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EVALUATION OF WATER, ENVIRONMENT AND SANITATION PROGRAMME: UNICEF – THE GOVERNMENT OF THE GAMBIA PROGRAMME OF COOPERATION

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Page

EXECUTIVE SUMMARY

The present study was commissioned by UNICEF with the objective of assessing the impact of UNICEF's support to the Gambia Government in the water, environment and sanitation (WES) sector since 1983. The study is in eight parts.

Chapter 1 is the introduction, which gives a general profile of the country as well as the rationale for the study and the methodology used.

Chapter 2 – Outlines the development of the WES Sector in The Gambia from the onset of the Sahelian drought in the 70s. In response to the critical water supply situation in the rural areas the Government put in place certain legal, institutional and policy measures designed to provide improved water supply within the broad framework of improved water resources management.

Some of these measures included the promulgation of the National Water Resources (NWRC) Act 1979, the creation of the Ministry of Natural Resources and the Environment (1981) and the formulation of a comprehensive policy paper, "Operational Policy Issues for National Water Resources Development in The Gambia", (1988).

In the environment sub-sector similar legal, institutional and policy reforms took place, culminating in the Environment Management Act (1987), which was subsequently amended to the National Environment Management Act in 1994.

In the sanitation sub-sector, which did not attract as much attention as the preceding sub-sectors, development was slow and mainly pioneered by Non-Government Organisations (NGOs) and UNICEF, which launched a pilot project in the North Bank Division (1992).

The achievements registered in the sector were impressive. By the mid 90s national access to safe drinking water was 69 percent and for sanitation it was estimated 10 percent although there was a problem of definition in the Multiple Cluster Indicator Survey (MICS) Report 1996.

Chapter 3 – Gives a general overview of UNICEF's cooperation with the Government of The Gambia in the WES sector, which started in 1983. Three distinct phases are identifiable:

Phase 1 – (1983 – 1986), when the Development of Water Resources (DWR) was assisted with training, equipment and funds to pay the wages of some of the staff in the Rural Water Supply Division. Through the combined support of UNICEF and the other donors the DWR's operations continued into borehole drilling and construction of water distribution systems.

Phase II – (1987 – 1991) the support to the capacity development of DWR continued with some focus on water quality control, monitoring and sensitization of the local communities. The Water Sanitation Working Group (WSWG) was reactivated (1991) as a coordinating mechanism for the actors in the sector.

Phase III – (1992 to date) marked an important phase in UNICEF's intervention in terms of the scale and emphasis on sanitation. This phase covers two programme periods i.e 1992 – 1996 and 1997 – 1998.

The issues to be addressed were based on the situation analysis of children and women and the guiding principles of the World Summit for Children. In the 1992 – 1996 Programmes, the projects identified were three:

- Institutional Development for Water and Sanitation
- Primary Schools Water Supply and Sanitation Project
- Pilot Rural Environmental Sanitation Programme

The combination of education, water and sanitation with the school children as agents of promoting behavioural change in the communities proved original and challenging, which has already started yielding positive results.

The 1997 – 1998 programme continued with the earlier intervention. It also marked the end of this type of intervention strategy. In the new strategy 2002 – 2006 WES programmes Primary Health Care and Education are brought together in the Integrated Basic Services Programme.

Chapter 4 – deals in more deal with UNICEF's contribution to capacity building with special emphasis on the WSWG interms of structure and achievements. The WSWG greatly improved coordination and collaboration among the various actors. However these achievements could be enhanced by having all key actors particularly external support agencies (ESAs) participate and support the WSWG. Another important challenge is the strengthening of the divisional structures. Training as part of the capacity building was also received. The training included both technical training for construction workers (well digging, borehole drilling and latrine construction) and training aimed at sensitizing and creating awareness among extension agents and local communities on environmental sanitation.

Finally UNICEF contributed to policy formulation and sectoral strategy developments through the sponsorship of workshops/seminars, and studies, which contributed to some of the Government's current policies and programmes.

Chapter 5 – relates to the contribution of UNICEF in improving access to water supply and sanitary facilities. In the area of water supply in the lower basic schools access to safe water supply is currently estimated at 78 percent with important regional variations. Whilst Banjul area has 100 percent access, in URD it is only 60.7 percent. At national level access to safe drinking water is estimated at 84 percent, which is a marked improvement since 1983 when the estimate was 35 percent.

In environment sanitation there was also some important achievements. However, the number of donors is smaller in sanitation and the perception of excreta disposal as a problem was not readily appreciated. Once this initial hurdle was overcome the number of pit latrines grew and presently access at the lower basic schools is 68.9 percent whilst in the basic cycles access is 82.8 percent.

In both water supply and sanitary facilities there still exist important gaps at national level.

Chapter 6 – concerns the technical assessment of the facilities. The well designs were found to be satisfactory and the wells themselves in good condition with adequate water column for all times. However the super structures especially for the wells constructed between 1992 – 1996 need some repairs to avoid leakages/seepage with the possibility of contamination.

There are different types of hand pumps in use but the most resistant and adaptable to the Gambian conditions is the Pb. Mark II. Furthermore the Local Area Mechanisms (LAM) received their training of this type of hand pumps.

There is a need to strengthen the maintenance system with the participation of local communities.

The design of the sanitary facilities was also satisfactory although some form of protection of ground around the pits is necessary. The cubicles also need some improvement particularly in the area of lightening and ventilation.

Chapter 7 – examined the social aspects of WES services with particular reference to the use of the school as an entry point for promoting good hygiene behaviour and practices both at the school and in the community. Linking education, water and sanitation had a number of advantages/benefits for the children as it promotes improved personal hygiene and general cleanliness of the school (absence of excreta in the school yard and surroundings). Such improvements cannot fail to impact on the local communities especially where children without sanitary facilities at home return after school to use the facilities.

Community participation was also reviewed in terms of their decision-making and supervision and cost sharing. It is important to note that there still more to be done in this area in terms of sensitisation and capacity building to enable the communities and their institutions to fully assume their responsibilities and play their role.

Finally there is the issue of women's participation. Despite their pivotal role in providing water for the family and keeping the house clean, women do not play a significant role in the management of the facilities. This is a situation that needs to be addressed urgently.

Chapter 8 – This chapter has two sections. Section A contains a summary of the various conclusions reached in the report and they formed the basis of the recommendations in Section B.

Conclusions – Section A

Water Supply

(i) UNICEF's Contribution to Capacity Building particularly WSWG has improved the performance of the beneficiary agencies and greatly contributed to improved

inter-sectoral coordination and collaboration at national level. Having other agencies also participate in the meetings of the WSWG could further enhance this achievement.

In the context of decentralization there is a need to strengthen the WATSAN divisional structures since it is at that level that the needs are identified and implementation occurs.

(ii) UNICEF's contribution in the provision of water supply has greatly improved access in schools and the wider communities. There are still, however, important gaps that need to be filled. Rather unfortunately there is a prevailing view among ESAs, that water supply in schools is primarily a UNICEF domain thus denying them valuable support.

The maintenance system in the schools needs improvement to avoid or minimize interruptions of supplies.

(iii) Although the well designs are satisfactory and cost effective the super structure in many cases (particularly wells constructed between 1992 – 1996) require repairs to avoid seepage and subsequent contamination of water source. Close monitoring and supervision of the contractors is necessary, particularly when they reach the construction phase of the surface structures. The high level of contamination at source (79 percent) undermines the very objective of having improved water supply system.

(iv) The level of community participation is very much limited because of limited capacity and awareness. This partly explains their limited involvement in the school water supply system when it breaks down.

(v) The involvement of the women in the management of the facilities is still very much limited even through they are responsible for fetching the water for the household. A similar phenomenon exists in sanitation where they are responsible for the general cleaning of the household.

(vi) Among the various types of pumps in use the Pb. Mark II is the most durable and adaptable of The Gambian conditions. It has the added advantage of being the pump the LAMs are most familiar with.

Environment

(i) UNICEF's support in the formulation of the Environment Action Plan has assisted the Government, to address, for the first time, environmental issues in a more comprehensive and focused manner.

(ii) The Revival of interest in training women in the construction of energy-saving cooking devises will help reduced the demand on forest for wood whilst saving time and labour for the women.

Sanitation

(i) UNICEF's pioneering role in promoting sanitation in rural areas particularly safe excreta disposal has been very much successful by improving access and generating greater awareness among the various stakeholders.

(ii) The technical designs of the facilities at the schools are satisfactory and the facilities are properly kept. However, some improvements could be made to strengthen the structure and avoid erosion on the surroundings of the latrines.

(iii) Although access has improved there are still many schools and communities without sanitary excreta disposal facilities and this is at a time when some of the donors such as AATG have withdrawn from the sub-sector and CARITAS, has ceased to exist.

There is, in addition, the special case of the poorer categories of households whose ability to meet the cost is questionable particularly in the context of reduced or no subsidy.

Recommendation Section B

Water Supply

(i) Strengthening the WSWG

The WSWG, in the light of its important coordinating role should be strengthened by:

- recognizing it explicitly as a sub-committee of the Technical Committee of the NWRC responsible for coordinating water and sanitation matters;
- insisting on the participation of various actors in the sector particularly the ESAs who should also provide some material and financial support;
- making respect for the decisions of the WSWG mandatory; and,
- strengthening the supporting institutions particularly at the divisional level.

(ii) Greater Donor Support to the School Water Supply

There is a need for more donor intervention in the provision of water supply facilities in schools. Whilst UNICEF should be encouraged to continue for at least sometime, a more serious effort should be made by the Government to attract other donors so that the remaining gaps can be filled quickly.

Environment

(i) The promotion of Energy Saving Cooking devices should be strengthen and expanded to other areas such as NBD where deforestation is most severe in the country.

Sanitation

(i) Implementation of a Strategy for the Sanitation Sub-sector

There is an urgent need to implement a comprehensive strategy to guide development in the sub-sector. The draft strategy paper should be processed for an early implementation.

(ii) Continued Support for the Schools and the Communities

In the light of the existing gaps in access to sanitary facilities there is a need for continued UNICEF support targeting less favourable areas. The case of the urban poor is also important since they have not benefited from any programme in the past.

General

(i) Greater Sensitisation of Local Communities

Because of the critical role of the local communities in the provision and maintenance of these facilities their participation is absolutely necessary. There is therefore a need for greater sensitization and capacity building for a greater and a more effective community participation. UNICEF's support in this critical area should continue if the communities are not to loose the benefits of safe water supply.

(ii) Development of a Strategy

In view of the close relationship between water supply and environmental sanitation it may be necessary to have an overall strategy for the entire sector, which takes account of the sub-sectoral priorities, and strategies in the wider development framework of the sector.

ACRONYMS

AATG	-	Action Aid The Gambia
ADB	-	African Development Bank
ATU	-	Appropriate Technology Unit
CARITAS	-	
CBO	-	Community Based Organisations
CDA	-	Community Development Assistant
CRD	-	Central River Division
DCD	-	Department of Community Development
DDC	-	Divisional Development Committee
DOSH	-	Department of State for Health
DOSLG&L	-	Department of State for Local Government and Lands
DOSNR	-	Department of State for Natural Resources
DOSWG	-	Department of State for Works and Communication
DWR	-	Department of Water Resources
EDF	-	European Development Fund
ERP	-	Economic Recovery Programme
ESA	-	External Support Agencies
FIOH	-	Future In Our Hands
FRG	-	Federal Republic of Germany
GBM	-	Gambia Baptist Mission
KAP	-	Knowledge, Attitude and Practice
LAM	-	Local Area Mechanics
LRD	-	Lower River Division
MICS	-	Multiple Indicator Cluster Survey
MPO	-	Master Plan of Operations
MRC	-	Medical Research Council
NAWEC	-	National Water and Electricity Company
NBD	-	North Bank Division
NGO	-	Non-Government Organisation
NWRC	-	National Water Resources Council
PEC	-	
PSD	-	Programme for Sustained Development
RWS	-	Rural Water Supply
SSP	-	Saudi Sahel Rural Water Supply Programme
UN	-	United Nations
UNCDF	-	United Nations Capital Development Fund
UNDAF	-	United Nations Development Assistance Framework
UNDP	-	United Nations Development Programme
UNFSTD	-	
UNICEF	-	United Nations Children's Fund
UNSO	-	United Nations Sudano-Sahelian Office
URD	-	Upper River Division
VDC	-	Village Development Committee

VIP	-	Ventilated Improved Pit latrine
WATSAN	-	Water and Sanitation
WD	-	Western Division
WES	-	Water, Environment and Sanitation
WHO	-	World Health Organisation
WSWG	-	Water and Sanitation Working Group

CHAPTER 1

EVALUATION OF WATER, ENVIRONMENT AND SANITATION PROGRAMME: UNICEF – THE GOVERNMENT OF THE GAMBIA PROGRAMME OF COOPERATION

1. INTRODUCTION

1.1 National Context

1.1.7 Physical:

The Gambia is situated along the West Coast of Africa. It is a narrow strip of land about 400km long and 30km wide and surrounded on all three sides by the Republic of Senegal and to the west by the Atlantic Ocean. The total land area is 10,689.29 sq. km. The climate is Sudano-Sahelian with short rainy season and a long dry season. The average rainfall is about 850mm. The poor climatic pattern characterized by many years of drought has adversely affected both the pattern and volume of rainfall with a negative impact on vegetation, agricultural productivity and water supply.

1.1.8 Demographic and Social

The population of the country is estimated at 1.3 million (1998 estimates) of which 49.9 percent are estimated to be women. The annual population growth rate of 4.2 percent is considered to be among the highest in Africa.

There are five main ethnic groups in The Gambia (Mandinka, Fula, Wollof, Jola and Serahule) with a number of smaller ones. About 90 percent of the population are Muslims with the remaining 10 percent mainly Christians.

The society is generally male-dominated with women having limited decision-making power. The traditional beliefs and customs are still strong, especially in the rural areas of the country.

1.1.9 Economic

The Gambia has a narrow economic base with a heavy reliance on agriculture with groundnut as the most important cash crop. Over 70 percent of the population is engaged in agriculture and the sector contributions about 22 percent of the Gross Domestic Product (GDP). Other important areas of economic activity include tourism and industry, which account for about 12 percent and 8 percent of GDP respectively.

At independence, in 1965, The Gambia enjoyed a relatively small but stable economy with very low inflation. However, the small size of the economy, the extremely narrow production base and an almost total dependence on a single export crop has made the Gambian economy particularly vulnerable to external shocks. The fall in commodity prices on the international market and the rise in oil prices in the early 70s had a serious effect on the Gambian economy, which was further exacerbated by persistent drought.

To avert economic collapse the Government, with the support of the Bretton Woods institutions, implemented an Economic Recovery Programme (ERP) from 1985 – 1987. The ERP helped to stabilise the economy by reducing inflation and budgetary deficits whilst improving the tax system. The ERP was followed by the Programme for Sustained Development (PDS) which sought, in part, to address the social sectors which had particularly borne the brunt of the budgetary cuts during the ERP.

The change of government in 1994, through a military coup, however, seriously undermined the implementation of the PSD as the major donors either suspended or drastically reduced aid. At the same time the Government came up with a new set of priorities. Later, in 1996 a new development framework referred to as Vision 2020 was formulated.

1.1.10 Political

The Gambia become independent in 1965 and gained republican status in 1970. The system of government was parliamentary democracy. In July, 1994, the Armed Forces of The Gambia took over power in a military coup and set-up the Armed Forces Provisional Ruling Council (AFPRC). After a two and a half years transition, multi-party elections were held and the country returned to constitutional rule. The military coup provoked a swift condemination from the donor community followed by the suspension of aid by most of the country's major donors. Aid, in most cases, was only restored after the return to civilian rule.

1.1.11 Human Development Situation

The human development index in the Gambia is low. Although significant progress has been made in improving access to health, education and other basic services there still remains an urgent need to improve and expand these services, particularly in the rural areas. The Gambia's Human Development Index for 2001 is 0.398 and it is ranked 149th out of 162 countries. This marks a slight improvement over the preceding two years when it was ranked 163rd and 161st for the years 1999 and 2000 respectively.

For the gender related statistics the Gender Related Development Index is 0.388 for the year 2000, which indicates that there is still a lot to be done to close the gap between men and women[1].

1.1.12 Poverty

Poverty constitutes one of the major challenges facing the country and recent studies have indicated that it is on the increase. It is estimated that 55 percent of the households and 69 percent of the population are poor (1998)[2]. A significant proportion of households (37 percent) and persons (51 percent) are extremely poor, meaning that they lack the minimum amount of income required to sustain a minimum standard of living.

It has been estimated that poverty has increased about 52 percent overall between 1992 and 1998 when the two poverty surveys were conducted.[3]

1.2 Rationale for the Study

UNICEF considers water, environment and sanitation (WES) as crucial to its mandate of promoting the survival, protection and development of children. In The Gambia, UNICEF has since 1983, consistently supported the Government's efforts in improving access to potable water supply and sanitary services as a basic right, in keeping with the goals of the World Summit for Children (1990). It has also advocated for behavioural changes essential to the realization of the full benefits from such services, especially for the most vulnerable categories of society (children and women). In the area of environment UNICEF has also supported the promotion of improved energy saving cooking devices as a way of reducing deforestation and general environmental degradation.

In commissioning this study, UNICEF seeks to assess the impact of its activities in the WES sector. Although evaluation studies and reviews exist for the different phases of UNICEF's cooperation programme with the Gambia Government, there is no study exclusively devoted to the WES sector covering the entire period of UNICEF's intervention (1983 to date). Such a study is necessary to determine the impact of the interventions, the successes and weaknesses which can provide useful lessons as UNICEF moves into a new approach to programming with greater emphasis on sustainability and a gender balanced approach.

The evaluation study had the following specific purposes as defined in the terms of reference (**see Annex 1: Terms of Reference**):

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(1) UNDP Human Development Project Report, 2000
(2) 1998 National Household Survey Report
(3) Ibid

(a) To assess impact of intervention in improving sector planning, development and monitoring;

(b) To assess impact in improving coordination and collaboration with other actors in the water/sanitation/environmental such-sectors;

(c) To assess the situation regarding UNICEF's contribution to the overall achievements in reducing access gaps in national/institutional water and sanitation coverage.

(d) To assess the situation regarding UNICEF's contribution in promoting use of energy – saving cooking devices thus reducing environmental degradation.

(e) To assess the contribution of increase public awareness and improve practices in school and selected 150 communities on hygiene, primary environmental care and water related issues.

(f) To assess the status, usage and maintenance of WATSAN facilities provided.

1.3 Methodology

To carry out the study the consultant undertook the following complementary methodologies:

1. Desktop review to gather background information on WES programmes in The Gambia.

2. Field visits to UNICEF project sites to assess the physical state of the project infrastructure and to discuss with UNICEF staff, partners and users. The Consultants covered the whole country in two weeks.

3. Interviews with representatives of Government agencies, Non-Government Organisation and other donor agencies including the UN system that provide support to the sector.

CHAPTER 2

WATER, ENVIRONMENT AND SANITATION IN THE GAMBIA

2. INTRODUCTION

Water supply, environment and sanitation issues have not featured as priority concerns of both the colonial administration and the Government at independence. Traditional hand-dug wells, and a few concrete-lined wells and the river constitute the main source of water in the rural areas. In the area of environmental sanitation there were few excreta disposal system/facilities outside Banjul.

The on-set of the Sahelian drought in the 70s drastically changed the situation as the water table dropped and wells became dry creating serious water supply problems. The environmental consequence of the drought and its negative impact on the socio-economic conditions of the people, particularly in the rural areas became clearly visible. This prompted both at national and global levels for the need to take urgent action to combat this unfolding disaster in The Gambia and the Sahel in general.

Water, environment and later sanitation gradually emerged as priority issues requiring urgent attention of the Government and donors.

2.2 Water Supply

The main source of potable water in The Gambia is ground water, and about 90% of the Gambia population uses this source for drinking.

The Department of Water Resources (DWR) is responsible for providing water in the rural areas while the National Water and Electricity Company (NAWEC), formerly known as The Gambia Utilities Corporation (GUC) is responsible for the greater Banjul and the rural growth centres.

2.2.1 Developments in the Water Supply Sub-Sector

To develop this sub-sector the Government was faced with a number of challenges, summarized as follows:

(a) Lack of an appropriate legal and institutional framework for rational and coherent development of the sub-sector;
(b) Lack of resources to finance National Water Resources Master Plan;
(c) Lack of adequate human resources capacity to undertake scientific research on the resources; and,
(d) High investment cost and sustainability of the Water Facilities.

To overcome these challenges the Government instituted the following measures:

(i) **Establishment of the Legal and Institutional Framework for Water Resources Development**

In 1979 the Government promulgated the national Water Resources Council Act which provided the legal framework for the orderly development, exploitation, conservation and preservation of water resources. The Act provided for a Council of Ministers, supported by Technical Committee with membership drawn from the various technical department involved in the water resources subsector.

In 1980 the Department of Hydro-meteorological Service was redesignated as the Department of Water Resources to provide the necessary technical and professional advice in the management and exploitation of water resources. In line with this new mandate the rural water supply activities were transferred from the Ministry for Local Government, Lands and Mines to the new Department. In 1981, as part of institutional strengthening and greater focus on water resources and the environment a new Ministry was created and named, the Ministry of Natural Resources and the Environment. The new Ministry was responsible, amongst others, for overseeing the development of the water resources and the environment with the specific objectives of:

- Increasing the provision of potable water supply through well construction and borehole drilling;
- Hydrological and hydrogeological data collection to increasing the knowledge and understanding of the ground water resources; and,
- Developing and strengthening the institutional and human resources capacity of the agencies in the sub-sector, particularly the DWR.

(ii) **Formulation of Operational Policy Guidelines for the Development of Water Resources**

In 1989, the Government approved a new policy document entitled, "Operational Policy Issues for National Water Resources Development in The Gambia." The main preoccupation of the policy was:

- Opening the sub-sector's construction aspect to private sector participation, and maintenance of hand pumps. The newly formed private construction teams and the mechanics both received training from the Department through external assistance.
- Standardization of well designs, construction techniques and handpumps.

This helped to have a standard well design; and a pump type (Pumpen Boese Mark II) adopted. Local area mechanics (LAM) were also trained and provided with equipment to carryout the maintenance at village level.

(iii) **Active Mobilization of External Resources**

With the burden of budget deficits and the very limited national resources, Government embarked on an active external resource mobilization to attract donor funding for the sub-sector. Through these efforts major water supply programmes/projects were initiated with donors such as, Germany, Saudi Arabia, the UN System, European Union and Japan.

(iv) **Sub-Regional Cooperation**

The Government also collaborated with other Governments in the sub-region in the framework of sub-regional organizations to promote the rational development and management of water resources and to address the negative consequences of drought. The Gambian River Basin Organisation (Organisation pour le Mise en Valeur du Fleuve Gambie – OMVG -) comprising The Gambia, Guinea-Bissau, Guinea Conakry and Senegal was established in 1978 with the mandate of promoting an integrated development of the water resources of the basin.

On a wider regional basis CILSS, (Comite Inter-etats de Lutte Contre La Secheresse) was formed a year earlier to assist the member states in the fight against drought and desertification.

Both organizations provided valuable support to the national Governments in their external resources mobilization efforts.

2.2.2 Achievements

With the support of the international community the Government benefited from a number of programmes activities, which included:

- Construction of large diameter concrete-lined wells equipped with hand pumps;
- Drilling of boreholes and reticulation systems for large provincial villages. In the Greater Banjul Area (GBA) and in the Provincial Growth Centres NAWEC initiated programmes for an improved and expanded water supply system;
- Professional and technical training at local level of staff, particularly those in DWR. Higher professional training has been lacking in all programs; and,
- Groundwater studies to determine both hydrogeological and the hydrochemistry of the aquifers; and saline risk zones.

By the 1990s substantial achievements were recorded.

A survey by DWR in 1994 indicated that in the category of wells constructed there were 6,830 open wells, 1455 concrete-lined wells fitted with handpumps and 71 reticulation systems in 1606 villages spread nationwide (see Table 1 below).

Table 1: No. of Improved Water Supply Systems in The Gambia

Division	Covered Wells	Boreholes	Total
Western	363	86	449
North Bank	215	29	244
Central River	136	41	177
Upper River	241	61	302
All Areas	1369	257	1626

Source: Dept. of Water Resources, January 1994

In the urban and provincial growth centers, major achievements were also recorded for the provision of water supply. In the survey (1994) referred to above a total of 7876 private household/yard connections were made and 845 public stand pipes were made available (see Table 2 below).

Table 2: Domestic Safe Water Supply Facilities in Urban and Provincial Centres

Location	Private Household/ Yard Connection	Public Standpipe
Greater Banjul Area	7,201	479
Barra-Kanuma-Mayamba, Juffureh	65	80
Kerewan	12	26
Farafenni	217	70
Mansankonko	90	78
Janjanbureh	47	18
Bansang	103	23
Basse	138	70
Total	7,876	845

Source: Dept. of Water Resources, 1994

In addition to the above a number studies were initiated which include:

(i) A "Preliminary Investigation of Groundwater and Experimentation of Pumping System (1983 – 1984)."

(ii) Hydrological Survey (1986- 1987).

(iii) A "National Strategy for the Environment Sound Management of Groundwater Resources."

(iv) Currently there is a study on the Water Resources Management Strategy UNDP/UNCDF (2001)

Title of Study	**Objectives/Focus**	**Finances/ Donor**	**Evaluation T/Tab**
Preliminary Investigation of Groundwater and Experimentation of Pumping System	- Collection of basic groundwater information for preliminary assessment of available groundwater resources characteristics. - Experimentation of renewable energy system for water pumping using two windmill and 1 solar pumping units.	UNIFSTD	1983-1989
Hydrological Survey		IDB	1986 - 1987
National Strategy For Environmentally Sound Management Of Groundwater Resources in The Gambia	- Prepare the Phase I of a groundwater modeling for the Kombo Peninsula area - to strengthen the local expertise by appropriate training	UNSO	
Water Resources Sector Review & Management Strategy	- To draft a water sector strategy - To draft substan….ture contribution to the review covering previous studies overall management & reparian issues. - Define the needs of national experts/professionals in this sector - Determine impacts of future developments, climate change, population growth and socio-economic developments on the water demand and status of the water resources	UNDP/UNCDF 2001	

2.2 Environment

The prevailing conditions of drought in the Sahel with rapidly growing population placed a serious pressure on the natural resources, particularly land, water and forest products. Deforestation and general land degradation remain to be serious problems in the country. In the urban centers the rapid population growth not only placed further demand on the natural resources but also created its own problems of urban waste management.

In The Gambia, the Government's first response to the environmental challenge dates back to 1977 with the Banjul Declaration which reflected an appreciation of the environmental challenge particularly the conservation of wildlife. The Declaration also made a solemn national commitment to address them.

2.2.1 Development in the Environment Subsector

To address the environmental issues raised above the Government was faced equally in this sector following challenges:

(a) The absence of an institutional and policy framework to address environmental issues in a coherent and holistic manner;

(b) Limited qualified manpower in the field of environmental studies; and,

(c) Limited awareness and understanding of environmental issues.

To overcome these problems/constraints the Government undertook the following measures:

(i) Creation of Institutional Framework

The creation of the Ministry of Natural Resources and the Environment (1981) brought together the key Government agencies active in the natural resources sector with the objective of providing a coherent and focused approach to environmental problems.

The Environment Unit was created in 1982 with the mandate of coordinating environmental matters, monitoring the impact of the various projects and advising Government and other stakeholders on eminent environment hazards.

(ii) Formulation of a Legal Framework for Environmental Management

The enactment of the National Environment Management Act (NEMA) in 1987 provided the legal framework for environmental planning, management and decision-making.

2.3.2 Achievements

A number of important achievements were realised in this sector, which helped Government to address some of the important environmental challenges facing the country. These include:

(i) Institutional and Human Resource Development

The Government departments in the sector were expanded and given new mandates as in the case of DWR in respect of water supply. The Department of Forestry was given responsibility amongst others of promoting a national reafforestation programme.

Energy saving cooking devices were introduced on a pilot basis. But perhaps the most important development was the creation of the National Environmental Agency (1994) in place of the Environment Unit with the responsibility of coordinating the newly formulated environmental action plan, (The Gambia Environment Action Plan). The Agency was lodged at the Office of the President with the Head of State as the Chairman of the Council. This development reflects the growing importance attached to environmental issues at both national and international level.

In the light of the scarcity of expertise in the area, an important component of donor support went into capacity building.

(ii) Formulation of The Gambia Environmental Action Plan

In 1992 The Gambia Environmental Action Plan was prepared through a highly participatory process involving all stakeholders. The Plan provided the main policy framework for a national environment policy planning and decision-making process on a systematic and holistic manner.

(ii) Increased Awareness of Environmental Issues

To address the low level of awareness of environmental issues, various sensitisation activities and programmes were formulated and executed to generate greater awareness in this sector both at national and community levels. With donor support special programmes were also designed and implemented targetting schools.

2.4 Sanitation

Until the mid 1980s environmental sanitation particularly the provision of adequate excreta disposal system had not received much attention. Both the local communities and the health personnel as well as Government and donors failed to give adequate attention to this problem especially in the rural areas. Together with the unsatisfactory

management of household waste, poor excreta disposal system, these reduced the benefits that could otherwise have accrued from the provision of clean water supply. Contamination of initially safe water still occurred during transportation, and storage.

In the rural areas where the problem is most acute, some households build their own latrines. These latrines, however, were "…. characterised by dirt packed over logs…. Requiring frequent repair work." The material used although involved no cost makes cleaning and proper maintenance very difficult."[4]

2.4.1 Developments in the Sanitation Sub-sector

Against this background any development in the sub-sector has a number of challenges to overcome. Problems faced by the sub-sector include:

(a) Lack of an appropriate technology that is durable and affordable for the category of people in need (rural community) considering their annual incomes;

(b) Lack of social and public awareness in the communities to improve personal hygiene and other health conditions linked to water supply and sanitation; and,

(c) In some cases, the unwillingness of some categories of the society.

The pioneers in this subsector field were NGOs notably the Gambia Baptist Mission (GBM) which initiated a programme in Upper Baddibu District from 1984 to 1990. The programme provided improved latrine facilities to individual rural compounds thereby improving the general health status at village level. The Mission built 1,500 improved pit latrines. Action Aid The Gambia (AATG), another NGO, also initiated a similar programme construction based on the experiences of GBM. AATG built over 1,890 improved pit latrines.

At the level of the Government, Department Community Development (DCD), through the appropriate technology unit (ATU) developed a series of designs for VIP Latrines for schools and households. Latrine construction at schools went ahead with funding from the department. However, the designs developed for households could not be used because of affordability and insufficient funds for subsidies to be given.

A major development in the sub-sector started with the launching of the Pilot Rural Environmental Sanitation Project in 1992 by the Government with the support of UNICEF. In the framework of this project the following activities were undertaken:

(i) <u>Introduction of the Improved design – The VIP Latrine</u>

Based on the existing types of latrines developed by the Gambia Baptist Mission (GBM). ATU of the Department of Community Development was supported to design more affordable type, based on the outcome of the survey conducted in

[4] Review of the Rural Sanitation Project – UNICEF – Jan. 1998 by Ansumana B.T. Kunjo and Mr. Ernest Aubee

NBD in 1992 on the sanitary attitudes and practices. Local masons were trained at village level to decentralize the building of these new latrines in the schools and local community level.

(ii) Provision of Subsidy for the Local Communities

At the beginning of the project, UNICEP provided the required subsidy for the project in order for communities to be able to afford the cost. An estimate of the full cost of a latrine (without subsidy) was put at D500 per latrine (see Kunjo et al), is certainly beyond the reach of most members in the rural households. With the intervention of the pilot programme, the cost was put at D7.00/latrine, with owners contributing labour and UNICEF providing the necessary input to subsidise the prize from D500.00 to D75.00

Out of this D75.00, D20.00 is given to the masons trained at village level as compensation, and the balance goes to the project start the cost was put at D75 per latrine with the owners providing labour and UNICEF providing the necessary input. Out of the D75, the mason gets D20 and the remainder goes into a special project account.

However, due to the increase in material cost, the cost of the latrine was raised from D75 to D100.

(iii) Promotion of Environmental Sanitation Awareness Campaigns

In other to promote environmental sanitation, awareness campaigns were conducted during this project initially in the project areas but later extended to cover the whole country as the VIP Latrine construction progressed countrywide. The educational materials included posters, pamphlets, videos and manuals targeting local communities, schools and community workers.

2.3.2 Achievements

The achievements realised include the increase number of households that now benefit from improved system of excreta disposal. The GMB built 1,500 VIP Latrines whilst AATG built over 1,890 improved latrines in its operational areas and the UNICEF funded project constructed 2959 latrines (1993-1997).

There is also an increasing awareness among the local communities, the donors and other stakeholders about the importance of assisting rural communities and schools with sanitary facilities particularly safe improved excreta disposal system.

Through the WSWG there is now an improved coordination between the various actors operating in the sub-sector.

2.5 Donor Support in WES

The achievements highlighted above have been largely possible through the important support of the donor community. The donors include bilateral (Germany, Japan, Saudi Arabia) and multilateral (UN system, African Development Bank). The total external assistance injected in this sector amounted to 63.989 million US Dollar between 1991 to 1998, despite the drastic reduction of the financial assistance that followed the change of government in 1994.[5] Since 1998, external assistance in this sector resumed although slowly.

Table 4: Total External Assistance to the Water and Sanitation Sub-sectors, 1991 – 1998 ('000 US Dollars)

Year	91	92	93	94	95	96	97	98	Total
WES Sub-Sector	12,997	13,988	14,965	16,564	2,848	1,04	.690	.957	63,989

Source: Development Cooperation in Water, Environment and Sanitation, 1990 – UNICEF 1999 – B.L. Sonko

[5] Development Cooperation in Water, Environment & Sanitation 1990 – 1999 - UNICEF

CHAPTER 3

UNICEF'S COOPERATION WITH THE GOVERNMENT OF THE GAMBA IN THE WATER ENVIRONMENT AND SANITATION SECTOR (1983 – TO DATE)

3. HISTORICAL EVOLUTION

UNICEF's intervention in the WES sector has been in response to Government's appeal for assistance. The support provided can be considered in three phases with each attempting to address a critical issue in the development of the sector. The specific activities in the various phases are reviewed in greater detail in the subsequent chapters.

3.1 Phase I (1983 – 1986)

This phase coincided with the period when the country was going through a difficult economic times resulting in the introduction of the ERP. At the same time the high demand for water had not abated so that any reduction of the staff of DWR would seriously undermine its performance. UNICEF support therefore, focused on the provision of water supply. In this regard the Agency provided the following:

(i) Payment of salaries of the retrenched personnel in the Rural Water Supply Division of DWR to ensure continuation of the Departments well construction programme;

(ii) Provision of hard ware to increase the construction capacity of the Department and the provision of India Mark II pumps for the completed wells. As part of this assistance training was also provided for developing the drilling capability of DWR.

(iii) Support was also directed to the establishment and operation of a coordination mechanism (WSWG) that could bring together the various actors in the sector. This particular support had to be discontinued in 1985 because of unsatisfactory performance (see below).

3.2 Phase II (1987 – 1991)

By the beginning of 1987 UNICEF, in addition to the problem of access to safe water, became increasingly concerned about water quality, improved monitoring and coordination. With these emerging issues, UNICEF provided support to the Government, which included:

(i) The provision of logistics and vehicle for DWR to facilitate supervision and the monitoring of the well construction as well as water quality monitoring and disinfection of the completed wells.

(ii) Provision of financial assistance to establish a computerized data base for Rural Water Supply Unit archiving hydrogeological data collected from wells and boreholes constructed nationwide;

(iii) Strengthening of the operational field base in Basse through the supply of equipment, hand-pumps etc;

(iv) Support to the Department of State for Education in the provision of wells for gardening at schools and drinking;

(v) Support for the re-activation of the WSWG located within DWR by providing a technical assistance personnel acting as the coordinator; and,

(vi) In the area of environment, support was given in the development of the National Environment Action Plan for the country.

3.3 Phase III (1992 to date)

This phase marks an important development in UNICEF's intervention in the sector in terms of increased resource allocation and greater focus on sanitation, particularly safe excreta disposal system in institutions and households. These new developments were largely determined by the Report on the Situation Analysis of Children and Women and the commitments to the goals of the World Summit for Children (1990), which includes a call for, "Universal access to safe drinking water and to sanitary means of excreta disposal."

This phase covers two programme periods i.e 1992 – 1996 and 1997 – 1998.

In the 1992 – 1996 M.P.O the objectives identified related to safe water supply, improved coordination, hygienic use of water and improved sanitary practices at the household level. (See **Box 1** below).

Box 1: The Government of The Gambia and UNICEF Programme of Cooperation – (1992 – 1996)

Programme Objectives for Water, Environmental Sanitation Programme.

1. **To increase adequate water supply by 27%, from 48% to 75% of the population by 1996.**
2. **To develop and introduce suitable technical solutions which are socially acceptable for the upgrading, provision and use of hygienic excreta disposal facilities to serve 20% of the population by 1996.**
3. **To introduce an effective nationwide hygiene awareness campaign to encourage a change in behaviour and lead to a reduction in excreta-based diseases.**
4. **To contribute to the reduction of morbidity and mortality due to diarrhoeal diseases by 25% by 1996.**
5. **To develop an effective programme to address issues of environment in order to alter the process of environmental degradation.**

The MPO identified three projects for intervention in the sector, namely:

- Institutional Development for Water and Sanitation Project;

- Primary Schools Water Supply and Sanitation Project; and,

- Pilot Rural Environmental Sanitation Project.

After 1996, UNICEF prepared a shorter programme lasting two years (1997 – 1998) as a means of linking UNICEF Programmes and the United Nations Development Assistance Framework (UNDAF). This Programme largely followed the broad framework of the 1992 – 1996 Cooperation Programme with emphasis on the incorporation of environmental concerns in project design and implementation. Sustainability of interventions became also an important consideration. The objectives of the MPO included the following:

(a) To increase national safe water supply coverage to 80% of the population by 1998.

(b) To increase national coverage in sanitation to 50% of the population by 1998.

(c) To extend on sustainable basis effective hygiene education and awareness campaign among rural and peri-urban communities in order to encourage change in traditional health/hygiene practices and to contribute to the reduction of diseases resulting from faecal contamination.

(d) To contribute to halting/reversing the process of environmental degradation through increased environmental awareness and based on the PEC concept[6].

In the subsequent draft strategy paper for the country programme 2002 – 2006 a more rights based approach to development was adopted and the water supply component is very much reduced.

In reviewing the past cooperation programmes between Government and UNICEF, a number of priorities can be identified as indicated in table 5 below.

[6] Gambia Government – UNICEF: Programme Plan of Operations Water and Sanitation, 1997 – 1998.

Table 3.1: List of Priorities for UNICEF Cooperation

Area	Concept	Activities	Inputs
Access to services	Increased access to water supply and sanitary excreta disposal system	Well construction and borehole drilling. Construction of VIP Latrines	Equipment e.g drilling rig, hand pumps, vehicles, training
Capacity Building/Institution Develoment	Improved coordination among actors	Regular committee and sub-committee meeting of WSWG Preparation of plans, monitoring & evaluation	T/A, vehicle, equipment, supplies etc.
Environmental Sanitation at School Level	Importance of influencing behaviours of school children, teachers etc.	Construction of sanitary facilities for excreta disposal - Dev. of Curriculum - Training of teachers - Talks/film shows	School materials construction materials, books ideas etc.
Environmental Sanitation at Community Level	Importance of changing the KAPs community participation	Community involvement, sensitization	Supply of construction materials

These areas are part of the issues discussed in the subsequent chapters of the study.

3.4 Magnitude of UNICEF's Financial Input in WES

The WES sector occupies an important portion of UNICEF's contribution to The Gambia. Other sectors that benefited from UNICEF's support included Health and Education sectors. Table 3.2 shows UNICEF's allocations to the WES sector.

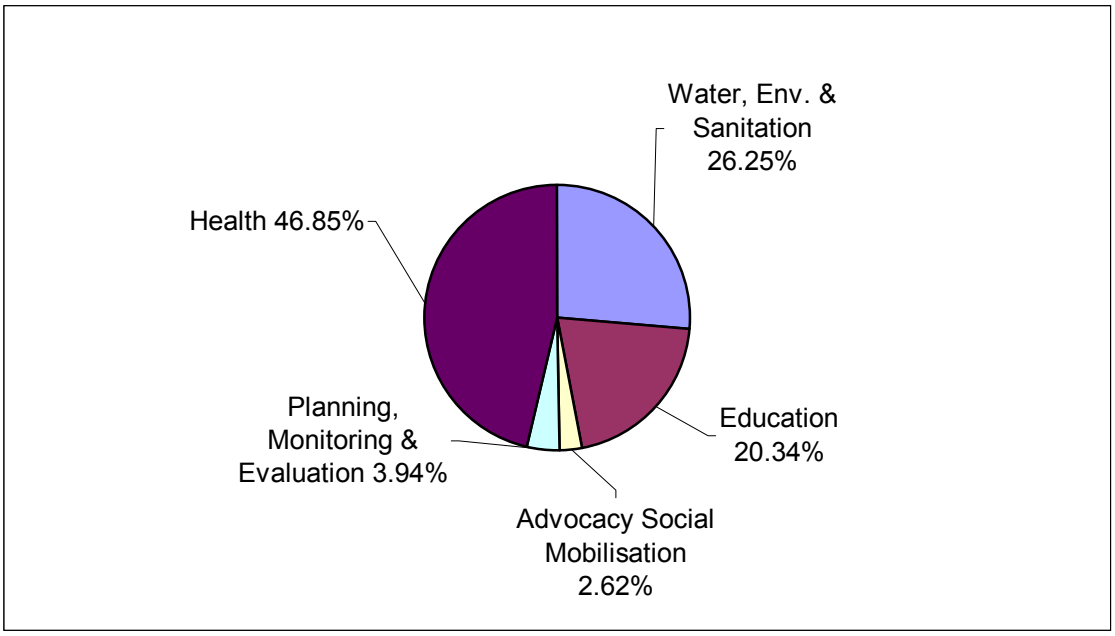
Table 3.2: Financial Allocations to WES sector

Total Allocation for Entire Country Programme		WES Sector	
Period	**Million US Dollars**	**Million US Dollars**	**% of Total**
1983 – 86	?	?	?
1987-91	?	?	?
1992-1996	7.620	2	26.25
1997-1998	?	1.1	?

Source: Government of The Gambia – UNICEF Cooperation Programmes, 1992 – 1996 and 1997 - 1998

For the 1992 – 1996 cooperation programme with The Gambia, UNICEF budgeted 7.620 million US Dollars of which 2 million US Dollars or 26.25% went to the WES sector (See Figure 1 below).

Figure 3.1: Budgetary Allocations for MPO 1992 – 1996



The total allocation to the WES sector between 1992 and 1998, was 3.1 million US Dollars, which helped to finance three main projects, namely:

- Institutional development for water and sanitation;
- Primary schools water supply and sanitation; and,
- Pilot rural environmental sanitation programme.

Table 3.3: UNICEF's Allocations to the WES Sector 1992 – 1998 in '000s US Dollars

Years----> / Project	92	93	94	95	96	97	98	Total
Institutional Dev. for Water & Sanitation	40	40	40	40	40	40	40	280
Primary School Water Supply & Sanitation	140	215	215	215	215	200	200	1185
Pilot Rural Sanitation	90	70	80	80	80	220	220	840
Sub-Total	270	325	335	335	335	460	460	2520
Programme Support	80	80	80	80	80	90	90	580
Programme Total	**350**	**405**	**415**	**415**	**415**	**550**	**550**	**3100**

Source: Government of The Gambia and United Nations Children's Fund: Programme of Cooperation 1992 – 1996

Note: The above table shows allocations by UNICEF and not actual expenditures.

The bulk of the resources were allocated to the primary schools water supply and sanitation project whilst programme support constituted 18.7% of the total allocation to the sector (See Figure 2)

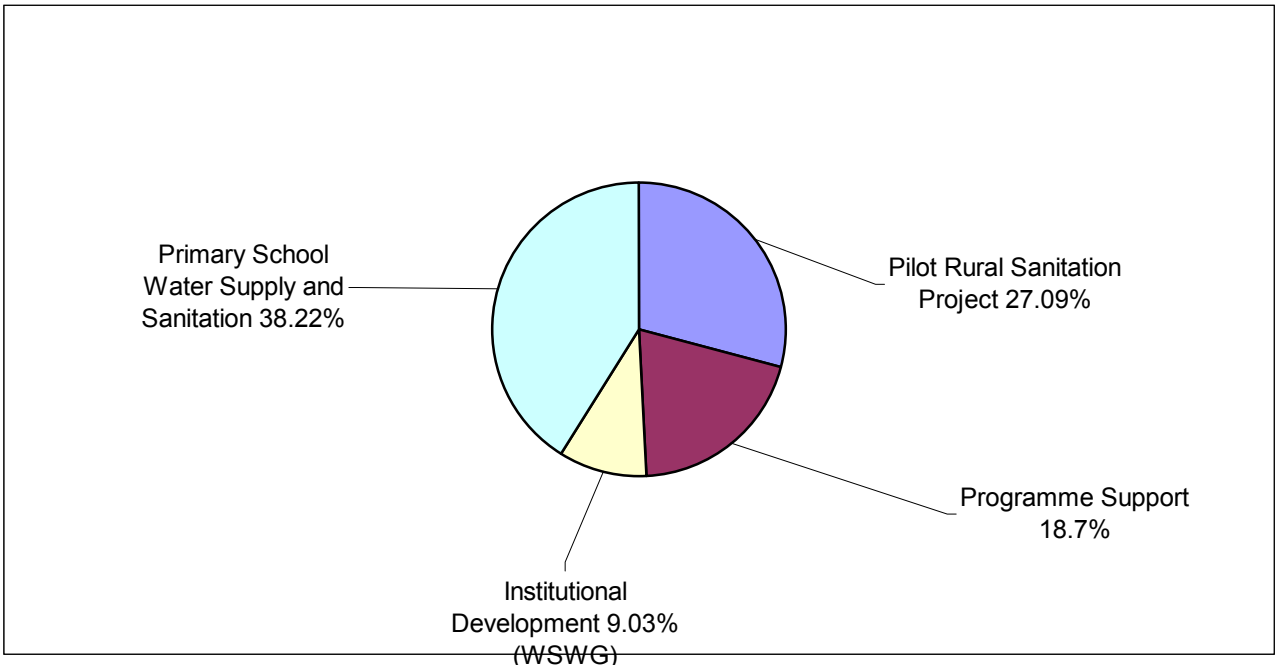
In the context of wider intervention in the WES sector UNICEF represents a relatively small donor. Of the total allocation of 63.989 million US Dollars to the sector (1990 – 1998) UNICEF contributed only 14.5 percent or 9.055 million US Dollar[(7)].

Although UNICEF's financial assistance is relatively small it has been effectively utilized by targeting areas that have been either neglected in the past, particularly in the area of environmental sanitation or inadequately addressed as in the case of water supply in schools.

As a result, with relatively little resources UNICEF has succeeded in generating a lot of impact both in terms of providing facilities and expanding awareness in environmental sanitation particularly the use of sanitary excreta disposal.

[(7)] UNICEF – Development Cooperation in Water, Environment and Sanitation 1990 – 1999, Sonko B.L.

Figure 3.2: UNICEF Budgetary Allocation to WES Sector by Project/Activity



3.6 Partnerships

Partnership has become important in development work as a way of increasing output and strengthening national capacity. Partnership can take various forms, ranging from working through others i.e providing support but not being directly involved, to collaboration in pursuit of a share agenda of needs and interventions.

For UNICEF partnership is an important feature of its intervention strategy and it has developed partnership with a number of stakeholders active in the WES sector. First among UNICEF's partners in the WES sector, and indeed in other sectors, is the Gambia Government with whom it has successfully developed partnership over a period of about twenty years. Besides the duration the partnership has involved very close collaboration with the result that UNICEF MPOs have very much reflected the national priorities of the Gambia Government. In the WES sector the partnership has extended to both the technical departments such as DWR and the socially oriented departments such as DCD.

The other category of partners is the ESAs which includes bilaterals (Germany, Saudi Arabia) multilaterals (EU, and the UN Agencies – UNDP, UNCDP, UNDTC WFP etc); NGOs (CARITAS, GBM, AATG) and CBOs.

Contribution

UNICEF's contributions in these partnerships have taken many forms such as:

- Co-financing with other ESAs the rural water supply programme of the DWR;
- Institutional support as in the case of the WSWG which provides logistical and other forms of support to enhance operational effectiveness; and,
- Training and provision of information through which UNICEF provides access to new cost effective technologies as in the case of VIP latrines.

Views of Partners

The Government Departments, NGOs and CBOs interviewed expressed appreciation for UNICEF support and expressed the need to see it continue. However, some expressed concern over delays in accessing funds to implement already approved programmes.

CHAPTER 4

INSTITUTIONAL DEVELOPMENT/CAPACITY BUILDNG

6. INTRODUCTION

A major area of UNICEF's intervention in the WES sector is capacity building of Government departments and NGOs through a series of inter-related activities, namely:

- Promotion of national multi-sectoral coordination through the WSWG;
- Training; and,
- Research in support of Strategy Development.

6.1 Improving Coordination and Collaboration in WES Sector

As indicated above, an important challenge facing the development of the WES sector has been the issue of coordination and collaboration among the various actors in the sector. A first attempt in 1983 failed to achieve its goal because of misunderstanding among the actors mainly in area of their roles, the lack of importance attached to the Coorination Mechanism by some members as reflected by their persistent non-attendance of meetings, and the unsatisfactory management of the funds provided by UNICEF.[8]

In 1991 the WSWG was revived as a result of a strong recommendation from the national seminar on, "Health and Sanitation Aspects of Rural Water Supply", (1990). The revitalised WSWG was charged with the responsibility of developing strategies incorporating health, education, and water supply through community participation.

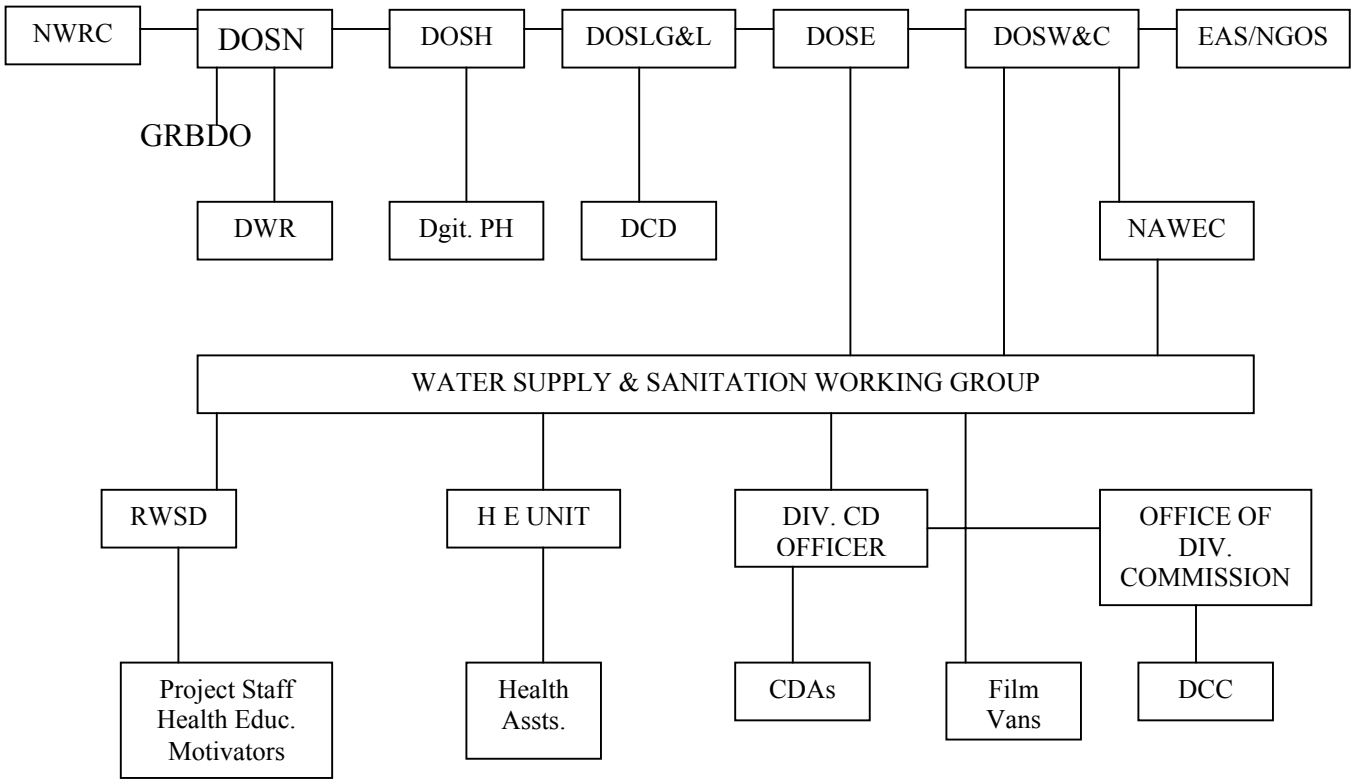
6.1.1 Structure of WSWG

The WSWG is a committee with membership drawn from all the agencies working in the WES sector. It is recognised as a sub-committee of the National Water Resources Committee, which reports directly to the National Water Resources Council on the activities of the Working Group. A new TOR for the WSWG is currently being drafted and discussed.

The position of WSWG within the national institutional setup is shown in the diagramme below:

[8] Country level collaboration on water and sanitation: Case Study, The Gambia by Serign O. Fye et al.

Figure 4.1: WSWG in the National Institutional Set-up



Source: Mid-Term Review of the Country Program for The Gambia 1992-1996.

From the diagramme above it is clear that the WSWG is strategically placed to provide a valuable point of interaction between the various actors.

(i) <u>Structures</u>

The Working Group has three technical sub-committees which were subsequently increased to four in response to the WHO sponsored Africa 2000 Initiative in water supply. The four sub-committees are as follows:

(a) Water supply sub-committee – Chairman – DWR;
(b) Sanitation sub-committee – Chairman – DCD;
(c) Hygiene Education Sub-Committee – Chairman - Dept. of Health; and,
(d) Africa 2000 Initiative Sub-Committee – Chairman – Dept. of Health.

The sub-committees provide technical advice, prepare activity plans and promote community sensitisation and mobilisation in support of programme activities.

In the year 2001, water and sanitation sub-committees were created under the Divisional Coordinating Committees with membership drawn from agencies

operating within the division in keeping with the Government's decentralisation policy.

(ii) <u>Meetings</u>

The WSWG convenes a one-day bi-annual meetings to:

- review the programme of activities the Working Group; and,
- review the activity reports of the various sub-committees.

The sub-committees meet quarterly to review progress in the implementation of planned activities and to prepare new plans for the consideration by the main Committee (WSWG).

6.1.2 UNICEF Support

It is gratifying to note that UNICEF played an important catalytic role in the establishment of the WSWG by providing both financial and technical assistance, logistical support for conducting meetings and sensitization programmes.

6.1.3 Achievements

Over the years WSWG has made a number of important achievements, especially in the following areas:

(i) Improved Coordination of WES Programmes

The WSWG provided a forum for regular consultations between the various actors, creating an opportunity to share information on the ongoing activities in the sector and coordinate, to some extent, the policies and intervention strategies. This is particularly important in the UNICEF financed multi-sectoral activities such as health education, and maintenance of well facilities.

At the regional level the divisional sub-committees have, promoted similar coordination both in the formulation and implementation of their divisional work plans in the WES sector.

(ii) Improved Collaboration between Actors in WES Sector

WSWG has also registered improved collaboration both at national and divisional levels. The constitution of the Technical sub-committees helped to promote this multi-sectoral and multi-disciplinary collaboration. Through collaborative work, the departments of Health, School of Public Health and Water Quality Control Unit (DWR), Divisional Health Teams and the Film Production Unit work together in promoting environmental sanitation particularly safe handling of water and the proper management of excreta. The Medical Research Council (MRC)

FLY Project contracted the services of the local masons trained through the UNICEF project to construct their VIP Latrines.

The training programme packages for the masons were organised in collaboration with NGOs (CARITAS) who benefitted from this training. The WHO 2000 Initiative Project also provided further WSWG collaboration and coordination of activities pertaining to health and water supply.

(iii) Programme Monitoring

In this aspect the WSWG brought about improved monitoring of activities in the sector specifically in two ways:

- the presentation and discussion of activity reports at the WSWG committee meetings help to monitor the progress in implementation of programmes. The committee, on the basis of the findings, issues the necessary directives/support for future action, which becomes the subject of reporting in the subsequent meetings.

- The members of the Working Group, particularly the Coordinator and the Chairpersons of the various technical sub-committee undertake regular field visits to see the rate of implementation of projects, although currently they face logistical problems in terms of good running transport and availability of fuel.

(iv) Evaluation

In addition to its own assessments, the WSWG commission evaluation studies to provide an external assessment of the programme activities some of which have been used in the present study.

6.1.4 Constraints/Limitations

Inspite of the important achievements there are a number of constraints, which limit the full impact of the WSWG. These include:

(i) Narrow Cooperation Focus

Although the WSWG has in place an effective coordination mechanism the focus of the committee tends to be principally on UNICEF intervention as it cuts across the various sub-sectors. Certain key players such as GAMWORKS do not participate in committee meetings resulting in the duplication of efforts, as is the case in pit latrines in schools. In the water supply sub-sector this has been reduced/eliminated largely because of the central role of the DWR.

(ii) Perception of WSWG among some Donors as a UNICEF Owned

The prevailing misconception among some donors, that WSWG is UNICEF "owned" has increased their reluctance to participate. There is a need for greater sensitisations of donors on the important role of WSWG so as to enlist their participation both physically and financially to further enhance the collaboration.

(iii) Poor Attendance at the Technical Sub-Committee Meeting

Attendance at the technical sub-committee meetings is generally poor, which adversely affects the quality of the document presented at the WSWG meetings. The reason seems to be one of time and perception – the competing demands on a limited staff time and the wrong perception in some cases about WSWG. In addition, there is no support given to the Technical Committee Meetings so that related costs have to be borne by the participating agencies, which is not always possible. There is therefore a need for greater institutionalisation of the process and greater commitment to the wider national goals of WSWG.

(iv) Weak Divisional Structures

Although the divisional structures required to play a critical role in the identification and execution of divisional programmes the structures are generally weak and the frequency of meetings of the sub-committees in some divisions need improvement. The institutional structures at the district level, (District Water Committee), have been virtually allowed to die because of the bad experiences in the past, particularly with respect to the management of funds. Village Water Committees (VWC) also needs to be trained in organisation and the membership widened to include more female representatives.

6.2 Training

As part of the capacity building, UNICEF has funded training programmes for the Government and other collaborating agencies (NGOs). In the water supply sub-sector UNICEF supported local training in well construction and borehole drilling. This took place at a time of heightened demand for water (1983 – 1985) and against the background of the ERP. In addition to the technical training UNICEF also provided support for the training of well diggers and drillers in water hygiene in order to enable them appreciate fully the health dimension of water supply.

In the sanitation sub-sector similar technical trainings were conducted for local masons in the construction of VIP latrines. Initially thirty village masons and two representatives from CARITAS were trained. After the training the masons were supplied with tools.

In addition to the above, UNICEF sponsors a number of training workshops to sensitise and promote greater awareness and understanding of water and sanitation issues at the community level. In June 2000, for example, 300 sanitation committee members from 30

villages in CRD and URD north were identified and trained on environmental and water sanitation. Sanitation open field days were also organized to sensitize people on environmental sanitation.

6.2.1 Achievements

(i) Increase National Capacity

The technical trainings in both water supply and sanitation sub-sectors helped to build and strengthen national capacity in well construction including borehole drilling and in the construction of improved excreta disposal systems. These are important achievements in the face of the manpower constraint that face the country in the initial stages. The training in "software" helped to generate greater understanding of water and sanitation, which is a necessary condition for a more effective intervention in the sub-sector. As a result of these trainings extension workers outside health now also help to spread health department helped in the spread of health messages.

(ii) Employment Creation

The technical training received in both water supply and latrine construction creased self-employment. As result of the Government's retrenchment exercise during the ERP, some of these well diggers have now formed their own companies and their services are being utilized by UNICEF, UNCDF and private citizens.

Similarly in the area of VIP latrine construction, there is a rising demand for VIP latrines both within the UNICEF Project areas and outside. Currently, as mentioned above the MRC has contracted the services of trained local masons to construct an estimated 500 VIP Latrines in parts of NBD and CRD as part of the FLY Project. The growth in employment in this field will expand, as the people become increasingly aware of the importance of sanitary facilities.

Although poverty reduction and employment creation in rural areas were not a stated objective of the programme, UNICEF's interventions have had this unintended positive effect.

6.3 Strategy Development

As part of the institutional development, UNICEF also provided support in the strategy development process for the sector through the funding of studies and strategy development workshop. UNICEF supported the seminar for water and sanitation policy formulation (1990) and in 1991 co-financed the development of the National Environmental Action Plan. More recently as UNICEF enters the new cooperation programme, a number of studies have been conducted to help the policy consideration in the sector (**see Table 4.1 below**).

Table 4.1: Summary of Recent Studies Commissioned by UNICEF/WSWG

Title of Study	Objectives	Year	Status
Review of the Rural Sanitation Project	Review implementation of pilot phase and make recommendation for the next phase.	1998	Completed
Development Cooperation in Water, Env. & Sanit.	Identify the donors active in the WES sector between 1990-99	2000	Completed
Baseline Survey of Water and sanitary Facilities in educ. & health facilities	Provide information on the existence and/or situation of available water/latrine facilities, waste disposal facilities, etc. in institutions	2001	Completed
Review of the National Water Resource Council Act 1979	Revise and update the NWRC Act 1979	2001	Draft ready
National Env. Sanitation strategy For The Gambia	Recommend strategy for improving env. sanitation conditions and hygiene practices in urban and rural areas.	2001	Draft

6.4 Conclusion

UNICEF has played an important role in assisting the Government in capacity building particularly in the area of inter-sectoral collaboration and coordination. The WSWG provides a valuable coordination mechanism, which needs to be more effectively utilised by having all relevant agencies including the External Support Agencies (ESAs) participate fully.

In the water supply sub-sector WSWG has been the only functional multi-sectoral coordination mechanism for the last five to seven years since both the NWRC and the Technical Committee have been dormant throughout this period. But even with an active NWRC the WSWG will still be necessary because the farmer's mandate is basically

limited to water resources development and management. WSWG provides the framework that brings together water supply and sanitation.

As WSWG's decisions are not mandatory, new policies are not always readily implemented by all the participating agencies in the field. Open-lined wells continue to co-exist with pump-equipped wells in the same community thus undermining the gains in improved water quality. Whilst the UNICEF supported programme for pit latrines requires the community's financial participation, other agencies, notably NGOs provide these facilities free of charge to the communities.

In the area of training UNICEF's support has been instrumental in developing national capacity in both drilling and pit latrine construction. Through the workshops and the work of the extension agents, there is now a greater awareness among the local communities on the importance of environmental sanitation and the need for the community's participation to ensure sustainability.

The increased awareness in sanitation will help create greater demand for the sanitary facilities, which in turn, could mean more job opportunities at village level.

The research/studies as well as the strategy development seminars and workshop have helped Government in the formulation of policies and intervention strategies whether in the area of environment, health education or sanitation.

CHAPTER 5

UNICEF'S CONTRIBUTION TO OVERALL ACHIEVEMENTS IN REDUCING ACCESS GAPS IN NATIONAL/INSTITUTIONAL WATER AND SANITATION COVERAGE

7. INTRODUCTION

UNICEF has played an important role in assisting The Gambia to address the critical issue of water supply and sanitation in the rural areas. UNICEF support has targeted both communities and institutions to reduce the gap in access to safe drinking water and sanitation.

7.1 Water Supply

7.1.1 Community Access

UNICEF's intervention coincided with a critical phase in the Government's water supply programme in the rural areas. UNICEF, in collaboration with other agencies (UNDP, UNCDF, UNIFSTD and EEC) provided support in the form of equipment, materials and supplies, expertise and salaries to boost the operational capacity of the Rural Water Supply Division (RWSD) of DWR.

Between 1976 and 1987 DWR sunk a total of 444 new wells and of this 48.64% or 216 were sunk between 1982/83 and 1986/87. For rehabilitation, which included RWS and Area Council wells, 142 wells were rehabilitated by the Department. (See Table 5.1 below).

In addition to the above, the Department achieved the following during this period:

Structure	No.	Site
(i) Boreholes	4	Gambisara (URD) Mamut Fana (CRD) Pinai (CRD) Kaur (CRD)
(ii) Reticulation System	3	Bwiam (WD) Kuntaur (CRD) Karantaba (LRD)
(iii) Solar Pump	2	Kaiaf (LRD) Jambanjelly (WD)
(iv) Windmill Pump	2	Tanji (WD) Sarakunda (NBD)

Table 5.1: Rural Water Supply Well Construction 1976 – 1987*

Division	Category	76-77	77-78	78-79	79-80	80-81	81-82	82-83	83-84	84-85	85-86	86-87	1976 - 1987 A B C	A+B+C
URD	A	17	39	39	6	3	5	7	8	9	18	20	171	
	B								18	9	1	-	28	206
	C								-		6	1	7	
MID	A			23	17	17	14	12	-	12	18	13	126	
	B								8	2	1	-	11	161
	C								9	2	9	4	24	
LRD	A				2		1	5	10	13		1	32	
	B								5				5	43
	C								2		4		6	
NBD	A						2	9		3	5		19	
	B								6	1	1		8	37
	C									1	6	3	10	
WD	A				22	5	16	8	10	22	11	2	96	
	B								2	1			3	139
	C								23	1	11	5	40	
Sub-Total	A	17	39	62	47	25	38	41	28	59	52	36	444	
	B								39	13	2		55	
	C								34	4	36	13	87	
Totals A+B+C	A													
	B	17	39	62	47	25	38	41	101	76	91	49		586
	C													

Source: DWR

*** Not including "Crash Programme (responding to special emergency situations) and contractor executed works."**

Legend

A = RWS wells completed
B = RWS wells redeepened
C = Area Council wells rehabilitated

7.1.2 Institutional Access

7.1.2.1 Schools

Although UNICEF in the first phases of its programme in the eighties had provided wells for schools but the general water supply situation in the schools was far from satisfactory. Only an estimated 50 percent of lower basic (primary) schools had access to a protected water point and only a few of the installations meet the standards recommended which

requires the installation of hand pumps and satisfactory superstructures. Furthermore, no operation and maintenance system was developed for the few pumps installed. The challenge was therefore two fold:

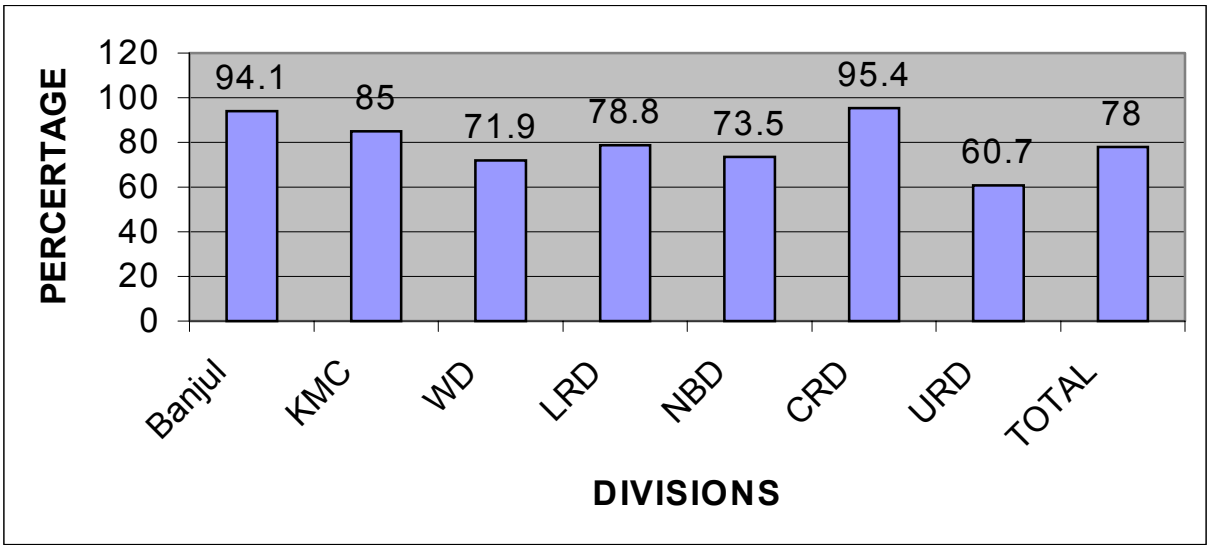
- Increase the number of water points, with
- Improved water quality by installing hand pumps.

With the 1992-1996 Cooperation Programme, UNICEF provided a sustained support in solving the problem of water supply in primary schools through the integrated water supply and sanitation project. Private well-digging contractors were contracted for the construction of concrete-lined wells, whilst pump installation was done by DWR. The DWR in collaboration with VDC were responsible for the supervision.

The greatest beneficiary institutions of this cooperation programme were the lower basic schools, which had a total coverage of about 75.7 percent of the water facilities. [9]

In a recent baseline survey access to safe drinking water in lower basic schools is about 78 percent. This figure, however, hides important regional variations. Access to safe drinking water in CRD is around 95.4 percent, whilst in URD and WD, it is only about 60.7 and 71.0 percent respectively leaving important gaps that need to be filled. (See figure 5.1 below).

Figure 5.1: Percentage Distribution of Lower Basic Schools with Access to Safe Drinking Water by Division



Source: Gambia Government & UNICEF, Baseline Survey of Water and Sanitary Facilities in Educational and Health Facilities 2001.

[9] Gambia Government & UNICEF, Baseline Survey of Water and Sanitary Facilities in Educational and Health Facilities.

Besides the Government, which is supported by donors through the Departments of State for Education and Local Government, UNICEF is the highest water facility provider in the lower basic schools – about 9.2 percent. The other major providers are EDF and CARITAS, which accounted for 5.8 percent each. (**see Table 5.2 below**).

Table 5.2: Percentage Distribution of Available Water Facilities in Lower Basic Schools by Type of Facility and by Agencies Providing the Facility.

Type of Water Facility	Which Agency Provided the Facility									No.
	SSP	EDF	FRG	UNICEF	CARITAS	Action Aid	Africa Muslim Agency	Others (pipe borne water)	NS	
Borehole	2.3	18.2	0.0	0.0	4.5	2.3	0.0	47.77	25.0	44
Concrete lined well fitted with hand pump	4.6	5.6	8.6	24.4	12.7	13.7	0.0	27.4	3.0	197
Concrete lined open well	0.0	8.8	0.0	5.9	8.8	2.9	5.9	41.2	26.5	34
Unlined open wells	0.0	0.0	0.0	0.0	0.0	0.0	4.8	61.9	33.3	21
Others (pipe borne water)	0.0	4.2	0.0	0.5	1.1	0.0	0.5	80.0	13.7	190
NS	0.0	3.0	1.5	0.0	0.0	0.0	0.0	9.0	86.6	67
	1.8	5.8	3.3	9.2	5.8	5.2	0.7	47.0	21.2	553

Source: Baseline survey of water and sanitary facilities in educational and health facilities.

Note: NS – Not Stated

At the basic cycle schools, which combine, lower and upper basic cycles, UNICEF is among the highest providers of water facility, contributing about 17.2 percent. (**see Table 5.3 below**).

Table 5.3: Percentage Distribution of Available Water Facilities in Basic Cycle Schools by Type of Facility and By Agencies Providing the Facility

	Which Agency Provided the Facility									NO
	SSP	EDF	FRG	UNICEF	CARITAS	Action Aid	AMA	OTHER	NS	
Boreholes	0.0	16.7	16.7	33.3	0.0	0.0	0.0	0.0	33.3	6
Concrete line wells fitted with handpump	6.2	25.0	18.9	12.5	0.0	18.9	0.0	18.9	0.0	16
Concrete lined open well	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	100	2
Others (pipe borne water)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	66.7	33.3	3
NS	0.0	0.0	0.0	50.0	0.0	0.0	0.0	0.0	50.0	2
Total	3.4	17.2	13.8	17.2	0.0	10.3	0.0	17.2	20.7	29

Source: Baseline Survey 2001.

7.1.2.2 Health Centres and Out-reach Stations

Most of the Health Centres are adequately provided with water supply facilities. About 32.1 percent have pipe borne water facility. In the Out-Reach stations, however, the situation is different with an estimated 64.8 percent without water facility in their immediate premises.

Although UNICEF only gave limited to the Health Centres (about 1.8 percent of total donor assistance) a large proportion of the assistance went to the Out-Reach stations where open concrete lined wells and concrete lined wells fitted with hand pumps were constructed. UNICEF support constituted about 2.5 percent (See Table 5.4 below).

Table 5.4: Percentage Distribution of Available Water Facilities in Out-Reach Centres by Type and Agencies Providing the Facilities

Type of Water Facility	Which Agency Provided the Facility									No.
	SSP	EDF	FRG	UNICEF	CARITAS	Action Aid	Africa Muslim Agency	Others (pipe borne water)	NS	
Borehole	0.0	71.4	0.0	0.0	0.0	0.0	0.0	14.3	14.3	7
Concrete lined well fitted with handpump	13.0	0.0	30.5	8.7	8.7	4.3	4.3	26.2	4.3	23
Concrete lined open well	0.0	14.3	14.3	14.3	0.0	14.3	0.0	14.3	28.5	7
Others (pipe borne water)	0.0	16.7	0.0	0.0	0.0	0.0	0.0	50.0	33.3	6
NS	0.0	1.3	0.0	0.0	0.0	0.0	0.0	0.0	98.7	79
Total	2.5	6.6	6.6	2.5	1.6	1.6	0.8	9.0	68.9	12

Source: Baseline Survey, 2001

7.1.3 National Access to Water Facility

The overall access to improved drinking water sources at national level has registered tremendous achievement over the years mainly through the active support of external donors. From an estimated 35 percent access in the eighties[(11)] access today is estimated at 84 percent nationwide according to the Multiple Indicator Cluster Survey, 2000 (see table 5.5 below). This figure compares favourably with a similar survey conducted in 1994 when access was estimated at 71.2 percent.[(12)]

[(11)] 1983 National Population Census, Dept. of Central Statistics
[(12)] Multiple Indicator Cluster Survey, 1996

Table 5.5: Percentage of the Population Using Improved Drinking Water Sources, The Gambia, 2000

		Main Source of Water									
		Piped into welling	Piped into yardor plot	Public tap	Tube well/ borehole with pump	Protected dug well			Pond river or stream	Tanker, truck vendor	**other**
Local Govern-ment Area	Banjul	31.6	13.8	54.6	.0	.0	.0	.0	.0	.0	.0
	Kanifing	25	28.6	40.0	.5	1.2	.0	2.8	.0	.0	1.7
	Brikama	.9	5.3	37.2	25.4	8.3	.0	22.6	.0	.0	.4
	Mansakon.	.9	3.5	47.6	23.0	17.0	.0	8.0	.0	.0	.0
	Kerewan	.2	4.4	41.2	32.4	12.0	.2	9.3	.0	.0	.3
	Kuntaur	.3	.3	12.9	55.5	16.7	.0	14.0	.0	.0	.0
	Janjanbureh	2.2	.7	12.6	23.7	31.4	.4	29.1	.0	.0	.0
	Basse	.4	.4	50.3	14.3	8.0	.0	25.4	.07	.0	.6
Urban/ Rural	Urban	17.8	21.5	51.3	.6	3.3	.0	4.0	.0	.0	1.5
	Rural	.4	2.1	32.2	30.5	11.9	.0	22.5	.2	.0	.2
Wealth Index Quintiles	Poorest	.0	.0	22.3	34.9	14.9	.1	27.6	.0	.0	.0
	Second	.0	.0	37.0	30.1	9.5	.2	22.2	.6	.0	.5
	Middle	.0	1.2	51.2	20.9	9.7	.0	16.0	.0	.0	1.1
	Fourth	3.0	9.9	65.5	5.1	6.0	.0	9.4	.0	.0	1.8
	Richest	33.7	37.8	24.2	.2	1.8	.0	1.6	.0	.0	.8
	Not Stated	1.0	4.7	16.2	53.1	19.1	.0	5.8	.0	.0	.0
Total		7.3	9.7	39.7	18.7	8.5	.0	15.2	.1	.0	.7

Source: The Gambia Multiple Indicator Cluster Survey (MICS) Report, 2000

The national average of 84 percent access hides some important regional variations. Whilst the urban area (Banjul) has 100 percent coverage, Janjanbureh area has only 70.9 percent access. Western Division (Brikama) with a 77 percent access has registered some improvements since the last MICS survey when access was estimated at 49 percent.

7.2 Sanitary Facilities

Until recently the provision of sanitary facilities has not received much attention from the Government, the donors or the communities. As mentioned above, there was an inadequate excreta disposal system particularly in the rural areas. In the schools it is estimated (1992) that most of the 226 primary schools throughout the country are without sanitary facilities.[13]

UNICEF was the first major donor to intervene in this sub-sector. In collaboration with the DCD, an improved low cost technology pit latrines were developed based on the experience of an NGO, Gambia Baptist Mission (GBM) operating in Upper Baddibu District.

[13] Baseline Survey 2001

In the 1992 – 96 cooperation programme UNICEF's intervention in this sub-sector targeted:

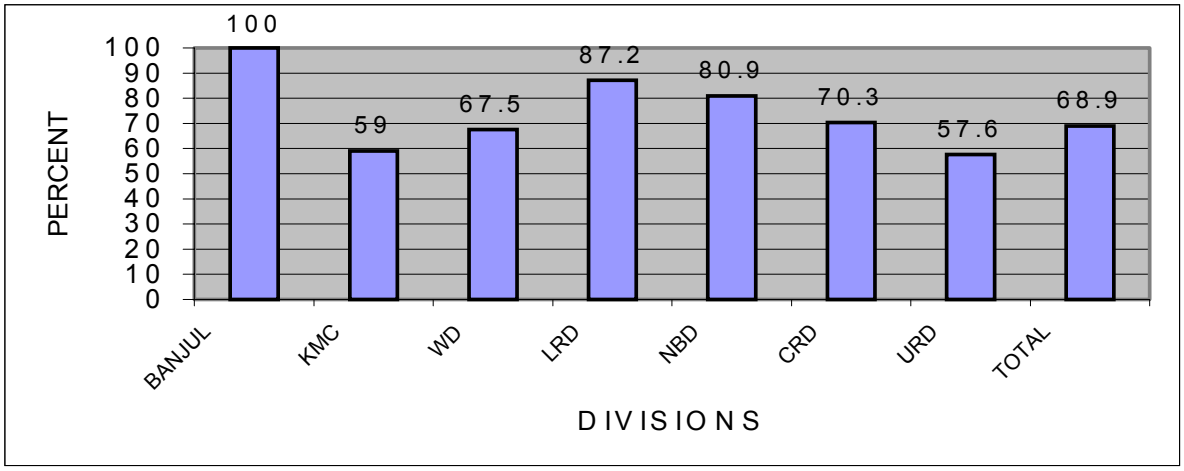
- Schools (as part of the Primary Schools Water Supply and Sanitation Project); and,
- Local communities, health centres and Day Care Centres (as part of the Pilot Rural Environmental Sanitation Project)

7.2.1 Institutional Coverage

5.2.1.1 Schools

Recent survey of lower basic schools indicates that about 68.9 percent of the schools have latrine facility.[14] With, again, important regional variation. Access to safe sanitary means of excreta disposal in lower basic schools is highest in Banjul at 100 percent and lowest in URD at 57.6 percent. (**see Figure 5.2 below**).

Figure 5.2: Percentage Distribution of Lower Basic School with Access to Safe Sanitary Means of Excreta Disposal by Division

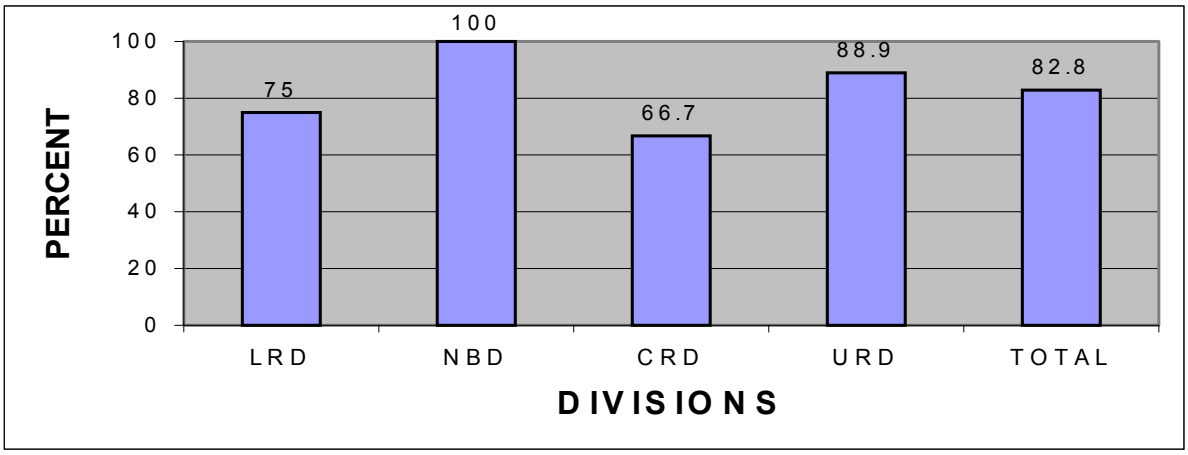


Source: ibid.

In the basic cycle schools access is much higher at 82 percent. Access is highest in NBD, 100 percent and lowest in CRD at 66 percent. (**see Figure 5.3 below**).

[14] Ibid

Figure 5.3: Percentage distribution of Basic Cycle Schools with Access to Safe Sanitary Means of Excreta Disposal by Division.



Source: Gambia Government - UNICEF Baseline Survey, 2001

5.3.1.2 Health Centres and Out-Reach Stations

UNICEF intervention in this field focuses on the out-reach stations and the Baseline Survey referred to above indicates that 50 percent of these institutions do not have latrine facilities. Through UNICEF assistance an estimated 5.7 percent of these institutions benefit from sanitary facilities. Besides the "Others" and "Not Stated" categories, UNICEF is the second highest provider, next to AATG. (**see Table 5.7 below**).

5.3.2 Community Coverage

Although UNICEF funded project on environmental sanitation has now gone nationwide, coverage is still low. The percentage of the national population using sanitary means of excreta disposal is estimated at 87.9 percent. The vast majority of this number, however, uses traditional pit latrines with its attendant technical drawbacks. Only 10.7 percent use improved pit latrines. (**see Table 5.6 below**).

In terms of regional access Banjul has the highest at 94.7 percent whilst Kuntaur has the lowest with only 51.8 percent. In the latter case 47.3% use traditional pit latrines. An estimated 43.5 percent have no facility.

From the table only 10.7 percent of the population has access to the improved pit latrine promoted by UNICEF and a few other agencies.

Table 5.6: Percentage of the Population using Sanitary means of Excreta Disposal, The Gambia, 2000

		Main Source of Water									Total with sanitary means of excrete dispose	Number of persons
		Flush to sewage system/ septic tank	Pour Flush Latrine	Improved Pit Latrine	Trad. Pit Latrines	Open Pit	Bucket	Other	No Facility bush/ field	total		
Local Government Area	Banjul	61.1	28.7	4.9	2.5	.0	.6	.9	1.4	100.00	97.2	559
	Kanifing	24.6	13.4	23.6	35.8	1.3	.9	.0	.5	100.00	97.3	7459
	Brikama	1.1	2.2	4.5	83.9	1.1	.0	1.0	6.2	100.00	91.7	8624
	Mansakon.	1.0	.5	4.2	85.7	.3	.0	.2	8.1	100.00	91.1	1100
	Kerewan	.6	1.1	14.5	65.9	.9	.0	.0	16.8	100.00	82.3	4742
	Kuntaur	.2	3.3	.9	47.3	4.7	.0	.1	43.5	100.00	51.8	1003
	Janjanbureh	2.0	1.3	8.5	72.1	1.5	.0	.0	14.6	100.00	83.9	1329
	Basse	.7	3.0	4.0	72.2	14.7	.0	.0	5.3	100.00	79.9	5448
Urban/ Rural	Urban	19.1	10.6	19.7	47.9	1.9	.6	.3	1.7	100.00	95.5	11904
	Rural	.6	2.0	6.1	74.3	4.8	.0	.3	11.9	100.00	83.0	18354
Wealth Index Quintiles	Poorest	.0	.3	.6	70.5	5.3	.0	.1	23.1	100.00	71.5	5948
	Second	.1	.1	.5	86.2	3.3	1.1	.7	8.0	100.00	86.9	5971
	Middle	.0	2.2	9.0	75.4	7.5	.0	.4	5.4	100.00	86.6	5951
	Fourth	2.3	6.8	21.2	65.7	1.9	.0	.3	1.7	100.00	96.1	5977
	Richest	37.4	17.7	22.1	21.4	.6	.0	.0	.8	100.00	98.5	5774
	Not Stated	2.3	.7	13.4	70.1	.0	.0	.0	13.4	100.00	86.6	439
Total		7.9	5.4	10.7	63.9	3.7	.2	.3	7.9	100.00	87.9	30258

Source: Multiple Indicator Cluster Survey, 2000

5.4 Agencies Providing the Facilities

The Agencies that provide these latrine facilities in the schools include UNICEF, World Bank and some NGOs. At the lower basic and Basic Schools UNICEF is the second largest provider of the facility estimate at 6.7 and 20.7 percent respectively. The World Bank is the highest at 20.8 percent and 34.5 percent respectively. At the Day Care Centres and the nuseries UNICEF is the single highest provider of latrine facilities estimated at 20.7 percent and 6.1 percent respectively.

Table 5.7: Percentage Distribution of Latrine Facilities by Agencies providing Facilities and Division

Type of Institution	AGENCY											No.
	World Bank Ed. Project	UNICEF /DCD	FIOH	AATG	DOSH	CARI TAS	CCF	WEC Mission	Peace Corps	Others	NS	
Lower Basic	20.8	6.7	5.4	3.2	0.5	0.2	4.2	1.3	0.9	49.7	7.1	553
Basic Cycle	34.5	20.7	17.2	6.9	0.0	0.0	0.0	0.0	0.0	17.2	3.4	29
Day Care Centres	0.0	20.7	0.0	0.0	0.0	0.0	6.9	0.0	0.0	34.5	37.9	29
Nursery	3.0	6.1	0.0	0.0	0.0	3.0	9.1	3.0	0.0	60.6	15.2	35
Health Centres	0.0	1.8	0.0	5.4	19.6	0.0	0.0	1.8	0.0	57.1	14.3	56
Out-Reach Centres	0.0	5.7	0.8	7.4	3.3	0.0	0.8	1.6	1.6	15.6	63.1	122
Hospital	0.0	0.0	0.0	0.0	80.0	0.0	0.0	0.0	0.0	20.0	0.0	5
Arabic Schools	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	62.5	37.5	8
Total (Percent)	15.1	7.1	4.3	3.8	2.6	0.2	3.5	1.3	0.8	44.0	17.2	835

Source: Gambia Government and UNICEF, Baseline Survey, 2001

5.4 Programme Implementation Rate

Although UNICEF's overall contribution to the sub-sector is quite impressive the rate of programme implementation has been generally slowed down resulting in the non-achievement of programme targets. In some areas the programme has not achieved more than 30 percent of the target. (**see Table 5.8 below**).

Table 5.8: UNICEF's Annual Programme Targets and Achievement in Improved Pit Latrine Construction

Year	Targets	Achievements
1993	1,000	400
1994	2,000	650
1995	1.500	500
1996	1,500	1,000
1997	1,500	404
Total	**7,500**	**2,959**

Source: UNICEF Review of the Rural Sanitation Project 1998, by Kunjo et al.

The factors responsible for this include:

(i) Limited manpower capacity in the implementing agency (DCD) to effectively scale-up activities;
(ii) Inadequate/lack of transport for DCD project staff for monitoring and supply/equipment delivery;
(iii) Low allocation by the Government and UNICEF in the sector thus most of the physical targets could not be met; and,
(iv) Lack of transport for the village based masons.

5.4.1 Conclusion

Generally important achievements have been registered in the provision of water supply and sanitation largely through donor assistance. Although, a relatively small player, UNICEF support in the water supply sub-sector has targeted an area (institutions), which seems to have been overlooked in previous water supply progammes. Through UNICEF support many schools now enjoy improved water supply.

In the sanitation sub-sector UNICEF support has helped create the necessary awareness among the local communities and the donor community. The achievements registered today help to highlight what still needs to be done in this area.

More importantly is the linkage between water supply and sanitation, which UNICEF has successfully demonstrated in their programmes.

CHAPTER 6

ASSESSMENT OF THE STATUS, USAGE AND MAINTENANCE OF WATSAN FACILITIES

7. Introduction

The underlying concept in UNICEF supported construction projects is the use of physically low cost water and sanitation facilities combined with appropriate technologies capable of achieving the basic accompanying goals.

The concept of reduced costs and sustainability was applied in both the water supply and sanitation (latrines) sub sectors.

During this study an assessment was conducted to look into present status of the infrastructures provided and make recommendations made where it deemed necessary.

7.1 Water Supply Facilities in Schools

The assessment of the water facilities was conducted on the following lines:

(i) The wells, in terms of the appropriateness of the design and design specification and quality of work; and,

(ii) The hand pumps, in terms of technical suitability and maintenance system.

7.1.1 Well Design and Structure

Sixty-four (64) out of eighty-eight (88) listed schools representing seventy-five (75) percent were selected at random and visited (**see Annex 2**).

The well designs were found to be of the old type, which is constructed with a concrete line shaft, covered with two interlocking well covers, block fencing, small single step and footpath covered with dusty gravel.

The design is found to be relatively both efficient and cost effective, although the earlier serious setbacks, in terms of protecting the water source from contamination, was not adequately catered for.

The assessment results indicated that generally, all well shafts have met design specification and have adequate water columns guaranteeing sufficient water supplies at all times.

The sanitary structures which include well covers, footpath with gravel packing and enclosures of the wells visited during the study especially aged ones are all in poor status

The well covers inadequately cover most well toppings, the male and female well cover joints are mostly out of order.

About ninety nine (99) percent of the wells visited had the water discharging points untidy with heavy growth of spirogyra, owing to lack of proper management rather than a design shortfall.

With respect to the enclosures, especially of the aged ones, about 89 percent of these sites visited had their enclosures completely or partially damaged. All footpaths or corridors were silted and water logged resulting in undesirable stagnant wastewater pools.

7.1.2 Hand Pumps

In assessing the handpumps the following characteristics of the pumps were looked at.

(i) Performance and output;
(ii) Suitability of pump and pump material; and,
(iii) Reliability and durability.

UNICEF uses different types of pumps in its financed wells, which included the India Marks II and III, and Pb. Mark II.

Most of the pumps assessed (87 percent) were found to be operational to some extent with good outputs. However, 13 percent have problems ranging from cylinder leakages, to riser pipe difficulties and less than 1 percent has serious pump head component problems (See Annex 3).

The cylinder leakages prevalent especially with the Mark III pump could not be repaired because the area mechanics in most cases cannot handle the problems satisfactorily due to lack of the appropriate skills.

With experience, pb Mark II have however, proved to be the best. Despite its relatively high cost it is the most widely used pump due to it's output performance, suitability of pump material capable of adapting to both climatic and the aggressive groundwater conditions. It also has less maintenance cases per year.

7.1.3 Maintenance

The importance of maintenance cannot be over-emphasized in ensuring a continuous supply of water at schools for the various purposes.

However, in (95 percent) of the schools visited there is no fixed mechanism/system of maintenance. Costs related to repairs are shouldered by the school authorities particularly the headmasters/mistresses with occasional external help from philanthropists.

6.1.4 Water quality issues

As regards the water quality, a recent assessment of UNICEF funded primary school water supply system has indicated 21 percent of the 396 samples collected at source were bacteriological safety and 79 percent contamination at source (**see Table 6.1 below**). Groundwater in The Gambia is generally considered safe although contamination can occur during construction, runoff and/or through seepages. The latter having higher chance of being the leading source of contamination.

Table 6.1: Summary of Results of Bacteriological Analysis from the Water Supply systems at Source

Status	No.	% Safety	% Contaminated
Newly dug	48	21% (10)	79% (38)
Rehabilitated	16	25% (4)	75% (14)
Hand Pump Installed Ony	8	13% (1)	87% (7)
Total	**72**	**21% (15)**	**79% (57)**

Source: Report on Water Quality Assessment and Chlorination of Seventy-two (72) Drinking Water Supply Systems funded by UNICEF – DWR, March 2002.

7.2 Sanitary Structures (latrines) in School

For the sanitary structures in schools, a quality assessment of the structures, viz: the type of technology (design and materials) used in the construction, the management and usability of the structures were conducted. The study specifically examined:

- The design of pit and pit cover;
- The design of the housing; and,
- Durability, management and usability of the facilities.

6.4.1 Pit Latrines – Design and Structure

A total of 286 latrines were constructed in 31 schools and 70 percent of the sites (29 out of 41) were randomly selected as sample size (**see Annex 4**).

The technology used in the constructions of the sanitary facilities apart from being very simple, cost effective and efficient, is comfortable and decent and amply noticeable in most schools visited. About 96 percent of these schools have their latrines in good operational condition.

On the other hand however, a small number (less than 6 percent) of cases does exist where the pit surrounding have not or are improperly backfilled and compacted, hence provoking erosion of the surrounding of the pits creating large holes harbouring snakes and rodents.

About 40 percent of the latrines have housing structural problems, viz: partial or complete destruction of the roofing, poor door status or no door and inadequate ventilation and lightening within cubicles. Another estimated 50 percent of the latrine cubicles are inadequately spaced out, to keep privacy between the opposite sexes using the latrines.

6.2.2 Management, Durability and Usability

The management of the facilities was generally found to be satisfactory, with the school caretakers and, in a few cases, school environmental societies being responsible for the up keep of the facilities.

The durability of the facilities depends on the quality of work and work materials used during construction. It is, however, important to indicate that about eighty percent of latrine doors are sub standard (wooden frame with corrugated sheets) hence are not durable. The pits on the other hand, equally need proper backfilling to avoid the undermining of the structure by erosion during the rains.

The usability of the facilities have been found to be high amongst the beneficiaries owing to the safety of the structures, provision of adequate ventilation and sources of lightening within latrine surroundings and above all the comfort and convenience of facilities.

6.5 Rural Community Sanitary Facilities

A similar approach was used here as in the case of the school latrines.

6.5.1 Design and Structure

A total of 39 villages were visited out of 63 representing 63 percent (**see Annex 5**). The design of the community and that of the schools defer in pit structure. The community pit latrines consist of a two course brick layer each constituting 8 blocks, constructed to support the prefabricated latrine slab covering a hole generally four meters deep. The design is simple and requires little construction material.

The assessment results reveal an overwhelming appreciation about (99 percent) of the facilities, with 95 percent considering the costs of the facility reasonable. An estimated 80 percent of the masons consulted indicated a high demand for the facility. However, 85 percent of the masons complained of delays in the provision of essential supplies for the work. The programme is therefore useful and is responding to a real need in the communities.

Meanwhile, improvements are required on the design especially with the lips of the prefabricated slab to adequately cover the pit hole and to provide solid protection edges around the slab to avoid wastewater slipping and undermining the underlain block works. A number of latrines in NBD especially, sunk during the rains due to these problems.

6.5.2 Constraints

To meet the growing demand for the facilities, however, will require resolving some of the current constraints, which include the following:

(a) The cost of the facilities even at the subsidised rate of D100 is still high for an important category of the population, (the real poor, about 37% of the population). In the MICS survey 2000, only 0.6 percent of this category has access to improved pit latrine as opposed to 22.1 percent among the richest and 9 percent among the middle quintile.

(b) Some of the personnel selected and trained at village level are now too old and lack the strength to continue the construction works. Some others have migrated elsewhere or have abandoned the job due to the low income.

(c) The supply of essential construction material (cement, rods etc.) is irregular coupled with the inappropriate time of arrival of supplies which mostly falls in the rainy season when farming is at it's peak. The best time considered suitable is between November and May, when farming and its related activities are less intensive.

(d) Masons are handicapped with transportation means currently using bicycle is not suitable; hence their ability to cover a wide area carrying heavy equipment becomes impossible.

(e) Working tools need to be replaced.

6.6 Conclusion

The facilities constructed by UNICEF are both cost effective to some extent and efficient. However, in the case of water supply facilities some repairs are need on the super structures in order to avoid seepage and contamination of water sources in addition to up keeping of well surroundings.

Generally the Pb Mark II is a better quality pump with the added advantage that the Area Mechanics are familiar with it. If the use of India III and other types is to continue then the mechanics will need to be trained on them

Finally there is a need for an improved field monitoring and supervision to ensure quality surface works during construction work.

Although the basic design of the school latrines is satisfactory, the facilities can be improved by some minor modifications such as backfilling of the pit from which the block wall is raised, the strengthening of doorframes etc.

At the community level there does exist a high level of demand as witnessed by a general appreciation of the facility as. This demand cannot, however be met if the high attrition rate among the masons continue. Both the remuneration, the means of transportation of the masons need to be reviewed whilst intensifying the sensitisation campaigns.

Access for the poor is still very much limited and this constitutes important challenge to the Government and the donors.

CHAPTER 7

SOCIAL ASPECTS OF WES SERVICES

7. INTRODUCTION

In its earlier interventions UNICEF support focused on capacity building within DWR to enable it to respond more adequately to the physical provision of basic water supply in the rural areas. In the subsequent programme, however, based on the situation analysis of women and children, education/sensitisation and participation of the beneficiaries emerged as objectives to be pursued (1992 - 1996 MPO) in order to maximise the benefits from the physical infrastructures and ensure sustainability.

Both the water supply and sanitation components of the MPOs were supported by a programme of community education/sensitisation of hygiene and the school was identified as an entry point for promoting good hygiene behaviour and practices both at the school and in the community.

7.5 Promoting Improved Behavioural Changes with the School as the Entry Point

Through the "Primary Schools Water Supply and Sanitation Project", school children were identified as change agents for improved hygiene behavioural changes and practices. This was because young children were considered "the most receptive to new ideas in terms of hygiene behaviour patterns". The teachers acted as health education promoters, linking the school system with hygiene practices in the communities through collaboration with the Village Health Workers and the Community Extension Workers.

To achieve this objective a number of activities were undertaken viz:

- The development of health and environmental education in the school curriculum incorporating water and sanitation issues;
- The development of the necessary teaching aids;
- The training of school teachers in health education; and,
- The provision of basic training for members of the VDC and women's organisation on the use, purpose and maintenance of the school water supply and sanitary installations.

Although it is too early to determine the full impact of the strategy it is, nonetheless, possible to examine the benefits of the approach and the constraints encountered since the start of the project.

7.5.1 Benefits

The use of school as an entry point for health and environmental change had a number of benefits, which can be summaries as follows:

(i) Improving the Health Conditions of the Most Vulnerable

Although children are the most vulnerable to water-related diseases they have not been the focus of most programs until the arrival of the WATSAN programmes. These programmes sought, not only to provide clean water but also the necessary sanitary facilities to improve hygiene and general welfare. The introduction of clean water and improved latrines have eliminated indiscriminate disposal of human waste in school backyards and bushes, which become an attraction centre for the vectors. These improvements at the school and in the lives of the children cannot fail to positively influence their parents.

(ii) Convenient Framework for Promoting Environmental Awareness and Health Education

The school provides a convenient framework for the introduction and monitoring of environmental education. The school curriculum provides a structured approach to the subject and the teachers provide important guidance and promotion for good hygiene practices.

The teachers can reinforce the good hygiene behaviour in children by ensuring that they clean up and wash their hands regularly after toilet. The provision of clean water supply close to the sanitary facilities helps to make this easy. The establishment of active environmental societies and regular health talks conducted once or twice a week in almost all schools visited help to generate further awareness.

The awareness of good sanitary/hygiene practices is growing steadily and it was reported during the study, by some headmasters that, they have witnessed cases where school children without sanitary facilities at home, come back to the school to use the facilities after school. This is a good sign for the future.

(iii) Effective Advocacy Tool

By focusing on schools UNICEF has succeeded in creating awareness in Government and donor circles about the problem of environmental sanitation in the schools and the community at large. Although the communities are yet to receive greater donor support in the provision of sanitary facilities for the schools, the provision of sanitary facilities is now an important component of school building programmes.

(iv) Supporting Environmental Education

Water supply in the context of the school farms provides a practical introduction to environmental education. The school farms not only help to improve nutrition and generate income but they help generate interest in agriculture and agro-forestry, which are all of major importance to our rural communities.

(i) Opportunity for Greater Stakeholder Involvement

As a community institution the school project has been designed to promote greater involvement of the community by creating the necessary linkages between the schools, the community and other institutions.

Whilst UNICEF supported the construction of the facilities the headmaster and the VDC supervised the work with the help of DWR and DCD. As part of the programme of support members of the VDC, the women's organisations and extension agents in the area received training on environmental sanitation.

7.5.2 Constraints

(i) Late Development of Curriculum & Training of Teachers

Curriculum development and the training of teachers constitute an important feature in the pioneering effort of the school in environmental sanitation. The early phase of the intervention suffered from a slow start in the development of the curriculum because of lack of proper coordination and consultation with the Ministry of Health (MOH) and the untimely availability of funds. This delay has affected the implementation rate of the project and the overall impact it could have generated.

(ii) Limited Access to Safe Drinking Water and Sanitary Facilities

An important constraint, at present, is the lack of access to safe drinking water and sanitary facilities in all the schools. As indicated above, the national average for the percentage distribution of lower basic schools with access to safe drinking water is 78 percent whilst that of sanitary facilities is 68.9 percent. This means that a sizeable number of schools in this category are without these facilities. This situation is worse in some divisions such as URD where access to safe drinking water and sanitary facilities is only 60.7 percent and 57.6[(14)] percent respectively.

There is therefore an urgent need to address these imbalances so that these schools could also play a role in promoting environmental hygiene in their communities.

(iii) High Investment Cost Related to Water Supply

Related to the above point is the high investment cost related to water supply because of the technology used (estimated at 40 to 100 US Dollars/capita). The number of facilities that can be installed is therefore limited unless there is increased donor support.

[(14)] Gambia Government – UNICEF Baseline Survey, 2000

The suspension of aid in the aftermath of the change of government in 1994 did not help either as the number of water facilities that cold have been constructed from the EU and other programmes was drastically reduced.

(iv) Limited Participation of Villagers

Although the programme was designed to encourage greater involvement of the village community both at the decision-making and implementation phase the villagers have not always fully assumed these responsibilities as in the case of the repair and maintenance of the water supply facilities. In the study only 4 percent of the schools visited claim to benefit from the assistance of the VDC in the repair of the facilities. This may be due to limited capacity, inadequate sensitisation on the importance of the facilities and/or lack of funds to support some of the activities.

7.6 Community Participation in WATSAN Programmes

Community involvement in the management and financial support of projects has been one of the guiding principles of The Global Conference for Water Supply and Sanitation (1990). The design of projects recognises and encourages the participation of the communities in the planning and implementation phases.

7.6.1 Water Supply

In the water supply sub-sector community participation involved the following:

(i) Participation in Planning and Supervision

The VDC takes part in the planning for the school well and it is also charged with the responsibility of supervising the contractor together with the DWR and the head teacher. The performance of the VDC has not always been satisfactory because of certain capacity limitations.

(ii) Repair of Facilities

The repair of the facilities is undertaken by trained local mechanics available countrywide. These mechanics (LAM) that are members of the community have been trained and equipped to provide repair services in a more accessible manner. The LAM as they are called provides the services at a cost to the community.

It is important to note, however, that the mechanics are more familiar with the Pb Mark II hand pump on which they received training. Other pump types used by UNICEF (India Mark III) were known to give them problems, as indicated above.

(iii) Community Contributions to Costs

The communities also participate financially by assisting the schools to meet the cost of repairs. The study findings, however, indicate that only a small percentage (4%) of the VDC's live up to this responsibility.

Another unquantified contribution of the communities is the provision of food and accommodation for the well-digging teams during the construction of the well.

7.6.2 Sanitation

The areas of community involvement include the following:

(i) Management of the Project

The VDC was placed in charge of the Environmental Sanitation Project, with the following responsibilities:

- Control and storage of materials;
- Collection of monies paid for the slabs and payment to ATU cashier;
- Collection of sand and gravel;
- Record of number of people who have a latrine; and,
- Payment of masons;

These responsibilities are wide enough to give the VDC a critical role in the implementation of the project. However, a study (1998)[15] discovered that although the VDCs had a crucial role to play in project implementation, in reality, they failed to play this role because of their limited capacity to do so. Many VDC members were not clear about the roles they were supposed to play and some lacked the resources to effectively carryout their roles. Although there has been some improvement since the publication of the report in terms of greater sensitisation, community participation is still rather limited.

(ii) Construction of the Sanitary Facilities

The construction of sanitary facilities was done by local masons trained by the ATU of DCD. Presently this category of workers suffers from a high attrition rate for reasons already mentioned above. It will be necessary to address this situation in order to maintain and build on the size of qualified masons.

(iii) Cost Sharing

The cost of construction of the improved latrines is shared between UNICEF and the household. UNICEF provides all the materials and the household provides labour and D100.00 (formerly D75.00) for the installation. About D25 goes to the

[15] UNICEF Review of the Rural Sanitation Project 1998, by Kunjo et al.

mason and the rest to the ATU account used as revolving fund to support the programme.

Although D100.00 is affordable for a majority of Gambians it is doubtful whether the very poor which constitute 37 percent of the households in this country will be able or willing to pay this amount. Infact, it remains to be seen whether the activities will be sustainable beyond the programme of heavy subsidy. The programme of gradual removal of subsidies should be continued to gradually sensitize the population to the true cost of the facility. A targetted intervention could be developed to assist the real poor.

7.7 Gender Dimension of Community Participation

Gender has been one of areas of neglect in the implementation of WES projects although this is not specific to only UNICEF. It is a general phenomenon affecting other projects. Although the WES participation strategies recognize the need for a more gender-balanced approach this has not translated into any radical departure from the old ways of doing things. Women continue to be responsible for fetching water and general cleaning of the compound yet they have only a limited role in the management of facilities. The trainings provided largely helps to improve the use of the facilities but not its management and maintenance responsibilities, which are allocated to men.

Because of the important role women can play in the management of these facilities there is a need to adopt a more gender balanced approach and in this regard the input of gender experts should be solicited for the best way to mainstream gender in the management of the facilities.

7.8 Conclusion

The participation of the communities is an important aspect of the programme, which is reflected both in the design of the projects and in their implementation.

In using the school as an entry point for improved behavioural change within the wider community the programme has given the community an important supervisory function in the programme implementation. In this regard the school is poised to play an important role, the full impact of which can only be measured with time. But even at present, some positive signs are emerging both within the school and in the community at large.

Although the active involvement of the community is desirable, it is very much limited by capacity whether financial, organisational or otherwise. The limited organizational capacity of the VDC, the large size of poor households (37 percent of population) all combine to reduce the community's ability to fully play its role. This brings into question the issue of sustainability once the subsidies are withdrawn at the end of the project life.

With particular reference to women's participations there is still an urgent need to ensure their full participation beyond the cosmetic representation in village committees.

CHAPTER 8

CONCLUSIONS & RECOMMENDTIONS

8.3 Section A – Conclusions

This chapter contains a summary of the various conclusions in the Report, which form the basis of the recommendations in section (B).

8.3.1 Water Supply

(vii) UNICEF's Contribution to Capacity Building particularly WSWG has improved the performance of the beneficiary agencies and greatly contributed to improved inter-sectoral coordination and collaboration at national level. Having other agencies also participate in the meetings of the WSWG could further enhance this achievement.

In the context of decentralization there is a need to strengthen the WATSAN divisional structures since it is at that level that the needs are identified and implementation occurs.

(viii) UNICEF's contribution in the provision of water supply has greatly improved access in schools and the wider communities. There are still, however, important gaps that need to be filled. Rather unfortunately there is a prevailing view among ESAs, that water supply in schools is primarily a UNICEF domain thus denying them valuable support.

The maintenance system in the schools needs improvement to avoid or minimize interruptions of supplies.

(ix) Although the well designs are satisfactory and cost effective the super structure in many cases (particularly wells constructed between 1992 – 1996) require repairs to avoid seepage and subsequent contamination of water source. Close monitoring and supervision of the contractors is necessary, particularly when they reach the construction phase of the surface structures. The high level of contamination at source (79 percent) undermines the very objective of having improved water supply system.

(x) The level of community participation is very much limited because of limited capacity and awareness. This partly explains their limited involvement in the school water supply system when it breaks down.

(xi) The involvement of the women in the management of the facilities is still very much limited even through they are responsible for fetching the water for the household. A similar phenomenon exists in sanitation where they are responsible for the general cleaning of the household.

(xii) Among the various types of pumps in use the Pb. Mark II is the most durable and adaptable of The Gambian conditions. It has the added advantage of being the pump the LAMs are most familiar with.

8.3.2 Environment

(iii) UNICEF's support in the formulation of the Environment Action Plan has assisted the Government, to address, for the first time, environmental issues in a more comprehensive and focused manner.

(iv) The Revival of interest in training women in the construction of energy-saving cooking devises will help reduced the demand on forest for wood whilst saving time and labour for the women.

8.3.3 Sanitation

(iv) UNICEF's pioneering role in promoting sanitation in rural areas particularly safe excreta disposal has been very much successful by improving access and generating greater awareness among the various stakeholders.

(v) The technical designs of the facilities at the schools are satisfactory and the facilities are properly kept. However, some improvements could be made to strengthen the structure and avoid erosion on the surroundings of the latrines.

(vi) Although access has improved there are still many schools and communities without sanitary excreta disposal facilities and this is at a time when some of the donors such as AATG have withdrawn from the sub-sector and CARITAS, has ceased to exist.

There is, in addition, the special case of the poorer categories of households whose ability to meet the cost is questionable particularly in the context of reduced or no subsidy.

8.4 Section B – Recommendation

8.4.1 Water Supply

(iii) Strengthening the WSWG

The WSWG, in the light of its important coordinating role should be strengthened by:

- Recognizing it explicitly as a sub-committee of the Technical Committee of the NWRC responsible for coordinating water and sanitation matters;

- Insisting on the participation of various actors in the sector particularly the ESAs who should also provide some material and financial support;

- Making respect for the decisions of the WSWG mandatory; and,

- Strengthening the supporting institutions particularly at the divisional level.

(iv) Greater Donor Support to the School Water Supply

There is a need for more donor intervention in the provision of water supply facilities in schools. Whilst UNICEF should be encouraged to continue for at least sometime, a more serious effort should be made by the Government to attract other donors so that the remaining gaps can be filled quickly.

8.4.2 Environment

(ii) The promotion of Energy Saving Cooking devices should be strengthen and expanded to other areas such as NBD where deforestation is most severe in the country.

8.4.3 Sanitation

(iii) Implementation of a Strategy for the Sanitation Sub-sector

There is an urgent need to implement a comprehensive strategy to guide development in the sub-sector. The draft strategy paper should be processed for an early implementation.

(iv) Continued Support for the Schools and the Communities

In the light of the existing gaps in access to sanitary facilities there is a need for continued UNICEF support targeting less favourable areas. The case of the urban poor is also important since they have not benefited from any programme in the past.

8.4.4 General

(iii) Greater Sensitisation of Local Communities

Because of the critical role of the local communities in the provision and maintenance of these facilities their participation is absolutely necessary. There is therefore a need for greater sensitization and capacity building for a greater and a more effective community participation. UNICEF's support in this critical area should continue if the communities are not to loose the benefits of safe water supply.

(iv) Development of a Strategy

In view of the close relationship between water supply and environmental sanitation it may be necessary to have an overall strategy for the entire sector, which takes account of the sub-sectoral priorities, and strategies in the wider development framework of the sector.

ANNEX 1:

TERMS OF REFERENCE

Evaluation of Water Environment and Sanitation Programme UNICEF – The Government of the Gambia Programme of Co-operation

Background

Since 1983, UNICEF has been supporting the Government in water supply and sanitation activities, particularly in the provision of hardware for installation and quality control of low cost water supply in rural areas. Technical assistance has been provided for management and coordination of the sector through a multi-sectoral Water and Sanitation Working Group (WSWG), and for strategy development through the sponsoring of seminars for Water and Sanitation policy formulation (1990) and preparation of a National Environmental Action Plan (1991). Recently support has been provided to develop a sanitation strategy and for the revision of the Water Act.

The 1992-96 Government of The Gambia/UNICEF Programme of Cooperation and the successor "short duration" Programme of Cooperation (1997 – 1998) were formulated based on the analysis of the situation of children and women in The Gambia, the emerging priorities and in the context of prevailing socio-economic and political situation. Many donors and non-governmental agencies are working within the sector. UNICEF aims to complement their activities by assisting the government in areas where the programme is presently weak. The programme focuses on the provision and promotion of more cost-effective options for water and sanitation using a community-based approach for their installation and maintenance. An integrated approach has been developed with strong inter-sectoral linkages in order to maximise health, social and economic benefits.

The Department of Water Resources (WDR) is responsible for the provision of water supply in rural areas, while the National Water and Electricity Company (NAWEC) install and manage facilities in the urban areas. The Department of Community Development (DCD) is responsible for sanitation in rural areas and Municipal Councils for the urban areas. There are many donor agencies and non-government organisations that have worked or are working in The Gambia in the provision of water supplies; the major ones being UNDTCD, UNCDF, EEC, KFW (German Assistance), Action Aid, CARITAS and UNICEF.

Groundwater is the main source of water supply in the country. Most people in the rural areas and a large proportion in the urban areas obtain water from shallow wells. Data indicate that about 48% of the population depends upon wells, 31% have piped water supplies, and the remaining 21% obtain their water supply from wells fitted with handpumps.

The DWR has been providing water supplies in the rural areas through the construction of hand-dug wells and small reticulation systems. In view of standardisation of well designs and maintenance concepts, the wells are presently fitted with corrosion resistance stainless-steel hand

pumps. The National Water Resources Council adapted the "Decentralised Maintenance System by Area Mechanics" as an operational policy issue. The initial installation cost per system is presently at USD 4,000 to 5,000. Spare parts for maintenance are obtained using the Village Revolving Fund and are estimated at 800 Dalasi (USD 52) per hand pump per annum.

The WES Programme has been formulated over the years in the context of the country's persisting gaps in access to safe water and sanitation UNICEF's commitment to the World Summit for children goals, and within the frameworks of CRC and CEDAW. In addition, the Programme has been designed to support the institutional building efforts in the sector with focus on policy and strategy issues, and promotion of co-ordination and collaboration among actors.

The programme is more oriented toward service delivery with capacity building, advocacy and empowerment strategies supporting it. Conversely, these strategies have also been seen as the by-products of service delivery. Over the programme cycles the programme was consistently affected by a lack of supplementary funding thus resulting in a gap between planned objectives and actual implementation. The sector witnessed a declining trend in donor funding especially after the 1994 military take over. In spite of return to civilian rule in 1997, the expected resumption of aid in the sub-sector did not take place.

UNICEF has already built a solid foundation both in rural sanitation and primary school WATSAN. Although few other donors are currently active in WES sector, their focus is mainly on village water supply. The Water and Sanitation Working Group continues to be the only forum with some degree of effectiveness in sector co-ordination and collaboration.

Purpose of Study

(a) To assess impact on intervention in improving sector planning, development and monitoring.

(b) To assess impact in improving co-ordination and collaboration with other actors in the water/sanitation/environment sub-sectors.

(c) To assess the situation regarding UNICEF's contribution to the overall achievements in reducing access gaps in nation/institutional water and sanitation coverage.

(d) To assess the situation regarding UNICEF's contribution in promoting use of energy-saving cooking devices thus reduction in environmental degradation.

(e) To assess the contribution to increase public awareness and improve practices in schools and selected 150 communities on hygiene, primary environmental care and water related issues..

(f) To assess the status, usage and maintenance of WATSAN facilities provided.

Scope of Study

The study is supposed to cover entire period of UNICEF intervention in the Water Environment Sanitation in The Gambia. In view of a new approach to programming, the impact of past interventions, consolidating achievements and sustainability of facilities and services provided is a key concern. Issues should include the following:

1. Capacity building of government and non-government agencies and the community based organisations at all levels of programme intervention, to ensure sustainable sector development. Support provided for human resources development through training and technical assistance, and provision of suitable tools and equipment.

2. Reduction of disparity in access between regions, and between water supply and sanitation.

3. Development of inter- and intra-sectoral linkages by strengthening the WSWG increased partnership and through other mechanisms for improved co-ordination and collaboration between different sectors, namely health, water supply, sanitation, education and environment in order to maximise health, social and economic benefits.

4. Implementation and management of project, constraints in achieving gender-balanced approach to programming and development processes.

5. Gradual and progressive implementation of cost sharing of capital and recurrent costs by communities for water and sanitation services, taking into account community's ability and willingness to pay.

6. Benefits/constraints of using primary schools as entry point for the provision of Integrated Services of water supply and sanitation services complemented by hygiene and environmental education, emphasising the role of children as change agents for promoting good hygiene behaviour and practices at school and in community.

7. Review the technology and approach to rural sanitation used and adopted for going to scale nation-wide and for developing the national strategy for rural sanitation.

8. Co-operation at national level, more particularly among UN, NGO and other donors in the country related to financial inputs training, networking, information exchange and in disseminating best practices and experiences.

9. Resources mobilised for the sub-sectors

Key Institutions

- Policy Analysis Unit, Office of the President;
- Department of Community Development;
- Department of Water Resources;

- Department of State for Education;
- Department of State for Health;
- Department of State for Finance and Economic Affairs;
- Women's Bureau;
- Department of State for Agriculture;
- Central Statistics Department;
- Strategy for Poverty Alleviation Co-ordinating Office;
- National Environment Agency;
- Local Community and Schools;
- UNDP;
- UNICEF;
- FAO;
- WFP;
- WHO;
- EDF;
- Action Aid;
- Christian Children's Fund;
- Catholic Relief Services; and,
- FAWE-GAM.

Methodology

The analysis will be based on a desk review of the following:

- UNICEF surveys and studies;
- Surveys and studies from other agencies;
- UNICEF's programme evaluations;
- Other national and international data sources etc.;
- Field work (visit to project sites); and,
- National expenditure.

The consultants will work closely with the Water Resources, Community Development Central Statistics Department, Departments of Health and Education and NGOs.

Annex 2:

ANNEX 3

ANNEX 4:

ANNEX 5:

ANNEX 6

LIST OF PERSONS CONTACTED

ANNEX 7

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