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CENTRAL VISAYAS WATER AND SANITATION PROJECT

Australian Agency for International Development
and
Central Visayas Regional Development Council

ENABLING BENEFICIARIES FOR SUSTAINABLE COMMUNITY-BASED WATER AND SANITATION PROJECTS IN THE CENTRAL VISAYAS REGION

by:

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INTRODUCTION

The recognition and importance of capable grassroots organizations in rural development have been growing steadily. These began in the decade of the seventies. These arise from the theoretical framework that developing the grassroots communities would need the participation of the users of the project benefits. Participation in this context, is meant and include a) beneficiary involvement in the decision making processes concerning the project; b) user involvement in executing decisions; c) sharing in the enjoyment of the benefits of the project as well as in the cost of doing the decisions; and d) partaking in the assessment of the projects' efficacy, effectiveness and efficiency. (Cohen and Uphoff, 1977). Participation must not end here, however. People must be capacitated to operate, manage and sustain the project for participation to be complete. The World Conference on Agrarian Reform and Rural Development (WCARRD) aptly asserted thus:

> "Rural developement strategies can realize their full potential only through the motivation, active involvement and organization of the grassroots level of rural people with special emphasis on the least advantaged, in conceptualizing and designing policies and programmes, and in creating administrative, social and economic institutions, including cooperative and other voluntary forms, of organizations for implementing and evaluating them." (Oakley, 1983, Dams, 1980)

The concept, ideal and practice of beneficary participation are rooted on the principles and philosophy of social science which sustains the worth of the individual person. Social science believes, upholds and buttresses the value of the person not as the object but as the acting subject in the development process. In the early nineteen seventies, the then Brazilian Minister of Education, and later United Nations Consultant in Adult Education, wrote and advocated that the beneficiaries of development process can only realize their full protential as creatively acting individuals if their "personhood" is restored to them and used as the basis of their participation. (Freire, 1974) His classic book, Pedagogy of the Oppressed, became the popular educational and philosophical basis of participation by the subjects of development.

The operationalization of participation in the development process has found practical penchant, albeit at times perfunctory, in community organizing. Organizing the project beneficiaries searches for, mobilizes and harnesses the potentials of people. It attempts to endow the communities with appropriate attitudes, values, knowledge and skills which would enable them, both as individual persons and as collective mechanisms, to effectively interact with other sectors of society (e.g. government) and manage activities for development.

Viewed as process, rural development is defined as the steady and continuous rise in the capacity of the rural dwellers to control their environment; and resulting from that control, there is wide distribution of benefits to as may beneficiaries as possible. (Hollsnteiner, 1979; Cuyno, 1985) It is a catalytic process of releasing the otherwise shackled creative forces of the rural people and empowering those forces for their improvement. It

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appreciates the fact that people are the solution rather than the problem; or are at least the sources of solutions. However, control in the acquisition and allocation of the resources for development is very difficult to come by because of certain constraints, problems, threats and disadvantages that are obtaining in the whole arena of development process, as usually envisaged and executed. For instance, people are utterly disorganized. At most, they are poorly organized, if at all. Then, too, there are impeding and harmful, sometimes abusive, institutional methods and systems. And most enfeebling and injurious, particularly to the dignity of the people in the target communities, are the bureaucatic structures and practices of government and some donor agencies. (See Figure 1 for conceptual framework for rural development as viewed by this paper and writer.)

GOAL OF THE COMMUNITY ORGANIZING APPROACH

The community organizing approach seeks to muster the collective assets and resources of people and analyze the restrictions and together design actions through strategies that diminish, overcome or altogether stamp out these barriers. (Hollsntiener, 1979) Among other outcomes, the process of community organizing should result in the establishment of a peoples' organization that is so viable that through such organization the development is mainly done by them. Any development activity that is done by others for the people does not lead to the development of that people at all.

People must do development by themselves. But given the present state of the rural (and some parts of the urban) areas (cultural, social, political, organizational, managerial, governance, etc.), development agents, both public and private, and the people themselves can not hope to effect the needed change for improvement. What must be required is to put up apt organizational and managerial mechanisms upon, and through, which participatory processes can happen. Community Organizing is a practical process and method of social preparation that should result in appropriate participation procedures and methods through community or people's organizations. (See attached Figure 2 for basic framework of organizing process as envisaged in CVWSP).

ROLES - FUNCTIONS OF COMMUNITY ASSOCIATIONS

Community organizations perform certain roles/functions that are unique to them and are needed if the development process were to be sustained and successful. These roles-functions are:

a) Facilitator - People's organizations serve as facilitators for the delivery of services from the outside - from government and other development agents. Through it, the information about the needs, aspirations and capacities/capabilities of people in the community can be better gathered than is usually done particularly by government agencies and agents. Additionally, accuracy about these needed information would be greatly enhanced through these organizations.

b) Link between people and development/outside agencies. Properly organized, community organizations could provide very effective links between the people who are supposed to be recipients of basic services from, say, the government. Delivery of services on a one-on-one basis, or individually, can be very expensive and wasteful (e.g. agricultural extension or social welfare services). But done through peoples' organizations both the expense and wastefulness could be drastically reduced to the barest minimum. Resources can be maximally used.

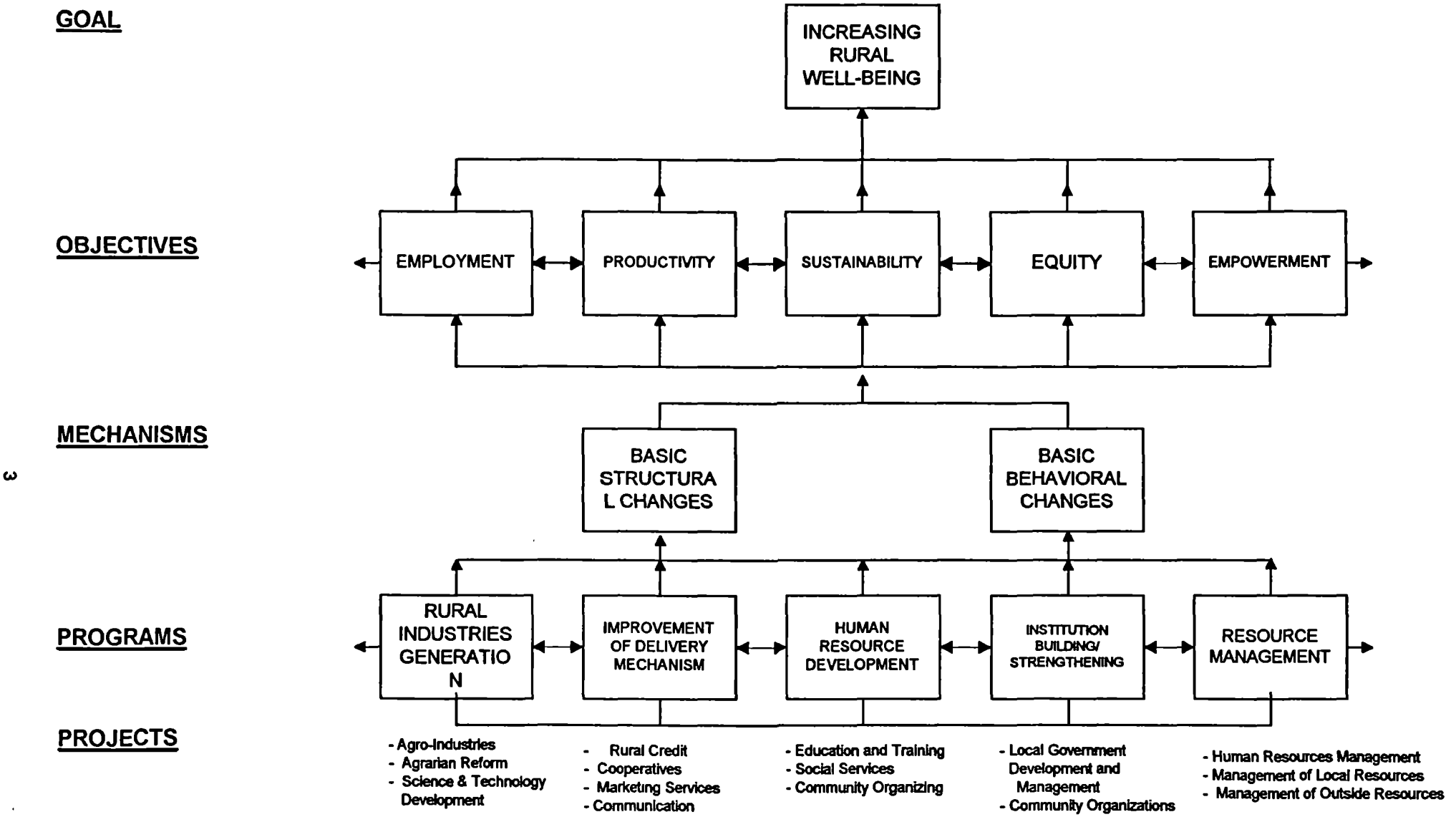
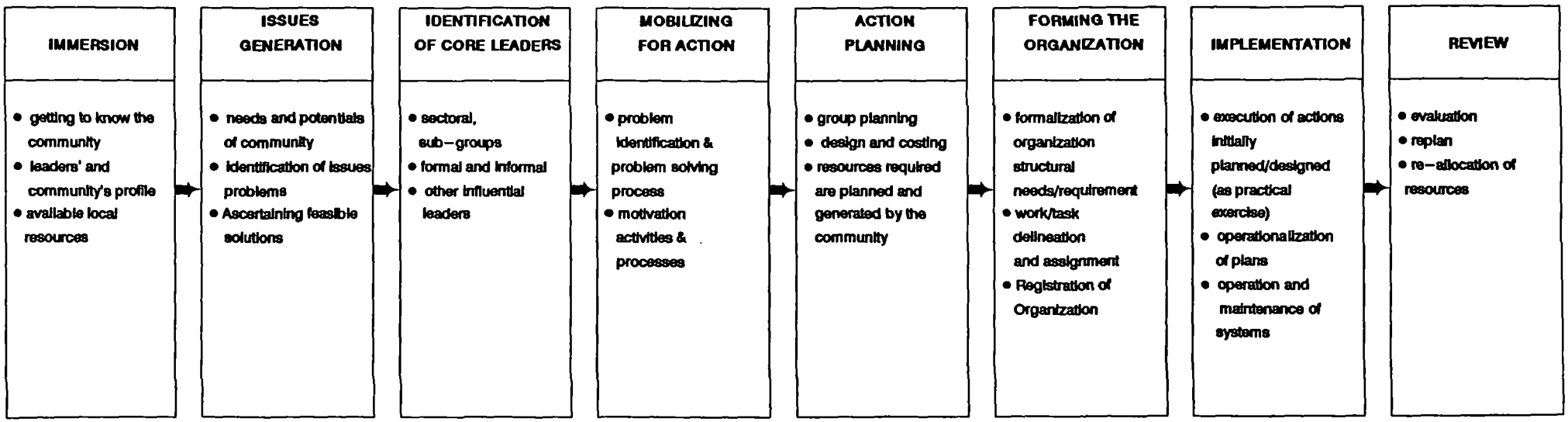


Figure 1
A CONCEPTUAL FRAMEWORK
FOR RURAL DEVELOPMENT

Figure 2
A BASIC FRAMEWORK FOR:
THE COMMUNITY ORGANIZING PROCESS FOR COMMUNITY MANAGEMENT



c) Source of knowledge about the People/Community. Peoples' organizations are excellent generators and sources of information about the community. This knowledge does not only include the important factors of the community such as culture, values, needs etc., but should include the valuable and practical experience of people about their environment and the ways they relate to their environment.

d) Sounding Board for Development Agents. Community organizations are very effective looking-glasses for development service deliveries, specially the government in sounding out the appropriateness, effectiveness and acceptability of their respective policies, programs, projects, etc.

e) Resource Generators. However "poor" the community is, some important resources are locally available; e.g. - labor, sand, gravel etc. Additionally, resources for development that go into the community can be "screened" by the peoples' organization to ensure that these resources are utilizable by, and acceptable to, the community.

f) Forum for Need Articulation and Claim-making. Individually, people in the rural communities can less effectively articulate their needs and aspirations to, say, the government. Claim-making is much the same thing. But through an effective, functional and accepted organization, this twin mechanism could very effectively be done.

g) Monitor of government performances. Strong and functional community organizations would be the most effective auditors of government performance. This is specially and specifically true to (a) the performance of government agents and operatives; (b) how the monies for the project are expended; (c) whether or not the project standards have been followed (e.g. specifications of concrete for roads, materials used in buildings, etc); and d) increasing of the acceptance of the project by the prospective users of it and its benefits. This fact has been amply proven by the Concerned Citizens of Abra for Good Government (CCAGG).

h) Mechanisms for project ownership by the users. Peoples' organizations obtain for the users collective authority through which group ownership of the project is effected. Through the organizations, the feelings of pride, ownership, accomplishment and fulfillment of needs and desires are actually realized.

i) Context of Community Management Practice. It is through the Community Organization that community management is practiced. Through the organization, people collectively possess authority, responsibility and consequently accountability over, for and on the project. With these elements as background or basis, the managerial functions of planning, organizing, staffing, directing, controlling, etc. can be exercised by the people-users collectively which can not be done by them otherwise.

It is against this background, and based on this theoretical framework, that the Central Visayas Water and Sanitation Project (CVWSP) has been conceptualized, designed, planned and attempted to be executed.

PROJECT MANAGEMENT

The Project is jointly executed by the Governments of Australia and the Philippines through the LGUs (Province, Municipality, Barangay) and the National Line Agencies involved (e.g. DOH, DPWH, DILG etc.) under the general direction of the RDC 7. Technical assistance is provided by AusAID funded Australian and Filipino advisers. RDC 7 has created a Project Governing Board (PGB) which provides general policy direction and authority. A Project Management Unit (PMU) was created to facilitate all project activities and stages, including managerial assistance to the lower-ranked implementing units and personnel.

To provide technical support and advice, the Project has a team of Australian and Filipino specialists. These specialists are engineer-planners (one each province), macro-and micro-economists, hydrogeologist, community organizing specialists, and specialists in public health, health education, training, women-in-development, information systems, monitoring and evaluation and community based water system management. AusAID has contracted the Canberra-based Sinclair Knight Merz, a leading Australian environmental and engineering consultants, in collaboration with the Manila-based DCCD Engineering Corporation of the Philippines to assist the implementing staff in all aspects of Project execution.

GOA, through the Australian Assistance for International Development (AusAID), is providing technical assistance, materials, equipment and training to support, develop and sustain water and sanitation programs in the Central Visayan Region. The project began in April 1991 and will run for five (5) years. The Australian inputs were supposed to end by March 1996. But because of a clear need for extension, the assitance will be extended until April 1997.

A Technical Working Group (TWG) was formed to afford a continuing technical advice, policy formulation, technical problem solving and execution of activities and their management to the PMU. The TWG is composed of selected technicians and specialists from the involved line agencies of the National Government and selected Australian-funded advisors. It meets at least once a month. Its decisions and recommendations are accepted by, and made the bases of, decisions of the PGB-RDC and PMU. The TWG is co-chaired by the Project Manager (Philippine counterpart) and the Australian Team Leader. (See Figure 3 for the Organization and Management Framework Chart).

PROJECT OBJECTIVE AND TARGET

The project seeks to improve the health, living conditions and economic status of selected communities through the provision of domestic water supply and sanitation systems. More than thirty two (32) municipalities comprising more than four hundred twenty (420) barangays are the target areas of the project. These roughly make up a quarter of the entire Region 7. Between 1991 and 1997, the Project will construct some 2000 water systems which are planned to serve about 65,000.00 households or more than half a million rural dwellers of the Region. About 400 community-based water and sanitation associations will be organized. These grass-roots organizations shall be the owners, operators, managers and maintainers of the water systems. More importantly, the organizations are devised, formed and assisted to sustain the physical water systems, with decreasing, or as less assistance, from the outside agencies as possible.

Specifically, the Project is designed to achieve a three-point objective. These are a) to increase the potable domestic water supply and sanitation facilities and the design,

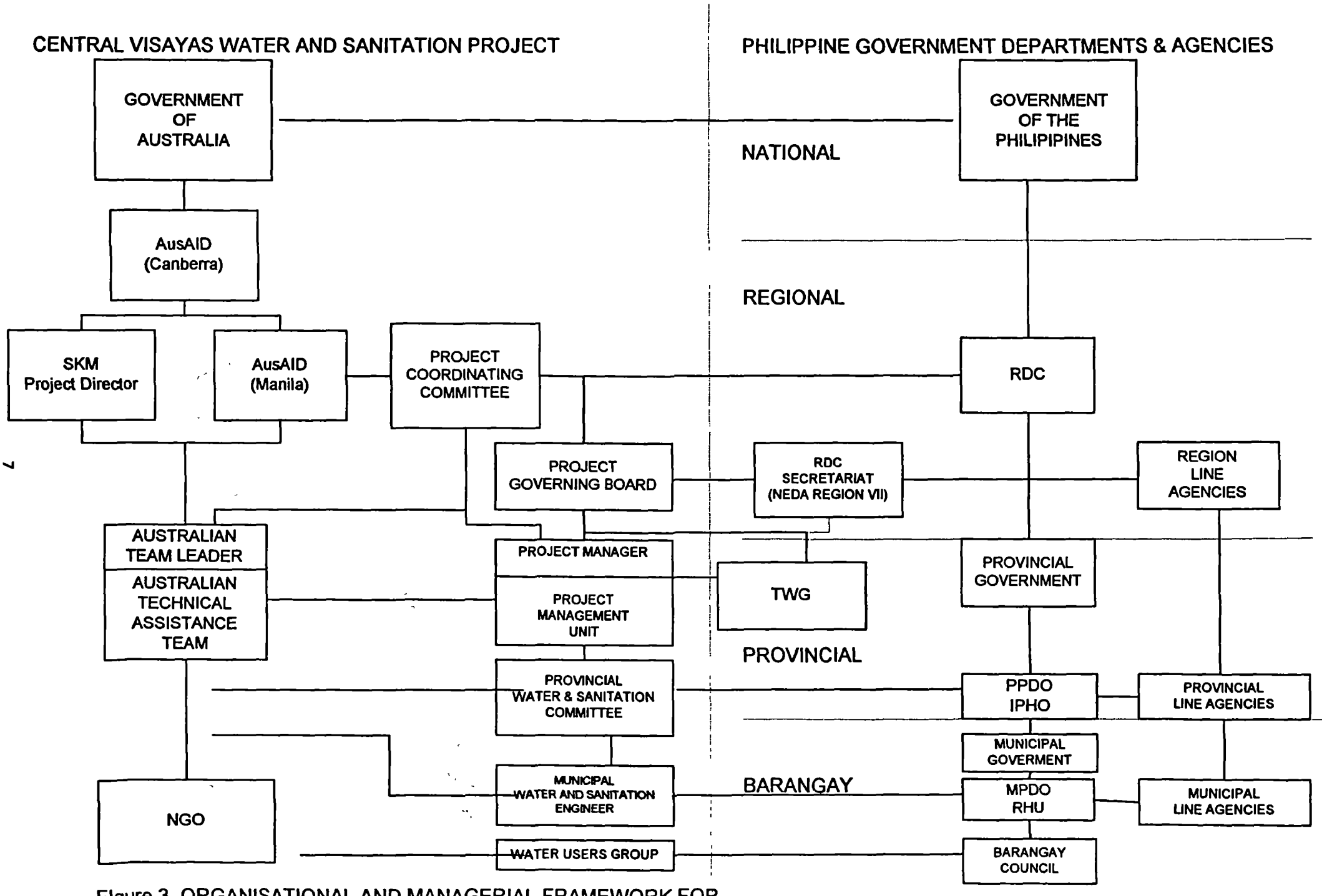


Figure 3 ORGANISATIONAL AND MANAGERIAL FRAMEWORK FOR CVWSP

contruction and rehabilitation of acceptable and appropriate water supply and sanitation facilities; b) to strengthen the agencies involved in the planning, implementation, and maintenance of water supply and sanitation facilities; and c) to increase the sustainability of water supply systems by enabling the users through their own empowered organizations.

These aims are sought to be done through three major components. The components are the communities component, infrastructure and planning component and monitoring component. These components, and the activities therein, are unified, or sewn together, by four recurring themes. The themes are sustainability, poverty alleviation, community and environmental health and the role of women in the development process.

DEVELOPMENT PHILOSOPHY

CVWSP adopts a commmunity-based approach. Implementing activities begin and end at the communities. Coverage barangays and towns are chosen by a pre-determined process and using a pre-implementing set of criteria. Participation is the key principle and element in the projects' execution schemes. The approach is aimed at the development of self-reliant and functional water and sanitation organizations which are formed and prepared to own and manage the water systems. Assistance and support from the local government units (LGU's) are elicited and drawn-out to enhance the effectiveness of the approach.

CVWSP is fundamentally an institution building and institution strengthening project. Water users' organizations are the institutions that are sought to be built at the communites covered by the Project. The behavior of owning, operating, managing, maintaining and sustaining efficient and effective services for water and sanitation are to be institutionalized. At the municipal level, the existing institutions, both public and non-government, are sought to be strengthened to support the community institutions. These are primarily the municipal planning, and development offices, including the implementation capabilities of these municipal governments. Likewise, the knowledge and skill of the Provincial Government personnel in planning, development, execution and management assistance to the community water and sanitation associations are attempted to be strengthened and expanded through Project assistance. (See Figure 4 for graphic presentation of this conceptualization of CVWSP as institution building and institution strengthening project).

PROJECT COMPONENTS AND THEMES

Communities Components

The Project's social preparation is done through the communities component. This consists of creating awareness of the needs,problems, issues and environmental situation of the targeted communites, particularly on water and sanitation; formation, registration, training and legitimization of the peoples' water and sanitation organizations to perform their roles and functions of owner, operator, manager, maintainer and sustainer of water service organizations. Women involvement in the process of organizing and the planning, management and institutional building activities are elicited, enhanced and expanded. (See Figure 5 for Gender Strategy Framework of CVWSP).

The community organizing process in the Project is done by commissioned Non-Government Organzation (NGO). The NGO's are pre-qualified even before the

Figure 4
Conceptual Framework of CVWSP
As Institution Building and Strengthening Project

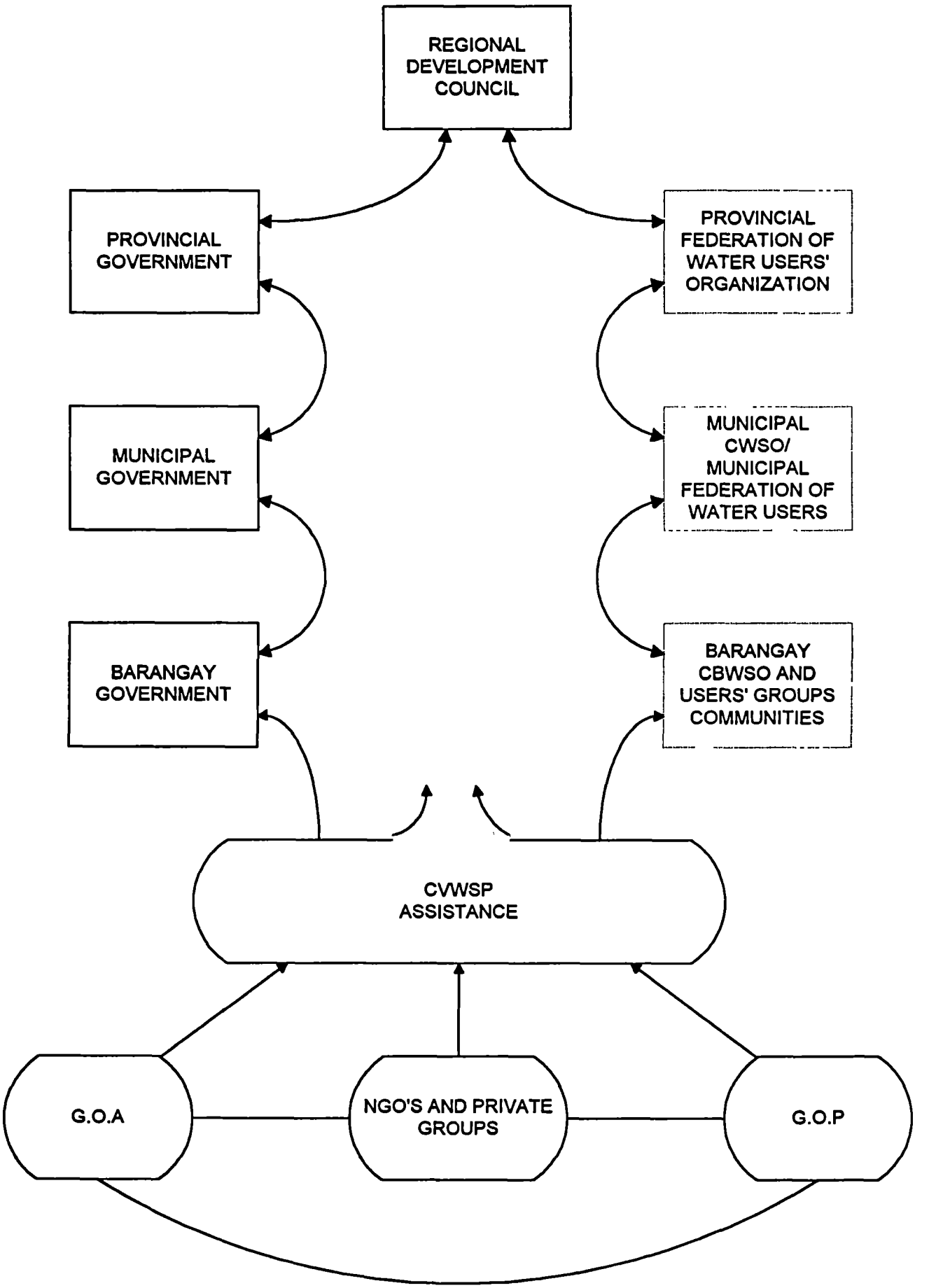
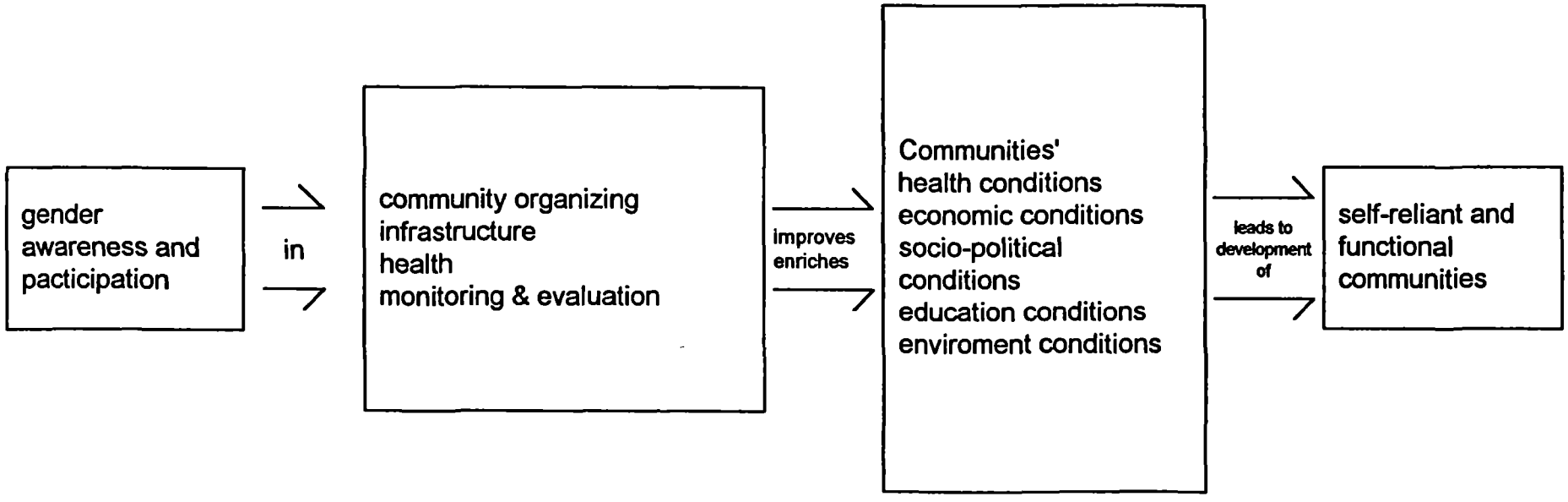


Figure 5
CVWSP's
CONCEPTUAL FRAMEWORK STRATEGY



(Adopted from Dr. Norma Ybañez, paper. Dr. Ybañez is one of the WID Advisors of CVWSP)

implementation activities began. A set of criteria is used to pre-qualify these NGOs. (See Operationalization of Criteria in Table 1) The pre-qualified NGOs are then asked to prepare proposals whenever a municipality is opened for project coverage. The proposals consist of a technical portion and a financial/expenditure part. The technical proposals are intially evaluated by a committee composed of representatives from the PPDO, PMU and the Advisors of the Australian Advisory Team. The Committee uses another set of criteria to evaluate the technical proposal. Based on the ratings, the proponents are ranked. The number one is then called and its financial plan for the organizing work is opened, discussed and revised/altered, etc.. Once the proponent and CVWSP agree, that NGO is commissioned. If agreement is not reached, the second ranking proponent is called and the process is repeated, until an agreement with the NGO is reached.

The NGO is contracted with for a period of 18-24 months with a personnel compliment of one Field Supervisor and three (3) Community Organizers for ten (10) covered barangays. The Project has assumed that a ratio of one CO worker for every three (3) to four (4) barangays, provided they are geographically compact, is the needed organizing intensity for a period of one and a half to two years. It is expected that by the end of this period, community-based water and sanitation organizations shall have been formed, organized, registered and prepared for owning, managing, operating, maintaining and sustaining their respective water systems. (See Figure 6 for the CVWSP Communities Component Flowchart).

Barangays and municipalities are chosen on the basis of a set of criteria which primarily reflects the relative poorness of teh area and the need for water and sanitation. (See Table 2 for the Criteria for selection of areas to be covered by CVWSP).

The Community Organizing process in CVWSP generally consists of the following ten-stage process:

a. Start-up Workshop and Orientation

A three-day workshop commences the process. The purpose of this activity is to give a general orientation of the project concept, goals, targets, processes, methods and other requirements. Participating in the workshops are the municipal officials, provincial officials who are directly involved in the project execution, PMU operatives and the full team of the NGO commissioned for the municipality. This activity is done at the municipality itself.

b. Immersion Into the Community

The commissioned NGO deploys its community organizing team (COT) in the municipality. Community Organizers (CO) are assigned specific barangays. Local officials and leaders (e.g. barangay chairmen, councilmen, etc.) are informed and involved through formal and informal meetings. Community assemblies are conducted. Courtesy calls are done. Through these methods, aspirations, feelings, expectations are surfaced and clarified and possible resources (water sources, skilled manpower and leaders) are cited and discussed. The workers are required to reside in the communities they are assigned.

c. Community Profiling and Documentation

A profile of the community is generated through the organization of data and information. This community outlining mainly consists of household and

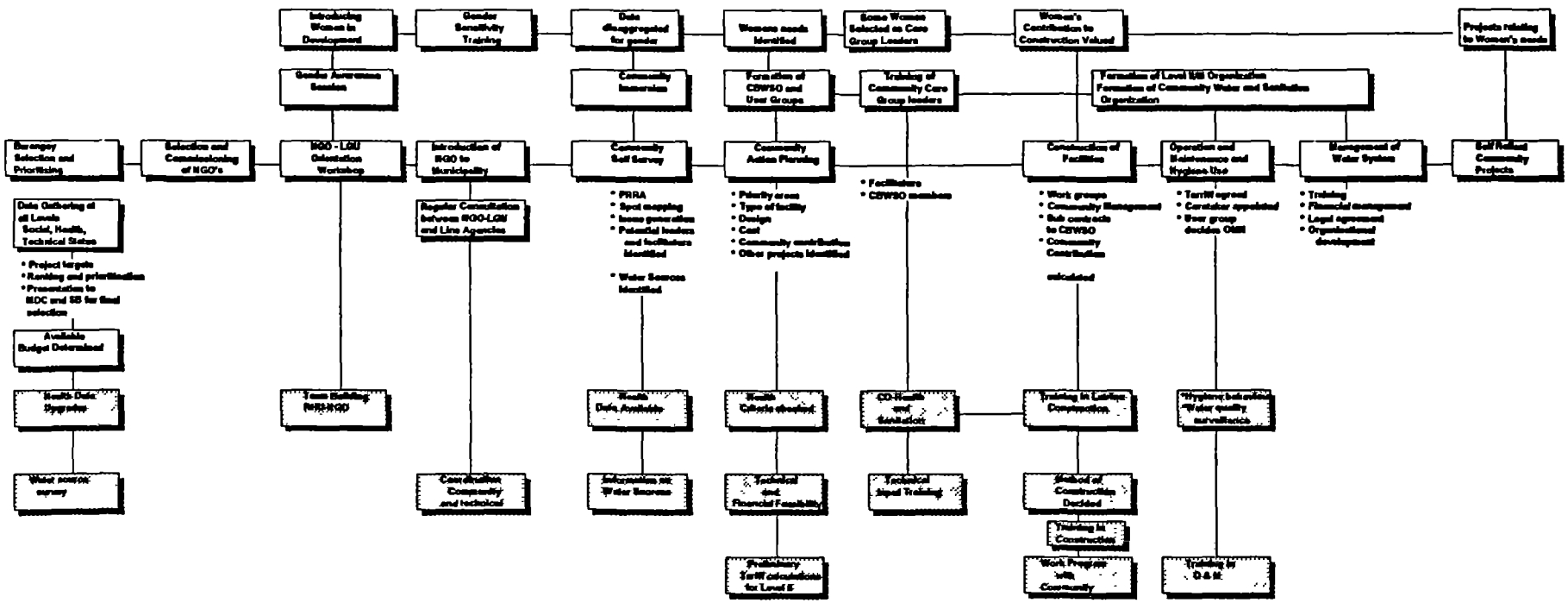
Figure 6 FLOWCHART FOR COMMUNITIES COMPONENT - CVWSP

Objective: To improve the health of the rural communities through the development of water and sanitation facilities

Approach: Develop self-reliant communities and promote sustainability of water and sanitation development by strengthening community participation in planning, construction, management and operation and maintenance of facilities and their hygiene use.

OUTPUTS

1. List of priority barangay
2. BGO selected for project municipality
3. BGO work program Defined roles and responsibilities of BGO, LGU and line agencies
4. Cooperative working relationship with LGU's and related line agencies
5. • Barangay profile of potential needs with spot maps
   • Barangay officials commitment to CVWSP
   • Familiarization with community
   • Potential Core Group members
   • Leaders and potential facilitators identified
6. • Community Plan for Health, Water and Sanitation and other needs.
   • Community Based Water and Sanitation Organization (CBWSO)
   • User Groups for prioritized facilities
   • Work program.
7. Trained Community Core Group leaders
8. Water and Sanitation facilities in barangay
9. • System of operation of water and sanitation facilities
   • Management systems and procedures in place
10. Municipal water and sanitation organization registered
11. Self-reliant community projects
12. Position of women in the community improved



PEOPLE / AGENCIES INVOLVED:

PPDO, IPHO, MPDC Municipal LGU, and Line agencies (MOH) BDC, SB, CVWSP specialists BGO-CO Specialist	PBO Rhoselle Knight (SK) PPDO Municipality	BGO, PPDO, Municipal LGU & line agencies CVWSP-PBO, SK	BGO, PPDO and Municipal LGU and Line Agencies CVWSP-PBO, SK	BGOs, Barangay officials, community, Municipal LGU and Line Agencies, PPDO	BGO's, CBWSO + User Groups, Eng-Planner, Health Spec., CO Spec. Barangay Officials MPDC	BGO, User Groups, Eng-Planners, Health Educ. spec.	BGO, User Groups, Eng-Planners, RSI	BGO, User Groups, CBWSO, BWSC, MPDC	PPDO, BGO, MPDC, CBWSO	MPDC, BGO, Line Agencies	
Community Information IEMs	Barangay Selection and Prioritizing	Selection and Commissioning of BGOs	BGO-LGU Orientation to CVWSP	Institutional Framework of Local Government	Taking Account of Gender Issues in Water and Sanitation The Barangay Profile Participatory Rapid Rural Appraisal Methodology Community Planning	Water and Sanitation Options and Requirement Registration of Water and Sanitation Organizations	Training Programs Under Communities Component Health Aspects of Water and Sanitation	Community Planning & Participation in Construction Latrine Construction Environmental Issues in Water & Sanitation	Community Role and Responsibility in Owning, Managing, Operating and Maintaining the Water and Sanitation System	Tariffs and Financial Aspects		Participatory Monitoring and Evaluation for Community Management
	No. 1	No. 2	No. 3	No. 4	Nos. 5 - 6	No. 9	No. 10 - 11	Nos. 12 - 16	No. 17	No. 18		Nos. 19

Table 2
SELECTION CRITERIA FOR BARANGAYS/MUNICIPALITIES - CVWSP

CRITERION	DEFINITION	SCORING	SOURCE DATA
1. Proportion Population served by unsafe water sources	Population served by unsanitary sources % Total Population of barangay Unsanitary source = open dug well unimproved spring or surface water Insanitary rain water collector	Below 5% = 0 5 to 20% = 1 20 to 50% = 2 More than 51% = 3	RSI at RHU
2. Proportion drinking water sources to population	Number of households using reliable sources Number drinking water sources Sources of drinking water open dug well improved/unimproved springs shallow wells deep (artesian) wells communal faucets household faucets Reliable indicates year round water. Population using sources population in barangay + population in other barangays which use these sources	100 plus HH/source = 3 20 to 100 HH/source = 2 10 to 20 HH/source = 1 Less than 10 HH/source = 0 If computed on population 500 plus/source = 3 100 to 500/source = 2 50 to 100/source = 1 Less than 50/source = 0	Existing data - RSI at RHU Brief survey carried out by MPDC, RSI
3. Proportion households with no latrine	Number of households with no latrine Total households in barangay Latrine = water seal or non waterseal pit latrine	Below 10% = 0 10 to 25% = 1 26 to 40% = 2 More than 41% = 3	RSI at RHU

CRITERION	DEFINITION	SCORING	SOURCE DATA
4. Clustering and size of barangay population	Number of houses in a cluster Cluster = houses within 25m of nearest house Barangay population	Scattered households clusters < 20 houses = 1 Clusters of 20-100 households = 2 Clusters of more than 100 households = 3 Multiply score for clustering by 2 if population > 1000	Brief survey
5. Outbreaks of waterborne disease	Outbreaks of more than 20 cases of cholera, hepatitis or typhoid during the previous 2 years.	3 points for each outbreak	PHN at RHU

PEACE AND ORDER, OTHER PROJECTS, ACCESSIBILITY - CRITERIA AND SCORING

CRITERION	DEFINITION	SCORING	SOURCE DATA
1. Peace and order situation	Report of military activity by Philippine National Police (PNP)	Peaceful; no reported military activity = 3 With reported military activity in the last 12 months = 1 With reported military activity in the last 6 months = 0	PNP reports
2. Other projects: existing or proposed Is realignment a possibility? Note: Where desirable a brief report could be prepared for consideration by MDC/SB.	Existence of a proposal for water and sanitation facilities in the following 2 years. A major project eliminates the Barangay from the selection.	No major water and sanitation project = 3 With proposed project of at least 3 units of level 1 = 2 With devleopment of small level 2 = 1 With existing and/or proposed major water and sanitation project (provincial, foreign assisted) = 0	PPDO MPDC BDC

POTENTIAL WATER SYSTEM DEVELOPMENT - CRITERIA AND SCORING

CRITERION	DEFINITION	SCORING	SOURCE DATA
1. Potential for water system development	Potential water sources: springs, shallow wells. Potential piped system.	Piped system to serve 3 or more barangay = 4 Piped system to serve 1 to 2 barangay = 3 Spring or open dug wells = 2 Rainwater collector = 1 No potential sources = 0 Notes: 1. For piped systems, allocate score in each barangay covered. 2. Where there is potential for both piped and other systems, add points for both.	Preliminary designs by PPDO

demographic data, community resources with special attention to water and sanitation, existing organizations, spot maps showing the relative location of houses, public buildings, community projects, natural resources particularly water sources both "developed" and not developed. This stage should result in at least two basic documents. These are a barangay spot map and a community profile. The primary method used in this stage is a Participatory Rapid Rural Appraisal (PPRA) where data is generated, discussed, analyzed and revised/altered by the community participants with the Community Organizer as facilitator and the other project technicians as resource persons (e.g. - PPDO Engineers, Rural Health Nurse and Midwives etc.)

d. Identification of Potential Core Leaders

The organizer identifies the community leaders. Emphasis is given to informal leaders rather than the formal leaders. The CO process in CVWSP is particularly watchful over retirees who are still physically active. They represent a relatively "neglected" but potentially effective, educated and trained manpower resource just lying around the community and not being utilized for helping the development of the communities they are in. Also, the young people who show promise of leadership qualities are identified and recruited into the stream of the organizing process.

e. Formation of Water Users Groups

User groups are attempted to be formed as water user group. It begins as an informal group of several prospective water users (households) clustered together by geographical proximity. These users together share a water facility which can be an improved shallow dugwell, a rain collector, a drilled deep well or public faucet of a Level II or Level III system. These groups are the basic organizing units of the project. A community-based water user formal organization is composed of several groups of water users. Or, a water user group may be formally registered as an organization itself.

f. Community Planning

Led by the initially identified leaders, the formed water users groups, or a number of these groups, begin to conduct activities leading to planning for the improvement of their community. Results form the community profile, spot map and other information are further used to generate needs, problems, gaps and assessments as inputs to develop plans particularly for water and sanitation services.

g. Preparation of Community Proposal

From the general community plan, each water user group prepares its proposal for the water facility that the users would need and be capable of doing considering the resources that they have, and could possibly, generate, including the reosurces of the Project. In the proposal-making process, the members decide on the type and location of the planned facility. The CO worker facilitates the process and the technical operatives (PPDO/Municipal Engineer) are the resource persons. The resulting proposals are then submitted to the PPDO for review and approval on the basis of technical feasibility and available financial resource. Once the feasibility is determined and sanctioned by the PPDO, the same is reported back to the user group in a meeting where discussion, agreement and final approval are effected.

(See Figure 7 For Community Proposal Form).

h. Leadership Training and Development

The potential leaders undergo leadership development primarily through training and actual exposure to such activities as leading and conducting meetings. The training activities are designed to develop skills in communication, group management, problem-solving as well as imbibing values consistent with local culture and as organization leaders. The commissioned NGO conducts and/or causes the conduct of these training as facilitator, resource person, generator of resources and general management of the conduct of the training activities.

i. Formalization of the Water and Sanitation Organization

The informally organized user groups are, at this time, ready to be formalized. The formalization process include the choice of the type of organization, drafting and ratification of by laws and other documents, pre-membership seminars (if the choice is a cooperative), applying for registration with the appropriate government agency to get the organization's juridical/legal personality. While waiting for the registration, the elected officers are afforded training and other activities designed for obtaining knowledge, skill, and probably attitude, for organization development and management.

The prospective water users, particularly the Level II and Level III system users, are given a choice as to the type of organization they may organize and register. The options are:

(a) a corporate type of organization;
(b) a community development organization;
(c) a rural waterworks and sanitation association; or
(d) a water and sanitation service cooperative.

(See attached Table 3 for comparison of four existing water system management at municipal level in the Philippines)

Each option has advantages and disadvantages which are presented and explained to the users. Also, each alternative is covered by the appropriate government agency. A corporate type of association is registered with the Securities and Exchange Commission (SEC) and therefore follows the rules, regulations and laws covering the registration of such kind of organizations. Community development associations are registered with the Bureau of Rural Workers of the Department of Labor and Employment (BRW-DOLE). A Rural Water and Sanitation Association is registered with the LWUA and Executive Order 577 and the rules and regulations involving this Order are the governing legal bases. A water and sanitation cooperative is registered with the Cooperatives Development Autority (CDA) and is covered by the provisions of Republic Act 6938/6939 and the rules and regulations, policies and requirements appurtenant to such laws.

j. Participation In Construction

Mechanisms are provided to enable the organizations to actually participate in the construction of the water systems. This is specially true to Level I schemes because the skill and equipment needs are not as sophisticated as in the

Figure 7
PROPOSAL FORM FOR COMMUNITY WATER SYSTEM PROJECT

Community Construction: User Group proposal for Level I: and Level II:

- rainwater collector
- dug well (shallow)
- deep well (artesian)
- faucet of piped system

Simple spring development in one Barangay
Rehabilitation in one Barangay

Sketch/design

Information:
Name of Barangay _____
Name of User Group _____
Type of Facility _____
Estimated Cost _____
Estimated
Community contribution _____
Location Map:

Job No. _____

No of H.H _____

Location Map – based on Spot Map

Specification	Cost Estimate				Actual Cost–Implemented				Cost Evaluation	
	Community		CVWSP		Community		CVWSP		Total Cost	CVWSP Input
Materials	Quantity	Cost	Quantity	Cost	Quantity	Cost	Quantity	Cost		
Cement										
Sand										
Labor										
Land										
Other Costs –Transport –Tools										
The User Group agrees to this proposal & agrees to provide as its counterpart the community materials, labor, land & other contributions as stated above.									(A)	(B)

Calculated Community
Contribution (C) based on Philippine Standard Costs

A – B = (C)
%Community contribution = (C/A) x 100

Witnessed:

Witnessed:

User Group Leader

Barangay Captain

Prov'l. Gov't. Dept. Head

Table 3
COMPARISON OF FOUR POSSIBLE COMMUNITY ORGANIZATIONS FOR CVWSP USING SELECTED FACTORS/FACETS

FACTOR/FACET	COOPERATIVE	R.W.S.A.	MUNICIPAL SYSTEM	WATER DISTRICT
Primary Legal Basis	R.A. 6938	E.O. 577	R.A. 7160	P.D. 198
Registering Office	C.D.A.	L.W.U.A.	N.A.	L.W.U.A.
Operating Principles	Cooperative (Service Over Profit)	Corporate (Non-profit; Non Stock)	Government Corporation (Service)	Corporate ("Profit")
Capital Stucture	Relatively Wider Scope of Capital Formation	Limited Scope No Capital Formation	Subsidy/Fees	Fees/Charges Loan Funds
System Ownership	COOP Owns System	Ass'n does not necessarily own System	Local Government Owned	District Owned
Membership	Open Inlcuding Women	Only Household Head	Supplier-Consumer Relationship	Supplier-Consumer Relationship
Member Asset Ownership/Investment	Maximum 20%	Unclear	None	None
Where Final Authority Rests	General Assembly of Members	L.W.U.A.	Local Government	W.D. Board
Allocation & Distribution of Net Surplus/Savings	Interest on Capital & Patronage Rebate	Plowed Back to Improvement	Government Coffers	Improvements/Expansion
Board of Directors				
• Term	Direct Election Two (2) Years (Limited to 3 Consecutive)	Direct Election Three Years (No Limitation)	None	Appointed by Local Chief Executive 6 Years
• Management Role	Supervision, Control, Policy-Making	Policy Making	N.A.	Policy Making
• Board Officers	Chairman Vice Chairman Treasurer Secretary	President Vice Chairman Treasurer Secretary	N.A.	Chairman Vice Chairman Treasurer Secretary
• Management Officers	General Manager Accountant	System Superintendent Accountant	Mayor	General Manager Division Heads
Service to Poverty Groups	High	High	Low	Low
Focus on Women	High	Low	Low	Low
Community Participation	Very High	High	Low	Very Low
Institution-Building	Very High	High	Low	Very Low

construction of the large Level III systems. But even in large Level III, portions of the systems may be given to the organizations to construct. This was true to Barangay Luyang in Carmen, Cebu where the association constructed, in less time required per contract, the pipe-laying part of the work. Other construction requirements that may be offered to the associaitons are sub-contracting of labor, voluntary labor as the association's counterpart and is costed accordingly and included in the total cost of the system. In Bohol, about thirty percent (30%) of the total cost of all Level I units was contributed by the associations through labor and other locally available materials.

k. Operation and Management of the Water System

This stage begins when the system is formally turned over to the organization in an appropriate formal ceremony. Once the system is handed over, the water organization now owns, operates, manages, maintains and sustains the system.

Prior to the hand over, however, a series of activities ensue or are caused to be done. Proposed tariff rates are discussed with prospective users and general membership of the organization in meetings and public assemblies where issues are clarified and agreement in water charges and fees before the tariff rates are set through a resolution of the Board of Directors of the association. This training involves general organizational management, financial management and management of the technical/engineering system including repairs, replacement and rehabilitation of parts and the whole water system.

l. Participatory Evaluation of the CO Process

This is conducted between the 18th and 24th months of the NGO engagement in the municipality to assess the effectiveness of the CO work in attaining the objectives of the communities component. Key informants are selected to attend group discussions on community participation in the project.
(See attached Figure 8 for NETWORK's CO Framework as being implemented in CVWSP).

Support Activities to the Community Organizing Process

The effectiveness of the CO work also depends on the integration of the inputs from the other Project components. Because of this concern, a Municipal Water and Sanitation Committee (MWSC) is organized at the municipal level. The key project implementors operating at the Municipal Level, including the participation of Provincial operatives assigned to the municipality are organized into, and participate in, this Committee. Meetings of this Committee are done at least once every month to discuss progress of work, problems, bottlenecks and needs in the implementation process and other issues. Also, planning for the next month's activities are done, deliberated upon and finalized by component. As soon as the associations are organized, the Presidents sit down as regular members of the Committee to articulate the needs and aspirations of their respective members. More importantly, this procedure democratizes access to project decision-making. (See Figure 9 for the Organizational Chart of the MWSC of Asturias, Cebu)

Project specialists such as in Hydrogeology, Women in Development or Gender Awareness, Health Services Management, Health Education, Construction and Construction Supervision and Community Organizing are made avialable to the NGOs so that technical inputs along

Figure 8 The NETWORK Foundation's Community Organizing Framework Plan

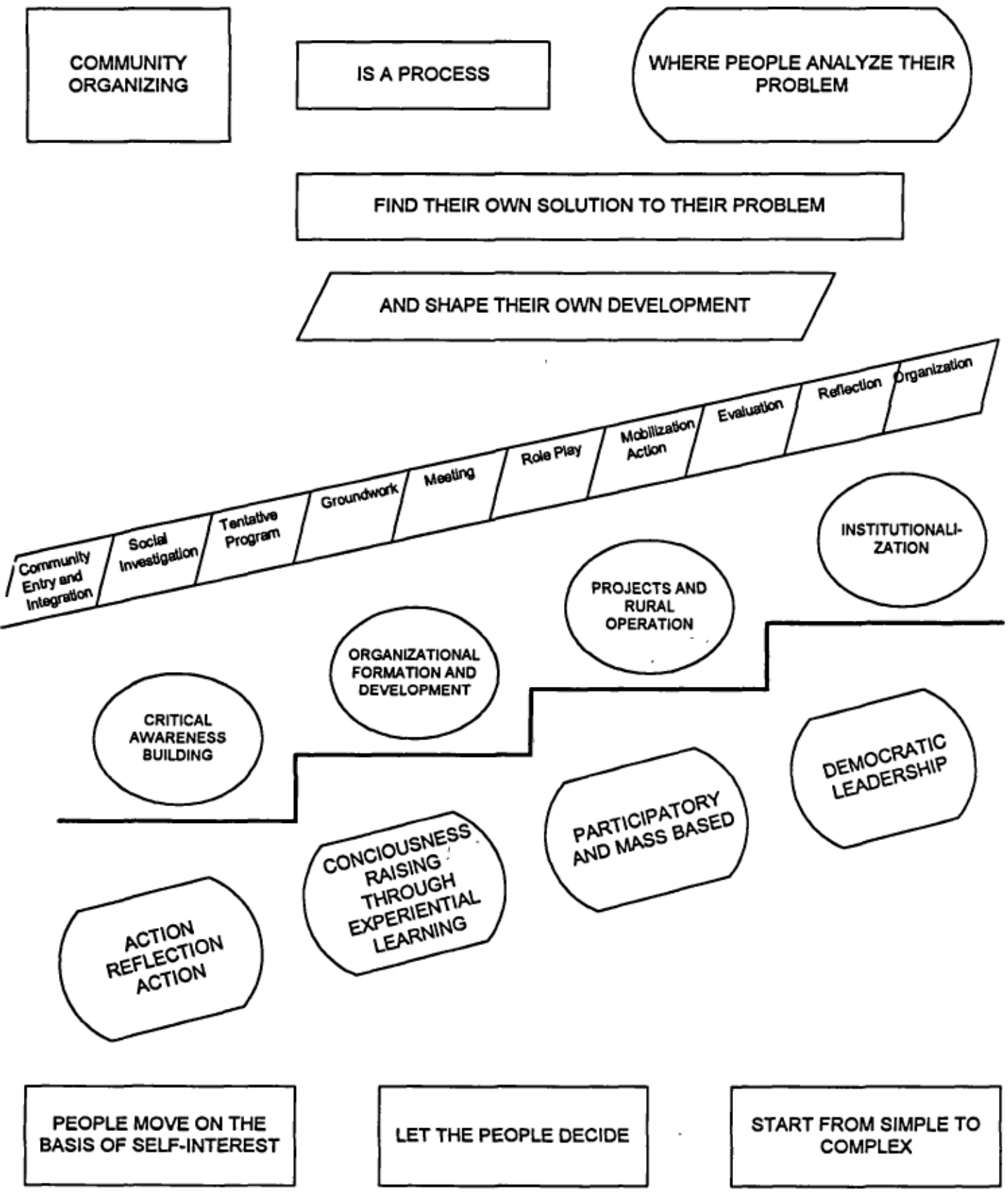
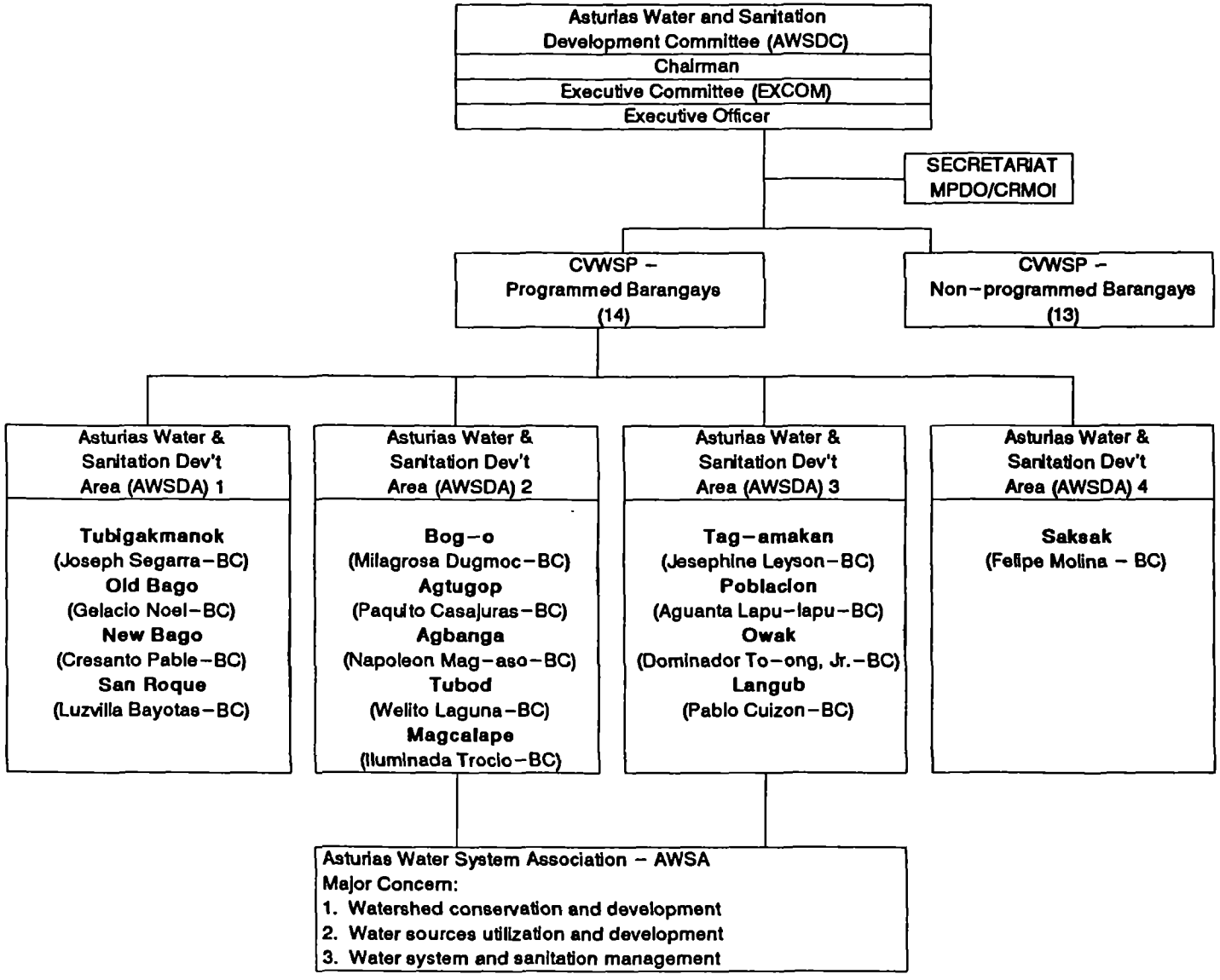


Figure 9
ORGANIZATIONAL CHART OF THE MUNICIPAL WATER AND SANITATION DEVELOPMENT COMMITTEE OF ASTURIAS (CEBU)



these continuingly flow to the COT. Regular monthly cliniquing and coordination meetings among NGO Field Supervisors and the technical component counterparts are regularly held in each Province and Municipality to keep afresh the interfaces and close relationships between personnel of the Project components.

Training in community health among the prospective water users, particularly their leaders are done from time to time, and as the need arises, for each covered barangay. These training activities emphasize the relationship between health and hygiene, on the one hand, and the proper use of water and sanitation facilities, on the other. Also information, education and communication materials on health education have been prepared and produced to enhance environmental health education among the covered communities. There is also provided a knowledge, attitude and practice (KAP) survey. All these are devised to enable communities to improve their environmental health and change their personal and hygiene behavior.

This is an attempt to measure the impact of the Project as it is being implemented. Sample households are monitored before and during implementation. Also group discussions are done among the beneficiaries and are asked how the project has affected their lives primarily their health and personal well-being.

Infrastructure Component

This component is geared towards increasing the coverage of adequate water supply and safe sanitation facilities through the designing, constructing rehabilitating and setting into operation culturally acceptable and environmentally appropriate water and sanitation facilities. The water schemes may be Level I, Level II or Level III. Technical assistance, supply of materials, training, construction and repair of these schemes are provided by the Project.

A Level I scheme consist of developing/improving a point source and ascertaining even before actual construction that the water source, which can be a spring, shallow dugwell or deepwell or even a rain collector can serve the users at the rate of 40-60 liters per person per day (lppd). A Level II scheme is a piped system with communal or public faucets of which serves five (5) to fifteen (15) households. It is made certain that the system can serve the users at the rate of 60-80 lppd. Level III is a reticulated system with individual household connections and should serve a minimum of 80-100 lppd.

The Project also provides materials and technical assistance to the construction and rehabilitation of safe latrines acceptable to the DOH and coming up to their criteria for safe sanitation facilities. These mainly consists of water-sealed or ventilated pit latrines.

This component also has provisions for updating the Master Plan for water supply for the City of Tagbilaran in Bohol.

Planning and Monitoring

This component hopes, and is designed, to strengthen the capabilities of the agencies involved in planning, selection, execution, maintenance, monitoring and evaluation of water and sanitation projects. This also includes the strengthening of the agencies' capability to provide technical, organization and managerial assistance, to community-based water organizations who are, and will be, owning, operating, managing, maintaining and

sustaining the water service facilities.

The activities in this component include the putting up of an appropriate information system to provide timely and accurate data for planning and managing the water and sanitation utilities. These are envisaged to be both provincial information system and region wide network.

It is also the objective of the Project to strengthen regional, provincial and municipal planning units for effective and coordinated planning and management of water systems and the promotion of community participation through NGOs as envisioned both by the Philippine Constitution and the Local Government Code (RA 7160), Corollary to this, the Project will try to train Project staff and appropriate personnel of government and non-government agencies to adopt and utlize effective monitoring and evaluation methods for community-based water and sanitation facilities.

There are provisions for improved and enhanced health service management procedures, methods, functions and the accompanying policies for effective management of district and municipal health services. Also, the improvement in water quality surveillance procedures and methods is a target area for assistance by the Project. For this purpose, selected district hospitals strategically located in relation to Project covered municipalities are provided with laboratory equipment and tools to at least improve biological/bacteriological analysis of drinking water. Accompanying these is the training of laboratory technicians so that there is enhanced knowledge and skill in their utilization.

PROJECT FUNDING

The total funding committment from the Australian Government which will be expended over the five-year project period is approximately A$20 million all in the form of grant. This will cover materials (pipes, fittings, laboratory materials, etc.) and equipment (vehicles, laboratory equipment, etc.), technical assistance, including the cost of social preparation and consultants' fees, costs of training and short term scholarships/fellowhips. The following table shows the breakdown of the Australian Counterpart funds.

Table 4 - Showing Breakdown of Australian Funding for CVWSP (Five Year Period 1991 - 1996)

ITEM EXPENDITURE	AMOUNT
Materials and Equipment	A$ 8.13 million
Technical Assistance	8.20 million
Training	.96 million
Operational Cost	A$ 20.12 million
	(Approximately P400 million)

The GOP has so far estimated to have spent a total of P243.65 million in direct contribution from all levels of government. National funds (through the regular General Appropriations Act), estimated Provincial and Municipal and countryside development funds (CDF) at 20.3 million of Congressmen and Senators. The following Table shows the estimated funds contribution from all levels of Phillipine government.

Table 5 Showing Estimated Funds GOP-LGU-CDF for CVWSP

PROVINCE	CDF	PROVINCE	MUNICIPALITY	TOTALS
Cebu	P 13.3	P 18.0	P 9.625	P 40.925
Bohol	7.0	4.75	3.75	15.500
Negros Or	-	3.85	2.70	6.550
Siquijor	-	.275	.400	.675
Totals	P 20.3	P 26.875	P 16.475	P 63.650

Direct appropriations from the National Government through the yearly budgetary support from 1991 to 1994 is estimated at P180 million. This brings a total of P243.65 million. This amount does not include the value of the salaries of the LGU personnel involved in Project implementation, travel allowances and the cost of the offices, equipment, tools and other such expenses incurred by the LGUs in Project execution. Also, the value of the contribution of the people and the communities in the form of labor and locally available materials expended in the activities and construction of the water and sanitation facilities. Furthermore, the value of the time of the prospective beneficiaries who attended meetings and participated in trainings and other activities are not included.

If these later "costs" were to be computed and included those would be not less than P300 million (writer's estimate). If these were so, then the total Project cost would reach roughly almost one billion pesos (P1 billion).

PROJECT ACCOMPLISHMENT, SO FAR

The Project has been in operation during the last four and a half years. As of October 1995, thirty three (33) towns are covered in the four (4) provinces of the Region. Four hundred thirty nine (439) barangays in these towns are directly benefiting from the Project. There are 77,988 households where 431,276 persons live that are enjoying the Project resources and results, so far.

Communities Component

Almost all of the barangays covered have completed spot maps (436) and profiles (433). Roughly ninety percent (90%) of these barangays have some kind of community plans (395). Copies of these documents are submitted to their respective Municipal Planning and Development Office (MPDO) and Provincial Planning and Development Office (PPDO). A number of these barangays have already reviewed, revised, ramified and refined these documents, again through a series of participative methods such as assembly meetings, discussions and surveys. The village associations have been the mechanism used to do the changes and alterations of the spot maps, profiles and plans.

There have been 5,574 core leaders identified and 5,800 user groups have been formed. From these users groups 463 barangay-based organizations have been organized with 196 already registered with the appropriate government agency. Registration of these associations is continuing. Already there are 36 multi-barangay associations formed of which 20 have already acquired juridicial personalities. It is to these organizations that ownership, operation, management, maintenance and sustainance of the physical water and sanitation systems are handed over.

These outputs have been achieved through the organizing work of fifteen (15) pre-qualified NGO's in the Region which hired and trained over 130 community organizers. These organizers live and work in their respective area assignments.

The total direct costs of this organizing work in all the four provinces is P25,070,989 as of October 1995. This represents roughly ten percent (10%) of the total direct project costs.

Table 6 SHOWING TYPICAL MINIMUM COSTING OF ORGANIZING WORK AT MUNICIPAL LEVEL WITH COT COMPLIMENT OF A CO-SUPERVISOR AND THREE ORGANIZERS (MONTHLY)

ITEM OF COST	AMOUNT	PERCENT OF TOTAL
CO SUPERVISOR - SALARY	P 6,000	15.17
COMMUNITY ORGANIZERS (3) - SALARY	15,000	37.94
FRINGE BENEFITS	3,150	7.97
TRAVELLING EXPENSES	2,500	6.32
FIELD OFFICE OPERATION	6,300	18.93
OVERHEAD COST	6,590	16.67
TOTAL	P 39,540	100.00

Additionally, there have been accomplishments by the organizing process which are not explicitly written unto the contract provisions with the NGO. These results are "natural" spin-offs of the organizing process mainly because the NGO is not constricted to respond to just water and sanitation issues. Other issues such as livelihood activities or activities

directly related to water and sanitation needs of the beneficiaries aired and articulated by them have ended up in "other" activites by the organized groups.

The Camambugan Community Development Association (CCDA) in Camambugan, Ubay in Bohol is a very apt example. Organizing work was commenced by the commissioned NGO (PROCESS, Inc.) in March 1993. The CVWSP suggested CO process was generally executed with some innovations and initiatives from PROCESS and its organizers. By December 1993, or eight months later, the Association was registered with eighty six (86) initial/original members. As of October 95, the members increased their number to one hundred thirty six (136).

Meantime, thirty five (35) Level I units, mostly improved shallow and deep wells were constructed by CVWSP with the labor supplied by the Association. On the part of the members who actually worked in the construction, no labor cost was actually personally collected. However, the money intended for labor was paid to the Association which pooled the proceeds and used the same for both additional water facility units and for livelihood capital. Out of this money the Association was able to construct eight (8) more Level I units bringing to forty three (43) the total number of units in the barangay and serving more than four hundred (400) households or over two thousand five hundred (2500) persons.

Its initial livelihood undertaking was a money-lending scheme. The Association began to release loans amounting to P15,000 in February 95. Twenty five (25) members were the first who availed of this lending facility. The interest charge was 25% for three (3) months with amounts borrowed ranging from as small as P500 to as high as P2000 each borrowing member. As of October 95, the repayment rate is an amazing 100%. In the early part of 1995, the Association built its small office and bodega building on a lot "given" by the Barangay Council just beside the RHU building. The building cost the Association more than P15,000.

As of the end of October 95 or after thirty one months since the organizing process started, the CCDA is on its way toward self-growth with assets of more than one hundred fifty thousand pesos (P150,000) including cash-in-bank of more than sixy five thousand pesos (P65,000) and not including forty three (43), Level I water systems each costing about P27,500.

In Barangay Manatad (Sibonga, Cebu), a Tree for Life Project sprang from the organizing process undertaken by Lihok Filipina, Inc. This was the NGO commissioned for the town. A key objective of the Project is providing an environment that contributes to the overall sustainability of the built water systems. While there are still a few springs flowing with water, the upland areas of the town have been devastated by loggers, farmers praticing lowland agriculture, charcoal makers and others doing similar activities which are highly destructive to the vegetation. Resulting from these ruinous and wasteful activities done over more than twenty years, many of the springs have dried up.

The organized water user groups decided they can do something positive about this situation without expecting help from the outside. The members agreed to cause each household to plant at least a tree in each backyard. The officers secured seedlings of fruit trees, mahogany, gemelina, teak, eucalyptus, etc. These were planted. This particular exercise spread into the neighboring barangays covered by the Project with the encouragement, prodding and assistance from the NGO's community organizers of Lihok Filipina.

Infrastructure

The Project engineers have continucusly and consistently been planning, designing and constructing (or cause the construction) of the water systems. They also provide the construction supervision as well as the assistance required for such pre-turnover activities as leak testing, pressure testing and other related activities.

More than fifty five percent (55.66%) has been completed of the infrastructure for water systems overall. More than seventy one percent (71.66) of the latrine units have been completed over the whole Region. On the total physical units, one thousand two hundred two (1202) units have been completed all over the four (4) provinces of the planned one thousand eight hundred four (1804). There are still four hundred sixty four (464) to be begun and one hundred thirty eight (138) are on-going.

In all the municipalities and barangays covered by the Project (33;439), twenty four thoudand ninety four (24,094) households have been planned to be served each with latrines. Of these, fifteen thousand seven hundred thirty (15,730) houses have enjoyed new latrines. Two thousand one hundred ninety nine (2,199) are still being constructed and six thousand one hundred sixty five (6,165) are still to be built. (The following tabular presentations numerically show the accomplished systems and percentages against the planned targets.)

Table 7 SHOWING PHYSICAL ACCOMPLISHMENTS FOR LEVEL I AND SMALL LEVEL II SYSTEMS AS OF OCTOBER 1995

COVERED TOWNS	PLANNED UNITS	COMPLETED UNITS	PERCENT COMPLETION
1992 TOWNS	769	728	94.67
1993 TOWNS	703	472	67.14
1994 TOWNS	332	2	.60
TOTAL	1,804	1,202	54.14
AVERAGE			

Table 8 SHOWING HOUSEHOLD COVERAGE OF LATRINES AS OF OCTOBER 95

COVERED TOWNS	PLANNED UNITS	UNITS COMPLETED	PERCENT COMPLETION
1992 TOWNS	7,070		100
1993 TOWNS	8,579	7,070	86.92
1994 TOWNS	8,445	7,457	14.25
TOTAL/AVE	27,094	1,203	67.05
		15,730	

Table 9 SHOWING PERCENT ACCOMPLISHED OF LARGE LEVEL II/II WATER SYSTEMS - WHOLE REGION BY MUNICIPALITY BY YEAR COVERED

COVERED TOWNS-YEAR	SCHEDULED COMPLETION % BASED ON 95-96 PLAN	ACTUAL % COMPLETION AS OF OCTOBER '95	COMPUTED % COMPLETION
1992 TOWNS	95	91	96.8
1993 TOWNS	81	78	96.3
1994 TOWNS	35	12	34.3
AVERAGE	70.33	60.33	76.46

There are already ten (10) of these large level II/III systems which had been turned over to the respective community-based organizations. In the municipality of Argao (Cebu), three (3) small reticulated water systems and one main system covering five (5) barangays have been operated and managed by their associations for over six (6) months already. Two (2) each in Bohol and Siquijor complete the ten (10) so far. By the end of 1995, eight (8) more of these water systems will be turned over to their respective organizations.

The Argao main system was handed over on the third of February this year. The organization was registered as a water service cooperative with the Cooperatives Development Authority (CDA) on 18 January 1993. During the last eight (8) months since February, the Community Water and Sanitation Service Cooperative of Argao (COWASSCO) has been owning, operating, managing, maintaining and sustaining the water system. It has been one hundred percent (100%) in collecting water charges. It has employed eight (8) full-time management staff and employees. The manager was initially paid P4000 a month. This was increased to P6000 after three (3) months. It has consistently surpassed its collection targets. (See Figures 10 and 11 for Household Connection and Revenue Collections of COWASSCO in FY 1995)

COWASSCO has so far established its management systems, tariff rates, and other organizational requirements. It has borrowed money to buy new water meters which were re-lent to individual members payable in ten (10) equal monthly installments and paid together with the monthly water bills. It has also acquired a motorcycle on loan basis to augment its mobility in performing managerial roles and functions like meter reading, monitoring and other activities.

The Board of Directors and managerial staff conducted a workshop recently to improve its internal controls as suggested by an audit report of its external auditor - the R.Z. Escobia and Company, Certified Public Accountants. The Argao Cooperative has also become the show window and laboratory for all the other similar organizations having, or will be having, their similar water systems.

Assistance to COWASSCO (in Argao), and the other systems already handed over to their respective organizations, and organization development, management and other technical requirements of operation is continuing. As envisaged and established by the Project, these assistance basically come from NLA, LGU officials, RDC-PMU, NGOs and the Australian funded Advisors. A federation of these water systems is being organized which is designed to take over a major portion of the roles and functions now being performed by the latter group of agencies and personnel.

Figure 10
COWASSCO - Household Connections FY - 1995

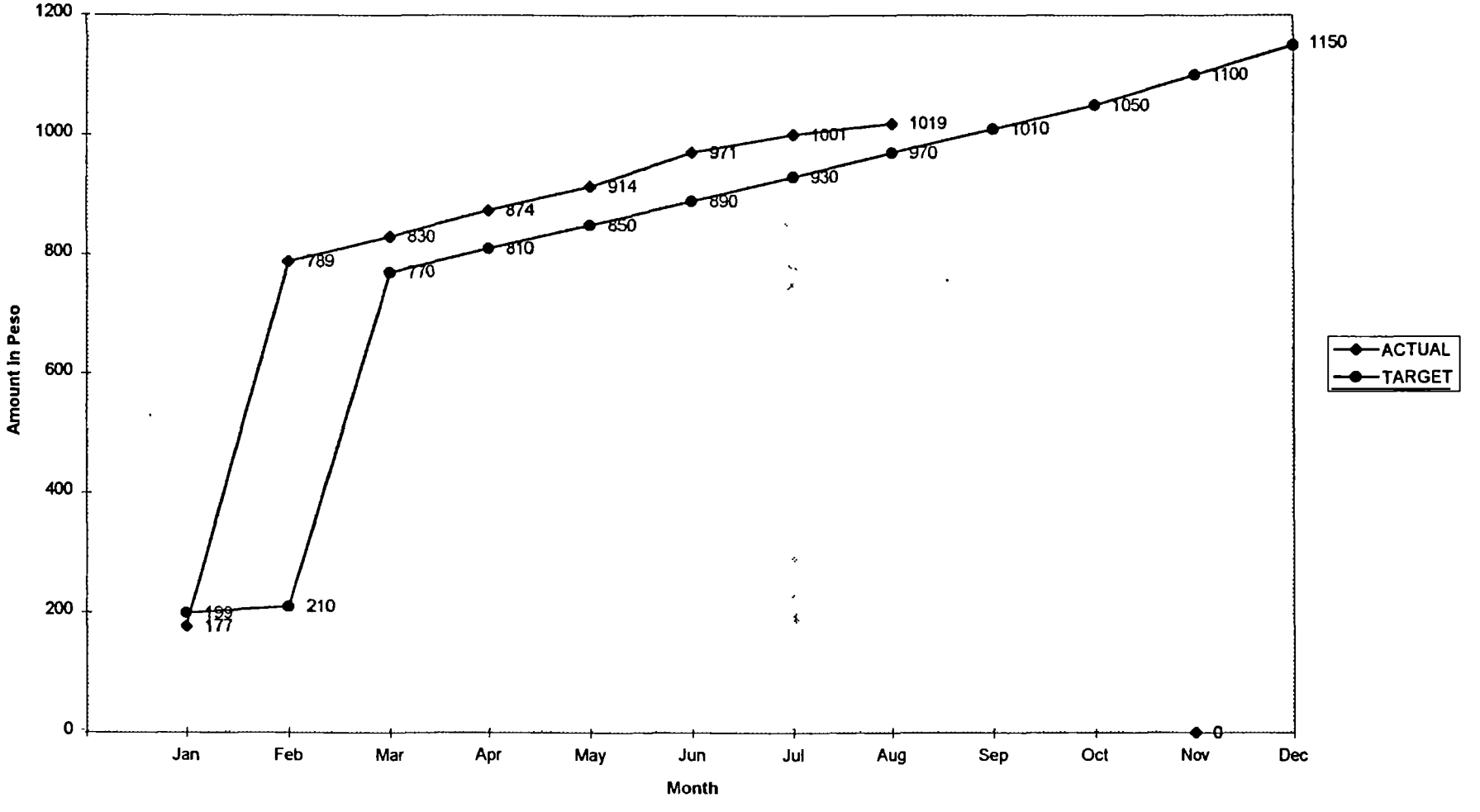
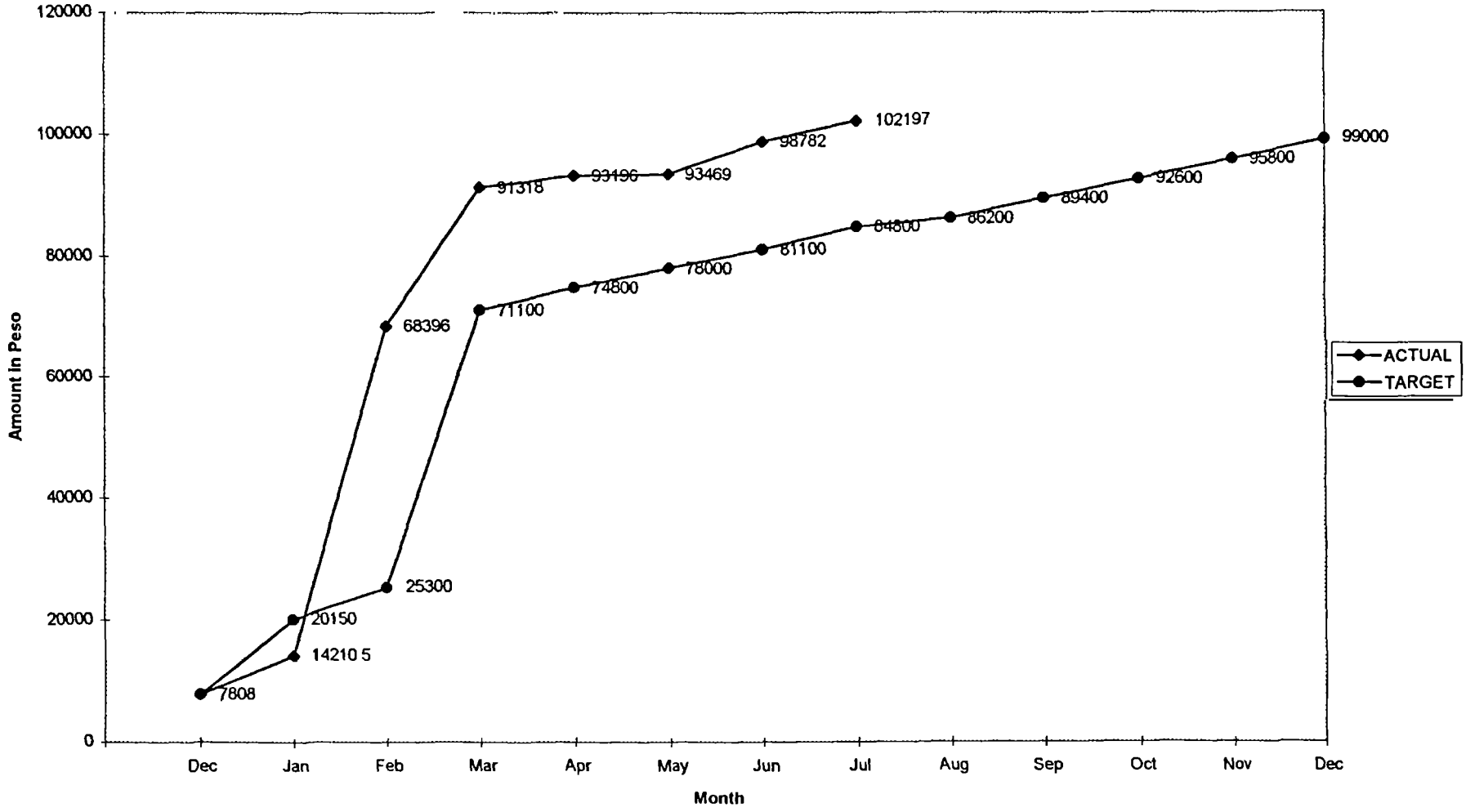


Figure 11
COWASSCO - Revenue Connections FY - 1995



Planning and Monitoring

This appears to be the weakest in the Project's accomplishments. Provincial and Municipal Water and Sanitations Plans have not yet been completed. Many of the municipalities had begun the process of doing their respective plans for water and sanitation but only two (2) have completed their plans. Even these two have not done the appropriate and acceptable documents of the plans.

Under the C.A.S.H.E.W.S. program, regional, provincial and municipal information committies have been formed. These committees have generally been functioning - thus improving coordination and communication in the planning and monitoring activities across the sector in the Region. Also because of this program, workshops have been conducted during 1994 and 1995 all designed to developing information systemms in Region 7 for water and sanitation sector. These workshops have resulted in hardware orientation and forms for data development.

Regular monitoring activities have been done in the progress of the infrastructure. Systems on these area have been fairly well developed and functioning. However, the monitoring of the operation and management performance of the water and sanitation organizations is still to be fully developed.

The KAP survey is still going on. Hopefully, the results of this survey could reveal some impact of the Project particularly with respect to those behaviour of the water users in the covered areas.

A method of monitoring the financial performance of the water associations is now in place. The method was prepared, developed and "tested" in Bohol and Negros Oriental associations. The Bohol results seems to "validate" the functionality of the method which indicated that the payment rate of the Level II systems is fairly satisfactory so far. So also is the indication for rain collectors. But the improved shallow wells show an entirely negative result. The reasons most frequently given for non-payment are economic difficulty, presence of or previous experience in getting free water, unsatisfactory service, seed money going into repairs and repairs being done by the beneficiaries themselves.

The Project has made sure of really improving the water quality surveillance in the Region at least in the covered areas and nearby municipalities. Before the Project, there were only three (3) water testing laboratories all over the Region which serviced one hundred twenty five (125) municipalities and eight (8) chartered cities. The Project has developed six (6) more "new" water laboratories complete with the necessary equipment, tools and materials. The government (DOH and LGUs) has provided the needed personnel (e.g. laboratory technicians) and training of these personnel for the proper use of the new equipment was done by the Project. Also, appropriate systems and procedures for the regular sampling and water testing have been established and are now in use.

PROJECT PROBLEM AREAS

The Project and its implementors had encountered many problems. The problems herein cited are those that have been observed by this writer and therefore limited by his own perspective, knowledge of, and ability to discern, the Project. To be sure, there must be other problems that must not have been captured by this paper.

Project Design Problems

There are a few problems the Project experienced owing to the project design. For example, the Project design assumed the presence of an adequate number of appropriate personnel at the Provincial, or even, the Municipal, level (e.g. Engineer, etc). The experience, however, reveal that the assumption is not what reality is. Also, one of the assumptions of the project is that for micro-watershed development a G.O.P. agency (D.E,N.R.) should be the one doing and supporting such actions. The problem, however, is that coordinating with this agency entails a lot of time and effort on the operatives of the Project. Besides, DENR has the least priority over projects of such magnitude and nature. In a few instances, the project area is not even in the map of DENR.

Administrative and Managerial Problems

Managing a multi-disciplinary and therefore multi-agency-executed project is already a difficult problem in itself. Coordinating the activities and inputs of the different agencies, though achievable, is an outright difficulty; and, the Project did experience such difficulty. Confronting such problem, the operatives of the agencies concerned were not well oriented towards the Project (concept, process, methods, etc.) to the extent that actual behavior of these operators run counter to the Project's philosophy. For instance, engineers almost always believe that this a pure and simple infrastructure project especially during the early months of operations.

Additionally, the lack or absence of appropriately committed-to-the-Project personnel has added burden to the Project managers. In the midstream of Project implementation, the Project managers trained the needed manpower learning practical, but technically based, skills such as hydrogeology, water and sanitation planning/management, community organizing, etc. Some of these were actually trained in Australia expending a huge sum of money. However, some of these personnel were re-allocated to other tasks almost immediately upon return to duty in country. At least this happened in one province involving at least two personnel who were trained in Australia.

Preparation and completion of managerial water and sanitation plans are more than snail's pace. Again, the main reasons for this is that either there are no appropriately trained personnel to do this or there are no personnel at all.

Finally, there are administrative problems in the release of GOP counterpart funds. Red tape in bureaucracy is the main culprit in this area. But the most pernicious problem in the release or non-release of GOP counterpart funds is the requirement in the budgetary process that unexpended or at least-un-obligated, funds automatically revert back to the vaults of the national treasury. This is a case where bureaucratic process (the budget process) takes precedence over the usually slow but needed growth process (e.g. community organizing process). This phenomenon is both counter-productive and anti-development.

Infrastructure

There are five (5) "critical" problems experienced by the Project in the infrastructure component. These are considered critical because these are the problems that have been experienced all over the Region; they recur in almost all municipalities and barangays; and they have great implications to the other project components, particularly the communities component.

Technical plans and designs for every construction job in the Project are important and needed. For instance, no funds or materials may be released without these plans and designs. Specifically, no bidding ever occurs if the costs and estimates are not based on them. These documents are also presented to the communities concerned as bases for soliciting and generating their "counterparts" and serve as a mechanism to promote the Project's transparency of operations which is crucial to people's participation and consequently their total commitment to the Project implementation. But in almost all municipalities, these documents are slow in coming and are always delayed.

The above problem is coupled with problems in the delivery of materials. These consists of wrong deliveries, over-and under-deliveries, lost materials in the process of delivery, inappropriate specifications, unrecorded deliveries, etc. One could just imagine the contribution to the cost over-runs if these "errors" were to be rectified. Also, there seems to be no standardization of specifications in system designing and consequently in the actual construction.

Managing the contract with the contractors is very minimal, if at all. The engineers and the persons with authority over the enforcement of the contract provisions appears to be hesitant to use their authority, to say the least. It seems that contracts with contractors are never managed at all. They are just left to the whims and wishes of the contractors. While the contract provisions may appear to be very fair to both parties, these may actually be onerous in favor of the contractor because the other side abdicates its management prerogative.

The lack of appropriately trained personnel results in poor construction supervision. This problem is corollary, or contributory, to the first cited problem of contract management. Also most engineers in the Project do not believe in, or agree to, giving opportunities for the organized communities to undertake the construction themselves. Usually the reasons given by the Engineers are people do not have the skills; they are not well organized; they do not have the required equipment; they do not have the skilled personnel (e.g. plumber, foreman etc.)

Problems in the Communities Component

By project design, the organizing process was programmed to last for a maximum of eighteen months in each of the covered municipality. This in itself was already a handicap. What was originally envisaged was to have at least three years or twice what was authorized and approved for funding. Originally, the organizing process was intended to have the presence of the NGO at least six months before any construction activity was to be done and at least six months after the systems have been turned-over. This problem was partly "solved" by extending the services of the NGO workers at an average of six months in each municipality. This made the presence of the NGO workers up to twenty four (24) months in each covered municipality.

Because of delays in the infrastructure construction and in the completion of engineering plans and designs, problems of continuing the presence of the NGO at the community sprung up. In many cases with respect to the Level II/III systems, the construction can not be completed as planned/programmed. Meantime, the 18-month period of contract with the NGO elapses. In some few cases, the construction has not yet started but the NGO's time has already been completed. Extensions have been the palliative solution to this problem.

Target communities are sources of problems themselves. Firstly, the community's experience in both previous government-sponsored projects and organizations may heighten or hinder the organizing process. Where this experience is bad (such as failed projects), organizing becomes an utterly uphill work. Otherwise, work is like sailing on a smooth sea. Secondly, where communities have experiences of getting their water free for a long time, making them pay for the service, however needed and reasonable the fees may be, is a struggle. Also, the presence of similar projects whose concept, process and method are incompatible with those of CVWSP's has made the organizing work a very tough job.

"Split communities", especially if the rift is caused by deep partisan political considerations, are an almost insurmountable hurdle for organizing work. Anything that a worker does with one group becomes "bad" to the other. In such kind of situation, anything started or done by one group is discontinued or dispised by the other, however good that may be to the whole community. And such situation is like the task of Sisyphus for the organizing team.

There are also problems in the interface between components. The organizers find it very difficult to deal with technical personnel, including operatives of the PPDO and MPDC. Where these personnel are not well attuned to the Project's concept, particularly with the communities component, the difficulty becomes even more tricky and turtuous. Also, some health workers seem uneager to work with the organizers or for the Project. CVWSP does not seem to be included in their priorities; or at most, the Project tasks for them are way below the ladder of priority. One reason for this is that, the changes caused by the devolution resulting from the Local Government Code are viewed by the workers as disadvantageous to them and their security of tenure. Health workers (e.g. RSI) clamor for "extra pay" (honorarium) from CVWSP because their tasks in the Project are "additional burden" to them. Besides, in other similar projects they get honoararia. So, why not in CVWSP ?

Constant turn-over of community organizers and/or changes of NGO covering a municipality or coverage area disrupts the continuity of the organizing process. In relation to this, there is a difficulty in recruiting appropriately trained organizers. There appears to be a shortage of this type of trained technicians in the Region.

SOME LEARNINGS FROM THE CVWSP EXPERIENCE

Community Organizing Is A Slow Process

Community organizing, by nature, is a slow process. As such, it requires patience, tenacity, resoluteness of purpose and blithe behavior of the organizer as facilitator. As a development endeavor, it is like the egg-hatching process. There is a very specific time frame. If the time is pre-empted, the result is not desirable. If it is lengthened too much, the consequence is equally unwanted. The pace of the process must be based on the rate of progress of the community as a collective entity. Thus, based on the 18-month period of organizing in CVWSP, it is both unfair and impractical to expect all the community associations to behave and perform uniformly or similarly.

Community Organizing Is Not Enough

It is given and accepted that organizing is a pre-condition for project success and sustainability. But by itself, and whatever the results may be, community organizing does, and can, not make a project successful and sustainable. For instance, timely and appropriate flow of funds is crucial. Administrative problems such as budget flow, or technical problems such as in the delay of construction, bureaucratic red tape, disrupt and demolish the gains in the organizing process; e.g. - decreasing the fervor of the people in the community; or outright dropping out of the process. It is well to take heed the fact that successful organizing of communities is merely a beginning. Sustaining and institutionalizing the behavior of group action is the eventual objective. This is a more difficult thing to do than forming a collectivity. This fact has been shown by the performance of the already turned-over systems in Argao, Carmen and Sibonga (in Cebu) and in Bien Unido, Trinidad and Talibon (in Bohol)

Profound Peoples' Participation Promotes Progress

Effecting positive change in the rural communities is a Herculean task. But it can be done. In CVWSP, it has been done. It shall be done. And this change can only be had if the communities were deeply involved in all the processes from planning to implementation to evaluation. The more the people are involved, the greater the chances for projects to survive and succeed over time. Experience in CVWSP reveal that, so far, projects in which people have participated in formulating have become workable and responsive to their needs. This had made CVWSP relevant to the requirements of Central Visayas, at least in respect to water and sanitation. Indeed, participation promotes progress.

In the Eye of the User Through The Organizer

Government projects are easily accepted if these are relevant to them. As much the projects should offer solutions to their felt problems as perceived by them. project implementation should be participative. By involving them especially through the assumption of leadership in implementation promotes not only a sense of commitment to, lent also ownership of, whatever results from it, including failure. The key to this are the organizers and the government workers, who, if present or actually residing in the communities, become the shield, umbrella, prodder, catalyst and link for the people.

Politics and Politicians Must Be Dealt With

Politics is inevitable in government projects. Even non-government supported projects have their share of politicking. Therefore, politicians become necessary evils (so to speak). But they are realities in the total system of polity. In this sense and perspective, they must be dealt with. CVWSP has so far stood its steps in this regard. Politicians were never ignored. Their opinions were sought. They present problems. But in many cases, the help that they extend to the Project more than offset the problems they cause. CVWSP's way of relating to them is accepting politics (and therefore politicians) as a necessary part of the system and viewing it/them as tool(s) for the Project's implementation.

Role of the NGO As Intermediary in The Development Process

The CVWSP experience reveals glaringly the important and critical role the NGO plays in instituting development and the services that so with it. The NGO's tasks, knowledge, experience and skill in the social preparation of the beneficiaries of development appear to be unique to these socially-oriented development agents for the moment. The atmosphere of government bureaucracy seems to be inadequate to respond to the requirements of social preparation, to say the least. To the government, therefore, the NGO tries to communicate the programs, projects and services that are made available from public resources. To the people, the NGO facilitates the allocation, distribution and utilization of the inputs from government and other sources. Additionally, the peoples' claim-making and articulating their needs, aspirations and problems to government are the NGO's milieu.

SOME VARIABLES FOR SUCCESS

CVWSP is a project in development management. Learnings from it can go a very long way towards enhancing and enriching the discipline. Hopefully, the Project's experience may help executors of similar development management projects achieve their goals, or at least lessen their problems.

There are six (6) major variables that have been observed to be important and crucial to the Project's success or failure. These are (a) support of the leaders of the communities, especially the political officers of government units; (b) the flow of funds for the Project; (c) selection of the target areas; (d) selection of the non-government organization and its personnel; (e) oriented management staff and operatives of the Project' and, (f) appropriate training and education.

SUPPORT OF THE LEADERS

Leaders in the communities, including, and most especially, the elected political leaders must unstintingly and unconditionally give their support to any development project/program. In the case of CVWSP, the most particular officials whose attitude and behavior bear upon the success or failure of the Project are the Municipal Mayor and the Barangay Chairman. The Project's experience is that where these officials lent support (moral, political, funds and other resources) to the Project success was ascertained even from the start of the activites. Argao and San Remegio (in Cebu) and Guindulman and Ubay (in Bohol) are glaring examples of the kind of sustenance needed by this type of project. On the other hand, where these officials either extend token support or none at all, the Project was doomed to failure from the beginning, or at least the Project met countless problems. At least half a dozen municipalities would fall into this category. The

lack or non-support could come from any one or a combination of such reasons as (a) non-belief in the concept of the Project; (b) officials would not want to turn-over the systems to the users organizations; (c) user organizations can not operate and manage the systems; (d) un-willingness to part with a resource (the water system) considered as a source of political clout during polical exercises; (e) not willing to part with a resource percieved to give "income" to the municipality/barangay; (f) perceived legal basis: that government is barred from bestowing resources to private groups; etc.

Flow of Funds for the Project

Funds flow into the project is very crucial. CVWSP experience shows that where faulty funds flow occur, delays in Project activities executions ensue. Consequently, these delays disrupt or destroy the organizing process. At least the credibility of both the NGO worker and the development process suffers.

Target Area Selection

Selection of the target areas (municipality/barangay) should not only be meticulously done but should consider some specific variables. Such factors as the leaders of the community, sources of water that can be tapped and developed, existence /presence of water systems, especially those that provide the water free, or almost "free", the political atmosphere/situation in the community, the peoples' experience in organizing and development processes. Also, when to do the selection is crucial. The Project's experience reveals that selecting the operational area is better done before the organizing work begins.

Choosing the NGO

Inspite of some problems CVWSP encountered in the choice and performance of the commissioned NGO, the general and overall assessment of their performance in the Project ranges from above average to excellent. This is mainly attributed to the process of commissioning them following the methods and standards set forth prior to Project operations. (Process mentioned earlier in this paper.)

Oriented Management Staff and Project Operatives

Management staff and field operatives of the project must be properly and fully oriented towards the Project concept, goals, processes, methods and standards, etc. Projects like CVWSP are generally new to many government operatives (like Engineers and health workers). If not appropriately oriented, they become the "enemy within" as experienced by CVWSP, especially and particularly during the early stages of the Project operation. This was one of the snags in the implementation of CVWSP.

Appropriate Training and Education Program

A vigorous, timely and suitable training and education support program is a requirement for the success of development projects like CVWSP. Its experience show that where such compatibly fitting program was vigorously pursued, as in the communities component, successful pursuit of activities ensued. But where, such program was not done or

haphazardly done, as in the orientation of LGU officials and Project managers, field operators and technicians of involved agencies, the Project experienced the presence of some "enemies within".

CONCLUDING COMMENTS

The Central Visayas Water and Sanitation Project has been in operation during the last four and a half years. And during these years, it has logged modest accomplishments. Although its impact on the communities may not be knowable now, some manifestations of its effectiveness and impact are already discernible. To be sure, the Project has its share of problems and pitfalls. But its modicum of positive gains have caught the eye and fancy of some local political officals, development practitioners both local and foreign, even representatives and agents of such donors and fund sources as the World Bank, Asian Development Bank and the Landbank of the Philippines. These appreciable accomplishments are evidence that the Project is in the right direction.

Perhaps, the most telling proof of CVWSP's appropriateness of approach, process, methods and way of doing development in the grassroots and managing that development is Asian Development Bank's performance audit and evaluation of one of its funded projects in the Philippines which is very similar to CVWSP. Among other things, the audit report reads:

> *"The project experience points out to the need to select beneficiary communities according to agreed criteria such as willingness to pay for water charges and to maintain facilities. The condition regarding access to the present sources of water is also an important consideration. Furthermore, water quality needs to be tested, water users' associations should be formed prior to construction of point sources and water charges should be established at the outset. In addition, more bore-hole testing should be carried out prior to construction, particularly in areas with water quality problem. In the planning of such facilities, a more active participation of intended beneficiaries is needed. Although the construction of such facilities involved simple technology, there is a need to strengthen the capabilities of government agencies involved in community organization, training of beneficiary groups, and monitoring of benefits, including water quality.* (underscoring mine)

While ADB is recommending these measures, CVWSP has already done, and is continuously doing, them in Region 7.

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