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## **PREAMBLE**

### **0.1 CHARACTERISTICS OF THE PROJECT**

The project being discussed here carries the title « Community Managed Water and Sanitation Improvement in Soroti Catholic Diocese, Uganda ». The project is partly financed by the Dutch NGO Bilance (where its reference number is 1189b) and partly by the European Commission (with reference number PVD/1996/427/NE).

The total project budget amounts to 406.658 ECU of which each of the financing organisations contributes half. The triennial project was formulated in May 1995 but started only in January 1997 with one year delay. The execution is also carried out in a slower pace as planned and at the moment of the evaluation the project has reached the end of its second phase.

The programme is being executed by the development office of the catholic Diocese of Soroti, SOCADIDO, and is the continuation of a small-scale intervention within the sector that started in 1991 with a limited financial support by Bilance. Within SOCADIDO a separate cell is responsible for the daily implementation of the project.

### **0.2. OBJECTIVES AND ORGANIZATION OF THE MISSION**

According to the project proposal an intermediate evaluation was planned. This evaluation would have to appreciate the elements of a classical evaluation (relevance, effectiveness, efficiency, impact, sustainability) and at the same time offer a support to SOCADIDO in actualising its long-term vision and position in relation to the drinking water and sanitation sector.

The evaluation was confined to engineer Lambrecht<sup>1</sup> and lasted from 4<sup>th</sup> to 13<sup>th</sup> March 1999.

Four complementary activities were included in the programme of the evaluation :

- Study of the available documentation ;
- Visiting and discussion with the stakeholders within the sector and with external actors which were involved in the project (DWD, Wateraid, the delegation of the European Commission in Kampala, DWO, District Health Inspector, Youth with a Mission, ACAV) ;
- Field visits to the different infrastructures realised during the project, combined with discussions with the beneficiaries and the water and sanitation committees ;
- Three workshops with the project staff : a briefing session, a SWOT-analysis and a reflection about the long-term engagement of SOCADIDO.

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<sup>1</sup> Engineer Lambrecht was also involved in the formulation of the project proposal. Because this evaluation concerns rather an internal but externally accompanied evaluation which also has to indicate the main lines for future action, and because an external evaluation had taken place in July 1998 by order of the European Commission, SOCADIDO did not think it conflictuous to trust someone with the evaluation who had already been involved in the formulation.

Appendix 1 gives a list of the different contacts and visits that were made. Appendix 2 contains a summary of the SWOT-analysis.

## 1. SUMMARY

The project under evaluation carries the title « Community Managed Water and Sanitation Improvement in Soroti Catholic Diocese, Uganda ». With a budget of about 400.000 ECU the project is partly financed by the Dutch NGO Bilance and partly by the European Commission.

According to the project file, the CMWS-project aims to decrease the water borne diseases in the rural areas of the Soroti and Katakwi districts through the protection of one hundred springs, the construction of eight filter appendages near the lake shore and the construction of fifty modern shallow wells. In order to have a maximum impact on health and to guarantee the sustainability of the facilities and their impact, an important software component was also provided for. It includes the set up and training of water users committees, the training of local technicians, health and sanitation awareness training of the users and promotion of some sanitation facilities on household level.

The CMWS project is executed by the development office of the catholic diocese of Soroti, SOCADIDO. This agency, created in 1990 and largely subsidised by the Western catholic NGO's, especially Bilance, is actually running different programmes, covering sectors as agriculture, women development, health, education and income generating activities.

The three-year project has been formulated in May '95 by an external consultant, after an identification process that lasted nearly three years. During this identification, an experimental project has been executed by the same agency. Nevertheless, the implication of the target communities and of the implementing agency in the actual formulation was limited.

Uganda is actually going through an important institutional and economic reform.

Since more than eight years, the economy turned in a solid performance with a real growth rate of the GDP of an estimated 5% per annum. Only the last couple of years, this growth can also be observed in the more isolated towns, such as Soroti.

On the political level, the situation is quite stable. The recently voted local government act is devolving important functions and powers to the local level.

The CMWS project is implemented in two of the three districts belonging to the Soroti catholic diocese. The whole diocese covers nearly 10.000 sq. km. but the project aimed to limit his intervention to some 10 out of the 36 existing subcounties.

The project responds to a primary need of the target groups, as well from an objective point of view as in the perception of the target groups. It is estimated that 30% of the rural communities in the target area have never had access to drinking water and had to satisfy themselves with water from unprotected springs or hand-dug wells or even worse with surface water. Others used for their basic domestic needs water from boreholes in neighbouring villages, often several kilometres away, which sometimes led to social tensions. Also because of the political and social unrest of the last years that struck the area, almost half of the existing water facilities were destroyed or neglected.

The mobilisation of the target groups concerning this problemacy clearly shows that the project corresponds to an actually felt need.

The hygiene and sanitation component that SOCADIDO grafted on his drinking water interventions is also relevant since the link between safe water, hygiene, sanitation and health is so important. However the interest of the target groups for this hygiene and sanitation component is rather low, partly due to lack of education and comprehensive integrated health and sanitation programmes.

At the end of 1996, the project started with one year delay. A completely new staff has been recruited and trained, partially by the Ugandan office of Water Aid. The first year was especially devoted to the development of the programme approach and of the skills of the staff members. Some constructions have been implemented during this time but with a limited conviction. It's only from the beginning of '98 on that the cruising speed has been reached for the technical interventions and that the community mobilisation and the hygiene and sanitation component started.

Due to the badly managed experimental phase and formulation process, the project file is not always realistic or sufficiently detailed. It overestimates the implementing capacities of the whole new staff SOCADIDO had to hire (and to train) and it underestimates some actual construction costs. On the other hand, the data and approaches developed for the software components remained vague; they had to be worked out during a start up seminar that only took place in August '97.

After two years, the quantitative results are only partially achieved. Only 44 water points have been improved (out of the 88 projected for the first two years) : 25 springs and 19 hand-augured wells equipped with a handpump (instead of the planned shallow wells). Most of those waterfacilities have now water users committees but only a few are really performant. In total about 13.000 persons have been reached by the project.

The quality of the constructions has improved a lot during these two years and, with respect to the water quality and the viability of the construction, one can confirm a good quality of works regarding the Ugandan standards. Improvements are still possible with more important excavating works and the protection of a more important catchment area for the springs.

Until now, no filter appendage has been completed. The whole approach has to be reviewed. This experiment has to be treated as such with a sound planning, in transparency with the community and with a very close monitoring in order to learn lessons on this technology and its integration in the local social context.

In order to enhance community ownership and sustainability, the community is involved in all stages of the project. The target group is informed on its roles and responsibilities. It contributes all local materials, designs volunteers to be trained by the masons and guarantees all unskilled labour. Water source committees are elected by the users and trained in leadership skills and simple financial management.

Women make up for about 40% of the members of the committees and in different places they have an important contribution in the mobilisation and the decision making.

The hygiene and sanitation component started only very late, but nevertheless in most villages the start of a mentality change can already be noticed. One of the most important surplus values of the project is the integrated approach of this hygiene component.

Actually, the project spent nearly 62% of the budget. In general, the budget items are sufficiently respected, except for the office operation. One third of the funds are invested in construction works.

The CWMS programme comprises 3 high level staff and 4 field workers. Six masons are in charge of the construction works. Support is given by a technical advisor, a driver and the secretarial cell of SOCADIDO. The staff is young but has a very strong commitment, a selfcritical attitude and is ready to absorb new ideas.

The management of the programme is acceptable. More efficiency and better chances for the viability can be obtained with more field workers and a more comprehensive approach for the follow-up of the water committees. The position of the technical advisor and the relationship between the CMWS cell and the other SOCADIDO cells has to be cleared out. The communication between the programme and the funding agencies has to be improved.

The protected springs offer a sustainable improvement of the water quality for the villagers. With respect to the hand-augured wells with the handpumps, operation and maintenance is more complex and needs regular financial contributions from the users, and thus, better management capacities for the committees. The approach for the equipped wells should be deepened, putting more emphasis on savings, transparency, actual cost of water...

If SOCADIDO wants to offer an added value to the water and sanitation sector, it should make the most of his own opportunities (such as the long term partnership with European NGO's, the availability of church linked stakeholders in the villages, the complementarity with other SOCADIDO programmes...). Thanks to the committment of the staff, and to important external supports (especially from Water Aid and from PROTOS), the CMWS-programme delivers now a good technical workmanship and has developed interesting approaches for the hygiene and sanitation sensitization and training. More emphasis is still to be put on the community mobilisation component and on the monitoring of the programme. Ones these aspects are further under control, SOCADIDO can become a spearheading organisation in the sector.

## **2. PREPARATION AND FORMULATION**

*This chapter analyses the identification and formulation process of the project ; from the initial conception to the actual start, in order to appreciate the coherence of the initiative.*

### **2.1. IDENTIFICATION AND FORMULATION PROCESS**

In 1992, the development office of the catholic Diocese of Soroti (SOCADIDO) started a limited drinking water project in order to improve the quality of existing water facilities where boreholes were not available. This one year project with a global budget of 60.535 NGL has been funded by Cebemo/Bilance<sup>2</sup> and aimed the rehabilitation of 100 springs. SOCADIDO has gone through a lot of problems to realise this goal : only 48 springs could be protected and the used technology did not improve the water quality in an adequate way, the management capacities of the spring users did not reach the expected level and sanitation and hygiene at household level and at the protected springs did not improve radically.

During the implementation of the project SOCADIDO was confronted with a profusion of demands, not only for spring protections, but also for other waterfacilities such as the rehabilitation of boreholes, shallow wells and filter appendages.

Simultaneously SOCADIDO executes a basic health project in the target area. This reveals the importance to invest more in hygiene education and sanitation facilities.

During and thanks to the water project, SOCADIDO is admitted to a regional workgroup led by the Water Development Department, as the implementing agency of the UNICEF funded WATSAN programme. In this co-ordination cell it appears that there is still space for additional investments in the sector.

In August '93 SOCADIDO proposes to Cebemo/Bilance to broaden the water project considerably and to continue with a next three-year phase for a total budget of 832.000 USD. Because the reports concerning the first phase reveal quite some problems in the implementation, because the project proposal as drawn up by SOCADIDO remains vague on several issues and because there was some animosity between SOCADIDO and Cebemo/Bilance concerning the long-term involvement of both partners in the drinking water sector, Cebemo/Bilance suggests in the beginning of '94 to give a technical and methodological support in reformulating the project proposal.

In April '94 this assignment is given to the Kenyan office Engineering Design Consultants. Their report gives a good evaluation of the past activities and some possible ideas for the further evolution of the sector. Nevertheless their recommendations remain vague and do not lead to an actual project proposal.

In March '95 Cebemo/Bilance and SOCADIDO decide therefore to organise a new support mission, with the well-defined instruction to support the SOCADICO staff in formulating a

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<sup>2</sup> After the fusion between Vastenactie and Cebemo the new organisation was named Bilance in 1996. In this report we use the term Cebemo/Bilance for everything relating to the period before '96. Depending on the period it concerns the autonomous Cebemo, the collaboration between Cebemo and Vastenactie or the fused Bilance.



three-year project proposal that fits within the financial limitations of Cebemo/Bilance and the management capacities of SOCADIDO.

The actual formulation of the evaluated project happened eventually in April '95, with technical and methodological support of Eng. Stef Lambrecht. The formulation made use of the experiences during the first phase, which were partly capitalised in the progress reports of SOCADIDO and in the mission report of Engineering Design Consultants. Moreover conversations with the different stakeholders of the sector in Soroti made it possible to adjust the formulation to the actions of the other actors. At the level of SOCADIDO itself the participation to the formulation was limited as the organisation did not yet have a sectoral cell « Water supply and sanitation ».

At the meeting of the project committee of September '95 Cebemo/Bilance accepts to finance the project for up to 50% and to demand the rest as a subsidy from the European Commission. Because such a financing scheme gives a lot of uncertainty to SOCADIDO, who cannot start the project till a full engagement for the total budget has been reached, Cebemo/Bilance decides in April '96 to guarantee the total sum of about 800.000 NGL. In July '96 the European Commission also approves the project proposal.

**2.2. PRESENTATION OF THE PROJECT ACCORDING TO THE LOGICAL FRAMEWORK**

The project proposal was drawn according to the terminology of the Logical Framework as used by different development organisations (among others, the DGVIII of the European Commission). The Logical Framework below was gathered from the project file and is used as a reference for the evaluation to examine efficacy, efficiency and impact.

<b>Logical Framework</b>	
<b>General objective</b>	<ul style="list-style-type: none"> <li>• Decrease of water borne diseases in the rural areas of Soroti Diocese in a sustainable way</li> </ul>
<b>Specific objectives</b>	<ul style="list-style-type: none"> <li>• Improve the water quality of the existing traditional rural water supply network and create new appropriate water facilities in the villages where no safe water is available.</li> <li>• Educate the rural population to be aware of the importance of safe water and hygiene and of their capacities to improve the situation.</li> <li>• Mobilise, educate and train the target groups so that they can manage the implementation of the project and their own water supply facilities.</li> <li>• Contribute to empowerment of women.</li> </ul>
<b>Results</b>	<ol style="list-style-type: none"> <li>1.- Hundred springs are protected and their water quality is safe for human consumption.</li> <li>2.- Eight water filter constructions are realised in the earth dams of artificial existing valley tanks and experiences are acquired with regard to their results on water quality and quantity.</li> <li>3.- Fifty modern shallow wells are constructed.</li> <li>4.- Users committees are formed and trained for each of the 158 water facilities.</li> </ol>

	<p>5.- Health education will touch at least 12.500 people and will improve their household hygiene, sanitation and the use of water.</p> <p>6.- Women play an important role on decisional level in the users committees and their social position in the community is improved.</p> <p>7.- SOCADIDO has acquired a valuable experience in technical and organisational aspects of a community managed small-scale infrastructure program.</p> <p>8.- Co-operation of SOCADIDO with other actors on district level has improved the overall sectoral approach for water supply in the target area.</p>
<b>Activities</b>	<ul style="list-style-type: none"> <li># Construction of the new water supply facilities in a partnership with the target groups where SOCADIDO staff offers technical and financial support while the local communities are responsible for planning, unskilled labour, local materials, and all maintenance activities.</li> <li># Set up, training and mobilisation of water source committees.</li> <li># Health awareness training for all the users of each new or improved water source.</li> <li># Intensive hygiene and sanitation training for local health workers of each water committee.</li> <li># Support to latrine construction through the creation of tool stores for digging equipment and the promotion of the latrine slabs subsidised by the WATSAN project.</li> <li># Follow-up system including water analyses, follow-up and recycling of the water source committees, internal and external evaluations.</li> <li># Participation to the district water plans.</li> </ul>

**2.3. ANALYSIS**

The preparatory phase of this project was not well managed. The experimental project that started in 1992 did not put enough emphasis on monitoring which made it difficult to draw the right conclusions for a new initiative : the used technology remained very rudimentary and there were no analyses to measure the impact of the spring protection on the drinking quality of the water ; there was no baseline survey or monitoring system whatsoever to measure the perception of the villagers, the impact on health or the sustainability of the installations ; even a simple ex post cost calculation of the infrastructure lacked. In these circumstances the basic information for the actual formulation of the project proposal remained very limited.

The formulation phase continued for almost two years : the first project file that SOCADIDO had formulated dates from August '93, but is weak. The size of the project proposal outreaches the management capacities of SOCADIDO. Because of personnel changes at Cebemo/Bilance and the defective correspondence between Cebemo/Bilance and SOCADIDO much time is wasted in reformulating the proposal.

The participation of the SOCADIDO staff at the eventual formulation in May '95 is limited. The contribution of the development co-ordinator (father Mubiru) guarantees a good coherence between the water project and the general development strategy of SOCADIDO and the technical advisor (Mr. Kivumbi) can only give technical information. The drinking-

water cell within SOCADIDO however had not yet been established at that moment and the formulation is therefore largely an external driven process.

At the local level most often the local population takes the initiative to contact SOCADIDO and to make proposals to improve the situation concerning the drinking-water supply (demand driven approach). At the formulation of the project proposal there were already 160 demands for spring protection. The project staff grafts on these demands the hygiene and sanitation component, parts which seem at first less essential to the target groups but then grasp quite quickly the importance.

The project proposal as described in the file is coherent in itself. It corresponds to the other development programmes of SOCADIDO, specifically the health programme and the Women's Support Programme and is complementary to other actors' interventions in the sector.

Some elements however were insufficiently highlighted in the project proposal :

- the number of proposed infrastructure works was much too high in comparison with the execution capacities of SOCADIDO ; the project proposal was too much based on the traditional technology and the very limited organisational accompaniment that were used during the experimental project between '92 and '94 ;
- the indicators were insufficiently explicit, especially concerning the hygiene and sanitation component and the community mobilisation component ; because of this these components were only vaguely elaborated and it was difficult to put up a monitoring system ;
- the methodology concerning the strategic results (gender, capacity building on SOCADIDO level, co-ordination with other actors) was also insufficiently developed ;
- the relevance of the assumptions was also underexposed ; i.e. it was assumed that the WATSAN project would continue to subsidise the latrine slabs whereas already in '95 this component was planned to be diminished...
- eventually not enough attention was paid to the collaboration with the other development programmes of SOCADIDO ; precisely in this domain the organisation can offer a surplus value in comparison to the strictly sectoral interventions of the other WATSAN-actors ; those responsible for the other SOCADIDO projects were not enough involved in the formulation to reach a constructive articulation.

### 3. RELEVANCE

*This chapter evaluates the relationship between the problems of the target groups and the objectives of the program, taking into account the political, institutional, economical, social and physical context.*

#### 3.1. THE CONTEXT

##### 3.1.1. Uganda – general facts

###### Geography

Area : 236.040 sq. km (land: 199.710 sq. km and water: 36.330 sq. km).  
Climate: tropical; generally rainy with two dry seasons (December to February, June to August); semiarid in northeast  
Terrain: mostly plateau with rim of mountains  
Natural resources: copper, cobalt, limestone, salts  
Land use: arable land: 25%  
                  permanent crops: 9%  
                  permanent pastures: 9%  
                  forest and woodland: 28%  
                  other: 29% (1993 est.)  
Environment issues: draining of wetlands for agricultural use; deforestation; overgrazing; soil erosion; poaching is widespread

###### Population

Population: 22.167.195 (July 1998 est.)  
Population growth rate: 2,85% (1998 est.)  
Net migration rate: -1,8 migrant(s)/1.000 population (1998 est.)  
                                  Uganda is host to refugees from a number of neighbouring countries, including: Sudan, Rwanda and Democratic Republic of the Congo  
Infant mortality rate: 92,86 deaths/1.000 live births (1998 est.)  
Life expectancy at birth: 42,6 years  
Total fertility rate: 7,09 children born/woman (1998 est.)  
Ethnic groups: Baganda 17%, Karamojong 12%, Basogo 8%, Iteso 8%, Langi 6%, Rwanda 6%, Bagisu 5%, Acholi 4%, Lugbara 4%, Bunyoro 3%, Batobo 3%, non-African (European, Asian, Arab) 1%, other 23%  
Religions: Roman Catholic 33%, Protestant 33%, Muslim 16%, indigenous beliefs 18%  
Literacy: total population: 61,8% (male: 73,7%, female: 50,2%)

###### Politics

Legal system: Republic ; in 1995, the government restored the legal system to one based on English common law and customary law and re-instituted a normal judicial system;  
Executive branch:  
chief of state: President Lt. Gen. Yoweri MUSEVENI (since seizing power 29 January 1986); the president is both chief of state and head of government

Prime Minister Kintu MUSOKE assists the president in the supervision of the cabinet

cabinet: Cabinet appointed by the president from among elected legislators

elections: president elected by popular vote; election last held 9 May 1996; first popular election for president since independence in 1962; Prime Minister appointed by the president

Legislative branch: unicameral National Assembly (276 members serve five-year terms; 214 directly elected by universal suffrage, but 62 are nominated by legally established special interest groups and approved by the president : women 39, army 10, disabled 5, youth 5, labour 3)

### Economy

Overview: Uganda has substantial natural resources, including fertile soils, regular rainfall, and sizeable mineral deposits of copper and cobalt. Agriculture is the most important sector of the economy, employing over 80% of the work force. Coffee is the major export crop and accounts for the bulk of export revenues. Since 1986, the government—with the support of foreign countries and international agencies—has acted to rehabilitate and stabilise the economy by undertaking currency reform, raising producer prices on export crops, increasing prices of petroleum products, and improving civil service wages. The policy changes are especially aimed at dampening inflation and boosting production and export earnings. In 1990-97, the economy turned in a solid performance based on: continued investment in the rehabilitation of infrastructure, improved incentives for production and exports, reduced inflation, gradually improved domestic security, and the return of exiled Indian-Ugandan entrepreneurs.

GDP—real growth rate: 5% (1997 est.)

GDP—per capita: purchasing power parity—\$1.700 (1997 est.)

GDP—composition by sector:

agriculture : 49%

industry : 13%

services : 38% (1995 est.)

Labour force: total: 8,361 million (by occupation: agriculture 86%, industry 4%, services 10%).

### **3.1.2. Water and Sanitation**

Uganda has reasonably plentiful and regular rainfall although his water is rarely harvested, and when harvested, the quality is not maintained. Presently, only 39% of the population in the rural areas have access to safe water, whereas this figure is 60% in urban areas. Often water has to be fetched from long distances, which places a serious burden on the female population and prevents them ensuring proper hygiene and health care and engaging in economic activities. It is estimated that only 45% of the population have reasonable sanitation facilities (nearly 30% in rural areas).

The Uganda government has developed a National Programme of Action for Children (INPAC), endorsed in 1992. One of the four pillars of this programme is the provision of safe water and sanitation facilities for 75% of the people by the year 2000. Obviously, this is far too optimistic and the current implementation arrangements in most districts (including Soroti, Kumi and Katakwi), will result in a coverage that not exceeds 50% by the year 2000. Major donors to the water and sanitation sector in Uganda are UNICEF, SIDA, the European Commission and Danida.

The country has recently gone through an important institutional reform by devolving important functions and powers to the local level. The local government act has defined roles for the different levels of governance in the provision of water related services and activities. According to this act, the provision of water services and maintenance of these facilities is the responsibility of local councils in districts and urban centres with the support and guidance of relevant government agencies.

### **3.1.3. The context of the project area**

The project is implemented in the Soroti catholic diocese, covering the former district of Teso that corresponds with the actual districts of Soroti, Kumi and the recently created district of Katakwi. The project area covers nearly 10.000 sq. km. Predominantly flat, consisting of sparsely forested grasslands and wetlands.

The project aimed to limit his intervention to some 10 out of the 36 existing sub-counties. Actually, programme activities have been concentrated in the Soroti and Katakwi districts (Soroti, Madera, Amuria, Kidetok, Kaberamaido, Otuboi, Kalaki and Toroma) while work in Kumi has not begun.

The diocese area has a population of about one million. About 90% of them live in rural areas. The main ethnic group is the Iteso, a Nilo-hamatic group whose language is Ateso. Karamajong groups occupy the driest parts of the districts towards the Kenyan border. Until recently, they were viewed as hostile by the Iteso, especially after the cattle-raids that continued until 1993, fuelled and backed by political instability and the impotence of the central government to assure security in the region.

A special feature is the high incidence of female headed households, as a consequence of the civil unrest in the nineties, that left a lot of women widow or abandoned by their husband. Moreover, the civil unrest led to the destruction of many water supply facilities, social disruption and absolute poverty.

In the target area, water and land are sufficient for successful crop cultivation, allowing people to benefit from two harvests a year, a fact that makes agriculture a sound base for the economic stability in the area.

A 1992 AMREF (African Medical and Research Foundation) survey found that 24% of the households in the project area draw their water from community wells, 2% from community taps and 2% from protected springs. 40% could be supplied by the existing boreholes, but approximately 75% of them have broken down in the '80's.

With respect to the recent investments of the WATSAN partners, we can presume that the actual coverage of safe water is about 45 to 50%.

In Katakwi and Soroti district, the theoretical coverage of water supply is about 60%, with 85 protected springs, 257 boreholes and 3 shallow wells. Since 40% of the boreholes are not functional and nearly 50% of the wells and springs do not procure safe water, the actual coverage can be estimated at 35%.

In Kumi district, the theoretical coverage of water supply is about 32%, with 152 protected springs, 789 boreholes and 78 shallow wells. The actual coverage can be estimated at less than 20%.

The most important actors in the target area are UNICEF, Water Aid, SOCADIDO, Youth with a Mission, Action Aid, Vision Terudo, Hope (Germany), Christian International Peace Service, Soroti Family Helper Project and Soroti District Development Programme.

In the rural areas the coverage of sanitation facilities is very low. Only a few families have a traditional pit latrine (estimated at some 30%).

Diseases due to poor environmental sanitation and bad access to safe water are therefore very common in the target area. A study carried out in the Soroti district in 1995/1996 indicated that diarrhoeal diseases were responsible for 11% of the mortality. In '98 a cholera epidemic killed some 40 people.

## **3.2. PRINCIPAL ACTORS OF THE PROJECT**

### **3.2.1. Target groups**

The original project aimed at the water supply for approximately 50.000 persons by installing 158 new water points (with an average of 320 persons per water point). It concerns exclusively a rural population, specifically Iteso who live in small communities of 200 to 500 people and who are almost entirely dependant on agriculture and cattle breeding (and fishing in the villages surrounding the Kyoga lake).

The economic situation of the Iteso is still strongly determined by the instability that reigned here till the beginning of the nineties, among others as a result of cattle raiding. The land remained fallow during several years and the bush vanquished the grazing and agricultural grounds. Even today there is, also due to the high rate of fatherless families, not enough work force available to use fully the agricultural potential. Thanks to several projects related to animal traction progress is made here, but other blocking factors prevent a sufficiently strong growth rate of the agricultural production.

The countryside of the Teso area is characterised by :

- a difficult communication because road network is poor and many passages are blocked during the rainy season ;
- the low income of the rural population that is almost entirely dependent on agriculture which remains under-used and with a very limited monetarisation of the proceeds ;
- a defective service in the field of education and the field of health care ;

- the social relationships are still partially influenced by the difficult period of the cattle raids ; besides many people still cling to traditions and also to a number of prejudices and negative uses i.e. in relation to hygiene and health.

A baseline survey executed by the SOCADIDO staff in 35 villages where water supplies had been improved by the project shows that :

- 60% of the target groups are children, 23,5% are women and 17,5% men;
- only 5% of the households have a house with an iron roof, the other ones are made in local materials;
- invariably, the major economic activity is subsistence farming; cash is generated on a small scale through the culture of a few cash crops (onions, tomatoes, sugar cane, pineapples), some animals kept in homes and seasonal income generating activities : brewing, bricks burning and firewood selling in the dry season; casual labour in the rainy season;
- a substantial chunk of the income is spent on medicare and on school dues;
- latrine coverage is 17,3% and the level of hygiene is very poor;
- women take the lead in 55% of the workload while men take 35% and children 10% respectively; woman is responsible for childcare, family health, household hygiene and the provision and use of domestic water; the average walking distance to fetch water is 4 km.

### **3.2.2. SOCADIDO**

SOCADIDO is the development office of the Soroti Catholic Diocese. Created in 1990, it is governed by the Diocesan Development Board that controls the activities of the organisation. The Development Co-ordinator father Mubiru assures the executive management.

The general objective of SOCADIDO is “to initiate, anticipate and promote integral development initiatives by the people of Soroti Catholic Diocese to restore and sustain a viable socio-economic resource base for the families in order to strengthen the social carrying capacity and cohesion in society”.

The following programmes are carried out by SOCADIDO :

- agriculture and livestock development;
- women development;
- management of health services and community based health care;
- development education for adults and primary education for children;
- small scale income generating activities;
- improvement of water supply and sanitation.

SOCADIDO recently created a department for study, monitoring and evaluation, in order to improve his own project cycle management capacities and to put more emphasis on the strategic topics of his activities.

Separate cells directed by a Programme Officer are executing most large sectoral programmes of SOCADIDO. The central staff of SOCADIDO delivers the supporting services such as administration and accounting. On the strategic level the cell receives support from the



Development Co-ordinator or his assistant. The sectoral cell has an important autonomy in his daily programming and the Programme Officer is, in regard to the Development Co-ordinator, responsible for his/her whole programme. Concerning the drinking water and sanitation programme the Programme Officer is engineer Victor Male.

The most important donor for SOCADIDO is the Dutch Bilance (formerly Cebemo), that covers 63% of the overall SOCADIDO budget. Besides a number of sectoral programmes Bilance ensures the financing of the core staff of SOCADIDO and the institutional reinforcement of the organisation. Other funding agencies are Caritas-Norway and Australia and the British CAFOD.

The positioning of SOCADIDO within the drinking water and sanitation sector is not quite clear. In view of the needs of the sector and the priority the population attributes to this sector, the SOCADIDO responsables find it their duty to establish an important long-term sectoral programme.

To others, among which the evaluator, SOCADIDO should, building on his own strong points, deliver a specific added value to the sector and this in relationship to mobilisation, gender, linkage between hygiene, water, sanitation and health... In order to be able to build up this added value and to vulgarise to other actors, it is crucial that SOCADIDO maintains a sufficiently voluminous water and sanitation programme.

Bilance however is hesitant to help SOCADIDO in establishing an important and permanent drinking water cell. Bilance perceives his Ugandan partner rather as a facilitator and supporter of other actors.

### **3.3. RELEVANCE OF THE PROJECT**

The project responds to a primary need of the target groups, as well from an objective point of view as in the perception of the target groups. It is estimated that 30% of the rural communities have never had access to drinking water and had to satisfy themselves with water from unprotected springs or hand-dug wells (for 90% undrinkable according to a recent UNICEF survey) or even worse with surface water. Others used for their basic domestic needs water from boreholes in neighbouring villages, often several kilometres away, which sometimes led to social tensions. Also because of the political and social unrest of the last years almost half of the existing water facilities were destroyed or neglected.

The mobilisation of the target groups concerning this problematic clearly shows that the project corresponds to an actually felt need.

The hygiene and sanitation component that SOCADIDO grafted on his drinking water interventions are also relevant when we know that most water borne diseases cannot be avoided by working only on the availability of drinking water but also on the good use of this water in an integrated approach considering all aspects of hygiene, water and sanitation. However the interest of the target groups for this hygiene and sanitation component is especially low ; many are bounded by taboos, few grasp the relation between hygiene and health and thus the need to carry more responsibility concerning hygiene and sanitation. Therefore the hygiene and sanitation component of SOCADIDO-project should be strongly orientated on information, awareness training, education, ... A good collaboration with the

stakeholders who have an influence on the level of the village and on the mentality and the thinking patterns of the rural population is therefore crucial.

Even though different other actors are involved in this sector in the target area, it is still relevant for SOCADIDO to invest also. The needs are important and the actual implementation arrangements are insufficient to respond to all demands of the target groups or to reach the proposed target of 75% coverage in the short run.

On the other hand the drinking water programme of SOCADIDO should try, complementary to the other sectoral actors and the other development programmes of SOCADIDO itself, to deliver more added value to the sector. Precisely through its strong integration in the basic village structures, through its longer and mostly multi-disciplinary presence in the villages, through the different and performant communication means which SOCADIDO and the church have at their disposal and in combination with the health and women's programmes, SOCADIDO should be considered able to develop innovative approaches and reach better results in relation to sanitation and hygiene on the one hand and in relation to community mobilisation on the other hand. This evaluation will show that SOCADIDO has not yet thoroughly worked on this. As the development office of a diocese it cannot be the intention that SOCADIDO is merely a kind of implementing agency for the installation of boreholes or the protection of springs. The interventions of SOCADIDO should aim at a spin-off to the sector (by capitalising innovative approaches of methods) or to its own development programme (as a reinforcement of i.e. the women empowerment programme).

The water and sanitation programme of SOCADIDO subscribes entirely the national sectoral strategy. The technical, financial and organisational choices that are made as well during the installation of the water point as concerning the management correspond completely to the national strategy. However an exception has to be made to the type of pump that was installed during the first implementation year. This type did not comply with the government regulations calling for standardisation of handpumps to facilitate maintenance and repair. Next it is regrettable that the collaboration with the local government agency is limited to the exchange of data and the use of some equipment of the Water Department. SOCADIDO does not stimulate consultation and involves the Water Department little in the mutual search for better approaches and methods.

From the identification and formulation process it appears that SOCADIDO had little experience within the sector on starting this project. Later in this evaluation report it will become clear that large investments had to be made in staff, in the organisation and in experience building. In view of the financial and organisational context in which SOCADIDO evolves, it is not quite sure whether this strategy is relevant. Without a clear prospect on the long-term involvement of SOCADIDO within the sector (or at least of the drinking water and sanitation cell that SOCADIDO has established), it is difficult to justify the time and energy being invested in the experience building. Moreover it is not at all simple to keep motivating the staff having no clear view of the long-term position of SOCADIDO.

## 4. EFFECTIVENESS

*This chapter evaluates the relationship between the results and the specific objective of the project. It looks to the actual results with respect to the planned results and it appreciates in what matter the project has contributed to the specific objective.*

### 4.1. THE ACTUAL RESULTS ACHIEVED BY THE PROJECT

At the moment of the evaluation the CMWS-programme was at the beginning of its third year. In the meantime the programme improves 44 water points :

	<b>1997 (projected)</b>	<b>1997 (actual)</b>	<b>1998 (projected)</b>	<b>1998 (actual)</b>
<b>Spring protection</b>	20	12	30	13
<b>Shallow wells</b>	10	5	20	14
<b>Filter appendages</b>	4	0	4	0
<b>Latrines</b>	Not specified	0	Not specified	(431)
<b>Trained water committees</b>	34	0	88	37

The number of beneficiaries per water point varies between 200 and 400, with an average of 302 (against 316 in the proposal). In total about 13.000 persons have been reached.

At the formulation of the project the execution capacity of the still to be established cell within SOCADIDO, was clearly overestimated. As the previous table already indicates, the first year aimed mainly at the internal capacity building within the team and the experimenting with a number of water points. The number of springs captated in 1997 corresponds reasonably to the proposed expectations, but as will be explained later on, these springs were captated according to a very traditional technology, with consequently a limited improvement of the water quality. It is only from the second half of 1998 onwards that an important effort to deliver qualitative work has been made.

Concerning the wells it must be remarked that the project strategy was adapted after the formulation of the project. Originally one thought about hand dug shallow wells, a technology that is quite commonly used in the project area and that is particularly suited for places where the width and the debit of the water carrying layers are limited. The wells have a diameter of 1,6 meters and in the project area an average depth of 20 meters. The draining equipment consists most often of only a rope with buckets or rubber bags that haul up the water manually (this often leads to contamination when no proper maintenance procedures are respected). Eventually the project staff preferred the hand augured wells, equipped with hand pumps. This technology is cheaper, permits to dig faster and more wells and gives better guarantees concerning the water quality. On the other hand this technology can only be used where the underground is sufficiently soft and where the water carrying layers are sufficiently broad.

Moreover a hand pump has to be installed, which requires a more complex management system including regular financial contributions from the users for maintenance and the depreciation of the hand pump.

Furthermore it has to be noted that the components about community management and about hygiene and sanitation actually started only in 1998.

The number of latrines that were built in the target villages especially during the second project year is difficult to judge. The project animators noted down that 431 families dug latrines, but not all have been finished and the number that is being effectively used is unknown.

## **4.2. THE QUALITY OF THE RESULTS**

### Spring protection

The technology used during the first working year was the same as the one used in the preparatory phase of the project (92-94) and which had already been judged as insufficient during the formulation mission. The up-stream protection of the springs is too modest, resulting in a bad water quality. The captation of the eyes of the spring is not sufficiently deep and the catchment area directly up-stream from the spring is not protected. Moreover the eyes of the spring are not captated on the underlying clay layer and many springs start to leak after a few years (sometimes only after a few months). Several of these springs require urgent repairs.

Following the backstopping mission of engineer Dirk Glas (PROTOS) in May '98 the project staff switched gradually to an enhanced technology : a more important excavation in order to captate the spring eyes sufficiently deep, protection of the catchment area till about 20 meters up-stream from the captation, retaining walls built on the impervious layer and stretching wider than before to avoid seeping under or next to the retaining walls.

The springs that have been protected during the last year are of a better quality. Compared to the former traditional technology this requires nonetheless a more important financial investment (the retaining wall is larger and the excavation demands more supervision), but mainly more unskilled labour (to be delivered for free by the target groups) and a much larger terrain that the community has to offer and which has to be protected (and to remain so).

All springs have a wash basin and the maintenance of most constructions is reasonably well.

The masonry and concrete constructions are often of a fairly good quality. There is however some erosion on the place where the spring water falls onto the captation floor. The concrete is not hard enough (and probably not yet ripe when the protected spring is taken into use). It would be wise to work a hard rock into the concrete.

The protected area is mostly very small (some tens of sq. meters). At the first springs the protected area is surrounded by barbed wire, but later on they switched to a cheaper solution with living fences. The area is often only partially planted with paspallum and only the youngest captations have a storm-drain.

### Wells

The hand-augured wells appear to be of good quality, but are usually not very profound (3,5 to 12 meters). They are mostly dug close to the swamp where the people traditionally used to gather their water. This way one is quite certain to find enough water at a limited depth and not to influence the traditional pattern of drawing water. On the other hand the water is sometimes not deep enough to ensure a good protection against contamination. Since the end of '98 the water quality is also controlled (in conjunction with the district health inspector). Analyses showed that there are few coliforms in the boreholes that are at a sufficient distance from the open surface water and that are disinfected after construction. Since then the drilling criteria have been adapted and these test results are being used in the awareness training and mobilisation of the users to agree on the right location of the borehole and to ensure a good protection of its surroundings.

A fence surrounds all wells, mostly still of barbed wire, and living fences at the latest wells. In most places the surroundings of the well are fairly clean.

SOCADIDO can now make use of the testing drilling kit of the DWD. This can be easily transported by motor bike and this way simple tests can first be done even in the most remote areas before mobilising the population and heavy equipment.

Almost all hand-augured wells give a reasonable yield.

The first three wells were equipped with Afridev pumps (that were still available at SOCADIDO). After this they switched to the Tara-pump (7 pumps installed). Since the beginning of '98 they subscribe to the national strategy which aims a uniformisation of the hand pumps ; for this area the India Mark 3 pumps are advised (called here U3).

One of the pumps is out of order. Presumably the drilling is not completely vertical with a high degree of wear on the pump.

### Filters

At Kateta, nearby the lake, the construction of a filter appendage has been started. This technology is here for the first time experimented in Uganda. The works are sloppily executed, they progress extremely slowly and there is no guarantee whatsoever that this system will improve the water quality considerably. On the other hand there are few alternatives for this area (except for rainwater harvesting), which justifies the experimenting with the filter anyway on the condition that the experiment is technically well executed and that the expectations of the target group, their role and contribution to the experiment are clearly defined. This is not the case today. A small part of the population keeps believing in the experiment and comes regularly to work for free. But the yard does not advance and it is feared that many of the dug canals will collapse during the rainy season.

According to the project file it was meant to experiment with this technology during the first year, and then after an evaluation to decide whether it should be further vulgarised. After two years one has to notice that the experiment has not yet been finished and that the social-organisational approach does not correspond to the particularity of the experimental character of this filter. Moreover many of these remarks were already made during the backstopping mission of May '98. It is very disagreeable to see that in relation to this component no progress at all has been made during the last year.

### Community management

In order to enhance community ownership and sustainability, the programme involves community in all stages of the project. The target group is informed on its roles and responsibilities. It contributes all local materials, designs volunteers to be trained by the masons and guarantees all unskilled labour. Water source committees are elected by the users and trained in leadership skills and simple financial management.

Not all water points already have a committee and from the 22 committees that have been trained only five are effectively functioning. At one water point where the committee has not yet received training, the group is functioning thanks to the strong motivation of a number of members.

In nearly all places there is still a lack of information transmission and motivation to the whole group of users. It makes it difficult for the motivated members of the committee to collect the financial contributions on a regular basis and to involve everyone in the good maintenance of the water point.

Women make up for about 40% of the members of the committees and in different places they have an important contribution in the mobilisation and the decision making.

Next to this the training of local pump mechanics was provided for. This training seems to be technically fairly well and the mechanics claim to be able to do themselves simple repairs. They have in the meantime done several small repairs. However the mechanics are often out of touch with the right prices of spare parts. They neither know whom to turn to in case of bigger problems.

### Hygiene and sanitation

This component started only very late, but nevertheless in most villages the start of a mentality change can already be noticed.

The staff received a thorough training from the Ugandan office of Water Aid. At the beginning of '98 a baseline survey was executed in 35 target villages, with the intention to get on the one hand a better picture of the present situation and on the other hand a better understanding of the perception, the behaviour and the expectations of the target group in relation to hygiene and sanitation.

In every village where a water point is installed, hygiene and sanitation promoters were designed by the population and trained by the project staff. They motivate the population to pay more attention to household hygiene and to build latrines. In many households this has already led to important evolutions : better use and storage of drinking water, more cleanliness in and around the house, cooking and eating materials are washed and dried on plate racks... Also around the water points the area is mostly clean : urinating and defecating around the water point has stopped, bathing and washing up-stream within the contributing catchment spring also stopped with the construction of wash basins downstream. The construction and use of the latrines does not really start. People appear to be prepared to dig the pit for the latrine, but they cannot invest in the slabs (UNICEF in the meantime has stopped its project to

subsidise the slabs, so the slabs now cost 6.000 Ush) and there are few alternatives (in some places wooden logs are used, but they are not always available).

In March '98 the project staff formulated a new document to strengthen the hygiene and sanitation component within the programme. The original project document foresaw only a group of animators and community health workers who would sensitise and inform the target groups on hygiene and sanitation. The new project proposal provides in much more means for training, the building of model latrines, logistical support for the construction of family latrines. At the moment of the evaluation no financing had yet been found for this enlargement.

### **4.3. ASSESSMENT OF THE EFFECTIVENESS**

Quantitatively the project has reached only partially the projected results. Only half of the number of proposed water points has been built (44 instead of 88). The initially planned objectives were too ambitious to realise with a completely new team that moreover had little experience with this kind of projects. The emphasis during the first two years was mainly put on the capacity building of the staff and the elaboration of an adapted methodology.

The technologies used today are justified.

The spring protections can still improve if a more important involvement of the users can be reached in order to captate the spring eyes even deeper (which implies a more important excavation and larger terrains to be protected).

The choice for hand augured wells is very relevant, but has to be joined to a sufficient study of the water layers to have a good water quality. It is also laudable that SOCADIDO profiles itself and specialises in a limited number of technologies, which are moreover not being promoted by other actors.

The filter appendage has to be looked upon as an experimental project ; this requires a better planning, an adapted approach in which the future users get no false expectations and a very strict monitoring to be able to learn from the experiment. Today this is not the case.

The distances of the water points to the consumer are only marginally reduced. The wells are often constructed near the swamps to ensure water availability and in order to keep the borehole's depth reduced. The traditional sources are protected so that distance to the consumers is the same as before the intervention.

One of the important surplus values of the project, mainly realised since March '98, is the integrated approach of the hygiene component.

Before protection of a spring or drilling of a well, the community is sensitised on the need for integration of clean water, good hygiene practices and effective sanitation in order to realise improved health benefits. The programme also developed a community based monitoring system where volunteers monitor progress. The results of this approach are very encouraging.

In the project proposal it was expected that "the co-operation of SOCADIDO with other actors on district level should improve the overall sectoral approach for water supply in the target areas". There is though a good collaboration with Water Aid, but rather in view of the

capacity building of the project staff of SOCADIDO. Furthermore there is a pragmatic co-operation with the District Water Officer and the District Health Inspector. But this has not yet led to an exchange, let alone an enrichment, of the approaches or methods.

Once the strong points of the SOCADIDO programme (linkage with an integrated hygiene and sanitation component, technical performance with respect to spring protection and hand augured wells, community mobilisation approach) are sufficiently elaborated and consolidated, the organisation should put more emphasis on the exchange and collaboration with the other actors to create a sufficient spin-off and surplus value within the sector.



## 5. EFFICIENCY

*This chapter concerns the relationship between activities and results. It appreciates the efficiency of the project implementation in order to achieve the results.*

### 5.1. RESOURCES AND COSTS

#### 5.1.1. Costs

- ◆ Global budget of the project is 406.658 ECU (or about 520 billion Ugandan shilling with the exchange rate of February 1996). Half of the budget is funded by Cebemo/Bilance; the other 50% are covered by the European Commission. Local contribution of the target groups is not included in this scheme but can be evaluated at 20 to 30% of the construction costs of the water points.
- ◆ Principal budget items (in U.Sh, rate of exchange in budget : 1 ECU = 1.278 U.Sh) :

	Budget		Expenses after two years		Expenses /budget
Water facilities and sanitation	194.868.800	37,5 %	118.089.528	36,4 %	61 %
Training	26.600.000	5,1 %	18.719.452	5,8 %	70 %
Staffing	136.820.100	26,3 %	68.227.336	21,0 %	50 %
Transport	80.700.000	15,5 %	52.352.590	16,1 %	65 %
Office operation	6.020.000	1,1 %	11.795.509	3,6 %	196 %
External monitoring	23.740.000	4,6 %	23.000.000*	7,1 %	97 %
Contingencies and audit	21.741.956	4,2 %	10.201.687	3,1 %	47 %
Administration on Cebemo/Bilance level	29.417.004	5,7 %	22.183.524*	6,8 %	75 %
Total	519.707.860	100 %	324.569.626	100 %	62 %

\* These amounts are approximatively since paid directly by Bilance.

#### ◆ Some comments

- i. About 60% of the budget has been used, concerning the water facilities the rate of expenditure is also 60%. Nonetheless there are only 44 of the 158 planned water facilities constructed (28%). The effective costs per water point are indeed much higher than budgeted. The prices per unit that were used on drawing the budget appeared not to be realistic and because the technology used today for the spring protections is much more performant that what SOCADICO used to apply, the quantity of digging and masonry is also much higher than planned.
- ii. SOCADIDO does not have at its disposal an efficient monitoring and post-calculation system to continually compare the real and budgeted expenses and to guarantee a proper supervision of the expenses of the yards. There is though sufficient supervision

- to avoid abuse, but the management system does not permit to draw lessons from the past yards to use on the new yards.
- iii. Though two-thirds of the project duration has passed, only 50% of the personnel budget have been used. The number of staff members namely has been reduced considerably compared to the original planning (only 2 community health workers instead of the projected 10). The salaries paid per collaborator on the other hand are much higher than budgeted, this because SOCADIDO had to review its salary policy to stay competitive with regard to other organisations in Uganda.
  - iv. Cebemo/Bilance had not accepted a number of budgeted costs related to the office operation in 1995-96 ; the approved budget amounts to only 6 million of the requested 11 million. After two years of functioning almost 12 million has been spent in this budget post.
  - v. During the first working year the project staff carried out a number of budget changes without conferring first with Cebemo/Bilance. Since the middle of '98 this seems to be again under control (except for the post office operation).
  - vi. The communication between Cebemo/Bilance and the project staff concerning financial data is indeed very weak. This may partly have to do with the long line of communication : the programme officer cannot communicate directly with the donor because all information goes through the Development Co-ordinator, who is at his turn dependant on the central administration. Moreover the means of communication in Soroti are not very functional.
  - vii. Because the yearly expenditures are slightly lower as planned and thanks to a favourable rate of exchange in '97 and '98 there are probably still enough means to continue the project till mid-2000.

### **5.1.2. Human resources**

The CMWS programme comprises the following staff : Programme Officer (engineer with a sound experience in irrigation), 2 Community Mobilisation Officers (graduate sociologist and social scientist), 2 technicians (one with a specialisation on hand augured wells, the other one on spring protection), 6 masons and 2 Community Health Workers. A technical advisor is attached to the programme. The Programme Officer is accountable to the Diocesan Development Co-ordinator. He has direct supervision on the Community Mobilisation Officers and the technicians. Masons are accountable to the technicians; the CHW'S to the CMO's. The position of the technical advisor in the set-up is not clear.

Support staff includes a driver and the central administration and bookkeeping staff of SOCADIDO. The CMWS-programme pays for these services but the Programme Officer or his fellow-workers have very little guidance opportunities or control on these services.

The whole staff is young and has very little relevant experience in the sector (with the exception of the technical advisor who in view of his age has difficulties to adapt to the working rhythm and the spirit of the team). What are striking are the very strong commitment, the self-critical attitude and the readiness to absorb new ideas.

On the technical level the staff has sufficient competence concerning the hand augured wells, the hand pumps, hydrology in general, masonry and concrete constructions. Concerning the

captation techniques they were mainly trained by the technical advisor, who uses however a traditional technology with little improvement of the bacteriological water quality. Thanks to the backstopping mission they have been able to improve their capacities in this field, but an exchange with other projects where more performing techniques are used, could help them also to deliver a better quality. It is also worth noting that the technical staff is very interested and committed to the social-organisational and the integral hygiene approach.

At the level of the hygiene and sanitation component the team has been greatly assisted by the Ugandan office of Water Aid. They did not only receive a theoretical training (PRA, baseline data collection, theatre for development and other participatory tools, operation and maintenance, hygiene and sanitation...), but Water Aid aided them also in setting up the baseline survey and in developing a suitable approach and work planning.

The number of Community Health Workers is too restricted to ensure a proper and sufficiently intense support to the committees. When in August 1997 a third CHW resigned, he was not replaced even though the budget allows this and during the start-up seminar as well as during the backstopping mission it was stressed to have more field workers for the software component.

During the execution of the works there is a regular assistance, but once the committees have to guarantee themselves the management of the water point the follow-up and support become too sporadic. This is especially negative for the hand pumps. These committees have to collect every month enough money to ensure the repairs and to save for the future replacement of the pump. This has to be linked with a strong mobilisation of the whole community and a system of feedback between the users and the committee. With only two field workers it is impossible to guide the committees in this process. Moreover the budget leaves enough space to enlarge the team.

### **5.1.3. Equipment and investments**

The staff has a limited equipment at his disposal : an all-terrain vehicle, two motorbikes, a hand drilling equipment and an automatic level. Besides this the team uses a test drilling kit of the DWO and the DHI is called upon for the bacteriological analyses.

At the level of the office the group has a separate block within the compound of the SOCADIDO complex. The equipment of this office is extremely poor as it is assumed that all the administrative work is done by the secretariat of the central SOCADIDO staff. Sometimes this leads to problems because the reports have first to be hand-written, then typed by someone who is not involved in the sector so it has to be corrected by someone with knowledge. This not only results in waste of time and sometimes not respecting the deadlines, but because of this cumbersome manner a lot of information is not efficiently processed and used.

## **5.2. ORGANISATION AND MANAGEMENT OF THE PROJECT**

Under §5.1.2. the staff and the hierarchical lines within the team and within SOCADIDO were etched. The CMWS programme functions as a more or less independent cell, with administrative and logistical support from the central staff of the organisation. There seems to

be delivered little added value concerning the content by the central staff of SOCADIDO or by the other programmes of the organisation.

It is amazing to see that within one and the same organisation that works with the same target groups, the programmes are functioning completely next to one another whereas they have several contact points : the gender approach which is not being exchanged or enriched with the Women Development Programme, the health aspects which relate to the basic health care programme, the sensitisation and training component who could profit more from a collaboration with the education section...

Within the CMWS team the hierarchical lines are clearly divided in three levels : 1) the programme officer ; 2) the technicians and the CMO's ; 3) the masons and the CHW. The technical advisor takes up a very specific place in the group; he does not participate at the training and exchange moments and is more and more at a different wavelength. His technical input can remain important but it is urgent to define for him the right task description and positioning, which is understood and accepted by the whole group.

Because the software component of the programme is understaffed and because the technical collaborators have also participated at all training sessions about this component, the latter regularly take over some tasks of the CHW. This does not improve the efficiency of the programme, even though it remains extremely important for the hardware staff to grasp fully the importance and the complementarity of the software approach.

Every two months the team has a planning meeting. Besides every month a detailed budget is drawn up which has to be approved by the Development Co-ordinator or his assistant. Within the limits of this budget the Programme Officer can make his own decisions. The two CMO's and the two technicians can take the initiative for expenses. The requests are then judged by the Programme Officer and by the Assistant Development Co-ordinator before the payment is made.

The funds transit through two specific accounts : a savings account in Kampala and a deposit account in Soroti. Mistakes with other project funds are excluded because these accounts are only used for this project.

Furthermore there is a yearly planning and an extensive year report. The quality of the 98 report is satisfying.

On average it can be stated that only 90% of the monthly planning are also effectively executed, and all monthly plannings together make up for only about 90% of the year planning.

As already stated the communication between the project staff and the donors is very poor. The Programme Officer doesn't know the available budget, he is not familiar with the administrative and financial procedures with respect to the European Commission and he is not informed about the correspondence between Bilance and the Commission. Planning and management is extremely difficult under these circumstances.

## **5.3. INTERVENTION METHODS**

### **5.3.1. Implementation methods and procedures**

The project intends to focus on a limited number of subcounties in the districts of Soroti and Katakwi. This should contribute to a higher degree of efficiency. Three important criteria are used for this : few other actors in the area, hydrological possibilities to apply the SOCADIDO techniques (spring protection and hand-augured wells), strong interest and demand of the population.

Within these target areas criteria and procedures have been elaborated for the identification of the water points. These criteria are mainly orientated to select those water points where :

- it is possible to improve the water quality (so the communities that have to fetch their water from very far are not primarily aimed at, but mostly the communities that have a very polluted water point in the neighbourhood) ;
- the community is prepared to work voluntarily on the improvement of the water point.

Applications are received from the communities. They are signed by the local council to show support for the programme by the local government leadership at village level.

A workplan is then drawn together with the community and roles and responsibilities of the community, of the committee and of the programme are discussed. A construction committee is chosen to help with the mobilisation of the local resources. Sensitisation starts at this moment in order to mobilise the community to integrate the three components of the programme i.e. water, hygiene and sanitation.

After construction the beneficiaries elect a water users committee. The programme staff supplies for training for these committees in operation and maintenance.

In total about three general assemblies per water point receive assistance of the programme staff. Around the period of the actual construction there is an almost weekly support of the committee by the software staff. A methodological guide has been drawn up for the different interventions necessary during this period.

Once the water point has been completed the assistance is rather sporadic with about a two-monthly frequency, but lacking a clear plan.

The software approach for the spring protections is the same as for the hand-augured wells equipped with hand pumps. However the management of a hand pump is much more complex than that of a protected natural spring. On the other hand the investment in unskilled labour with a spring protection is much more important than with a hand augured well. It is therefore necessary to diversify the approach, the division of tasks and the assistance according to the technicality of the intervention : more mobilisation for voluntary work and for a good protection of the surroundings at a spring protection ; a financial contribution, the opening of a bank account for the monthly financial contributions of the users and better management techniques within the committees managing a hand pump, including bookkeeping and a feed back mechanism to inform the community about their contributions.

Concerning the filter appendage one cannot speak about an approach for the time being. It is hoped that the people will deliver the unskilled labour (which is very extensive for this kind of

construction) for free, but there is no software assistance whatsoever with this intervention, the technical result is dubious and the work planning is very inefficient.

For each water users committee two hygiene promoters are chosen and trained by the project staff. Without pay they help to vulgarise the information about hygiene and sanitation and to monitor the indicators concerning hygiene at the household level.

The project does not intervene in the building of latrines for the moment. But the population is strongly being encouraged to build a latrine per household and there is some technical advice. The families are charged with all the labour and the purchase of the materials. In a next phase it is considered possible to give at least some logistical support to the families who have to fetch their materials (especially the wooden logs) from far away.

In February '98 a comprehensive hygiene policy was formulated with the assistance of Water Aid. Because there is an uncertainty about the possible financing of additional means, this component remains underdeveloped.

Finally it has to be remarked that some related aspects are not sufficiently considered in the programme. At several springs there is the possibility to do some small-scale irrigation using the excess water. Such drinking water projects are often used as a lever to bring the social situation of women in the household and in the community to discussion. Quite rightly the project staff considers itself not yet strong enough to treat too many themes at once. During the first working year emphasis was laid mostly on the technical building aspects, in the second year the hygiene and sanitation component was added and the third year aims to develop better approaches concerning community mobilisation. This certainly seems sufficiently ambitious for the present staff.

### **5.3.2. Participation of the target groups**

During the first working year of the project the users participation was mostly limited to delivering unskilled labour and materials for free. The whole community mobilisation component was aimed at obtaining this contribution from the users. Though people were encouraged to form a management committee, its importance and description of tasks as well as its relation to the users were not elaborated on. Training for its members was not considered at that time.

Today the project clearly follows a demand driven approach. The initiative must lie with the target group itself. Owing to the geographical concentration the target groups are informed about the existence, the criteria and the procedures of the project. Groups who are interested can easily contact the CHW's and the CMO's. Even before the discussion about the physical investment is well on its way, the link to hygiene and sanitation is being made. Also the responsabilising character of the approach is already obvious here.

The contribution of the target group is quite important (estimated at about 30 to 50% of the total cost price of spring protections and at about 10 to 20% for hand augured wells), but is exclusively in kind. This is justified for the spring protections : the unskilled labour delivered is very extensive and the maintenance of a protected spring is primarily a matter of unskilled

labour and cleanliness. The situation is completely different for the wells with hand pumps : good management requires here regular repairs and the depreciation of the pump. Here unskilled labour is less important as well during construction as for maintenance. The financial contributions are all the more important. These should thus be included as a selection criterion before constructing the water point.

In general the perception of the target group is very positive today. On the one hand people are generally satisfied with the rendered services ; on the other hand drinking water has still gained more importance and the motivation of the target group to work on the problems of hygiene and sanitation is slowly growing.

### **5.3.3. Long term involvement of SOCADIDO**

Today there is still little reflection on the long-term position of SOCADIDO within the sector. The project staff tries to carry out the programme as well as possible and to improve continually their own approach and performance. They do not reflect sufficiently upon the ultimate objective of this learning process and neither does the central staff of SOCADIDO stimulate this reflection. After executing this project, SOCADIDO wants to continue with a new project, but it is not clear whether this should lead to a permanent important water programme within the organisation who keeps implementing important investments under its own direction, or whether this should lead to a SOCADIDO-cell who plays a stimulating and facilitating role towards other actors (such as the donor wishes it to be).

### **5.3.4. Respect of planning and delays**

The programme in itself has serious difficulties in respecting the initial planning.

Already by the end of '95 SOCADIDO was informed by Cebemo/Bilance about the approval of the file by the NGO. In April '96 it was made known to SOCADIDO that the whole budget is guaranteed by Cebemo/Bilance ; a contract was proposed. But the team has only been appointed by the end of '96 and the actual start of the project has to be situated at the beginning of '97.

Initially it was meant to organise in a very short delay a start-up seminar to tackle some gaps of the formulation process. Eventually the seminar could only take place at the end of August '97 when the complete planning of the first working year was already fixed and had largely been carried out.

Even today the proposed rhythm is not met : at the level of the number of water points only about 30% of the objectives are reached yearly, on the budgetary level about 70% of the available yearly budgets are spent.

Finally the project will last four years when counting from the approval by the European Commission (five years when counting from the approval by Cebemo/Bilance).

It is positive that the staff has not allowed to be hurried on by the quantitative results that were projected in the project proposal, but keeps putting more emphasis on the qualitative aspect of the programme. An acceleration of the rhythm without loss of quality is only possible if the

field staff of CHW's is enlarged in order to guarantee a sufficient assistance of the communities and the committees.

At the level of the individual water points the planning is reasonably respected (with the exception of the filter appendage). Once the decision is made to support a certain community with a water point, a strict planning is respected and all target groups are satisfied with the way the staff takes up his responsibilities.

## **5.4. MONITORING AND EVALUATION**

### **5.4.1. Internal monitoring**

There is a yearly planning session that is being followed up by bimonthly workplans. Each time lessons are drawn from the previous period. The baseline survey should also permit to measure changes in the behaviour of the target groups in relation to hygiene and sanitation. Unfortunately there is not yet a systematic follow-up of the functioning of the different committees. Neither has there been developed a strategy in relation to the follow-up and the gradual and assisted autonomisation of the committees.

Also important is the strong will of the whole project staff (except for the technical advisor) to learn and to draw lessons from their own experiences. The team is open-minded enough to improve their own operation by looking at their proper mistakes.

The interaction with the central staff and with the other programmes of SOCADIDO is very limited.

### **5.4.2. External follow-up and evaluation**

Five external support and reflection moments have already been built in :

- the start-up seminar of August '97 (assisted by PROTOS) to refine the approach and make it more coherent ;
- a backstopping mission in May '98 (executed by PROTOS) to update the approach ;
- a semi-permanent assistance by the Ugandan office of Water Aid who assists primarily the software components (community mobilisation and hygiene and sanitation) through quarterly monitoring visits ;
- an external evaluation by the German consultancy firm Particip in July '98 by order of the European Commission, which fitted in the framework of a more general evaluation of the different sectoral interventions supported by the Commission in Uganda ;
- the underlying external evaluation.

Each of these initiatives has contributed to a strong evolution of the programme. Starting with a young, inexperienced team, without a clear approach and obviously lacking experienced skills on the software and the hardware levels, the programme has now evolved unto a sound level which is technically sufficiently performing and experimenting in the field of the linkage between water, hygiene, sanitation and health.



## **6. IMPACT**

*This chapter evaluates the impact of the project on the general objectives with respect to the economical and social changes the project has contributed to. It translates the relationship between the specific and the general objectives.*

### **6.1. IMPACT ON THE LEVEL OF THE TARGET GROUPS**

#### **6.1.1. Health**

No quantitative data are available to evaluate the project regarding its contribution to the improvement of the health care.

The water being delivered by the protected springs and by the hand augured wells is clear and of a better quality than that of the water point where the population used to fetch his water, but bacteriological analyses have shown that several water points are still bacteriologically very polluted. This is mainly the case where the wells were drilled too close to the swamps and where the old captation techniques were used. The new criteria and technology now enable to deliver drinking water of a reasonable quality (between 10 and 50 coliforms). The communities interviewed stated a decrease in diarrhoeal and skin diseases due to the availability of the water.

Moreover the complete mobilisation and training concerning hygiene does lead to expect an important impact on the battle against water born and related diseases.

#### **6.1.2. Community mobilisation**

The project aims at a strong mobilisation and responsabilisation of the target communities, but the follow-up is not sufficiently systematic and the collaboration with the other programmes of SOCADIDO is too weak to be able to speak about a durable improvement of the analytical capacities and the organisational abilities of the communities.

The present approach on the hand pumps may lead in midterm to the deresponsibilisation of the users, because the committees clearly do not possess the capacities to keep the equipment sustainable and to ensure a proper transparency towards the users. A more thorough monitoring of these committees should be imposed.

#### **6.1.3. Social changes**

The project has contributed to the revaluation of a number of tasks that were traditionally fulfilled by women : fetching water and hygiene in and around the house. Through their active participation in several drinking water committees the women have an opportunity to manifest themselves in decisions that concern the whole community.

Besides the demand driven approach and the important responsabilisation of the users during the construction phase have clearly contributed to the communities' grown confidence in their own possibilities.

By involving also the local authorities in the process an improved collaboration between the rural population and its local leaders is noted.

## **6.2. CONTRIBUTION OF THE PROJECT TO THE OBJECTIVES OF THE NATIONAL WATER AND SANITATION POLICY**

The present approach aligns itself with the national strategy : low cost solutions of water supply to meet the pressing needs of communities, community managed water and sanitation approach, implication of the local authorities, arrangements with other actors to avoid overlapping...

Unfortunately in the beginning pumps were used that were not approved by the national policy ; this poses a problem concerning the availability of spare parts.

The project shows decisive ambitions to influence the policy at district level once the performance has been improved. A clear indication in this respect can be derived from the project's participatory approach and from the good linkage between water facilities improvement, sanitation and hygiene education.

Until now no strategy has been developed to elaborate this advocacy and the collaboration with other actors, except for Water Aid, is limited to a mere pragmatic exchange of some data and a number of equipment or services.

Neither are the users committees integrated in the WATSAN committees who exist theoretically in each subcounty and county. These are Water and Sanitation committees installed under the impulse of the DWO and containing representatives of all water committees. Together they have access to a number of services such as training and assistance and access to spare parts and technical support. It was impossible for this evaluation mission to check upon the functionality of these WATSAN committees. But even if they were not quite functional it is important for the SOCADIDO staff to guide the committees towards them and if necessary to support and to strengthen the WATSAN committees in their own target counties.

## **7. VIABILITY AND SUSTAINABILITY**

*This chapter analyses the viability of the results, the sustainability of the impact and the replicability of the project.*

### **7.1. SUPPORTING ACTIVITIES AND MEASURES**

By subscribing to the national policy and through the good collaboration with the technical services at district level, the project profits from a number of measures that may enhance the viability :

- access to the equipment at the level of the DWO and the DHI in relation to water analyses, the drillings and the heavy equipment necessary for the repair of the pumps and the boreholes ;
- the spare parts for the U3-pumps, which are available at several places throughout the district.

A gradual integration (and strengthening?) of the WATSAN committees could be dealt with in the short term jointly by the DWO, the local authorities, SOCADIDO and possible other actor. This may lead to a more coherent and systematic package of supporting measures for the different committees.

At the formulation in 1995 the WATSAN project was thought able to keep on providing subsidised latrine slabs with financing of UNICEF. However the financing of this component was already halted in '96 and SOCADIDO was forced to review its strategy regarding the latrines.

### **7.2. FINANCIAL VIABILITY**

The financial viability of the protected springs is no problem. Most committees visited by the mission have very little money available for maintenance (2 to 5.000 shilling), but these facilities require few investments for maintenance (sometimes a few cement bags), whereas the viability depends more on the willingness of the users to respect the spring and its environment.

For the hand augured wells with the hand pump the problem is the more important. The purchase and installation of such a pump costs 700 to 800.000 shilling. Studies in other areas have shown that one has to take into account a yearly maintenance cost of on average 10% of the purchase value, whereas the pump has to be renewed after 5 to 8 years. So the yearly cost amounts to about 150 to 200.000 shilling or 2.500 shilling per family. In theory this is a feasible amount, but the committees visited by the mission have only 5 to 30.000 shilling. The contributions are certainly not regular, and the committees seem to be satisfied if they have a small cash buffer for limited urgent repairs. Some committees have a regulation stipulating that users pay 200 shilling per month and per family ; this corresponds more or less to the expected cost price for maintenance and depreciation (and is considered to be a reasonable price by the interviewed users), but there is not enough discipline in the committees, and their management capacities and the transparency towards the paying user are too limited.

It has to be stated though that all failures in the past two years have been repaired and totally paid for by the users (except for one drilling where the tube is not vertical).

When after four to five years functioning more important technical problems with the hand pumps will occur, it is to be feared that no committee will have saved enough to finance the repairs themselves. Moreover they will probably not be sufficiently structured to use alternative forms of financing (on credit, in association with other financing partners).

### **7.3. TECHNICAL VIABILITY**

For the first pumps installed (7 Tara and 3 Afridev pumps) there is a major problem as these pumps are not being promoted by the official projects which makes it difficult to find spare parts or proper technical competence to solve important problems. After the introduction of the U3-pumps it is fair to say that the technical viability of the project is reasonably assured. Spare parts and technically skilled persons for these pumps are to be found in Soroti. Also the technique of the hand augured wells is not too complicated and in each village two persons are trained to have some understanding of the functioning so they can repair themselves simple failures and confer with a more specialised technician if necessary.

According to the users and according to Water Aid the training of these people is of a good quality.

Also for the spring protections two caretakers per village are trained.

To have these local technicians gain more experience, they started this year to associate them to several yards (instead of only the yard in their own village).

In relation to the hygiene and sanitation component a watershed model for training and the spreading of information was opted for. This way each village has two hygiene and sanitation promoters who received a minimal training concerning the linkage between water, hygiene, sanitation and health. Their presence in the villages is a lasting stimulus and technical support for those who want to work on this theme.

### **7.4. SOCIO-CULTURAL INTEGRATION**

Owing to the demand driven approach and the responsabilisation of the users and their committee during the instalment of the water point, there is a strong sense of ownership among the users. Especially for the pumps this assisted responsabilisation needs to be continued once the installation is working in order to have the committee familiarised with all the management aspects of the facility. A failing transparency, bad management of the contributions, a flawed passing on of information in case of problems, etc very quickly result in demotivated users. Member of the management committee who do not sufficiently grasp the management and organisational techniques, are also easily disappointed because they feel they are not up to it.

Regarding the position of the woman the project has clearly a positive impact. In several committees she plays a role on the decision-making level. Many seem very motivated too. As they are the first beneficiaries of the water and sanitation project, their enthusiasm and the fact that this is also understood and accepted by the whole community, are an important factor which can contribute to the viability of the water points in the villages.

## **7.5. INSTITUTIONAL AND MANAGEMENT CAPACITIES**

### **7.5.1. On the level of the target groups**

Actually the training of the water committees started only in the course of 1998. At the moment of the evaluation all water points had management committees (or construction committees for those who had just been finished or were still under construction). Two thirds of these committees had already received a training, but only 6 committees were judged as functional by SOCADIDO : their members are aware of their roles, they call regular meetings to discuss issues about the water point, they carry out repairs, replace broken fences and have some cash at hand.

A major problem is to pass through the information and the consciousness to the whole community. Therefore the committees should receive more thorough training on communication, transparent management systems (especially for the hand pumps) and planning. A digressive assistance by the CMWS staff is needed during at least one to two years in order to have the committee and the community gain enough experience and mutual trust before being able to work fully autonomously.

### **7.5.2. On SOCADIDO level**

The strong financial and organisational links between Cebemo/Bilance and other catholic development organisations of the Western world on the one hand and SOCADIDO on the other hand, lead to hope that SOCADIDO may remain active as a development organisation in the coming decades.

However a number of organisational aspects could be improved : the internal communication between the central staff and the different programmes ; the collaboration between the different programmes ; a clearer view of the sectoral strategies and the position of the sectoral programmes within the general development concept of SOCADIDO ; a better articulation with the government services and with other governmental and non-governmental actors.

In relation to the CMWS staff it would be a pity if all the experience acquired during this project would be lost. There is however no idea on the long-term planning of the drinking water and sanitation sector within or next to the SOCADIDO structure.

## 8. CONCLUSIONS AND RECOMMENDATIONS

### 8.1. CONCLUSIONS

#### Identification and preparation of the project

- The project is a continuation of a limited action set up by SOCADIDO in the period between '92 and '95 financed by Cebemo/Bilance. The mistakes of this first experimental phase were simply passed on at the start of the CMWS project : inadequate technicality at the spring protections, no approach concerning the community mobilisation and no clear strategy yet concerning the linkage between water, sanitation, hygiene and health.
- About three years passed between the first formulation of the project and the actual start. This was due on the one hand to the limited capacities within SOCADIDO and on the other hand to the defective communication between SOCADIDO and its financing partner Cebemo/Bilance.
- At the formulation of the project proposal there was little participation from SOCADIDO where at that time no one was enough specialised in the sector to contribute to the conception of the project, which had thus been confided to externals.

#### Relevance

- The project is indeed relevant and responds to primary needs of the target group. The faulty drinking water supply in the area was also aggravated during the unstable period till '92-'93. Better hygiene and sanitation is at first not perceived by the target group as a priority, but once the link between water, sanitation, hygiene and health has been better understood the beneficiaries are strongly interested.
- The coverage in the target area related to drinking water is about 40% and about 20% for the latrines. With a limited number of other actors investing in the sector there is certainly room for the CMWS programme of SOCADIDO. Besides the project applies itself to techniques that are less promoted by the other actors (spring protections and hand-augured wells), thus resulting in a good complementarity.
- The project subscribes to the national and regional strategy in relation to drinking water and sanitation. In the starting phase though a number of hand pumps were used which did not comply with the strategy of regional uniformisation. It is also possible to strive for a better collaboration with the government services and with the WATSAN committees at the level of the subcounties and the counties.

#### Effectiveness

- On the quantitative level the project has not realised its proposed objectives. At the most half of the number of proposed water points will be finished by the end of the project. This is partly due to the inexperience of the team (which was completely new and engaged beginning of '97), partly to a wrong estimate of cost prices and execution delays during the formulation, and partly to the – certainly justified – priority the team wishes to give to quality, to building their own capacities and to the development of an adapted approach.
- The quality of the installed water points has greatly improved since the backstopping mission of May '98. Before the spring protections were of a bad quality giving unclear water, which also had a negative influence on the sustainability of the construction. The boreholes were often situated too close to the swamps so there was an infiltration of

contaminated water. In the meantime these problems have mostly been solved, but improvements are still possible on the condition that the community has been persuaded of the use of delivering supplementary labour and terrain.

- The experiment with the water filters has been completely mistakenly handled and it is urgent to elaborate an adapted strategy if one wants to continue this experiment.
- On the level of hygiene and sanitation this component has started too recently (only since the beginning of '98) to give an ultimate appreciation. There seems to exist though a strong mobilisation of the target groups and in many villages and around the water points an obvious improvement is visible.
- Most water points have a participatively chosen water users committee, which then receives training by the SOCADIDO staff. Especially for the hand augured wells equipped with hand pumps, this training is still insufficient, and only 5 water committees are really functional. At present the water committees have also two hygiene and sanitation promoters and this watershed model of training and sensitisation contributes largely to the mobilisation of the villagers on this subject. Also two local technicians are trained in each village.

### Efficiency

- The total project budget amounts to about 400.000 ECU (or 520 million U.Sh), financed by Bilance and the European Commission each for one half. After two years about 60% of the project budget had been spent. The different important budgetary posts were fairly respected, only the post « office operation » was largely exceeded.
- The funds were well managed. There is a yearly and a monthly financial plan and the applications for expenses follow a clear procedure.
- On the personnel level the motivation and the willingness for learning of the whole project staff is very remarkable, with the exception of the technical advisor who has difficulties in following the approach and the organisational culture of the young team. The project is clearly understaffed, especially in the number of field workers for the community mobilisation and the hygiene and sanitation component.
- The internal communication within the team is good ; with regard to the other departments of SOCADIDO, with regard to the financing organisations or the government structures the communication is on the contrary very poor.
- The target groups carry a large part of the costs of the intervention in their village : about 30 to 50% for the spring protections, about 10 to 20% for the hand augured wells. This contribution is purely in kind. For the hand augured wells which are then equipped with hand pumps, there is unfortunately no financial contribution to the installation in order to teach the users the habit of saving money for repairs and renewal of the pump.
- Several internal evaluation and reflection moments were inserted, among others with the methodological support of PROTOS (Belgium) and the Ugandan office of Water Aid. Owing to the very open and studious attitude of the project staff these moments have contributed to the spectacular improvement of the project approach and effectiveness.

### Impact

- The project has only a limited impact on the distance people have to go in fetching water. All water points were installed nearby the place where people traditionally fetched water.

- On the health care level there is probably an important impact which can still be enhanced by improving the spring protection techniques and by paying more attention to the protection of the direct catchment area of the spring or the borehole. Water analyses have shown that the springs and boreholes following the new criteria deliver a reasonable water quality.
- Also the hygiene and sanitation component may have an important impact on health. However a quantitative monitoring system has not been developed for this.
- On the level of community building, the project, thanks to its demand driven approach at the implementation of the water point, has certainly contributed to the growing trust of the population in their own capacities. On the other hand the committees and the communities have to be more strengthened in order to enable them to effectively take up this responsibility in the long term.
- Women take up important roles in many water committees, and the attention and the value the project attributes to typically female tasks, such as fetching water and hygiene, valorises her more in the community.

### Viability

- Technically the water points are considered viable, except for the ten committees who received an Afridev or Tara pump (for which no spare parts can be found locally). In the other places the technical knowledge, tools and spare parts are available, partly at the level of the community itself, partly at the level of the county or the district.
- On the organisational level little problems are to be expected with the committees managing the protected springs. For the committees with a pump the management is much more complex because here money has to be saved for maintenance and replacement of the pump. This suggests better skills in financial management, other communication techniques with the users, more negotiation capacities with regard to external service providers (technicians, supplier of parts...), etc. Because no clear plan for assisting these committees exists, their viability is not ensured today.
- Financially the protected springs pose no problem on the condition that the works have been well executed. Maintenance here is more a case of motivation and labour and not of available finances. For the wells with the hand pumps there is at present no committee that can follow the depreciation of the pump. In theory 200 shilling per month and per family are asked, but most committees possess only 5 to 30.000 shilling after one to one and a half-year working. Financial problems are to be expected here after 3 to 4 years.

## **8.2. RECOMMENDATIONS**

### **8.2.1. Recommendations for the project staff**

- ◆ Further improve the spring protection technology : captate the spring eyes still deeper than today and protect a bigger part of the direct catchment area. An exchange visit to other organisations in the region using this “excavation technology” is recommended so that the CMWS staff can see with their own eyes how the job can be done and to what results it leads.



- ◆ Make spare parts for Afridev and Tara pumps available at SOCADIDO level for the next three to five years. Incite and assist these committees in collecting money so that they can replace the pumps with U3 pumps in another 3 to 5 years (with a financial support of SOCADIDO and a substantial contribution of the target community).
- ◆ Develop a strategy with DWO for a better access to the U3 spare parts and to upgraded pump mechanics for the water users committees guided by SOCADIDO. First aid and maintenance of the pumps can be done by the local mechanics trained in each village but for more important problems and specialised equipment, a second level mechanic should be available on subcounty level. This has to be organised together with all different actors in the subcounty.
- ◆ Review the technical and methodological approach for the filter appendages; if SOCADIDO wants to continue with this experiment, it should be treated as such : with a sound planning, a very open discussion with the target groups, an approach that doesn't create false expectations and, finally, a very strict monitoring to be able to learn from the experiment, not only on the technical level but also with respect to community mobilisation.
- ◆ Develop a strategy with DWO to integrate the water users committees into the WATSAN network and, if needed, to improve the performance of the network in the subcounties and counties where SOCADIDO is working.
- ◆ Try to exploit the excess and drainage water at some protected springs, e.g. for small-scale irrigation or other income generating activities.
- ◆ Further develop the monitoring procedures. Parameters that have to be monitored have first to be defined and the objectives of their monitoring should be developed. According to the evaluator, monitoring should be a support to the participative approach : water quality and yield testing can be used to motivate the users for a better protection of the environment, the participative monitoring of objective parameters of the performance of the water users committee influences this performance and helps the committee and the community to improve their own planning...
- ◆ Improve the communication and mobilisation techniques and the linked training activities. This should be done on three levels : the CMO's, the CHW and the members of the committees. On the other hand, other stakeholders in the community or in the development work at village level should be better informed about the most important messages of the programme : the water-hygiene-sanitation-health link and the responsibility of the community for the sustainability of the water facility.
- ◆ Review the organisational set-up of staff in order to be able to guarantee a better follow up in the villages : more CHW's for the field work, technical staff that can concentrate on the technical aspects (without neglecting the software component) and the CMO's responsible for guidance and control of the CHW's, deepening the approach, developing new methods and cooperation with other actors.
- ◆ Further improve the decisive role of committees and communities in the different stages of the project cycle.

- Sometimes different technical solutions can be proposed and the committee can choose according to the level of service desired, the financial and in kind contribution they can mobilise, the running costs they can afford...
  - Committees with important running costs or depreciations should open a bank account and have clear by-laws where consumers are obliged to pay.
  - Committees should be better informed about the cost of the waterfacility, of the different spare parts and of the pump. A provisional profit-and-loss account can be made together with the committee so that they can define the actual cost of the water.
  - Committees can help (and control) the technicians with the yard records : quantity of materials and labour used each day, progress of the yard... A scheme of the construction should be handed over to the committee after completion (with a copy to the DWO)...
- ◆ Differentiate the approaches for spring protections and hand augured wells : more emphasis on the in kind contribution and a better protection of the catchment area for the protected springs; more emphasis on cash contribution, monthly payments by the users for repairs and reinvestment, opening a bank account, financial transparency between the committee and the users and a better follow up for the hand pumps.
  - ◆ Develop a follow up and a phase out strategy for the SOCADIDO involvement in each village : close follow up until the committees have proven a minimum degree of autonomy; objective criteria to assess the degree of autonomy of the committees; a clear package of support activities according to each level of autonomy...
  - ◆ Improve the control mechanisms for constructions in transparency with the committees : e.g. yard records signed by a member of the construction committee, ex post calculation of each water facility built...
  - ◆ Work out strategies for implication of schools and children in the awareness training. Look for better co-operation with health workers (traditional and formal), health programmes and health centers.
  - ◆ Work out strategies for a better implication of local government, including co-operation with the local development funds. These funds will gain importance with the decentralisation and offer an opportunity for SOCADIDO and the villages to get water facilities subsidised.

### **8.2.2. Recommendations for the decision makers at SOCADIDO level**

- ◆ Develop a strategy for a long-term involvement in the sector, whether as an implementing agency, as a facilitator for the other actors or as a spearheading organisation for developing and deepening new approaches, techniques and skills. According to the evaluator, the first option can not be the destiny of a church linked development office while the second one is not very relevant since the few local actors do not recognize SOCADIDO in this role. To become a spearheading organisation, SOCADIDO should make the most of his own opportunities (such as the long term partnership with European NGO's, the availability of church linked stakeholders in the villages, the complementarity with other SOCADIDO programmes...) to create added value for the sector.

- ◆ Put more emphasis on advocacy, lobbying, networking, documentation, sharing.
- ◆ Develop a strategy for better integration of the different SOCADIDO activities at village level.
- ◆ Use SOCADIDO and church linked and other organisations as vector to pass the sanitation and hygiene messages.
- ◆ Improve the internal communication in SOCADIDO and between the programme staff and the funding agencies.
- ◆ Clarify the position of the technical advisor.
- ◆ Improve the secretarial support offered to the water and sanitation staff or review the organisational set up of SOCADIDO so that the CMWS cell has a minimum of office equipment and secretarial skills and authority on his own.

### **8.2.3. Recommendations for Bilance**

- ◆ Be sure of a strong involvement of the implementing agency and the target groups during the whole identification and formulation process.
- ◆ Clarify the position of Bilance with respect to an eventual long-term involvement of SOCADIDO in the sector.
- ◆ Improve the communication with the CMWS-staff and inform them better about the guidelines from funding agencies regarding reporting.

## **9. ANNEXES**

### TIME SCHEDULE OF THE MISSION

Wednesday 3/3		Sabena flight to Entebbe/Kampala
Thursday 4/3	9 a.m.	Meeting with Mr. Mugisha-Shillingi and Mr. Kabirizi, Directorate of Water Development
	10.30	Meeting with Mr. Rudolf Glotzbach, Programme Co-ordinator WES (DWD/SNV)
	2 p.m.	Meeting with Mr. Samyn, Head of Belgian Cooperation Section
Friday 5/3	8 a.m.	Meeting with Mr. Nikita Stampa and Mr. Elicad Elly Nyebeeya, European Development Fund Programme
	10.30	Meeting with Mr. Amsalu Negussie and Ms. Kunihira Monica, Water-Aid
	2 p.m.	Journey to Soroti
	7 p.m.	Meeting with Mr. Victor Male, CMWS-program officer
Saturday 6/3	9 a.m.	Workshop with CMWS-staff : presentation of the programme and SWOT-analysis
	2 p.m.	Field visits : hand pumps, latrines
Sunday 7/3		Documentation
Monday 8/3	9 a.m.	Field visits : protected springs, hand augured wells
	6 p.m.	Discussion with Mr. Victor Male on spring protection technology
Tuesday 9/3	9 a.m.	Meeting with the District Health Inspector of Soroti
	10 a.m.	Meeting with Mr. Peter de Lange of the Dutch Government funded Soroti District Development Programme
	11 a.m.	Meeting with Mr. Onega Opio, District Water Officer
	12 a.m.	Meeting with Italian funded ACAV Water program
	2 p.m.	Field visits : lake shore filter appendage, spring protections
Wednesday 10/3	8.30	Field visits : hand augured wells and hand pumps
	1 p.m.	Discussion with Mr. Victor Male on internal management of the project
	3 p.m.	Field visits : spring protections
Thursday 11/3	9 a.m.	SWOT-analysis with the CMWS-staff
	7 p.m.	Meeting with Mr. Ate Kooistra, ICCO programme officer for Uganda
Friday 12/3	9 a.m.	Meeting with Father Mubiru, Co-ordinator of SOCADIDO
	11 a.m.	SWOT-analysis with the CMWS-staff
	4 p.m.	Restitution and conclusions
Saturday 13/3	8 a.m.	Journey to Kampala
Sunday 14/3		Leaving Uganda for Rwanda and Burundi
Saturday 27/3		Arrival in Brussels

**RESULTS OF THE SWOT-ANALYSIS**