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Community Managed Water and Sanitation Program

Socadido

Soroti, Uganda

**Report on the backstopping-mission
Mai, 1st – 15th 1998**

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1. Introduction

The “Community managed water and sanitation program (CMWS Program), Soroti, Uganda” started working in January 1997 to provide clean and adequate water and sanitation to the rural areas of Soroti Catholic Diocese.

In August-September 1997, a start-up seminar took place to assess the on-going work of the CMWS Program, to appraise the approach of other agencies working in the field of water and sanitation and to examine the possibilities and interest in collaborating, and to identify training and backstopping needs, and to work out a guiding plan.

It was then resolved that:

- A baseline survey would be conducted, monitored and evaluated with the assistance from WaterAid, which would result in a new proposal on hygiene and sanitation based on the aspirations of the communities.
- The technical CMWS would continue according to the work-plan drawn up before the start-up, and according to the criteria, approaches and procedures developed during that start-up.
- Collaboration with other actors would be reinforced;

A back-stopping mission was to take place at the end of the first year of the program. During the start-up seminar, it was agreed that the backstopping mission should take place after the baseline survey and after the training by WaterAid on identification and planning skills.

According to the project proposal, the aim of the back-stopping mission was to assess the progress and to elaborate a work plan for the next year.

It was decided with the CMWS Program staff that the objectives of this mission were :

- to assess the proceedings between August 1997 and May 1998 in relation to the logical framework made during the start-up seminar in August 1997 with special attention to :
 - baseline survey ;
 - health and sanitation component ;
 - collaboration with other actors (WaterAid, District, DWD, local actors);
 - community management
- defining-monitoring-systems and indicators;
- defining priorities in relation to the available funds;
- making an elaborate implementation approach for the sanitation component;
- making a work-plan in relation to the expected results for the second year;
- making up a plan for training and backstopping in the future (exchanges with other organisations, training of staff, documentation)
- discussing position and strategy of the CMWS program in the future.

This backstopping mission was attended by everybody of the staff, except by the Technical Advisor who attended only the field-visit to the filter-appendage. Also, the Assistant Development Co-ordinator was present during the whole mission. The Diocesan Development Co-ordinator attended only the debriefing.

2. Overview of activities during the backstopping mission

Friday, May 1st

Arrival at Entebbe;

Monday, May 4th

Meeting with Directorate of Water Development(DWD);

Meeting with WaterAid Uganda;

Meeting with a supplier of water quality testing kits in Kampala;

Tuesday, May 5th

Meeting with a supplier of hand pumps and spare parts in Kampala;

Journey from Kampala to Soroti;

Meeting with CMWS program staff and Socadido development assistant co-ordinator : briefing on progress of CMWS program, objectives and planning of the mission;

Wednesday May 6th and Thursday May 7th

Field visits

Friday May 8th and Saturday May 9th

Participatory analysis of the project;

Discussion on collaboration with other desks of Socadido;

Monday May 10th

Discussion on the long term strategy of the CMWS program;

Discussion on the management and organisational set-up of the CMWS program;

Discussion on setting up a monitoring system;

Tuesday May 11th

Making an elaborate implementation approach for the sanitation component;

Wednesday May 12th

Working out a work plan for the coming year;

Thursday May 13th

Working out a work plan for the coming year (continuation);

Debriefing with Socadido development co-ordinator;

Friday May 14th

Journey to Kampala

3. Activities of the program

3.1. Water supply facilities component

3.1.1. Spring-protections

Up to August '97, 7 springs were protected. From August up to May, another 7 springs have been protected.

The same technique of spring-protection, as applied before August '97, is still used : building a filter in the existing pool downstream the original spring with a natural filter and covering it with a layer of clay.

In August, it seemed that it was very difficult to fulfil all tasks to protect the spring : grass wasn't always planted, storm-drains weren't always dug, enclosures of hedges or barbed wire were sometimes missing. Although there has been progress since the backstopping mission, it seemed that most of the spring-protections are still missing one of the previously mentioned elements (storm-drains, enclosures, grass). Tasks, which make water coming out of the pipe are easily fulfilled. But once water is coming out of the spring, it is hard for the communities to complete the spring-protection.

During the first period of this program, some attempts were made to catch water in or nearby the swamps, that would be filtered afterwards. Except for one case (see 3.1.3 filter appendages), this idea has been abandoned, and in such cases hand-drilled wells have been constructed.

Some spring-constructions built before August begin to show problems of leakage. In the long run, this water flowing next to or under the retaining walls will increase, so that the flow of the spring itself will become insufficient for the communities. This is mainly due to the applied protection-technique.(the retaining walls are not built on the impervious layer and do not stretch far enough) The excavation-method, as described in the project-proposal, prevents water from seeping under or next to the retaining walls.

Another major problem is the infiltration of surface water, because of the absence of storm-drains or of the way they are constructed (insufficient slope).

Other springs show minor problems such as cracks in the cement, which can easily be repaired by the community itself.

The degree of maintenance of these springs differs very much from one spring to another. Problems related to maintenance deal mostly with cleaning of storm-drains, with the reparation of cracks in the cement and cleaning of drainage canals.

3.1.2. Wells

Up to August, 3 shallow wells had been realised. From August on, another 5 hand-augered wells have been constructed, provided with hand-pumps.

According to the recommendations in the report of the start-up seminar, the wells are now situated further from open water bodies and are deeper.

Before going into the actual drilling, a test-drilling is now carried out. These test-drillings are done with the community and give more information about the possibilities about the soil-formation and the expected yield. In one community, this test has led to a new location for the actual drilling.

Compared to the degree of finishing of the spring-protections, almost all wells have fences and have grass planted.

Up to now, the maintenance of the wells has been good : the grass is slashed, the area cleaned. In one place the draining-pipe was blocked and has been repaired by the community itself. No problems of pumps have occurred up to now.

According to the sites, that were visited, and to the information given by Socadido, there has been no reduction in yield of the pumps that have been installed. (nevertheless, this is difficult to tell because the yields have not been measured after the installation of the pumps).

3.1.3. Filter appendages

In one community in Kateka , the construction of a filter appendage has started.

It was planned to construct the intake for this appendage downstream the valley pan at the dam, which closes this lake. The communities in this area didn't give permission to open the dam for the construction of the intake, because they feared that it would be impossible to close it again afterwards and that this would lead to a serious drop of the water-level of the lake. Most of the families around the lake make a living out of fishing.

Therefore, another site for the intake was chosen. There, a large channel has been dug, from about 30 m from the lake up to the point where the pump will be installed. The water quality of the lake-water has not yet been tested, due to lack of a testing-kit. A special type of pump has been bought, which gives the possibility to use it as a normal pump, but which has also the possibility to pump the water up in a reservoir. This reservoir can then supply water to a water-distribution system with one or more standpipes.

For the moment, little is known about the dimensions of the filter, needed to treat the lake-water : there is no experience in Uganda about this kind of water-treatment, and the staff hasn't the means to measure the quality of the lake-water. The technical advisor, who is in charge of this construction, will build the filter appendage by trial and error, but is unclear how he will judge the performance of this appendage and how he will decide whether to extend the filter or not.

Nor is it clear what the aim is of this kind of pump. Up to now, there are only some vague ideas about this reservoir and distribution system and standpipes, but no study has been carried out to see whether this is feasible (technically, organisationally or socially).

Generally, it seems that the staff is little involved in this part of the program and relies completely on the experience of the technical advisor, which makes that here mainly the technical aspect is stressed and the other elements of community managing are omitted.

3.1.4. Pumps and spare parts

At the start of the program, the CMWS-program had chosen another type of pump than the one distributed by the district and the other organisations. This led to an unclear situation about the availability of the spare parts and the distribution- system of these parts. The CMWS-staff has contacted a supplier in Kampala and also the District Water Office in Soroti to discuss how to solve this problem.

By purchasing the pump for the filter appendage, a new kind of pump has been introduced in Soroti-district, for which spare parts can only be found in Kampala.

Comments and recommendations

During the start-up seminar, it was planned to construct 15 waterpoints up to May. Instead, 12 waterpoints have been realised (7 springs and 5 wells). Lack of funds at the beginning of this year has slowed down the program. The staff had to cut down on expenditures, e.g. on transport. In order to solve this problem partially, the staff opted to concentrate on the area nearby Soroti, to limit transport-costs. According to the staff, if funds had been available, the realisation of 15 waterpoints would have been realistic and possible.

The spring-catchment-technique applied by the Staff already leads to a number of problems, described above. Nevertheless, the staff and especially the technical advisor are very sceptical about the suitability of the excavation-method in non-mountainous areas. Because the technical advisor as well as the other technicians in the staff are not familiar with this technique, and are thus not able to judge the advantages of it, contact with other experienced organisations should be sought. WaterAid, who had the same remarks about the technology of

Socadido, has proposed to visit one of their partners in Uganda. This visit is planned to take place in July. Socadido should try to benefit as much as possible from this exchange-visit in order to ensure the sustainability of their spring-protections.

One of the main problems of the spring-protections, as well as of the wells is the total completion. Most waterpoints lack one or more elements of protection (fences, grass ...). If one of these elements is missing, the waterpoint is not protected and risks of contamination still exist. In the first place, all members of the water-staff should be convinced of the use of all these measures, and should thoroughly discuss this item with the communities. Then clear workplans with responsibilities should be established in collaboration with those communities.

During the field-visits, a number of problems were detected, of which the staff wasn't aware of. Also, staff can not always assess the capacities of the communities to maintain and repair their water-structures. A good follow-up system (regular visits, refresher-trainings,...), as worked out during the start-up-seminar can solve this problem.

Concerning the wells, by using the test-drilling equipment and by concentrating on certain areas, most of the transport problems are now solved. The test-drilling equipment prevents unnecessary transport from one site to another. This test-drilling equipment itself can be transported on a motorbike.

The area around the lake has no springs and augering wells is not possible because of brackish groundwater. The lake-water itself is polluted, so there is no drinking water available in the area, and other ways of water-supply have to be found. The filter appendage proposed by Socadido can be one of them.

The construction of this appendage is based on trial and error because there are no examples of this kind of construction available. But as long as the staff doesn't dispose of a water-quality testing kit, they will not be able to judge the effectiveness of this kind of water-treatment. To ensure the result, the staff should either purchase a testing-kit, hire one, or call in a service that is able to check the water-quality (maybe DWO). Because the construction is based on trial and error, water-quality analysis must also be done during construction-phase.

This construction up to now has already demanded a lot of participation of the population, and will still ask a lot of participation in the future for the completion of it. Socadido cannot ensure the result of this type of construction, but only hopes that the water-quality will improve. The staff has no strategy if results are negative, and has not yet discussed this with the population. It is not clear what the influence of such a negative result will be on the program.

Even if the water-quality after treatment is good, there is not yet a clear strategy about responsibilities, operation and maintenance... This should be elaborated during construction, as has been done for the spring-protections and the hand-augered wells.

Because this is a new technique in Soroti-district and even in Uganda, monitoring of this kind of water-treatment should be continued during one or two years, on technical and organisational aspects, before this kind of system is replicated in other places.

Concerning the problem of the spare parts, the CMWS-staff has taken the first steps to tackle it. Co-ordination with the district is possible and needed, but CMWS shall have to be the driving force to work out a full solution for this spare parts problem.

On the other hand, introducing a new kind of pump for the filter-appendage and so creating a new spare-parts-problem should have been avoided.

3.2. Hygiene awareness and education component

3.2.1. Baseline survey

After the training by WaterAid, a baseline survey was carried out in 25 of the 35 identified villages. It is planned to do this baseline survey in all 35 villages. In new villages construction and siting of waterpoints as well as hygiene and sanitation were discussed; in villages with existing waterpoints the relationship between water and sanitation was stressed. Different PRA-tools as community-mapping, transect-walks, seasonal calendars ... were used, roles and workload of women were discussed, good, bad, common and uncommon behaviours were tackled. By means of the sanitation ladder, participants discovered at what step of latrine-use they were, and where they wanted to get.

This baseline survey ends up in a rough workplan with the community to :

- construct / protect a waterpoint
- change 3 bad hygiene behaviours / introduce 3 uncommon hygiene behaviours
- construct a number of latrines according to a standard chosen by the community

Two people are chosen by the community to monitor the changing of behaviours and construction of latrines.

3.2.2. Health awareness training / Hygiene and sanitation training

In the first months of the program, the water source was the entry point for creating awareness on the hygienic practices at home. This strategy has now been left, and creating awareness starts during the baseline survey with discussions about the link between water and sanitation, hygienic behaviour and latrine-use.

3.2.3. Latrine construction

Shortly after baseline survey, latrine construction has started in three communities, who are fully responsible for this component. Mostly, the communities choose to construct the following kind of latrine : a pit of about 25 ft deep, covered with wooden logs and a superstructure. The program wants these latrines to be constructed with local materials and with local tools.

The work is organised by the communities. Some communities prefer to work in groups, others want to construct the latrines individually. Communities, working in groups, are advancing better than the others, although pace is slow everywhere. According to the community-members, this is mainly due to the lack of tools and to the work-load in the planting-season, when this component started.

One of the main problems is the lack of covering-materials of the pits. In the project-proposal, it was proposed to procure these slabs from the WES-program and distribute them at a subsidised price of 1000 Ush. Because Unicef stopped its subvention, slabs must now be distributed at the price of 6000 Ush, and are thus not affordable for the target group. Because of sustainability, the program preferred to cover the pits with local materials, i.e. with wooden logs. But even these logs are not available everywhere. It is now agreed that the communities cut the logs, but that they are transported by the program. This means that the program has to hire a truck for this transport which has its implications on the budget, as well as on the planning and timing.

Recommendations and comments

The health-component of the program has just started with the baseline survey. Thanks to the baseline survey the program has been able to set realistic objectives, targets and expected results, in accordance to the expectations, views and priorities of the target group.

In order to attain these objectives, targets and results, a planning has been set up in collaboration with the target group. However these work-plans are rather vague :

- specific results per community aren't defined;*
- activities aren't described fully;*

- means and inputs from the program and communities aren't mentioned (e.g. the transport of the logs);
- responsibilities aren't fixed;
- a timing is lacking.

During the backstopping mission, this has been discussed and the program intends to set up these workplans more in detail with the communities.

Two monitoring persons within each community have been appointed by the communities, but a real monitoring system has not yet been set up. It is not clear what exactly they will monitor, when, with which frequency. Nor is it clear to whom they will report, to the communities or the program, and what the staff and the communities will do with the data coming from these monitoring persons.

On the other hand, the fact that hygiene and sanitation education is linked to the construction of the water point and is implemented in a real participatory way is a very strong point of the program. In the Soroti district, the CMWS-program is the only program working in this way, but their strategy has still to be worked out further. Training on skills and approaches by Wateraid will be very useful.

3.2.4. Proposal hygiene and sanitation

During this first year, a new proposal was written for the hygiene and sanitation component in the water program. According to the CMWS-staff, this was needed "because the budget in the original proposal was far too small to run a hygiene and sanitation program for three years. The original proposal provided only for tool stores for latrines (600.000 Ush or 0,12% of the total fund for three years). Against this background, request has been made by the program for a reassessment of the sanitation-component".

Before this new proposal was sent to Bilance, it had been scanned by WaterAid Uganda, who stressed on the vote for the field training for the Watsan committees and the staff.

It is a fact that the objective "to provide adequate and affordable safe drinking water for rural communities" can only be achieved if the water component is accompanied by a strongly elaborated sanitation component. The original proposal described a strategy on hygiene and sanitation education with a fixed number of meetings to be held before and after construction of the waterpoint on health awareness, a cascade training system on hygiene and sanitation and the construction of latrines, subsidised by Unicef.

The CMWS-staff starts now from the baseline-survey in order to define the objectives and results according to the expectations, needs and possibilities of the target communities. The new proposal puts more emphasis on community

managing, on active involvement of the population rather than on education and promotion, and on self-monitoring.

Some new ideas have been introduced : the construction of demonstration latrines, training of women and youth clubs, sensitisation, training and follow up of primary school teachers.

This program is thus more intensive than the original program. It still contains the latrine-construction component, but now without the input of subsidised slabs. The beneficiaries will have to contribute all local materials and labour, the program is responsible for the technical and social support. Nevertheless, the program will also have finance a part of the transport.

In the district of Soroti, where all the other actors have mostly limited their programs to the physical implementations (construction / protection of waterpoints and construction of latrines), this approach is very innovating. Very often the sanitation and hygiene component misses a strong participation of the beneficiaries.

Where the original proposal maybe emphasises too much the activities, this new proposal is rather vague on the implementation of the activities. During the backstopping mission, this implementation was partially elaborated in the form of a work-plan. It was then discovered that there was still a great need for skills and materials for implementing this program and that training by an external organisation had to go on. It was also agreed that exchange with other organisations having the same approach would be very useful.

The budget was only received the last day of the backstopping-mission and could not be discussed with the program-staff. This sanitation and hygiene proposal is budgeted on 168.894.560 Ush for the three years, or about 35 % of the budget of the original water and sanitation project.

The first proposal, written by S. Lambrecht provided for :

- tool stores for latrines;
- training for the staff;
- field training for water resource committees;
- resource materials (video equipment, didactic videos, didactic books and magazines, flip-charts and others);
- technical assistance for staff (exchange visits to other programs, and resource persons).

These two last items were left out in the approved proposal.

This new proposal includes votes for :

- indoor training (13.080.000 Ush the first year)
- training for Watsan committees (6720 Ush)

Looking at the experience of the staff, further training on sanitation and hygiene by e.g. Wateraid will be necessary, as well as exchange with other organisations.

The training for Watsan committees in the new proposal is almost equal to the vote for resource materials in the proposal of S.Lambrecht. In order to implement the program as planned, training materials for communities will be needed.

The first proposal provided for the purchase of 2 motorcycles for the CMO's. Regarding the number of relocations to be done by the technicians, it is reasonable to propose the purchase of transport means for the CMO's and the technicians.

3.3. Community Management Component

3.3.1. Formation of water source committees

All waterpoints have now committees. A number of them were formed before the baseline survey, most of them during the baseline survey.

Before August 97, committees were formed after the construction / protection of the waterpoint . This strategy has been left and committees are now established before the construction / protection. These committees are elected by the community in a general meeting after discussion on the roles and the responsibilities of the committee members. This has led to a stronger involvement of the communities in the construction / protection of the waterpoints.

Two major problems have occurred :

- the number of the committee-members is often too large to function effectively.
- After construction / protection, some committee-members leave, very often because they got discouraged by the difficulties in organising the community.

The program is tackling these problems by defining the roles and responsibilities of community and committee better, by facilitating the re-organisation of the committees and by discussing the possibilities to alter the composition of the committees after completion of the waterpoints.

3.3.2. Mobilisation of the committees

The committees, together with the communities, are fully involved in the survey, the planning, the organisation of the activities to protect the waterpoint, the management afterwards. They are also aware of their responsibilities and of the responsibilities of the program.

Up to now, there has been little follow up by the program to assess the operation and maintenance after completion of the protection. In some places, discussions have been held to see what went well and what went wrong, but only during the baseline survey in those communities that already disposed of a protected waterpoint.

Recommendations and comments

Mobilisation before and during construction is good; after construction follow-up of these committees should be intensified.

3.3.3. Training for committee members

The staff has attended a training on training on operation and maintenance for communities. Up to now, only two communities have received such a training. The staff intends to organise this training for all existing and all new committees.

During construction, at each well, two mechanics and at each spring two local masons are trained. Exchange visits and refresher trainings as planned in the logical framework, have not been implemented. For the moment no real need has been felt for this by the staff. However, some problems in the spring protections such as leaks were not seen as problems by the local fundi. Other problems, of which they are aware (such as cracks), have not been solved by them.

Recommendations and comments

This means that refresher-trainings would be useful. Maybe the frequency of these refresher-trainings shouldn't be so high as proposed during the start-up seminar .

3.4. Planning, monitoring and evaluation component

3.4.1. Water analysis

During the start-up seminar it was stressed that a water-testing kit should be purchased. This is needed for the spring protections, the hand augered wells, but especially for the filter appendages. (see also 3.1.3.) Up to now , the program has not bought a monitoring kit. In January '98 a kit was ordered, but the order had to be cancelled because of lack of funds at that moment. For the moment, the program manager is studying different types of kits. Protos gave additional information about other suppliers outside Uganda.'

All this means that waterpoints haven't been monitored before, during and after construction. Nor have they been monitored on yields, a procedure that doesn't require complex and expensive instruments.

3.4.2. Post-construction follow-up system

During the start-up seminar a strategy and a workplan were set up for a post-construction follow-up system in order to accompany the waterpoint committees on operation and maintenance.

The staff had the opportunity to follow up the operation and maintenance by the existing committees during the baseline survey, but a follow-up as such has not been done. According to the staff, this was due to lack of time and lack of staff-members.

During the baseline survey, two community people were appointed to monitor the sanitation and hygiene component. However, this monitoring system has still to be worked out. This has been discussed during the backstopping mission and the monitoring system will be elaborated by Socadido.

3.4.3. Internal evaluations

Up to now, real internal evaluations in order to assess the progress have not been held. Detailed workplans are made up on a monthly or two-monthly basis.

3.4.4. Reports

The CMWS-staff hands over its reports to the DWO. This is a formality, feedback on these reports is not given to the CMWS-staff by the DWO.

Internal reports about meetings with the communities, baseline survey, training sessions and staff meetings are made.

An annual report as well as the report for the period January-March was handed over to Protos.

3.4.5. Participation to district water plans

The CMWS-staff has again been invited to the District Management Committee and to the District Steering Committee, but has not attended these meetings.

Before April, YWAM was the driving force behind these meetings, but now YWAM has stopped its activities in the water and sanitation sector in Soroti district, it seems that these committees are actually not longer functioning.

3.4.6. Long term strategy

The CMWS-staff engaged for this project consists of a number of young people with little experience in technical and in social aspects. They are aware of their capacities and their lack of experience in certain domains. They are willing to acquire the necessary knowledge, tools and skills and to experiment to build up their capacities.

At the start of the program, the CMWS-staff was, like most of the other organisations, merely focusing on the technical realisations. Now they are very much emphasising community management, participation, gender roles, appropriate technology and the link between water and sanitation. These themes have still to be worked out further, but some important steps have yet to be taken. They are now developing an approach different of the approach of the other actors (active now and in the past) in Soroti-district.

For the moment, they are mainly looking at their own actual program and not at the water and sanitation issue in Soroti as a whole, nor are they looking at the future development of their program. Their first concern is to achieve the results defined in this project, but they are not willing to make concessions on their approach to achieve the results in terms of quantity, as defined in the proposal.

As they are looking merely at the actual program, they haven't yet defined clearly what they will do in the long run with the experience, they are building up now.

Comments and recommendations

For the program, it is important to invest now in acquiring experience and in capacity building . But the staff should look further than the actual program and try to define how this experience can be used in the future.

The long term objective of the Socadido-water-program has been defined as becoming an important actor in order to influence the other actors and the water sector. This phase of the program gives the staff the possibility to experiment, but at the same time the staff should start to capitalise these experiences. In order to be able to define a strategy to achieve this long term objective, the staff should now start to exchange with all important water and sanitation actors in Uganda. The staff should not only define its expected results for the duration of this project, but also for a longer period.

It is not realistic to expect that the CMWS-staff will be able to achieve this objective at the end of this project. Most of the aspects stressed by Socadido (community management, sanitation...) are slow processes and gaining enough experience in these issues in order to influence the policy and other actors will take more time than the length of this project.

4. Organisational set-up

4.1. Organisational structure and staffing

In August the CMWS-staff consisted of 1 program-manager (PM), 2 Community Mobilisation Officers (CMO), 1 technical adviser (TA), 2 technicians, 3 community health workers (CHW) and 6 masons. Since August, one community health worker has left and has not been replaced, no one else has been recruited.

In July-August, Socadido started a procedure for recruiting CHW's, but has canceled it afterwards because of, according to them, budgetary constraints. Although in the proposal, provision was made for the recruitment of 10 CHW's and 4 technicians the first year.

All members of this staff, except the technical advisor, have followed the training-sessions organised by WaterAid and feel more comfortable about the implementation of a community managed program and about the baseline survey. The staff has expressed the need for hygiene and sanitation training, which is planned in June.

Comments and recommendations

In general, the staff is motivated by the progress and achieved results since the start-up seminar, mainly thanks to the training supplied by WaterAid. On the other hand there is a dissatisfaction about the remuneration by the program, what may result in more people leaving the program.

All trainings have been attended by all staff members (except the technical advisor). They now have a clearer idea about community managed programs and how to set up such a program.

Because everybody attended the training on baseline survey, everybody is now fully involved in the implementation of this baseline survey. This has resulted in technicians taking over a great part of the tasks of the community mobilisation officers and community mobilisation officers doing a lot of the work of the community health workers.

The technicians are now too much occupied by this baseline survey, so that they have no time for a number of technical tasks (e.g. follow up visits of water-points). If there were more community health workers, the technicians would have more time for the construction aspect itself, and the speed of implementation could be higher.

It is clear for the technical aspects that the technicians are responsible. For the software, this isn't so clear. Those who should be responsible, the community mobilisation officers, don't always receive the necessary information from the others, and are thus not really able to co-ordinate and plan the sanitation component.

This can be avoided by the program by defining clear tasks and responsibilities for all of the staff-members on the different levels.

It is also clear, that the soft-ware of the program exceeds the capacities of the actual CMWS-staff and that new community health workers should be recruited in order to attain the expected results of the program. It will be hard to find CHW's who are experienced and who are on the same line as the other members. This could have been avoided by recruiting these persons before the training of WaterAid, as planned in the proposal. Now, these people will have to be trained by the other staff members on the job.

The technical advisor is only involved in the pure technical aspects of the program. He hasn't attended the training seminars by WaterAid, nor did he collaborate in the baseline survey, nor in the training of communities (even on operation and maintenance). So, he doesn't find himself on the same line with the other staff members. This is especially clear in the construction of the filter appendage. He has come up with the concept of this kind of water treatment, but nothing has been worked out for operation and maintenance, hygiene and sanitation.

For the moment the staff relies very much on him, because he has useful technical input . Nevertheless his propositions should fit in the strategy of the program and the staff should consider his task as pure advisory rather than initiating.

4.2. Internal co-operation within Socadido

Since the start-up seminar in August, no progress has been made to collaborate with other departments of Socadido. The only departments, with which there is contact , are the departments who offer services to the CMWS- program, such as the Administration Department (secretarial services, accounts, planning monitoring-evaluation unit, human resources management).

In the coming years, Socadido will redefine the integration of all of its desks, and collaboration will be an important part of this exercise.

Comments and recommendations

Because of the fact that different desks are having the same objectives (capacity building of communities), working with the same groups and using the same

tools, collaboration is strongly recommended. It was already said that collaboration with the GAD desk should urgently be established formally.

Now the CMWS-program has started its sanitation component, opportunities for collaboration with the “health services and the community based health care” should also be urgently studied.

If the hygiene and sanitation program is implemented, according to the new proposal, including “sensitisation, training and follow up of primary school teachers”, discussions with the Education Desk should be held about approaches and collaboration beforehand.

4.3. Co-operation with other organisations in the district and on national level

4.3.1. Directorate of Water Development (DWD)

The Directorate of Water Development is moving away from the implementation into the direction of policy making and co-ordination. They are working through the Water, Environment and Sanitation Program (WES Program) for the implementation at district level, where they intend to build capacity of the local actors through training.

DWD is conducting a national sector reform, consisting of decentralisation and privatisation of the water sector. In the future, they intend to have their program implemented by licensed private contractors as well as by NGOs.

Considering the experience of NGOs in the implementation of water and sanitation programs, the DWD invites these organisations to be involved and to have an input in this sector reform. To reinforce the contacts with the NGOs, the DWD is planning to create a NGO desk within the DWD.

Comments and recommendations

During the start-up seminar it was said that CMWS would collaborate with DWD as the needs rose. Until now, there have been no contacts between CMWS and DWD. On the one hand, CMWS is reluctant because of earlier deceiving experiences with government agencies, and sees the DWD rather as a controlling agency than as a back-stopping agency. On the other hand, the input of the DWD in the water sector in the Soroti diocese has been limited and their approach has not been very convincing (not on technical aspects and even less on community management), so that the CMWS does not feel the need for collaboration or even contacting the DWD. This means also that the CMWS was not aware of the evolutions in the national water sector, knowledge that is essential to define their own long term position and strategic objectives :

influencing other actors working in the same sector, improve the policy (especially regarding the dangers of privatisation) and improve the performance in the sector. It is thus very strongly recommended, as already stated in the report on the start-up seminar, that Socadido collaborates as needs rise but moreover seeks contact with DWD to be informed on the national evolutions in the water and sanitation sector.

4.3.2. WaterAid, Kampala

Before August, WaterAid organised a seminar on PRA, afterwards they provided training on baseline collection and on operation and maintenance. There is still one training planned on sanitation and hygiene, about skills and approaches. These trainings are also followed up by WaterAid.

The program manager attends three monthly meetings with WaterAid, where experiences and planning are discussed with other partners of WaterAid.

The program itself is not monitored by WaterAid, because, according to WaterAid it has not been set up in collaboration with them.

Comments and recommendations

The contacts with WaterAid have been very useful to the program, because of the training (these skills are now used by CMWS-staff with good results), but also because of exchanges of experiences with other organisations in the same sector. Even, if CMWS-staff decides not to continue this training, it should stay in contact with WaterAid and these organisations, because they can provide useful information about the evolutions in the national water-policy.

4.3.3. YWAM (Youth With A Mission)

This organisation, who was one of the most important organisations in the field of water and sanitation in the Soroti-district, had to cancel its program this year because its funding agency preferred to stress more on other programs (e.g. religious programs). For the same reason, their new proposal for hygiene and sanitation wasn't approved and YWAM had to withdraw fully from the sector.

4.3.4. CHIPS

This small Christian NGO, working in the south of Soroti-district, stopped its water and sanitation program in May.

Comments and recommendations

The fact that these two NGO's have cancelled their water and sanitation programs, leaves Socadido as the only non-governmental actor and as the most important one dealing with W&S in the district.

4.3.5. DWO (District Water Office)

The District Water Office is implementing and is co-ordinating the WES-program in the Soroti district. They depend on the funds of Unicef to realise this program. For this year, Unicef is scaling down the WES-program. Up to last year, they were involved in well-constructing, bore-hole drilling, rainwater-harvesting and water quality testing, as far as concerns water, and in slab-casting, slab-distribution and construction of pit-latrines in schools, as far as concerns sanitation. From this year on, they are only concentrating on rainwater-harvesting and construction of pit-latrines in schools. The district is very sceptical about the rainwater-harvesting and would prefer to continue the well-constructing instead.

Considering the fact that YWAM was the main implementor of the WES-program, the activities of the district have been reduced to a very low level. YWAM was also the driving force behind the district steering committee, where the district policy is defined, and the district management committee, where the implementation of the water program on district level was discussed, and it seems that these committees are not longer functioning.

Socadido was invited to fit its program into the water-program of the district by :

- attending the meetings of the district steering committee and of the district management committee;
- supplying relevant information to the DWO : proposal on hygiene and sanitation, experiences in participation and community management, planning, data about the physical implementations ...
- linking with the WES-committees on sub-county level

Socadido has from time to time given its reports to the DWO. They have also contacted the district to solve the problem of the spare parts. A list of the most needed spare parts will be made up by the district, but all further steps (contacts with suppliers, ..) will be taken by Socadido.

Comments and recommendations

There have been some first steps in collaboration with the district (reports, spare parts), but merely on operational level. The relationship between the district officer and the program staff is open and there is an interest from the district in the Socadido program.

Socadido is now the only actor in the district and there is now an opportunity for Socadido to present itself as an important player in the field of water and sanitation in Soroti-district. This can be done by attending the various meetings on district level. Very few direct results have to be expected from this collaboration, but it will contribute to the long term objective (influencing other actors, improving the policy, approach and performance in the sector).

5. Planning

5.1. Sanitation and hygiene

During the backstopping-mission the logical framework for the hygiene and sanitation component, based on the new proposal was partially worked out. For full details we refer to the full logical framework, to be made and handed over by Socadido.

Because the objectives, activities and results are linked to those of the water-component, the logical framework of this hygiene and sanitation component was integrated in the first logical framework. Because of lack of time, only the following results were discussed :

- adoption of key hygiene behaviours by the communities through improvement of existing hygiene practices and elimination of common bad hygiene practices;
- change of traditional latrine coverage from 5% to 25%;
- trained and functional WATSAN Committees and community based organisations (CBO's) like women and youth clubs.

The other expected results were to be worked out by the CMWS-staff.

Following the activities for the watercomponent, the activities were listed according to different phases:

- before identification;
- baseline survey;
- preparation;
- operation and maintenance-phase;
- follow-up phase.

In each of these phases a full community involvement is stressed. Also the importance of the participation of women was given special attention.

During this exercise, it was agreed that there was still an important need for training on hygiene and sanitation and for didactic materials. A training session with WaterAid on skills and approaches for the hygiene and sanitation component had already been planned. (to take place in June 1998)

5.2. Workplan

A workplan for the coming year was discussed. Expected results at the end of this year (april1999) and three-monthly intermediate results were defined. Starting from these results, activities, responsibilities and means were fixed. For the first three months, this was done in detail, for the other months more generally.

While making this workplan, it became clear that if the staff wouldn't be completed only 25 waterpoints could be constructed / protected this year. If the staff would be extended with 4 CHW's 40 waterpoints could be constructed.

If the new proposal on hygiene and sanitation wouldn't be approved, no funds for latrine construction will be available. Because the project has to provide for transport of the wooden logs, for which they would have to hire a truck, this latrine-construction would be limited to 3 villages. Also, the activities for training of the communities on hygiene behaviour would be limited, because of lack of tools and didactic materials.

Because of lack of time it was agreed during the backstopping-mission that the CMWS-staff :

- *would write a report on the participatory analysis;*
- *would complete the logical framework for the hygiene and sanitation component;*
- *would complete the workplan for the next year;*

6. Conclusions

During the backstopping-mission, an assessment was made of the proceedings of the program between the start-up mission and May 1998. The staff follows the workplan as elaborated during the start-up mission, and has carried out most of the recommendations made in the report of that mission. Good progress has been made and the results up to now are satisfying, regarding the capacities and experiences of the staff.

There are nevertheless still some improvements to make on the protection and construction of the waterpoints and on community management. The staff should contact other organisations who use the “excavating method” for protecting springs and should acquire a testing kit if they want to continue with the filter appendages. For the community management aspect, more attention should be given to the follow up and the training of the committee members as well as of the fundis. It should also become clearer where the responsibility of the program stops.

The hygiene and sanitation component has just started with the baseline survey, that provided useful information about the expectations, possibilities and priorities of the target communities. The program has defined its objectives and expected results together with these communities, but still needs to work out further its strategy and workplan. The staff is also aware of the lack of experience in this domain and has contacted WaterAid for training on approaches and tools for sanitation and hygiene programs. The staff should also organise exchanges and collaboration with other organisations to learn about approaches, tools and didactic materials.

The new proposal includes training for the staff and training for the Watsan committees, which was partially omitted in the original proposal. Both trainings are necessary to make this sanitation and hygiene component succeed.

In order to achieve the expected results as described in the original proposal, the staff should be extended with community health workers. This way the technicians will have more time for the technical aspects and will not need need to be so much involved in the social and sanitation aspects. The staff will have to ensure that these new collaborators are trained and on the same line as the other staff-members.

In this phase of the program, the staff should acquire valuable experience, invest in monitoring the program and start capitalising the experiences. Also, the staff should exchange and collaborate more with other organisations (not only with NGO's but also with governmental agencies) if it wants to achieve its long term objective.

7. Participants

CMWS Program Staff

MALE Victor :	Program Co-ordinator
OKILLAN Beatrice :	Community Mobilisation Officer
NEKESA Jacinta :	Community Mobilisation Officer
APOLOT Agnes :	Community Health Worker
ENGWAU Nicholas :	Community Health Worker
OKELLO Richard :	Technician
EMUGE Jesse :	Technician

External Participants

UWASE Alice :	Assistant Development Co-ordinator
Father MUBIRU Athanasius:	Diocesan Development Co-ordinator

Protos vzw

GLAS Dirk :	Consultant
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