



WATER AND SANITATION  
FOR HEALTH PROJECT

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# COLLABORATION WITH WHO ON A WATER DECADE PLANNING WORKSHOP IN DJIBOUTI

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## WASH FIELD REPORT NO. 225

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Prepared for  
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WASH Activity No. 366

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Prepared for the Office of the USAID Representative  
to Djibouti under WASH Activity No. 366

by

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and

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January 1988

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## ACRONYMS

AFVP	Association Française des Volontaires du Progrès (French Volunteer Organization)
AID/W	United States Agency for International Development/Washington
CCE	Commissariat des Communautés Européennes (European Community Aid Organization)
CNEHA	Comité National Eau-Hygiène-Assainissement (National Water-Hygiene-Sanitation Committee)
DIEPA	Décennie Internationale de l'Eau Potable et de l'Assainissement (International Drinking Water Supply and Sanitation Decade)
DINAS	Direction Nationale de la Statistique (National Office of Statistics)
DUL	Direction de l'Urbanisme et du Logement (Division of Urbanism and Housing)
FAC	Fonds d'Assistance et de Coopération (French Bilateral Aid Organization)
FARD	Forces Armées de la République de Djibouti (Djiboutian Armed Forces)
GR	Génie Rural (Rural Works Division)
GROD	Government of the Republic of Djibouti
ISERST	Institut Supérieur des Etudes et de la Recherche Scientifique et Technique (Institute for Scientific and Technical Research)
MADR	Ministère de l'Agriculture et du Développement Rural (Rural Ministry of Agriculture and Rural Development)
MCTT	Ministère du Commerce, des Transports et du Tourisme (Ministry of Commerce, Transport and Tourism)
MF	Ministère des Finances (Ministry of Finance)
MIPT	Ministère de l'Intérieur, des Postes et Télécommunications (Ministry of Interior, Post and Telecommunications)
MSPAS	Ministère de la Santé Publique et des Affaires Sociales (Ministry of Public Health and Social Affairs)

## ACRONYMS (continued)

MTPUL	Ministère des Travaux Publics, de l'Urbanisme et du Logement (Ministry of Public Works, Urbanism and Housing)
OMS	Organisation Mondiale de la Santé (World Health Organization)
ONED	Office National des Eaux de Djibouti (National Water Authority)
PDUD	Projet de Développement Urbain de Djibouti (Djibouti Urban Development Project)
SGR	Service du Génie Rural (Rural Engineering Service)
SHE	Service d'Hygiène et d'Epidémiologie (Hygiene and Epidemiology Service)
SP	Service de la Planification (Planning Service)
STDD	Services Techniques du District de Djibouti (Technical Services of the District of Djibouti)
UNDP	United Nations Development Programme
UNFD	Union Nationale des Femmes Djiboutiennes (Djibouti National Women's Union)
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development (overseas mission)
WHO	World Health Organization

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Mr. John Lundgren and Mr. D. F. Ismael of USAID/Djibouti

Mr. John E. McAteer, Chargé of the American Embassy/Djibouti

Dr. Habiba Wassef, WHO Representative/Djibouti

Mr. Sadok Atallah, WHO Consultant from Tunisia

Mr. Mohsen Boulares, UNDP Resident Representative/Djibouti

Mr. Karim Akadiri, UNICEF Resident Program Administrator/Djibouti

Mr. Saleh Omar Hildid, Commissioner of the District of Djibouti

Mr. Hassan Robleh, Director of the Technical Services of the District of Djibouti

Mr. Ibrahim Mohamed Moubine, Assistant Director of the Technical Services of the District of Djibouti

Mr. Francis Gaudebert, Architect of the Technical Services of the District of Djibouti

Dr. Christian Bailly and Dr. Ahmed Mohamed Hassan of MSPAS/SHE

Mr. Mahamoud Ahmed Awaleh of MTPUL/DUL

Mr. Ali Youssouf Guedi of ONED

Mr. Abdourahman Farah and Mr. Guedda Mohamed Ahmed of ISERST

## EXECUTIVE SUMMARY

USAID/Djibouti requested WASH assistance for collaboration with WHO/Djibouti and the Djiboutian Comité National Eau-Hygiène-Assainissement (or National Water-Hygiene-Sanitation Committee, referred to as CNEHA) in the organization, facilitation, and documentation of an International Drinking Water Supply and Sanitation Decade Planning Workshop.

The WASH team leader, H. L. Jennings, arrived in Djibouti October 4, 1987, and was joined by his colleague, Nicolas G. Adrien, on October 11 to finalize the planning for the workshop which was held October 18 to 22. Both team members assisted with the preparation of the final workshop report before their departure October 28, 1987.

The consultants' findings and recommendations were presented to USAID/Djibouti on October 28, 1987 and are summarized below:

1. Despite the relatively late start in the 1981-to-1990 Decade, the Republic of Djibouti is now well launched in the Decade planning process with a significant group of technicians and some influential decision-makers committed to continuing the process.
2. WHO/Djibouti is committed to continuing its assistance in the Decade planning process in collaboration with UNDP, UNICEF, and bilateral aid organizations that may be interested.
3. USAID/Djibouti would also like to continue to assist the Government of the Republic of Djibouti (GROD) with this process; however, beyond WASH assistance in a sociocultural survey of household sanitation scheduled for November 1987, no further assistance has received the support of AID/Washington.
4. Future needs identified by the Djiboutian participants in the workshop for which WASH experience and expertise could be especially helpful include:
  - The formulation of specific policies and strategies into an officially endorsed and supported National Plan for Drinking Water Supply, Hygiene, and Sanitation.
  - The development of health education materials for drinking water, hygiene, and sanitation.
  - The development of an overall training plan for the water/hygiene/sanitation sector, including a series of training-of-trainer workshops.

### Recommendation

AID/Washington should consider the continued provision of technical assistance to Djibouti in order to help the GROD coordinate and develop the water/hygiene/sanitation sector.

## ANALYSE SOMMAIRE

La Mission USAID à Djibouti demanda au Projet WASH de l'assistance pour la collaboration avec l'OMS/Djibouti et le Comité national djiboutien Eau-Hygiène-Assainissement (CNEHA) à l'organisation, la facilitation et la documentation d'un Atelier de planification de la Décennie internationale pour l'Alimentation d'eau et d'Assainissement.

Le chef d'équipe pour WASH, H.L. Jennings, arriva à Djibouti le 4 octobre 1987 et fut rejoint par son collègue, Nicholas G. Adrien, le 11 octobre pour mettre au point la planification pour l'atelier qui eut lieu le 18-22 octobre. Les deux membres d'équipe assistèrent à la préparation du rapport final d'atelier avant leur départ le 28 octobre 1987.

Les résultats et les recommandations des consultants furent présentés à l'USAID/Djibouti le 28 octobre 1987 et sont résumés ci-dessous:

1. Malgré le début relativement tard de la Décennie de 1981 à 1990, la République de Djibouti est maintenant bien lancée dans la planification de la Décennie avec un groupe important des techniciens et des responsables influents qui sont voués à la continuation du processus.
2. L'OMS/Djibouti est vouée à la continuation de son assistance au processus pour la planification de la Décennie en collaboration avec PNUD, UNICEF, et toutes organisations bilatérales intéressées.
3. L'USAID/Djibouti voudrait aussi continuer à assister le gouvernement de la République de Djibouti (GRD) à ce processus; à part l'assistance de WASH à une enquête socio-culturelle de l'assainissement de ménage prévue pour novembre 1987 cependant, aucune autre assistance n'ait reçu de soutien de l'AID/Washington.
4. Des besoins futurs identifiés par les participants djiboutiens dans l'atelier auxquels l'expérience et la compétence de WASH pourraient être utiles comportent:
  - la formulation des politiques et stratégies précises dans un Plan national pour l'alimentation d'eau, d'hygiène, et d'assainissement qui sera sanctionné officiellement;
  - le développement des matériaux d'éducation sanitaire pour l'alimentation d'eau, d'hygiène, et d'assainissement;
  - le développement d'un plan sommaire de formation pour le secteur eau/hygiène/assainissement, y compris une série d'ateliers pour la formation des formateurs.

### Recommandation

L'AID/Washington devrait envisager la fourniture continuée de l'assistance technique à Djibouti afin d'aider le GRD à coordonner et à développer le secteur eau/hygiène/assainissement.

## Chapter 1

### BACKGROUND

#### 1.1 Recent Activities in the Water and Sanitation Sector

A WASH team (Dennis Warner and Agma Prins) made a reconnaissance visit to Djibouti in October 1986 (see WASH Field Report No. 200, January 1987). It identified a few activities that the USAID Mission could help the Djiboutians carry out in the water and sanitation sector, particularly a workshop on urban household sanitation problems; a knowledge, attitude, and practice survey; and training-related activities. The reconnaissance visit was the first step in an attempt to solve the problems observed during implementation of the World Bank-USAID sponsored urban development project, *Projet de Développement Urbain de Djibouti (PDUD)*.

The urban sanitation workshop took place in February 1987. It was implemented by senior personnel of the interested government divisions (Interior, Health, Public Works, PDUD) with technical assistance from two WASH consultants serving as facilitators (B. Diallo as trainer-social scientist and Nicolas G. Adrien as sanitary engineer). This workshop resulted in a recommendation to create a national committee of hygiene and sanitation. Other recommendations addressed the institutional, technical, sociocultural, and training problems that plague the sector. The creation of a national committee was regarded as a crucial step as this committee was to carry out some of the other recommendations, including the sociocultural survey to take place in November/December 1987.

In June 1987, the World Health Organization (WHO) published a report on the visit to Djibouti by its consultant, J. Cheze, who evaluated the sector with respect to the International Drinking Water Supply and Sanitation Decade. Cheze's first three recommendations were the creation of a national committee for the Decade; organization of a workshop to determine sector objectives, policies, and strategies; and a long-term water and sanitation plan.

Also in June 1987, Agma Prins was requested to clarify the nature of near-term WASH assistance, particularly related to a WHO-sponsored Water and Sanitation Decade planning workshop and the sociocultural survey mentioned above. Prins recommended that WASH provide the services of a social scientist/workshop facilitator and a water engineer/expert in appropriate technology to assist in workshop preparation and implementation and in drafting a workshop report.

Several meetings were held in Djibouti during July-August 1987 which resulted in a draft decree for the creation of a national committee on water, hygiene, and sanitation (Comité National Eau-Hygiène-Assainissement, CNEHA). The decree went one step beyond the first recommendation of the February workshop by adding the water subsector. At the same time it provided a sponsor for the Decade planning activities and the sociocultural survey.

In the three months that preceded the actual Decade planning workshop in October 1987, the WHO representative worked informally with the Djiboutians, USAID/Djibouti, and the WHO regional office to prepare for the workshop.

## 1.2 Workshop Composition, Scope, and Expected Results

The workshop was scheduled for October 17 to 21, 1987. The WASH team consisted of H. L. Jennings as social scientist/workshop facilitator and N. G. Adrien as water engineer/expert in appropriate technology. The facilitator arrived on October 1, and the engineer, one week later. The WASH team departed Djibouti on October 28.

WHO, as the primary sponsor of the workshop, was to be represented by the WHO regional officer for water and sanitation, the WHO representative for Djibouti, and a consultant as water policy planner. The regional officer was not able to participate, but the consultant, Mr. S. Atallah, was in Djibouti from October 16 to 30. The representative, Dr. H. Wassef, had to leave on October 19 for consultation at the Alexandria regional office. Dr. Wassef was back in time for preparation of the workshop report.

This combined WASH and WHO team worked with a small group of Djiboutians representing the National Committee on Water, Hygiene and Sanitation (see Chapter 2).

As originally defined in the Scope of Work (see Appendix A), the consultant team was to participate in the planning and facilitation of the Water Decade workshop as members of the workshop resource group. The purpose of the workshop was to

- identify sector needs in the areas of
  - water supply and sanitation coverage
  - institutional strengthening
  - human resource development
  - community mobilization
  - commodity inputs and financial costs
- identify available sector resources
- develop an overall national water and sanitation policy and a corresponding strategy
- develop a short-term action plan and determine immediate needs for external technical assistance.

During the team planning meeting held in the WASH office (Arlington, VA), the purpose of the consultancy was further defined to include collaboration with WHO in assisting the National Committee on Water, Hygiene, and Sanitation in

preparing, implementing, and documenting a Water Decade workshop. Specific results expected of the consultancy were the following:

1. A list of identified needs, critical factors, and resources in the water and sanitation sector
2. Brief working papers on some aspects of water and sanitation in Djibouti to be discussed during the workshop
3. Increased awareness of low-cost technical options
4. An outline of potential policies and strategies for the water and sanitation sector
5. Determination of elements of short-term actions--that is, a list of the next steps
6. Delineation of the need for external technical assistance
7. Improved communication and more effective collaboration among the government agencies and with donors
8. Increased institutional capacity to plan water and sanitation activities.

The WASH team conducted its field activities in three stages:

1. Workshop preparation, October 4 to 17
2. Workshop implementation, October 18 to 22
3. Workshop and mission reports, October 24 to 28

(See Appendix B, Proposed Work Plan, for further details.)

## Chapter 2

### PREPARATION FOR THE WORKSHOP

#### 2.1 Principles of the Approach

The following principles were used as guidelines in the development of this Water Decade planning workshop:\*

- Decade planning is a process of institutional strengthening rather than the production of one or more documents.
- The process involves assisting host-country nationals to understand their water supply and sanitation needs, to decide what can be done about them, and to take the necessary steps to achieve these ends.
- The process, from the standpoint of WASH, is non-directive and only advisory in nature.
- Host-country personnel make all major decisions and carry out all planning activities.
- The pace and resulting timetable of the plan development process are dependent upon the interest and efforts of host-country personnel.
- The long-term of institutional strengthening is more important than the immediate production of technically sophisticated plans and reports.

Following these principles, the consultants worked with the Djiboutian committee responsible for organizing the workshop. They also collaborated closely with the WHO representative and a WHO consultant who shared the same outlook toward Decade planning.

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\* "Development of National Water Supply and Sanitation Plans in Africa," paper presented by WASH Deputy Director Dennis B. Warner, ASCE International Conference on Resource Mobilization for Drinking Water Supply and Sanitation in Developing Countries, San Juan, Puerto Rico, May 26 to 29, 1987.

## 2.2 Preparation Activities

The team leader was briefed upon his arrival in Djibouti by USAID/Djibouti program assistant, Mr. D. F. Ismael. They reviewed together the proposed work plan and found it to be consistent with USAID/Djibouti's concept of the consultancy. Mr. Ismael provided minutes of the last two meetings of the Djiboutian committee responsible for planning the workshop as well as the proposed decree for the creation of a formal national committee, Comité National Eau-Hygiène-Assainissement (CNEHA), and the latest version of the proposed workshop schedule. He also provided copies of the 1987 World Bank report on the GROD.

The consultant team met most of the key people the following morning at a meeting of the Djiboutian planning committee. At the end of this meeting, appointments were set up with several of them over the next four days. The purpose of these meetings was to

- clarify the expected outcomes of the workshop;
- review, discuss, and possibly modify the proposed workshop schedule;
- assure that documents or working papers and presentations desired for the workshop would be ready on time; and
- assure that necessary logistical arrangements would be made on time.

A three-hour working session was held with Dr. Habiba Wassef, WHO representative to the GROD. During this and subsequent meetings with Djiboutian officials, the WASH consultants reviewed the proposed work plan (Appendix B) and discussed the overall goal of the assignment, the expected outcomes, the various clients, and the probable schedule of activities. These meetings provided an opportunity for each of the clients to propose modifications to the plan and to assure clarification of the assignment. They also provided the opportunity to develop a common understanding and agreement on the roles and responsibilities of the consultant team and others.

The review of the proposed work plan and the proposed workshop schedule enabled Dr. Wassef and the team leader to come to agreement on the methodology, schedule, and expected outcomes of this WHO-sponsored workshop. In the process the initial background presentations of the workshop were reduced from two full days to a day and a half. It was also decided that the WASH consultants and the WHO consultant, Mr. Sadok Atallah of Tunisia, should work as a joint consultant team.

During the rest of the first week meetings were held with the following services or organizations involved in the workshop planning:

- Technical Services Division of the District of Djibouti, Ministry of Interior, Post and Telecommunications (STDD/MIPT)
- Hygiene and Epidemiology Service of the Ministry of Public Health and Social Affairs (SHE/MSPAS)
- Sanitation Subdivision of the Department of Urbanism and Housing of the Ministry of Public Works, Urbanism and Housing (DUL/MTPUL)
- Rural Works Division of the Ministry of Agriculture and Rural Development (GR/MADR)
- National Water Authority (ONED)
- Institute for Scientific and Technical Research (ISERST).

These meetings resulted in a common understanding of the objectives, proposed schedule, and expected results of the workshop. They also served to clarify the status of the preparation of working papers and presentations on water-hygiene-sanitation in the Republic of Djibouti.

In addition to the above meetings, the team leader made courtesy calls on the UNICEF resident administrator, Karim Akadiri, and on the commissioner of the District of Djibouti, Saleh Omar Hildid. The commissioner has been the driving political force for continuing the Decade planning process. The working committee that was formed after the February 1987 workshop on urban sanitation at the household level was formed at his initiative, and he is the key person working for the official creation of a National Water-Hygiene-Sanitation Committee (CNEHA).

Following the arrival of the second WASH consultant (the sanitation engineer/appropriate technology expert), the team concentrated its efforts on working with the Djiboutians responsible for preparing the above-mentioned water-hygiene-sanitation working papers and presentations. The WASH engineer assumed responsibility for synthesizing Decade WHO synoptic forms distributed to relevant agencies and for technically reviewing the working papers. He also worked with the head of the renewable energy section of ISERST on a presentation of appropriate technologies for the sector. At the same time, the WASH team leader and the head of the social sciences section of ISERST prepared a presentation on community participation and other social aspects of effective water supply and sanitation programs. Final activities prior to the workshop included briefing group facilitators, preparation of reference materials, and overall logistics.

## Chapter 3

### THE WATER DECADE PLANNING WORKSHOP

#### 3.1 Site, Schedule, and Participants

The workshop was held in the conference hall of the Djibouti National Women's Union (UNFD) in the city of Djibouti. The site included a large air-conditioned meeting room equipped with microphones, a loud-speaker system, two breakout rooms for small group work, and administrative space.

The workshop began Sunday, October 18, and ended at mid-day Thursday, October 22. Daily working sessions ran from 0815 to 1245 and 1545 to 1745.

Forty-five participants were invited, but only 35 actually attended (see Appendix D). These included the four commissioners (governors) of the four districts of the country outside the city of Djibouti and representatives from the following GROD institutions and/or international organizations providing nearly complete coverage of the water supply-hygiene-sanitation sector in Djibouti:

- Association Française des Volontaires du Progrès (French Volunteer Organization)
- Fonds d'Assistance et de Coopération (French Bilateral Aid Organization)
- Forces Armées de la République de Djibouti (Djiboutian Armed Forces)
- Institut Supérieur des Etudes et de la Recherche Scientifique et Technique (Institute for Scientific and Technical Research)
- Office National des Eaux de Djibouti (National Water Authority)
- Projet de Développement Urbain de Djibouti (Djibouti Urban Development Project)
- Service du Génie Rural (Rural Engineering Service)
- Service d'Hygiène et d'Epidémiologie (Hygiene and Epidemiology Service)
- Service de la Planification (Planning Service)
- Services Techniques du District de Djibouti (Technical Services of the District of Djibouti)

- Union Nationale des Femmes Djiboutiennes (Djibouti National Women's Union)
- United Nations Children's Fund.

### 3.2 Objectives, Norms, and Flow

The objectives of the workshop were to provide:

- A better understanding of the guidelines for the International Drinking Water Supply and Sanitation Decade as defined by the United Nations.
- An understanding of actual water supply and sanitation conditions in the Republic of Djibouti, including the needs for institutional development and reinforcement of human resources.
- Knowledge about moderate-cost technical options for the sector.
- An awareness of the social aspects of the sector and of the importance of health education and community participation.
- An opportunity to identify existing resources and the need for external assistance in order to converse with funding organizations.
- An opportunity for participants to propose ways to improve communication and coordination to assure more effective collaboration among government services.
- Motivation for participants to reinforce the institutional capacity for national planning in the sector.
- An opportunity for participants to elaborate a draft outline of potential policies and strategies for the sector.

In order to facilitate an effective and fully participatory workshop, the following working norms were posted in the front of the meeting room:

- Active participation by everyone
- Begin and end on time

- Respect the ideas of others
- Speak one at a time
- Avoid side talk
- Seek consensus as much as possible
- Respect non-smokers.

The workshop opened with presentations in a plenary session which provided general background information. This was followed by questions/answers and the distribution of working papers. The participants were then divided into small working groups of six to ten each with specific expected outcomes defined in advance. The results of small group sessions were presented to the whole group for discussion and further refined in the small groups. Final presentations of small-group results were made in plenary sessions which were further refined and synthesized. From these, recommendations were made by the facilitator group and presented in plenary session in the presence of the Ministers of Interior and Health and other invited decision-makers or interested parties.

The opening and closing sessions of the workshop were covered by the National Television of Djibouti and excerpts of the Minister of Interior's speeches were broadcast on the evening news which is repeated in the four working languages of Djibouti (Somali, Afar, Arabic, and French).

### 3.3 Content

Basic presentations and working papers were on the following subjects:

- The overall goals and approaches proposed by the United Nations for the International Drinking Water Supply and Sanitation Decade (Mr. Atallah of WHO)
- Reports on actual water supply and sanitation conditions in the Republic of Djibouti
  - Urban Water Supply (Mr. Ali Youssouf Guedi of ONED)
  - Rural Water Supply (Mr. Ismail Elmi Habaneh of SGR/MADR)
  - Sanitation (Mr. Mahamoud Ahmed Awale of DUL/MTPUL)
  - Hygiene, Water Quality Control and Health (Dr. Christian Bailly of SHE/MSPAS)

- United Nations Water Decade guidelines
  - Policies and Strategies
  - Institutional and Human Resource Development
  - Information Systems (Mr. Atallah)
- Appropriate Water Supply and Sanitation Technologies (Mr. Adrien of WASH and Mr. Abdourahman Farah of ISERST)

In addition to the above, Mr. Jennings of WASH and Mr. Guedda Mohamed Ahmed of ISERST led a large-group discussion on the major social aspects of the sector in Djibouti. The discussion focused on the advantages of community participation, and participants were invited to suggest ways to improve community involvement in the sector.

Copies of the above working papers and discussion results are available through WASH, WHO/Djibouti, USAID/Djibouti, or the STDD/MIPT in Djibouti.

## Chapter 4

### WORKSHOP RESULTS

#### 4.1 Working Papers

Working papers presented by representatives of various government agencies provided the participants with a clear picture of present water supply and sanitation conditions in Djibouti and served as a basis for group discussions. The following points were established.

- ONED, the water supply authority, provides potable water to the urban areas, where 75 percent of the population of the country lives. ONED faces some physical and financial constraints. Available water resources are not well known but it is feared that, in Djibouti City particularly, demand is approaching capacity. An inventory of needed water supply projects has been prepared but no financing has been identified for them.
- Génie Rural (Rural Works), a division of the Ministry of Agriculture and Rural Development, is in charge of water supply in the rural areas (25 percent of the population). Constraints in this subsector are primarily financial and logistic.
- Urban sanitation (waste water and drainage) is the responsibility of the Ministry of Public Works (Division of Urbanism and Housing) while the districts handle solid waste disposal. A sanitation master plan has been approved for Djibouti City. There was no presentation on solid waste disposal.
- ISERST, a research and development institute, has a renewable energy section that is active in the water subsector with several windmill and solar energy activities. It also conducts water resources research and water quality analyses.
- The epidemiology and hygiene section of the Ministry of Health is active in the sector through its environmental hygiene department and its water quality laboratory.

From the presentations it was not clear who was in charge of rural sanitation.

## 4.2 Group Reports

Following are the results of the working group sessions.

Group 1 discussed policies and strategy and provided:

- A list of water and sanitation needs in urban and rural areas ("urban" was defined as Djibouti City and the four urban centers of the interior districts)
- An outline of potential policies and strategies (institutional, technical, training, financial) for the sector
- A list of actions for the CNEHA to undertake next
- Comments on the draft decree creating the CNEHA
- Recommendations.

Group 2 discussed institutional and human resources and concluded that the following constraints exist in the sector:

- Lack of knowledge about resources
- Lack of definition of tasks
- Insufficient personnel
- Poor water quality
- Lack of intersectoral coordination
- Inadequate budgets

Group 3 discussed appropriate technologies and information systems and concluded that water supply systems in urban areas are adequate and should be continued except for Balbala where house connections and standposts should be used. The preferred technologies for rural water supply are springs, modern wells and boreholes in combination with windmills, solar pumps, or handpumps. For remote and dispersed areas, motorized pumps should be avoided.

The sanitation master plan of Djibouti City is judged adequate. Elsewhere, a combination of ventilated improved pit latrines and septic tank-field absorption systems is recommended.

Several recommendations were presented to improve the quality of drinking water at Balbala and in the rural areas.

Group 4 discussed the social and community participation aspects of water supply and sanitation and pointed to the following factors as central:

- Massive migration toward urban areas where conditions are very different from rural areas
- Low revenues, high equipment costs
- No well-defined policies for the sector
- No community participation.

#### 4.3 Recommendations and Action Plan

Combining the work of the four groups, the participants listed the following as the most important recommendations and prepared a short-term action plan.

##### Recommendations

1. Expedite the installation of the National Water-Hygiene-Sanitation Committee (Ministry of Interior).
2. Update and disseminate the inventory of water resources in the Republic of Djibouti (Ministry of Agriculture).
3. Define water supply needs in rural areas (Ministry of Agriculture with ISERST and the districts).
4. Reinforce the existing centers to train medium-level personnel in water, hygiene, sanitation (CNEHA).
5. Strengthen and enforce the legislation protecting the Djibouti aquifer (CNEHA).
6. Prepare sanitation master plans for the four urban centers of the interior districts (DUL).
7. Strengthen the system of collection of health statistics (MSPAS).
8. Promote health education related to water, hygiene, and sanitation through modern and traditional means of communication and in schools and community training centers (CNEHA).
9. Include local communities in all decision-making in the sector of water, hygiene, and sanitation (districts).
10. Institute a national Water-Hygiene-Sanitation Week (CNEHA).

11. For the interior districts, standardize equipment, which should also be reliable, simple, and economic, and accelerate the training of maintenance agents (MADR, Génie Rural).
12. Distribute to families plots of land of a reasonable size (Ministry of Finance, Domaines, Ministry of Interior, DUL).
13. Take advantage of the health education unit by defining precisely its role and responsibilities (MSPAS).

#### Action Plan

The following actions, listed in order of priority, will be undertaken as soon as possible by the National Water-Hygiene-Sanitation Committee.

1. Plan and implement the sociocultural survey.
2. Establish the committee and follow up on the action plan drawn up at the February workshop.
3. Carry out an inventory of sector projects.
4. Prepare a training program for the sector, including the training of trainers.
5. Collect statistics available at the member agencies of the committee.
6. Conduct a community education and information campaign for the sector ("sensibilisation, information, animation").
7. Make all water-hygiene-sanitation statutes compatible.
8. Prepare proposals for a national water-hygiene-sanitation plan.

## Chapter 5

### RECOMMENDATIONS

#### 5.1 For Future Similar Activities

As noted in Section 2.1 of this report, the basic principles of the approach used in developing this workshop were derived from the numerous experiences WASH has had with Decade planning in many countries. This experience in the Republic of Djibouti further confirms the validity of these principles. There are, however, some specific things that could be done to refine the approach. These include:

- Holding a joint team planning meeting whenever there is to be close collaboration between WASH consultants and consultants from another organization. This was originally planned for the Djibouti workshop but did not occur in part because of the difficulties of coordinating consultant schedules. It was fortunately not a problem because of the commonality of views of the consultants, but it could pose difficulties if the commonality does not exist or is not established in a team planning meeting.
- Agreeing in advance on the format and content of the final workshop report or reports. This was a problem in this assignment since there was no prior agreement or understanding among the WHO representative, WHO consultant, the WASH team, and the Djiboutian Workshop Committee. Even though prior agreement on format and content ultimately requires more work, it is probably preferable to agree in advance that the national committee must determine the type of report that will best meet its needs and to decide on how this report is to be produced, with or without the assistance of outside consultants.
- Assuring in advance adequate financial and human resources for the planning, implementation, and documentation of the workshop. This was not a major problem in this case since solutions were always found. It would be better, however, to establish in advance the specific financial and staff requirements for carrying out such an important activity.

## 5.2 Next Steps in Djibouti

The specific next steps planned in Djibouti have been noted in Section 4.3. The WASH team supports these and further recommends that AID/Washington consider the continued provision of some technical and material assistance through USAID/Djibouti in order to help the GROD put into action the coordinated development of the water-hygiene-sanitation sector. USAID activities should be determined on the basis of what other donors will provide, especially UNDP, UNICEF, WHO, EEC, and FAC, and focus on areas where USAID has proven experience and expertise, such as the following:

- The formulation of specific policies and strategies for the sector into an officially endorsed and supported National Plan for Drinking Water Supply, Hygiene, and Sanitation.
- The development of health education materials for drinking water, hygiene, and sanitation.
- The development of an overall training plan for the water-hygiene-sanitation sector, including a series of training-of-trainer workshops.

**APPENDIX A**

**Scope of Work**

## DJIBOUTI: Water Decade Planning Workshop

### SCOPE OF WORK

USAID/Djibouti and WHO/Djibouti have agreed to collaborate in the organization and facilitation of a water decade planning workshop to be held in Djibouti during October 1987. The purpose of this workshop, which shall include considerations of both water supply and sanitation, shall be:

- o to identify sector needs in the areas of;
    - water supply and sanitation coverage
    - institutional strengthening
    - human resource development
    - community mobilization
    - commodity inputs and financial costs
  - o to identify available sector resources
  - o to develop an overall national water and sanitation policy and a corresponding strategy
  - o to develop a short term action plan and determine immediate needs for external technical assistance.
1. A two-person team will participate in the planning and facilitation of the water decade workshop in Djibouti as members of the workshop resource group. The other members of the team will include the WHO regional representative (Alexandria) for water and sanitation, M. Khosh-Chasm, the W.H.O. representative for Djibouti, Dr. Wassef, and a W.H.O. consultant/water policy planner.
  2. The WASH team shall have the following composition:
    - o A Water Engineer/Expert in Appropriate Technology:  
University degree in civil/sanitary engineering with extensive experience in the planning of water supply and sanitation systems development at the national level in Africa or the Near-East. Familiarity with urban systems appropriate to crowded urban conditions in developing countries is essential. Experience with nomadic populations in arid/volcanic geological zones is desirable. Experience in national-level policy and strategy development is essential. Must have demonstrated capability to work closely with senior host country officials. French language proficiency 3+ (speaking/writing). Arabic may be helpful.

o A Social Scientist/Workshop Facilitator:

Training and experience in workshop planning and facilitating as well as in community participation/human resources programs is required; familiarity with rural programs is desirable. Must have extensive experience working with senior host country officials in Africa or the Near East. Experience in national-level policy and strategy development is desirable. French language proficiency 3+ (speaking/writing). Arabic helpful.

3. The social scientist/facilitator shall assist on the following:
  - a. preparation of the preliminary workshop design with the W.H.O. regional representative in Alexandria, if necessary, prior to arrival in Djibouti;
  - b. finalization of workshop design with resource team members and appropriate host country officials in Djibouti prior to the workshop;
  - c. facilitation of workshop activities to:
    - o review previous water and sanitation efforts in Djibouti, as well as existing government policies, strategies and plans;
    - o define sector priorities and potential future directions;
    - o formulate a preliminary strategy aimed at rapid coverage of water resource and sanitation system needs, emphasizing human resource development, institutional strengthening, appropriate resource utilization, both local and donor assistance, community participation in urban and rural areas.
  
4. The engineer/appropriate technology expert shall assist in the following:
  - a. finalization of workshop design as part of the resource team in Djibouti prior to the workshop;
  - b. review of previous water and sanitation development effort in Djibouti, both prior to and during workshop;
  - c. facilitate workshop discussions particularly those related to appropriate technology for water and sanitation development, national strategies and policies aimed at rapid coverage of water resource and sanitation systems, resource requirements for implementation of those strategies.
    - o define sector priorities and potential future directions;
    - o formulate a preliminary strategy aimed at rapid coverage of water resource and sanitation system needs, emphasizing human resource development, institutional strengthening, appropriate resource utilization, both local and donor assistance, community participation in urban and rural areas.

5. The team shall assist in the elaboration of a workshop report (including preliminary outlining of a short term action plan as required) with other resource team members and Djiboutian officials.
6. The team will prepare a report for USAID and WASH detailing, as necessary:
  - o the preparatory steps taken for the workshop
  - o the workshop schedule and process
  - o the principle outcomes of the workshop including the resulting policies, strategies, and action plans.

**APPENDIX B**

**Proposed Work Plan**

**(In French)**

## PROGRAMME DE TRAVAIL PROPOSE

### VISITE D'ASSISTANCE TECHNIQUE DE WASH

Sous les auspices de USAID/Djibouti  
Au Comité National Eau-Hygiène-Assainissement  
En collaboration avec l'OMS-Djibouti

Henry L. Jennings  
Nicolas G. Adrien

#### A. BUT

Collaborer avec l'OMS pour aider le Comité National Eau-Hygiène-Assainissement à préparer, conduire et documenter un atelier de la décennie de l'eau.

#### B. RESULTATS ATTENDUS

1. Liste des besoins, facteurs critiques et ressources identifiés pour le secteur de l'eau et de l'assainissement.
2. Brefs documents de travail, à discuter pendant l'atelier, sur certains aspects de l'eau et de l'assainissement à Djibouti.
3. Renforcement des connaissances sur les options techniques à coûts modérés.
4. Esquisse des politiques et stratégies potentielles pour le secteur de l'eau et de l'assainissement.
5. Elaboration des éléments d'action à court terme, c'est-à-dire, une liste des prochaines étapes.
6. Besoins d'assistance technique extérieure.
7. Amélioration de la communication et une collaboration plus efficace entre les services du gouvernement et les bailleurs de fonds.
8. Renforcement de la capacité institutionnelle pour la planification nationale dans le secteur de l'eau et de l'assainissement.

#### C. CLIENTS

##### Principaux

- o USAID/Djibouti
- o Gouvernement de Djibouti: Comité National Eau-Hygiène-Assainissement
- o OMS/Djibouti

## Secondaires

- o PDUD
- o UNICEF
- o PNUD
- o CEE
- o FAC
- o ONED
- o Etude Générale d'Assainissement
- o Services Techniques du District
- o Ministère des T.P.U.L.
- o Ministère de la Santé Publique et des Affaires Sociales
- o UNFD
- o ISERST

## D. CALENDRIER DES ACTIVITES PREVUES

### 1ère Etape: Préparation (du 4 au 15 octobre)

1. Développer des rapports de collaboration avec toutes les parties concernées.
2. Examiner et, le cas échéant, modifier le calendrier des activités proposées.
3. Définir le but général, les objectifs spécifiques et les résultats attendus de l'atelier avec les organisateurs.
4. Aider les organisateurs à préparer le programme et à résoudre les problèmes.
5. Passer en revue les méthodes d'action et les moyens propres à faciliter le séminaire avec les responsables du séminaire et les animateurs de sous-groupe.
6. Aider les responsables à choisir les animateurs, les conférenciers, les participants et les invités.
7. Aider les animateurs à se préparer pour jouer leur rôle.
8. Aider les conférenciers à préparer les documents de travail et à les présenter à l'atelier.

9. Aider les organisateurs à analyser le potentiel de réussite de l'atelier.
10. Clarifier avec USAID, OMS, Gouvernement le genre et le degré d'assistance souhaitée pour la rédaction du rapport de l'atelier.

2e Etape: Déroulement de l'atelier (du 17 au 21 octobre)

11. Aider les organisateurs au déroulement du séminaire.
12. Servir de ressource dans l'interprétation et la discussion des questions techniques.

3e Etape: Documentation (du 22 au 28 octobre)

13. Aider les organisateurs à élaborer le rapport de l'atelier suivant les résultats attendus.
14. Aider les organisateurs à évaluer le succès de l'atelier.
15. Elaborer le rapport USAID/WASH.
16. Effectuer des visites de compte-rendu (debriefing).
17. Evaluer la situation de l'étude socio-culturelle prévue en novembre - décembre 1987.

**APPENDIX C**

**Actual Workshop Schedule**

**(In French)**

## A G E N D A

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- 1 - Ouverture du séminaire
- 2 - Élection du bureau
- 3 - Adoption de l'ordre du jour et du programme du travail
- 4 - Décennie Internationale de l'Eau Potable et de l'Assainissement,  
Buts et Approches
- 5 - Examen du Secteur eau et assainissement à Djibouti, bilan de la  
situation actuelle : ONED/GENIE RURAL  
DUL/ADU  
SERVICE D'HYGIENE ET D'EPIDEMIOLOGIE
- 6 - Politiques et stratégies du secteur eau et assainissement
- 7 - Développement institutionnel et ressources humaines et système  
d'information
- 8 - Aspects sociaux du secteur eau et assainissement et de la parti-  
cipation communautaire
- 9 - Technologies appropriées
- 10 - Travaux de groupes
- 11 - Conclusions et recommandations
- 12 - Séance de clôture

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**APPENDIX D**

**List of Workshop Participants**

(In French)

SEMINAIRE NATIONAL SUR L'EAU POTABLE ET L'ASSAINISSEMENT  
DU 18 AU 22 OCTOBRE 1987 A LA SALLE DE REUNIONS DE L'UNFD

LISTE DES PARTICIPANTS PRESENTS

MINISTERE DE L'INTERIEUR DES POSTES ET TELECOMMUNICATIONS  
SERVICE TECHNIQUE DU DISTRICT DE DJIBOUTI, BP 21, Tél. 35-11-76

Mr. Hassan Robleh	Chef de services
Mr. Ibrahim Mohamed Mobine	Adjoint chef de services
Mr. Francis Gaudebert	Architecte bureau d'études STD
Mr. Alain Pirat	Ingénieur topographe VRD
Mr. Ibrahim Soubaneh	Chef du 3ème arrondissement
Mr. Houssein Amoud	Chef du 4ème arrondissement

COMMISSAIRES DE LA REPUBLIQUE, CHEFS DES DISTRICTS, BP 33

Mr. Kaireh Allaleh	ALI SABIEH, Tél. 35-04-54
Mr. Awaleh Meraneh	DIKHIL, Tél. 35-36-06
Mr. Osman Robleh Daash	TADJOURAH Tél. 35-06-83
Mr. Salem Abdallah Yussuf	OBOCK Tél. 35-33-15

MINISTERE DE LA SANTE PUBLIQUE ET DES AFFAIRES SOCIALES  
SERVICE D'HYGIENE ET D'EPIDEMIOLOGIE B.P. 438 Tél. 35-03-38

Dr. Christian Bailly	Médecin-chef de services SHE
Dr. Ahmed Mohamed Hassan	Adjoint au chef de services SHE
Mr. Mohamed Ali Ibrahim	Chef de département Assainissement, Hygiène du milieu SHE
Mr. Saleh Abdillahi Equipe pour l'éducation sanitaire	Chef du laboratoire SHE
Mr. Abdallah Ahmed	Technicien de la Santé Publique
Mlle Marie Astrid De Loof	PMI - FARA-HAD



MINISTERE DE L'INDUSTRIE ET DU DEVELOPPEMENT INDUSTRIEL  
OFFICE NATIONAL DES EAUX DE DJIBOUTI, BP 1914, Tél. 35-11-59

Direction de l'ONED

Mr. Ali Youssouf Guedi	Directeur adjoint de l'ONED
Mr. Ibrahim Mohamed Ali	Chef de service technique
Mr. Said Ahmed Mohamed	Ingénieur Génie Civil

INSTITUT SUPERIEUR DES ETUDES ET DE LA RECHERCHE SCIENTIFIQUE ET TECHNIQUE

Mr. Guedda Mohamed Ahmed	Sociologue/chercher
Mr. Jalludin Mohamed	Hydrogéologue
Mr. Abdourahman Farah	Chef de section Energie Renouvelable

UNION NATIONALE DES FEMMES DJIBOUTIENNES, BP 127, Tél. 35-19-91

Miss Sirad Idriss

Mrs. Hawa Hassan

ARMEE NATIONALE DJIBOUTIENNE

Mr. Yacoub Hassan Said	Capitaine
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## GROUPES DE TRAVAIL

### GROUPE I

Mr. Ismael Elmi  
Mr. Salah Abdillahi  
Mr. Hamad Ali  
Mr. Djama Mohamed Ali  
Mr. Gardrinier  
Mr. Houmed Garad Dabale  
Mr. Kaireh Allaleb

Mr. Ali Youssef Guedi\*  
Mr. Mahamoud Ahmed Awaleh\*

### GROUPE III

Mr. Abdoukader Isse  
Mr. Awaleh Meraneh Robleh  
Mr. Ibrahim Mohamed  
Mr. Houmed Ali  
Mr. Caillaux Michel  
Mr. Pirat Alain  
Mr. Yacoub Hassan Said  
Mr. Abdourahman Farah\*  
Mr. Nicolas Adrien\*

### GROUPE II

Mr. Said Ahmed Mohamed  
Mr. Osman Daash  
Mr. Enrico Mollica  
Mr. Ahmed Mohamed Hersi  
Mr. Salem Abdallah  
Mr. Houssein Mahmoud  
Mr. Samson Patrick  
Mme Sirad Idriss Issa  
Mr. Jalludin Mohamed  
Mr. Ibrahim Moubine\*  
Dr. Christian Bailly\*

### GROUPE IV

Mr. Ibrahim Soubaneh  
Mme Hawa Hassan  
Mr. Ismael Sougueh  
Mr. Omar Iftin  
Mr. Abdallah Ahmed  
Mme Marie Astrid Deloof  
Mme Leila Abrar  
Dr. Ahmed Mohamed Hassan\*  
Mr. Guedda Mohamed Ahmed\*

Mr. Lee Jennings\*\*  
Mr. Atalah Sadok\*\*

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\* Facilitateurs

\*\* Facilitateurs itinérants

**APPENDIX E**

**Workshop Evaluation Results**

**(In French)**

EVALUATION DU SEMINAIRE NATIONAL SUR

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L'EAU POTABLE ET L'ASSAINISSEMENT

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(DU 18-22 OCTOBRE 1987- UNFD-DJIBOUTI)

I - DANS UN SENS GLOBAL EST-CE-QUE LE SEMINAIRE A ETE UTILE AUX PARTICIPANTS ?

35 OUI

0 NON

II COCHER L'UTILITE DES ACTIVITES SUIVANTES :

ACTIVITES	:TRES : :ASSEZ: PAS				TOTAL
	: UTILE:	UTILE:	UTILE:	UTILE:	
1) Présentation des thèmes par les consultants de l'OMS et de WASH.....	: 15	: 18	:	:	33
2) Exposés et notes par les responsables nationaux sur :	:	:	:	:	
a) L'EAU : ONED/GENIE RURAL.....	: 20	: 11	: 2	: 1	34
b) L'ASSAINISSEMENT : DUL.....	: 15	: 13	: 3	:	32
c) L'HYGIENE : SHE .....	: 16	: 13	: 2	:	31
3) Groupes de travail.....	: 17	: 7	: 3	:	27
4) Présentation des travaux des groupes et discussions :	:	:	:	:	
en séances plénières.....	: 13	: 16	: 2	:	31
5) Exposition des documents, etc.....	: 11	: 15	: 7	: 2	35
	:	:	:	:	

III - ENCERCLEZ LE DEGRES D'ACCOMPLISSEMENT (d'après vous) DE CHAQUE OBJECTIF VISE PAR CE SEMINAIRE.

CE SEMINAIRE DEVRA PERMETTRE AUX PARTICIPANTS DE :

- 34 1) Mieux connaître les grandes lignes de la DIEPA telles qu'elles ont été définies par les NATIONS-UNIES : 0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%. 14 < 70%
- 34 2) Repérer la situation actuelle du secteur EAU et ASSAINISSEMENT dans la République de Djibouti, y compris les besoins pour un développement institutionnel et le renforcement des ressources humaines : 0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%. 20 > 70%
- 33 3) Prendre une connaissance sur les options techniques à coûts modérés pour le secteur : 0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%. 17 < 70%

35	4) Sensibilisés aux aspects sociaux du secteur et sur l'importance de l'éducation sanitaire et la participation communautaire :	13 < 70 %
	0 % 10 % 20 % 30 % 40 % 50 % 60 % 70 % 80 % 90 % 100 %.	22 ≥ 70 %
	2 5 6 9 9 4	
35	5) Pouvoir identifier les ressources existantes et les besoins d'aide extérieure pour le secteur afin de dialoguer avec les bailleurs de fonds :	25 < 70 %
	0 % 10 % 20 % 30 % 40 % 50 % 60 % 70 % 80 % 90 % 100 %.	10 ≥ 70 %
	1 1 3 3 5 8 4 2 5 3	
35	6) Pouvoir proposer les moyens nécessaires pour améliorer la communication et la coordination en vue d'assurer une collaboration plus efficace entre les services gouvernementaux :	14 < 70 %
	0 % 10 % 20 % 30 % 40 % 50 % 60 % 70 % 80 % 90 % 100 %.	21 ≥ 70 %
	1 1 1 7 4 8 8 3 2	
34	7) Pouvoir renforcer la capacité institutionnelle pour la planification nationale dans le secteur :	17 < 70 %
	0 % 10 % 20 % 30 % 40 % 50 % 60 % 70 % 80 % 90 % 100 %.	18 ≥ 70 %
	2 3 2 1 2 6 10 5 3	
35	8) Elaborer une esquisse des politiques et stratégies potentielle pour le secteur :	9 < 70 %
	0 % 10 % 20 % 30 % 40 % 50 % 60 % 70 % 80 % 90 % 100 % .	26 ≥ 70 %
	5 1 1 2 12 10 4	

IV - REMARQUES GENERALES CONCERNANT L'ACCOMPLISSEMENT DES OBJECTIFS DU SEMINAIRE :

25 ont exprimé la réussite du séminaire, prise de conscience, beaucoup de travail accompli, mais le suivi !

14 : durée insuffisante surtout pour les discussions.

V - QUELLES RECOMMANDATIONS PROPOSEZ-VOUS AFIN D'AMELIORER LES PROCHAINS SEMINAIRES IDENTIQUES :

- 8 - souhaitent recevoir le dossier avant le séminaire;
- 3 - verraient plus de temps consacré à l'analyse de la situation et des besoins;
- 3 - réclament d'autres séminaires pour des niveaux plus élevés, avec plus de participants et moins d'objectifs.
- 3 - appuient l'encadrement par des facilitateurs également par la préparation des projets ce qui mettrait en confiance les bailleurs de fonds.
- 1 proposition de travail à mi-temps;
- 1 " " de fiche de présence;
- 1 " " meilleurs compte-rendus des séances;
- 1 " " de visites sur le terrain.