASTELANDISM & THEFT.

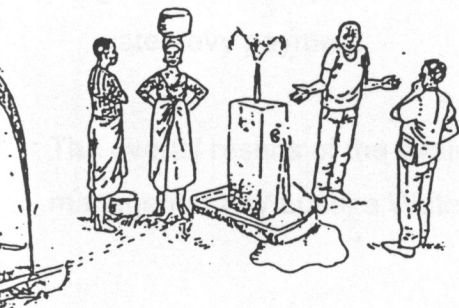


③ ④

ROUGH USE OF FACILITY



6 MONTH LATER



⑤ ⑥

1 YEAR LATTER.

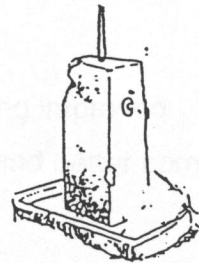


Figure 4

The first phase of the four-phase water supply project came into being in July 1995. The second phase was completed in July 1996, while the third phase was completed in 1999 enabling 100,000 people to have access to adequate, stable and safe water supply.

The elaborate water supply infrastructure is made up of an independent water supply system (Figure 5) which consists of:

- a. a bore hole,
- b. transmission pipeline from the borehole to an elevated water tank,
- c. water treatment facilities,
- d. an elevated water storage tank (300 cubic metres),
- e. distribution pipes and
- f. public faucets, including laundry facilities.

In December 1996, an evaluation was conducted by JICA and the British Overseas Development Agency. This evaluation had already been planned for during the early preparatory phase of the project. It had been earmarked as a mid-term review after the second phase of the project. The completion of this project was dependent on a JICA condition that:

- a. the Project facilities were properly operated and maintained by LWSC.
- b. management of the Project was stable and efficient, and
- c. the community was participating in the project to prevent vandalism and guarantee sufficient cost recovery for operation and maintenance through water levy payment.

The overall results of the evaluation were positive indicating improved management by Lusaka Water and Sewerage Company and better community

involvement. This meant that JICA could continue the project as previously planned, proceeding with the project into third and fourth phases.

1.6 Roles and Responsibilities

1.6.1 Lusaka Water and Sewerage Company - George Division

Lusaka Water and Sewerage Company (LWSC) are responsible for the overall management and operations of the George Water Supply System. LWSC ensures that installations meet the required legal standards, provides technical and legal advice and approves for future water scheme development. George Division has three sections; Engineering, Accounts and Community Development. (See figure 6).

The Engineering section is responsible for operations, maintenance and monitoring of water supply facilities. Technical support is also provided by the Engineering Department to ensure adequate groundwater levels and appropriate water treatment.

The Accounts section registers tap users, collection of user fees and maintaining accounts.

The Community Development section is the key facilitator between the community and partner agencies. It provides assistance and consultation for community participation in the planning and implementation of services. A number of committees under the George Resident Development Committee have been formed. These address the issues of roads, security, finance, discipline and water. (See figure 7) The water sector has committees with important functions.

1.6.2 The Community

Taking into account the past experiences of poor cost recovery, poor organisation and maintenance of water supplies and high levels of vandalism, the current project has made efforts to maximise community participation.

near quarter

y sector

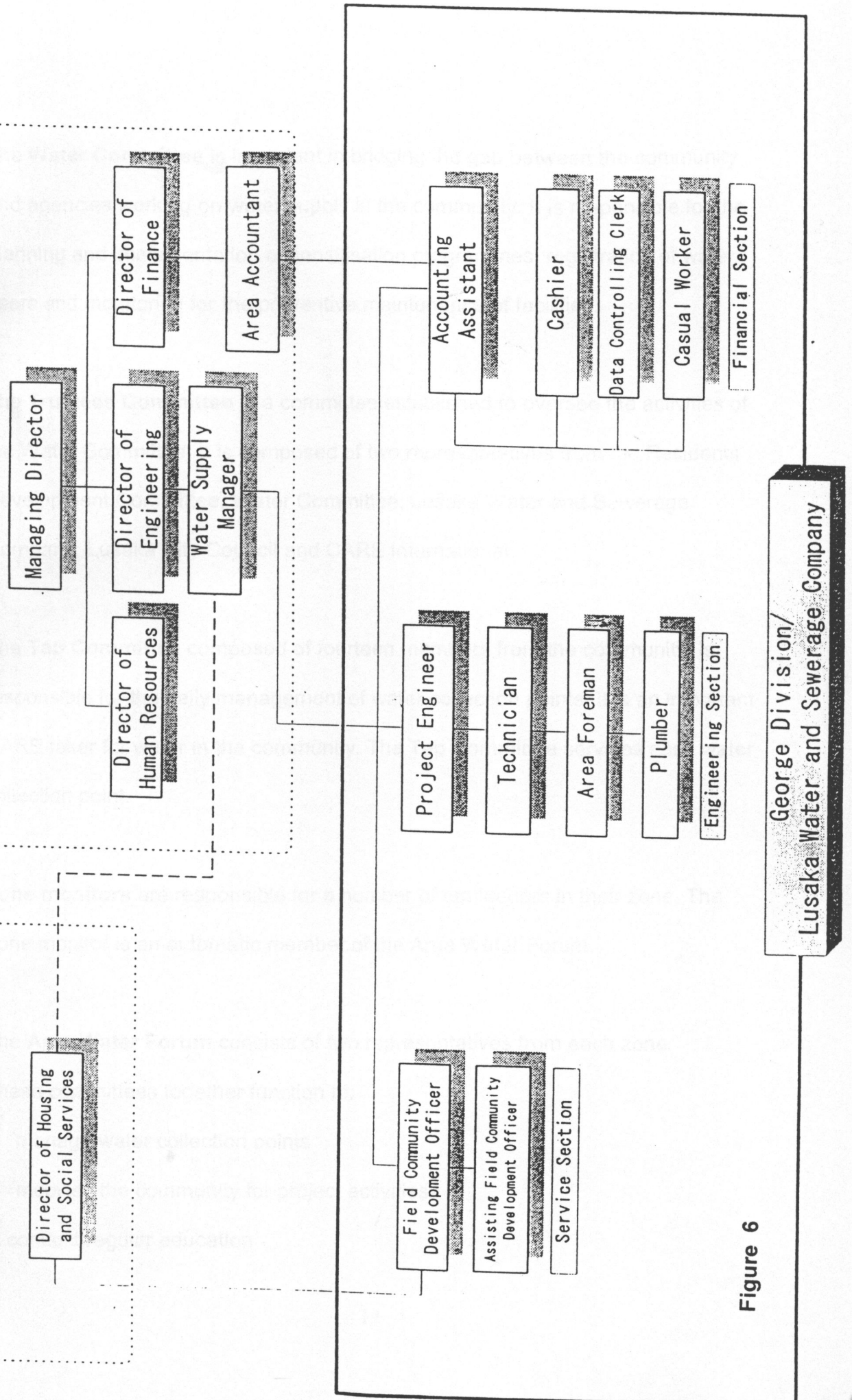


Figure 6

George Division/
Lusaka Water and Sewerage Company

The **Water Committee** is important in bridging the gap between the community and agencies working on water supply in the community. It is responsible for the planning and implementation of sensitisation programmes, registration of water users and monitoring for the preventive maintenance of facilities.

The **Trustees Committee** is a committee established to oversee the activities of the Water Committee. It is composed of two representatives from the Residents Development Committee, Water Committee, Lusaka Water and Sewerage Company, Lusaka City Council and CARE International.

The **Tap Committee** composed of fourteen members from the community, is responsible for the daily management of water collection points. It is an important CARE taker for water in the community. The Tap Committee services each water collection point.

Zone monitors are responsible for a number of tap leaders in their zone. The Zone monitor is an automatic member of the Area Water Forum.

The **Area Water Forum** consists of two representatives from each zone.

These committees together function to:

- a. manage water collection points
- b. mobilise the community for project activities
- c. conduct regular education

- d. conduct assessments
- e. implements decision-making
- f. prevent vandalism and
- g. facilitate cost recovery.

1.6.3 Other Partners and Agencies

The Lusaka City Council (LCC) is the arm of the Ministry of Local Government and Housing charged with the CARE of the urban and peri-urban environment of Lusaka. It is currently focused on peri-urban infrastructure development and poverty alleviation. It encourages partnerships in Area Based Organisations in peri-urban settlements. LCC is in charge of land, drilling rights and all infrastructure development.

The **Residents Development Committees (RDCs)** were formed to improve the environment and livelihood in peri-urban areas. The RDC is a mechanism to enhance community participation, in terms of decision making, planning, financing, implementation and monitoring of projects. The RDC is made up of 10 members of the community and has the following responsibilities: a. supervise operations and financial management, b. approve disbursements of water scheme funds and c. hire water scheme staff and make policy decisions on the water scheme.

Since 1995, other agencies in addition to JICA are involved in supporting the George Complex Water Project. These agencies include the Department for International Aid (DFID) from Britain and CARE International who supports capacity building for the community based organisations.

CARE International supports the enhancement of community participation through a programme known as **George Community Empowerment Programme (GCEP)**. CARE International plays a facilitatory role and supports capacity building for better financial management, health and hygiene.

The main objectives of the community component are to improve the management and utilisation of water in George Complex by partnering Area Based Organisations (the community), Lusaka Water and Sewerage Company and Lusaka City Council. GCEP has a life span of three years, 2000 –2003 and is involved in the following activities:

- a. conduct of baseline surveys and participatory appraisals,
- b. maintain the information and database following participatory appraisal and needs assessments,
- c. builds capacity in the community for Area Based Organisations and water management,
- d. conducts education campaigns.

One of the surveys conducted by CARE International / GCEP to assess the impact of the current water project indicates major improvement in general welfare of the community. The following findings were documented:

- a. distances and time spent in fetching water for domestic use have been reduced, which gives women and children more time for other activities.
- b. water from the water project works out cheaper than water collected from other sources.
- c. there is a general decrease in the incidence of water borne disease.
- d. George Division appears to have the capacity to manage, operate and maintain the water supply system,
- e. financial management is sound, and
- f. vandalism is no longer a problem.

CHAPTER 2

Attachment to George Compound Complex

2.0 Attachment Setting

The peri-urban settlements of Lusaka are a major development challenge for Lusaka City Council in as far as infrastructure development and poverty alleviation goes.

Set in a densely populated, fast growing unplanned peri-urban settlement situated west of Lusaka, the Lusaka Water and Sewerage Company (LWSC), George Division Water Project is a relatively elaborate peri-urban water service. The project has tall modern concrete water tanks towering above all other structures. Management has modern offices. Aesthetically, George Division Water Project competes well with executive offices further down-town.

Lusaka is the capital city and is the largest of the 3 major cities of Zambia. The capital city has 1.1 million people who live in it, according to the 2000 population census. As a result of rapid rural urban migration soon after Independence in 1964, the cities particularly Lusaka, had to accommodate an influx of migrants from rural areas. As a result several peri-urban settlements developed in and around Lusaka. Among these settlements is George Compound Complex which has seven compounds, including George, Soweto, Chikolokoso, Paradise, Kizito, Lilanda 5 and Desai.

The City of Lusaka originally derived its water from ground water, using small diameter boreholes. A series of ground water augmentation projects were set up in the 1940s up to 1965 when the Kafue River Treatment Plant was developed as an alternative water source for Lusaka. By the end of 1968, the total amount of

water available for Lusaka was 78,100 cubic metres. The Kafue water project added 110,000 cubic meters of water per day to Lusaka City water supply. Lusaka's ground water sources today stand at 100,000 cubic metres per day.

The current average water production capacity from both ground water and surface water sources is estimated at 200,000 cubic metres per day, each source contributing to about 50 per cent of the production. The current production levels of water are still not able to meet the water demand of Lusaka.

This project is the result of a four month attachment to the George Division of the Lusaka Water and Sewerage Company (LWSC), from August 20 to January 6, 2002. Lusaka Water and Sewerage Company is responsible for the overall management and operations of the George Water Supply System.

The three primary development partners in peri-urban development, namely the community, Lusaka City Council and supporting donors try to work together to ensure that the water supply is well managed.

2.1 Purpose of the Attachment

Although the water sector has thankfully become one of the more vibrant sectors in Zambia, a great deal still has to be done for water development. A number of supporting partners, such as Japan International Corporation Agency, (JICA) United Nations Emergency Children's Fund (UNICEF), CARE International, to name a few, provide support for the revamping of this sector.

LWSC, George Division plays a key role in the community water management of George Compound Complex. Water is not just a basic human right, it also constitutes people's livelihood. In short, water is life. Although water is so important to our lives, many people have no access to adequate supply of safe water. The demand for water is rising faster than the growth of the population.

This demand can be met either by exploiting new resources of supply or by improving existing delivery systems.

The gloomy picture of the rising demand is experienced more in squatter settlements in Zambia. The settlements are unplanned, overcrowded, creating pressure or serious shortages of amenities such as water. People have resorted to digging shallow wells in their backyards. This source of water is usually unsafe due to its proximity to pit latrines. George Compound Complex, one of the largest peri-urban squatter settlements in Lusaka, experienced a series of serious outbreaks of cholera during the 1991 rainy season.

Today, however, George Compound Complex enjoys an elaborate safe water supply system built through JICA.

The concern of the student is that despite the provision of adequate safe water to George Compound Complex, a significant number of its residents have maintained and continue to use shallow wells. If anything more shallow wells are still being dug. Residents seem to shun safe water from stand pipes provided by the project, thereby defeating the whole purpose of improving the health of the community.

The attachment to the George Division of the Water and Sewerage Company provided the student with the opportunity to put into practice a number of communication for development concepts, learnt earlier in the course work, namely:

- a. The application of modern research concepts and methodologies, ranging from the design of questionnaires, field work, in depth interviews, focus group discussions, data analysis, and use of the Statistical Programme in Social Sciences (SPSS), report writing and editing and adult participatory methods for training;

- b. Communication channels which exist among the key players, namely the community, LWSC and partners in the quest for effective water management;
- c. Participatory approaches, to ascertain the type of community participation which exists in George Compound Complex to effect good water management practices. In addition, to assess mechanisms in use for water management and the adequacy of these mechanisms;
- d. The common causes of conflict and conflict resolution mechanisms; and,
- e. To contribute to other communication for development needs of the community, in particular how to set up a Community Radio Station as a tool for development;

2.2 Justification

Water is a matter of life and death. The gap between theorists and advocates about community participation and what is seen to be necessary and practical by those charged with managing water supply in a developing country is big. As a student of communication for change, it is vital to experience both aspects in order to help identify practical approaches to participation

The elaborate water supply system in George Division is an encouraging development, but does not preclude several problems experienced by the community. This attachment to George compound examined a number of them:

- a. The level community participation in addition to the official committees and payment schemes;

- b. Community education concerning social services, in particular the water supply system;
- c. The cost of water and poverty;
- d. Socio-cultural effects on water management;
- e. Co-ordination of the community, agencies and LWSC George Division Water Project, and,
- f. Sustainability and the future of the LWSC George Division Water Project.

LWSC George Division is actually a company in partnership with the community. The student perceives an ideal organisation for attachment to learn how communication for development can help bring about genuine participation and partnership. On the basis of the experience and findings, the student will analyse and recommend effective approaches to projects involving community water management, which agents of change can use in future. ~

2.3 Statement of the Problem

Prior to the starting of the water supply project by the Japanese in 1995, George Compound Complex's water supply scheme had been dogged by many problems. The facilities that had been supplied by Lusaka City Council were abused and vandalised because of lack of ownership by the community. The entire water supply system was poorly maintained because of poor recovery of the operational and maintenance costs. As a consequence the system became unreliable. People resorted to digging shallow wells in their yards next to pit latrines, thereby exposing themselves to communicable diseases.

A new state of the art water system was built with the assistance of Japanese government through JICA. From the beginning of the new project, the importance of involving the community in the project implementation and operation was recognised. Despite this, a significant number of residents seem to shun safe

water provided by the project. They continue to use shallow wells thereby defeating the whole purpose of improving the health of the community by the provision of safe water. It only takes one contaminated shallow well to get an epidemic disease like cholera erupting.

The attachment to George Compound Complex was also prompted by the following problems:

- a. Other than the Lusaka Water and Sewerage Company, there are also three other major players, Lusaka City Council, CARE International / GCEP and the community. This situation lends itself to the legal question of the project ownership. What problems therefore do the George Compound Community face in attempting to **genuinely participate** in the water Management?
- b. How well do the four groups communicate and interact to ensure efficient water management?
- c. Water is a basic human right. George Compound Complex is a poor peri – urban settlement. Water has a cost. How is this cost determined in order to sustain the project?
- d. The composition of George Compound Complex is not homogenous. People come from different backgrounds. What is the socio-cultural impact on effective water management?

2.4 Objectives of the Attachment

The objectives of this attachment were:

- a. To assess the level of “community participation” in the George Compound Complex Water Supply Project, in terms of Communication theories and practices.
- b. To assess the co-ordination among the four key actors, community, LWSC, LCC and supporting partners such as CARE International and JICA.
- c. To utilise the opportunity to practice theories learnt in class, in a real setting.
- d. To assess the socio-cultural impact, including gender, of the heterogeneous community on water management.
- e. To conduct specific duties for the purpose of learning and contributing to the effective community /agency water management.

2.5 Methodology

The main assumption in practical attachments is that they provide opportunities to put into practice the theories the communication student learns. This student therefore was involved in most of the water management activities of George Compound Complex during the period of attachment.

2.5.1 Methods of Data Collection

Due to the dynamic nature of George Compound Complex there was a deliberate approach to use a mix of research approaches to gain as much information as possible from the different stakeholders. These included:

- a. Conducting in-depth interviews;
- b. Holding focus group discussions;
- c. Attending scheduled meetings;
- d. Attending workshops;
- e. Administering structured questionnaire;
- f. Studying documents;
- g. Attending lively community court sittings; and,
- h. Utilising personal experience.

a. In-depth interviews

Officials at LWSC George Division were interviewed. The three project managers were consecutively interviewed and provided the main source of information. There were three transfers of project managers within a period of four months.

Also interviewed were the two Community Development Officers from the Lusaka City Council. The daily interaction with staff at LWSC George Division and LCC provided an opportunity for the student not only to learn, but also to contribute to the problem-solving process. The problems of George Compound Complex, can range from what appears to be minor issues such as differences over a water container, to cultural issues such as witchcraft related to water practices.

Other officials interviewed included the management team at the Main LWSC and members of the Water Tap Committee, including the chairperson.

b. Focus Group Discussions

Focus Group discussions were also held with community Water Committees and their subgroups such as Tap Leaders, who provided information on how they operate and interlink with other stakeholders.

c. Scheduled Meetings

Several meetings at various levels from the Health Committee based in George Compound Complex to the Implementation Transition Team (ITT) which meets at CARE International Headquarters in Olympia Park. The ITT is comprised of LWSC, CARE Prospects, LCC, church representatives on George Compound Complex and the chairperson of the Water Committee. This Committee provided the information on policy such as the constitution that guides water management processes.

d. Workshops

A number of workshops, related to water management were conducted by stakeholders for the community. The Engineering Department of LWSC facilitated a Pump Attendant's workshop to impart technical skills and provide information on roles and responsibilities to local pump attendants.

e. Structured Questionnaire

The structured questionnaire addressed the following area:

- i. Vital information on each person interviewed;
- ii. Water practices;
- iii. Cost of water;
- iv. Organisation and election of Water Committees; and,

v. Quality of water.

Ten users from each section were randomly chosen at the stand pipes. Altogether 80 questionnaires were administered, ten in each Water Area. In all, eight Water Areas were visited. The questionnaires were allocated, among five people, the principal researcher and four research assistants from George Compound Complex. One research assistant was a university student; two were students from Evelyn Hone College and one a retired civil servant. The research assistants and principal researcher asked the questions and recorded the answers. The four research assistants' field work was paid for by LWSC George Division.

Ten users in each section, already at the stand pipes fetching water, on the days of the interviews, were randomly chosen. Every third water user was questioned. There were no refusals. All water users approached willingly responded to the questions asked.

The questionnaire was pre-coded to facilitate analysis with the SPSS programme.

f. Documents

Numerous documents were made available by LWSC, LCC and George Division. These provided excellent contextual, procedural and technical information for the final report.

Examples of the most important ones include:

“The Water Supply and Sanitation Situation Analysis Report” - Issues, Constraints and Possible Options, LCC, September, 1999.

the LCC “Report On The Evaluation Of Residents Development Committee”
1995,

LCC and CARE Zambia “Institution Building and Local Governance Related
to Development in Zambian Peri-urban Settlements”; Summary of Key
Findings and Recommendations, July 2001

“The Water Supply Project In Satellite Area Of Lusaka Under Japanese Grant
Aid–Project Summary “Progress Report, Phase II No.1 August 1995;

“Partnership Agreement Between Lusaka water and Sewerage Company and
GRDC Water Committee,” October 1997 and,

“Ministry of Energy and Water Development, National Water Policy”
November, 1994.

g. Attending Community Court Sitings

Lively community courts were held in order to bring to book offenders who
violated policy and guidelines related to water management. The student
attended some of these. Most cases were handled well. The most significant
disparity during these court sessions was the gender inequality and power
imbalance, with the men sometimes making decisions biased by their
expectations based on gender roles rather than the real issues.

h. Personal Experience

The student used the opportunity provided by all stakeholders, not only to learn,
but also to contribute to the water management process. The practical
attachment provided an intensive participation programme working on a rotative
basis with:

- a. The management and staff of LWSC George Division
- b. The Water Committee of George Resident Development Committee and its subcommittees;
- c. The Lusaka City Council community development office by Carefully collecting data and recording the process; and ,
- d. The main LWSC office and other partners such as CARE International, to gain an overview and insight to the concepts behind the community participation.

2.5.2 Data Analysis

In keeping with the multi-pronged approach to data collection, data analysis was also multifaceted. In-depth interviews were analysed according to the responses of how stakeholders perceive of water management issues. The process of analysis was a deductive one.

Focus group discussions, community courts and meetings provided information which was largely spontaneous except for a few responses, which might have been biased by the presence of the student. Again analysis was sometimes direct and other times deductive.

The structured questionnaire was scientifically analysed using the computerised and precoded Statistical Package for Social Sciences.

Personal experience, documents, meetings and in-depth interviews also provided direct information and where not, indirect inferences could be made.

The data was categorised according to:

- a. Contextual information;
- b. Conceptual, technical and organisational information;

- c. Issues of Community participation in water management;
- d. Socio-cultural issues impacting on water management; and,
- e. Poverty and the cost of water.

2.5.3 Feedback mechanisms

Given the complex inter linkages among stakeholders in the water management activities of George Compound Complex; the student was just one more in this intricate setup. As a result the student was aware of the need to exercise transparency and diplomacy. Feedback was an essential part of the process. This was provided at every opportunity in the following manner:

- a. Written feedback, such as reports to all stakeholders for activities in which the student took the lead. As a result of this the student influenced the format of Water Committee meeting minutes which are now written in a more user-friendly format.
- b. Immediate oral feedback was provided by the student during meetings.
- c. The design and presentation of “certificates of attendance” to the Peace Building and Conflict Resolution Workshop was positive feedback. This came about following a complaint raised by the community on the numerous workshops they attended without recognition.
- d. The student requested for written and oral feedback on the Peace Building and Conflict Resolution workshop to enable the participants express themselves back to him, as a part of the two- way feedback.
- e. The final report of this attachment will be disseminated to all stakeholders, at a feedback meeting or workshop planned for the end of this work.
- f. The student has been made honorary member of George Compound Complex community. He has been invited not only to attend water management meetings, but also participate in other development

projects such as the proposed community radio project, which he suggested to the community.

2.6 Literature Review

2.6.1 Community Participation

Participation of the community in the decision-making process and the execution of programmes in their areas of domicile ensure that the intended programme meets local needs and are relevant to the community. If the community is fully involved in the decision-making, the programme will be generally be more acceptable.

Many development agencies and organisations involved in peri-urban development have continually stated their commitment to the principle of community participation. However, not much caution has been exercised to appreciate that community participation does not become a way of making people to do what they do not want to do. It should be designed as a process of partnership to ensure that the decision-making process is shared all the way. This means from the very onset.

In George Compound Complex, efforts to involve the community in the 'new' water project started at the planning stage. This involvement was intended to eliminate inappropriate designs and anticipate unrealistic behaviour change by the community. All previous attempts to provide clean water in George Compound Complex, firstly by the Lusaka City Council and secondly by the World Bank were abysmal failures.

To promote meaningful involvement of the community in the planning, development, and management of water supplies, appropriate community institutions were first of all put into place. Individual members of the community

were furnished with information on community activities as a way of improving and strengthening linkages with the other stake holders. The role of every stake holder was clearly defined.

Comparative studies from elsewhere have shown and proved the potential benefits that can be achieved by community participation. But what exactly is community participation?

2.6.2 Defining "Participation"

The term " participation "looks so simple that one is easily led away from deeper search of what participation really stands for. Its simplicity is its own worst enemy. Chuma (2000) describes participation as one of the easiest philosophies to subscribe to and yet it is not always easy to implement. Further more, one is not always obliged to prove its success. Mbozi (2000) likens the elusiveness of participation to "democracy" and "empowerment". It changes colour, shape and other forms of description depending on who is defining or describing it.

Like the image of a kaleidoscope, participation is largely "in the eye of the beholders" and shaped by "the hand of the power holder".

Among other scholars, White has been helpful in distinguishing between the two levels of participation, pseudo and genuine participation. White (1994:17) describes pseudo participation as peoples' participation in which control of the project and decision making powers rest with the planners, administrator and the community's elite. She says that in this case the people's participation is at level of listening to what is being planned for them and what should be done.

Pseudo participation is thus domestication, in other words informing, therapy and manipulation. Pseudo participation also renders a helping hand which includes placation and consultation.

2.6.3 The Value of Participation

Uphoff (1979:281) claims that the value of participation depends upon what kind it is, under what circumstances it is taking place and by and for whom. He goes on to say that the quality of participation should be assessed in three ways: who is participating? What kind of participation? How is the participation occurring?

If participation is limited to local leaders and agency staff then participation is limited to the non-poor and will necessarily be flawed because of their desire to sustain their privilege. They are tempted to play God in the lives of the poor.

Myers (1999:148) says even if community residents are involved, CARE must be taken to ensure that the group includes all social groups, men and women, the young and the old. If they do not, those involved tend to act like non-poor in relation to the others who are not included. Leaving out any group sows seeds for future injustice and strife.

Participation can also be flawed in terms of the level of participation. Having an opportunity to hear someone else present a plan for you is a very limited form of participation. It is meaningful when it entails ownership of the process, i.e. the whole process from research to evaluation. There is a need to be concerned with how participation is occurring. For its impact to be significant, the basis of participation must be as genuine partners. The form of participation must be integral and central, not occasional and formalistic. The extent of participation must be complete and without limit. The effect of participation must be empowerment. Empowerment is, after all, one of the means of transforming the community.

In other words, full and complete participation is a form of making systematic local autonomy or self-direction real. Communities discover that it is indeed their development process that is under way and that they are capable of exercising choice and becoming capable managers. Managers of not only their own development but also of other developments which draw the community into a wider participatory process.

The George Compound Complex water development is a good example that can draw its residents into the process of decision making to the whole Lusaka community. Thereby creating a sense of belonging as opposed to isolation.

The other benefit is that the involved researchers, change agents and indeed the agency become participants in social change themselves rather than mere actors. When the agency is also “transformed” into a participant in social change, a common ground is created between itself and the community. Communication also transforms into that of “among equals” rather than from “experts” to receivers.

The emphasis and focus of the project shifts from hardware to people, from the agency to the community. Jacobson (1994:67) expresses it as a reduction of the role of the agency to a resource upon which the community draws from rather than the experts who provide answers.

This view is better expressed by Melkote and Vallath (1994:47). Leading scholars in development communication are now arguing for communication between the benefactor and the beneficiary where each side has an equal chance of influencing the other. The communication model that would be set up for this kind of interaction would be the one that incorporates among other things, multiplicity of ideas, decentralization, deprofessionalisation, deinstitutionalisation

and symmetrical exchange with interchange of roles between sender and receiver.

In the process the community becomes knowledgeable, not just about the project alone but also about themselves. The community therefore takes a greater share of responsibility in managing the project without the agency withdrawing.

Because both the agency and the community became participants in social change, their relationship grows into a strong and mutual one, the agency becomes part of the community. Chuma (2000:5) identifies the communities' participation with the people's roles and relationship in labour control and management of resources and in making decisions affecting their lives. In the process they gain knowledge and skills which become indigenous knowledge.

The acquired indigenous knowledge becomes a seed for further development. Nair and White (1994:56) attest to evidence in literature which suggest that grassroots level participation with input of indigenous knowledge leads to increased adoption of new ideas and to a development which is more equitable.

The spirit of willingness to experiment with new ideas, and build an indigenous knowledge leads to increased feelings of satisfaction amongst the people, enhancing their freedom and promoting self-help and self-reliance.

2.6.4 Failed Projects

There are several factors why many a water project like the George Compound Complex intended to improve human developments fail. One of the major factors (SADC 1998:6) is the lack of participation in the design and implementation of policies and programmes that affect the people's lives. Unless people become protagonists of their own development, no amount of investment or provision of technology will improve standards of living in a sustainable way.

Many projects are imposed on the poor because the money has been sourced and so it must be used. Sometimes the project is a “carrot” waved in exchange for a vote. As a result, the community or the so-called beneficiaries do not truly participate in the assessment of needs and identification of problems to be addressed by such effort. Their perception of problems and solutions are often overlooked, while their storehouse of information, experience and analysis is usually neglected. They are thus regarded as mere recipients, rather than as the actual creators of change and progress.

Utkilen (1990:136) tells of a water supply programme that failed due to lack of community involvement by the planners in Western Province, Zambia. The project was represented at national, provincial and local level. The project management committee, consisting of representatives of the Ministry of Health, World Health Organisation (WHO), and the Department of Water Affairs, was based in Lusaka. Lusaka is 600km away from Mongu, the project area.

At provincial level the Water and Sanitation for Health Education (WASHE) committee was composed of all government organizations with interest in water supply, health, education, social development, agriculture and local administration.

At local level the committee was also composed of health assistants stationed at the 14 rural health centers. Not a single member of the community participated at any of these decision-making bodies. It was a question of water, water everywhere but not a drop to drink. It was only after greater emphasis on community education and participation that the programme was resuscitated years later.

Yet another failure of a water development programme was experienced in Wollo province, Northern Ethiopia. Like the George Compound Complex, the project

evolved out of an emergency. It was an emergency water programme for displaced people in feeding centers during the Ethiopian famine of 1983/85. Many traditional community structures were destroyed enabling government control of the population to be strengthened through politically – appointed community representatives. The community simply withdrew from the project.

A more vivid example of a failed water project is the one that took place in Zimbabwe. The Herald (1995:1) reports that Guruve Village in Nyangavi and Mupfurutsa communal lands resisted the construction of US\$250 million German funded irrigation scheme. They even threatened to beat up anyone who visited the area in connection with the project and barred agricultural extension officers from entering their territory. The villagers claimed that the water project had been imposed on them since they had not been consulted. The Guruve district agricultural extension officer, Mr. Francis Masheyamobe however described the move by villagers as unfortunate. He said that if they continued with that stance, the project would be transferred to another district. George Compound Complex's first water project was subject to vandalism among other ills because of low community participation and lack of a sense of ownership.

It is clear from the three given examples that genuine community participation is still a long way to come despite the many claims that we have moved away from the dominant paradigm. Perhaps this is due to the fact that despite the excitement it creates and the euphoria surrounding its deeper meaning and understanding of participation has yet to be appreciated. The life of water management in George Compound Complex is a good testimony of what community participation or the lack of it, can achieve.

2.6 Limitations

The practical attachment to George Compound Complex was successful in obtaining information from a wide spectrum of stakeholders. However there were some constraints, namely:

- a. The tripartite presidential, parliamentary and local government elections were set for December 27, 2001. In an attempt to prevent violence from erupting as a result of high emotions around the elections, the George compound Complex community decided to ban all public meetings. As a result a number of workshops organised by the student and stakeholders were delayed, some postponed and others cancelled altogether.
- b. LWSC George Division had three project managers during the four month period of this student's attachment. Because of this, there was loss of continuity, resulting in duplication and gaps in the work that had to be done.
- c. As a natural consequence of the student being a "guest "and subsequently honorary member of George Compound Complex community, his status was that of an "accepted observer" to meetings, community courts and other activities. This may have biased a few of the responses obtained from residents of George Compound Complex.
- d. Funding for the attachment was another constraint. The student supported all of his own travel and activities. He however had to limit visits to George Compound Complex on some days, due to lack of funds.

CHAPTER 3

Conceptual Framework

3.0 Water Management and Peri-urban Development

Donors in consultation with city or municipality councils tend to be the initiators of many development projects in Zambia's peri-urban settlements. Development in any peri-urban area of the city such as George Compound Complex in Lusaka needs to be decentralised and yet systematically linked to an overall development plan for the city. The Zambian government has provided constitutional and policy backing to support decentralisation and mechanisms for citizen participation.

Water supply and sanitation services have continued to pose severe challenges to the city of Lusaka. While a number of institutions have adopted responsibility for the supply of water, they remain uncoordinated, and their activities in the long-term, may become unsustainable.

A number of lessons have been learnt from such past projects. Projects of the mid-1990s up to 2001 appear to have taken into consideration some of these lessons for subsequent peri-urban development:

- a. The need to encompass people from different political affiliations, social status, and ethnic groups in order to coordinate community development.
- b. The need for a body to spearhead development in low income settlements, by facilitating community participation. This led to the formation of Resident Development Committees (RDCs) or other Area Based Organisations (ABOs), which are intended to be local, non-partisan entry points for

development and empowerment. These have been extended to all peri-urban areas.

- c. The challenge to improve and renew peri-urban development. The RDCs are mandated to promote and improve the living environment and livelihood of residents. At the same time RDCs should ideally provide a voice for the communities they represent. They also provide guidance for NGOs operating in peri-urban areas, and also to central and local government. Most importantly for this attachment, the RDC or any other Area Based Organisation is a tool which enhances community participation to stimulate local development.
- d. The most effective way for external aid to alleviate poverty in peri-urban areas and gain long-term success, is to strengthen partnerships in the whole community, utilising the civil society and all stakeholders that include government and donors.

The Lusaka City Council suspended the re-election of RDCs in 1999, pending a review of the constitution governing their functions. For peri-urban settlements this meant continuing with development projects without a formal democratic structure to guide the process from within the community. Although interim management committees were appointed, efforts to bring development in general, have been hampered by the lack of a legitimate local development coordinating institution. In George Compound Complex, however the Water Committee, is so highly developed that it has the ability to fill in the gap with no problems whatsoever to the extent that it has remained the most vibrant of all Resident Development Committees. Such is the curious gap between the concept and actual organisation of George Compound Complex community.

3. 1 Water Management Approaches

The concept of community participation in water management can be categorized into three different approaches. Davis (1993:1) names and describes the three alternatives as:

- a) Agency developed – Agency managed Agency/Community developed
- b) Agency/community managed
- c) Community developed – community managed.

The first approach is where the agency develops a water supply and then operates and maintains it for the community. The only involvement of the community is to consume the water.

The second approach involves the agency and the community working together to develop a supply system. Community participation is encouraged. Operations and maintenance may be shared between the agency and the community as long as the agency is able to continue its support.

The third approach is the most common situation, in which communities develop and manage their own supplies, such as traditional water holes, dug wells and springs, without external support.

3. 2 The Case Study of George Compound Complex

The water development project of George Compound Complex evolved out of an emergency water programme to combat a cholera outbreak that claimed many lives in 1991 and 1992. According to statistics of 1994, the mortality rate caused by cholera was three per 1000 persons in the whole of Lusaka City. George Compound Complex had the highest figure of seven persons to 1000.

The high mortality rate can be attributed partly to the failure of the approach of Agency developed – Agency managed. This approach may provide an adequate water supply only as long as the water supply Agency can maintain the systems. (Davis and Garvey, 1993:2).

That is precisely what happened in George Compound Complex. The Government, which in this case was the supplying agent, distributed free water to the residents as a matter of policy. Community participation was non-existent. Because of poor recovery of operational and maintenance costs, the entire water supply system was poorly maintained. The facilities were also roughly handled and vandalized because of lack of a sense of ownership by the community. As a consequence the whole system broke down and became unreliable. The residents of George Compound Complex resorted to digging shallow wells in their yards next to their pit latrines. This exposed the residents to communicable diseases, such as dysentery and cholera.

According to Kerr (1990:7) in an acutely water secure situation, a convenient supply (regardless of its quality) is important not just for drinking and domestic purposes but also for the purposes like irrigation and building. When sheer survival is the priority, everything else, including health comes second.

The first approach (Agency developed-Agency managed) was embarked upon in order to solve the problems of the third approach where the George Compound Complex community was dependent on its own supplies of traditional water holes and shallow wells. In order to combat disease and improve the quality of water supply it was therefore inevitable to adopt the second approach, the Agency/Community developed-Agency/Community managed.

The George Division of the Lusaka Water and Sewerage Company is the agency that is responsible for looking after the hardware. The Complex has been divided

into eight water supply sections, each of which has an independent water supply system consisting of:

- a. A borehole as a water source;
- b. Transmission pipeline for water from the borehole to the elevated water tank;
- c. Water chlorinators;
- d. Water storage tanks;
- e. Distribution pipelines from the elevated water tanks to the various supply points; and,
- f. Public faucets and laundry facilities.

The role of the company is to provide maintenance, accounting and management of the project. The company works hand in hand with the Water Committee of George Residents Development Committee (WGRDC). The importance of involving the community in project implementation and operation was recognised from the very onset. The concept of community participation was introduced into the project by forming three water management committees. These are the Water Committee of the George Resident Development Committee, the Area Water Forum and the Tap Committees. The main responsibilities of these committees have been:

- a. Mobilising the community for project activities;
- b. Conducting regular education of the committee;
- c. Conducting assessment with the community and taking part in decision making in matters affecting the operation of the project;
- d. Initiating exercises for the prevention of vandalism;
- e. Facilitating cost recovery from the community; and,
- f. Managing water collection.

To enhance community participation the Water Committee has subcommittees such as the Tap Committee. The Tap Committee is responsible for the daily management of water collection points and is the overall Caretaker at the community level. Tap Committees have been formed at each water collection point. About 2,300 men and women are actively involved and participate in the day to day operations.

The elaborate infrastructure of the George Compound Complex water project speaks volumes of the value and importance of the Agency/community developed-Agency/community managed approach to effective water management. Its weakness, as identified by Davis and Garvey (1993:1) is that if the Agency withdraws its support, the community on its own may not be in a position to manage the system in the long term. Its major strength is that it is practical and participatory.

3.3 The Role of the Agency

It was decided by the Zambian Government that the community of George Compound Complex would not manage such an elaborate water supply system alone. A subsidiary company of the Lusaka Water and Sewerage Company called George Division was established to co-manage the water supply with the community. George Division comprises the Engineering, Accounting and the Service Sections. The Service Section is also known as the Community Development Section. In the case of George Compound Complex, this section is strongly supported by CARE International as George Community Empowerment Programme (GCEP). CARE International plays a facilitatory role, for community participation supporting:

- a. capacity building in financial management; and,
- b. health and hygiene.

Under the Water Supply Project in George Compound Complex the users are expected to contribute towards cost recovery through monthly water levy payments, prevent vandalism and control and manage facilities at community level.

The Engineering Section is responsible for major operations, maintenance and monitoring of the water supply facilities. The Accounting Section is in charge of registration of tap users, collection of water fees and accounting. The entire system is run by utilising collected water fees from the users in the community.

3.4 Community Participation

The level of community participation in the past water supply scheme was very low in George Compound Complex. Because of lack of a sense of ownership by the community, the facilities were vandalised and diseases remained rampant. It thus became clear from the onset of the project that community participation was vital.

In order to achieve it, an exercise of community mobilisation, education and organizing the community into community-based organization were conducted. Assessments were done using the Participatory Appraisal and Needs Assessment (PANA) methodology. Three committees were established. These are: the Water Committee of George Resident Development Committee, Area Water Forum and the Tap Committee.

The composition of George Compound Complex is not homogeneous, as people come from different backgrounds. The “community-based organization” as it is called in George Compound Complex, plays an important role to bridge the gap between the community and the agency, regarding each other as partners in the project.

The Water Committee is the highest community body in matters of water management. It has sub-committees below it, such as the Water Area Forum, the Tap Committee.

The Tap Committee has been formed at each water collection point. Each collection point consists of a set of public faucet and laundry facility. Each Tap Committee is composed of 14 members of the community. It is the Tap Committee which is responsible for the daily management of the water collection point. It also plays the role of the Caretaker of each collection point. To-date, about 2,500 residents are actively involved and are participating in the day to day operations on voluntary basis.

The George Compound Complex water supply is therefore managed through an Agency/Community developed – Agency/Community managed approach.

3.5 Achievements

The presence of an agency has facilitated the provision of a good water facility to the community of George Compound Complex. The Complex no doubt enjoys an elaborate water supply system that is perhaps second to none in Zambia's peri-urban areas. It has a state of the art facility built through the assistance from the Japanese International Corporation Agency (JICA). It also enjoys a dynamic programme of people's participation in the management of the community's water supply facility. This writer has over the years noted great improvement in the social and economic conditions of the people, and more importantly an improvement in the health of the community.

Women and children in the water supply area and its surroundings now have time to dedicate to other household chores and income generating ventures. This is a far cry from the past when women and children used to trek all the way

to Matero Suburbs in search of water. The water vendors who used to charge exorbitant prices for a bucket of water have disappeared into oblivion. More importantly, there is a general improvement in the health of the community. George Compound Complex, which was a constant sufferer of epidemic diseases, has not experienced any outbreak since 1995. There has been no case of vandalism reported on the constructed water supply facilities.

The success of George Compound challenges the theories that have been put across concerning the independence of communities on projects. Many a scholar, including Gerald (1994:31) have recommended and propounded that local communities should reduce dependence on external support whenever, they are involved in Agency/community-Agency/community managed projects to the extent of eliminating the dependency completely. This writer finds this recommendation unrealistic and impractical.

It should be remembered that most communities in resettlement compounds such as that of George Compound Complex are poor. Niki (2000:31) states that the poor lack the ability to improve their livelihood due to their extremely vulnerable and weak position. In addition, they lack bargaining power to negotiate with the rest of the community and authorities. Niki further points out that these deficiencies at individual level have tended to be as a result of external adverse circumstances or forces such as lack of employment, education, health CARE, and physical amenities or facilities.

In its 1992 report '*The Status of World Rural Poverty*' International Food and Agriculture Development (IFAD) states that the poor are kept out of the decision-making process in various ways: they are powerless in job selection and consumption. They are also isolated geographically as well as socially.

A water programme has the potential to act as a catalyst for change. The process of organizing the implementation of water projects and long-term

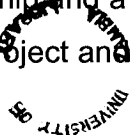
management of water supplies can be a starting point from which further development initiatives might flow. (Davis and Garvey, 1993:5).

A water supply system such as the one at George Compound Complex is a development that has come to the community. Not only should it be looked at as an investment that has come with professional services and jobs for the community but also as a lever for bargaining. For example it is the guiding policy of the community that the pump attendants and the plumbers are all recruited from the George Complex Compound community. Already these have become experts. This policy therefore provides an opportunity for the community to be involved and be included in the decision making process on a larger scale.

It should be realized that the hardware in form of pipes and other accessories require replacement after a while. It is unrealistic to expect the community such as the one from George Compound Complex to continue running the system efficiently without external assistance. An improved supply still requires final technical back-up from an external body, even if the regular operations and maintenance can be managed by the community itself. Complete elimination of dependency on an agency just for the sake of ownership relegates the same community into isolation from the main stream.

Men, women and the young people in the community participate fully in all stages of planning, decision making, implementation and evaluation of project activities. Genuine participation also means the empowerment of all stakeholders of the community to contribute actively to the decision-making process of the project in total.

It is this quality of participation that ultimately, creates a strong sense of community belonging, ownership and a sense of community responsibility towards every aspect of the project and its sustainability.



Furthermore, as Niki (2000:44) points out that total bottom up approach never guarantees the funding of projects based on the identified needs. What is required is to improve and ensure that community participation is genuine. What really matters is the quality of participation.

In the process the community becomes knowledgeable, not just about the project alone but also about themselves. The community therefore takes a greater share of responsibility in managing the project without the agency withdrawing.

Because both the agency and the community became participants in social change, their relationship grows into a strong and mutual one, the agency becomes part of the community. Chuma (2000:5) identifies the communities' participation with the people's roles and relationship in labour control and management of resources and in making decisions affecting their lives. In the process they gain knowledge and skills which become indigenous knowledge.

The acquired indigenous knowledge becomes a seed for further development. Nair and White (1994:56) attest to evidence in literature which suggest that grassroot level participation with input of indigenous knowledge leads to increased adoption of new ideas and to a development which is more equitable.

The spirit of willingness to experiment with new ideas, and build an indigenous knowledge leads to increased feelings of satisfaction amongst the people, enhancing their freedom and promoting self-help and self-reliance.

3.6 Gender Sensitivity

White's critical observation is more pronounced in water development programmes, particularly when it comes to women. SADC (1998:6) stresses that human development should put people's empowerment at the centre of development. It should recognize that not much can be achieved without the

improvement in the status of women and opening up of opportunities to them. Despite the fact that women are the main collectors and users of water, they are often left out of decision making when water issues are planned or discussed. The ratio of women's participation on all the three committees is five men to two women.

Elmendorf and Isely (1990:13) observe that the choice of water for drinking, cooking, laundry, bathing and other household function is a result of women's careful decisions based on what they have learned from their mothers and grandmothers, and in their observation of the costs and benefits of any change.

They stress that any planned change in water availability should be based on information about the present knowledge attitudes and practices of women.

Water is a woman's business. In resettlement areas like George Compound Complex, women start as early as 10 years of age the activity of gathering water for the household. Dufaut (1990:30- 33) says carrying water is the most arduous of tasks in rural and peri-urban areas of developing countries, a task which is usually carried out by women and children. She bemoans that many projects have been developed, but few are concerned specifically with the health effects of carrying heavy loads of water over long distances.

Carrying heavy loads over long periods of time can result in damage to the vertebral column. In normal physiological conditions, the vertebral column is resistant and can support great strains, but this changes as people age. A major problem arising from carrying water is the early ageing of the vertebral column. Why then are women left out of decision making when the management of the water development is discussed? After all are not they the managers of water in the home?

The situation is made worse by the fact that the absence of women on water projects is unlikely to attract donor finance. So women are usually included as a way of legitimizing a programme, particularly when the donor is “dangling the carrot of assistance”. Furthermore, even within the community itself the inclusion of women in the project is at the expense of men.

Davis and Garvey (1993:67) relate a story in India about a village meeting in Bangu, East Mamprusi District. Discussions on siting a well were nearing completion. The meeting had decided on a site in a valley. Then, almost as an afterthought, the extension worker asked the women for their views. Gradually they spoke up and pointed out that the men had chosen the valley site because they knew that it was going to be easier for them (the men) to dig a well at the valley site than at an alternative, but nearer site. If the well were dug in the valley, women would have to carry water uphill everyday; the journey from the other site would be shorter and less steep. Despite the fact that women fetch water for men, the issue of the long-term burden of carrying water did not arise. Men were looking at the short-term ease of digging the well.

A growing body of empirical evidence, however, suggests that both the sustainability and impact of project can be positively affected by proper attention to gender perspective in user participation. Gender must be perceived as a specific parameter of socio-economic analysis. Women and men have different roles and responsibilities in society and, consequently their demands for goods and services also differ. A particular concern is that women continue to be excluded from decision making. Often their involvement is limited to mandatory representation, for example on user committees, with the inherent danger of increasing demands on women's time without actually giving them a voice.

www.wsp.org (2000:1)

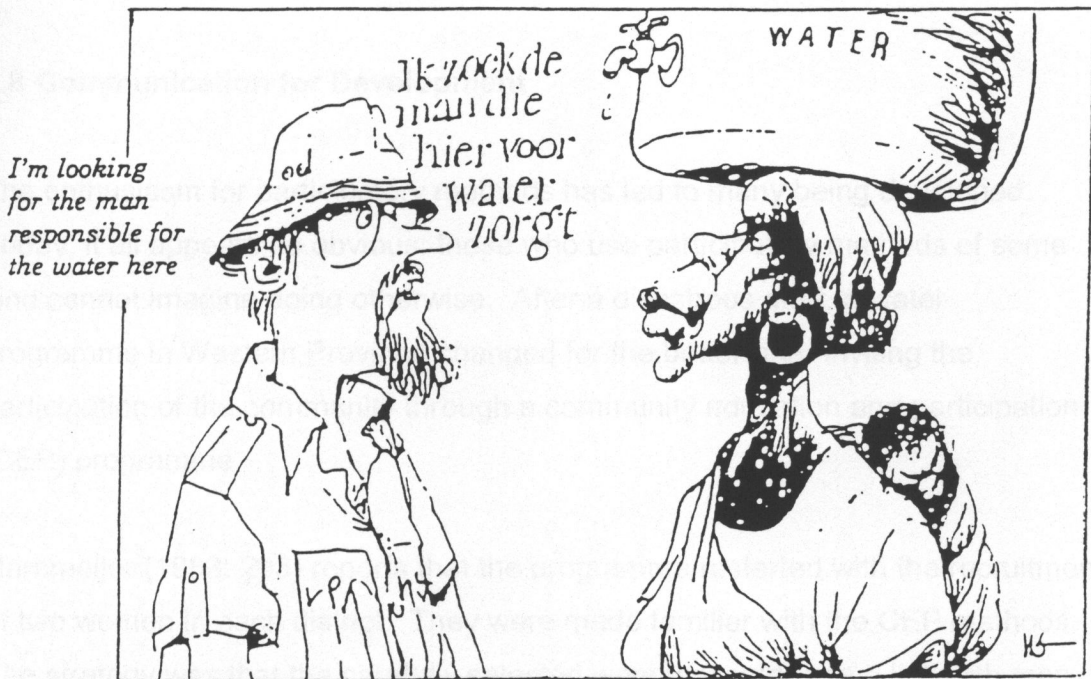


Figure 7 Kind courtesy of SNV, Monitoring and Evaluation Guideline, March 1995

3.7 Poor Communication Methods

Even when there is a political will to involve all members of the community in the water project most of the development workers, who work with peri-urban people frequently lack skills, tools, techniques and attributes to understand and involve the community in the development process. This is a problem of communication and unfortunately not enough practical attention has been paid to the research, development or adaptation of techniques and training approaches to lessen it.

The training methodologies used frequently do not effectively transfer knowledge and skills to the people who have low levels of literacy and little proficiency in formal education processes. (SADC, 1998:6)

Bessette (1994:123) says experience shows that the point of departure for development communication is not the dissemination of an innovation of a new idea that is full of promise, but the grassroot expression of its needs. It follows that the communication models based exclusively on models of information transmission removed from community process are clearly bound to fail.

3.8 Communication for Development

The enthusiasm for participatory methods has led to many being developed. Today, it all appears so obvious: those who use participatory methods of some kind cannot imagine doing otherwise. After a disastrous start, a water programme in Western Province changed for the better after inviting the participation of the community through a community education and participation (CEP) programme.

Harnmeijer (1988: 293) reports that the programme restarted with the recruitment of two women in each district. They were made familiar with the CEP methods. The strategy was that the carefully selected women would form a link with men and women in the villages where they would reinforce the preparatory work of CEP team. More importantly the women would arouse the interest of village women in a natural way.

The CEP methodology involved addressing the whole community rather than train only village water committees. The community was taken through a series of four meetings during which the topics were built from making decisions about location of the well to the benefits of using clean water. Topics were introduced by the CEP team following a standard approach, but the discussion was flexible and depended to a larger extent on what was said by the villagers during the meeting.

The 'story with a gap' participatory method was used for dealing with issues of diseases. It offered a way to start from illness and worked backwards through analysis and forward through problem-solving with the people concerned, building on what they already knew and believed. The same method was used for wells. It proved a good way to generate discussions on the day to day tasks of the village water committee. The poster series 'at home' was also used to reinforce hygienic practices in and around the home. People ended up talking

about the benefits, things they did not usually think about. Other materials for education used were posters drawn by village artists, songs, drama and stories which were developed mostly for organizational aspects.

The process took 12 months and the result was the resuscitation of a water project that had long collapsed. Health education was treated as part of community education. The introduction of female skilled labour was treated as part of community education. This played a major role in re-winning the confidence of the community. More importantly women were accepted as equal decision-makers on matters of the well. On the other hand the CEP team expanded and gradually established its procedures. The materials were continuously adapted and new ideas tried out in response to the situations faced.

3.9 Health Benefits

Other than improving social and economic conditions, the George Compound Complex was established specifically to improve the health of the community. The cholera epidemic had taken its toll. However, cholera was only part of the many calamities. There were other water borne diseases like bacterial and viral diarrhea, dysentery and hepatitis.

The World Health Organisation (WHO) experts say access to safe drinking water and basic sanitation services for populations currently at risk would result in 200 million fewer cases of diarrhoea, 2.1 million fewer cases of schistosomiasis and 75 million fewer trachoma cases each year. (WHO, 1998: 2)

Community participation therefore should not be limited to issues of management alone but extended to ensuring that every member of the community has access to the facility.

Even the best quality water will not give health benefit if some other members of the community continue to use other sources like is happening in George Compound Complex. Lloyd says continuous and correct use of the facility will be more likely achieved when all sections of the community have been able to express their needs and their point of view during local planning and have been actively involved in decision making (Lloyd,1998:77).

Given the complexity of the concept of participation this writer agrees with Lloyd's observation that communication gaps that have led to the state of affairs in George Compound Complex need to be vigorously dealt with before another outbreak of cholera and other infectious diseases occur.

This is yet another advantage of the Agency/Community partnership. The presence of the Agency facilitates a continuous adaptation of new approaches and ideas to deal with both new and old problems.

3.10 The Cost of Water and Community Participation

Water, despite being a human right, is not a free good. It costs money to deliver it from one point to another. In order to sustain access to safe water, the consumer must be willing to meet at least part of the cost. Contributions from individual members of the community are important in developing a sense of community ownership and responsibility in spite of the obvious levels of poverty.

A system of paying for water towards the cost of running a water system should be encouraged. The community should know the benefit. It is essential that it is able and willing to pay for the operation and maintenance of its water supply. The concept of cost recovery is vital to the sustainability of the project and will be fully discussed in Chapter Seven.

CHAPTER 4

Personal Experiences

4.0 The Practical Attachment

The word “participatory” has been in development jargon for the past fifteen years or so. It came about after the fall of the dominant paradigm. The approach of the dominant paradigm presumed that outside technological solutions would solve the problems of the poor in developing countries. It took 30 years after the Second World War before there was the realisation that the dominant paradigm approach was erroneous.

It was in the seventies that there began a real shift in the thinking related to development. The work of Paul Freire, one of the world’s leading educationalists and advocate for the world’s oppressed classes, was particularly inspirational in shifting the thinking from the dominant paradigm approach to participatory approaches.

In February 1989, a number of development communication scholars met in India to try and define the concept of participation. The scholars, (Ascroft, Jacobson, Lozare, Nair, Patel, Thomas, White and Zambia’s own Kasoma) were able to agree that participation was important in fostering development. Participation empowers people. It sets them on the path to self determination and self reliance. Participation requires a change of attitude in development work as a whole, not to regard the so called beneficiaries as mere recipients but originators of change. People are rational and capable of thinking positively and determining their own destiny.

Today, participation is a buzz word that those who use its methods cannot imagine doing otherwise. The enthusiasm for participatory methods has led to the establishment of the communication for development courses in a number of universities world wide, including the University of Zambia. As such more and more new participatory approaches are being developed. More importantly the concept of participation has permeated to the grass root in developing countries. The people of George Complex Compound are part of the process.

It is in the same spirit of 1989 that the University of Zambia Department of Mass Communication sends its students to various communities on attachments. The Masters of Communication (MCD) degree programme is designed in such a way that the student becomes part and parcel of the process of communication for development through attachment.

This unique hands on experience, as this student learnt, brings into play the necessary practical interaction between the community and the student. Away from the safety of the “academic box”, the student is able to appreciate that the role of communication in participatory approaches is more complex and varied.

The George Compound Complex community, like any other society is not a fixed entity. It is a dynamic and complex system of relationships that change and can be changed in a fluid open ended process. Each new day is a challenge. Solutions are dependent on the normative goals and standards set by the community itself. Melkote (1998:270).

This is the background against which this the student comes, pregnant with newly acquired ideas. He has come not only to learn but also to teach some of his previously acquired concepts and experiences. The challenge lies in harmonising theories, concepts and lessons from class, with the reality of life, people, their systems and their perceptions. The challenge is also in creating a

common ground where education from the class is blended with education from reality.

Forbs (1994:219) says the purpose of education is to replace an empty mind with an open one. Experience is therefore truly the best teacher. While science may help explain how a virus multiplies, it leaves unanswered the question why a tear is shed. The attachment in George Compound Complex not only produced applied knowledge but it also gave the student a practical approach to realising academic knowledge and a sense of worth from the shared knowledge.

However, as Bordenave explains that to avoid banalisation, we should reserve the word "participation" for the joint effort of people achieving a common, important objective previously defined by them. (Bordenave, 1976:46).

For the student, participation therefore meant joining in the day to day experiences of the George complex community and becoming part of the process in water management affairs.

Practical attachment has therefore proved valuable. It created partnership not only between the student and the community but also the university itself. The university's technical and scientific knowledge is valid. However, it also needs to be relevant. Attachments therefore "provide a stronger case for knowledge generation and application via useful and contextual research and practice." This was well articulated by White (1995:27).

But an even more important outcome of knowledge sharing and joint discovery was the feeling of worth and equality which grew out of interpersonal interaction. Participatory research innovators began using Gramsci's term "indigenous intellectual," which gave recognised status and value to the grass roots person. Simultaneously, the scientist or agent of change learned from the people, gaining a new respect for both the person and for his or her ideas and insights.

4.1 Organisation Communication

According to Infante, Rancer and Womack (1977:322) organisation communication involves exchanging messages to stimulate meaning within and between organisations and environments. At George Division, this exchange of messages to stimulate meaning, takes place in many forms. There is the *one-on-one* communication between the Director and staff. Then there is the *small group* communication which involves staff meetings, Water Committee meetings and organised focus group discussions. The other forms are *public address and mass communication*.

Public address involves a speaker addressing a large audience such as the use of megaphones for information dissemination.

Mass communication in George Compound Complex involves a unique broadcasting innovation of placing speakers on top of water tanks which are connected to tape recorders. There is also the electronic radio network between the main office and the other water sub-stations.

Altogether, the George Division employs 52 people. With the exception of the Director, all the employees are residents of George Compound Complex. This is affirmative action policy to ensure that mainly the people of George benefit from the project. Twenty of the 52 people are based at George Main Office which acts as the head office. The rest are spread over the various sub-stations that are scattered throughout the complex.

The student was attached to various components of the operations of George Compound Complex. Most of the time of attachment was spent at the hub of the complex's water activities, LWSC George Division. Here the student was exposed to routine activities of management and accounts offices. He was given free access to documents and staff for clarification or interviews. He was also

included on staff meetings not just as an observer, but also an active participant. Participation in the activities of this office was a vital element to the understanding of the whole communication network system of George Compound Complex.

The office is also in daily contact with members of the community who come to pay, register, complain, renew or redeem their cards. George Main is therefore a very busy place to operate from. Organisation communication clearly plays a vital role in the life of not only the main office, but also the project as a whole. It also helps to coordinate behaviour between staff, the organisation and their environment. It is this coordination that fosters interaction and reduces uncertainty in the organisation thereby creating a sense of belonging and a sense of community.

The student was stationed in the busiest office at George Division, named the front office. It is this office that receives all complaints pertaining to water. It also issues new and lost cards to members of the community for access to water. The office is managed by two social workers who are attached to George Division by the Lusaka City Council.

It was this office that undertook the process of socialising the student as a new member of the team. The same privilege normally afforded to new employees of the company was also accorded to the student. The initiation rituals took the form of being introduced to every member of staff, Tap Water Committee members, extensive tours of the sub-offices, tap facilities and sister organisations such as CARE / GCEP. It was also this front office which introduced the student to the various activities of the project.

Infante, Rancer and Womack (1997: 331) describe how Lester extended the uncertainty reduction theory, which seeks to explain interpersonal communication during the beginning of an interaction. The theory assumes that when strangers

meet, they seek to reduce uncertainty about each other. Lester says new members must make appropriate choices from a range of available behaviours in order to achieve success. He goes on to say that new members would have more confidence in predicting how they are likely to be evaluated by superiors as they became more certain about what behaviours the organization viewed as appropriate and effective.

This process was important in that it helped the student to identify clear organisational goals for purposes of determining appropriate behaviour. The process also helped to alleviate the student's initial fears of rejection by the organisation. Uncertainty can be unsettling, particularly that there were stories of other students from the same university having been rejected. The feeling of acceptance helped the student to interact with staff, Water Committee and community members more freely. The interaction involved interpersonal and group communication which was both used extensively throughout the attachment.

Inter personal communication was a major challenge; particularly that most of it was done in vernacular. The student learned in practice that of all the means of communication available, inter personal communication is the most effective. In George Compound Complex, inter personal communication provides the fundamental basis of existence because of its immediate feedback process. The student needed to be versatile and ascertain clarity, due to the fact that most of the communication happened using a variety of vernaculars, such as Bemba, Nyanja, Tonga and sometimes Lozi. The body language which is in fact 93 per cent of our communication process played a major role in the student's understanding of the value of participation.

Group communication is considered to be the second best of the four categories of communication, which include inter personal, public address and mass communication respectively. It is second best because of its ability to discuss

the issue at hand intensively. Furthermore it provides a forum for question and answer in a group setting, thereby making the learning process easier. Group communication has the advantage of reducing peer intimidation. It also has the element of immediate feedback. Group communication was therefore quite challenging in the areas of problem solving, decision making and idea generation.

The public address was used extensively in information education and communication activities (IEC). This was mainly in problem areas where broken taps were often found or occasional vandalism or defaulting in payment was reported from the community. The IEC included matters of hygiene, discouraging the use of shallow wells or matters of payment. Community activities such as election of a Tap Leader were conducted during the IEC campaigns.

The self-styled George Compound Complex mass communication is used to sensitise the community on the need to ensure that the water project is well managed, well maintained and well utilised. It is also used as a rallying point for community participation in water management.

The student learnt a number of skills on the do's and don'ts and the value of process and context. In George Compound Complex time for example was not the important issue, but rather participation is more valued. Equally it was interesting to note that the *process* of the group communication was more valuable than the *outcomes*. Even more challenging was the group communication of the self styled George Compound Complex tribunal whose task is to try the members of the community who break the rules and regulations of water usage. The student found the tribunal an unusual situation for a peri-urban area.

The level of interaction was high and therefore useful. It helped to increase both the student' behavioural certainty and the perceived level of influence in the

organisation. The more the student felt secure the more he felt influential and important. The motivation to participate was therefore very high.

It was a rewarding experience to find that some of the concepts and theories studied in class were actually being experienced on the ground. Hearing a variety of different stories repeated by different people about the organisation since the inception of the project was inspiring. The project in George Complex Compound wore many faces according to who told the story. The older people told the stories with nostalgia that the student sometimes wished he had been there.

As a result of the interaction the student was afforded a lot of cooperation from all three successive managers of LWSC. This cooperation ensured free access to his own desk, office facilities, and a bicycle for travel to any tank or community meeting. The environment was friendly and cordial and there was no “red tape” or bureaucratic tendencies. There was so much hunger for information on both sides that the information sharing process took place on a daily basis.

4.1.1 Office procedures

The front office of George Compound Complex is where the registration of all water users is done. It is also the office that tracks down defaulters of water fees. This office also holds the responsibility of dispute and conflict management between the Tap Committee and members of the community. The department deals with information, education and communication (IEC).

The day in the life of the student started with registering card holders and issuing cards to those who had lost them. During the course of the day the student took part in the settling of conflicts between water users and the Tap Leader. He also participated in educating the community on water issues as part of the IEC team.

The student was able to interact with staff in other offices such as the accounts which handles all the payments for water use. The same accounts office plays a vital role in the management of the project.

Interaction was extended to other staff based in the various decentralised tank areas which also constitute offices of George Complex Water Project. There are eight tanks in George Compound Complex which are connected to the main office by radio phones. Bicycles are also available for physical visitation. The student had to relearn bicycling skills.

This field experience was particularly useful for the one-on-one application of the questionnaire. The student was able to look at the problems from the ground and interact with the community. The experience made it easy for the student and research assistants to apply the questionnaire to various sections of the community.

Figure: 8



Student riding a bicycle to fieldwork.

One of the important functions of the front office is its linkage with the water committees. In so doing the office is in direct contact with the community. The office therefore provided the student with this vantage point from which he had wide access to the community as a whole.

4. 2 The Water Committees

Mobilising and coordinating community participation requires the establishment of local bodies which can take a leadership role and serve as a point of contact for other stakeholders in the development process. Central government has endorsed the development of Area Based Organisations in order to improve the standard of life for low income groups.

In 1992 the LCC passed a resolution that a body to spearhead development in low income settlements be established in the wake of the concept of community participation. (Hence the formation of the Residents Development Committees (RDCs). The RDC was meant to be the focal point for the delivery of all developmental aspects in any settlement. George Compound Complex also had its own RDC.

In George Compound the RDC has five subcommittees which oversee roads, discipline, security, finance and water.

The LCC is also responsible for appointing and dissolving the RDCs. The LCC works closely with the committees. In 1999, the RDC of George Compound Complex was suspended by the Lusaka City Council. As a result, the other subcommittees became inactive. In spite of this, the Water Committee continued to function and perform its duties. With or without the RDC, the Water Committee will always be a powerful presence in the community. It therefore holds the key to the success of the functioning of George Compound Complex Water Project. It is for this reason the Water Committee has been tasked with the responsibility of

planning and implementing the programmes for sensitisation for the residents in the area. Its mandate is:

- a. to make residents understand the importance of cost recovery, prevention of vandalism and management and control of facilities.
- b. to ensure that all households using the water supplies facilities are registered as users in George Compound Complex.
- c. to set user fees in consultation with the Lusaka Water and Sewerage Company and revise user fees to sustain the operation of the project.

The Water committee meetings are held weekly. The student participated in these meetings. The first attendance was marred by some distrust exhibited by the committee members towards the student. The student had overlooked a basic rule regarding building initial trust, as learnt in class. He enthusiastically took notes during the first meeting, which unsettled the committee. This was quickly rectified and provided a good learning point in communication and group communication for the student.

Small group communication such as meetings has its own rules. The meetings of the Water Committee are conducted according to Robert's Rule utilising the "standard agenda format". As another form of group communication the meetings focused on decision making related to community participation. In this meeting the gender balance was well thought out and well represented. The use of the Robert's Rule to conduct meetings in the George Compound setting was both positive and negative. Positive in that minutes were recorded and a time frame set for the meeting.

However, the community in George Compound Complex has its own ideas on process and time frame. These are sometimes in conflict with the very rules meant to guide the meetings. The Robert's Rules sometimes stifle participation, because they are applied as an outside cultural norm. The rules do not address

some issues pertinent to the community such as funerals, which are very important and cohesive irrespective of the agenda item.

The Water Committee uses the input-output problem solving model of small group communication. The members discuss procedures and solutions. A number of solutions are proposed and the best ones picked. Herein lays the power battles. In the student's experience the male dominance becomes evident in manipulating which decisions are picked. For example, during a Water Committee meeting, an important decision had to be made. In keeping with the practice at George Compound Complex and seemingly oblivious of the women present, three male committee members walked out in order to make that decision outside the meeting. When they returned they reported that they had decided what to do. Despite protests from the women, the decision remained.

Overall the student's experience in the meetings at George Compound Complex was very positive.

4.3 On the field

One of the major functions of the committee members is the day to day physical visitations to the stand pipes. This is done by walking or by bicycle rides. This was one of the most enjoyable exercises of the practical attachment because it involved interaction with a variety of persons from all walks of life in George Compound Complex. This exercise required riding a bicycle with the chairman or members of the committee or the social workers to various areas of the Complex. It also meant addressing various pockets of the community during which the student was sometimes given an opportunity to address the community.

It was at one such meeting that while the social worker was addressing a section of the community at a stand pipe, the student was mistaken for party cadre of one of the political parties. This is because he was taking notes during the

address. The matter came to the surface when one of the women expressed her disapproval during her contribution about political interference during the meeting. This naturally caused a stir particularly that it was during election time. The meeting only continued when the social worker explained that the student was from University of Zambia doing his practical attachment.

This was yet again a learning exercise on the importance of process and procedure. The team had neglected the importance of introducing the student first, prior to exposing him to the community. In George Compound Complex interpersonal relationship supercede all other and as a closed community most persons know each other. This is also a result of the affirmative action to employ only persons from George Complex in the water project.

4.4 Inter agency Linkages

The George Compound Complex water project is based on five major players namely: the community, the LWSC, LCC, CARE/GCEP and JICA.

In order for these agencies to achieve the needed collaboration, it is necessary to have effective communication.

4.4.1 JICA

JICA was responsible for the funding and the actual building through a Japanese company called Kajima. JICA will continue to support the project through technical assistance for hundred years starting form 1995. The student found this commitment by the Japanese Government and its people very humbling. It was therefore a source of motivation to contribute to the people of George Compound Complex in as much as possible, despite the short period among them.

What makes JICA grant exclusive is that it was made with the community and sustainability in mind. The people of George Compound Complex have

experienced water project assistance before, from both the government and World Bank. Because both were based on political expediency rather than sustainability, both projects collapsed and failed abysmally.

The JICA grant took into account that there will always be competitors for water. Water allocation and use must therefore be properly managed.

4.4.2 LCC

Yet another partner to this web of development interaction is the LCC, which acts as a liaison between the community and the partners. The LCC provided the land on which the water system has been built. The City Council through its social workers, supervises and monitors all community activities most of which are based on the water project. The LCC also carries out education campaigns. One of the major functions of the LCC involves conflict resolution. LCC assigns its main implementing agents, the social workers to mediate and negotiate in situations of conflict.

Conflict can be defined as an express struggle between two or more independent parties with incompatible goals which are claiming scarce resources, and are experiencing interference from each other in achieving their goals FODEP (2001: 9). In George Compound Complex, apart from being life, water is also a source of conflict. The student was called on several occasions to help in resolving conflict. One such case was that of the conflict between the committee on one hand, and the people of Tap 6, Zone 6. The student refers to this conflict as "The Story of the Stolen Rod".

The rod which is an instrument used to lock the taps was stolen one night. The result was that the taps could not be closed thereby free water was available at all times for everyone. The Water Committee reacted by closing the tap for one month hence denying access to the people of Zone 6. A meeting was therefore

organised to resolve the issue. The committee was represented by an elderly wise woman. She has this to say about the closure:

“ We look to you as our leaders. The punishment was so severe. We have spent one month without water, we now fetch water from shallow wells exposing ourselves to cholera thereby defeating the whole purpose this project was built. Should the community all suffer due to the theft of one person? Even in my home as a mother, when one child steals, I should punish that child but I must make sure that the punishment has a meaning. It should not be too severe”.

This was a lesson in African wisdom for the student. It was also the turning point in the resolve towards a solution for this Zone. It was resolved that the water should be opened and that each member of the community would be more vigilant in guarding the stand pipes. It is interesting that the very next day the rod was found lying at the front of the Tap Leader's house.

On the 18 –19 October 2001 the student organised a Peace Building and Conflict Resolution Workshop for the Zone Monitors and Tap Leaders. This workshop was the direct result of the student's experience with the story of the stolen rod and other conflicts witnessed by the student.

The workshop was a challenge for the community. The student felt accepted and part of the community as he participated in and prepared for the workshop with the key agencies and leaders.

The objectives of the workshop was to provide possible interventions in resources, values, relationships, data, interests and structural conflicts in water management. The workshop drew on experiential reflection of the participants. This was a challenging workshop for the student, particularly in the use of pedagogical methodologies for training.

The participation was overwhelming in both numbers and enthusiasm. One pleasing aspect about the participants is that women were highly represented in this workshop.

The workshop concentrated on defining conflict in terms of the expressed struggle between the users in the community and the Tap Leaders, as custodians of the water facility. The workshop looked at this conflict as an inevitable process which should be turned into a productive process of transformation or a creative peaceful co-existence in order to enhance the project.

The student enjoyed facilitating this workshop. The opportunity to be a part of this vibrant community was welcome. Given that the participants demonstrated a vivid understanding of their own problems through role plays and discussions. They also demonstrated the ability to solve their own problems. It seems reasonable that more problem solving workshops be encouraged.

This workshop also helped the student to deal with his own conflict of values such as time management which has its own context.

4.4.3 Other workshops

Apart from the workshop he had organised, the student also facilitated at other workshops organised by CARE / GCEP. In George Compound Complex engineers are made up of pump attendants, plumbers and general workers. A workshop for engineers had been organised for the Engineering department in order to high light, educate and update engineers on operations of the water project.

The student facilitated on the importance of communication between the engineers themselves on one hand, and the community on the other. Engineers needed to know that in their field there is very little error in measurement. In the measurement of chlorine during chlorination of water for instance, 3 g of chlorine in 3 cubic meters of water, accuracy can be achieved. The same accuracy cannot be achieved in the measurement of persuasion, for instance it is difficult to determine what the impact of messages on preserving water will have on the users. Skills in persuasion were the major aspects emphasised by the student during the workshop.

Other workshops included issues of water management, advocacy and gender. These were a challenge and an awakening to the realities on the ground.

The experiences during meetings and workshops at George Compound Complex provided both positive and negative experiences for the student. These experiences will be further discussed in the chapters on "Problem Solving and "Student's Input".

Several other incidences highlight the presence of conflict in the student's experience in George Compound Complex. Some are detailed further.

Like any other community, George Compound Complex residents demonstrate their ability to adapt to situations of potential conflict. An example of this adaptation is when Tap one community heard that a meeting would be held the following day. The community avoided the tap area, by fetching water in a neighbouring tap area. A call out had to be made by megaphone after which only young women, most with babies appeared. There were 17 members of the community, two Tap Leaders and two social workers at this meeting. There were no men from the community at all. They had anticipated problems related to non payment and had not turned up.

The selection of Tap Leaders is another source of conflict. Tap Leaders are watched closely by the community because of the financial and other responsibilities placed upon them. One Tap leader misused funds, demonstrating conflict caused by resources and their abuse. He was dismissed during this student's attachment.

Among themselves the Water committees too, experience power related conflicts. Zone Leaders for instance, treat Tap Leaders as "foreigners"; because they are rotated from one zone another. Territorial instincts run high at this level.

4.4.3 CARE PROSPECT and CARE / GCEP

With conflict being inevitable, community empowerment continues to be another challenge for the project and its inter-linkages. CARE International began operations in Zambia in 1992. Since then it has been involved in a number of community based projects under the management of various CARE project management teams.

One of these projects is the Programme of Support for Poverty Elimination and Community Transformation (CARE PROSPECT), which works in partnership with peri-urban Area Based Organisations (ABOs) and the Lusaka City Council to support poverty elimination and community transformation. CARE PROSPECT operates in 14 peri-urban compounds in Lusaka and Livingstone.

In George Compound Complex, CARE PROSPECT works with the community in George Compound Empowerment Programme (GCEP), to manage water affairs. The marriage between JICA and CARE in order to empower the community has created a fourth partner christened CARE / GCEP.

It is in the same aspect that the student was asked to take part in the empowerment programme. For two weeks, the student took part in a number of

activities, including facilitating a number of workshops. It was good to see affirmative action towards ensuring that the community was actively participating and attempting to address gender imbalance in this setting.

In advocacy, the student emphasised the need by the community to recognise the true value of water, and that there should be a clear concept that water is no longer free. In order for the community to appreciate the value of water, greater participation is required of them.

NGOs working closely with communities and users, like CARE / GCEP, have a comparative advantage in the areas of mobilisation and participation. Their role is to ensure effective community participation and community based approach methodologies, as part of capacity building.

4.4.4 LWSC

At the centre of activity is LWSC whose function is to supervise the running of the project. While LWSC has effected good intra-agency communication and management practices, LWSC needs to ensure that there is effective communication between all the agencies involved in water affairs at George Compound Complex, in addition to the technical support which it provides. The student therefore spent time on focus group discussions about effective communication as a necessity to achieve the needed collaboration.

4.5 Cultural Values, Beliefs and Attitudes

Embedded in the very grain of life in George Compound Complex were behavioural patterns hinging on behaviour usually typified in a rural setting of Zambia, where cultural norms determine the day to day behaviour in the village.

Culture is a system of symbols. Symbols are a species of signs, and a sign is anything which points beyond its own visible reality. An understanding of symbolism is central to the understanding of African culture. Symbols are part of a context of experience. They enlarge reality by communicating a further range of meaning. These are not taught, but caught. Symbolism expresses the interrelatedness of things, their unity, indifference or participation. Shorter A: (1998, 53-55). With this definition in mind, the student was able to relate his experiences to some of the information he had gathered from water meetings and during field visits.

The well, water hole or river have for ages, been a meeting place for boys and girls and sometimes the basis on which marriage is founded. In George Compound Complex the stand pipe provides the equivalent modern day peri-urban meeting place for everyone. Boys and girls still have the acceptable and good excuse of "fetching water" to socialise around the stand pipe and continue the age old tradition on which some marriages today are founded.

Another memorable occurrence concerns shallow wells. Area 2 had been noted to have many problems with residents still holding on to and using polluted shallow well water.

Water Committee meetings in Area 2, particularly, have seen improved relationships among committee members, Tap Leaders and the community due to improved dialogue, which includes opening meetings with a prayer. In sharp contrast, another kind of spiritual activity was unearthed during the student's information gathering exercise. This was quite unexpected and somewhat bizarre.

While conducting the closure of shallow wells in one Area of George Compound Complex, the team from the office, accompanied by a police officer met with a huge amount of resistance and loud protests from the owner of the shallow well.

The woman jumped on the policeman who wanted to close the shallow well, shouting and wailing that she would rather die, than see her well closed. What was strange about this behaviour was that she lived just a stone throw away from the stand pipe. She was adamant about closure of this well in spite of all seemingly sensible reasons given. Finally the team felt they ought to leave it awhile.

Neighbours, who understood fully why the lady protested, followed the team and related their understanding of the situation. According to the neighbours, the woman had comfortably housed her “water spirit” in her shallow well and its closure meant that her “water spirit” or “*fiti*” would have nowhere to live. Such are the contrasts in George Compound, when culture is at cross roads with technology.

Africans are very spiritual. Every meeting the student attended started and ended with a prayer. The spirit world can be a unifying as well as a dividing factor.

During water meetings too, some cultural norms were evident. For example there were issues under discussion during which men would be asked to leave, or vice-versa where women were asked to leave. This is no longer practiced in modern time meetings where the tradition suppresses or emphasises issues on the basis of gender.

4.6 Challenges for the Student

The student’s experiences were fulfilling and positive, with encouraging support from the coordinating agency LWSC and supporting partners. There were a few challenges in the form of obstacles, however that the student had to overcome to fully implement all the components related to collection of the needed information for this attachment.

George Compound Complex being far from University, required that the student commute almost daily to the water project. Due to financial constraints the student worked out, what in his assessment were the most important meetings and activities to attend. These he believes gave him valuable experiences.

The period of this study unfortunately coincided with the major five-yearly Tripartite Presidential, Parliamentary and Local Government elections. Some meetings were cancelled or postponed by the community who wished wisely, to avoid violence. This however meant that some of the activities planned for this period were delayed.

At the water project, the student experienced the exit of two project managers during the four-month attachment. Each left for different reasons. This resulted in interruptions to the work, loss of continuity, duplications and some gaps. The student also understands that some of the difficulties he experienced in the process of acclimatising to George Compound Complex were teething problems common to all new situations.

The student would have liked to conduct follow-up visits for some of the ideas such as conflict resolution workshops, which he hopes will be continued by the supporting agencies and community. He feels his contact with George Complex community is far from over, and will continue to visit the community and hopefully support a number of ongoing community initiatives there.

CHAPTER 5

Problem Solving

5.0 Institutional Strengths and Weaknesses

The academic journey from the University of Zambia to the practical attachment has some surprises. It has been an unexpected and pleasant experience, to find modern offices, state-of-the-art water tanks and fine management concepts being applied in this socio-economically deprived, but vibrant peri-urban community of George Compound Complex

The water project is relatively well organised, well managed and utilises state-of-the-art water engineering systems to supply the community with clean, safe and convenient water. The high level of success is due to the management of the project through the partnership of the community and support agencies.

The Complex has undertaken the Agency/Community developed-Agency/Community managed approach. This approach has helped the project to maintain efficiency. The major partner itself, LWSC is highly organized and efficiently run by a team of motivated staff. As a starting point, the Company provides a sound framework and foundation for a viable partnership with the community.

The project is further strengthened by the partnership of two other agencies that are attached to the Complex, LCC and CARE/GECEP. The presence of all these partners including JICA the granting partner is enormous advantage for George Compound Complex. However this complex environment in which the water service is provided in George Compound Complex is not without problems.

5.1 Problems

The following constitute institutional problems that the student identified in the course of the attachment while gathering data and interacting with the various players in water management in George Compound Complex:

5.1.1 Bureaucracy

The old adage says “Too many cooks spoil the broth”. The community that is served by the water project is heterogeneous, being socially, economically, educationally and otherwise diverse. This diversity alone is enough cause for differences of opinion, lifestyle and expectations. On the other hand Lusaka Water and Sewerage Company does not work alone to deliver water services to the George Compound Complex Community. Despite being the major partner LWSC works with other agencies such as CARE / GCEP, JICA and LCC.

The co-existence of so many agencies has the potential to cause confusion. There is the unspoken danger of stepping on each other’s toes. In order to avoid this, each agency might create rules and regulations to protect its own interests. This results in unnecessary bureaucracy. On the other hand, the agencies tend to be more cohesive with each other, than with the community. This creates the “them and us” syndrome between the agencies and the community. The community has sometimes been by-passed on major decisions because the agencies had met and decided on issues among themselves in their pursuit of efficiency.

Further more LWSC has carried the brunt of the load. It is not an easy task to harness all these partners around the water project. It is also easy for LWSC to spend more of its time on the other agencies at the expense of its major partner, the community. Then there is the other danger of agencies competing for the

community's attention particularly where donor funds are involved. This can develop divisive instruments that can have adverse effects on the project.

5.1.2 Ownership of the project

Overall ownership of all water is vested in the President of the Republic of Zambia by virtue of him being President. The regulation of water is vested in the Water Development Board, a statutory body (Water Act Cap 312) of the laws of Zambia. The main responsibility of the Water Development Board is to control the use of surface water resources only. The Board has no control over the use of ground water, which includes that sourced from bore holes. This loose state of affairs therefore leaves room for ongoing and uninterrupted development of underground water supplies at local level in Zambia. George Compound Complex is therefore free to develop its underground water utilising this loop-hole.

However, George Compound Complex falls under the supervision of the Lusaka City Council. The Council is required by the same Act to provide water and other services. The Council has passed on this responsibility to its subsidiary commercial company, LWSC.

According to policy, the service provider represents the community. The provider has a legally defined status which is licensed under the Act as a "service provider". This is in keeping with current water policies which devolve the management of water supplies to local authorities and the private sector. The George Compound Complex water project is therefore registered under the "service provider."

What this means is that the legal owner of the project is LWSC. The community is legally reduced to a mere client. Because of this legal power imbalance, LWSC

is an entity of its own and the community is another entity. In reality the community and the service provider are polarised.

This situation reduces the power of partnership between the community and LWSC. It also may affect community participation. It therefore does not come as a surprise when the people of the Complex refer the project water as “Kajimas” after the Japanese construction firm that built the project, as opposed to “our” water.

This seeming community detachment has far reaching implications on the project in terms ownership, genuine participation and the future of the project.

Furthermore vesting water under the Republican President might invite political interference, particularly in George Compound Complex where ownership under the presidency can be interpreted differently by different interest groups.

Provision of clean water was used as a campaign issue in the area during the Presidential, Parliamentary and Local Government election of 1999.

5.1.3 High turnover of the project leadership

The Agency/Community developed-Agency/Community managed relationship between LWSC on one hand and the George Compound Complex community, on the other hand, is so inter twined that any mishap or poor management would destroy the whole project. The technical leadership provided by LWSC as the major partner of the community is therefore vital to the project. The problem of rapid turnover of three project managers in a four month period is therefore indicative of disrupted management style and therefore a source of concern.

According to Infante, Rancer and Womack (1990: 296) Leadership is essential in a group. Our society is structured in such a way that leadership is required. It is difficult to imagine how chaotic our institutions, corporations, organisations, clubs and political parties would be if there had been no leadership.

It is likely therefore that the rapid turnover might create loss of continuity. Staff at George Compound Complex may temporarily not have access to policy direction in the intervals that there is no team leader. This can have adverse effects on the whole project.

This situation makes the office unstable and continuity is broken. The other staff stop relating to the manager's office, and begin to work independently. The team spirit is in danger of disintegrating, and motivation for work is lowered. This is unhealthy for the organisation. Because of change in situations, policies and technical issues, constant leadership is desired to motivate and update the water management environment on technical, legal and policy developments.

5.1.4 Suspension of the George RDC

In order to upgrade projects in peri-urban areas and other development initiatives elsewhere, the Government of Zambia and local authorities have endorsed the concept of community participation. As an affirmative step in this direction, Area-Based Organisations were created by the government to encourage community participation. A great deal can be accomplished by partnerships among donors, local authorities and communities working together.

Community participation should be coordinated by local bodies which provide local leadership. In George Compound Complex community participation in development is supposed to be harnessed by the Resident Development Committee (RDC). Unfortunately the George Compound Complex RDC has been suspended since 1999. This has left a huge gap in people's participation in the affairs of the George Compound Complex. Worse Still the Water Committee has found itself undertaking some of the functions of the RDC. As such the long suspension has had adverse effects on the management of the Water Committee which sometimes has to stand in for the whole RDC. The consequence of this situation is that the Water Committee has become very powerful.

The Committee and its members enjoy a very high status in the area. The problem this creates here is the acceptance of the reconstituted RDC after the long suspension is lifted. It is too much to expect the Water Committee to accept loss of the power it has enjoyed up to now. Conflict will be inevitable. Moreover, RDC would have been out of touch with the situation to still be effectively influential.

5.1.5 Staff motivation

Although LWSC George Division staff establishment consists of forty-eight employees, there are other employees such as the Community Development Officers seconded from LCC, other project officers from JICA, CARE PROSPECT and on the field in George Compound Complex.

Because of this, there are differences in salaries, benefits and other emoluments. This is understandably a source of de-motivation for lowly paid staff, particularly from LCC. The different agencies apply their own conditions of service.

Comparisons are inevitable when staff intermingle. The two social workers of LCC play a vital role in mobilising the community and harmonising the operations of the project. They are the meeting point between the community and the project. And yet they enjoy the lowest conditions of service. This is detrimental to the spirit of team work which is very important to the success of the project.

All employees of LWSC, George Division with the exception of the Director, are residents of the Complex. This is part of the policy of empowering the people of the Complex and encouraging community ownership of the project. The employees, for example cashiers, pump attendants and others work on the basis of a renewable, twenty-four month contract of service. However, the contracts for staff remain silent as reported in the Joint Audit Report 2000 on such issues as:

- a. how and when salary increments are effected
- b. whether leave commutation can be effected
- c. promotion from one level to the next

- d. the payment of responsibility and acting allowances
- e. the regulations of conditions of service through collective bargaining or the discretion of the management of LWSC.

The employees within LWSC George Division Water Project will no doubt benefit from clarification on the issues tabled. Lack of appropriate action is not only disempowering the very people the project is meant to benefit but also can be the source of discontent. The workers are held with a sense of pride by the community. They are regarded as “ambassadors” by the community to an extent that any mis endeavor at work place by a worker, the community is aggrieved. During the student’s attachment an employee stole communication equipment, amplifiers to be more precise. The Chairman of the Water Committee in his address to the zone meeting expressed disappointment and shared his grievances with the community for the theft of the valuable equipment which played a major role in community rallies by “one of our own.”

5.1.6 Communication

The structure of the water management at community level is demarcated into zones for administrative convenience in this vast compound complex. As indicated in figure 7 of Chapter One, the Tap Committee reports to Water Sub Committee which in turn reports to Water Area Forum of the Zone Development Committee. The Water Area Forum reports to the Water Committee.

One of the major complaints from the residents is that of poor communication. The Water Committee was accused of being indifferent and unresponsive to problems reported to them from Zones. The Water Committee responded by blaming the Water Area Forum for sitting on complaints. The Water Area Forum in turn blamed the Water Sub Committee which also heaped the blame on the Tap Committees. This is a situation where every one is responsible for everything, while no-one can be held accountable for anything.

As a result the members of the community have tended to by-pass the very organs they themselves put in place to ensure their own participation in the project by going to lodge their complaints at LWSC. This weakens their own structures. This could also mean that there are too many tiers or levels of communication involved. Good communication practice is important in improving community participation. There is need to make committees more aware of the need to strengthen their prompt response to the community and address problems, queries and challenges presented to them.

5.1.7 Money Matters

The whole concept of community participation in George Compound Complex was founded on voluntary bases. However after some years it was decided to compensate the Tap Leaders for their work of looking after the stand pipe facilities and providing services to the residents. It was therefore resolved that part of the fee should be paid to the Tap Leaders. Fifteen per cent of the monthly ZK3, 000 per user is paid to the Tap leader as an incentive. The larger the number of the users of a particular stand pipe, the more money the Tap leader receives. This is all very well when the amount of work done by the Tap leaders is taken into consideration. A Tap leader has to wake up very early in the morning to open the taps and has to be available in the evening to undertake the same chore. However this good intention has worked against the spirit of voluntarism.

Members of the various committees including the Water Committee are not paid for their work. During a Water Committee meeting of 5 October 200, which the student also attended, the issue of payments in appreciation of the members' input was an agenda item. Although the issue was deferred to future meetings, it dominated the proceedings of the meeting. Needless to say the meeting was a heated one. It has continued to reoccur in several other meetings of other

committees to an extent that it has created antagonism among committee members.

The issue of payment is not only contentious, but it also places the whole project in a difficult position. Payment of whatever form to the members of the committees will necessitate the increase of the user fees. The project is already finding it difficult to raise payments of the current charges. On the other hand, the same members are expected to persuade the residents to not only pay their dues but also on time. One of the dimensions of persuasion is that of personal benefit. When there is nothing to be gained, people see no point in being persuaded. It is therefore too much to ask the members of the committees to persuade the residents to pay when there is no personal gain for them. It is a dilemma that threatens the project.

5.1.8 Shallow Wells

One of the biggest problems the project faces is the competition from the shallow wells. According to a 2000 joint audit report, only 52% of the residents drew water from stand pipes. Where did the rest get their water from? This is a serious problem which can easily turn the whole project into a white elephant. Certainly some residents still use the shallow wells, while others may well be escaping the register, and yet still drawing on project water.

Of greater concern is the emergence of new technologies that have taken root in George Compound Complex. The do-it-yourself chlorination is one such example that has boosted the use of shallow wells. People have resorted to pouring bottles of chlorine into their wells with the mistaken belief that the water becomes safe. The problem with this is that there is no effective way of establishing safe levels of the required amount of chlorine. Not only is this new technology creating a false sense of safety but also negating the whole purpose of the project.

5.2 The Project's Strengths

The George Compound Complex water project has existed for eight years. It is still going strong and getting better. It has a number of strengths which have made it one of the best managed peri-urban water projects in the country, compared to others described in a number of studies. Its source of strength lies in its approach to the concept of community participation in water management, the Agency/community developed-agency/community managed. The strength of the institutions that help in the management of the project plays a significant and vital role in its success.

George Division of LWSC is a decentralised branch of LWSC Main Office. A number of outstanding institutional strengths were noted.

5.2.1 Professionalism

The efficiency and professionalism with which the water project in George Compound Complex is managed is impressive. The Headquarters for LWSC was accessible and open to the student. This office portrays a sense of a high organisation, with the expected management hierarchy, from Managing Director to various other directors. Of particular note is the directorate of Management Information Systems whose task is to link with the peripheral decentralised divisions of the company, like LWSC George Division. Information shared consists of management, technical and financial reports.

It is little wonder therefore that George Compound Complex also portrays modern management principles and a state-of-the-art water supply system. All processed data here is computerised.

5.2.2 Leadership

LWSC George Division uses modern management principles in the daily management of water teams, resources and services. During the attachment the student was exposed to an air of goodwill, positive support from everyone and freedom to work with most of the full time staff. There were no major incidents to draw the student's attention to poor management practice during the attachment. Information flow, office space, a bicycle and a cooperative atmosphere made work easy.

All agencies involved in water management made distinct attempts to understand, collaborate, implement, monitor and evaluate areas of common interest among the agencies working together, with leadership from LWSC. In exercising leadership LWSC has to coordinate water management activities, not only within her organisation, but also in the community as well as collaborate with other partners.

LWSC George Division Water Project has shown admirable leadership to all partners and stakeholders involved in water management in this community.

5.2.3 Vibrancy in Water Management

Water is life. For George Compound Complex life rallies around water committees, meetings, workshops, the stand pipe, the disciplinary committee, IEC campaigns, the shallow well and many other water sector events. Each day brings a new challenge for water management.

The water sector has maintained an unparalleled momentum in George Compound Complex, despite the suspension of the RDC. The other partners in this work are all committed to the water project and contribute effectively in their distinct areas of work. The fact that other committees fell apart, while water

committees continued to function, is a strength that should be attributed to good organisation of the water sector in George Compound Complex.

5.2.4 Participation of the Community

The importance of involving the community in project implementation and operation was recognised from the very onset. The concept of community participation was introduced into the project by establishing various water management committees. To enhance community participation the Water Committee has sub committees such as the Tap Committee. The Tap Committee is responsible for daily management of water collection points and plays the role of caretaker at the community level. Tap committees have been formed at each water collection point. Each tap committee is composed of 14 or more members of the community. As such 2,300 men and women are actively involved and participating in the day-to-day operations. If development belongs to the community, then local participation is demanded as an acknowledgement of this fact.

Community participation in George Compound Complex means that the community expects to make decisions, plan, monitor, finance and implement projects. For the water project this is as close as it does get to participation particularly that most committees function on a community driven agenda. Decisions during meetings tend to be locally appropriate for the community.

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A number of strategies were used to communicate the different interests of agencies. Several communication strategies are being utilised simultaneously to reach the different interest groups in this diverse community. Some examples include the documents of intent, the plans and the meetings and audit for the

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various agencies involved in water delivery. There are also a mixture of technical, concertive and simple control strategies applied by the management to communicate the organisation's intent to its staff and clients. Democracy rather than bureaucracy is the practice within George Compound Complex.

Each of the agencies in George Compound Complex is interested in maximising performance of their staff so that the agency achieves the desired goals and implements programmes well. This goal means that good organisational communication is essential and practiced.

Inter personal communication was found to be the most effective form of communication, and is fundamental to the socio-cultural context of the population of George Compound Complex.

Small group communication was reported as second best due to its emphasis on problem solving, idea generating and decision making. Public address was used for health education campaigns and information for the prevention of vandalism or default in payment of water fees.

The project enjoys a good radio network system. The radio network is highly efficient and connects all the other sub station to the main office.

In this case main office provides information and receives feedback efficiently from the decentralised offices. This radio communication technology helps to standardise management practice, both at main office and decentralised areas. This also makes it easier for the main office to keep abreast with what is happening. It allows for preventative maintenance and efficient cost control.

On the other hand, CARE PROSPECT operates as the bridge between the community and LWSC George Division, as part of the water management team. CARE has combined hands with JICA the sponsors of the project to form CARE/GCEP. CARE is a worldwide organisation which has vast experience in community development. Its major function is to help build the capacities of the

community in water management. JICA too is a Japanese international aid agency which is renowned for its unparalleled 'quiet' development aid to the developing world. Zambia has greatly benefited from JICA in various forms of development. This project has benefited immensely from JICA. The presence of these two giants, including the LCC has given tremendous boost to the project and the community, making it one of JICA's most successful water projects in the region.

One of the biggest strengths of this project is that it employs its own "daughters and sons of the soil". This gives the project a huge sense of ownership, which in turn enhances community participation. Working for the project in George Compound Complex is seen as more than a job in the Complex. It is a recognition of representation.

5.2.6 Building Capacity of water management teams.

This is one good outcome of the policy to employ George Compound Complex residents on the water project, as a strategy to empower the community through the provision of jobs. The different supporting agencies too, employ technical, administrative and support staff suited to the agency's needs, using different conditions of service.

The community on the other hand participates in water management through volunteer members from the community, who sit on water committees. These volunteers generally do not have basic training in water matters. It is necessary therefore for supporting agencies to avail technical information, through meetings, workshops and literature.

All these receive training to suit their needs. What this entails is that training increases the spirit of willingness to experiment with new ideas. This leads to

increased satisfaction by the people, enhanced self reliance and consequently more genuine participation.

5.3 Solving problems

Based on the institutional strengths and weaknesses some solutions to the challenges posed were observed. These are discussed below.

5.3.1 Inter agency coordination, collaboration and leadership

LWSC demonstrates able leadership and professionalism in the way she handles the supporting agencies and the community. A number of activities are already in process in order to maximise coordination and collaboration. Some outstanding examples of these efforts include:

- a. A Trustees Committee whose express function is to coordinate the inputs from various partners. Most organisations have enough problems coordinating their own work, let alone shared goals and interests of other organisations. This committee consists of two representatives each from LWSC, water committees, George RDC, LCC, CARE International and JICA.

The Trustees Committee was designed to meet under the chairmanship of LCC. The student attended one committee meeting. The work of this committee resulted in a draft Constitution for Area Based Organisations, which is a policy mechanism. This helps solve the policy aspect of water management.

- b. Project proposals for each agency and their implementation plans are discussed, not only with the Ministry of Local Government, but also at LWSC and between the agencies themselves. Copies of these documents are made available through LWSC. LWSC as the coordinating and host agency calls

other agencies to meetings, when necessary. Each agency appears to be aware of each agency's core activities regarding water management. The student was able to obtain a number of documents, reports and even an internal audit report for use for this study.

- d. Memoranda of Agreement are signed between agencies. JICA and CARE International have for instance an agreement to work on the enhancement of community participation. This assists information flow to avoid duplication and gaps in support.
- e. Internal audits are also other opportunities for coordinated collaborative work. LCC, CARE PROSPECT, JICA and LWSC are all requested to send representatives who participate in the joint audit the audit team, plan, conduct preliminary survey, design the audit programme, conduct the field work, exit conference and draft the report together. The 2000 Audit report was in fact made available to the student. It clearly stated who the participating agencies were and contained information relevant to each participating agency for reference and future use.

The audit is intended to evaluate the operations, management and financial systems, in order to recommend improvements in the work of all stakeholders. Information from the audit is then fed back to the implementation plans of the stakeholders accordingly.

When there is such a high turnover in the leadership, it remains unclear how effective the information flow is from centre to the peri-urban decentralised divisions and vice-versa, particularly at George Compound Complex.

To resolve this issue the Head Office sent an experienced technocrat to George Compound Complex to be the permanent project director. By the time the student was leaving, the organisation had placed a new director in his chair.

5.3.2 Capacity building

During the four month attachment the student participated together with members of the community, in training and capacity building for the different aspects of water management.

- a. Capacity building is not all about training workshops. The water meetings for instance, are a process of capacity building for strengthening ownership and responsibility in water management by the community. The meeting agenda addresses various issues, ranging from technical (such as chlorination), payment and discipline related to misuse of the water service. With time, participants in these meetings understand and contribute positively to discussion, decision making and the overall experiences of the committee. Decisions made by these meetings are sensible and informed, indicating that capacity exists on water issues in the community.
- b. Another exercise in capacity building within the community is the conduct of regular IEC campaigns to increase responsibility in the community towards payment for water, the safe and considerate use of water facilities and related health issues. CARE / GCEP have undertaken to support the community management perspective in order to enhance dialogue and local level advocacy.
- d. Various training workshops are conducted in George Compound Complex to support capacity building in water management. In 1999 for example, CARE PROSPECT conducted training in financial management. Five of thirteen members received this training. There is a programme to train everyone involved. The training is an ongoing exercise.

5.3.3 Maximising community participation

Although the attempt to enhance community participation has been expressed well in the organisation framework of George Division LWSC, the challenge to realise genuine participation remains outstanding. Some successes can be recorded.

- a. During one water committee meeting for example, the problem brought to light was that of air collecting in the water pipes each time the tanks are closed for chlorination. This becomes a problem when the tanks are re-opened as in some cases pipes burst.

The same meeting proposed the use of chlorine tablets so as to avoid having to close the valves during chlorination. This decision was taken forward for technical consultation, the result of which was fed back to the same committee. The problem was solved using a suggestion from the community. This enhances ownership and responsibility by the community for the water project.

- b. The community court is another problem solving forum. The proceedings of these courts are intended to solve problems arising out of the water management activities. These include decisions on disciplinary measures to be meted out to offenders. The expected outcomes from these courts are direct, effective and appropriate solutions for this community.
- c. Resolutions from water committee meetings have helped enhance community participation, although there is still a dichotomy in many people's minds as to who owns the water project. For as long as some sections of the community do not consider the water project theirs their responses and level of commitment to the project will exclude them from meaningfully participating, owning and protecting the water project.

One solution offered by the community themselves came about as a result of a water committee meeting which resolved to review the payment scheme, keeping the payment modality flexible to accommodate those who cannot afford lump sum payments.

Residents themselves suggested that it would be good to put out regular reminders that water is an important priority which costs. They, as the users in the community should be encouraged to plan for it, as an important household item.

The local committees are free to discuss and make decisions that affect their lives, with almost no outside interference. All water meetings are minuted and the minutes forwarded to other committees within the organisation framework of Community Development of the Resident Development Committee. In addition monthly reports are forwarded to George Division of LWSC.

It would be accurate to state that, LWSC has demonstrated good management practice and able leadership for the water project. The good work in progress, the enabling work environment, the motivation of staff, the community involvement and willing partners outweigh the difficulties and make the water project a success.

In addition the complex issue of who legally owns the project has been creatively resolved by issuing a declaration that the community is the symbolic owners of the project.

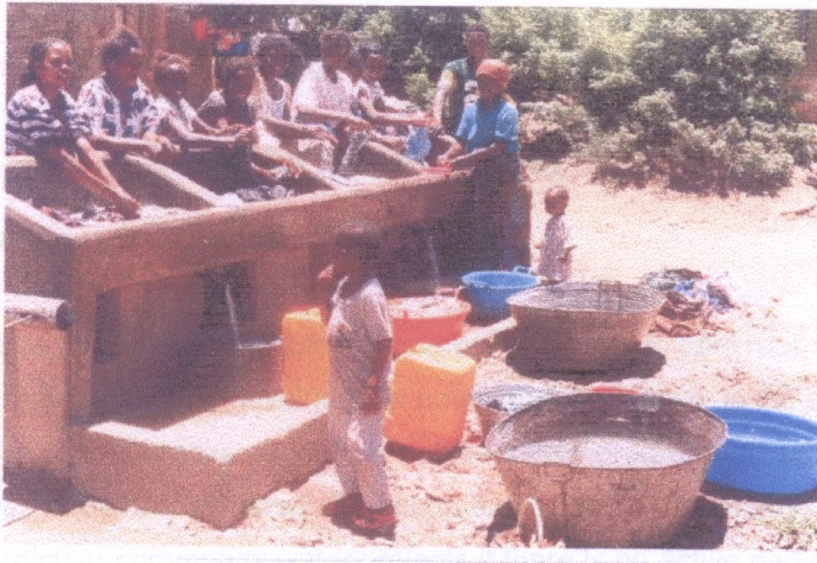


Figure 9: People of George Compound Complex at a Stand pipe

5.3.4 Gender and decision making

Awareness creation for women to be more involved in the power structures of the decision making process is a great challenge for this community. Women in George play an important role in household water management, yet their involvement in project development is limited to discussion rather than decision making. Culture plays a large role in this turn of events.

Gender sensitisation workshops are being undertaken and more have been planned to help address some of the issues and help both men and women understand the importance of involving both parties in water management decision.

The structured questionnaire is not a fort-freedom, merely to address the sufficiency of water supply, but more so to address the issue for the user for whom the project is intended, in the first part. The chapter attempts to address issues that residents of George Compound Complex thought were of importance relating to their participation, not only in water supply, but also its management. The chapter also analyses the results.

CHAPTER 6

What the Residents Say

6.0 Structured Questionnaire

Sustainable development requires a number of factors to take root. Among the many things sustainable development needs to be effective, is the development of effective administrative structures, cost recovery programmes and good political will. However all these efforts can easily fail to sustain any development, and in particular community water projects if there is no active participation of the people at the grassroots themselves. Although the structured questionnaire was not the only method used to collect data to determine the level of active participation of the people, it provided more comprehensive access to the “voice of the grass root” than the other methods.

As indicated in Chapter Two, there were altogether 80 copies of the structured questionnaires administered in the eight areas of the complex. In each area ten questionnaires were administered randomly. The cooperation given by the residents was overwhelming despite the fact that the people in George Compound Complex have been exposed to studies of this nature. Perhaps the fact that all the research assistants were residents of the complex played a major role in endorsing the study thereby making it acceptable to the respondents who participated in the interviews.

The structured questionnaire is not a tool therefore, merely to address the statistics of water usage, but more so to listen to the voice for the user for whom the project is intended, in the first place. This chapter attempts to address issues that residents of George Compound Complex thought were of importance, relating to their participation, not only in water use but also its management. The chapter also analyses the results.

Some of these issues include:

- a. Water practices;
- b. The cost of water;
- c. Organisation and election of the water committee; and,
- d. Quality of water.

A whole range of issues have been raised by the community with reference to water practices by agencies, the community itself and the application of participatory approaches.

Analysis of the results from the questionnaire in which 80 persons were interviewed, 10 from each of the eight zones, provided interesting results. These are discussed to draw emphasis on those aspects that give a voice to the people of George Complex Compound.

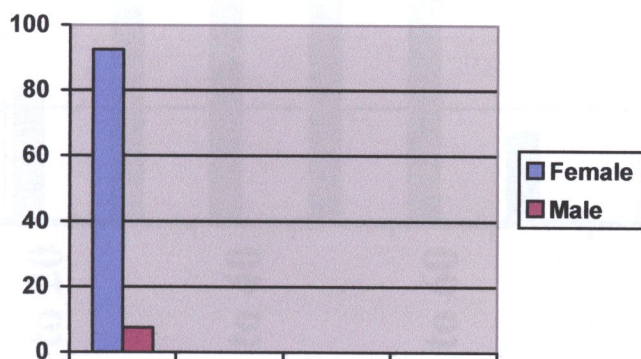
6.1 Characteristics of the respondents

The respondents were persons found at the stand pipes by the researcher and research assistants. There were 80 respondents, from eight different zones. Each zone was represented with most of the respondents coming from Soweto Compound, (21 or 26.3 per cent) and the least from George (Proper) Compound, (two respondents or 2.5 per cent).

Compound	Frequency	Percent	Valid Percent	Cumulative Percent
Valid George	3	3.7	3.7	3.7
Mwazona	21	26.3	26.3	30.0
Soweto	17	21.3	21.3	51.3
Kizito	6	7.5	7.5	58.8
Desai	14	17.5	17.5	76.3
Lilanda Site Five	10	12.5	12.5	88.8
Paradise	2	2.5	2.5	91.3
George Proper	7	8.8	8.8	100.0
Chikolokoso	80	100.0	100.0	100.0
Total	80	100.0	100.0	100.0

Table: 1 showing which compound respondents came from.

Among the water drawers 74 or 92.5 per cent were female, and 7.5 five per cent (6), male. Males have tended to dominate the Water Committees, yet they only constitute seven point five per cent of water drawers. Women tend to be the water drawers for their households at the stand pipe.



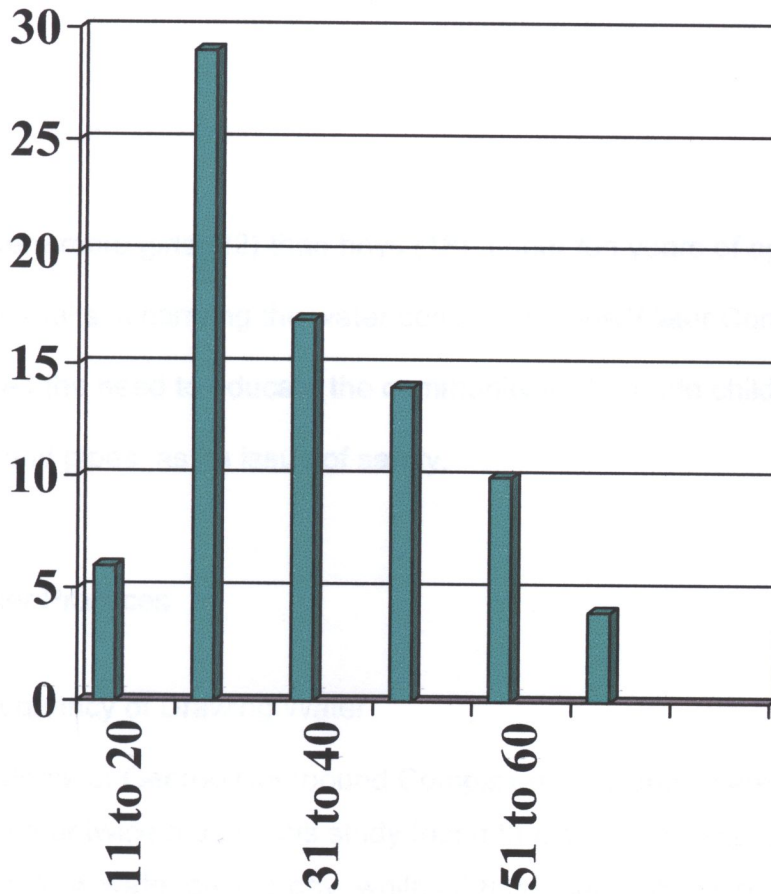
Graph 1: Shows Water Drawers at the Stand pipes by Sex

The majority of the females, 63 of the 80, (78.8 per cent) were married, while 14 out of 80 (17.5 per cent) were widowed, 2 were single and one was a divorcee.

Valid	Frequency	Per cent	Valid Per cent	Cumulative Per cent
Married	63	78.8	78.8	78.8
Single	2	2.5	2.5	81.3
Divorcee	1	1.3	1.3	82.5
Widow	14	17.5	17.5	100.0
Total	80	100.0	100.0	100.0

Table 2: shows marital status of the 80 respondents.

The median age group of water drawers is 21 to 30 years. This age group of young housewives, makes up 36.3 per cent of all water drawers interviewed, followed by the age group 31 to 40 years which constitutes 21.3 per cent of the water drawer.



Graph 2: compares the various age groups of the water drawers. Not indicated are the age groups, 21 to 30 years, 41 to 50 years and 61 years and over, respectively. Older girls and young housewives frequent the stand pipes most.

While most of the group were housewives (47.5 per cent or 38), 38.8 per cent (31) were self-employed, 6.3 per cent (or five) were formally employed, 2.5 per cent or two had retired and five per cent (4) were unemployed.

55 per cent of their spouses were employed, while 26.3 per cent were unemployed, an important factor for payment of water fees.

Most of the respondents (43.8 per cent) had lived in George Compound Complex for over sixteen years. The rest had lived in George Compound Complex for periods of between five years and fifteen years.

Children were also found at stand pipes. Though not among the respondents, they either accompanied the adults or went to play near the stand pipes.

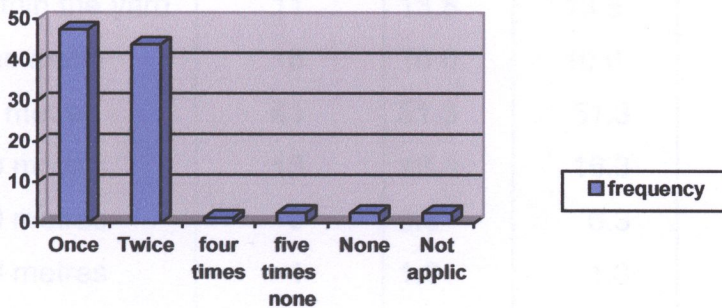
There were more girls (22) than boys (18), under ten years of age. Some assisted adults in carrying the water containers. One Water Committee meeting expressed the need to educate the community to dissuade children from playing at the stand pipes, as an issue of safety.

6.2 Water Practices

6.2.1 Frequency of Drawing Water

The residents of George Compound Complex mostly draw water from the stand pipes once or twice a day. This study found that 47.5 per cent (38) of the residents draw water once a day, while 43.8 per cent (35), and draw water twice a day. The rest, who are in the minority go for water up to five times per day. The male water drawers have a different and less predictable water drawing pattern than the female water drawers.

The Graph3: Shows the Frequency with which Female Water Drawers Visit the Stand Pipes. (Unlabelled bars represent twice a day, five times a day and not applicable respectively)



When asked about access to water and the frequency with which the community could draw water, most residents expressed the view that they satisfied their household water requirements by the number of times they drew water from the stand pipes, mostly once or twice a day. A few would have preferred the stand pipe to remain accessible all day.

6.2.2 The Type of Water Carrier

Plastic containers are now the order of the day. A number of containers are currently in use. These range in capacity from five-litre containers, ten-litre containers and most are 20 –litre containers. The majority of water drawers, 95 per cent or 76 persons, used 20-litre containers.

6.2.3 Distance from Water Source

The shortest distance from water source was recorded as “within the yard”, while the longest distance was 400 metres away. 51.3 per cent of water users, the largest number, estimated their distance from the stand pipe to be 50 metres.

A variety of responses on distance from water source are reflected in the table below.

Distance from water source	Frequency	Per cent	Valid Per cent	Cumulative Per cent
Valid within the yard	11	13.8	13.8	13.8
One meter	8	10.0	10.0	23.8
50 metres	41	51.3	51.3	75.0
100 metres	13	16.3	16.3	91.3
200 metres	5	6.3	6.3	97.5
300 metres	1	1.3	1.3	98.8
400 metres	1	1.3	1.3	100.0
Total	80	100.0	100.0	100.0

For many residents these distances were an improvement on their experience with the previous vandalised water project which provided erratic and unpredictable water supplies. They often had to travel longer distances to fetch water.

The water drawn from stand pipe was put to a variety of uses, most of which are: drinking (58.8 per cent), followed by drinking and washing (33.8 per cent) and bathing and building (7.5 per cent).

Most families, 60 out of 80 (75 per cent), draw 100 litres per day equivalent to five 20 litre containers per day. 11.3 per cent draw four 20-litre containers, 8.8 per cent, three 20-litre containers. The rest (5 per cent) draw two and one 20 litre containers per day. The guidelines governing the amount of water to be drawn recommend a maximum of five 20 litre containers per day per household.

For those who expressed dissatisfaction with the water service, one female resident represented them and is quoted to have said;

“I am not really happy with the services. We should at least have water from morning to midday. The time for drawing water is too short.”

And another;

“Sometimes the water is dirty as dirty as the shallow water anyway; you can see the dirt at the bottom.”

And:

“We are forced to draw from the well because we don’t have enough containers to draw from the stand pipe before the Tap leaders close the stand pipes.”

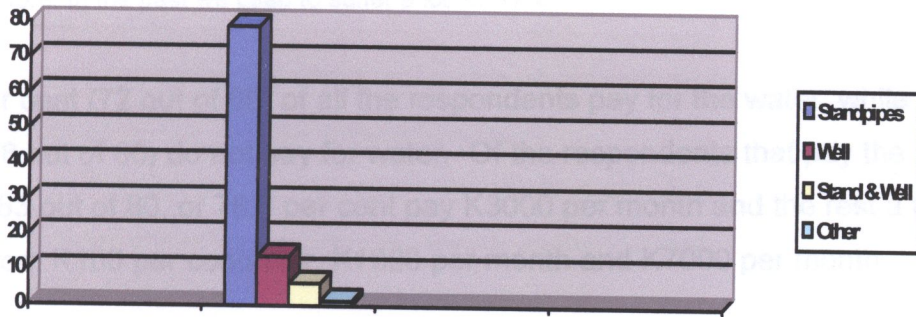
However, the residents interviewed are generally satisfied with access to the water service and have ranked it as “fairly good” to “very good”.

6.2.4 The Type of Water Drawn

In the wake of the cholera and dysentery epidemics of George Compound Complex in the early 1990s, it is a positive step forward that 78.8 per cent of the respondents use the stand pipe to draw their water. They also seem to

understand and like the fact that this water “is clean and free from germs that cause cholera and other diarrhoeal diseases because it has been treated”. Some liked it for its nearness to their households.

Graph: 4 Source of Water



However not everyone in George Compound complex draws their water from the stand pipe. Others continue to draw water from shallow wells, or combine stand pipes and shallow wells.

Some of the reasons given include the lack of money, distance from stand pipe, interruption of water supply, use of water for gardening or building projects and other reasons which make well water more convenient.

Not Everyone in George Compound Complex Draws Water from the Stand pipe

76.3 per cent of the respondents draw stand pipe water *all the time*, while 16.3 per cent draw well water *all the time*. More respondents than not, 65 per cent *never draw well water*, while ten per cent *never draw stand pipe water*.

6.3 The Cost of Water

Among the most voiced concerns by the respondents were those pertaining to the cost of water. Most respondents pay the fee of K3000 per month for the water and the book fee of K 500. The improved water service by the new project

is attributed to the fee that they pay. One resident replied to the question as to whether she was satisfied with the fees charged;

“Yes, the fee is fair for the amount of water we draw and because we now have water available to us unlike before. In the past we used to suffer a lot for water.”

Ninety per cent (72 out of 80) of all the respondents pay for the water, while 10 per cent (8 out of 80) do not pay for water. Of the respondents that pay the majority, 63 out of 80, or 78.8 per cent pay K3000 per month and the rest a range of fees, from K100 per container, K1000 per month and K7000 per month.

The majority, (63.8 per cent) were satisfied with the fee structure while 28.8 per cent were not. Only 6.3 per cent felt the water was too expensive. The other reasons given were that the respondents thought that well owners were more co-operative than the tap leaders.

Amount	Frequency	Per cent	Valid Per cent	Cumulative Per cent
Valid K100 per day	3	3.8	3.8	3.8
K1000 per month	2	2.5	2.5	6.3
K3000 per month	63	78.8	78.8	85.0
K7000 per month	4	5.0	5.0	90.0
Not Applicable	8	10.0	10.0	100.0
Total	80	100.0	100.0	100.0

Table 4: Shows the Fees charged against the Respondents Paying: Most prefer paying monthly.

For those unable to pay monthly some reasons are quoted from respondents;

“I receive my pay after my water fee is due, so at the time of payment I have no money.”

Or;

“As a widow I have no other source of income and depend on well wishers contributions.”

Or;

“Both my husband and myself are not working so we can't afford to pay for water.”

Refusals to pay, citing the fact that the water was not good value for money or of good quality, were not recorded in this instance.

Most, 63.8 per cent, paid on the monthly payment system. They feel that it is affordable and works out cheaper to pay monthly than for each container drawn.

However when asked to propose changes to the fee structure, a wider spread of ideas were reflected;

- 42.5 per cent wished the timetable for payment remain monthly
- Long queues at pay-points to be addressed
- The price of water to be reduced as it was too expensive
- Pay -point timetable to be changed as it was inconvenient
- Grace period for payment to be extended
- The fees paid to be better utilised.

6.4 Organisation and Election of the Water Committee

The respondents did not appear to know of the Water Committee in their zones.

60 per cent did not know their water committee, while 40 per cent knew them.

When questioned more closely some reasons for this were given;

“Only Tap Leaders are called up for Water committee meetings. They do not call the rest of us.”

One male respondent however had his own reason, tailor made to suit his gender bias;

“These meetings are mainly for women, men do not go to them.”

Another resident reports;

“I am normally busy when they hold these Water Committee meetings.”

And indeed when asked to name the water committee 58.8 per cent of the respondents could not. Concerning the Tap committee which provides a daily service, 28.8 per cent were able to name the Tap leaders, but far less, 2.5 per cent, knew their Zone monitor.

Participation in meetings also reflected that 62.5 per cent of the respondents did not take part in the Water committee meetings, while 27.5 per cent did. More striking is the fact that only 13.8 per cent of the respondents take part in the election of the representatives on the Water Committee. Eighty three point eight per cent do not take part in elections. The reasons sited include;

- The belief that leaders are appointed and not elected (most, 45 per cent believe this to be fact)
- The respondents have no information on elections
- The respondents believe they are not eligible for election to the committees
- The same leaders used from the inception of the project will do even now
- Tap leaders are volunteers
- The respondents are too busy elsewhere.

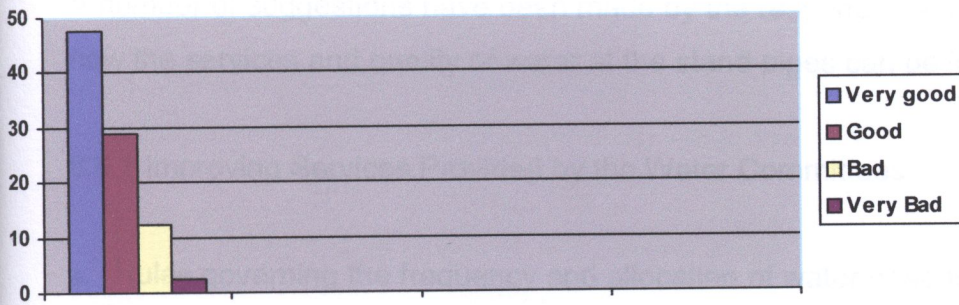
With respect to complaints related to water, 35 per cent of the respondents were satisfied with response from the committee, while 22.5 per cent were not. A further 27.5 per cent admitted to not having ever complained and so could not comment on how complaints were handled. Some of the reasons are shown in the table below;

Table 5: Reasons for Not Participating in Water Committee Meetings

Reason	Cumulative Per cent
Valid Not applicable	42.5
No Information on meetings	67.5
Never invited to meetings	81.3
Lack of interest in meetings	83.8
Tap leader dominates meetings	86.3
Meetings only when there are problems	90.0
Don't see need for meetings	93.8
No meetings are held	97.5
Dot use water from the stand pipe	100.0
Total	100.0

The stand pipe services were ranked fairly good to very good by most of the users. The rating the water service was rated according to the bar chart below:

Graph: 5 Ranking of the Stand pipe Services by the Respondents.



Overall ranking is good to very good.

Some improvements to the water service were suggested and will be reported in the section on quality of water.

6.5 The Quality of Water

On the quality of water, the following comments were made:

- “It is clean water.”
- “It is pure water and can be drunk without boiling.”
- “It is treated with chemicals such as chlorine.”
- “It tastes better than well water.”

So say the 66.3 per cent voices that approve of the stand pipe water. Another 22.5 per cent rate the water “fairly good” while one point three per cent think it is “fairly bad” in quality. In all 88.8 of the respondents think it is good. This is an encouraging rating for any project product.

Among the few who have experienced poor quality water, they site the following:

- Discolouration and dirt in the water
- A smell in the water
- Perceive the water as unhygienic and unsafe because of the many toilets nearby

- Believe the water can only be used for laundry.

6.6 Suggestions for Improving Water Services

A number of suggestions have been made by the respondents themselves on how the services and quality of water at the stand pipes can be improved.

6.6.1 Improving Services Provided by the Water Committees

- a. Rules governing the frequency and allocation of water need to be flexible in order to be fair to everyone.
- b. Tap leaders should ensure the agreed rules and regulations are followed.
- c. Meetings for Tap leaders and members of the community to be encouraged to enable the community voice what they really want.
- d. Tap leaders need to ensure that opening time is sufficient to enable all households in the section to draw adequate water. All users recommend opening of the stand pipes more than once per day if not all the time, between sunrise and sunset.
- e. Tap leaders to be trained and equipped with skills in public relations. Cooperation is the key to the relationship between community and Tap leaders and not insults.
- f. Younger Tap leaders may be more flexible and should be encouraged to take on the responsibility of safeguarding the stand pipe and enforcing the rules. Rules should not be imposed but rather discussed and agreed upon with the community.

- g. More Tap leaders to be elected to reduce the workload on the current Tap leaders, some of whom could use extra hands.
- h. Special committees to address water needs of the most vulnerable, such as widows or widowers, orphans and the aged in George Compound Complex so as to enable them to draw clean and safe water. (The suggested solutions include free water or the reduction in the water fee for this group).
- i. The Tap leaders need to attend to complaints promptly. An example is given by one respondent who cited alleged favouritism of a water user, who is said to give the Tap leader illicit brew from time to time. Or more often, the disappearance of project chlorine for use to chlorinate shallow wells.

6.6.2 Improving Services provided at the Stand pipe

Most of the recommendations made by the respondents at the stand pipe refer to rules concerning the type of container and maintenance of the stand pipe site.

- a. The Tap leaders should allow the use of containers that the households already have, if they cannot afford to buy the prescribed 20-litre closed containers.
- b. Tap leaders should not count the number of containers each household draws but allow them to draw as much water as they need.
- c. The maintenance of the stand pipe site such as keeping the slab in place, ensuring taps are not leaking and cleaning the soak-aways should be the regular concern at all stand pipes.
- d. Because of the increasing population in George Compound Complex and the difficulties cited in maintaining stand pipes and satisfying all water consumers,

some residents say it is time that each home had an individual tap. One tap and meter for one house. Those with a vision for the future further add that why should each house not have indoor water?

6.6.3 Improving the System of Payment for water

The respondents expressed their appreciation for the water service in George Compound Complex and at the same time their vexation with the payment system.

a. Many complained of long queues at pay points at the month end which need to be improved by some of the following measures:

- Decentralising the pay points into the community near the consumers
- Providing more cashiers at peak times
- Scrapping the payment of arrears

Other recommendations are:

b. To reward consistent payers with an extended grace period to enable them obtain money to pay for the monthly water, whilst they simultaneously continue to draw water at the beginning of the new month.

c. A waiver on charges or to reduce charges for special groups such as the aged, orphans, widows and widowers and unemployed.

CHAPTER 7

Student's Input

7.0 Apprenticeship

It is absolutely necessary in today's educational system where the student is as much an active-participant of the subject as the teacher, that the student is prepared with the tools that will help him/her succeeds in life after class. An attachment to the community is therefore a very significant tool for this success.

Practical attachment is not just about exposing the student to the challenges and opportunities of putting the theories learnt in class into practice. More importantly it is about liberating the student from the confines of conformity to achieve a critical awareness of the goal of communication for development. It is an experience of vocation and an encounter with human reality.

During the attachment the student divided his time into three phases of systematised apprenticeship;

- a. The first phase was observation
- b. The second phase was active participation in the activities of the project
- c. The last phase was analysis and feedback on the activities.

7.1 Observation

Observation is a vital requirement for any student of the life and work of a group or organisation. It allows the student to see both the environment and the process from the bigger picture. Observation helps the student to focus on the purpose of a process. For the student of Communication for Development,

purpose means not only pursuing the goal that brings meaningful development to the people he/she is attached to, but also ensuring that the source of development is from the people themselves.

The observation phase is also opportune for the student to be a critical observer of one's behaviour patterns in order to be aware of one's impact on the same community.

Coming from the university, it is very easy for the student to be trapped by the 'appetite' for quick fix solutions and the mentality of being the problem solver. The apprenticeship or the attachment loses all credibility when it portrays or gives the community the impression that one is contributing only individual monologues. It is vital therefore that the student is open to feedback and suggestions for the community. This is a mark of leadership that helps to establish the necessary common ground for a sustained relationship between the community and student. Observation also allows the student to work hard to check his/her negative tendencies.

Some communication experts say one of the greatest impediments to effective communication is the inability to listen. Perhaps this may be because communication has long been identified with talking. Commenting on centered communication, Sherk (1995:110) likens listening to a creative magnet force that gives us the ability to draw from others the seeds of their own highest understanding, obedience, and vision, that they themselves may not have known existed. Listening can draw forth out of people things that speaking or teaching to them cannot.

What this meant therefore for the student was to turn all his energies towards being the centre of the people of the complex. Thus the challenge lay in seeking to hear beyond the words, in order to understand more deeply the essence of their message. At the beginning, it was difficult to set aside personal agendas. In

addition, as a journalist by profession, it was also difficult to refrain from advising, judging, interrogating or interrupting with own opinions and solutions.

The essence of communication for development is when real development enables people to achieve a level of self development. Centred listening is important because it is transformative. It allows people to solve their own problems. It also invites them, without judgment, doubts and fears to make their full own contributions.

Since much of this programme was spent working and training adults, adult learning methods had to be employed. As experts say, the ways and methods of adult learning are different from those of young people. The process therefore helped the student to appreciate that “adults are not empty bottles to be filled by experts.”

One of the major roles of the student was to conduct and attend various workshops with the community and the Water Committees. Four major lessons the student learnt during the observation period were that:

- a. Adults decide for themselves what they want to learn.
- b. Adults learn easiest what concerns their life and know the task to be performed.
- c. Adults learn easiest what is connected to their past experience.
- d. Adults learn slower, but in more reliable way.

7.2 Active Participation

The student participated in a number of specific roles during the attachment as a process of problem solving by the community itself:

- (a) Participating and facilitating gender workshops on how to encourage women to take active leadership roles in the water management

committees. The student dealt with strategic gender interest that stem from the desire to adjust the unequal relationship between men and women in water management in favour of improving the position of women.

- (b) Visiting problem areas with the trouble-shooting team to help resolve disputes at stand pipes. The student was able to provide negotiation techniques on how to conduct win/win solutions by focusing on interests and not positions of those involved in the conflict.
- (c) Doing administrative work which included helping in the issuance of lost cards and attending meetings of other community based organisations on behalf of the Water Committee.
- (d) Representing the George Compound Complex community at the Trustees Committee as part of a two person's team. There are five institutions that sit on this policy guiding body. These are the Lusaka City Council, the Lusaka Water and Sewerage Company, CARE International, Residence Development Committee and the Water Committee. Each of these send two representatives to the policy meetings. The student was asked to accompany the chairperson of the Water Committee. Not only was this an honour but also a high level of trust that the student could represent the views of the community at a policy making body.
- (e) Visiting the sub-stations and participating in workshops for the maintenance teams. The student discussed and offered suggestions on the value of the organogram, team work, public relations, communication and preventative maintenance.
- (f) Sitting on "court proceedings" and providing independent and expert advice conflict transformation. The student made recommendations that the "court system" should be decentralised and the function be removed from the

Water Committee.

- (g) Participating on the Task Force committee composed of the Manager of the LWSC/George Division, the Coordinator of CARE/GECEP, the two Community Development Officers from the Lusaka City Council and the Chairman of the Water Committee. The student made suggestions and recommendations on how to ensure genuine community participation.
- (h) Participating on the Community Radio Task Force and providing technical expert advice on how to set up a community radio station

7.2.1 Participatory Communication for Development

Participatory communication, although relatively new as a study, has in fact been practiced and promoted for many decades in various fields, particularly in adult education. For example, in trying to bring meaningful development to the marginalised, Paulo Freire has no doubt left an indelible mark in this area with his revolutionary work, the *Pedagogy of the Oppressed*.

Servaes (1966:14) in his article *Participatory Communication and Research in Development Setting*, also argues that participatory communication is a required practice for any project which seeks to facilitate self-reliance and self-determination.

Participatory communication and research should be considered not only as a special sub field of the development process, but also as integral with all development initiatives. He goes on to say that in order to share information, knowledge, trust, commitment, and a right attitude in development projects, participation is very important to the decision making process.

With this conceptual framework in mind the student sat in a number of water committee meetings and observed their procedure and content. While a great deal was discussed. The out comes were not always useful. Most of the meetings had no minutes or agenda to guide the deliberations. Follow-up on issues discussed during previous meetings were difficult to track, due to poor record keeping.

In order to help solve this problem the student suggested that the meetings could be made more productive if they were to be more focused in their deliberations. The student thus contributed Robert's Rules of Order to the meeting procedure. Robert's Rules of Order provide the basics for organisational meetings procedures, for example majority vote through a motion, or options for recording minutes.

In view of the lower literacy levels, the detail contained in the minutes were sometimes too much and therefore not followed. The student introduced a template which was a lot easier for recording the salient points from the meeting. This helped the meetings to become shorter and more focused. It was also easier to follow the action points and responsibilities. Members contributed more effectively and participation was widened during the meetings.

Even more important is the value of the Water Committee participation in the project as a whole. It has become more focused. Although this approach is very structured, it allows for more women to attend meetings due to reduced meeting time. Previously some meetings took all day and slowly degenerated into a male palaver by-product. It also enhances reciprocal collaboration with LWSC/George Division and other partners since the minutes are now circulated to all partners.

The project has been advised, in this report, to consider holding annual general meetings where the Water Committee has the opportunity to report back to the

community the activities of the year based on these meetings. It is a way of encouraging both feedback or dialogic communication and active participation.

7.2.2 Decentralization of the courts

Uphoff (1979:281) claims that the value of participation depends upon what kind it is, under what circumstances it is taking place and by and for whom. He goes on to say that the quality of participation should be assessed in three ways:

- (a) Who is participating?
- (b) What kind of participation?
- (c) How is the participation occurring?

If participation is limited to local leaders and agency staff then participation is limited to the non-poor and will necessarily be flawed because of their desire to sustain their privilege. They are tempted to play God in the lives of the poor.

Myers (1999:148) says even if community residents are involved, CARE must be taken to ensure that the group includes all social groups, men and women, the young and the old. If they do not, those involved tend to act like non-poor in relation to the others who are not included. Leaving out any group sows seeds for future injustice and strife.

It was evident during the Water Committee "court" sessions which the student was privileged to attend, that the Committee had become a powerful body with bureaucratic and authoritative tendencies. Most of the proceedings were spent on disciplinary cases. Women and children were the major subjects on the receiving end of these sessions, which sometimes took all day. They were called in one after the other, charged, reprimanded and their buckets confiscated unceremoniously. Their crimes were the use of unauthorised containers or failure to pay. The attitude of the committee members was not only aggressive but also sometimes pompous.

If leadership is a process of persuading others to join in a course of action and carrying out the agreed plan, then the leadership in George Compound Complex was doing it the wrong way. The bullying tactics merely divided the community into “them” and “us”.

The purpose of the Committees is to serve each of their community members. By the time the attachment came to an end a proposal was put into place to decentralise the disciplinary committee into small user-friendly committees. The new gender balanced committees comprising of only four persons in each area should also act as a sensitising team. The Water Committee was advised to take a new role as an Appeal Committee. As things were, the Water Committee was the accuser, the judge and the jury, all in one.

7.2.3 Conflict resolution and transformation

The George Complex Community, like any other society is not a fixed entity. It is a dynamic and complex system of relationships that change and can be changed in a fluid open ended process. The major purpose of community participation was introduced in the George Compound Complex water supply project for sustainability.

The agencies involved in the water management system in George Compound Complex have adopted a participatory approach to water management with the belief that the community suffers from social and economic marginalisation experienced by people who have little or no control over the conditions in which they live.

The water users are expected to contribute towards cost recovery through monthly payments, prevent vandalism and control and management of facilities at community level. This is against the background of a culture of expectancy that water is a God-given free commodity, and therefore a right.

If participation is directed towards technical and social change and is based on community based participation, the results would be a large degree of change within that community. Such an approach to participation has to address many complex problems. How far for example are existing structures affected by, or resistant to social change? How do the structures that utilise this participation affect the project goals of maximising the participation and empowerment of the whole community? What factors might inhibit participation and what factors might promote participation? It is expected therefore that conflict would be inevitable.

The Water Committee holds the key to the success of the George Compound Complex Water Supply Project. After attending a number of Tap meetings in the community on one hand and the Water Committee meetings on the other, it became clear that there was need to harmonise a number of issues contributing to conflict between the Water Committee and the Water Users in the community. The student organised and facilitated a workshop on Peace Building and Conflict Resolution. The workshop which was funded by CARE /GECP was held in Sub six, Area six, for the Zone monitors and Tap leaders.

The participation was overwhelming in both numbers and enthusiasm. There were 37 registered participants. One of the pleasing aspects about the participants is that women were highly represented in this workshop. The workshop concentrated on defining conflict in terms of the expressed struggle between the users in the community and the Tap leaders, as custodians of the water facility. The workshop looked at this conflict as an inevitable process which should be turned into a productive process of transformation or a creative peaceful co-existence in order to enhance the project.

The objective of the workshop was to provide possible interventions in: value, relationships, data, interests and structural conflicts in water management.

The workshop drew on experiential reflections of the participants, based on these interventions.

The workshop utilised adult pedagogical methodologies for training, which the participants found not only entertaining, but realistic to their areas of operations. The workshop ran for two days. The language of communication was mainly Nyanja with some Bemba, Lozi, Tonga, other Zambian dialects and English. The enthusiasm and appreciation that was shown during the workshop demonstrated the relevance of the workshop. The end of the workshop evaluation, though verbal, was encouraging.

The training programme addressed a host of factors from which conflict results, the most fundamental being the nature of distribution of power and resources within a society. The varieties of causes of conflict were classified in five broad categories as per the *Mediation and Facilitation Training Manual* by the Mennonite Conciliation Service.

a. The Resource Conflict, sometimes referred to as the structural conflict caused by:

- (i) destructive patterns of behaviour and interaction
- (ii) unequal control, ownership or distribution of resources
- (iii) unequal power and authority
- (iv) geographical, physical and environmental factors that hinder cooperation
- (v) time constraints

b. Relationship Conflicts, caused by:

- (i) strong emotions
- (ii) mis-perceptions stereotyping
- (iii) poor communication or miscommunication
- (iv) repetitive negative behaviour

c. Value conflicts caused by:

- (i) different criteria for evaluating ideas or behaviour
- (ii) exclusive intrinsically value goals
- (iii) different ways of life, ideology or religion

d. Intent or psychological interest

- (i) perceived or actual competition over substantive (content) interest
- (ii) procedural interest

e. Process or data conflicts caused by

- (i) lack of information
- (ii) misinformation
- (iii) different views on what is relevant
- (iv) different interpretations of data
- (v) different assessment procedures

The concerns of the participants were varied, from poor communication, poor understanding and appreciation of facilities, poor relationships between users and Tap leaders, abusive language towards Tap leaders. Of particular concern was the modality of payment which is said to be rigid. It does not give a grace period to water users. This made the Tap leaders vulnerable to the anger of the community, which sometimes results in the violent abuse of Tap leaders.

The workshop looked at suggested ways of managing and resolving the causes. It also discovered that "Conflicts happen not because the values are different, but because one side demands that the other side gives in." The workshop also brought to focus the enormous challenges the project faces from other competitors such as shallow wells and the readily available chlorine. The successes achieved were also highlighted. In George Compound Complex, it can now be said that water is more than life.

The student thoroughly enjoyed facilitating this workshop. The opportunity to be a part of this vibrant community was welcome. A lot was learnt through this workshop, given that the participants demonstrated a vivid understanding of their own problems through role plays and discussions. It is reasonable to suggest that more problem solving workshops be encouraged.

The student also advises in this report that conflict resolution should become part of the agenda on the regular workshops held for the Water Committees and that it should be extended to the users. It would be of great importance to translate the material used into local Zambian dialects, particularly Nyanja, which is a commonly used language in George complex.

One of the major complaints from the participants during the evaluation was that they had attended so many workshops, without acknowledgement. They proposed that certificates in such a comprehensive workshop should be introduced as an incentive. The student designed a certificate and the printing

costs were paid for by LWSC head office. Professor Francis Kasoma was asked to present the certificates to the participants. Unfortunately it was never to be. He died suddenly before the presentation ceremony. The certificates were presented to the participants without this great teacher's hand.

The workshop was a challenge in highlighting the concept of community participation and the management of conflict. It also helped the students at individual level to deal with conflict of values such as time management which has its own context in George Compound Complex. In the final analysis there was general agreement that conflict is not necessarily a bad thing after all. It can be a source of positive co-existence and the enhancement of the water project itself.

7.2.4 The Community Radio Station Project

Humans are among the most curious of beings. In fact it is not what the media says that grabs their attention most, but how they say it.

The media when used well have the ability to bring stakeholders together to a forum where they can share common ground. It is this common ground that facilitates communication.

There is an increasing awareness that more and more people are feeling disengaged from society. They feel left out, particularly in the area of governance. Civil society is about involvement and participation. Participation is obviously motivated by the belief that one can make a difference. Making a difference is what the media is good at. It contributes to the way society makes sense of its environment and how it interacts with it.

Because of its mass nature, the media is an effective tool to communicate an idea, issue or argument. People often hear radio announcers parrot the

statement” we are here to inform, educate and entertain you”. In fact the media often does more than these three elements stated. The media has the ability to:

- a. raise awareness and change behaviour
- b. provide an agenda and generate public debate
- c. mobilise people towards a particular issue
- d. advocate for particular concerns.

In raising awareness, the media plays a crucial role in information dissemination and consequently animates demand. This puts pressure on individuals or institutions to deliver. It can also be quite successful in getting people to change their behaviour.

The media is also like a hound dog, always in search of news, which in this case is the agenda. The media has a knack of providing the public with its own agenda and like in a meeting, the audience willingly participates. The media is therefore an effective platform to call public attention to an agenda.

The media have the ability to give a debate a face with which the public can identify. The media are agents of change. They have tremendous influence on people’s lives because they also take advantage of their curiosity.

As the public participate voluntarily in the media’s agenda, they become part of the process. The media is therefore an effective motivation for wider public participation. It brings like minds to common ground for required communication. This is the media’s role in social mobilisation.

Oxfam, a well known charity defines advocacy as:

Influencing decision makers to design adopt and change policies, practices and behaviour in furtherance of the organisation’s mandate.

The media therefore plays a vital role in creating political and social space where contending opinions can exchange views freely and openly. The media are not only common ground for voices, but have the ability to give citizens a voice. The media are also well placed to provide a platform for citizens to express their voices.

Unfortunately the people of George Compound Complex have no direct access to what is supposed to be the most accessible mass media tool, radio. Ironically, peri-urban George Compound Complex is part of the Greater Lusaka. The city boasts of seven FM radio stations. None of them including the Zambia National Broadcasting Corporation (ZNBC), Radio Phoenix, Yatsani, Choice FM, Q-FM, Radio Christian Voice, the British Broadcasting Corporation (BBC), have any deliberate programming for the people of the Complex. For them it is the story of "water, water everywhere but not drop to drink."

This is not surprising. George Compound Complex still remains in the minds of many as an unauthorised settlement despite its new status of the upgraded resettlement scheme. The community has however, not taken their status of mere "eavesdroppers" to the radio stations around them with folded arms. With the assistance of JICA, loud speakers have been mounted on the water tanks with long cables running down to a tape recorder. This technology is their attempt to have mass communication.

The messages or programmes are recorded on cassette-recorders and rotated in the various zones. The programmes range from water management to health tips and community songs of local unity. This is community radio according to George Compound Complex.

This "cassette radio station," as the owners fondly call it, is a genius attempt to enhance their own development by providing a frame work for wider participation.

It is also a statement of a people who want to become part of the society and make a difference to their own well being.

Unfortunately the technical difficulties for this type of communication system are immense. The student had the privilege to listen to some of the broadcast. It was quite an experience to say the least. Although it was pleasant to find that the programme content was exceptionally good, listening to the programme however from a six metre elevated water tank is another experience. It defies all odds in the world of radio communication. The efficacy of such an innovation in communication no doubt leaves a lot to be desired, given the fact that radio is a medium of intimacy.

On January 3, 2002 a steering committee of six was formed to look into possibilities of bringing a community radio station to George Compound Complex. The committee members are:

Mr. Nimery Mbangweta, chairperson

Mr. Fred Mukuka, secretary

Mrs. Nanfukwe Phiri, treasurer

Mrs. Nora Mwanza, member

Mr. James Nyirenda, member

Mr. Beenzu Mumbwe, member

The steering committee was tasked with the responsibility of ensuring that the community participates fully in the setting up of community radio station.

Kasoma (2002:43) in his last book before his death, *Community Radio its management and organisation in Zambia*, discusses the importance of community participation in the setting up of a community radio station. A community radio station is established by the community and for the community. Situations where the government or some donor agency decides to set up a community radio in a given area without involving the people in making the decision do not result in the establishment of a real community radio.

It was therefore an apex of the attachment to be asked by the community help in providing a frame work upon which the Community Radio project proposal for George Compound Complex would be based. At the beginning the challenges not only lay with where to start from, but also over- enthusiasm on the student's part by wanting the project to be completed "yesterday." Fortunately, constant reminders by the supervising professor helped the student ensure that the project was the community's and not the student's.

True participation in decision making is very different from bogus participation in which the people are merely asked to react to a decision. It was a valuable lesson for the student of participatory communication to realise that the line between imposition in the name of technical expertise and genuine assistance is very thin. It is not only the community radio project that is important, but also the process and the time invested.

The development of the proposal is still in process. More importantly it is being done by the community itself. This student has been asked to continue supporting the project with his expertise, even after the attachment.

It not surprising why the people of George Compound Complex opted for radio as opposed to other community media. The level of illiteracy is high in the area. According to the class notes obtained from Fidelis Muzyamba's class, radio is ubiquitous. It is generally more widely available than other media.

Its characteristics as a medium, give it tremendous advantage over other media such as:

- i) radio is briefer
- ii) it is more immediate
- iii) it is direct and personal
- iv) it is less detailed
- v) it is less complete

Compared to what is being used currently in George Compound Complex as a means of mass communication, community radio would play a significant role in the development of the area because of its participatory and interactive nature. Radio is not only dependent upon the use of the ear but is also personal. As such it is highly convincing as it engages the listener's imagination far more than is possible for the other media. Although radio is selective, it is economical, fast and covers the whole area of the Complex at the same time. This is a far cry from the current trend of shifting the tape recorder from one zone to the other to achieve wider coverage. More importantly radio will ease the strain of having to listen to messages from the mounted tanks to a more intimate relationship, through a radio receiver.

There is a great deal of scope for this medium to support communication for development issues in George Compound Complex. A community radio will no doubt give the residents of the Complex a voice. A voice that can be directed towards technical and social change through its well established community structures. The level of participatory approaches in George Compound Complex are grounded. If the reasons for adopting a participatory approach to its water management lies in the belief that the root cause of poverty is the social and economic marginalisation experienced by its people who have very little or no control over the conditions in which they live, then a community radio is of necessity.

CHAPTER 8

Discussion of Findings and Experiences

8.0 An Overview of Findings and Experiences

George Compound Complex is a disadvantaged peri-urban community which has a vibrant state-of-the-art water sector. This water sector occupies the daily existence of at least two International NGOs, Local government, the water company and the local community.

The main theme of this study addresses participatory approaches to water management in George Compound Complex. The impressive infrastructure supporting the water management activities in George Compound Complex has made admirable efforts to implement the concept of community participation in its management structure.

Overall results indicate that the community is being supported and empowered to genuinely participate in water management. The management infrastructure for community development includes water committees. The employment policy of the project is deliberately biased towards the engagement of George Compound Complex residents only, in order to empower the local community. The water management teams are self elected and add value to the community's participation efforts.

As a result, residents are better committed to this project than they had been to the previous one, as shown by established and functional water committees,

reduction in vandalism, efforts at cost recovery and more importantly, the reduction in cases of diarrhoeal disease.

No project is however without its problems. In attempting to involve the local community in the water projects problems are also many. The community is diverse and agencies working within many, and as discussed earlier, too many cooks can indeed spoil the broth.

Other findings of this study show the extent to which the student was exposed in terms of his experience in class as well as the active learning process at George Compound Complex as regards the following issues:

- a. Theory versus reality
- b. Policy and legal issues
- c. Water Management Committees
- d. Participatory approaches
- e. Cultural values, beliefs and attitudes
- f. The cost of water
- g. Conflict management
- h. Health and sanitation
- i. Gender
- j. Shallow Wells ; new technologies and myths
- k. Inter agency linkages
- l. Strengthening communication for development.

Chapter six of this report describes the findings of the survey through interviews, using a questionnaire and what people say. Chapter eight discusses the student's experiences and summarises the discussions of salient study findings including those of the questionnaire.

The student found his stay in George Compound Complex useful, especially as an accepted honorary member of the George Compound Complex Community. In studying the water management practices he also contributed to the water project through a number of activities which included:

- a. Introducing Robert's rules approach to running meetings, so as to focus the meeting to produce tangible results. This involved designing a tabular format for recording minutes of water committees
- b. Conducting a conflict resolution and transformation workshop and providing certificates of attendance
- c. Advice to the self-styled local court to decentralise functions into the community
- d. Participating in and providing a framework for writing a Community Radio Station Project.

The student was able to move from the "academic box" and exercise skills in leadership, coordination, different communication styles, communication for development, the design and application of the questionnaire, inter-agency coordination, focus group methodology, negotiation and conflict resolution. The field, in this case George Compound Complex, has been the greatest teacher of all. This student will continue the search for excellence, not only in this project, but for the rest of his active professional life, in memory of the inspiration from the late Professor Kasoma. Teachers like him are a rare and special gift.

8.1 Theory versus Reality

The classroom experience heightened and set the stage for the student's expectation on the field. The brand of community participation experienced by the student at George Compound Complex was beyond his expectation. Not only was the concept of community participation clearly institutionalised, it also profiled highly in the water project's organogram.

The new water infrastructure seems to have taken note of the mistakes made by the old project. What the student saw was a genuine attempt to implement the organogram so that it linked the theories learnt in class with what was happening in the community, at least as far as involving the community in the project.

Community participation had been non-existent in the original water project. The approach of the Agency developed-Agency managed water project tended to leave the community out for as long as the water agency maintained the systems.

Because of poor recovery of operational and maintenance costs, the entire water supply system had been poorly maintained. The facilities were also roughly handled and vandalized because of lack of a sense of ownership by the community. As a consequence the whole system broke down and became unreliable. The residents of George Compound Complex resorted to digging shallow wells in their yards next to their pit latrines. This exposed the residents to communicable diseases, such as dysentery and cholera.

In its 1992 report '*The Status of World Rural Poverty*' International Food and Agriculture Development (IFAD) states that the poor are kept out of decision-making process in various ways: they are powerless in job selection and consumption. They are also isolated geographically as well as socially. For George Compound Complex, the project employed local residents in preference to any other. This is an act of empowering the community.

A water programme has the potential to act as a catalyst for change. The process of organizing the implementation of water projects and long-term management of water supplies can be a starting point from which further development initiatives might flow. (Davis and Garvey, 1993:5).

A water supply such as the one George Compound Complex is a development that has come to the community. The current system is Agency /developed-Agency managed involves the agency and the community working together to develop the supply system. Not only should it be looked at as an investment that has come with professional services and jobs for the community but also as a lever for bargaining. It is an opportunity for the community to be involved and be included in the decision making process on a national level. Such was the experience in George Compound Complex. The quality of participation was genuine.

Many a scholar, including Gerald (1994:31) have recommended and propounded that local communities should reduce dependence on external support whenever, they are involved in Agency/community-Agency/community managed to the extent of eliminating the dependency completely. This writer finds this recommendation unrealistic and not practical.

It should be remembered that most communities in squatter compounds such as that of George Compound Complex are poor. Niki (2000:31) states that the poor lack the ability to improve their livelihood due to their extremely vulnerable and weak position. In addition, they lack bargaining power to negotiate with the rest of the community and authorities. Niki further points out that these deficiencies at individual level have tended to be as a result of external adverse circumstances or forces such as lack of employment, education, health CARE, and physical amenities or facilities.

It is unrealistic to expect the community such as the one in George Compound Complex to continue running the system efficiently without external assistance. It should be realized that the hardware in form of pipes and other accessories require replacement after a while. An improved supply still requires final technical back-up from an external body, even if the regular operations and maintenance can be managed by the community itself. Complete elimination of

dependency on an agency just for the sake of ownership relegates the same community into isolation from the main stream.

What is required is to improve and ensure that community participation is genuine. Genuine and the quality of participation is what really matters. In this respect, genuine means that all members of the community men, women and the young people participate fully in all stages of planning, decision making, implementation and evaluation of project activities. Genuine also means the empowerment of all stakeholders of the community to contribute actively to the decision-making process of the project in total.

It is this quality of participation that ultimately, creates a strong sense of community belonging, ownership and a sense of community responsibility towards every aspect of the project and its sustainability.

At George Compound Complex, some aspects of this participation still need strengthening. The specific aspects include gender roles in water management, participation of residents in water committees, the issue of ownership and more residents paying for the water service.

8. 2 Policy and Legal Issues

From the George Compound Complex community's point of view, ownership of the project was reflected in answers to the questionnaire that "*Ni manzi ya Kajima*" a vernacular statement which literally mean the water of Kajima. Kajima is a Japanese construction company which built the water project. Ownership of the land should go hand in hand with ownership of facilities. The land on which the George Compound Complex is situated is owned by Local Government, LCC.

Boreholes and infrastructure were constructed by JICA. Labour was provided by the community, but paid for in some cases. CARE/ GCEP is spearheading capacity building and community participation.

The ownership situation is complex. Many partners are relevant therefore to the success of George Compound Complex's water project. The legal framework seems to follow the Service Provider Model, which has designated LWSC as the commercial utility.

The water project is perceived by residents as belonging to Kajima, the contractor, or JICA the cooperating partner's water project. The community is therefore merely the symbolic owner of the water project.

More debate is required therefore on the subject of ownership of the water project. This calls for communication for development efforts. This community needs information to enable residents understand in lay terms, the implication of the legal framework and the status of other partners as well as their own rights within the same framework.

This effort should really be the concerted work of all partners, and particularly CARE/GCEP and CARE PROSPECT who have been mandated with the challenge of community empowerment because of their comparative advantage in community mobilisation and participation methodologies.

Only then, in the light of all the effort can the residents of George Compound Complex be expected to refer to the project as "our water".

8.3 Water Management Committees

According to the answers from the questionnaire it was clear that most residents do not know their water committees for reasons ranging from that they felt

“involvement in water committees was voluntary” to that they were “too busy”. Among the water committees the Tap committee which has direct contact with water drawers was the best known. At that it only scored 28.8 per cent residents “able to name the committee”.

In contrast the zone monitors only scored two point five per cent residents “able to name the committee”.

The two main issues that bothered residents with respect the water committee are:

- a. the selection of Tap leaders
- b. irregularities in handling funds

Ideally, the selection of Tap leaders is the task of the household. Fifty households select one Tap leader.

Some leaders proposed to sit on the water committee decline the position on the ground that when they refuse to give free access to water to some residents, they are in danger of being bewitched.

One of the solutions offered to this problem locally, is to rotate leaders. This in turn creates another problem namely the need to import leaders from another section in order to reduce over familiarity and undue pressure on Tap leaders for free water.

If approached on this issue the rest of the community may be able to propose better options.

While on the surface it appears that work of the water committees is progressing well and residents are responding equally well, on closer examination there is much that is required to enhance the participation of both sides.

A great deal of advocacy is required to familiarise water committees with the residents and vice versa, thereby helping to reduce friction between them.

8.4 Participatory Approaches

The journey on which the three key players in water management have embarked on is a long one. Having established that the current water project in George Compound complex utilises the Agency / community developed, Agency /community managed approach to effective water management, the system has yet to develop markers for assessing participation in the water project.

The agencies, together with the community will need to agree on the modalities of participation that will satisfy everyone. These modalities will certainly hinge on water practices, the cost of water, water committees and the quality of water among others.

If what the residents say is in anyway a reflection of their idea of participation, then the water service though accessible once per day to 48.5 per cent of the respondents may also need to increase accessibility to at least twice if not more and allow at least 100 litres per day to each household. Water conservation in George Compound Complex is among the best compared to other water projects because of the controlled use of water.

Participation also hinges on the cost of water. Most respondents, 78.8 per cent were able to pay K 3000 per month. Except for the most vulnerable, widows, widowers, orphans and others, it is important for households to be educated to ensure that water is given priority status in the home, over and above new

“chitenge” wrap or hairstyles which certainly cost far more. If more people pay and do so responsibly, the most vulnerable will also be taken CARE of.

The outcome and activities of the water committees are not well known to residents. There are a lot of issues that can be dealt with to encourage participation to a greater extent by all key players in relation to the work of the water committees.

Just as information education and communication campaigns are conducted for health, similar efforts can be made towards enhancing the resident’s knowledge about the water committees. They also need information on rules and regulations governing the election of members to the water committee.

Thereafter residents can be encouraged to pay for water through incentives such as Zambia experienced during 2001, the Zambia Electricity Supply Company gave prizes to the first 100 electricity users who paid a stipulated amount of their bills or those who settled their electricity bills in advance.

Active personal participation in water committee activities needs to be strengthened. Those wishing to lead in the water committees should be encouraged to do so and even given incentives rather than threatened with witchcraft by the community they serve. A system of acknowledgement of their service by the community is essential. Acknowledgement need not only be about monetary reward, but as the student learnt, certificates of service are a great motivation for those involved.

Apart from enhancing participation, the more knowledgeable the community on water committees, the better the situation for checks and balances when things go wrong. Leaders become more responsive to the community’s needs, knowing they are being monitored by the community. This should result in a better water service.

8.5 Cultural values, beliefs and attitudes

The story of the “*fit*” or small demon in the shallow well, best illustrates the role of culture and attendant beliefs. During the policing of the shallow well exercise, one resident was found to have the “*fit*” in the well. When the police came to close the shallow well the lady vehemently protested.

She refused to have her well closed and when closely examined it was clear she was defending the current resident of this shallow well who happened to be an unusual resident in the form of a water spirit.

The police knew they were no match for this preferred resident and did not close the well.

8.6 The cost of water

While the majority of residents realise that paying for water is a good idea because it maintains the service, there were a few divergent views and many contributions for improvements to the system of payment currently in use.

Among the improvements suggested it would be worthwhile looking more closely at;

- a. Reducing long queues by further decentralising and by establishing new pay-points in the community

- b. Including a grace period into the first week of each month after the due date of payment. Some residents are paid during the first week of the month and would only be able to take CARE of bills during the first week of the month.

c. Educating the community to regard to water as an essential and priority commodity within their household and therefore budgeting for it adequately.

The water project has succeeded in selling the clean, safe water idea well. The residents of George Compound Complex also know the price of shallow well water. They know the benefit of piped water. They live with this benefit everyday. They understand the cost of water not only in monetary terms, but in that it can make the difference between life and death in some instances. Cholera and diarrhoeal diseases kill.

8.7 Conflict management

Among the student's contributions included a workshop on Conflict Management which has been fully discussed in the chapter on the student's contribution. The workshop was based on the desire to enhance participation given the problems the student experienced in the community while interacting with residents and agencies.

The tendency to expect and depend on some one else by the community has been broken. According to an audit conducted in 2000, 52 per cent of the residents register and pay for their water. The stand pipes are well maintained and vandalism is under check. Water committees are functional and actively contribute to the water management structure. These successes are not absolute. They too have their limitations.

Conflict situations exist amidst these successes. The issues that were raised include the following;

a. Resource conflict in which residents expressed displeasure with Tap leaders for limiting their access to water, rightly or wrongly. Some residents felt that they

ought to have access to free water, or that Tap leaders ought to avail themselves at least twice a day for residents to fetch water.

b. Money or funds collected from water users is another resource conflict. Some residents were suspicious of the use of money by leaders.

c. Vandalism as a direct result of the sense of unequal control ownership and distribution of resources produces destructive patterns of behaviour. The new water project has without a doubt reduced vandalism by improving ownership. Control of the water facility is instituted by local Tap leaders.

This water project in contrast to the previous one has shown that a level of authority is necessary to protect the facility, but more importantly a sense of ownership produces more sustainable results.

d. Lack of information on a number of concerns, such as the legal state of the water project, has the potential to develop into a conflict situation in which the attitude like "*aya ni manzi ya Kajima*", referring to the water as Kajima's, the contractor in charge of building the infrastructure, can degenerate into a situation in which the community does not take responsibility for the facility.

8.8 Health and sanitation

Since the horrendous 1991 and subsequent outbreaks of cholera and dysentery in George Compound, health information, education and communication campaigns were stepped up. This student accompanied an Information, Education and Communication team on one of its tours of a zone.

While overall the understanding of water-borne germs causing diarrhoea seems established, a number of persons still draw water from shallow wells, use

chlorine dangerously, that is, not in the correct proportions and do not use the correct covered container to fetch water.

Until all residents stop using shallow well water or until all shallow wells are covered up, whichever is most feasible, will the emphasis of education campaigns shift to the reality of the day apart from water borne diarrhoeal disease. For now this work with the health committees is relevant.

Chlorination needs to be taught and re-taught, for at present it has created a false sense of security even among those who do not use it in the correct proportions.

There is room therefore to continue to work with the community to improve hygiene and sanitation.

8.9 Gender

A number of incidences indicating the need for greater gender awareness were experienced.

During water committee meetings, men dominated the proceedings, not only by talking more, but also underscoring the final decisions of the meetings by meeting separately in a “meeting within a meeting” to make the final decision. The water committees are constituted to be mainly male and so are the Tap leaders.

When asked why residents did not attend or participate in water committee activities, one male responded that he thought these were meant for women only. This shows the gender bias that some males carry towards water and women.

At the stand pipe however, most of the water drawers are women, particularly young housewives. This situation would make total sense, if they did not have other work. It is important to realise that a larger group, 38.8 per cent among the women were self-employed and were contributing to the household's finances, in addition to the housework.

Among the male spouses, 55 per cent were employed while 26.3 per cent were unemployed. More men therefore could have assisted with the water fetching than the recorded seven point five per cent.

The men may have been pre-occupied with other activities to support the household such as fetching charcoal or temporary employment, but George Compound Complex also hosts recreational activities such as the beer tavern, where men are found sitting and socialising as early as 10.00 hours. Lack of employment is not an excuse to sit idle all day and socialise. It would be good to sensitise unemployed males to contribute more to household chores, while they have little else to do. Workshops on gender are a vital link in the process of gender sensitisation.

8.10 Shallow Wells; new technologies and myths

The shallow well is part of the history of George Compound Complex. While it served its purpose in the developmental stages of the community, the water it provided quickly became a hazard particularly to the health of the community. It remains an extremely difficult task to wean some members of the community from the shallow well, as it is deemed convenient and for some, cheaper than the piped project water.

An unusual experience, already reported in Chapter Four on Personal Experiences, jerked the student to appreciate the complex socio-cultural environment governing the lives of George Compound Complex residents. There

was an incident during which a resident refused closure of the shallow well. It was alleged that she housed her water spirit in the well. It would be interesting to examine this phenomenon to find out from the existing shallow wells how many more open wells have greater significance than just water.

Drowning is another potential problem, while the task of ensuring adequate chlorination is an ongoing challenge.

Working with the community to ensure closure of shallow wells is now a great challenge for the agencies at George Compound Complex.

8.11 Inter agency linkages

While agencies have clear individual terms of reference for their work, they need to link with each other and the community they serve. The mechanisms for these inter-linkages have already been described. The relationship among agencies is cordial. This is demonstrated by the Trustees Committee, as the coordinating mechanism that meets regularly.

8.12 Strengthening Communication for Development

The issues for which major efforts in communication for development are required are many. Some of these will be discussed below and will constitute the basis of future work in George Compound Complex.

George Compound Complex has already been described as a high density peri-urban area whose development is an overwhelming challenge for developers. The challenges in communication for development go hand in hand with holistic development efforts to reach the needs of this community, not only water, but good roads, electricity, good housing, play parks for the children and many more.

Children were found at the stand pipe even though the community did not encourage this practice.

a. Attend to the safety of children, where do they play?

More than in the low density areas a sense of community still exists in George Compound Complex. Children seem to find it safe to wander away from their parental home and play with friends away from home or conduct sales of wares outside the home.

Some education on “enhancing safety in the community” is required.

In addition children’s work is play. Children need a designated play area in George Compound Complex.

Children also need to know about possible dangers of wandering around without parent, guardian or responsible CARE taker. Messages of such a nature are needed.

b. Enhance ownership and legal responsibility

Gaps in the understanding of the complex legalities exist among agencies and the community. Again LWSC has made major strides in sharing the management aspects of the project with everyone concerned. There now needs to be a drive towards educating everyone on legalities, ownership and the responsibility attached to them.

c. Strengthen Community Participation

While the level and genuineness of the participation of the community is impressive, the student acknowledges that “the thousand mile journey starts with just one step”. There are landmarks along that journey.

It is on this basis that the student would like to suggest a number of indicators coming out of his exposure to the theoretical and practical elements of this study. The community and agencies may of course prefer to design their own indicators

and this would be more preferable. They may also wish to adapt indicators suggested by the student. These indicators will help the community and supporting agencies measure changing trends in the participation.

Key themes to monitor for the enhancement of participation include;

- Proportion of the community knowing their Tap leaders
- Proportion of the community able to cite one recent decision from the water committee in the last year
- Proportion of the community attending at least one water committee meeting per year
- Per centage of women endorsing decisions during committee meetings by signature
- Number of women attending training on the water project
- Number of men attending training on the water project
- Proportion of men drawing water from the stand pipes against proportion of men on the water committees
- Per centage of employees from George Compound Complex on the water project
- Per centage of the eligible population paying for water at each stand pipe
- Proportion of abstentions from paying for water with accepted reason
- Number of shallow wells closed each year against number still in existence
- Number of households with piped water indoors

If the suggested indicators are acceptable, each agency, water committee and resident needs to be made aware of this monitoring activity. It can be an annual participatory event, taken on by the Resident Development Committee for everyone.

d. Improve gender balance

If one is to cite gross imbalance in the community, it is that concerning gender. The many reasons for this include lower levels of female education, the influence of culture. Whatever the reasons, there is need for more genuine representation and power sharing. Examples range from the power imbalance in the workload of the woman, to the imbalance in expression of power in meetings. Although the student commends the efforts of GCEP in supporting community participation, greater and concerted effort is still required, to educate both the men and women.

e. Ensure that shallow wells become a thing of the past.

As monitoring of community participation is strengthened and gains root in George Compound Complex, one would like to see the complete demise of shallow wells.

f. Assist households to respond better to payment of water fees

When it comes to payment for water, this study recorded 90 per cent response in favour of payments from the respondents. However the 2000 audit reports a lower figure of 52 per cent of the residents paying for water. It could be that the community overall has responded better and increased its willingness to pay during 2002.

From some of the discussions with residents it became clear that there was need to:

- i. Assist households in raising the priority of water in the household
- ii. Improve transparency in handling of funds at local level

iii. Allow for the inspection of accounts by local committees

iv. Provide a window for widows, orphans, widowers and others who are the most vulnerable in George Compound Complex, to be exempt from water fees.

Improve the Function of the Water Committees

Residents, particularly the Zone monitors are not aware of their water committees. The Tap leaders, though known also have problems in executing their work. There is need for local committees to work better, involve residents more in election processes and to be more responsive to residents needs, within reason of-course.

g. Piped water in the home

A pipe dream or reality? A number of residents are already envisioning piped water in their homes and why not? For a George Compound Complex resident, like anyone else, has the right to seek excellence. The student feels that a section of the project through the Engineering Department should pilot this among those who are willing to pay near commercial costs, to have piped water indoors. After all there are residents who are owner - occupier. The houses they live in cost commercial prices to build. The plumbing is expensive, but until the project is offered and partly subsidised, it may not take off.

CHAPTER 9

Conclusion and Recommendations

9.0 Conclusion

The water project in George Compound Complex is among the most vibrant activities in this community. The community and all agencies have agreed to participate together in the water project and bring about empowerment and social change to the community.

In order to provide holistic development to George Compound Complex, there is need to address all infrastructure like roads, houses, health simultaneously, and not just the water sector. The new demand for the community to install individual water pipes in each home raises a major challenge. It also raises a question that has not been openly asked. Is it worth the investment in water for George Compound Complex, when this investment is unable to fulfill the ultimate desire of the community, to have indoor piped water, due to the unplanned and complicated infrastructure already in existence?

Since water plays a major role in sustaining national development effort, shouldn't its planning be considered as a long-term investment and therefore should be done from a holistic rather than ad hoc approach? Water is not just life in terms of food; water is also health, energy, recreation, industry and has many other uses. Water is therefore a source of development. If we are to cast a long-term vision for George Compound Complex, then the inevitable answer is to restructure the whole compound and redesign all infra-structure in order to augment the people of the complex's standard of living. This will ensure more bearable conditions of existence.

The vibrant water sector may at present be growing at the expense of the other development in this peri-urban area. The water sector may also become a lonely sector, having advanced more than the other sectors and therefore needing to wait for the other sectors to catch up on development concepts such as community participation. The Resident Development Committee remains with the ominous task of coordinating all these aspects of development for George Compound Complex.

Community participation in this water project is impressive. The relationship between agency and community is healthy, with affable control and management of resources. Problems experienced by the previous project have been reduced and the sense of ownership, in spite being merely symbolic, is still significant.

While water is life to George Compound Complex, the challenge however, still remains to upgrade all infrastructure and improve the standard of living of residents in this still deprived section of the capital city. It is therefore imperative that every measure be taken to ensure that water does not hinder the sustainable national development effort of the people of George Compound Complex.

9.1 Recommendations

The water committees have so far been working well to keep the water project vibrant and effective. This however has been happening with the support and goodwill of all key agencies LCC, LWSC, CARE / GCEP, JICA and the community of George Compound Complex. A fully constituted active Resident Development Committee has however been missing. It is recommended therefore that:

1. The fate of the suspended Resident Development Committee be quickly reviewed and a final decision made. The reorganised committee will then be

able to effect its policy and guiding functions so it can in turn, facilitate and support the work of other important committees to implement the more holistic development of the community of George Compound Complex.

2. Water committees in addition to other committees need to take deliberate measures to ensure that their community, be it at local Tap, Zonal or Area Water Forum level, is well informed about their work and that the committees become more responsive to the needs of the community. This may require the reduction in communication tiers that currently exist.
3. Measures are taken to involve the community in the election and organisation of the water committees.
4. The Accounts Department needs to pay close attention to the concerns raised by the community to improve the problem of the long queues, segmentation of the poorest of the poor (widows, orphans and widowers), raising the priority of water, extending of the grace period for payment , instituting mechanisms for greater transparency, accountability and better use of the funds.
5. The project needs to engage expertise to address the communication gaps in George Compound Complex at agency level and in the community in order to fill the suggested needs in communication for development, mainly:
The safety of children, ownership and legal responsibilities, community participation, gender balance, shallow wells, better payment of water fees, the work of water committees and the more desired for piped indoor water.

The study recommends that the project employ the services of communication for development consultants to highlight the named and emerging needs of the community professionally.

6. That the project offers training and skills in conflict management for all players in George Compound Complex, but particularly the community.
7. All important training sessions conducted in George Compound Complex offer certificates of participation as motivation to the community.
8. In addition to the management tools such as the joint internal audit, joint planning and proposal development, memoranda of agreement and the Trustees Committee in charge of coordinating the work of all partners, it is recommended that all partners, LCC, JICA, and LWSC contribute to the monitoring of community participation through jointly developed indicators.
9. The human resource development section should continue implementing the recommendations of the 2000 Joint Internal Audit by clarifying promotion criteria, responsibility and acting allowances, leave and the role of collective bargaining.

Where huge salary discrepancies exist between staff of the three agencies, and in the interest of harmony, in the water project, a goodwill token be made available to the very few employees on very low salaries, through an agreed mechanism, presented through the Trustees Committee.

10. For all partners to consider holding annual general meetings where the Water Committee has the opportunity to report back to the community the activities of the year based on these meetings. It is a way of encouraging both feed back or dialogic communication and active participation.
11. That the "court sessions" of the Water Committee take on a more gender balanced and humane approach of an "appeals" role instead of the current situation where the Committee plays the role of the accuser, the judge and the jury.

12. The student also advises in this report, that conflict resolution should become part of the agenda of the regular workshops held for the Water Committees and that it should be extended to the users. It would be of great importance to translate the material used into vernacular, particularly Nyanja, which is a commonly used language in George complex.

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Appendix 1: List of persons interviewed

1. Mr. Charles Chipulu - Managing Director of LWSC
2. Mr Nimery Mbangweta - Chairperson Water Committee
3. Mr. Fred Mukuka - Secretary Water Committee
4. Mrs. Nanfukwe Phiri - Treasurer Water Committee
5. Mrs. Nora Mwanza - Committee Member
6. Mr. James Nyirenda - Committee Member
7. Mr. Beenzu Mumbwe - Committee Member
8. Mrs. Bernadette Kalunga - Accounts Department, George Water Project
9. Mrs. Loveness Kalangwa - Community Development Officer, George Water Project
10. Mrs. Annie Daka - Community Development Officer
11. Mr. Webster Chola - Project Manager, LWSC, George Water Project
12. Mrs. P. S Mwape - CARE International /GCEP
13. Mr. Alex Chama - Project Foreman Engineering George Water Project
14. Mr. Fred Lusale - LCC/George Water Project
15. Mr. Obed Mbuzi - CARE International/George Water Project

Appendix 2: Questionnaire

Applying Participatory Approaches to Community Water Management: A Case Study of Lusaka's George Compound Complex

Individual Interview Questionnaire

- (1) **Sex**
- Female
 male
- (2) **Age**
- 0 to 10
 11 to 20
 21 to 30
 31 to 40
 41 to 50
 51 to 60
 61 and above
- (3) **Marital Status**
- Married
 Single
 Divorcee
 Widow (Widower)
- (4) **Occupation**
- House wife
 Self Employed
 Employed
 Any other (specify) _____
- (5) **If married, occupation of spouse**
- Formal employment
 Informal employment
 Unemployment
 Other (specify) _____

(6) Which zone / area do you live in, in George Compound complex?

- George Mwazona
- Soweto
- Kizito
- Desai
- Chikilokoso
- Lilanda Site Five
- Paradise

(7) How long have you lived in George Compound complex?

- Less than five years
- Five years
- Ten years
- Fifteen years
- Sixteen years and above

(8) How many girl children live in your home?

- One
- Two
- Three
- Four
- Five and above
- None

(9) How many of the girl children are in the following age group?

- 0 to 10 years _____
- 11 to 15 years _____
- 16 to 20 years _____
- 21 years and above _____

(10) How many boy children live in your home?

- One
- Two
- Three

- Four
- Five and above
- None

(11) How many of the boy children are in the following age group?

- 0 to 10 years _____
- 11 to 15 years _____
- 16 to 20 years _____
- 21 years and above _____

(12) How many times do the female members of your household fetch water per day?

- Once a day
- Twice a day
- Three times a day
- Four times a day
- Five times and above
- None of the above

(13) How many times do the male members of your household fetch water per day?

- Once a day
- Twice a day
- Three times a day
- Four times a day
- Five times and above
- None of the above

(14) Who fetches most of the water?

- Female members
- Male members

(15) Which age group fetches most of the water?

- 0 to 10 years
- 11 to 15 years
- 16 to 20 years
- 21 years and above

(16) What type of a container do you mostly use to carry water?

- 2.5 litres
- 5.0 litres
- 10.0 litres
- 20.0 litres

(17) If above 60 years of age, what type of container do you use to carry water?

Explain _____

(18) How far is your source of water?

- Within the yard
- One metre
- 50 metres
- 100 metres
- 200 metres
- 300 metres
- 400 metres and above (specify) _____

(19) How many containers of water do you use per day?

- One 20 / container
- Two 20 / containers
- Three 20 / containers
- Four 20 / containers
- Five 20 / containers and above

(20) Do you use your water for (*tick where applicable*)

- Drinking
- Washing
- Bathing
- Building

- Other (specify) _____

(21) Do you fetch your water from:-

Stand pipes

Well

Other (specify) _____

(22) If Stand pipes, why? _____

(23) If a Well, why? _____

(24) If other source, why? _____

(25) Do you fetch you water from Stand pipes:-

All the time

Sometimes

Never

(26) Do you fetch your water from a well:-

All the time

Sometimes

Never

(27) Do you fetch your water from other sources:-

All the time

Sometimes

Never

(28) Do you pay for your water?

Yes

No

(29) If yes how much? _____

(30) If no, give explanation.

(31) Are you satisfied with the charge?

Yes

No

(32) If answer is yes, explain _____

(33) If answer is no, explain _____

(34) What changes if any could be made to the current payment system ?

Monthly payment system

Weekly payment system

Daily payment system

Cash on demand

(35) Are you satisfied with the current mode of payment ?

Yes

No

(36) Explain either answer

(37) Do you know of any water committee in your area ?

Yes

No

(38) If yes, name them.

(39) Do you take part in committee meetings of any water or tap management in your section?

Yes

No

Sometimes

(40) If the answer is yes, are you satisfied with the way the meeting are organised in your section?

(41) If the answer is no, why don't you attend committee meetings in your section?

(42) Do you take part in elections of your representatives on water or tap management committees?

Yes

No

Sometimes

(43) If yes, are you satisfied with the way the elections are conducted?

(44) If no, why don't you take part in elections of your representatives?

(45) When you have a complaint, are you satisfied with the response you receive from the committees?

- Yes
- No
- Sometimes
- Not applicable

(46) Explain your answer

(47) If you use water from the stand pipes, how do you rate the services?

- Very bad
- Fairly bad
- Fairly good
- Very good
- Don't know

(48) Explain your answer

(49) If you use water from the stand pipes, how do you rate the quality?

- Very bad
- Fairly bad

- Fairly good
- Very good
- Don't know

(50) Explain your answer

(51) If you use water from the well, how do you rate the quality?

- Very bad
- Fairly bad
- Fairly good
- Very good
- Don't know

(52) Explain your answer

(53) How would you want water services to improve in George Compound Complex?
