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**MID-TERM REVIEW OF THE ACTION PLAN
TO DEVELOP THE NATIONAL STRATEGY
TO CREATE AND MONITOR
WATER USER ASSOCIATIONS**

October 1991

ISPAN Report No. 42



ISPAN

IRRIGATION SUPPORT PROJECT FOR ASIA AND THE NEAR EAST

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TO DEVELOP THE NATIONAL STRATEGY TO
CREATE AND MONITOR WATER USER ASSOCIATIONS**

**Prepared for the USAID Mission to Tunisia and
the Rural Public Works Department of the
Ministry of Agriculture in Tunisia
under ISPAN Activity No. 694C**

by

**Fred Rosensweig
Lee Jennings**

October 1991

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Acronyms and Terms

AEP	Approvisionnement en Eau Potable (Rural Water Supply)
AIC	Association d'Intérêt Collectif (Water User Association)
<i>chef d'arrondissement</i>	chief of a CRDA division
CRDA	Commissariat Régional du Développement Agricole (Regional Agricultural Development Organization)
<i>délégation</i>	district in a governorate
<i>délégué</i>	district administrator
DGGRHA	Direction Générale du Génie Rural et de l'Hydraulique Agricole (Department of Rural Engineering and Agricultural Hydraulics)
DHMPE	Direction d'Hygiène du Milieu et de la Protection de l'Environnement (Department of Hygiene and Environmental Protection)
GIH	Groupement d'Intérêt Hydraulique (Governorate Water Resources Committee)
GOT	Government of Tunisia
governorate	governorate or state in Tunisia
GR	Génie Rural (Rural Engineering Unit)
HA	Agricultural Hydraulics Division
ISPAN	Irrigation Support Project for Asia and the Near East
KfW	Kreditanstalt für Wiederaufbau (German Development Bank)
MA	Ministère de l'Agriculture (Ministry of Agriculture)

MAS	Ministère des Affaires Sociales (Ministry of Social Affairs)
MF	Ministère des Finances (Ministry of Finance)
MIS	Management information system
MOA	Ministry of Agriculture
MP	Ministère du Plan (Ministry of Planning)
MSP	Ministère de la Santé Publique (Ministry of Public Health)
O&M	operations and maintenance
ODESYANO	Office de Développement Sylvo-Pastoral du Nord Ouest (Northwest Regional Development Office for Forest and Pasture Lands)
PDG	président directeur général
PDR	Programme de Développement Rural (Rural Development Program)
<i>regisseur</i>	bookkeeper
SARSA	Systems Approach to Regional Income and Sustainable Resource Assistance
SIG	Système d'Information de Gestion (MIS)
SONEDE	Société Nationale d'Exploitation et de Développement des Eaux (National Water Company)
<i>sous-regisseur</i>	treasurer of a WUA
TA	technical assistance
TD	Tunisian dinar (1 TD = \$1.17 in January 1991)
TOT	training of trainers
TPM	team planning meeting

USAID

U.S. Agency for International Development

WASH

Water and Sanitation for Health Project

WUA

water user association

Executive Summary

In February 1990, a USAID-funded team from ISPAN, WASH, and SARSA developed an action plan for the development of a national strategy to create and monitor water user associations (WUAs) in Tunisia. The Action Plan consists of 21 activities designed to culminate in the development of the national strategy. The activities address key issues that needed further examination as well as training needs. To date, 13 of the 21 activities have taken place.

One of the activities in the Action Plan was a mid-term review of the plan's progress. The mid-term review was originally scheduled for February 1991 but was postponed because of the Gulf War. The review was carried out by a two-person ISPAN team from September 23 through October 5, 1991. The Action Plan completion date was extended from December 1991 to June 1992.

The purpose of the mid-term review was broader than assessing Action Plan progress. The team did a rapid evaluation of the whole WUA program in order to see how the Action Plan could respond to the key remaining issues. As a result, the recommendations touch on issues that fall outside the scope of the Action Plan.

The methodology for the assignment consisted of a review of reports on Action Plan activities, interviews with key officials in the central ministry, interviews with Tunisian and American consultants who have worked on Action Plan activities, visits to five governorates, and a one-and-a-half-day workshop. The workshop brought together 36 people with diverse perspectives and backgrounds to identify what has gone well and what needs to be improved in the WUA program. The workshop was the central activity in collecting information in assessing progress of the WUA program during the past 19 months.

The team identified a number of positive points in the WUA program, including the following:

- The concept of creating WUAs is accepted by decision makers.**
- The socio-political environment in Tunisia favors the promotion of WUAs. The government provides strong support to the concept of WUAs for rural water supply.**
- There are enough examples in different regions to demonstrate that WUAs can be efficient, effective, and financially sound if they are properly developed.**

- **Enough data exist to demonstrate that potable-water WUAs can realize important savings for the government while contributing to better conservation of energy and water resources.**
- **Members of successful WUAs believe they benefit from self-management of their rural water supply system in terms of better service and increased control over their own affairs.**
- **Potable-water WUAs can become centers for other types of community development activities such as latrine construction, cooperatives, and formation of women's groups.**

The team made recommendations in 10 key areas. The first four of these are for consideration by the Ministry of Agriculture (MOA) and are outside the purview of the Action Plan. The next six fall within the Action Plan and will involve USAID-funded assistance. All are listed below.

- ***Control or Regulation.*** The team recommends that the WUAs become nongovernmental associations with total independence from the government, except for periodic monitoring to ensure that the WUAs are providing adequate and equitable water to their members.
- ***Creating Awareness and Demand.*** The team recommends the creation of a national-level interdepartmental committee to ensure coordination among the relevant ministries. In addition, each regional agricultural development organization (CRDA) should organize annual seminars designed to increase awareness at the governorate level, and the communications plan developed under a WASH activity should be financed under a new project funded by the German Development Bank (KfW).
- ***Resources.*** The Ministry of Resources should provide the necessary human and material resources to ensure fulfillment of all the functions related to WUA promotion. Specifically, this means one promoter for every 25 to 40 WUAs and one mode of transportation for every two promoters.
- ***Role and Responsibilities of the Ministry of Agriculture.*** The ministry should create a department or subdepartment within the Génie Rural (GR) to ensure fulfillment of all the key central ministry functions for promoting WUAs, including coordination, technical assistance, training, monitoring, and

creating awareness. At least two professional staff should be added to the new unit.

- ***Management Information System.*** USAID should assist in the development of an MIS at the conceptual stages to define the users and the kinds of information the users require. This will help the KfW-funded long-term advisors, who will have as one of their responsibilities the establishment of an MIS.
- ***Financial Management.*** USAID should assist the MOA and Ministry of Finance to design a new financial management system that is more flexible and efficient than the current one.
- ***Training.*** USAID should assist in the development of a training system to ensure the institutionalization of training activities at the regional and national levels. In addition, USAID should conduct refresher workshops for the engineers and WUA promoters who participated in the earlier training of trainers workshops held in January and June 1991.
- ***Maintenance.*** The MOA should review the latest version of the "National Policy for Maintenance of Rural Water Supply Systems," suggest revisions, and adopt it. USAID should then develop the maintenance procedures manual already planned.
- ***Hygiene Education.*** USAID should assist in conducting two or three workshops of three days in duration for the regional chiefs of GR and the environmental health. The purpose of the workshops is to raise awareness of the importance of integrating hygiene education into WUA promotion and to develop specific governorate-level plans for achieving this integration. In addition, the training of trainers workshops for regional health educators should be conducted as planned.
- ***Finalizing the National Strategy.*** The MOA should ensure the scheduling and implementation of the three synthesis activities proposed in the Action Plan. These include the development of a procedures manual for WUA promotion, the writing of the national strategy, and the organization of a national seminar to present and adopt the national strategy.

Chapter 1

Introduction

1.1 Background

In February 1990, a USAID-funded team developed an action plan for the development of a national strategy to create and monitor water user associations (WUAs) in Tunisia. The team members were representatives of the Irrigation Support Project for Asia and the Near East (ISPAN), Systems Approach to Regional Income and Sustainable Resource Assistance (SARSA), and the Water and Sanitation for Health (WASH) Project. The Action Plan was developed to support the Government of Tunisia's (GOT) efforts to create water user associations (WUAs) all over the country. The water systems rely exclusively on deep well pumps and are used primarily for potable water, although there is some use for irrigation as well. The Action Plan consists of 21 activities divided into five broad categories: 1) applied studies and consultancies; 2) pilot project monitoring; 3) training; 4) procurement; and 5) development and finalization of the strategy. Each activity addresses key issues that were unresolved or needed examination before embarking on WUA creation on a national scale. The same three AID projects (WASH, ISPAN, and SARSA) were contracted to implement the Action Plan. A summary of the 21 Action Plan activities as defined in February 1990 is included in Appendix A.

At the time of development of the Action Plan, it was anticipated that it would be important to have a checkpoint to make sure the plan was on target and to make any necessary modifications. As a result, one of the activities in the Action Plan is a mid-term review of the plan's progress. This report describes that review.

The mid-term review was originally scheduled to take place in February 1991, but was postponed until September 1991 because of the Gulf War. Because a number of the Action Plan's activities were also postponed, it was decided to reschedule the mid-term review until after those activities had taken place. Three of these activities, the institutional analysis, the cost-benefit study, and the maintenance policy and procedures, were rescheduled to start in early September. Therefore, the mid-term review was scheduled for September 23 through October 5 to take advantage of the findings of these activities. This proved to be an excellent decision, as all three activities examined important issues and had significant findings that were incorporated into the mid-term review.

To date, 13 of the original 21 activities have been carried out or are nearing completion. Of the 8 remaining activities, only 1, the training of trainers for hygiene education, should have taken place prior to the mid-term review. (The hygiene

education component will be discussed in detail in Chapter 3). The other 7 activities were scheduled to take place after the mid-term review.

The postponement of the Action Plan due to the Gulf War proved to be fortuitous: The project completion date was extended by nine months, and the mid-term review took place seven months later than originally scheduled, a full 19 months after the Action Plan was developed. During that time, WUAs were created at a rapid pace, with nearly every governorate involved. This is in sharp contrast to 19 months ago, when WUA activities were limited mostly to the Kasserine and Kairouan governorates and were only just beginning elsewhere. Thus, the extension enabled issues to be defined more clearly and allowed time for experimentation, both of which have enhanced this evaluation. Indeed, as a result of the progress made in implementing the plan's activities, the mid-term review was able to draw upon a significant body of experience.

Action Plan activities have been tightly coordinated with the German Development Bank (KfW), which is a major bilateral donor involved in rural water supply in Tunisia. KfW fully supports the WUA concept and has stipulated that WUAs be formed in communities in which KfW-funded water systems are built and in others where systems are already operating. KfW is also planning a follow-on project to assist in firmly establishing WUAs, which will continue after USAID-funded activities are completed. Because of KfW's continued involvement and interest in WUAs, USAID and KfW have kept each other informed and coordinated their efforts.

1.2 Scope of Work

The original scope of work for the mid-term review focused primarily on an assessment of Action Plan progress. The review was to highlight interesting findings, assess progress in developing a WUA strategy, and suggest measures to improve implementation of the plan. It called for a two-day workshop to review a draft document on Action Plan activities to date. (The original scope of work is included as Appendix B.)

The evaluation team decided to modify the focus and approach in the original scope of work. Instead of evaluating the Action Plan, the team decided to do a rapid evaluation of the whole WUA program and then see how the Action Plan could respond to some of the key issues raised. One of the chief reasons for this shift was that there were some key issues outside the purview of the Action Plan that were critical to the success of the national WUA program. The team thus thought it would be of far greater service to examine the whole program.

As a result of this decision, the team decided to change the purpose of the workshop. Instead of having a workshop to review the team's findings on the Action Plan

progress, the team decided to organize a workshop to identify what the participants thought the key issues were in the WUA program and what their ideas were for resolving them. The workshop thus was not intended to be a decision-making meeting, but rather an opportunity for the participants to provide their assessment of the successes and problems in the WUA program. No draft document was therefore prepared for review at the workshop. The workshop was held at the end of the first week of the mid-term review, while the team was still collecting data, instead of during the second week as originally planned.

1.3 Methodology

The evaluation was conducted by a two-person ISPAN team whose members were familiar with the Action Plan. One consultant had led the team that wrote the Action Plan, and the other had carried out three Action Plan activities.

The evaluation was divided into three basic phases: data gathering, data analysis, and report writing and debriefing.

The data-gathering phase consisted of the following:

- Review of reports written to date to identify key issues to examine
- Interviews with key officials at the central ministry level
- Interviews with Tunisian and American consultants who have worked on Action Plan activities (Appendix C provides a list of all persons interviewed)
- Visits to five governorates (Beja, Zaghouan, Bizerte, Sousse, and Le Kef)
- A one-and-a-half-day workshop

The data-analysis phase consisted of the following:

- Synthesis of the information gathered during the first week
- Initial review of findings by Génie Rural (GR)/Tunis staff
- Review meeting with the secretary of state for water resources to present findings

The review of findings by GR staff and the meeting with the secretary of state allowed the key decision makers in the Ministry of Agriculture (MOA) to comment on the recommendations before they were finalized. A meeting was also held with the chief of the Maghreb Division of KfW to discuss the recommendations.

The last phase involved writing the report and conducting debriefings for a wider audience in the office of the general director for GR and for the USAID/Tunis project office staff.

Finally, the findings and recommendations were reviewed in Frankfurt, Germany, following the assignment to ensure continued coordination with KfW.

Chapter 2

Mid-term Review Workshop

2.1 Objectives

The workshop, which took place September 26-27, had two major purposes. The first was to provide the mid-term evaluation team with key data in order to formulate recommendations for the overall WUA program and for remaining Action Plan activities. The second purpose was to provide an opportunity for many of the key people who have been involved in the WUA program to share information and experiences and recognize their contributions. The team believed that it was important to continue to keep them involved and to show that their opinions are valued.

The specific objectives of the workshop were as follows:

- Provide an update on the Action Plan
- Identify what is working well and what needs to be improved for the development of WUAs
- Propose ways to resolve the most important problems

2.2 Participants

Thirty-six people attended the workshop. They represented a range of perspectives, including field staff who are directly involved in WUA promotion, central ministry staff, and consultants who have been involved in Action Plan activities.

The participants comprised

- 8 WUA promoters in regional agricultural development organizations (CRDAs)
- 7 chiefs of staff of CRDA GRs
- 6 staff members of the MOA's Department of Rural Engineering and Agricultural Hydraulics (DGGRHA)
- 1 WUA president

- **3 members of the Asia study tour (including a representative from the Ministry of Finance)**
- **2 USAID staff**
- **1 representative of the Environmental Health Department of the Ministry of Health**
- **10 consultants (including 2 Americans and 6 Tunisians)**

The participants included representatives from all six of the KfW pilot governorates (Siliana, Beja, Zaghuan, Mahdia, Sidi Bou Zid, and Gabes) plus the governorates of Kairouan, Kasserine, Gafsa, and Le Kef. The representatives from DGGRHA included the GR and the Agricultural Hydraulics Division (HA). Representatives from the Public Health and Finance ministries also attended. All of the consultants who attended the workshop have been involved in at least one Action Plan activity and therefore represented a valuable resource. A list of workshop participants is provided in Appendix D. The workshop site was the MOA's National Pedagogical and Continuing Education Training Institute (L'Institut National Pedagogique et de Formation Continue Agricole) in Sidi Thabet.

2.3 Methodology

Because the purpose of the workshop was to assess the progress of the WUA program, workshop leaders used a highly participatory approach to find out what the participants thought. The approach included a brief review of the Action Plan and what had been accomplished to date. Most of the remaining time was spent discussing in small groups and reporting back in a plenary session. The roles of the facilitators included setting tasks, forming groups, monitoring group work, facilitating report-outs, and summarizing results.

2.4 Schedule

Below is the workshop schedule.

Thursday

9:00 **Opening session:**

- **Introductions**
- **Icebreaker: Developing slogans to promote WUAs**
- **Objective**

- **Schedule**
- **Working norms**

9:45 **Update of Action Plan. Review and brief description of the status of all the proposed activities in the Action Plan.**

10:45 **Identification in small groups of what is working well and what needs to be improved for the successful development of WUAs. Five homogeneous groups were formed consisting of the following participants:**

- **Action Plan consultants**
- **Asia study tour members**
- **Chiefs of CRDA GRs**
- **WUA promoters from CRDAs**
- **GR/Tunis staff**

13:00 **Lunch.**

14:00 **Small-group reports and discussion in plenary.**

16:00 **Discussion in small groups of ways to resolve the most important problems. Five heterogeneous groups were formed, depending on members' interest in one of the five problems identified in the morning.**

18:00 **End.**

Friday

9:00 **Small-group reports and discussion in plenary. Agreements on suggested ways to address each problem area.**

12:00 **Summary of workshop results in presence of GR and USAID staff.**

12:45 **Explanation of next steps for the mid-term evaluation.**

13:00 **Closing.**

2.5 Results

The workshop resulted in the definition of a list of positive points, identification of five key issues, and suggestions for addressing those issues. This information is

integrated into the overall findings in Chapter 3. Below is a brief summary of the specific input the workshop provided to this evaluation's overall findings and recommendations. The positive points and problem areas represent a consensus of the group. The solutions proposed were discussed by the entire group but were not necessarily agreed upon by everyone.

The participants identified the following positive points of the WUA program.

- **Policymakers accept the WUA concept.**
- **WUAs have demonstrated that they can survive and be efficient and profitable.**
- **WUAs can help the GOT realize important savings in operations and maintenance costs.**
- **WUAs can make a significant contribution to energy and water conservation.**
- **The decentralization policy of the GOT has facilitated the WUA process.**
- **WUA members accept the responsibility of managing their water systems.**
- **WUA members realize that significant benefits can result from self-management, including the initiation of other community development actions.**

The following problem areas in the WUA program were identified.

- **There are not enough human and material resources to support the WUA program.**
- **The proposed financial management system for WUAs needs to be revised.**
- **There is an absence of information needed to manage the WUA program.**
- **Some political authorities and organizations are not adequately informed about or supportive of the WUA program.**

- **Operations and maintenance procedures for the rural potable water systems are inadequate.**

The workshop had some very positive overall results:

- **Bringing everyone up-to-date on the status of the various activities proposed in the Action Plan**
- **Reaching common understanding about the important positive aspects of the WUA program and the most important problems that need to be addressed**
- **Improving communication between the key implementers and conceptualizers of the WUA program**
- **Promoting a spirit of teamwork among these key conceptualizers and implementers**

Appendix E includes all the information generated during the workshop (positive points, problem areas, and potential solutions to the problems). The proposed solutions to the problems were incorporated into the evaluation team's findings in Chapter 3.

Chapter 3

Findings

3.1 Control or Regulation

A concern of the Action Plan, written in February 1990, was to demonstrate the viability of the WUA concept. Although WUAs had been created and were functioning in the governorates of Kasserine and Kairouan, there was still skepticism among government officials that the concept could work in all regions of the country. That concern has largely abated. WUAs exist and have proven that they can survive. In some governorates, in fact, they have surpassed expectations and are thriving.

As the WUA concept has been increasingly accepted, a number of people directly involved in the WUA program have begun to ask the fundamental question of how much regulation and authority the government should have over the WUAs. The Ministry of Agriculture clearly wants the WUAs to take initiative and responsibility for managing their water systems. At the same time, a number of ministry staff, including those at both the CRDA and Tunis levels, believe the WUAs need to be very tightly monitored and that they cannot yet be trusted with full responsibility for the system. This attitude is most evident in the financial management system that WUAs are expected to follow. The system, which will be discussed in more detail later in this chapter, is integrated into the government financial system and requires the approval of local officials for water users to access their funds.

The issue of control also surfaces during the process of creating WUAs. CRDA officials in several governorates were asked what they tell the WUAs when they are first created regarding ownership of the system's physical assets. Do they tell the WUA that the assets belong to them or the government, although it will be the WUA's responsibility to use and manage them? The responses were evenly divided between those who say the assets belong to the WUA and those who say they belong to the government. The question is important if one accepts the premise that communities will take more responsibility for managing a system if they believe it belongs to them, in the same way most people take better care of their personal property. There is clearly great opposition by many CRDA staff to giving ownership of the assets to the WUA.

The evaluation team believes the MOA should restate the official policy that the WUAs are independent nongovernmental associations that receive technical assistance and financial support from the ministry, but in ever-decreasing amounts, as individual WUAs become capable of managing their water system themselves. This policy is not being evenly applied. GR staff are often directive in the way they deal with WUAs and some act as if the WUAs were an extension of the MOA.

Implementing the policy that states that WUAs are independent associations does not mean, however, that the government should stop monitoring the WUAs. A certain amount of monitoring, including tracking the financial health and viability of the WUAs, is definitely appropriate. As local organizations affecting the public good, WUAs need to be monitored and regulated in the same way any private or nongovernmental organization is subject to government regulations and standards. The team believes that the CRDA should make the transition from control over the WUAs to a monitoring and regulatory role and, as a result, redress the current balance tilting toward overregulation.

The team also recommends that the government adopt a clear policy regarding ownership of the system assets. This policy decision should be carefully considered since it has a number of implications. If the assets belong to the WUA, do they have to buy them back or will they be transferred from the government? Transferring the assets to the WUA is in effect privatizing the water system.

Some governorates have informally and quietly recognized the importance of not controlling or overregulating the WUAs. Some officials claim that controlling or regulating the WUAs tightly will work against the goal of creating independent associations capable of managing their own water systems. They also realize that in the long run, strong, capable, and independent WUAs will be more efficient in managing their systems than ministry resources would ever allow. At present, there is confusion and lack of agreement on how much regulation is needed. A definitive statement from the MOA would help to clarify this issue.

3.2 Creating Awareness and Demand

Although many officials believe in the WUA concept, more work needs to be done to educate and convince the various ministries involved as to why WUAs are important and what is required to make them successful. One of the key factors for success is the active support of the ministries that have a direct role in the program. These ministries (which include Agriculture, Planning, Public Health, Interior, Finance, and Social Affairs) have by and large been supportive. Although the degree of awareness and acceptance varies among governorates, clearly there are important groups that either remain unconvinced of the importance of WUAs or have not yet been approached. One reason for the slowness in accepting the WUA concept is the difficulty some officials have in accepting a much more limited role for the government in the management of water systems. On both the individual and organizational levels, government officials often do not see it in their interest to have less authority.

The result of this lack of awareness or acceptance is a lack of motivation and willingness to provide the support needed. Yet, a successful WUA program in a

governorate requires the coordination of all the principal actors. If a key actor drags its feet, the program is likely to suffer. If, for example, the regional office of Sanitation and Environmental Health of the Ministry of Health does not coordinate its activities with the GR office, the hygiene education activities will be less successful and health benefits less likely to occur.

The team believes what is required is a broader understanding of the value of WUAs. Achieving this will require action on both the national and regional levels. At the national level, the team proposes the creation of a national coordinating committee chaired by GR and composed of a representative from the ministries of Planning, Finance, Public Health, Social Affairs, and Interior. This committee would meet quarterly and would have as one of its major goals the continued awareness of the WUA program. Such a committee would enable individual ministries to stay abreast of developments regarding WUAs, an essential requirement given the dynamic nature of the WUA program.

Two other actions that GR can take at the national level are to approve phase I of the communications plan for marketing the WUA concept (see WASH Field Report No. 344), and to solicit the participation of senior-level officials in the national seminar to ratify the national strategy for the creation and promotion of WUAs, which is planned for late May or early June 1992. Both of these activities will make a direct contribution to raising the level of awareness of the WUA program.

Regionally, the team proposes that each CRDA organize a one-day seminar to educate the various organizations about WUAs. Ideally this should be repeated annually to update all the key people involved and discuss current issues. It would be invaluable to bring all the actors together to create an informal group of people in each governorate for the promotion and creation of WUAs.

3.3 Resources at the CRDA Level

The participants at the mid-term workshop said the number-one problem affecting the success of WUAs is the lack of human and material resources. The creation and promotion of WUAs is a labor-intensive activity that requires transportation to and from the communities involved. It cannot be accomplished by visiting a WUA once or twice a year for a few hours. Creating a local community structure requires a series of visits in order to develop the community's capacity to resolve its own problems. To provide the kind of attention a WUA deserves, particularly in its formative period, requires the number of staff that only a few governorates have been able to provide so far. Only the CRDAs in Kairouan and Kasserine appear close to having allocated adequate resources for WUA promotion. Kairouan, for example, has four promoters and one vehicle for 160 WUAs. It is probably no

coincidence that Kairouan has been perhaps the most successful governorate in establishing WUAs. Kasserine has four promoters and two vehicles for 136 WUAs.

Le Kef, Beja, and Zaghouan have not allocated sufficient resources to WUA promotion. Le Kef currently has one person responsible for 78 WUAs, Beja has one for 50 WUAs, and Zaghouan has one for 33 WUAs. None of these governorates plans to add staff, yet all of them plan to create additional WUAs for all the water points, which will further exacerbate the shortage of staff. Despite acceptance of the WUA concept, none of the three governorates is satisfied with the level of financial participation by members in WUAs created to date. CRDA staff in these governorates say that most of the WUAs have no higher than a 50-percent contribution rate and the governorate is still required to provide significant financial support. The ISPAN team believes that inadequate resources devoted to promoting WUAs is one of the primary reasons for the low contribution rate.

Equally essential to the WUAs' operation is an adequate number of vehicles. Le Kef, Beja, and Zaghouan had no vehicles explicitly assigned for WUA promotion. When asked how they manage to visit the communities, the promoters generally responded that they depended on other GR staff members for rides.

The obvious question is, "Where will the resources come from?" The cost-benefit study carried out in September and October 1991 provides some telling statistics. In Kairouan, the study consultants estimated that it costs TD 30,000 per year to operate the WUA unit in the CRDA, including all salary, vehicle (including amortization of the selling price of the vehicle), and fuel costs. In return, the governorate's budget for potable water has decreased from TD 300,000 to TD 100,000, a savings of TD 200,000 or a return on investment of almost 700 percent. In addition, the WUAs have collected TD 220,000 and have only spent TD 140,000.

In Kasserine, it costs TD 54,000 to operate the WUA unit in the CRDA. The study team estimates a savings of TD 90,000 based on 1988 figures, the last full year before WUAs took on significant responsibility. CRDA staff also believe that a WUA operates the water system at 50 percent of what it costs the governorate because the WUA operates the system only when needed. When the governorate paid for energy costs, the system ran much more than needed.

These figures are impressive. They clearly show that allocating the proper resources for staff and vehicles is an investment that promises to pay handsome dividends. It is likely that if adequate staff and human resources are available, the rate of the WUA member financial participation will rise substantially. Creating sustainable WUAs costs money. It simply cannot be done otherwise. However, that money is likely to be a wise investment.

The team recommends, therefore, that each WUA unit be given adequate resources. Specifically, this means staffing each unit at approximately the ratio of one promoter for every 25 to 40 WUAs and one vehicle for every two promoters. If the WUAs are weak and still require substantial support, a ratio of one promoter to 25 WUAs is realistic. If the WUAs are mature and operating independently, a ratio of one to 40 can be used. Based on the experience of Kairouan and Kasserine, these estimates appear realistic. In addition, each CRDA should have a specific budget for WUA promotion that includes money for training, fuel, and materials.

3.4 Role and Responsibilities of Génie Rural/Tunis

Until now the central office of Génie Rural has provided limited support to the CRDAs for creating and promoting the WUAs. This is due partly to its limited staff resources, which consist of a "chef de service" and his assistant. GR is responsible for submitting the applications for WUA legalization to be posted in the *Official Journal of the Republic of Tunisia*. So far GR has coordinated the Action Plan activities and provided some funding for several seminars at the governorate and national levels, and assisted in the legalization process. It has not, however, been able to address adequately the other functions important to supporting promotion of WUAs.

These functions consist of the following:

- Supporting the WUA legalization process**
- Organizing and providing training to CRDA promoters and engineers**
- Coordinating activities with the other ministries involved**
- Taking the lead in making others aware of the WUA program**
- Providing technical assistance to governorates needing help**
- Monitoring progress in each governorate in order to know what assistance is needed**
- Providing guidance on policy issues**
- Providing financing for activities of national interest**

Despite the lack of support GR has provided to the CRDAs, WUAs have been created at a fast pace during the past 18 months. Nonetheless, in looking at the entire WUA program, there are clearly gaps that, if filled, would enhance the

program's quality. These gaps include the lack of systematic training, coordination between different ministries, awareness of the importance of WUAs, monitoring the program and identifying problem areas, and providing technical assistance to CRDAs. In order for the WUAs to eliminate these weaknesses, GR's role must be strengthened and its staff increased.

The GR functions described above are similar to those described in the institutional analysis study. That report recommends that at least two additional staff be added to the unit for WUA promotion and that the unit be upgraded and headed by someone at the sub-director's or director's level. The ISPAN team proposes that the recommendations in the institutional analysis report be adopted. Whatever the structure GR ultimately decides upon to strengthen its ability to manage WUA promotion, it is essential that the aforementioned functions be fulfilled.

The first tasks of the expanded WUA unit should be the following:

- Take the lead in simplifying the legalization process, which most CRDAs claim takes too long and is too complicated
- Develop a system to track WUA progress in each governorate
- Develop a training plan and begin implementing it

3.5 Management Information

During the evaluation, the CRDA staff members were asked whether they thought the WUAs created in their governorates were successful. The responses varied in the degree of success staff members thought they had achieved. When asked what criteria they used to judge the WUAs' success, the only one mentioned was the percentage of WUA members who contributed financially. CRDA staff could only estimate this percentage, however, since no hard data were available. Consultants who have worked on various activities related to the Action Plan have stated that very little hard information exists on the WUAs either at the governorate or national level. The only information readily available is the number of WUAs that either are legalized or at the various stages of the legalization process, and the names of the WUA members.

Staff at both the CRDA and GR/Tunis levels currently are making decisions with very limited information, and there is very little understanding of what kind of information would be useful. Types of information that might be useful at the CRDA level include the percentage of the population who are WUA members, number of hours pumped, amount of money collected, and amount of money spent on operations and maintenance. At the national level, the information needs would be

less operational and the number of indicators would be fewer. Ultimately this information will allow management indicators to be established to show progress and identify areas for improvement.

To collect the information needed to make sound decisions, a management information system (MIS) should be developed for both the CRDAs and GR/Tunis. To develop this system, the following tasks should be carried out.

- Identify the different users of the information
- Identify the real information needs for each group of users
- Establish performance indicators
- Create simple and uniform data-collection sheets
- Identify the most effective ways to collect the information
- Provide training in how to collect and analyze the information

Originally, the Action Plan included an activity to develop an MIS to monitor the WUA program, but it was postponed because KfW planned to undertake a similar activity. One of the tasks of the two long-term advisors to be provided by KfW in the new project is the development of a management information system. The team recommends that USAID assist the KfW advisors in the preliminary stages of this activity to identify MIS users and the performance indicators to be used at the regional and national levels. This assistance would consist of one or two consultants for approximately three weeks. USAID assistance would be useful because the experience gained in Tunisia during the past 18 months puts USAID consultants in a better position to assist in the definition of the users and indicators than the KfW advisors will be when they first arrive. This assistance should be provided in conjunction with the analysis of the information collected during the Action Plan's pilot project monitoring activity, since that information can help define the indicators. The KfW team would then be responsible for implementing the system, including hardware and software needs.

3.6 Financial Management System

Without doubt the most controversial and troublesome of the requirements for a WUA is a financial management system. During the mid-term workshop, after the issue of resources, this was the second major concern of the participants. There are several reasons for this. First, as noted previously, most of the CRDAs claim the proposed financial management system is too complicated in design to introduce and

use. They believe it is unnecessary to have two *sous-regisseurs*, or treasurers, in a WUA, one for expenses and one for receipts. The need to take the receipts to the *délégué's*, or system administrator's, office to replenish funds for basic expenses means that the *sous-regisseur* must travel to and from the delegation, often at his own expense. After arriving, he often does not find the *regisseur*, or bookkeeper, and the trip is wasted.

Second, the tight control the current system entails is contrary to the objective of establishing independent WUAs. The money belongs to the WUA, not the government; yet the government controls the funds. A WUA cannot be independent if it does not have control over its own funds. This is especially true if WUAs become nongovernmental associations. The government will still have the right and obligation to monitor the financial management of a WUA, however.

A number of the governorates have tried the current financial system and gotten mixed results. Of those governorates that have tried it, all but Sidi Bou Zid and Le Kef say that it is not working. The majority of the governorates, however, ignore the system and have adopted something different. The most common adaptation is for the WUA to deposit the funds at the post office in the name of the WUA, inform the *délégué's* office how much has been deposited, and submit the receipts. Because the *regisseur* is the *délégué's* secretary, the latter most likely will be in the office when this transaction takes place, thereby ensuring its efficiency. The *regisseur* prepares a total of the WUA's funds every few months and informs the CRDA of the amount.

The fact that most governorates are ignoring the official financial management system is reason enough to change it. The team recommends that a new system be developed that takes into account the lessons learned in trying to use the current system and the modifications that have already been made. Specifically, it is recommended that USAID provide technical assistance in the development of this system as part of the Action Plan. The technical assistance would consist of two consultants—a Tunisian and a foreign expert—to document carefully what has been done and propose a new system. This team should visit Sidi Bou Zid and Le Kef to determine why the current system seems to be working in those two governorates. After the adoption of a new system, it will be necessary to change the legal text to conform with it.

3.7 Training

One of the major foci of the Action Plan is training. The Action Plan calls for the development of training materials for presidents and treasurers, pump operators, and health educators. It also calls for conducting training of trainers (TOT) workshops to familiarize trainers with the materials and improve their skills in delivering

training. To date, the training materials for presidents and treasurers are completed, the materials for pump operators are close to completion, and the hygiene education materials are still in draft form. Two TOT workshops have been conducted for those responsible for promoting WUAs and for engineers responsible for training pump operators in 8 of the 21 governorates. In general, these activities have been successful, but if nothing further is done, they are likely to have limited impact. There are no further plans to train other WUA promoters and engineers with training responsibilities in the remaining governorates.

What is lacking is a training system within which training should take place. None of the governorates visited during the evaluation has developed a systematic way of providing training to WUAs. Three of the five governorates visited have not done any organized training for WUAs or for pump operators. A few officials stated that training events were being planned. Generally, the only training for pump operators has been provided on the job when GR engineers visit the pump stations. Although a few of the WUA promoters who participated in the TOT workshop in Kairouan in January 1991 have conducted training, it seems that most have done very little. The evaluation team believes that the primary reason for this is the lack of understanding of the importance of systematic training and the lack of any expectation to develop a systematic program. A training system would spell out what training each CRDA is expected to conduct and define all the elements necessary for the training to happen.

These elements include the following:

- Availability of training guides
- Determination of who will do the training
- Provision of training support (flipcharts, audio visual materials, etc.)
- Allocation of adequate budget to support training activities
- Development of a training plan specifying the types and duration of training activities
- Determination of the sites at which to conduct the training

A training system would also clarify how all the above elements would be handled. It would address such questions as what training should be provided by GR/Tunis, what training should take place at the regional level, where GR/Tunis-sponsored activities might be conducted, how much money is needed to support the training, and who is responsible for seeing that the training plan is implemented. The eventual

goal is to make training a routine activity, not an occasional one done only when staff have the time and inclination.

The team recommends that USAID provide a training consultant to design the training system to support the WUA promotion. The Action Plan should have anticipated the need to have a training strategy and training plan in the beginning and included such an activity. No additional funding will be required for this activity since it can be funded by reallocating funds from the activity to evaluate training. The upcoming KfW project will provide funding for implementing many of the training activities; a training system would be beneficial in defining the structure in which those activities will take place.

In addition to developing a training plan, several other training activities originally proposed under the Action Plan should take place as scheduled. The Action Plan originally called for refresher training and an evaluation of training. The team recommends that these two activities be combined and that the refresher workshops reflect the recommendations made at the end of the TOTs.

- A follow-up workshop for WUA promoters should complete the part of the original workshop cut short by the Gulf War and reinforce certain skills. It should also focus on developing a plan for conducting regional training.
- A follow-up workshop for engineers should focus on technical aspects of maintenance, a need that was expressed by the participants in the first TOT workshop for engineers and technicians. That workshop focused primarily on training skills and not on technical skills. A plan should also be developed for systematically training pump operators.

The third TOT workshop, intended for the regional health educators, should take place as scheduled. This will be discussed in more detail in section 3.9.

3.8 Maintenance

Inadequate maintenance was one of the primary reasons WUAs were created. Currently, most WUAs take full responsibility for changing oil and filters. In most governorates, however, the WUAs are incapable of doing even minor maintenance repairs, with some notable exceptions. In recognition of the importance of maintenance, a major activity was planned as part of the Action Plan. This activity consisted of collecting information on the current status of maintenance in eight governorates, developing a national maintenance policy, developing a procedures

manual, and organizing a workshop to review the procedures manual before publication. This activity has progressed and resulted in a policy document for maintenance.

The policy document recommends actions that respond to several critical problems:

- Standardizing equipment to make it easier for private vendors to stock spare parts
- Carefully describing the responsibilities of maintenance at each level
- Merging into one group the different groups responsible for maintenance
- Training engineers and technicians to train pump operators
- Establishing a plan for systematic maintenance along with the necessary budget, staffing, and vehicles
- Coordinating maintenance activities at the regional level

The team recommends that GR review this policy statement and approve it as quickly as possible. The team also recommends that the procedures manual for maintenance be developed as scheduled under the Action Plan.

3.9 Hygiene Education

The weakest part of the WUA program and the Action Plan so far has been the hygiene education component. With the exception of several governorates, the Ministry of Public Health (MSP), which is responsible for hygiene education, has not been an active partner in integrating health education activities into the WUA promotion activities GR has undertaken. CRDA staff claim there is very little coordination with the ministry at the regional level.

The success of the hygiene education component is not critical to the overall success of the WUA program. If no hygiene education is done, there will still be benefits of convenience, time savings, and income generation. There may even be health benefits in that greater quantities of water will be available for domestic use. However, an opportunity to realize significant health benefits will be missed if hygiene education continues to be an afterthought. It is well established that without a careful program of hygiene education, health benefits will be markedly less.

Hygiene education currently seems to consist primarily of the following types of activities:

- **Visits to the water point and talking to whoever happens to be there at the time**
- **Sporadic chlorination**
- **Occasional testing for water quality**
- **Occasional community meetings**

In the five governorates visited, it did not seem that a clear plan for hygiene education existed. (It should be noted that time did not permit the team to visit regional MSP staff, so a key perspective is missing from the data. Nevertheless, it can be stated that CRDA staff could not clearly explain MSP's approach to hygiene education and that no hygiene education activities were integrated into CRDA promotion activities.) In a few governorates, such as Kairouan and Sousse, CRDA staff and the regional MSP office have developed a good working relationship. Although these instances appear to be exceptions, they indicate that a productive relationship is possible.

CRDA staff members have a limited understanding of what hygiene education is and how it should be linked to their activities. For example, one CRDA GR unit chief said that when there are community meetings for hygiene education, the health educator should speak primarily to men, since they are the ones responsible for water at the household level. This indicates a rather low level of understanding of hygiene education, since women are inevitably responsible for water and domestic hygiene in Tunisia.

At the national level, communication between GR and MSP has improved in recent months. During the first year of Action Plan activities, coordination at the national level was practically nonexistent. The MSP could be described as a reluctant partner at best. It did not nominate a candidate for the Asian study tour, did not participate in debriefings of Action Plan activities, and was not particularly cooperative in rescheduling the pilot testing of the hygiene education training guide after the Gulf War. However, communication has recently opened up and the team hopes that the national coordination committee that it is proposing can serve as a mechanism for ongoing cooperation, should MSP choose to become actively involved.

To address the problems of coordination at the regional level, the team believes that CRDA staff need to have a fuller understanding of the roles and responsibilities of MSP hygiene education staff and that MSP staff should have a better understanding of WUA promotion. In addition to understanding each other's program and clarifying

roles, a joint plan needs to be developed that integrates hygiene education activities into WUA promotion activities. This plan should be written down and monitored quarterly.

To assist in the process, the team proposes to add an activity to the Action Plan. This activity would involve conducting two or three three-day seminars involving at least the GR chief and regional MSP environmental health chief from each governorate. The seminars would be identical, with half or a third of the governorates attending the first seminar and the other governorates the second or third seminar. The results of the seminars would be a better understanding of the WUA program and hygiene education and, most importantly, specific governorate-level plans for integrating hygiene education activities with WUA promotion. The decision to conduct two or three seminars would depend on whether the head of the WUA promotion unit and the regional health educator were included with the two chiefs. (This latter option is preferable if funds permit.)

3.10 Action Plan Completion

Of the remaining activities originally planned, only four have not been discussed thus far. They include three activities relating to finalizing the national strategy and one regarding the assessment of the WUA capacity for community development. The latter should go forward, as there is increasing evidence that successful WUAs go beyond the management of the water system and undertake additional community development activities. There are enough case examples, particularly in Kairouan, to justify proceeding with this activity.

The three activities relating to finalizing the national strategy are the following:

- **Procedures manual**
- **National strategy**
- **National seminar**

The procedures manual should be operational in nature and cover all aspects of WUA promotion. It should treat maintenance in general terms since there will be a separate detailed maintenance procedures manual. The national strategy will essentially be a policy document that summarizes all the major decisions that have been made.

The procedures manual and national strategy will require the synthesis of all the activities that have or will take place. They will draw upon the findings of previous activities, which will necessitate drawing upon a number of the Tunisian and

American consultants who have participated in those activities. It is expected that the synthesis process will start in March 1992, after all or most of the current and planned activities are completed.

Chapter 4

Conclusions and Recommendations

4.1 Conclusions

The following key conclusions resulted from an analysis of both the results of the mid-term review workshop and the individual interviews held with involved personnel at central and regional levels. The conclusions are grouped into two major categories: positive aspects of WUA development and problematic aspects of WUA development.

4.1.1 Positive Aspects of WUA Development

Although Chapter 3 focuses on key problem areas, there are a number of important positive points in the WUA program that the team noted. The following list is a brief summary of the positive aspects.

- The concept of creating associations of collective interest, i.e., user associations, to manage rural water supply systems is accepted by many decision makers in the country. In general, the mid-level CRDA staff think they have the support of the governors and délégués as well as senior CRDA staff.
- There are enough examples in different regions of the country to demonstrate that WUAs can be efficient, effective, and financially sound if they are properly developed.
- A legal context exists for both irrigation and potable-water WUAs that can be adapted or modified to create user associations for other community or rural development sectors. One example is the Northwest Regional Development Office for Forest and Pasture Lands (ODESYPARNO), based in Beja, which is adapting the concept to create WUAs for integrated rural development projects.
- The socio-political environment in Tunisia is favorable to the promotion of WUAs. The government has come out strongly in support of WUAs for rural water supply. This support is critical to getting rural populations to accept the concept.
- Enough data exist to demonstrate that potable-water WUAs can realize important savings for the government while contributing

to better conservation of energy and water resources. These savings could be shifted to increase support of rural water supplies in such areas as backup maintenance, rehabilitation of old systems, and increased coverage. In short, better service could be provided than can possibly be offered at the current time.

- Potable-water WUAs can become centers for other types of community development activities, such as small gardening, latrine construction, cooperatives, and formation of women's groups.
- Members of successful potable-water WUAs believe they benefit from self-management of their rural water supply system in terms of better service and increased control over their own affairs.
- The policy and process of decentralization of services and of decision making have already helped improve the process of promoting WUAs. An example of this is giving governors and the governorate water resources committee (GIH) the authority to approve WUAs.
- There is a beginning collaboration between the ministries of Agriculture, Health, Finance, Interior, and Social Affairs at the central level; however, this collaboration must be reinforced and extended to regional levels as well.

4.1.2 Problematic Aspects of WUA Development

- There seems to be a risk that the government will not be ready to pull away from the administration and tight monitoring of the WUAs. The question of who is the owner of the physical assets of the rural water supply system, the WUA or the administration, remains.
- Some officials and key actors are not yet aware of or sensitive to the WUA program, including some governors, district administrators, and staff of other public services.
- There are inadequate financial, human, and material resources devoted to the creation and development of WUAs.

- **The small WUA service that currently exists at the central level cannot perform all the functions needed for the effective promotion of potable-water WUAs in all areas of the country.**
- **There is an absence of information needed for the management of the WUA program at both the regional (CRDA) and central (GR/Tunis) levels.**
- **The official financial management system is not used in most regions of the country.**
- **There is neither a plan nor an operational system for ensuring the training of WUA promoters, officers of WUAs, or pump operators.**
- **The policies and procedures for the maintenance of rural water supply systems are inadequate.**
- **Hygiene education programs have not yet been developed and integrated with other WUA promotion activities at regional or local levels.**

4.2 Recommendations

The following recommendations are grouped into two categories: those for the consideration of and action by the MOA, and those for which specific Action Plan activities are proposed. The recommendations directly address the problem areas discussed in section 4.1.

The first category includes those areas the team believes can only be resolved by the MOA; they are not issues in which further consultant assistance could be of much help. The second category includes areas the team believes could benefit from further outside assistance.

All of the recommendations were reviewed with the secretary of state for hydraulics, the director general for the GR of the MOA plus his key staff, and the responsible officers of USAID/Tunisia and KfW/Frankfurt.

4.2.1 Actions for the Consideration of the MOA

Control or Regulation

Government decision makers should define clearly for the WUAs the implications of the policies of government withdrawal and the granting of responsibility to the population. They should decide who owns the rural water supply system, the WUA or the government, and what degree of independence is desired or intended for the WUAs.

The ISPAN team recommends the WUAs become nongovernmental associations with total independence from the government, except for periodic monitoring to ensure that the WUAs are protecting, preserving, and ensuring adequate and equitable provision of water from the rural water supply system. It would be desirable in the future for WUAs to group themselves into local sections or federations that can provide advice and services to the various WUAs in a geographic area. Eventually, this could lead to the creation of a national federation of WUAs—a sort of trade association or union.

Creating Awareness and Demand

The team recommends the creation of a national-level interdepartmental coordinating committee to promote WUAs. This national coordinating committee should be composed of representatives from the ministries of Agriculture, Finance, Public Health, Interior, Planning, and Social Affairs. It should meet every two to three months to do the following:

- Define a vision for the future of WUAs in Tunisia and propose strategies for realizing this vision**
- Ensure the interdepartmental coordination necessary for the development of WUAs and other community associations, including studying the legalization process to find ways to simplify the process and make it more efficient**

The team also proposes that each CRDA organize annual seminars designed to increase the awareness and sensitivity toward WUAs of key regional actors. Additionally, it is recommended that the first phase of the proposed national communications strategy for the WUA program (see WASH Report No. 344) be implemented. KfW has indicated that its funds might be used for implementing all or part of the first phase of the communications strategy, depending on the GOT's opinion and further study of the proposed strategy by both the GOT and KfW.

Providing Resources

The recommendations of the institutional analysis and the cost-benefit studies should be implemented by the MOA decision makers so that in the near future the following can be assured:

- Adequate budgets for WUA promotion units at the regional (CRDA) level.
- Necessary human and material resources at regional levels to ensure fulfillment of all the functions related to WUA promotion. The ISPAN team specifically recommends one promotion agent for every 25 to 40 WUAs and one means of transportation for every two agents.

Fulfilling the MOA's Role and Responsibilities

The MOA should create institutional structures at the central and regional levels that can ensure the effective promotion of WUAs. Specifically, the ISPAN team proposes the creation of a department or subdepartment responsible for WUA promotion within the Department of Rural Engineering and Agricultural Hydraulics (DGGRHA) at the MOA's central level. This unit should be reinforced with at least two additional professional staff and should be responsible for ensuring that the following functions are adequately performed:

- Informing all interested parties of WUA program activities
- Creating awareness
- Coordinating with donors and other ministries
- Organizing and providing training to CRDA promoters and engineers
- Coordinating technical assistance/support for WUAs
- Monitoring and evaluating progress in each governorate
- Doing strategic planning
- Providing financing for activities of national interest

The team also thinks it would be advantageous in the near future to have a special advisor to the minister of agriculture (an "attache au Cabinet du MA") who is

responsible for promoting the water-user-association approach for all agricultural sectors in which there exists a common community interest, such as water, forests, pasturelands, and prairies.

4.2.2 Actions To Be Included in the Action Plan

Management Information System

Depending on approval by KfW and GR, the team recommends that USAID support KfW in the development of an MIS for the WUA program. USAID assistance would be at the conceptual stages to define the users of the system and the kind of information the users at the regional and central levels need. This would result in the establishment of meaningful performance indicators for WUAs. KfW would then be responsible for assisting GR in establishing the MIS.

Financial Management System

The MOA and the Ministry of Finance, with assistance from outside consultants, should review the financial management system proposed in the existing legislation. They should analyze the advantages and disadvantages of this system based on actual attempts to implement it in three to five governorates. They should then propose specific ways to make the system more flexible, efficient, and adaptable, and therein easier to implement and manage.

A necessary condition for conducting this activity is that MOA decision makers give their approval for modifying the existing system. During the ISPAN team's review of these recommendations with the secretary of state for hydraulics, he strongly indicated his desire for this activity to be done as soon as possible.

Training

An overall training system must be developed to ensure the institutionalization of the training activities that are necessary to promote WUAs effectively. This system must take into consideration the training needs at central, regional, and local levels. Accordingly, it should incorporate the following:

- **Development and updating of educational aids, guides, manuals, and materials**
- **Training of trainers for the various types of training**
- **Organization and planning of central, regional, and local training sessions**

- **Budgeting for all training activities**
- **Linkages with other training organizations, for example, the new MOA Extension Agency (Agence de Vulgarisation) and private-sector training firms**

Other training activities that have already been requested must be programmed into existing Action Plan activities. These training activities consist of the following:

- **A workshop to reinforce the technical skills of CRDA GR engineers responsible for training WUA pump operators. This workshop would emphasize the skills needed to maintain rural water supply systems.**
- **A refresher training course for the WUA promoters responsible for training WUA presidents and treasurers.**
- **Finalizing the *Hygiene Education Trainers' Guide* and organizing a TOT workshop for those regional health educators of the MOH responsible for organizing and conducting hygiene education training with WUA members.**

Maintenance and Repair

The MOA must also ensure implementation of the recommendations made in the latest (September 1991) "Proposed National Policy for the Maintenance and Repair of Rural Water Supply Systems," including the development of a practical and specific procedures manual for the maintenance and repair of rural water supply systems.

Hygiene Education

The DGGRHA of the MOA and the Department of Hygiene and Environmental Protection (DHMPE) of the MOH should organize two or three workshops of approximately three days each in order to raise awareness and inform the regional chiefs of DHMPE and GR about the importance of having a hygiene education program that targets WUA members. These workshops should result in hygiene education plans for each governorate.

The MOA and MOH must also collaborate in order to finalize the trainers' guide for hygiene education and organize a TOT workshop for the regional health educators responsible for implementing hygiene education training for WUAs.

Finalizing the National Strategy

The MOA should ensure the scheduling and implementation of the remaining activities proposed in the Action Plan for finalization of the national strategy. These include the following:

- **Developing a detailed and specific procedures manual for promoting WUAs**
- **Writing a succinct document that defines the national strategy for promoting WUAs**
- **Organizing and implementing a national seminar for high-level policymakers to present and adopt the national strategy**

The ISPAN team also proposes that the remaining activity proposed in the original Action Plan, a study to determine the potential of WUAs to promote other community development efforts, be conducted. This recommendation is made because there is sufficient evidence to support the idea that effective WUAs can become catalysts for other types of rural or community development activities.

Chapter 5

Proposed Calendar of Remaining Action Plan Activities

5.1 Introduction

The activities proposed in this section were all reviewed and deemed desirable by the MOA's secretary of state for hydraulics, the director general of the Rural Engineering Division, the chief of the WUA Promotion Unit, USAID/Tunisia officers responsible for the Action Plan, and KfW/Frankfurt's chief of the Maghreb. In some cases, the proposed dates were discussed with the American or Tunisian consultant likely to be responsible for the activity. Thus, even though the proposed schedule remains tentative and subject to minor revisions, the ISPAN team thinks it is generally acceptable.

5.2 Proposed Calendar of Activities

<u>Activity</u>	<u>Proposed Timing</u>
1. Refresher courses:	
a. WUA promoters (WUA staff/member trainers)	11/91
b. GR engineers (pump operator trainers)	12/91
2. Assessing WUAs' capacity to promote other community development activities	12/91
3. Developing a modified financial management system	12/91-1/92
4. Assisting in the development of an MIS, i.e., determining indicators to measure the development and success of WUAs (one consultant for two to three weeks)	12/91-1/92
5. Training trainers for hygiene education	1/92
6. Developing a training system to ensure the institutionalization of training activities (two consultants for two to three weeks)	1/92

- | | | |
|------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------|
| 7. | Producing a procedures manual for the maintenance and repair of rural water supply systems | 1/92-2/92 |
| 8. | Conducting two or three regional three-day workshops to raise awareness and develop governorate-specific hygiene education plans (two consultants for three weeks) | 2/92-3/92 |
| 9. | Writing a procedures manual for the development of WUAs | 3/92-4/92 |
| 10. | Writing the national strategy document | 3/92-4/92 |
| 11. | Conducting a national seminar to explain and adopt the national strategy | 5/92-6/92 |

Activities 3, 6, and 8 above are not in the original Action Plan. They have been added due to the needs identified and the requests made during this mid-term evaluation. The level of effort for all activities in the Action Plan remains essentially the same. The level of effort is provided for the three new activities (3, 6, and 8). All of these activities can be carried out with existing funding provided by USAID.

Summary-Technical Assistance

Activity	Timing	Level of Effort	Consultants Required
1. APPLIED STUDIES			
A. Comparative Analysis	August-September 1990	17 weeks total: 5 weeks each in Tunisia	<ul style="list-style-type: none"> • Social scientist experienced with WUAs • Social scientist with strong economics background • Social scientist or management degree, with experience in rural research (Tunisian)
B. Cost-Benefit Study	September-October 1990	10 weeks total 4 weeks each in Tunisia	<ul style="list-style-type: none"> • Economist or financial analyst with experience with WUAs • Economist or related field (Tunisian)
C. Water System Maintenance Policy and Procedures	November 1990-April 1991	10 months total: 2 months int'l consultant 8 months local consultants	<ul style="list-style-type: none"> • Maintenance engineer • Maintenance engineer (Tunisian) • Writer/illustrator (Tunisian) • Trainee (Tunisian)
D. Institutional Analysis	January 1991	6 weeks total: 3 weeks each in Tunisia	<ul style="list-style-type: none"> • Human resources development specialist • Social scientist with experience in institutional assessment (Tunisian)
E. MIS for monitoring WUAs	March 1991	8 weeks total 4 weeks each in Tunisia	<ul style="list-style-type: none"> • MIS specialist with experience in establishing data management systems • Computer specialist (Tunisian)

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Summary of the Action Plan

Appendix A

Activity	Timing	Level of Effort	Consultants Required
2. PILOT PROJECTS			
A. Pilot project to monitor WUAs	June 1990-September 1991	14 months total	<ul style="list-style-type: none"> • Project Coordinator • Social scientist with experience with WUAs • Social scientist with research experience (Tunisian) • Two research assistants with social science degrees (Tunisian)
B. Assessment of WUA capacity for community development	January-February 1991	6 weeks total: 3 weeks each in Tunisia	<ul style="list-style-type: none"> • Social scientist with community development background • Community development expert (Tunisian)
3. TRAINING			
A. Asian Study Tour	August-September 1990	8 weeks total: 3 weeks each consultant for study tour itself	<ul style="list-style-type: none"> • Coordinator with experience with WUAs • Logistics coordinator
B. Development of Pump Operator Training Program	July-August 1990	5-10 weeks total: 5 weeks in country	<ul style="list-style-type: none"> • Instructional technologist • Engineer (Tunisian consultant if not provided by GR)
C. Development of WUA Training Program	June-July 1990	8 weeks total: 4 weeks each in country	<ul style="list-style-type: none"> • Training specialist with experience in WS&S • WUA specialist, with social science degree (Tunisian)
D. Development of Training Program for Hygiene Education	September-October 1990	3-5 weeks	Health educator with experience in training and water and sanitation

Activity	Timing	Level of Effort	Consultants Required
E. Training of Trainers: Engineers and Technicians	October-November 1990	10 weeks total: 5 weeks each in Tunisia, two-week workshop	<ul style="list-style-type: none"> • Training specialist 2 • Engineer (to be provided by GR)
F. Training of Trainers: Community Organization Specialists	November-December 1990	10 weeks total: 5 weeks each in Tunisia, two-week workshop	<ul style="list-style-type: none"> • Training specialist • Training specialist with experience in community development • Community organization specialist (to be provided by GR)
G. Training of Trainers: Hygiene Education Specialist	January-February 1991	10 weeks total: 5 weeks each in Tunisia, two-week workshop	<ul style="list-style-type: none"> • Training specialist • Health educator with training skills • Health educator (to be provided by MSP)
H. Refresher Course	June 1991	10 weeks total: 5 weeks each in Tunisia, 3 3-day workshops	<ul style="list-style-type: none"> • Training specialists (2)
I. Social Marketing	June 1991	6 weeks total: 3 weeks each in Tunisia	<ul style="list-style-type: none"> • Social marketing expert with experience in water and sanitation • Social marketing expert with experience in production (Tunisian)
J. Evaluation of Training	July 1991	8 weeks total: 4 weeks each in Tunisia	<ul style="list-style-type: none"> • Training evaluation specialist • Social scientist with community development experience (Tunisian)

- Persons provided by the GOT are not included in "Level of Effort."

Activity	Timing	Level of Effort	Consultants Required
4. FINALIZATION OF STRATEGY			
A. Mid-term workshop	February-March 1991	3 weeks total	<ul style="list-style-type: none"> • Workshop facilitator • Social scientist with experience with WUAs
B. WUA Procedures Manual	July-August 1991	4 weeks	<ul style="list-style-type: none"> • WUA specialist with experience writing guideline documents
(Following funded by other means than Rural Potable Water Institutions Project)			
C. Draft National Strategy	September-October 1991	4 weeks	<ul style="list-style-type: none"> • WUA specialist
D. National Seminar	November-December 1991	2 weeks	<ul style="list-style-type: none"> • Facilitator

Appendix B

Scope of Work

Mid-Term Review Workshop of Action Plan Progress

General Background

As steps are taken towards developing a nationwide strategy for the creation of Water User Associations (WUAs), a mid-term review will be needed to highlight interesting findings and conclusions, assess progress in developing a strategy, and suggest measures to improve implementation, as required. To accomplish this goal, the purpose of this task is to prepare a draft interim document for review at a workshop on activities completed under the Action Plan to date. Since the Action Plan will cover approximately 18 months, a mid-term review which follows the studies, after about nine months, will ensure synthesis to date and an agreed upon direction for the final stages of preparation for the strategy.

The seminar will convene a group of approximately 10 to 15 people, drawn from GR/Tunis, CRDA/Kasserine, USAID/Tunisia, KfW, and other interested agencies. The results of studies completed and progress in training will be reviewed. The seminar will be convened by GR/Tunis and a consultant facilitator. It will be held for two days.

Tasks

1. Prior to the workshop, two consultants will spend two weeks reviewing studies, training, monitoring, and related activities and prepare a draft document with findings and suggested directions for the plan. Workshop participants will receive copies of the materials for review prior to the seminar.
2. A two-day workshop, preferably away from regular offices, will review the draft document and reach agreements about future directions during the remaining time of the Action Plan.
3. The review will take into consideration changes in the political and economic climate in Tunisia, particularly in terms of efforts to decentralize and to emphasize greater user participation in operation and maintenance of rural water operations. In the face of possible changes, revisions to the Action Plan may be suggested.
4. Following the workshop, the consultants will work closely with GOT officers and prepare a brief report indicating the agreements, activities, and deadlines reached at the workshop. Copies of the report will be submitted to USAID/Tunisia, GR/Tunis, CRDA/Kasserine, and KfW.

Personnel

The assignment requires two consultants experienced in evaluative methods and water user group strategies. One of them ought to have experience in designing, coordinating, and facilitating workshops. Previous work with and knowledge about the Action Plan highly desirable. Fluency in French required.

Level of Effort

The level of effort required will be a total of approximately four weeks. Initial outlines for the draft text will be provided prior to the workshop. The workshop will take place at the beginning of the third week, and two to three days will be required for follow-up and writing the brief report.

Appendix C

List of Persons Interviewed

CRDA/Bizerte

M. Habib ESSID
M. Nouredine FUCHICHI

Commissaire
Chef d'arrondissement du
GR

CRDA/Sousse

M. Abdelhamid GHALI
M. Abdelaziz JAMAA
M. Mohamed ROMDHANE

Commissaire
Chef d'arron. du GR
Adjoint technique du GR

CRDA/Beja

M. Nejib Hadj LARBI

Chef d'arron. du GR

CRDA/Zaghuan

M. Ali SLIMI

Cellule AIG/Zaghuan

ODESYPARO/Beja

M. Ridha FEKIH

President Directeur
Général

CRDA/Le Kef

M. Mouldi SMIDA
M. JELAL

Coordinator des AIC
Chef d'arron. du GR

KfW/Frankfurt

M. Kurt HILDEBRAND

Chef de division/Maghreb

DGGHRHA/MA/Tunis

M. Abdelkader HAMDANE
M. Mohamed ATTIA

M. Youssef SARDOUK

M. Mahmoud BACCAR

Directeur Général
Directeur, Direction de
l'eau potable
Responsable du Projet KfW
de l'eau potable
Chef de service, AIC

DHMPE/MSP/Tunis

M. Hedi AKREMI

Chef de l'Unité de
l'assainissement, l'eau
potable et l'éducation
sanitaire

Consultants

M. Alan WYATT
M. Kurt GRIMM
M. Mohamed Salah REDJEB
M. Mohamed FRIOUI
M. Moncef MAALEL

Ingenieur
Sociologue
Economiste
Economiste
Ingenieur

Appendix D

Atelier à mi-parcours du plan d'action pour la promotion des AIC le 26 et 27/09/91 à Sidi Thabet

LISTE DES PARTICIPANTS

Nom	Prénom	Fonction/Poste	Lieu de travail
Jennings	Lee	Consultant formateur	Wash DC
Belgacem	Khessaissia	Consultant formateur	Wash Tunis
Ridha	Boukraa	Sociologue	Université de Tunis
Hajji	Moncef	Chef de cellule AIC	GR Kairouan
Selmi	Abdelhamid	Président AIC	El Alia/Kairouan
El Bekri	Jounaïdi	Cellule AIC Gafsa	GR Gafsa
Ben Ali	Brahim	Ingénieur	GR Gafsa
Rajhi	Hassen	Cellule AIC Béjà	GR Béjà
Louiti	Moktar	A.S.U.A.G Kasserine	Kasserine
Hadj Larbi	Nejib	Che Arr GR	Béjà
Missaoui	Mouldi	DG/GR Tunis	Tunis
Herzi	Hédi	DG/GR Tunis	Tunis
Sardouk	Youssef	DG/GR Tunis	Tunis
Mnasri	Lamine	GR Kasserine	Kasserine
Mme Mkacher	Najet	DG/GR Tunis	Tunis
Moncef	Agrebi	CRDA Mahdia (Chef d'AGR)	Mahdia
Rachid	Touri	S/D Budgets locaux	Tunis
Ali	Siouma	Chef cellule AIC	Mahdia
Abdehafid	Lakhdhar	Chef de projet (P.I)	USAID/Tunis
Curt	Grimm	Sociologue	Binghamton, NY
Mohamed Salah	Redjeb	Economiste	I.S.G
Slimi	Ali	ITE/AIC Zaghouan	CRA Zaghouan

Moncef	Maalel	Consultant Wash	Aplico
Labidi	Lamjed	Adj. Technique	CRDA Silliana
Chaher	Mehrez	Enseignant	I.S.G.
Alan	Wyatt	Consultant WASH	WASH
Ridha	Fekih	PDG Office	Odesypano/Béja
Fred	Rosensweig	Consultant	Wash D.C
Héni	Essayed	Cellule AIC	Sidi Bouzid
Mme Boutiti	Rakia	SD des études	DG/GR Min Agr
Jebali	Salah	Section Maintenance et entretien	CRDA Kef
Smida	Mouldi	Coordinateur des AIC	CRDA Kef
Akremit	Hédi	Coordinateur des projets	M.S.P
Mohamed	Attia	DG/GR	Agriculture
Frioui	Mohamed	Consultant	Cabinet 15 Rue de Cologne 1002 Tunis I.S.G. Tunis

Appendix E

Qu'est ce qui marche bien ?

I/ Les consultants

- 1- Meilleure gestion des ressources
- 2- Environnement socio-politique favorable à la création des AIC
- 3- AIC est interlocuteur et intermédiaire entre l'individu et le pouvoir public
- 4- Les AIC existent et survivent

II/ Le Groupe de voyage d'études

- 1- Adhésion-enthousiasme (Chef de cellules AIC)
- 2- Sensibilisation des chefs d'arrondissement de GR
- 3- Cohésion-nouvelle politique économique et politique participative
- 4- Mobilisation-Ressources financières pour le démarrage des AIC
- 5- Existence d'un cadre institutionnelle dans lequel opèrent les AIC
- 6- Intervention des bailleurs de fonds pour le soutien des AIC
- 7- Acceptation souvent sans difficultés de la population pour opérer dans les AIC.
- 8- Développement des branches d'activités autres que l'eau potable et irrigation (AIF)
- 9- Renforcement des économies avec les AIC
- 10- Passage de l'assistance totale de l'Etat à la contribution progressive qui reste liée au degré de sensibilisation communautaire.

III/ Les chefs d'arrondissement

- 1- Appui de l'autorité (régionale et locale)
- 2-Conviction des usagers de la création des AIC
- 3- Admission des messages de différents intervenants
- 4- Solidarité des usagers au paiement de leur cotisation (dispense

de familles pauvres)

IV/ Les responsables des AIC

- 1- Economie d'énergie et d'eau**
- 2- Interventions rapides (petites réparations)**
- 3- Début de changement de mentalité et responsabilisation chez les usagers**
- 4- Développement de l'esprit communautaire**

V/ Le GR/Tunis

- 1- Adoption de concept AIC comme stratégie nationale**
- 2- Décentralisation des procédures de constitutions et gestion des AIC**
- 3- Contribution des bailleurs de fonds**

Les Problèmes

I/ Les consultants

1. Le paradoxe de l'AIC :

- . Initiative <--> Contrôle
- . Côtisations <--> Taxe
- . Sources alternatives
- . Support politique <--> manque de moyens
- . Système de gestion financière
- . Le cadre juridique est gênant

2. Définition et délimitation des tâches

3. Insuffisance de moyens humains et matériels pour l'appui des

AIC (Formation)

4. L'entretien et la maintenance (Finances)

5. Absence d'information pour pouvoir décider

II/ Les responsables des AIC + 1 Président d'AIC

1. La non-motivation de certains responsables locaux

2. Gestion financière avec le Ministère de finance

3. Manque de moyens humains, roulants et matériels

4. Procédure de légalisation des AIC au JORT non clarifiée et retardée

5. Mal information des différents organismes : banques, tribunaux etc.

6. Réticence des bénéficiaires envers les contributions mensuelles

7. Absence d'un décret de création des cellules des AIC

III- Les responsables du GR/ Tunls

1. Pas de priorités à l'échelle régionale

2. Structure centrale insuffisante

- 3. Pas d'approche étudiée**
- 4. Interprétation différente de la réglementation en vigueur**
- 5. Manque de moyens humain et matériel**
- 6. Sensibilisation du public au concept des AIC (TV, radio, école, presse, etc).**
- 7. Tarification : cotisation et vente d'eau**
 - Problème de la détermination des tarifs adéquats.**

IV- Les chefs d'arrondissement du GR

- 1. Moyens humains et matériels**
- 2. Complexité de l'application de la réglementation financière en vigueur**
- 3. Manque de collaboration des responsables du Ministère des Finances impliqués aux AIC.**
- 4. Encadrement sanitaire (à consolider)**
- 5. Entretien et maintenance : Budget à renforcer**

V. Groupe de voyage d'études

- 1. Complexité et inadaptation de la réglementation financière**
- 2. Manque d'organisation et de coordination entre les intervenants dans le système du mouvement associatif**
- 3. Manque de prise de conscience du coût réel du fonctionnement des opérations accompagnant le développement des AIC**
- 4. Absence de structures d'encadrement adéquat à plusieurs niveaux**
- 5. Insuffisance de sensibilisation dans certaines régions pour la création des AIC**
- 6. Manque d'harmonisation des procédures de création des AIC (avec la nouvelle déconcentration) avec les opérations de gestion financière, prise par les comptables à titre accessoire.**
- 7. Insuffisance de la fonction statistique, étude et synthèse tant au plan de la collecte qu'au niveau de la diffusion.**

Solution des problèmes

Groupe 1

Problème :

Il y a un manque de moyens humains et matériels pour la création et la promotion des AIC.

Causes:

- 1. Manque d'un budget destiné à la promotion des AIC à l'échelle nationale et régionale**
- 2. Difficultés d'acquérir des véhicules sur le marché tunisien**
- 3. Manque de personnels formés pour la promotion des AIC**

Solutions proposées:

- 1. Programmation d'un budget pour la promotion des AIC qui sera délégué aux CRDA, ventilé comme suit :**
 - Frais de fonctionnement (carburant, fournitures de bureau, secrétariat).**
 - Assistance et encadrement des AIC (fourniture de démarrage pour les nouvelles AIC et encouragement)**
 - Frais de formation (stages, séminaires, visites)**
 - Frais de l'étude (sociologue)**
- 2. Création d'une cellule dans chaque CRDA renforcée en moyens humains et matériels.**

N.B: Il est souhaitable que le matériel roulant sera affecté en nature et en nombre suivant l'importance des tâches des différents CRDA.

Suggestions:

prendre en considération "la cellule de gestion des AIC de Gabès (AIC Irrigation) comme modèle potentiel. Voir l'étude de Frioui, analyse institutionnelle et l'étude cout avantages

Groupe 2

Problème:

Le système de gestion financière n'est pas appliqué-complexité et inadaptation de certaines dispositions des textes

Causes du problème

Aspets juridiques

Art	3	Age de l'AIC
Art	9	
Art	6	
Art	8	Droit de l'usage
Art	9	
Art	19	Objet d'assemblée générale
Art	34	Budget
Art	39	Contrôle
Art	39	Litige

Solutions proposées

- 1. Annulation des articles 3, 9, 10, 11 et 13**
- 2. Modification des articles 6, 11, 39, 37, 38.**
- 3. Compléter les articles 7, 8 et 39.**
- 4. L'AIC est une collectivité locale à comptabilité publique**
- 5. Alléger la gestion financière**

Suggestions

- 1. Organiser un atelier de reflexion avec les responsables du Ministère de finances, MA, CRDA et des représentants des AIC avec l'étude et préparation avant l'atelier (deux receveurs e Finance, un receveur régional, un directeur régional, un représentant DCCP, un représentant Ministère de l'Intérieur et des personnes du GR et des AIC).**

2. Prévoir la formation et la sensibilisation des Directeurs de Finances, des receveurs et d'autres responsables concernant comment mettre en application le système de gestion financière avec les guides pratiques.

Groupe 3

Problème:

Absence d'information pour la gestion des AIC

Causes:

- 1. Information non-identifiée**
- 2. Pas de structure de collecte**
 - . Absence des circuits**
 - . Absence des supports**
 - . Absence de formation**
- 3. Non-implication des bénéficiaires dans l'information à tous les niveaux**
- 4. utilité de la collecte**

Solutions proposées

- 1. Identifier les utilisateurs d'information AIC, GRT, CRDA, MSP, etc..**
- 2. Identifier les vrais besoins d'info. de la part de chaque groupe**
- 3. Limiter des besoins au départ.**
- 4. Créer des supports simples et uniformes**
- 5. Identifier des circuits logiques/efficaces**
- 6. Initiation et formation**
- 7. Analyse des informations (méthode et fréquence - élaboration des documents périodique)**
- 8. Retour de l'information**

Suggestions

- 1. Promouvoir des journées d'échange d'information au niveau régional.**
- 2. Développement d'un système d'information (atelier)**
- 3. Prendre en considération le SIG de la cellule des AIC de Gabès**
- 4. Ingénieur conseil de la KFW sur le développement d'un SIG dans**

ces termes de référence

. A voir ave la KFW la semaine prochaine

. Possible à partir de 1/92

5. Un atelier national avec les responsables des AIC et un spécialiste.

Groupe 4

Problème:

"Certains responsables et certains intervenants ne sont pas sensibilisés au programme AIC"

Causes

- 1. Incompréhension du concept de l'AIC et de leur assistance aux AIC**
 - Finalité et des actions d'attribution
- 2. Insuffisance d'assistance :**
 - Manque de contact
 - Manque de support logistique
- 3. Acceptation difficile de la limitation du rôle des autorités régionales et locales-notamment sur le plan de fonctionnement**
- 4. Manque de motivation matérielle et financière-exprimé par les comptables.**
- 5. Mauvaise circulation de la l'information.**
- 6. Ambiguïté du rôle attendu de la part des membres des cellules des AIC au niveau CRDA**
- 7. Absence des facteurs susceptibles de mettre en œuvre un programme de sensibilisation à l'échelle régionale et locale**
- 8. Manque de coordination et de complémentarité d'actions des différents intervenants.**

Solutions proposées

- 1. Assurer une bonne circulation de l'information.**
- 2. Etudier les garanties permettant d'avoir un bon contact afin d'apporter les experts logistiques nécessaires**
- 3. Sensibiliser les autorités compétentes à la nécessité de doter les cellules AIC avec les moyens humains et matériels allant de pair avec les tâches qui lui ont été confiées.**

- 4. Prendre les instructions nécessaires pour clarifier l'organisation des CRDA en matière d'assistance des AIC.**
- 5. Activer l'établissement de la mise en forme d'un programme de sensibilisation c'est à dire élaborer un manuel de procédures pour la promotion des AIC.**
- 6. Créer des unités au niveau régional et local pour assister des AIC**
- 7. Sensibiliser le MSP à l'utilité de mettre à la disposition des AIC du personnel d'hygiène et de l'éducation sanitaire.**

Suggestions

- 1. Eviter de bureaucratiser le phénomène d'AIC - mettre l'accent sur PC**
 - 2. Il faut définir clairement le rôle et responsabilité de chaque Minsistère**
 - Délimiter les tâches de chaque intervenant et prévoir les moyens de concrétisation**
 - 3. Partager les résultats du contrôle de la qualité d'eau du MSP avec GR**
- * Il faut fixer une date afin de concrétiser la discussion concernant les moyens d'assurer la coordination entre MSP et le GR.**

Groupe 5

Problème:

L'entretien et la maintenance ne sont pas adéquats

Causes :

- 1. Diversité des marques et choix des équipements et fournisseurs pour les pièces de rechange.**
- 2. Tâches et responsabilités dispersées et mal comprises**
- 3. Manque d'organisation**
- 4. Fausses manœuvres (choix du G.P)**
- 5. Pannes fréquentes (imprévues + probables)**
- 6. Manque de conformité aux consignes de constructeur**

Solutions

- 1. Standardisation - limitation des marques de cahier des charges (revoir les installations existantes) coordination des acheteurs**
- 2. Définition et délimitation des responsabilités**
- 3. Unification des intervenants de maintenance et budget avec pouvoir indépendant pour entretien et maintenance**
- 4. Formation des formateurs pour former les utilisateurs**
- 5. Entretien systématique (planification) + budget nécessaires + équipes qualifiées et moyens.**
- 6. Information et sensibilisation et suivi d'application**
- 7. Assurer une coordination au niveau régional-par le GIH**