

Sida Support to Save Catchment Council

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Sida Evaluation 04/05

Department for Africa

This report is part of *Sida Evaluations*, a series comprising evaluations of Swedish development assistance. Sida's other series concerned with evaluations, *Sida Studies in Evaluation*, concerns methodologically oriented studies commissioned by Sida. Both series are administered by the Department for Evaluation and Internal Audit, an independent department reporting directly to Sida's Board of Directors.

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Sida Evaluation 04/05
Commissioned by Sida, Department for Africa

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Registration No.: U 11.5.3.16
Date of Final Report: January 2004
Printed by Edita Sverige AB, 2004
Art. no. Sida3803en
ISBN 91-586-8460-3
ISSN 1401—0402

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List of Abbreviations

ARDA	Agricultural Rural Development Authority
AGM	Annual General meeting
AREX	Agricultural Research and Extension Services
CFU	Commercial Farmers Union
CC	Save Catchment Council
DNR	Department of natural Resources Board
FGD	Focus Group Discussion
GERUDE	Gender and Rural Development Consultants
ICFU	Indigenous Commercial Farmers Union
NRB	Natural resources Board
scc	Sub-Catchment Council
RDC	Rural District Council
ZINWA	Zimbabwe National Water Authority
ZRP	Zimbabwe Republic Police
ZFU	Zimbabwe Farmers Union

Executive Summary

Save Catchment Council (SCC) was formed in 1999 and is one of the seven Catchment Councils in Zimbabwe. SCC is made up of seven sub catchment councils (sccs), namely Budzi, Upper Save, Lower Save, Odzi, Macheke, Pungwe and Devure. The SCC and sccs are required by legislation (Water Act: 2000) to achieve sound water resources planning, development and management for areas under their jurisdiction.

The Embassy of Sweden was approached in December 1999 to assist with financial support to kick-start the SCC for a period of 18 months. The aim of Sida in this cooperation has been to build up the administrative capacity of the SCC and the sccs for them to be able to fulfill the aim of the water legislation. For this exercise Sida provided total financial support of 2.194.00 SEK or Zimbabwe dollars \$11 044 590.

Sida sought to have this end of support evaluation in order to establish how the SCC and sccs have developed and matured as institutions. The evaluation also sought to assess the extent to which the SCC has managed to become self –financing during the period as well as assessing the impact of Sida support.

Summary of findings and conclusions

The Sida kick-start funding to the SCC has been used to purchase capital assets such as computers, office furniture, motorbikes, financing of workshops, costs for the training officer and allowances. The SCC and sccs are now in place and are operational.

Women's participation in decision-making in SCC/sccs has been minimum. Out of a total of 105 members of the seven sccs, only 11 are women. Between 2000 to 2003, the SCC issued ninety-eight permits. Of these, only five have been issued to women.

Computers provided as part of the Sida support package to the SCC and sccs have facilitated work such as data processing, storage, processing of scc and SCC financial records. However the computers are not being optimally utilized.

There is generally high staff turnover in sccs due to low salaries and poor conditions of service. The reporting structure of the sccs and SCC, in relation to the Catchment Manager is not clear.

Most of the sccs and SCC staff are technical persons who are conversant with water management issues, but who may not have the requisite administrative and management skills to deal with the day to day running of the SCC/sccs.

It is not clear who has the responsibility for human resources in the SCC and sccs although the chairpersons of sccs seem to have a bigger role. There are limited skills to effectively involve the communities in planning activities in the SCC and sccs.

The sccs which used to be former river boards, seem to be functioning much better than the other sccs. Awareness campaigns were done in all the sub-catchment areas, however some areas were not covered.

The catchment outline plan produced by the SCC is yet to be approved by the Ministry of Water Development. The sub catchment councils are doing a lot of work related to conservation. However there is lack of coordination between the sub catchment councils and other agencies such as AREX, NRB.

A number of water users do not have abstraction permits and thus are not paying for the water used. The SCC and its sub catchments lack the capacity to effectively monitor water use.

The information that sccs have on water users is not up to date. Sub catchment councils remit levies collected in their areas to ZINWA and get a 7.5% commission. However the commission is not adequate to cover their operational costs. The SCCs in Zimbabwe do not have an association which could be used for lobby and advocacy for instance advocating for higher commission rates.

The SCC and sccs seem to have been emphasizing more of water management issues than development of water. As long as ZINWA remains fully functional, technical sustainability is assured. The revenue base of the sccs has gone up because of increased number of permit holders paying levies. However the sccs and the SCC are not yet financially sustainable because the commission rate is still too low and the number of permit holders who are paying is low.

There is no accounting procedures manual distributed to the sub catchments for reference in purchasing, recording of transactions etc. No separate accounts were opened for the Sida funds by the sccs. These were put in the same accounts with levies. There is no separation of duties as the accounting function is normally carried out by a single person from start to end. Bank reconciliations in some cases is not being done.

There is weak monitoring of budgets and performance of variance analysis is not done on a regular basis.

Major *recommendations* include the following;

Given the fact that the SCC has gained a lot of momentum and is performing rather well given the difficult circumstances, it maybe necessary to consider having a stakeholder strategic planning workshop with all the relevant actors and work out a way forward regarding the future of the CC and the sccs.

It maybe important for the SCC to get financial support to help in putting up systems and creating comprehensive data base for water users in order to increase the number of permit holders and the consequent finance base.

There is need to look at conditions of service for staff with a view of improving them, if high staff turnover is to be addressed. The Catchment and sub catchment councils need to develop a clear human resources policy.

The relationship between the Catchment Manager and SCC needs to be revisited to avert potential problems that may arise as a result of this rather complex relationship. Consideration could be made to improve the capacity and skills of the outreach officers to deal with administrative and management issues where they have to perform this function. The capacity of the outreach officers in involving the communities in planning activities using participatory approaches needs to be developed. The Catchment and sub catchment councils could train outreach officers in computer usage, as they need to access important data stored in the machines.

The Catchment Council needs to push for the approval of the catchment outline plan so that detailed work on the full catchment plan can commence.

Consideration could be made to have gender balance of representation in SCC and sccs. Gender-desegregated data should be collected and be used in programming and planning. A gender strategy could be developed to guide the sccs in their endeavour to mainstream women and men in the SCC and scc.

The SCC and scs need to identify stakeholder groups where awareness is low and make follow up efforts to raise the level of awareness.

Consideration could be made to increase the number of river inspectors to ensure effective monitoring of water use.

The SCC in conjunction with ZINWA need to implement water development activities especially in communal and resettlement areas where commercial use of water is minimal.

The updating of the database of water users should be speeded up. The SCC through ZINWA should continue monitoring water quality and pollution control.

To ensure sustainability, the SCC needs to consider establishing a common pool of resources to support sub catchment councils experiencing cash flow problems. In order to achieve self-sufficiency, the SCC and scs need to direct their efforts towards establishing an effective system for revenue collection.

Important documents like the cashbook and the fixed assets register should be stored on the computer. Backups should be done on a regular basis. There is need to introduce an Administration and Financial Procedures Manual in order to ensure that an effective financial management system.

1. Programme Context

1.1 Project History and Description

The new Water Act and the Zimbabwe National Water Authority (ZINWA) Act came into effect on January 1st 2000. Following the gazetting of the two Acts, Catchment Councils and ZINWA were formed.

Seven Catchment Councils (CCs) were formed nationwide during the period June to July 1999. The seven Catchment Councils that were put in place are Gwayi, Manyame, Mazowe, Mzingwane, Runde, Sanyati and Save. Save Catchment Council (SCC) is subdivided into seven sub catchment councils (scs). These are Pungwe, Budzi, Odzi, Devure, Lower Save, Upper Save and Macheke. The CC and scs are required by legislation to achieve sound water resource planning, development and management. The SCC is a body that allocates water permits in the catchment area under its jurisdiction and prioritizes development for the efficient management of water and supervises the scs.

The Embassy of Sweden (Sida) has supported the water management sector in Zimbabwe for a long time. Sida was approached in December 1999 to assist with financial support to kick-start the SCC for a period of 18 months. An agreement was made in June 2000 and it was agreed to split the support in two phases, an inception phase of two months and a main phase of 16 months. The second phase has had no cost extension. The implementation time has been extended at no additional costs to Sida. It was extended to December 2002.

The aim of Sida support has been to build up the administrative capacity of the SCC and the scs for them to be able to fulfill the aim of the water legislation. For this exercise Sida provided total financial support of 2.194.00 SEK or Zimbabwe dollars \$11 044 590.

The evaluation was commissioned by Sida in order to assess how the SCC and scs have matured and developed as an institution to fulfill the aim of the water legislation. It was also carried out in order to

determine the impact of Sida funding. The evaluation was an end of support evaluation, which was also meant to draw lessons learnt from the support, which could be used in the development processes of similar programmes.

Sida commissioned GERUDE to carry out the evaluation. The evaluation was carried out in the months of October, November and December, 2003. Field work was carried out in November 2003. A team of three consultants with varied specializations relevant to the water sector carried out the evaluation. The team's expertise related to the water sector, organizational, management, gender and financial management. The evaluation was composed of three specialists: *Shinga Mupindu* who was the team leader and who focused on organizational, management, administrative and gender issues, *Nigel Murimiradzomba* who focused on water management issues and *Paschal Changunda* who focused on financial management issues. In order to provide adequate coverage of the evaluation and to enable all the seven sub catchment councils to be visited, GERUDE provided two trained research assistants who teamed up with the consultants and visited the seven sub catchment councils and the SCC. The evaluation report is a result of the joint effort of the three main consultants.

1.2 Development Context of Water Issues in Zimbabwe

The management of water resources in Zimbabwe, has until 1998 been done on the basis of the Water Act of 1976, which provided water rights in perpetuity. This kind of water allocation did not augur well for equity especially as more interest groups became involved and water demand increased. The Administration Court – the Water Court had the responsibility for resolving disputes and conflicts arising from the use of water. The centralized management did not provide adequate participation by the various interest groups and was dominated by certain sectors of the economy especially urban and commercial agriculture, while others such as the rural water supply were left out. The need for a decentralized management system, which would take into account the needs and aspirations of all the interest groups was the main challenge in the water sector.

In response to this, the government of Zimbabwe embarked on a water sector reform process in 1995. The reforms sought to address the inadequacies identified in the Water Act of 1976. Driving the reform process was a perception that greater equity in the access to and development of water resources was not only desirable but also in the national interest. Coupled with this was the thrust towards greater democracy and local participation in the management of natural resources (Nhira C 1993).

The Water Act and ZINWA Act both of 1998 became effective on the 1st of January 2000 and enshrined in the two acts were the establishment of the Zimbabwe National Water Authority (ZINWA) and the management of the country's water resources on a catchment basis. The new Water Act also called for the increased stakeholder participation in water resource management and allocation and in the resolution of disputes among the water users.

After the promulgation of the new Water Act and ZINWA Act, ZINWA and the catchment councils have become operational. These institutions are required to:

- Ensure equity of access to water by various interest groups
- Take into account economic benefits in the course of allocating water
- Ensure efficiency in water use
- Ensure sustainability of the water resources; and
- Develop sound catchment plans

1.3 The Legal Framework

Besides the Water and ZINWA Acts, other pieces of legislation governing the use, management and development of water resources in the country are the;

- Statutory Instrument 33 of 2000: Water (Catchment Council) Regulations 2000
- Statutory Instrument of 2000: Water (Sub catchment council) Regulation 2000
- Statutory Instrument 95 of 2000: Water Levy Notice, 2000
- Statutory Instrument 34 of 2000: Water (River Systems Declaration) Notice 2000
- Groundwater Regulations and Pollution Control.

1.4 Institutional Arrangements

ZINWA was operationalized in 2000. It has the overall responsibility for the management and development of water resources in the whole country. Each of the seven Catchment Councils is headed by a Catchment Manager who is an employee of ZINWA and is supported by a team of professional, technical, accounting and administrative staff.

ZINWA is directed by a board comprising a chairperson, who is appointed by the Minister of Rural Resources and Water Development, Chief Executive and eight other members of whom four are appointed by the Minister and the other four are appointed from the list of not less than five people and are nominated by the Catchment Councils. The term of office for the board members is three years. In the absence of a forum for CCs to meet and discuss issues common to them, it means that the CCs that are not represented in the board may not have their concerns addressed.

Catchment Councils (CC)

Catchment Councils (CC) were established in terms of Section 24 of the new Water Act of 1998. CCs are corporate bodies whose functions are to allocate and regulate the use of water in areas under them. They also have the responsibility for catchment planning and resolving disputes relating to water use in their areas of jurisdiction. The specific roles and responsibilities of *Catchment Councils* are:

- Allocation and re-allocation of water
- Approval of new allocations
- Monitoring performance of sub catchment councils
- Monitoring use of permits
- Development of development plans in consultation with other planning agencies
- Revenue collection
- Catchment protection
- Water development
- Ground water monitoring
- Water quality monitoring
- Temporary suspension of water rights
- Determining compensation for misuse or loss of use

Sub catchment councils (scc)

These institutions were established under Section 24 of the new Water Act and are also corporate bodies. There are a tier below the CCs. Sub catchment councils also have the responsibility of regulating and supervising water use in their areas. The sub catchment councils are specifically responsible for:

- Monitoring water use in accordance with allocations
- Ensuring measuring devices are in place and operating
- Reporting
- Operation and maintenance
- Collection of levies
- Catchment protection
- Ground water monitoring
- Water quality monitoring
- Data collection and consultation for annual and long term plans

It is generally accepted that there will be a tier or two below the sub catchment council level, which will be recognized within the entire water sector though it/they are not explicitly provided for in the new Water Act. These tiers have a say in water management issues in their areas. However their contributions is captured at sub catchment level. These are the various water user committees.

The Catchment Councils and sub catchment councils are made up of the water users ranging from communal areas, industry, mining, local authorities, and agriculture.

2. Purpose and scope of the evaluation

Sida commissioned this evaluation on the understanding that it is an end of support evaluation. Sida sought to have this end of support evaluation in order to establish how the SCC and sccs have developed and matured as an institution to fulfill the aim of the water legislation. The evaluation also sought to assess the extent to which the SCC has managed to become self-financing.

It sought to assess the interaction between SCC and ZINWA, which is one of the major stakeholders. It assessed the extent to which the SCC and sccs have managed to fulfill the intentions of the water legislation. It assessed stakeholder involvement from a gender perspective. Impact of the intervention at both CC and scc levels were assessed. The evaluation sought to document lessons learnt from Sida support in order to feed them to other similar projects as well as into the regional water programmes supported by Sida. Another purpose of the evaluation was to assist the SCC and the sccs to draw conclusions from their work and use the information for its future work.

For all the issues above assessment was made at both CC and scc levels.

In particular the evaluation assessed the development of the SCC and the seven sccs namely; Pungwe, Budzi, Odzi, Devure, Lower Save, Upper Save and Macheke. It examined the organizational issues as

well as the programmatic water related issues both at the CC and the scc levels. In particular the scope of the evaluation covered the specified areas outlined below;

a. Save Catchment Council (SCC)

Organizational, management and institutional Issues

Specifically at catchment level the evaluation assessed the following:

Administrative issues

- Administrative routines set up and administrative systems in place
- Administrative capacity
- Programme management capacity
- The extent to which SCC uses its scc structures to carry out activities that meet its main activities.
- Whether the current structure and practices optimizes participation, ownership and accountability of the organization.
- The extent to which women and men participated in the CC was assessed.
- Whether the structure is responsive to the needs of its sccs.
- Organisational capacity and systems for carrying out the programme. This covered issues related to human resources in relation to CC strategic planning, programmatic implementation and management, programming, leadership, monitoring and internal evaluation capacity. It also covered capacity in terms of other required resources necessary for project implementation.

Finance management issues

- Financial routines set.
- Capacity to manage financial resources, which included financial administration, control and systems. Adequacy of systems and capacity for financial planning (budgeting), administration and control such as the following:
 - Systems for interim financial reporting and review.
 - Use of budgets in monitoring organizational expenditure and performance.
 - Audit procedures and use of audit reports.
- Assess the extent to which funds were utilized in relation to workplans, budgets and proposals.

Cooperation with other key stakeholders

- The interaction between the SCC and ZINWA was assessed. The benefits derived from the interaction were assessed. Interaction with other stakeholders such as Rural District Councils (RDCs) was assessed.

Programmatic

Performance

- The extent to which the SCC managed to fulfill the intentions of the water legislation, i.e. successes and shortfalls, issuing of water permits, etc.
- The extent to which the SCC managed to achieve the objectives set in the project document.
- Assess how the issue of stakeholder involvement from a gender perspective has been handled.

- Assess the extent to which the SCC's programmatic approach and methodology is appropriate and has contributed to enhancing water development, planning and management.

Impact

- Identify the areas where impact has been achieved within the catchment area through the intervention such as environment and water management.
- Assessment of the relative impact and effectiveness of SCC activities and services to its sccs in relation to its objectives. The extent to which the SCC addressed the needs of sccs. The assessment entailed analysis of positive and negative planned and unplanned changes as a result of the programme.

Sustainability

- The financial and technical sustainability of the SCC after the Swedish support has ceased was assessed.
- The extent to which activities can continue operating without external financial and technical support was assessed.

b. Sub catchment council (scc)

Specifically at scc level the evaluation assessed the following:

Administrative, management and governance issues

- Programme administration, management and governance;
 - The extent to which SCC uses its scc structures to carry out activities that meet its main activities.
 - Whether the current structure and practices optimizes participation, ownership and accountability of the organization.
 - The extent of women and men's participation in the CC.
 - Whether the structure is responsive to the needs of its sccs.
 - Organisational capacity and systems for carrying out the programme.
 - Administrative routines set up and administrative capacity.
 - The extent to which there is interaction and accountability within the CC\scc.

Finance management issues

- Financial routines set up.
- Financial management capacity.
- Utilization of funds.
- Finance procedures and systems.
- Finance controls.

Cooperation and networking with other key stakeholders

The interaction and involvement of stakeholders, such as training officers and other actors.

Performance

This entailed the measurement of the extent to which the project achieved its objectives (purpose) or produced the desired outcome. The team assessed factors that contributed to the failure or success to achieve project objectives.

- How the sccs have managed to fulfill the intentions of the water legislation.
- Assessment of how the issue of stakeholder involvement from a gender perspective has been handled.
- Assessment of the representation of the stakeholders from a gender perspective.
- Assessment of whether the present representation is covering all stakeholders.
- The ability of the elected councilors to fulfill the aim of the water legislation and provide the end user with the service intended in the legislation.

This evaluation draws conclusions, elaborate on lessons learned on the setting up of the Save Catchment Council and sub catchment councils, involvement of various stakeholders, proposes improvements and suggests how various stakeholders can use the lessons learned and experiences in improving water planning, development and management programmes.

3. Evaluation Methodology

This section discusses the methods that were used to collect the requisite data for answering the evaluation questions and the approaches used. The reasons for selecting the data collection methods are presented and the approach justified. The fieldwork covered the SCC in Mutare and the seven sccs namely Odzi, Pungwe, Budzi, Lower Save, Upper Save, Devure and Macheke.

3.1 Data Collection

Due to the diverse nature of the evaluation questions that needed to be answered, five methods of data collection were used. The methods used include the following: review of relevant literature, in-depth individual interviews, group interviews, focus group discussions (FGDs) and observing. Each of these data collection methods is discussed in detail below in terms of the key informants/data source, the type of information collected and the relevance of collecting such type of information vis-à-vis the evaluation questions.

Review of Documents

A number of documents were reviewed. The documents reviewed included the project proposal from SCC to Sida, work plans and budget, progress reports, annual and semi-annual reports, financial reports, audit reports, minutes of SCC, sccs, minutes of meetings with stakeholders, catchment outline plan, field visit reports, Water Act, ZINWA Act, lessons learnt documents, files, literature from other Catchment Councils.

A review of these documents was important as it provided background information about the SCC and sccs; the objectives of the partnership between Sida and the SCC and sccs; the relationship between the SCC and sccs and Sida; whether activities were implemented according to plan; whether resources were utilized according to plan and budget; the management practices within the organization; strategic thrust and/or focus of the SCC; diversity of the SCC and sccs activities; successes to

date; challenges that the SCC and sccs are facing as it implements its programmes and the proposed solutions; methodology and approach adopted for programme implementation, establishment of the SCC and sccs, link with other stakeholders such as ZINWA. This information was complemented by that generated during interviews, discussions, observations and FGDs.

In-depth Individual/Group Interviews

In-depth individual interviews and group interviews are discussed together because they were used to collect the same type of information. The only difference is that in group interviews, between two to four people who have the same roles and responsibilities were interviewed together. The group interviews are superior to individual interviews because they allow other group members to validate factual information.

In-depth individual/group interviews were conducted with the following categories of informants:

- The SCC representatives
- scc members
- The SCC and scc secretariat
- Stakeholders such as Rural District Councils, Department of Water, Ministry of Rural Resources, ZINWA, key influentials
- Donor representatives such as Sida
- Other water development and management organizations/persons.

In broad terms, the information collected from these respondents include their perceptions about the relevance, coverage, approach, methodology, efficiency and sustainability of the SCC and sccs, the role of scc members in the planning of the SCC activities; the way money and other resources allocated to the organization were used; linkages between the SCC activities and those of other organizations who are involved in similar work; achievements of the organization to date; challenges that the organization is facing and the solutions that have been tried as a way of addressing the challenges.

Focus Group Discussions (FGDs)

FGDs were conducted with members of the community and community influentials. Discussions solicited for information regarding communities role and involvement in sccs, changes that have been achieved in water development and management in the sccs, activities that have been implemented by the sccs, problems and challenges that have been encountered by the communities regarding implementing of the project, comments on adequacy of services and support being provided by the SCC and sccs, what could be done differently by the SCC and sccs.

Observations

The evaluation team observed various activities that are being implemented by the sccs. They observed conservation works, state of the rivers and dams in terms of soil and water conservation and management.

Sampling

The evaluation team visited all the seven sub catchment councils and discussed with key informants in all the sub catchments. Purposive sampling was used, where key informants were identified.

Data Collection

Data collection was conducted by three consultants with assistance from two experienced research assistants. The third consultant focused on issues related to financial management. Literature pertaining to the sub catchments such as files were reviewed during fieldwork. The evaluation team split into two teams. Each of the teams collected data from at least three sub catchments and they joined forces to collect data from the SCC. One team went to Odzi, Budzi, Pungwe and Upper Save while the other team went to Lower Save, Macheke and Devure.

Table 1 below shows the data collection method, the category of informants and number of discussions made with each of the informants categories.

Table 1:
Data Collection Method, Category of Informants and Number of Discussions Held Per Informant Category

Method of data collection	Category of informants	Number of discussions
Focus Group Discussions	Irrigators (small scale)	3
	Community members	3
	CFU members	1
	Budzi scc members	1
Individual In-depth Interviews	SCC staff	2
	SCC members	2
	Odzi scc staff	2
	Odzi scc members	1
	Budzi scc staff	2
	Budzi scc members	4
	Pungwe scc staff	2
	Pungwe scc members	4
	Lower Save scc staff	1
	Upper Save scc staff	2
	Upper Save scc members	3
	Macheke scc staff	1
	Devure scc members	1
	ZNWA	2
	CFU	1
	ICFU	2
	ZFU	2
	AREX	2
	Irrigators	4
	Traditonal leadership	1
	Commercial farmers	1
	RDCs	4
	City Councils	3
	Sida	1
Observations	Conservation activities (e.g vertiver plantations)	
	State of rivers-siltation	

3.2 Evaluation Limitations

The main limitation encountered was that of time. The time for data collection was rather short and at each of the sub catchment council the teams spent at most 1.5 days including traveling time. In some sub catchment councils the teams were not able to get some of the key informants such as the outreach officers, secretaries and councillors. Some of the councilors discussed with were still rather new and some of them were not quite knowledgeable of the issues under review. These evaluation limitations were however relatively minor and the evaluation managed to collect enough information that enabled a good overview of the state of affairs and reasonable conclusions to be made.

4. Findings

4.1 Organisational Issues

4.1.1 Save Catchment Council structure and selection of members

Save Catchment Council is made up of chairpersons and vice chairpersons of each of the seven sub catchment councils. Out of the stakeholder representatives elected to sit in the sub catchment councils, the members in the sub catchment councils then elect a chairperson and vice chairperson, who automatically become members of the Catchment Council. There are fourteen (14) members in the Save Catchment Council. The Catchment Council office bearers are the chairperson and vice chairperson who are elected by the members of the Catchment Council.

A third of the members of the Catchment/sub catchment councils are supposed to step down after serving a term of one year. However a number of members of the Catchment/sub catchment councils have been in office since the establishment of the institutions due to the fact that the stakeholders have agreed that they continue in office. The method to have a third of the council members stepping down after serving one term or year is not specified and it appears this has not yet worked.

The Catchment Council chairperson and vice chairperson get very small allowances. Currently they get an allowance of Z\$12 500 and Z\$7 500 respectively, while chairpersons and vice chairpersons of the sub catchment councils get an allowance of Z\$10 000 and Z\$5 000 respectively. The allowances given to the office bearers are under review in light of the high cost of living. The allowance rates are determined by the Catchment and sub catchment councils and adopted by at least two-thirds majority.

The Catchment and sub catchment councils also have finance committees responsible for presiding over financial matters. The committee is made up of the CC/scc chairperson and a member elected by the CC/scc.

4.1.2 Participation and representation

Stakeholders were identified by the steering committee that was chaired by the Provincial Administrator for Manicaland and were involved in the formation of the sub catchment councils and subsequently the catchment council. Each stakeholder group chooses its own representative in the sub catchment council. However there seems to be a problem with geographical representation as some of the stakeholder representatives are not known by the stakeholders who are supposed to have chosen them. Some geographical areas do not appear to be represented. The stakeholder representatives cover large areas and have problems with transport to effectively service the areas especially in communal and resettlement areas where distances are quite long.

There seems to be weak accountability to the stakeholders by the representatives. The communal and/or resettlement farmers are not well represented. Communal areas are supposed to be represented by Zimbabwe Farmers Union (ZFU), which is an organization of mainly communal small-scale farmers, but not all communal/resettlement farmers are members of the ZFU, while at the same time ZFU reports back to its members during its meetings. The Rural District Councils (RDCs) and Traditional leaders are also supposed to represent the communal and resettlement areas. Regarding the RDCs, representatives from the RDCs are selected to be part of the CC and sccs however accountability in terms of reporting back to the communities especially rural communities is limited. Some RDCs rarely send representatives to the meetings. The role of the RDC councillors in relation to water issues does not seem to have been effectively institutionalized.

There is low level of awareness regarding the Water Act provisions within some stakeholders groups especially in the communal areas, to the extent that some of them do not even know about the existence of Catchment and sub catchment councils. Some stakeholder groups have resisted paying levies and rates because they do not see the value of paying. The question being asked is “What are we paying for?” For example the irrigators at Murambinda scheme, much as they are paying would like to see the sub catchment council assisting them to improve their scheme, then they will see the need to pay. This has not happened. In contrast, in sccs where they used to be the former river boards (mainly commercial farming areas) they fully understand and appreciate the work of catchment councils, as they were involved in water management and development business before. Their participation is therefore very high.

Some stakeholders are not attending catchment and sub catchment council meetings, for instance it was understood that, Mutare City Council a co-opted member of Save Catchment Council has never attended a catchment council meeting. At sub catchment level, stakeholders such as AREX and NRB are not very active in sub catchment council activities. AREX has not attended a single meeting in Macheke sub catchment council. Reasons advanced for non-participation include not getting invitations to meetings. However at ground level, AREX are taking part, as they assist those people applying for water permits to complete the WR3 forms. AREX is also involved in soil and water conservation works with the communities. Generally some stakeholders do not see the value or benefit of being involved in catchment and/or sub catchment council business. More awareness raising for stakeholders is therefore needed to ensure full participation by all stakeholders.

So far water management issues seem to have dominated the work of the catchment council, such that those interested in water development such as communal and resettlement farmers tend to see no value or benefit in fully involving themselves in the business of the catchment council. However the establishment of the catchment council and the sub catchment councils has created an opportunity for all water users to be represented and participate in water planning, development and management.

4.1.3 Gender in the SCCs and sccs

The Catchment and sub catchment councils were formed through the identification of various stakeholders within the catchment area. Invitations were sent out through the offices of the different sectors requesting them to nominate their representatives. As noted by an appraisal done in November 2000, the majority of the nominees were males though a few women are councillors in the sub-catchment councils. This trend has however continued where to date there are fewer women councillors in the sub catchments and none in the Catchment Council. Of the women who sit in the sub catchment councils none of them hold positions of influence such as that of chairperson or vice chairperson. However the participation of women seems to be more pronounced at the lower tiers i.e. the various water user associations, where some of the women hold influential positions such as chairperson, vice chairperson, secretary and treasurer. This unfortunately has not been translated to CC/sccs.

The low involvement and participation of women in decision making is a result of various gender dynamics, which require to be challenged. Women constitute the majority of water users and their water use is usually confined to domestic water use in support of women’s reproductive roles. Women do not usually own land and hence the water on the land especially when it is used for commercial purposes. Women are thus sidelined as a result of their lack of control of land and water especially for commercial purposes.

The election process for council members has not taken a deliberate effort to ensure that there is gender balance in the council.

Whatever the reasons, it is worth noting that there is gross under-representation of women in catchment/sub catchment councils. The Catchment Council and sub catchment councils therefore need to ensure an engendered stakeholder involvement and participation instead of treating stakeholders as a homogeneous group of people and not differentiated by gender, to ensure both men and women participate and benefit equally.

One of the responsibilities of the training officer according to the job description is to encourage the participation of women in water management issues bearing in mind they are the key users of the resource and most affected by its scarcity. However more still needs to be done in this area to ensure women participate effectively.

Below is the engendered nature of the various sub-catchment councils.

Table 2:
Number of Councilors in Each Sub-Catchment Council by Sex

Sub catchment council	Total number of members	Women
Budzi	15	2
Devure	15	1
Lower Save	15	2
Upper Save	15	1
Pungwe	15	2
Odzi	15	2
Macheke	15	1
Save Catchment	14	0

Source: Save Catchment Council Reports

The table above shows clearly the under-representation of women in Catchment and sub catchment councils. There are 105 members in the seven sub catchment councils and of these only 11 are female. Only 10% of the councilors are women.

One of Sida reports, dated 14 November 2000, stated, “*the issue of gender in the use of water has not been emphasized by the Catchment/sub catchment councils*”. This situation is still prevailing. No gender strategy has been put in place in order to define modalities regarding women participation and involvement in the water sector. There seems to be limited skills and capacity to facilitate an engendered stakeholders’ involvement and participation in the Catchment and sub catchment councils. There is no evidence to show that a gender analysis was done to determine the practical and strategic gender needs of women and men regarding water issues, prior to the implementation of the project. However it is only recently that the catchment council is trying to address gender issues although the strategies and indicators regarding this have not yet been worked out.

The proposed measures such as the establishment of a Special Gender Irrigation Fund by the SCC are highly commendable and should encourage more women to apply for abstraction permits.

4.1.4 Human Resource

At the Catchment Council level, a training officer was recruited. The training officer does outreach work and he also does the day-to-day management of the catchment council activities. As one key informant mentioned “*He is also our assistant catchment council manager.*” The role of the training officer as an assistant catchment manager is however not specified although the managerial role was anticipated during the design stage of the project.

At catchment level there is a Catchment Manager who is an employee of ZINWA and who according to the act is responsible for the day-to-day management and administration of the affairs of the catchment council *“there shall be a catchment manager who will be an employee of ZINWA. In the performance of this function a catchment manager shall act on the advice of the catchment council and shall be supervised by ZINWA.”* The relationship between the Catchment Council and the catchment manager according to the act appears rather complex. The catchment manager is employed by ZINWA and thus accountable to ZINWA but works on the advice of the catchment council.

It is organizationally confusing that the day to day management and administration function is a responsibility of the manager whilst on the other hand he acts on the advice of the council and is not supervised by the Council. The Council for instance does not do performances appraisal, goal setting, monitoring of performance of key result areas. The issue becomes to whom is the catchment manager accountable, whether to the council or to ZINWA or both. The power of the SCC over the Catchment Manager is not clear.

Although in essence the CC is a legal entity/ body capable to sue and being sued, in practice it remains part of ZINWA. There is minimum autonomy especially considering the CCs operations and financial obligations and accountability to ZINWA. It appears the CCs do not have an umbrella association, which they could use for lobby and advocacy on common issues or to discuss issues of mutual interest regarding their operations.

The catchment manager's office provides secretariat service to the Catchment Council. At sub catchment council level ZINWA is supposed to provide secretariat services according to the Act. However each sub catchment council has recruited their own secretaries/treasurers who are paid and thus accountable to the sub catchment council and not necessarily to ZINWA. The manager's office also provides technical support and services to the CC and its sccs.

At SCC level, the training officer is accountable to the catchment council although the major documents and database are kept at the catchment manager's office. Information obtained during the evaluation is that in the case of the CC, no problems have been encountered because of this rather complex relationship. However structurally this would require revisiting.

At sub catchment level there is a secretary. This position is not commonly designated in the seven sccs. At some sub catchment councils this position is termed secretary while at others it is termed treasurer yet at others it is termed bookkeeper. In some councils such as Upper Save the function is being carried out by the same person who is also doing outreach work. In most of the sub-catchment councils there is no job description for the secretary. Without a job description it is easy to lose focus of one's tasks and expected key result areas.

For the field officer position the designation is also not the same, in some areas they are called outreach officers, in others they are river inspectors, in others they are called training officers yet in others they call them sub catchment manager. Most outreach officers also do not have job descriptions. This is perhaps because the importance of a job description may be underestimated or because people may not be quite clear what these have to specifically do, or to exploit the opportunity of having them do all kind of tasks. In essence the outreach officers are doing all that is denoted in their different titles above, which include outreach work, training, fieldwork, river inspection and at times management of the sub catchment council. Most of the field officers are former AREX extension workers and are well experienced in extension work. They have skills in carrying out outreach and fieldwork as well as agriculture and water management.

The sub catchment members who used to run water boards have skill in water management. In addi-

tion to the existing skills within the members, ZINWA has a pool of skilled and experienced people in water management. These provide technical support to the CC and sccs.

The staff within the CC and scc except for some secretaries, are mostly hands on kind of staff who are good at fieldwork but not necessarily at general administrative and management work. Workplans, which are more of activity planning and activity reports, are written. The reports are an inventory of the activities to be carried out and a narration of activities carried out. They do not provide a strategic outlook of the catchment. The reports are not informative on impact of activities and progress e.g. on water management or impact of training carried out as could be reflected by the level of proper management of water by the people. A format on planning and reporting that could include impact could be useful.

Skills to more effectively involve community in planning are rather limited. Plans are not necessarily made with communities, some community members do not know about the SCC and sccs. Some scc members do not know about the existence of a catchment outline plan. It appears the SCC and sccs are not oriented on community participation and on the Water Act as some of the councilors discussed with were not clear of its provisions and the role of the scc. *(Please note that at the time of the evaluation, some of the councilors had just been elected after the SCC Annual General meeting, hence were not very conversant with the operations of the SCC/sccs).*

There is some skill and resources especially in former river board councils in monitoring water management aspects. Some sccs have equipment such as meters, which they use to monitor water use. River inspectors also monitor water use. Water quality is monitored by ZINWA.

Although there are internal CC skills in aspects such as water management, finance management and running the sccs, the sccs seem not to have optimally used this strength to build the capacity of the other weaker sccs.

A catchment outline plan has been drawn up by the SCC. The production of an outline plan is provided for in the Act. The catchment outline plan produced is a framework with CC intentions. The plan has not yet been developed as an operational plan. Development of a catchment plan is quite involving and various researches and consultations need to take place before its production. It is also quite an expensive process, which may not be realistically be done given the limited financial resources of the CC. The development of a catchment plan as per the Water Act should have been accompanied by financial resources to support its production.

4.1.5 Human Resource Systems

The human resource function is a responsibility of the council. It is however not quite clear who in the council is responsible for human resources. However in all the councils the chairperson has an upper hand regarding human resource issues. In one scc it was a good practice that they had a committee to deal with human resources. Human resource issues are critical, they can make an scc tick or lousy and they need to be taken care of. There is also a danger in having the human resource responsibility being done by one individual as it may reduce objectivity.

The required qualifications and experiences for outreach officers does not seem to be available as some councils do not have job descriptions for their staff. This causes confusion regarding the specific tasks a person is supposed to perform. Job descriptions enable performance to be more focused to the defined task and this enables performance to be measured. Recruitment procedures vary depending on the position and the scc. In general for the outreach officer's position, jobs are not advertised. The recruitment process is not always transparent neither does it give possibilities for other people to apply. For outreach officer's position in three sccs, candidates were invited to come for interviews by the

chairpersons without any prior advertisements. In one scc the training officer was nominated by the chief who was a councilor. Minutes for interviews in most sccs for field officers were not available.

For secretaries, Odzi scc had a good practice. They placed an advertisement in the local paper, the Manica Post. The secretary was interviewed by the councilors. In one sub catchment council the secretary/treasurer was put in place by the chairperson without the knowledge of the other council members. It was only after the councilors asked about the procedures followed in recruitment that interviews were done. *“One person competing with none, interviewed for a job while on the job is rather irony to good governance.”* This is rather unfortunate and could have been avoided if the human resource function was institutionalized in a committee. Heavy reliance on one individual for human resource issues results in personalization of council human resources at the expense of objectivity.

Employment Contracts

Most of the field officers and secretaries have no contracts, no appointment letters and no code of conduct. Some sccs have contracts of employment, the contracts were however more of letters of appointment than contracts of employment. Besides remuneration the other terms of employment are not available or known to most of the employees.

Performance Appraisals

For all the sub catchment councils it appears no systems have been put in place to appraise the performance of staff. It was also not clear to the scc staff who should do their performance appraisal. The accountability and reporting structure is not quite clear. Some mentioned that they are supposed to be appraised by the CC, training officer whilst others mentioned that the chairpersons should appraise them. In one scc a good effort was made to appraise the secretary and the out reach officer, although there was no format.

In all the sccs staff meetings are not a common feature.

4.1.6 Information Management

There are various files that are kept at both SCC and scc level. All sccs have files for different aspects. Some councils such as Macheke, Upper Save, Odzi and Budzi have user-friendly hard copy and soft copy filing system. In all the councils however there is no folio – system for file entries. The absence of folio numbers for filed reports, documents, letters etc implies that if one pulls out something from the file it cannot be noticed. Odzi organizes its information according to hydro- zones including the mail they send out. The computerized filing is quite user friendly.

In some councils documents filed are mixed up, for instance, the evaluation team found finance information in the minutes file. It appears personal information is not treated in confidence as it is often filed in general files which include general information. There are no personal files with details of personal information.

The SCC and ZINWA have not provided administrative systems development support to the sccs. Those sccs that are rather more advanced e.g. in their accounting systems, have not managed to build the capacity of the weaker sccs. The role of the SCC and ZINWA regarding supporting the administrative set up has not been elaborated.

4.1.7 Impact of Sida Support

Sida support to the SCC has yielded a lot of tangible results. All the seven sccs now have computers and this has made processing, storage and accessing of information easier. Some sccs are making full use of the computers. They use them for their data base on the permit holders, processing of financial and monitoring information, e-mail is also installed and this has facilitated communication. For some

sccs the computers have been used mostly for word processing. The computers that were bought are usually used by the secretaries /treasurers. Not everyone in the offices can use the computers, when the secretary is not in, no-one else can use it yet the computers contain vital information. Most of the field officers do not know how to use the computer.

In one scc, although the field officer knows how to use the computer, there is a password, which is only known by the chairman and the Secretary. It is not clear what information could be available in the computer, which the field officer should not know. He however seems to have access to the hard copy files.

Financial resources from Sida made it possible for the SCC/sccs to hold meetings on a frequent and regular basis. Using the money from Sida, transport allowances, food, SCC stationery costs have been met. At both SCC and scc level, meetings are crucial. Members meet to discuss pertinent issues regarding the SCC and scc. Some workshops such as awareness raising workshops have been held and these were funded from the Sida outlay. Initially when Sida funding was available, meetings were held regularly once a month. However the number of meetings and workshops have gone down now because of limited resources on the part of the SCC and sccs.

Sida funding has also been used to pay for the training officer's salary. A lot of outreach and training has taken place. The details of the activities are covered under the programmatic section.

Some office furniture was bought from the financial support. In essence Sida support managed to kick start the SCC. Regarding the administrative impact of Sida support to the SCC, one SCC member had this to say, *"Sida kick started the whole thing, without Sida we were not going to be where we are now. Without Sida it was like a child being born but the mother had no milk to feed the baby, Sida provided the milk to start off with"* Before Sida support there were no sub-catchment offices and the structures and systems were not at all developed.

4.1.8 Administrative Challenges

Although remarked impact and positive change has been realized at both the SCC and scc levels, at both levels some operational challenges have been encountered. The operational challenges that have been documented in this paragraph are in relation to Sida support. Sida support was basically administrative and it also supported the training officer's salary.

The money from Sida was used to buy motorbikes, which would facilitate mobility of the field officers in their day-to-day operations, which are basically outreach activities. However in view of the limited resources available the motorbikes that were bought were second hand and have experienced various breakdowns.

Office computers were also bought at both scc and SCC levels. The functionality and usage of the computers vary with each of the Sub catchment councils. Some sccs especially those, which used to run river boards before, seem to be making more functional use of computers. These councils encompass large-scale commercial farmers whose operations at farm level are usually computerized. Thus at scc level they tend to apply the computer knowledge and skill from their past experiences. The cost of maintaining the printer has been rather high for the sccs. Some sccs have replaced the printers with low ink consuming printers, which is a cost saving device.

The Pungwe scc computer was said to have been broken down and had been sent for repairs whilst in another scc, the office has gone for a long time without a cartridge and recently without a phone after it had failed to pay its bill.

In general there is high staff turnover as a result of low salaries and poor conditions of service. There is no standardized remuneration for the same duties that are carried out by people holding the same position in the different sub catchment councils. The salaries for secretaries/ treasurers range from \$20 000 to \$70 000 a month. For field officers the lowest paid gets \$25 000. The package provided is not attractive for more qualified staff. The practice of field officers to pre-fund field allowances when they go out and then claim them later does not encourage field officers to carry out field visits.

The reporting and accountability structure for staff is not quite clear. There is no organogram, which clearly articulates the organizational structure and reporting system. It is not clear who is senior between the secretary and the outreach officer. In the absence of job descriptions in some sccs, some jobs overlap. It is also rather unclear regarding the training officer's reporting structure, regarding which issues he is accountable to the catchment manager and which ones to the SCC.

4.2 Programmatic Issues

The section looks at programme activities that were implemented by the Catchment and sub catchment councils. Issues covered include activities implemented, effectiveness, impact and linkages between the catchment council and other agencies.

4.2.1 Public Awareness on Water Sector Reforms

The outreach, education and awareness campaigns were carried out initially by the training officer at Catchment Council level, who was later joined by the outreach officers of each of the seven sub catchment councils when it was realized that one person could not effectively cover the entire catchment area in 2001. The aim was to reach all the various interest groups to raise awareness on the water sector reforms. Thus the public awareness drive has remained an ongoing activity aimed at ensuring that all stakeholders are aware of the sector reforms. The activities were held throughout the catchment area and took the form of promotional meetings and workshops. The aim of the outreach was to raise awareness with all the water users right up to the lowest level on the provisions of the new Water Act and wherever possible bring them into the mainstream use of water for commercial purposes as one way of poverty alleviation and of economically empowering them.

Generally there is relatively high level of awareness on the part of stakeholders in sub catchment councils where they used to be river boards. There are some stakeholders who are resisting paying for the use of water, for example Nyanyadzi irrigators in Odzi sub catchment, and some stakeholders who still do not understand why they should be paying for water, which they are getting from rivers for irrigation purposes such as the, Murambinda irrigators in Upper Save. It is clear that stakeholder groups in sub catchment areas where commercial use of water is limited, especially the communal areas such as in Upper Save and Devure sub catchments, there is still need to make them understand why they should take part in the process and how they can benefit. They need to see the value of being part of the process. Stakeholders in these areas must perceive the "reward" for taking part to be of value to them (GTZ, 2000).

To the communal farmers what is more important is water development, i.e. development of small dams and establishment of irrigation schemes. If this does not happen then their interest in the process wanes. The whole reform process is meant to ensure that previously marginalized groups have access to water in order to improve their livelihoods. This problem if not remedied may lead to stakeholder resistance and in the end, ineffective management of water.

A promotional brochure was developed in 2000. The brochure was written in both Shona and English. The brochure was used until such a time when pamphlets and brochures from ZINWA were produced. The Catchment Council then used their own material plus the ZINWA pamphlets and brochures. The material from ZINWA was in English only. The brochures covered the following areas, functions of catchment/sub catchment councils, ZINWA, roles of councillors, water use, conservation and management of water. The material used for awareness raising was distributed in all the sub catchment councils. However it was not possible to capture the amount of material distributed to date and the officers responsible for the outreach programme did not have ways of capturing the quantity of material distributed.

An orientation workshop was held in 2001 for the catchment council and sub catchment council members. The areas covered included functions of catchment/sub catchment councils, ZINWA, their role as councillors, water use, conservation and management of water.

Table 3 below shows the number of participants who attended the outreach, education and awareness meetings/workshops conducted by the training officer/outreach officers in the sub catchment councils by sex:

Table 3:
Number of people who attended outreach education and awareness workshops.

Sub catchment councils	Male (2001)	Female (2001)	Male (2002)	Female (2002)
Odzi	2061	1183	3172	2488
Macheke	965	790	1435	1679
Budzi	544	402	914	1013
Pungwe	829	785	783	846
Devure	841	772	1281	1142
Upper Save	517	430	1071	982
Lower Save	497	416	943	1011
Total	6254	4778	9599	9161

Source: Save Catchment Council Training Officer' Report (2002)

The figures above show that, there were more men than women who participated in the outreach meetings/workshops in 2001 to 2002. There was no gender balance in the number of participants, which is rather unfortunate. The catchment council scored a number of other successes as shown by the permits that have been issued. The Catchment Council approved a total of ninety-eight (98) water permits in the period 2001–2002. This is at least a reflection of stakeholders appreciation of the new Water Act. However not all the users applied for permits and are paying for water use.

Despite the progress realized, the awareness raising campaigns were affected by lack of transport especially at sub catchment level, where the outreach officers were provided with “second hand” motorcycles, which were said to be more often than not having numerous mechanical problems. This limited the capacity of the officers to follow up on the outreach activities to ensure water users fully understand the intentions of the new Water Act.

Despite these operational setbacks, the outreach activities have yielded positive results. The catchment/sub catchment councils representing the various stakeholders are now in place and meeting on a regular basis to discuss issues relating to water planning, management and development. The operations of the sub catchment councils have however been affected by limited resources resulting in the

institutions reducing the number of meetings. Initially the sub catchment councils used to meet on a monthly basis, but a decision was made to meet at least once every two/three months. The sub catchment councils have been struggling with meeting costs for holding meetings such as reimbursing traveling and subsistence expenses incurred by the members when they attend meetings.

Some of the stakeholders have not been reached, for example in Lower Save West, there is still a lot of work to be done as the outreach programme has not effectively reached the area. This area has not been adequately reached because of its distance from the sub catchment office and also due to the transport problems. There is therefore a long way to go before all the stakeholders fully participate in the catchment processes.

Other challenges have been brought about as a result of staff turnover. Due to poor remuneration, outreach officers have been resigning seeking greener pastures. This presents a problem in that the momentum gathered and the understanding created with the stakeholders is lost as new people are recruited. For example in Upper Save the secretary/book keeper was also acting as the outreach officer.

4.2.2 Planning

Save Catchment Council (SCC) produced a preliminary catchment plan in May 2002. It is a statutory requirement to produce a catchment plan [Section 12 of the Water Act; Chapter 20:24]. The plan was presented to the Ministry of Water Resources for approval. The preliminary plan is based on the hydrological equation; inflow minus outflow equals rate of change of storage i.e. $I-O=ds/dt$. Therefore the basic catchment is based on: resources minus needs equal balance for the future. The immediate allocation plan is based on the 20-year time horizon.

Meetings and workshop were held at both the catchment and sub catchment levels aimed at developing the plan on which management and development of water resources in the catchment will be based. All the seven sub catchment councils made their submissions, which were consolidated into a preliminary outline plan for the SCC. Consultation with other planning agencies was through their participation in catchment and sub catchment councils meetings. However agencies such as AREX and NRB are not participating fully in these stakeholders' meetings in some sccs.

Although the catchment council is issuing water permits, this is provisional until such a time when the outline plan is approved. There is therefore need for the catchment council to push for the approval of the plan so that whatever activities are done are permanent.

The next stage for the catchment council will be to produce a more detailed plan for the catchment. However this is a very challenging activity and the catchment council may not be in a position to do this on its own given the resources required in the form of human, technical and financial resources. The catchment council therefore needs to work closely with the Ministry of Water, ZINWA and other Catchment Councils to come up with a way forward.

4.2.3 Monitoring and Reporting

The training officer at Save Catchment Council and the outreach officers in the seven sub catchment councils are responsible for monitoring and reporting on progress in the Catchment and sub catchment areas. The officers carry out field visits to assess progress. They prepare monthly and annual activity reports, which are presented to the catchment/sub catchment councils. The reports cover progress made in implementing catchment/sub-catchment activities, problems encountered and actions taken to remedy constraints encountered. The reports are submitted to the chairpersons and then distributed to all the members of the council. In addition the training/outreach officers also produce other special reports as and when requested by the council.

Generally the reports looked at during the evaluation were informative and seemed to cover most of the essential issues except issues relating to impact. Impact monitoring seems to be generally weak. The outreach officers at sub catchment level are supported by the training officer at the Catchment level at least on a quarterly basis.

4.2.4 Water Permits

Any person who is resident in the catchment council area is eligible to apply for a water permit. Applicants complete the WRI and WR3 forms. The WRI form indicates the general details of the applicant and a rough plan of where he/she will get the water from, while the WR3 form is an agricultural report done with the assistance of AREX staff. AREX charge a fee of Z\$1 150 for assisting water permits applicants in filling the WR3 form. This fee has been considered to be too high in some sub catchment councils. Applicants submit the completed forms to the sub catchment council with a fee of Z\$2 000. A record is kept at the sub catchment office awaiting recommendation from the sub catchment council for onward transmission to the catchment council for the attention of the ZINWA hydrogeologist. The hydrogeologist visits the site and makes comments on the application. The catchment council in collaboration with the Catchment Manager give the final approval for the issuing of the permit.

Between 2002 up to 2003, ninety-eight (98) water permits were approved. Of these only five (5) were issued to women, two (2) women in Budzi, two (2) in Odzi and one (1) in Pungwe. No permits have been issued to women in the remaining four sub

catchment councils. However there are some groups of small-scale irrigators who have been issued with permits. These groups are according to the catchment training officer made up of over 70 percent women. For example, in Pungwe, the groups are Ngonya, Shinga, Maunze, Kupfuma ivhu, and Nyamapako and Hokoyeupenya water projects. There are approximately twenty-seven (27) such small-scale irrigation groups in the whole catchment council area.

Farmers using underground water resources are not paying levies. The catchment council in conjunction with ZINWA is in the process of identifying these ground water users (boreholes) and they will be included in the database of water users and will be issued with permits, so that they can start paying for water. The catchment council/ZINWA hopes to complete the exercise early next year (2004).

The table below shows the number of permits that were issued by the seven sub catchment councils during the period 2002 to 2003:

Sub catchment council	2002	2003
Devure	4	1
Lower Save	0	0
Upper Save	1	0
Budzi	3	8
Pungwe	13	42
Odzi	4	16
Macheke	1	5
Total	26	72

Source: Save Catchment Council Records

There are no permits that have been issued to date in Lower Save West sub catchment to date because the water users are accessing agreement water from ZINWA dams, which means that they are paying directly to ZINWA. These users complete an agreement form, which is then sent to ZINWA. However there are some water users in Lower Save West who should be paying the sub catchment council for the use of water but are not. The sub catchment council has not been able to reach the area because it is far away from the sub catchment office, which is at Middle Save.

It is therefore still a long way to go before all those who are accessing and using water pay levies charged.

4.2.5 Levies

Payments of levies can be done through;

- i). Permit holders making direct payments at the sub catchment office
- ii). Payment done through posting of cheques to the sub catchment council
- iii). The outreach officer collecting the levies from the permit holders in their areas

The money collected is banked into a sub catchment council's current account. The sub catchment council retains 7.5% of the money collected and the rest is remitted to ZINWA. The sub catchment council writes a cheque to ZINWA. However, the sub catchment council complained that the 7.5% is simply not adequate to cover their operational costs and hence there is need to review the commission upwards.

The water levy is used to cover the day-to-day operational costs of the sub catchment councils. The costs include mileage, administration, rentals, sundries, staff salaries etc. Sub catchment councils determine the levy rates, while the water fund rates are determined by ZINWA.

There are some cases where users were said to hold more than two permits and only pay for one. Sub catchment councils have to update their records and correct such anomalies. It is again worth pointing, that not all water users are paying for using water and the sub catchment councils need to ensure that all users pay, as this is critical for their financial sustainability. Some of the reasons given for non-payment include.

- i). Uncertainty brought about by the land reform programme. Some commercial farmers had their land designated. The tenure status thus remains unclear.
- ii). In some cases the white farmers have left the land, and new owners have come in, yet the sub catchment council is still using the previous farm owner's name to bill for water use.
- iii). For some indigenous farmers water is a god given gift thus there is no need to pay for it. This is the case with irrigators in Nyanyadzi in Odzi sub catchment council.

Billing is done once a year although in some of the sub catchment councils such as Budzi and Odzi, the billing is done quarterly. The billing system is mainly based on The quantity of water allocated on the permit rather than the actual amount of water used. Whether the permit holder uses the water or not he/she still has to pay. The permit holders are expected to submit returns on water used to the sub catchment councils on a quarterly or bi-annual basis. Permits holders are expected to install water measuring devices on their properties. However it is mostly the former water right holders who have these devices. The majority of the new permit holders are either using gravity water or canals, so they need to install devices such as "V" notches to measure flow.

4.2.6 Monitoring Water Use

It is difficult to have a definite number of permit holders due to the movements/changes brought about by the land reform programme. The sub catchment councils are in the process of updating their records.

A number of abstractions are not metered. Only three sub catchment councils have river inspectors, as some of the sub catchment councils could not afford to employ them due to limited financial resources. This therefore means that the capacity to monitor the use of water is limited.

There are a number of people who are accessing water illegally. However the sub catchment councils have not been in a position to prosecute them, because the mechanisms of doing so are not very clear. Some follow up efforts to ensure all water users are paying for the water are underway. The follow up includes meeting the illegal users and explaining to them about the requirements for using water and persuading them to pay for its use. Meetings have also been held with the law enforcement agencies in September 2003 to deal with those who are resisting paying for water to comply with the Water Act requirements. These efforts are said to have yielded positive results in Budzi sub catchment council.

Some of the sub catchment councils have decided to further sub-divide the sub catchments into smaller units managed by river committees to ensure effectiveness in monitoring water use. The effectiveness of this could not be ascertained by the evaluation team as people on the ground were not aware of the existence of these committees and some of the committees had just been formed.

Cyclone Eline destroyed a significant proportion of the gauging network in the catchment in 2002. The gauging network has not been repaired due to resource constraints. This is indeed a big problem as important information for the assessment of availability of surface water is not being collected. This also creates a problem with water users who may challenge the validity of decisions on the grounds that the network is not in reasonable working order to be the basis for a decision on the amount of water used. According to the minutes of the Save Annual General meeting in 2002, it was stated that the network needed to be rehabilitated as a matter of urgency.

4.2.7 Programme Information Management

The inception phase of the project emphasized the serious need for capturing data from the onset and storing it on the computer. To realize this, the training officer was supposed to be collecting information and data for use by the catchment and sub catchment councils. The secretary was expected to assist in the process of data capture.

However although attempts have been made to collect data relating to water use, this has not been fully done in some sccs. In some sccs information is up to date while in some it is not and this affects the overall CC data. This anomaly regarding data gaps has resulted in sccs missing out on payments from water users. The information is crucial for planning purposes, and the exercise to up date should be ongoing.

The Catchment Council has estimation on information on water resources available, abstractions and the balances in the catchment. The table below shows the figures on available water resources, abstraction levels and the balances per sub catchment area;

Sub-catchment (ml)	Available water (ml)	Private dams (ml)	Abstractions	MAR ZINWA dams (ml)	ZINWA dams-capacity (ml)	Undeveloped potential (ml)
Lower Save	263000	3534.225	39202.21	29770	115851	104412.565
Upper Save	822000	20992.5	13021.58		200	785985.92
Devure	551000	1864	8289	235350	23922	516925
Budzi	523000	58768.4	80045.695	235350	3312	380873.905
Pungwe	346000	17110	37179.15	0	0	291710.85
Odzi	1010000	32602.592	135314.238	271085	459602	382481.17
Macheke	1008000	173031.18	55138.629	129545.4	69810	710020.191

Source: Save Catchment Outline plan, May 2002

This kind of information is vital for decision-making purposes. A database on hydro information can be found at ZINWA. This database is used for planning and management of water at catchment and sub catchment council level. Save catchment council has a lot of potential for water development, as it has abundant water resources. Development could be in the form of dams, irrigation schemes. The figures on the table indicate that there is a total of 710 020.191 mega litres of untapped water resources potential, which could be developed and increase the number of people using water commercially in the catchment area.

The catchment council relies on experts from ZINWA to get information on quantity of water available and the amount being abstracted. This information is included as part of the outline catchment plan.

4.2.8 Catchment Protection

Save Catchment Council places great importance on the conservation of the environment. At all stakeholders meetings, issues relating to conservation are always emphasized. To ensure environmental protection, a vertiver-planting programme was introduced. Schools have been encouraged to establish nurseries for vertiver grass. The vertiver grass programme has however been hampered by lack of resources and transport shortage.

Vertiver grass has been planted around a number of dams in the catchment area to prevent soil erosion. The catchment council/sub catchment councils get the vertiver grass from Middle Save, ARDA. The grass was planted by some commercial farmers who give out to the catchment council/sub-catchment for free.

The catchment/sub catchment councils have also been making concerted efforts to discourage illegal stream bank cultivation and also the need for proper land use especially in communal and resettlement areas to prevent the siltation of rivers.

There is however lack of coordination in the implementation of the activities among agencies involved such as AREX, NRB and the catchment/sub catchment councils. For example AREX goes out on its own to undertake its work, while the sub-catchment goes out to the same community to do similar activities. This results in duplication of effort and waste of resources. There is therefore need to forge closer working relationships among all the agencies involved in catchment protection activities including local authorities.

According to the appraisal of the inception phase (November 2002), the catchment council stated that they were working closely with the AGRITEX, (now AREX) which was said to have a very comprehensive network on the ground directly dealing with communal and small-scale commercial farmers.

However the situation on the ground points to the contrary. AREX is not participating in sub catchment council meetings, e.g. in Macheke, Budzi and Devure. Other agencies not participating include the Natural Resources Board (NRB) and the Forestry Commission. These institutions have a big role to play in issues relating to the environment in the catchment area. Their advice and expertise is important. AREX is needed to give support relating to soil and water conservation, while the Department of Natural Resources (DNR) gives expertise and advice on land reclamation, reforestation and afforestation etc.

Some of the agencies do not see any benefits of establishing any linkages with the catchment/sub catchment councils and that explains why some of them have not seen it necessary to attend the catchment/sub catchment council meetings.

4.2.9 Water Quality and Pollution Control

The pollution officer from ZINWA has the responsibility for ensuring water quality and pollution control in conjunction with the sub catchment councils. The officer has had meetings with industries to raise awareness on water quality and pollution. He has followed up this with individual companies to ensure compliance. The officer takes samples of water for testing to ensure water available is of the expected quality.

Some water users report cases of pollution to the sub catchment council and the issue is taken up by the pollution officer for investigation.

4.2.10 Water Demand Management

There are cases where demand for water use is stiff. Such cases have been reported in Macheke, Budzi and Odzi Sub catchment councils. According to the Catchment Manager's report at the Annual General Meeting on 30 October 2002, there were five cases of this nature reported. The Catchment Manager reported that they could not deal with such situations. They decided to shelve them until when the staff had received training on how to deal with such complex situations. ZINWA has since engaged a hydrologist, who is being trained on how to deal with such challenges. There are tools that are used for doing a detailed assessment of availability of surface water hence the hydrologist is receiving such expert training in the area.

4.2.11 Programmatic Challenges

- The “mvura ndeyamwari” (Water belongs to God) syndrome. For example the irrigators in Nyanyadzi, Odzi sub catchment council are resisting paying for water because it is a free gift from God. The water sector reform process to some has become synonymous with merely paying for water and they do not see any benefits they can get from the sub catchment council.
- The programme seems to be concentrating on big water users who usually use water for commercial purposes. Not much seems to be taking place in marginalized rural areas. According to one subcommittee member “*There is too much focus on maximizing collection of money at the expense of involving every catchment citizen in water protection and management. This is why at times the down stream users suffer as the upstream users would have mismanaged water resources or silted the river upstream*”
- There is need to mobilize resources on the part of both the Catchment Council and ZINWA to complete the rehabilitation of the entire hydrological network to ensure proper measuring of water use, complete rehabilitation of smallholder irrigation schemes, which serve a large number of stakeholders, complete dam rehabilitation and ensure effective operation and maintenance. This will enhance stakeholder confidence in the catchment council and hence will be willing to participate fully in catchment activities.

- Dealing with illegal water users is a problem that the catchment council will have to grapple with. The catchment council needs to work closely with other agencies to ensure that illegal users are prevented from accessing water and if necessary prosecuted.
- The lack of transport affects outreach and field activities. If the outreach programme spearheaded by the training and outreach officers is going to be effective, there is need to ensure that there is adequate and reliable transport. This will make it possible to reach out all the stakeholders in the catchment council area.
- The land reform will remain a big challenge to the catchment and sub-catchment councils. The reform has had a serious impact on water use, management and development. Some large-scale commercial farmers are now reluctant to pay the water levy because of the land reform, while some of the newly resettled farmers do not have abstraction permits, hence not paying for the water they are using.
- Related to the land reform programme is the issue of title deeds to land. The new farmers resettled under the programme do not have title deeds to the land. This may prohibit them from applying for water permits.
- The status of dams that were built by individuals or syndicates who have stopped operations as a result of the land reorganization programme has not been finalized.

4.2.12 Lessons Learnt

- There is bound to be an initial resistance to changes brought about by the water reform process by those who previously were not paying for water if the process is interpreted as meaning just paying for water, applying “the user pays principle” and no benefits seen as accruing to them.
- For the stakeholders to participate fully they should perceive a benefit, their interests and aspirations should be seen to be addressed. For example most of the stakeholders in the communal areas are interested more in the development of water than management issues. Currently water development is not being fully addressed. To these stakeholders they do not see the benefit of participating in the reform process.
- More time needs to be invested in public awareness especially in communal and resettlement areas, if the desired outcome is to be met. This is especially true in sub catchment councils, which were previously not involved in the planning and management of water. Awareness raising should be taken as a process rather than an event. Change in attitudes and perceptions take time and need to be carefully and systematically nurtured.
- Effectiveness in the implementation of activities at Catchment and sub-Catchment levels require forging of closer working relationships and coordination with other players in the catchment area.
- There is need for political collaboration and commitment regarding the land reform and water reform process so that new settlers should be part of the process to meet their obligations regarding water use.
- Although the SCC is a legal entity, which can be sued and can sue, they are in practice part of ZINWA. There is a lot of interdependence between ZINWA and the SCC.

4.3 Financial Management

The evaluation looked at the following issues as relates to the financial management of the Save Catchment Council and the sub catchments: –

- Capacity to manage financial resources
- Financial routines set
- Capacity for financial planning (budgeting) and use of budgets in monitoring expenditure and performance
- Systems of internal financial reporting and control
- Use of audit reports
- Extent to which funds were utilized in relation to work plans, budgets and proposal
- The financial sustainability of the SCC/scc to exist after the Swedish support has ceased.

The Save Catchment Council is subdivided into seven sub catchments. These have their separate offices and have their own Accounting systems. Of the seven sub catchment councils, four were visited by the finance management consultant. These are:

- Odzi Sub Catchment
- Macheke Sub Catchment
- Upper Save Sub Catchment and
- Devure Sub Catchment

Due to a breakdown in communication, the Secretary for Devure was not available when we visited their offices and as a result, the evaluation team did not look at their books.

The Catchment Council was also visited and evaluated.

Our main findings cover the following areas:

- Accounting system
- Segregation of duties
- Expenditure cycle
- Analysis of Income
- Budgetary Control
- Fixed Assets Register
- Payroll

Most of the findings apply to all the sub catchment councils in general and the Catchment Council and a few observations, which are specific to a particular sub catchment, have been reported separately.

4.3.1 Accounting Systems

- The Catchment Council accounts were being kept independent of the ZINWA main accounts so as to distinguish the Sida funding from the government. There is no Accounting package in use for the Catchment accounts (Sida) and this applies for all the sub catchments.
- Each of the sub catchment has a computer that was financed by Sida. Despite these assets being available, some of the Cashbooks are still being done manually. This is the case for Macheke and

Upper Save sub catchment councils. In some instances, as in the Catchment Council and the Odzi sub catchment, excel spreadsheets are used to run the Cashbooks.

- None of the sub catchments uses a ledger. The Income and Expenditure accounts are prepared from the Cashbooks.
- Where excel spreadsheets are used, there are no proper backups in most instances. Only the Odzi sub catchment does backups on a weekly basis.
- There is no Accounting procedures manual for the Catchment Council and its sub catchments. Secretaries seem to be devising their own systems. A review of the various Cashbooks reveals that there is no set format or uniform standard for doing these.
- All the offices have pre-numbered receipt books in use. A separate receipt book is kept for ZINWA levies and the sub catchments have separate receipt books for their own levies.
- There are no separate bank accounts for Sida funds. Amounts received from Sida through the Catchment council are receipted in the sub catchment receipt book and banked.
- It is pleasing to note that the catchment council made an effort to open a separate account for Sida funds and account for its expenses separately per the attached income and expenditure account. This concept could have been easily passed on to the sub catchments as a total of Zim \$ 7 million was passed on to them in the period under review. About Zim \$ 2 million, was spent on items of a capital nature, with the rest of the amount being utilized for operational and administrative expenses.
- The expenditure was in line with the initial budgets submitted to Sida. The amounts disbursed to sub-catchments were used for the day to day running of these offices. Unfortunately, they were being lumped up into the same bank accounts with ZINWA levies and there is no independent accounting for Sida fund.

4.3.2 Segregation of Duties

- A single person mans all the offices visited. There is a secretary/treasurer who performs virtually every function. This includes receipting of income, banking, performing bank reconciliation, initiating the purchase of stationery and any other disbursements as well as preparing the Income and Expenditure accounts.
- Although the volume of transactions indicates that a fully-fledged accounts department might not be justifiable, in most instances the secretaries are carrying transactions from start to finish without any inspection of their work. In some instances, like for the Upper Save sub catchment, the secretary is also acting for the training officer.

4.3.3 Expenditure Cycle

- There is no requisition system in place for the Catchment Council and the sub catchments. Pieces of paper (for instance Odzi sub catchment) are written and used as orders. There is not even an order book or a purchase requisition system in place. Upper Save is now in the process of introducing a requisition system. Odzi started a payment voucher system in September 2003 using a sample from ZINWA.
- In discussion with the ZINWA accountant, it was so clear that for ZINWA, these systems are in place. Even though they are still in the process of doing their own procedures manual and still depend on the government manual, there is a proper requisition system in place. However, it seems that the Catchment Council, as a stand alone, did not try to tap in the ZINWA systems where they were useful and provided some control.

- There is some evidence of quotations being obtained when purchases are being done but there has been no attempt probably to design a form that can be used and gets authorized by signing as evidence that this process is being adhered to.
- There are normally three cheque signatories for the sub catchments with any two able to sign for any particular cheque payment.

4.3.4 Budgetary Control

- All the sub catchment offices visited are aware of budgets and even have budgets for the year done. However, this is as far as the budgetary control goes. No variance analysis is being done on a monthly basis to compare actual expenditure to budgets and give explanations as to the causes of major variances.
- There seems to be no requirement from the Catchment Council that these variance reports should be submitted at stipulated intervals as a tool to monitor the expenditure at sub catchment level.
- Various funds received from Sida have been passed on to the sub catchments. However, there are no formal requests on file from the sub catchments indicating what amount of money was requested and for what purpose.

4.3.5 Income

- There are pre-numbered receipt books in use for the recording of all income that is received by the sub catchments.
- However, most of the sub catchments do not seem to be generating enough income to sustain them. There are three major problems on this issue:
 - The database for registered water users is not complete in most instances, which means that not all people benefiting from the use of water are paying their levies.
 - Not all the registered water users are fully paid up and
 - The levies seem very low in most instances.
- As an illustration, Macheke sub catchment received Z\$3 million as revenue from their registered users out of a possible Z\$8.3 million in the period January to June 2003. This means that some Z\$5 million is still outstanding from registered users. This is before we take into account any unregistered users who could easily come up to a material figure.
- All the sub catchments are maintaining a register of users and the outreach officer is responsible for follow-ups.
- The revenue base seems very low and Upper Save for instance, sometimes has problems with paying salaries. Although they have a register of potential payers, less than half permit holders have paid by now for 2003 and some users are still unregistered.
- Late payments will not do any of the sub catchments good in this hyperinflationary environment.

4.3.6 Fixed Assets Register

Some sub catchments are maintaining a fixed assets register whereas some, like Macheke, do not have a proper register. The Catchment council has a register that is manual. The same applies to Odzi sub catchment.

4.3.7 Payroll

There is no payroll system in place and no pay slips.

4.3.8 Audit Reports

The audit reports done previously were at catchment council level and there was no separate report on the sub catchments. However, the recent audit report by KPMG also looked at the sub catchments and made recommendations, which should be addressed as a matter of urgency.

4.3.9 Odzi Sub Catchment

- Bank reconciliations for this sub catchment are not being signed as reviewed and the secretary reports that they are reviewed on computer. The reconciling items are not dated.
- Stationery is purchased on account but there is no record of creditors, as the secretary seems to remember all the invoices at the end of the month. This might not suffice if the volume of transactions increases. The stationery is being purchased from one supplier. The sub catchment needs to be careful with the prices.
- Receipt number 009 dated 4 July 2002 was only banked on the 17th of the same month. Banking is normally done once a week due to the small amounts involved. This period can be improved since the sub catchment is based in Mutare.

4.3.10 Macheke Sub Catchment

- The cashbook is not being done currently as statements are said to be going to Marondera where the office used to be based. Despite having a computer, the cashbook is also manual but the secretary seems to know how to use the computer.
- There was no bank reconciliation for December 2002 and the prior months.
- No expense vouchers were available for 2001 and 2002. Not all bank statements were available.

4.3.11 Upper Save Sub Catchment

- The November & December 2002 bank reconciliations were not done and some of the prior months reconciliations, though performed, were not balancing. On discussion with the secretary, it emerged that not much effort was being put in balancing the reconciliations. This renders the whole exercise non beneficial.
- On testing for detail on the expenses, a payment of Z\$36 000 on 29 May 2002 was picked and is only described as College Expenses Advancement. This amount was paid out on behalf of one of the board members. It does not seem to have been provided for in the budget although it was indicated that the expense was authorized by the sub catchment council at a meeting held on the 16th of August 2002.

5. Sustainability

5.1 Financial Sustainability

A sound financial base is important for the sustainability of catchment and sub catchment councils. Save catchment council has a lot of potential of being self-sufficient if there is a more efficient system of collecting levies and rates and all consumers pay for the water. To achieve financial sustainability,

there is need to make sure that as many people as possible participate. This means issuing as many permits as possible and ensuring all those using water are paying for it. This will ensure that a sustainable annual income is guaranteed.

However Save Catchment and some of the sub catchment councils are all facing financial constraints, which have affected their operations and reduced their effectiveness, except for Odzi and Budzi sub catchment councils.

During the inception phase, most operational day-to-day activities of the Save Catchment Council have been met by the Sida Fund. There has not been any systematic way of financing the SCC yet the SCC is responsible for overall coordination and training. It may be worthwhile for the SCCs to pay a certain percentage of their proceeds to the SCC to sustain the SCC.

The catchment council may need to consider establishing a common pool of resources to bail out the sub catchment councils that are struggling financially such as Upper Save and Devure. These two sub catchment councils have a narrow revenue base for them to be self-sufficient. They are predominantly in communal lands where commercial use of water is very minimal. Development of water such as the Marovanyati dam project underway on Mwerahari river can turn around the situation in Upper Save sub catchment council. The Catchment Council needs to push for water development activities especially in communal and resettlement areas, so that water is used commercially and this will improve the financial sustainability of the sub catchment councils. The Devure sub catchment council has Ruti dam, which has a huge potential for irrigation activities. With the support of the Catchment Council both sub catchment councils have a big potential for viability.

Financial sustainability of Catchment Councils is also dependent on other factors that may be outside the control of the catchment/sub catchment councils. Despite the changes brought about by the land reform program in terms of land ownership patterns, there are a number of farmers who are still paying for the use of the water and applications for abstraction permits are still being received by the catchment council even from those farmers who have been resettled under the government sponsored agrarian reform program. This is indeed a promising situation for the viability of the water management institutions. It is worth noting that much progress could have been made regarding addressing financial sustainability of the catchment/sub catchment councils, however the formation of the catchment council/sub catchment councils coincided with the land reform exercise, and this has tended to slow down the pace of catchment/sub catchment activities for the institutions to be self sufficient.

Sub catchment councils collect levies on behalf of ZINWA and get a 7.5% commission. This amount is not adequate to cover the operations of the catchment council. There is therefore need for the catchment council, together with other Catchment Councils in the country to lobby ZINWA to increase the commission.

Levies charged by sub catchment councils for the use of water need to be constantly reviewed in light of the high inflation being experienced in the country. This will ensure that the sub catchment councils charge realistic tariffs that reflect the hyper inflationary environment.

The government in 2002 through the Permanent Secretary in the Ministry of Rural Resources and Water Development made an undertaking that they would be providing financial resources to all Catchment Councils in the country under the Public Sector Investment Programme (PSIP) in the budget for 2003, at a Save catchment council annual general meeting on 30 October 2002. This contribution by the government could be an important source of income that will also contribute to viability. All the seven Catchment Councils in the country need to lobby and follow-up the issue with government so that some resources are set aside from the fiscus to support their operations.

5.2 Technical sustainability

ZINWA under the Water Act is supposed to support the Catchment and sub catchment councils through providing advice and backstopping their activities. ZINWA is in a position to do this given that it now has a full staff compliment to give the necessary technical support and back up. This is indicated by the fact that the catchment council now has a catchment outline plan in place, as required under the Water Act and the catchment council is now allocating water permits to water users in collaboration with ZINWA. ZINWA has also been supporting the Catchment Councils with issues relating to water quality and pollution control in the catchment area. According to the minutes of the Save catchment council annual general meeting of 30 October 2002, ZINWA reported that very good progress had been made in the water quality area due to the fact that ZINWA now had a fully qualified scientist and technician, although progress had been hampered by shortage of transport.

As long as ZINWA remains fully functional, technical sustainability is assured. This is also guaranteed by the fact that a good working relationship has been established between the Catchment Council and the Catchment Manager.

6. Conclusions

6.1 Organizational Issues

- Using the kick start financial injection from Sida, the SCC has managed to meet its operational costs as well as purchasing of capital assets such as computers, office furniture, motor bikes, financing of workshops, training officer and allowances. These have gone a long way towards starting up the SCC and facilitation of implementation of activities.
- The sub-catchment councils are now in place and are operational and the Catchment Council is now in place and is operational. Council members are in place and governance processes are taking place. Human resources are in place.
- Although the Water Act requires that a third of the members of the Catchment and sub catchment council step down after one-year term, in reality this has not happened as the stakeholders groups have agreed that the incumbents continue serving. However the Act is not clear on the modalities of stepping down such as who should step down, as the process is done on a voluntary basis.
- There are very few women councilors in the sub catchment councils. Out of a total of 105 members of the seven sub catchment councils, only 11 are women. Currently there is no woman who is a member of the Catchment Council.
- There is no evidence to show that a gender analysis was done before project implementation to assess the specific needs of men and women in catchment activities. There seems to be limited skills and capacity at Catchment and sub catchment level to ensure mainstreaming of gender issues in catchment activities.
- Outreach activities have been limited by the lack of transport, as the motorcycles provided under Sida support were second hand and having been up to now giving numerous mechanical problems.

- Computers provided as part of the Sida the support package to the SCC and sccs have facilitated work such as data processing, storage, processing of scc and SCC financial records. However the computers are not optimally being utilized. Currently in a number of scc offices only secretaries use the machine, as most of the outreach officers are not computer literate. The cost of maintaining the computers has been high for some of the offices e.g. Devure, Upper Save, Lower Save and Pungwe sub catchment councils.
- The frequency of holding meetings has been reduced from a monthly basis to a meeting every two or three months due to lack of resources. This has tended to affect the effectiveness of the SCC and sccs.
- There is generally high staff turnover due to low salaries and poor conditions of service. Most field officers and some secretaries do not have job descriptions. Some field officers and secretaries do not have employment contracts or letters of offer. For those who have the contracts, they do not include details of terms of employment besides remuneration. The code of conduct is also not there for some sccs and the CC.
- Field work by the outreach officers has been affected by the arrangement where the officers have to pre-fund field allowances and then claim from the sub catchment council. This does not encourage the officer to do field work on a regular basis.
- There seems to be a good working relationship between the Catchment Manager and the Catchment Council, although the relationship as laid out in the Act is a bit complex and to an extent can be confusing. The Catchment Manager is an employee of ZINWA and is thus accountable to ZINWA. The powers that the SCC has over the catchment manager are not clear.
- Most of the sccs and SCC staff are technical persons who are good at water management issues, but who may not have the necessary administrative and management skills to deal with the day to day running of the SCC.
- The secretariat services provided by ZINWA to the Catchment Council has been satisfactory according to the SCC. ZINWA has been able to provide technical support and backstopping of Catchment and/or sub catchment activities as they have a full staff compliment.
- It is not clear who has the responsibility for human resources in the SCC and sccs although the chairperson seems to have a bigger role. Requirements in terms of qualifications and experience for the outreach officer post are not stated clearly and some sccs do not have job descriptions for staff. There seems to be no recruitment policy in place in all the sccs.
- The majority of outreach officers and secretaries do not have contracts and there is no standardized salary structure for people doing the same work in the different sccs e.g. outreach officers. Besides remuneration, the other terms of conditions of employment seem not to be known or available to most of the employees.
- There is no system for appraising staff performance. The filing system in some sccs is not properly done. No folios are used to ensure that mail removed from files can be traced. In some sccs there are no incoming and outgoing mail records. For all sccs there are no personal files and personal information is included in other general files rendering personal information unconfidential.
- The organisational structure of the sccs, SCC, and the organizational reporting structure in relation to the Catchment manager is not clear. It is not clear who reports to who regarding the secretaries and field officers.

- In all the sccs staff meetings are not held on a regular basis.
- Outreach officers have an array of skills in fieldwork, outreach activities as well as agriculture and water related issues. They have used these skills for outreach work and for monitoring water management.
- There seems to be limited skills to effectively involve the communities in planning. Some communities are not aware of the existence of the SCC and scc. Some communities do not even know that the SCC has a catchment outline plan.
- Some of the councilors have limited knowledge on the provisions of the Water Act and the role of CC and sccs.
- In sccs where they used to be river boards such as Budzi and Odzi, these sccs seem to be functioning much better and are more advanced than the other sccs such as Upper Save and Devure.

6.2 Programmatic Issues

- Awareness campaigns were done in all the sub-catchment areas, however some areas were not covered e.g. Lower Save West. Some people in the catchment are still not aware and convinced of the need to pay for water use.
- The Catchment council produced a catchment outline plan as required under the Water Act, however the plan is yet to be approved. The plan is a general framework or outline, the Catchment Council still needs to develop a detailed plan in future to guide the management and development of water resources. This requires a lot more in terms of human and financial resources and the work is beyond the capacity of the Catchment Council.
- The Sub catchment councils are doing a lot of work related to conservation. However there is lack of coordination between the sub catchment councils and agencies such as AREX, NRB and the Forestry Commission.
- The land reform programme coordinated by the government has presented opportunities and challenges to the catchment and sub catchment councils in terms of increasing the number of people with abstraction permits to enhance their revenue base and the SCC/sccs need to take this development into cognizance in their activities especially in terms of marketing unused water resources.
- The Save Catchment Council and its sub catchments lack the capacity to effectively monitor water use.
- Not all the consumers who are using water are paying levies.
- The Catchment council has between the period 2002 to 2003, issued ninety-eight permits. Of these, only five were issued to women. It therefore appears that more men are benefiting from the catchment processes than women.
- The information that sub catchment councils have on water users is not up to date. For example there are some commercial farmers who have ceased farming operations, but still appear on the sub catchment council records as active farmers who should be paying for the use of water. Water bills are still being sent to them.

- Sub catchment councils remit levies collected in their areas to ZINWA and get a 7.5% commission. However the commission is not adequate to cover their operational costs.
- Sub catchment councils are not paying a portion of their income to SCC for SCC operational and support services.
- The SCC and sccs councils seem to have been emphasizing more of water management issues than development of water. This emphasis has tended to ameliorate the communal farmers, who are interested more in developing water so that they can use it commercially.
- The catchment/sub catchment councils have not been able to carry out operation and maintenance, as well rehabilitation works due to financial limitations. For example the gauging network destroyed by Cyclone Eline has not been repaired. Vital information for the assessment of availability of surface water is therefore not being collected.
- Sustainability can be achieved if there is an increase in the number of permits issued to water users and an up to date database on water users is maintained.

6.3 Financial Management

- Although all the offices visited have computers and printers, these are not all fully utilized, as there is a tendency to want to keep documents manually.
- Where the computers are used to store data, there are no proper backups in place for most of the instances.
- There is no accounting procedures manual distributed to the sub catchments for reference in purchasing, recording of transactions etc.
- No separate accounts were opened for the Sida funds by the sub catchments. These were put in the same accounts with the levies.
- There is no segregation of duties as the accounting function is normally carried out by a single person from start to end.
- There is no cheque requisition in place, neither is there an order book at both the sub catchment and catchment council level. There are no predetermined forms to use when undertaking procedures like competitive bidding.
- There is no thorough monitoring of budgets and performance of variance analysis on a regular basis
- The Catchment Council does not seem to demand formal requests before funds are released to the sub catchments to explain exactly the intended use of the funds.
- Income generation seems very low in most sub catchments with levies very low and most amounts outstanding from potential payers.
- Bank reconciliation, in some instances is not being taken seriously in terms of performing them and performing them accurately. It should be highlighted that this would be one of the very few control tools available to the board as there is no proper segregation of duties. There is also no evidence of reconciliations being signed as reviewed.

- There seems to be no adequate control from the catchment council in terms of demanding regular accounts submission per stipulated deadlines and explanations as to any unusual & unbudgeted expenditure.

7. Recommendations

7.1 Organizational Issues

- Given the fact that the SCC has gained a lot of momentum and is performing rather well given the difficult circumstances, it maybe necessary to consider having a stakeholder strategic planning workshop with all the relevant actors and work out a way forward regarding the future of the SCC and the sccs. An internal and external analysis and reflection of the SCC and scc and holistic planning of the way forward would be important. Currently the roles of various stakeholders are not clear and commitment is limited and such a workshop would be useful.
- The SCC and SCC governance process and system could be revisited to ensure that the people representing the SCC have been elected by their constituency. They also need to be educated what their roles and responsibilities are as councillors.
- The roles and responsibilities between staff and councillors need to be delineated. Capacity building on good governance for the council members could be considered. Formation of subcommittees such as development committee, gender committee, human resource committee and finance committee within the existing sccs and the SCC could be useful.
- It maybe important for the SCC to get financial support to help in putting up systems and creating comprehensive data base for water users in order to increase the number of permit holders.
- There is need to ensure that a conducive environment is created by the Catchment/sub catchment councils for the councilors to function effectively. This could be done in the form of putting in place adequate incentives for councilors to attend meetings and ensure the councilors give regular feedback to their stakeholder groups.
- The frequency of meetings held by the Catchment and/or sub catchment councils need to be revisited. In order to ensure the effective functioning of the institutions, there is need for them to meet on a monthly basis especially during these formative stages of the councils.
- Although the revenue base for the Catchment and sub catchment councils is not yet sound, there is need to look at the remuneration and conditions of service including allowances for the staff with a view of improving them, if the problem of high staff turnover is to be addressed.
- The Catchment and sub catchment councils need to develop a clear human resources policy which will include such aspects as recruitment, conditions of service, job descriptions, qualifications for posts, salary structure, contracts, performance appraisal etc.
- The relationship between the Catchment Manager and Catchment Council needs to be revisited to avert potential problems that may arise as a result of this rather complex relationship.
- There is also need to improve the capacity and skills of the outreach officers to deal with administrative and management issues where they have to perform this function. There is need to enhance

the capacity of the outreach officers in involving the communities in planning activities using participatory approaches. The Catchment and sub catchment could train outreach officers in computer usage, as they need to access important data stored in the machines.

- Given that a good number of the councilors are not very conversant with the provisions of the Water Act and the roles of catchment councils, there is need to ensure regular orientation and updating of the knowledge the councilors have especially the newly elected councilors.
- The Catchment Council needs to push for the approval of the catchment outline plan by the Ministry of Rural Resources and Water Development, so that detailed work on the full catchment plan can start.
- Consideration could be made to have gender balance of representation in catchment and sub catchment councils, as women constitute the majority of the water users. There is need to encourage women to be permit holders.
- A gender analysis needs to be carried out to assess the different strategic and practical gender needs in relation to water. Gender-desegregated data should be collected and be used in programming and planning. Gender issues need to be mainstreamed into the planning, development and management of water to ensure that both men and women benefit equally from the commercial use of water.
- There is need for the sub catchment councils to fully support the formation of water user associations and ensure they are functioning effectively.
- It is crucial that an association of catchment councils be formed. Save Catchment Council could liaise with other catchment councils and solicit for capital to kick-start the association. This would be important considering the need to lobby and advocate for issues related to catchment Council interests.

7.2 Programmatic Issues

- There is need to identify stakeholders groups where awareness is low and make follow up efforts to raise the level of awareness. These groups include small-scale irrigators, new farmers and the communal/resettlement areas.
- The sub catchment councils need to ensure that measuring devices are installed and that they are in a working order all the time. Consumers need to submit their returns.
- Consideration could be made to increase the number of river inspectors in order to ensure effective monitoring of the use of water.
- The catchment/sub catchment councils need to ensure that they effectively deal with illegal water users. Efforts to involve other players such as the police is commendable and should be continued. This should be coupled with awareness raising to ensure the “user pays” principle is fully applied. There is need for the modalities to be worked out to empower the council to take action on illegal water users.
- The Catchment Council in conjunction with ZINWA need to implement water development activities especially in communal and resettlement area where commercial use of water is minimal. This could be in the form of identifying or sourcing resources from government, donor community and/or local resources for the establishment of small dams, weirs and small-scale irrigation schemes.

- The exercise to update the database of water users by the sub catchment councils should be speeded up to ensure all those accessing and using water pay for its use. The exercise should be an ongoing exercise to ensure information on water users is updated on a regular basis.
- The catchment council through ZINWA should continue monitoring water quality and pollution control through awareness raising campaigns with industry, mining and individuals “potential polluters”. There is need to seriously engage industry and urban authorities in the fight against pollution.
- To ensure gender equity, the catchment and sub catchment councils should encourage more women to apply for water permits so that they also participate in the commercial use of water as part of the poverty alleviation strategy.
- To ensure sustainability, the Catchment Council needs to consider establishing a common pool of resources to support sub catchment councils experiencing cash flow problems.
- There is need to constantly review the water charges in light of the hyperinflationary environment to ensure that realistic cost of water is reflected in the tariffs. This will improve the cash flow of the sub catchment councils.
- The sub catchment councils need to lobby through the Ministry of Water Development to have the commission from ZINWA reviewed upwards as the current level is low and not adequate to support the operations of the sub catchment councils.
- An alternative option could be to lobby the government to make available financial resources promised, under the Public Sector Investment Programme (PSIP) to supplement resources that are generated by the sub catchment councils.
- There is need to improve coordination with government agencies and/or departments, which provide technical support to the sub catchment councils especially with AREX and Natural Resources Board (NRB) in conservation activities.
- There is need to ensure that the Catchment Council get all the political support they can get. The involvement of the Governor, local members of Parliament and even Rural District Councillors is very important.
- Although the Save catchment council is said to be one of the best functioning Catchment Councils, there is need to also establish linkages with other Catchment Councils in the country and learn from their experiences.
- The catchment council through its executive arm, the staff, needs to ensure that best practices and lessons learnt are properly documented to ensure institutional memory is not lost.

7.3 Finance management

- Since all offices have computers, these should be utilized. Important documents like the cashbook and the fixed assets register should be stored on the computer. To avoid costly loss of data, backups should then be done on a regular basis. The Catchment council should also consider doing some computer training courses for secretaries e.g. basic/intermediate excel.
- There is need to introduce a Financial Procedures Manual that should contain information relating to: –
- Accounting procedures

- Accounting instructions for the preparation of monthly/annual financial statements.
- Budgeting and budgetary control.
- Purchasing and authorization procedures.
- The Catchment council should also consider giving a predetermined format of competitive bidding schedules, which can then be submitted as control that this procedure is being adhered to.
- A cheque requisition form should also be distributed to the sub catchments and specific procedures followed when incurring expenditure.
- Variances should be analyzed on a monthly basis. The analysis of variances is an aim worthy of consideration for the following reasons, among others:
 - To provide data to the Catchment council for control & other purposes
 - To show where deviation from plan have arisen and point towards some corrective action
 - To determine which deviations are controllable and which are not
 - To enable original costs to be updated to current efficient standards in order to get the right performance levels.
- In addition to the budget, the Catchment Council should consider demanding written requests for any Sida funding from the sub catchments so as to ensure efficient allocation of resources.
- More energy should be directed towards collection of revenue at sub catchment level. In seeking any donor assistance, the sub catchment should consider as one of the most important items resources to use in following up outstanding receipts. Reports should also be submitted on the income levels and strategies being put in place to ensure that all beneficiaries are registered and amounts are being received on time. The time value of money is very important in the current economic environment.
- All reconciliations should be reviewed and signed for. This is of paramount importance since there is no segregation of duties and the volume of transactions does not seem to justify employment of more staff.
- In addition to the reconciliations, monthly accounts should be submitted. This will assist the Catchment Council to monitor the activities happening at sub catchment level and offer timely remedy where necessary.

7.4 Cross Cutting recommendation For Sida

The SCC has achieved quite a lot with very limited budget. They have managed to be classified as the best catchment council in Zimbabwe. The financial injection provided by Sida has been quite worthwhile. Although this was an end of support evaluation, in the evaluation team's opinion, in view of the developments that have taken place and the potential that is still in the SCC it is recommended that consideration be made to have a final financial injection that could be used to support the implementation of some of the recommendations in this evaluation.

Annex I.

Terms of Reference for the Evaluation of Save Catchment Council

1 Background

The new Water Act and the Zimbabwe National Water Authority (ZINWA) Act came into effect on January 1 2000. The seven Catchment Councils (CC) and sub-councils (scc) were formed nation-wide in June–July 1999. The CC and scc are by legislation required to achieve sound water resources planning, development and management. The CC is the body that allocates water permits in the area and prioritises development for the efficient management of water in the catchment and supervises the scc.

The Swedish Embassy was approached in December 1999 to assist the kick-start of the Save Catchment Council (SCC) for a period of 18 months. An agreement was signed in June 2000 and it was agreed to split the support into two phases, an inception phase of two months and a main phase of 16 months. The latter phase has been extended in time until December 2002 without additional funding. The Swedish support to SCC totals to 2.194.000 SEK or 11.044.590 Z\$.

The aim of the support has been to build up the administrative capacity of the SCC and the scc:s for them to be able to fulfil the aim of the water legislation.

2 Purpose and Scope of the Evaluation

The evaluation is an end of support evaluation. The aim of the evaluation is to find out how the SCC has developed and matured as an organisation to fulfil the aim of the water legislation with the assistance of the Swedish support. Also to find out to what extent the SCC has managed to become self-financing during the period. Here is also included the processes that have taken place during the period within the Zimbabwean water sector as regards assistance to the Catchment Councils to become self-financing.

The evaluation will be used for lessons learned from the support and to feed them in to other similar projects as well as into the regional water programmes supported by Sida. It is also aimed at assisting the SCC and the scc:s to draw conclusions from their work and use the information for its future work.

3 The Assignment (issues to be covered in the evaluation)

The evaluation shall assess development of the SCC and the seven scc Pungwe, Budzi, Odzi, Devure, Lower Save, Upper Save and Macheke.

Save Catchment Council (SCC)

Specifically at catchment level the evaluation shall assess:

- administrative routines set up
- administrative capacity
- financial routines set up
- financial management capacity

- the interaction between the SCC and ZINWA both locally in Mutare and with ZINWA HQ
- to what extent has SCC managed to fulfil the intentions of the water legislation, i.e. success and shortfalls, issuing of water permits, etc.
- the financial and technical sustainability of the SCC to exist after the Swedish support has ceased
- assess the how the issue of stakeholder involvement from a gender perspective has been handled
- areas where an impact has been achieved within the catchment area, i.e. environment, etc.

Sub-catchment Councils (scc)

Specifically at scc level the evaluation shall assess:

- administrative routines set up
- administrative capacity
- financial routines set up
- how the scc have managed to fulfil the intentions of the legislation
- assess the how the issue of stakeholder involvement from a gender perspective has been handled
- assess the representation of the stakeholders from a gender perspective
- assess whether the present representation is covering all stakeholders in a scc
- financial management capacity, the interaction and involvement of stakeholders, i.e. training officers and the ability of the elected counsellors to fulfil the aim of the water legislation and provide the end user with the service intended in the legislation
- the interaction with SCC

The evaluators shall draw conclusions, elaborate on lessons learned on the setting up of the Save Catchment and sub-catchment Councils, involvement of various stakeholders, propose improvements and suggest how these can be used by the various stakeholders, i.e. SCC, scc, ZINWA, regional players, etc. to learn from the experience.

4 Methodology, Evaluation Team and Time Schedule

The evaluation will consist of:

- Desk review of the project proposal, work-plans and budgets submitted by SCC to the Swedish Embassy, project narrative and financial reports, audits (including audit carried out by KPMG during latter part of 2003), minutes of SCC and scc meetings, etc. and other relevant documentation
- Interviews with members of the SCC, scc, staff employed and stakeholders
- Interviews with ZINWA
- Interviews with relevant Swedish Embassy staff
- Assess the relationship between SCC and ZINWA and find out how possible lessons learned are communicated between Catchment Councils and ZINWA

- Assess office, programmatic and documentation routines at SCC and scc
- Visits the SCC and scc:s to assess the process of including stakeholders in the process

The team shall consist of maximum three (3) people, and shall include women in it. Preferred competence of the team shall include knowledge of management, water, gender, sociology and accountancy.

The proposed time schedule is 25 man-days.

5 Reporting

The evaluation report shall be written in English and should not exceed 60 pages, excluding annexes. Format and outline of the report shall follow the guidelines in *Sida Evaluation Report – a Standardized Format* (see Annex 1). The draft report shall be submitted to the Embassy electronically and in one hardcopy (air-/surface mailed or delivered) no later than two weeks after the completion of the task. Two copies are at the same time to be delivered to the SCC. Within one week after receiving the Embassy and SCC comments on the draft report, a final version shall be submitted to the Embassy, again electronically and in four hardcopies.

The consultant is expected to present the final report during a workshop attended by the SCC, stakeholders and the Embassy. Preferably the workshop is to take place in Mutare at the SCC office to enable as many as possible from the SCC to be present. The cost of this meeting has to be present in the tender and the rates used for remuneration shall follow the SCC guidelines on remuneration.

The evaluation shall take place during September/October 2003.

The evaluation report must be presented in a way that enables publication without further editing. Subject to decision by Sida, the report will be published in the series *Sida Evaluations*.

The evaluation assignment includes the completion of *Sida Evaluations Data Work Sheet* (Annex 2), including an *Evaluation Abstract* (final section, G) as defined and required by DAC. The completed Data Worksheet shall be submitted to Sida along with the final version of the report. Failing a completed Data Worksheet, the report cannot be processed.

Annexes 1 and 2 are retrievable from ‘Sida-mallar/Publications/Sida Evaluations.

The consultant will report directly to the responsible Programme Officer within the Embassy as regards the evaluation, in this case Johanna Palmberg.

Annex II.

List of Key Informants

Name	Position	Organisation
Mr A. Masango	Committee member	Zimbabwe Farmers Union
Mr Baradzi	District Extension Officer	AREX Devure
Mr Benhura	Councillor	Macheke Sub Catchment Council
Mr C. Dube	Councillor	Upper Save Sub Catchment Council
Mr Chiboringa	Town Engineer	Rusape
Mr Chikomba	Headman	Pungwe
Mr Chitauo	Field Manager	Odzi Sub Catchment Council
Mr Chiwandire	Senior Irrigation Office	AREX
Mr D.G. Nyatoti	City Engineer	Mutare City Council
Mr Gondo	Officer	AREX Pungwe
Mr Gondomundiro	Chairman	ZFU Macheke
Mr Holden	Former Secretary	Budzi Catchment Council
Mr J. Muridzi	Councillor	Upper Save Sub Catchment council
Mr J. Nyawo	Councillor	Buhera Rural District Council
Mr J. Ziwenga	Chairman	ICFU Upper Save
Mr Kotze	Chairman	Budzi Subcatchment council
Mr Madiri	Chairman	Murambida Irrigation scheme
Mr Makaza	Vice Chairman	Budzi Catchment Council
Mr Makoni	Commercial Farmer	St Faith Rusape
Mr Mannie	Secretary/Treasurer	Budzi Catchment Council
Mr Mark West	Chairman	CFU
Mr Musungu	Councillor	Mutare Rural District Council
Mr Peter Muyambo	Field Officer	Budzi Subcatchment council
Mr Pswarayi	Vice chairman	Save Catchment Council
Mr R Lathan	Chairman	Save Catchment Council
Mr Simbini	Councillor	Mutare Rural District Council
Mr Sanhanga	Councillor	ICFU
Mr Tembani	Outreach Officer	Macheke Sub Catchment Council
Mr. Mabvovo	Training officer	Pungwe Sub catchment council
Mr. Sithole	Training Officer	Save Catchment Council
Mrs Mukanya	Secretary/Treasurer	Macheke Sub Catchment Council
Mrs S. Maphosa	Committee member	Murambida Irrigation scheme
Mrs Sylvia Mutero	Secretary: Catchment Manager	Save Catchment Council
Mrs Tapfumaneyi	Secretary	Lower Save Catchment Council

Mrs. Murimi	Secretary/Treasurer	Upper Save Sub Catchment
Ms Bridget Dodzo	Secretary	Pungwe Sub catchment council
Ms Irene Muteva	Secretary	Odzi Sub Catchment Council
Ms Johanna Palmberg		Sida

Annex III.

References

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2. Kujinga K. (2001) Decentralising water management : An analysis of stakeholder management of water in the Odzi sub catchment area, Save Catchment Council
3. Ndaba J, van der Zaag P, Assessment of integrated Water Resource Management in Southern Africa Region, Institute of Water and Sanitation Development, Harare.
4. Chikozho C, Institutional Development Under Water Sector Reforms: Lessons from Mazowe Catchment in Zimbabwe.
5. Darby ,B. (2000) History and Lessons Learned from the Formation of the Mazowe Catchment Council, Zimbabwe , GTZ.
6. Manjonjori, N.T. (2001) Training materials for the Catchment Council, Institute of Water and Sanitation Development, Harare
7. Minutes of the workshop for CM, CC chairpersons and vice chairpersons and Catchment Accountants held at Kadoma Ranch: 30th August–1st September, 2000.
8. Save Catchment Council, Inception Phase, Budget Proposal.
9. Decision contribution done by Sida in November 2000.
10. AGM minutes meetings, 2002
11. SCC and scc minutes and progress reports
12. Training and awareness raising material, produced by the Catchment manager and the Training Officer.
13. Water Sector Reforms (Water Act) Chapter 20: 24
14. Osborne Dam Catchment Rehabilitation Programme
15. KPMG, Finance and Audit 30 months ended 31 December 2002.
16. Annual Report: January 2002 to 2003
17. Catchment Managers Reports
18. Save Catchment Outline Plan.
19. Finance Files and reports
20. SCC and scc files

Annex IV.

Evaluation of Sida Support to Save Catchment Area Council

Question Guide for Staff

Background Information

Name

Position

Sex

Length of time in the Save Catchment Council

Qualification and Profession

Working Experience

1. General

- 1.1 What are your roles and responsibilities in the council?
(Probe for job description)
- 1.2 Besides the catchment manager what other staff are in the catchment council?
- 1.3 What are their responsibilities?
- 1.4 What are the reporting arrangements in place for the staff?
- 1.5 How often is your performance assessed, how is it done and by who?
(Probe who staff appraisal process and who does them)
- 1.6 What tasks are you doing now of which you have expertise?
- 1.7 Which tasks are you currently involved in of which you do not have expertise.
- 1.8 What is the
 - (a) vision
 - (b) mission of the council

2. Governance Issues

- 2.1 Elaborate on council membership in terms of: Number of men & women and positions held, geographical representation.
(Probe for when each of the members came in office)
- 2.2. How are members put in office
(Probe for how often elections are made)
- 2.3 What has been the role of the council in the programme?
- 2.4 How were council members prepared to take up their roles and responsibilities?
(Probe for training to build board capacity to represent members, probe for * common understand-

ding of role of office bearers and whether roles are performed according to expectations. * Role & involvement in policy formulation & guiding the mission & strategies)

- 2.5 What kind of decisions are taken by the council and what type by the staff?
(Probe on process of decision making)
- 2.6 How often are council members informed of developments in the council office comment on how well informed the council is on project developments.
(Probe on frequency of meetings between staff and council and what issues are usually discussed. Probe on programmatic, management, financial, and communication accountability and transparency issues between staff and council)
- 2.7 Does the Council have a constitution? Comment on the adequacy and appropriateness of the constitution?
(Probe On Who Were Involved In Setting Up The Constitution, Probe On When The Constitution Was Adopted)
- 2.8 How are Council and sub-catchment communities structured to ensure there is democratic representation of their interests in the subcatchment and Catchment Councils?
- 2.9 What could be done differently regarding (a) Catchment (b) sub-catchment Council structure and democratic representation processes.

3. Administrative Issues

- 3.1 What changes have been realised in the administrative system of Council since your cooperation with Sida.
- 3.2 Explain how your management information system (Filing) is organised.
(Assess the Filing System)
- 3.3 Explain how your incoming and outgoing mail system is organised.
(Examine the Mail Book)
- 3.4 What administrative systems have been put in place regarding purchasing of assets and items for the organisation.
(Also Probe for Storage Systems)
- 3.5 What other administrative systems have been put in place
- 3.6 What administrative assistance has been received/provided by the HQ to the Sub-catchment Councils?
- 3.7 What system has been put in place regarding performance appraisal
(Probe for Performance Appraisal Forms)
- 3.8 What do you think could be done differently regarding the administration systems.

4. Capacity Issues

- 4.1 Comment on the level and nature of skills of staff in relation to the water sector with specific reference to;
 - Involving Communities, technical Committees and users in project design

(Probe For How This Is Done)

- Involving (a) Communities, (b) Technical Committees and (c) users in strategic planning of Council Activities

(Get Copy Of Strategic Plan)

- Monitoring And Evaluation Of The Programme

(Probe For Systems In Place)

- Reporting

(Establish Type Of Reports And Whether Contractual Reports Have Been Submitted)

4.2 What are the challenges that the Council encounter in relation to skills necessary for the implementation of the programme?

4.3 What problems have the staff experienced in their day-to-day activities

4.4 What suggestions can you make in order to redress the challenges?

4.5 Does the project have adequate material Resources for the implementation of the project?

(Probe What Resources Are Available And From Who; Donors)

5. Programmatic

5.1 Are there catchment and sub catchment outline plans in place for the development of water resources?

(If yes, Probe for what elements are in the plan? If no probe for why they have not been produced)

5.2 How were the plans developed?

(Probe for who was involved in the development of the outline plans? What is the stakeholders' input in the development of the outline plans?)

5.3 How does the CC consult with other planning agencies in the development of catchment plans?

5.4 Were outline plans for the catchment approved by the Minister as required?

(If no, probe for why have the plans not been approved? What is the effect of this on the operations of the cc?)

5.5 What problems have been experienced in the development of catchment outlines

5.6 How does the CC deal with the issue of water development versus water management?

Water Permits: allocation and administration

5.7 How are water permits issued?

(Probe for who is eligible to hold a permit? How many water permits have been issued?)

5.8 Of the permits issued, how many have been issued to women? And how many to men

(Probe for why it is so)

5.9 How are levies from permit holders collected and administered?

Probe for how is the payment determined? Who determines the payment? How much is paid by each permit holder? Who approves the applications for permits?

5.10 Are all water permit holders paying levies?

(If not probe for if not, why? What is being done to ensure all permit holders pay their levies?)

- 5.11 Are there any scc who do not have permit holders? (Elaborate)
- 5.12 How do communal/resettlement areas without many water permits finance their operations?

Water use

- 5.13 What system is used for regulating and supervising the use of water by permit holders?
(Probe for sytem and how effective it is)
- 5.14 What problems have been experienced in regulating the use of water?
- 5.15 How have these problems been solved?
- 5.16 How is ground water abstraction controlled?
- 5.17 How do you ensure exactly how much water has been used/misused and ensure its replacement from the offender?
- 5.18 How is compensation for misuse or loss of use determined? (Probe for whther records on water use are open to inspection?)
- 5.19 How does the catchment council ensure that permit holders maintain, repair any water works connected with his/her water permit?
- 5.20 How do you ensure that permit holders upstream do not prejudice downstream users in a river system?
- 5.21 What are the most common complaints raised by permit holders? (Probe for how these complain-
ts are dealt with.)
- 5.22 What measuring devices are in place to monitor abstraction?
(Probe for who provided the devices, who is responsible for ensuring that the measuring devices are in place and working e.g. Metres, v-notches?, who is responsible for maintenance of the devices?)
- 5.23 In times of water shortages, what measures are put in place to control water abstraction?
(Probe for how the catchment council deals with illegal water abstraction?)
- 5.24 Has there been any cases of suspension of water rights?
(If yes, probe for under what circumstances?)

Water quality

- 5.25 Who is responsible for monitoring water quality? (Probe for how is water quality monitored in the catchment?)
- 5.26 How is water pollution control done?
(Probe for whether there are any penalties for polution)
- 5.27 What are the most common water quality problems?
(Probe for existence of database on water quality? And standards and regulations relating to water quality?)

5.28 Information Management

- 1.What type of data is required for the effective management of catchment?
- 2.How is the information gathered, analysed and used?

3. Who is responsible for the collection of data on water flows, water storage, water abstraction, water allocation, water permits, recharge etc?
4. How often is the data collected?
5. How do you ensure that data collected is of high quality?
6. What information management systems are used in the CC?
7. How do you monitor change of perennial rivers to seasonal flow?
8. How do you assess/examine environmental implications as a result of reduced river flows?
9. What type of information is provided by the permit holders on water use?
10. How often is this information provided?
11. How is the information verified?
12. Is the information available sufficient to ensure effective management of the catchment?
13. If not adequate, what more information is required?

5.29 Catchment Protection

1. What environmental protection measures are in place for the catchment?
2. What are the problems that have been experienced to date regarding issues relating to the environment?
3. How has the catchment council dealt with these issues?
4. Has there been any training on catchment protection for stakeholders?

5.30 Disputes

1. What are the most common types of disputes arising from water use?
2. How are disputes handled?
3. Are the dispute handling procedures effective?
4. If not, what can be done to ensure effectiveness?

6. Key Collaborators

- 6.1 Who are your key collaborators in the water programme ?
- 6.2 What is their role in the programme?
(Probe on nature & kind of linkage for each collaborator. Also probe for any other project/organisation they are not currently linking with which would be worthwhile for collaboration & why do they say so)
- 6.3 Comment on the usefulness of these linkages?
(Probe on what benefits have been derived from these linkages)
- 6.4 What do you think should be done differently in order to maximise the benefits from these linkages?

7. Sustainability

- 7.1 Given your experience in implementing this programme, are there other ways that can be adopted to reduce costs but maintaining the same benefits?
(Probe for cost effectiveness and efficiency)
- 7.2 What measures have been put in place to ensure that the project can run on its own without external funding?
- 7.3 What suggestions do you have in order to make the project component sustainable?

8. Relationship with Sida

- 8.1. In what way has Sida's funding policies and practices assisted in the implementation of Council programmes?
- 8.2 In what way have Sida's funding policies and practices negatively affected the implementation of the programme?
- 8.3 Besides financial support is there any other support you received from Sida?
(Probe for how sida and the council relate, meetings held with sida, sida monitoring)
- 8.4 Is the support currently being provided by sida according to the original agreement with regards to supporting the setting up of the programme
(Probe for perception on convergency or divergencies in strategy and objectives mof cooperation)
- 8.5 Have the cooperation expectations, focus and relationship between Sida and the Council changed overtime ? Please explain how ?
- 8.6 If your partnership with Sida had to start all over again what would you want to see done differently?
- 8.7 Apart from what you have shared with us do you have any other suggestion or information that you would like to share with us?

Save Catchment Council Evaluation

Question Guide for SCC and scc Committee Members

Background Information

Name

Position

Sex

Length of time in the Council

1. General

- 1.1 What is the vision, mission and objectives of the Council?
- 1.2 How did the Catchment Council start? Who was involved in setting up the Council
(Probe who were the key initiators & what was the role of the community)
- 1.3 Who are the intended beneficiaries of the SCC (scc)
(Probe for reasons why)

2. Council Members Role

- 2.1 Elaborate on (a) SCC (b) scc Committee membership in terms of: Number of men & women and positions held
- 2.2 What has been the role of the (a) SCC (b) scc (c) staff (probe for common understanding of role of office bearers and whether roles are performed according to expectations. Probe for role in project design, planning, policy formulation & guiding the mission & strategies)
- 2.6 What kind of decisions are taken by the (a) SCC board (b) scc and what type by the (c) staff?
(Probe on process of decision making, (probe on areas of duplication & gaps)
- 2.3 How are (a) SCC and (b) scc committee members prepared to take up their roles and responsibilities?
(Probe for training to build council board capacity)
- 2.4 How are Council members elected into office and for how long
- 2.7 Comment on the programmatic, management, financial transparency and communication issues in relation to the staff and board?
(Probe on how well informed the board is on project development)
- 2.8 Comment on the clarity of roles of the board members to staff?
- 2.9 Comment on the adequacy and appropriateness of the organisation constitution you have?
(Probe on who were involved in setting up the constitution)
- 2.10 Does (a) SCC (b) scc governance structure optimise participation of communities in the programme (probe for promotion of project ownership, transparency, accountability issues) Comment on the Governance system of the project?

3. Capacity issues

- 3.1 Why and how were you selected to be a member of the SCC or scc board?
- 3.2 What monitoring mechanisms are there in place for the board to monitor the Catchment progress a view to ensuring that it is in line with the vision & mission of the Catchment Councils?
- 3.3 Comment on appropriateness of the various SCC or scc Committee members.
(What benefits are derived from their participation in the council)
- 3.4 Comment on the level and nature of skills of staff in relation to Catchment management with specific reference to;
 - a) Participatory planning (get copies of participatory strategic plan reports)
 - b) Monitoring and evaluation (Probe for monitoring and evaluation systems in place)
 - c) Reporting (Probe for reports that have been submitted to Sida)
 - d) Research (Probe for baseline survey, eas, water management and other research reports on the project)
 - e) Gender (Probe on how the projet deals with girl and boy children and how their different needs and interests are covered)
- 3.5 Comment on the adequacy and appropriateness of your preparation to work as a board/committee member. (Probe for training & capacity development as a board/committee member)
- 3.6 What are the main challenges that the (a) SCC (b) scc board encounter in the programme?
- 3.7 What are the main strengths that the board enjoys?

4. Programmatic Issues

- 4.1 Which activities is the SCC implementing. (PRobe for knowledge of programme by the board)
- 4.2 Comment on the adequacy, relevance and appropriateness of these activities.
- 4.3 What changes have been realised as a result of the programme?
(Probe for impact to environment and community)
- 4.4 To what extend has the SCC managed to meet its target (Probe on the activities carried out and the geographical areas covered)
- 4.5 If the SCC programme were to start again what do you think could be done differently?

5. Key Collaborators

Who are your key stakeholders

(Probe on nature & kind of linkage for each collaborator. Also probe for any other project/organisation they are not currently linking with which would be worthwhile for collaboration & why do they say so)

- 5.1 Comment on the usefulness and benefits of these linkages? (Probe on what benefits have been derived from these linkages)

6. Sustainability

- 6.1 Given your experience in implementing the Save Catchment Council activities are there other ways that can be adopted to reduce costs but maintaining the same benefits?
(Probe for cost effectiveness and efficiency)
- 6.2 What measures have been put in place to ensure that the Save Catchment Council can run on its own without external funding?
- 6.3 What suggestions do you have in order to make the Save Catchment Council sustainable?

Save Catchment Council Evaluation

Focus Group Discussion (FGD) Guide For Community Members

1. General

- 1.1 In your opinion, what are the goals and objectives of the Save Catchment Council
- 1.2 What activities is the SCC involved in this district.
- 1.3 Who are the beneficiaries of the activities of the SCC?
(Probe for how and why)

2. Role of Community

- 2.4 How did the Save Catchment Council start
(Probe for the key people involved and consultations that took place)
- 2.5 What was the role of different categories of people in the Catchment formation?
(Probe for role of community in the catchment design)
- 2.3.What is the role of community in the Catchment activities
- 2.4 In your opinion how relevant are Catchment Council activities in this area?.
- 2.5 What role would you have liked Communities to play in the implementation of the Catchment Activities ?
(Probe for the reasons why they did not play this role)
- 2.6 What are the challenges of the Catchment Council Activities?
(What is being done as a way of addressing these challenges?)

3. Impact of the project

(We now want to discuss the successes and changes that have occurred to the environment and community due to this initiative)

- 3.1 What changes have been realized in your sub-catchment area as a result of the Catchment Council Activities?

- 3.2 In your opinion, what is the most successful component of the (a) SCC (b) scc
(Probe for the indicators of success) What factors are responsible for the success?
- 3.4 In your opinion, what is the least successful component of the (a) SCC (b) scc What factors are responsible for the limited success?
- 3.5 If the Catchment Council were to start all over again what should be done differently for better impact?

4. Project Ownership and Sustainability

(Finally, we want to talk about the sustainability of the programme)

- 4.1 In your opinion the Save Catchment Council activities belongs to whom? Why do you say so?
- 4.2 If funding stops, what are the chances that the project will continue?
- 4.3. In your opinion, what can be done to reduce project costs without compromising the benefits accruing to the target group?

5. Organizational Issues

- 5.1 Can you describe the community structures that are in place to oversee the activities of the community based project?
(Probe for the composition of these structures/committees and their effectiveness) What are the roles and responsibilities for these committees?
- 5.2 What can be done in order to improve the effectiveness of these community structures?
- 5.3 Can you describe the communication process between SCC and the community structures?
- 5.4 How often do you have meetings with the scc?
(Probe on how well informed the communities are informed on developments)
- 5.5 How are the interests of the users and communities represented in these community structures?
- 5.6 If the Save Sub-Catchment Council was to start again in your area what could be done differently.

Save Catchment Council Evaluation

Focus Group Discussion (FGD) Guide For Influentials

1. General

- 1.1 What is your knowledge for the Save Catchment Council.
- 1.2 Would you please describe how the Save Sub-Catchment Council was established in this area
(Probe for the reasons for its introduction and community involvement)
- 1.3 When was the SCC established and how was it established.
- 1.4 In your opinion, what are the goals and objectives of the Save Catchment Council
- 1.5 What role did community influentials play in the following processes:
 - Problem identification and analysis
 - Catchment Council establishment
 - Catchment Programme Implementation?
- 1.6 What activities is the SCC involved in your area.
- 1.7 Who are the beneficiaries of the activities of the SCC ?
(Probe for how and why they say so)

2. Role of Community

- 2.1 How did the Save Catchment Council start
(Probe for the key people involved and consultations that took place)
- 2.2 What was the role of the different categories of people in the Catchment Council formation and establishment?
(Probe for role of community in the catchment design)
- 2.3 What is the role of community in the Catchment activities
- 2.4 In your opinion how relevant are Catchment Council activities in this area?
- 2.5 What role would you have liked Communities to play in the implementation of the Catchment Activities ?
(Probe for the reasons why they did not play this role)
- 2.6 What are the challenges of the Catchment Council Activities?
(What is being done as a way of addressing these challenges?)

3. Role of Influentials

- 3.1 What is the role of influentials like yourselves in the Catchment activities.
- 3.2 What role would you have liked Influentials to play in the (a) Catchment Councils (b) implementation of the Catchment Activities ?
(Probe for the reasons why they did not play this role)
- 3.3 How were (a) SCC and (b) scc put in place? (Probe for election and selection process)

- 3.4 What feedback mechanisms are available regarding dissemination of developments within the Catchment Area.
(Probe for frequency of meetings held with the sub-catchment council)
- 3.5 If sub-catchment Council were to be re-established what do you think could be done differently
- 3.6 What could be done differently regarding Sub-Catchment programme.

4. Impact of the project

(We now want to discuss the successes and changes that have occurred to the environment and community due to this initiative)

- 4.1 What changes have been realized in your sub-catchment area as a result of the Catchment Council Activities?
- 4.2 In your opinion, what is the most successful component of the (a) SCC (b) scc
(Probe for the indicators of success) What factors are responsible for the success?
- 4.3 In your opinion, what is the least successful component of the (a) SCC (b) scc What factors are responsible for the limited success?
- 4.4 If the Catchment Council were to start all over again what should be done differently for better impact?

5. Project Ownership and Sustainability

- 5.1 In your opinion the Save Catchment Council activities belongs to who? Why do you say so?
- 5.2 If funding stops, what are the chances that the project will continue?
- 5.3 In your opinion, what can be done to reduce programme and operational costs without compromising the benefits accruing ?

6. Organizational Issues

- 6.1 Can you describe the structures that are in place to oversee the activities of the Catchment Council at local level?
(Probe for the composition of these, men & women, structures/committees and their effectiveness)
(Probe for how the sub-catchment council members were selected in this area?)
- 6.2 What are the roles and responsibilities of these committees?
- 6.3 What can be done in order to improve the effectiveness of these structures?
- 6.4 Can you describe the communication system between SCC and the community structures?
- 6.5 How often do you have meetings with the scc?
(Probe on how well informed the communities are informed on developments)
- 6.6 How are the interests of the users and communities represented in these community structures?
- 6.7 If the Save Catchment Council was to start again in your opinion what should be done differently?
- 6.8 Is there any other information you would like to share with us?

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