GOAL UGANDA WATER, SANITATION AND HYGIENE (WASH) PROGRAMME EVALUATION

AND ASSESSMENT AGAINST GLOBAL WASH AIMS AND PRIORITIES

CONDUCTED BY

SaafConsult BV
WATER, ENVIRONMENT AND RENEWABLE ENERGY

4G consite

FINAL REPORT, APRIL 2016

Prepared by: Anton Rijsdijk and Dennis Nabembezi
Quality assurance: Marie Körner, Daniel Svoboda
Director SaafConsult B.V.: Mr. Ele Jan Saaf

Country of implementation: Uganda	***Target Districts:*** Kampala; Bugiri, Namayingo, Agago, Kaabong and Abim Districts
Project name: *WASH Programme in Uganda*	***Sectoral focus:*** WASH - Water, Sanitation and Hygiene
Donor: Irish Aid (Major), GOAL, Charity water, Bank of Ireland (BOI), Nachsteni Lieb Weltweit (NLW) and Japanese Embassy.	***Implementer:*** GOAL Uganda - an international non-governmental and non-political humanitarian organization

Background:

GOAL WASH strategic objective is to continue to deliver holistic Water, Sanitation and Hygiene programmes that target vulnerable groups in a timely and efficient manner whilst measuring impact, retaining the capacity to respond to rapid onset emergencies, reducing disaster risk for the chronically vulnerable and building the capacity of a full range of WASH stakeholders to continue to operate and maintain installed facilities and carry out work in the future.

GOAL first began working in Uganda in 1979. The current GOAL Uganda (GU) programme has a strategic focus on the north and east of the country, where poverty is more entrenched and access to services less, when compared to the rest of the country. GU country programming reached approximately two million people in 2015, and aims to build resilience and support socio-economic development in three core programming areas; Livelihoods, WASH, and Health.

First operational in WASH in 2003, GOAL's WASH programme has transitioned, with the changing context, from emergency to a development and increasingly uses a systems approach to catalyze sustainable access to goods and services. Programming is underpinned by national policy and GOAL WASH strategy and M&E systems. Implementation in five districts, is both direct and through partners; CSO, private sector and local government.

The current WASH strategy (2015) presents a six pillar approach of: water, Operation and Maintenance (O&M), sanitation promotion, hygiene promotion, district networking and coordination and cross cutting issues. GU actively prioritizes early adopting communities over low coverage or access. In 2015, GU WASH programme reached 18,979 people directly, and 69,352 people indirectly. GU is currently piloting an initiative to catalyze more sustainable O&M services with local government and private sector partners.

The objectives of the evaluation:

The main purpose of the evaluation is to obtain objectively substantiated and consistent conclusions that can be used in the decision making of GOAL on the future direction of GOAL in Uganda in the rural WASH sector with focus on safe water supply, operation and maintenance of water services, sanitation promotion (CLTS) and hygiene promotion.

In addition to the specific country evaluation objectives, an additional objective is to assess the country programme against the strategic GOAL and objective for GOAL globally and against GOAL's 10 Key WASH Principles with an objective measurement to allow cross-country meta-analysis.

Year	**IAPF**	**GOAL**	**Charity water**	**BOI**	**NLW**	**Japanese Embassy (GGP)**	**Annual Budget(€)**	***implementation period:***
2012	690,996	152,952					**843,948**	2012–2016
2013	503,813	43,282					**547,095**	

2014	774,404	48,260	43,325		25,000	80,805	**971,794**
2015	783,156	66,589	874,821	26,507			**1,751,073**
2016	893,658	81,588	894,126	24,576			**1,893,948**
Total(€)	**3,646,027**	**392,671**	**1,812,272**	**51,083**	**25,000**	**80,805**	**6,007,858**

Figure 1: Map of Uganda showing GOAL Uganda operational areas:

LIST OF ACRONYMS

BH	Borehole
CBO	Community Based Organization
CC	Community Conversation
CHAST	Child Hygiene and Sanitation Transformation
CLTS	Community Led Total Sanitation
CPE	Country Programme Evaluation
CSO	Civil Society Organization
DHD	District Health Department
DLG	District Local Government
DP	Development Partner
DRA	Demand Responsive Approach
DSCG	District Sanitation Conditional Grant
DWD	Directorate of Water Development
DWO	District Water Office
DWSCG	District Water and Sanitation Conditional Grant
ENR	Environment and Natural Resources
FGD	Focus Group Discussion
FY	Financial Year
GDP	Gross Domestic Product
GEMA	Local Enterprise
GI	Galvanized Iron
GOAL	International Humanitarian Agency, Ireland
GoU	Government of Uganda
GU	Goal Uganda
HH	Household
HP	Hand Pump
HPM	Hand Pump Mechanic
HPMA	Hand Pump Mechanics Association
HW	Hand Washing
HWF	Hand Washing Facility
IAPF	Irish Aid Programme Funding
IDP	Internally Displaced People /Camp
IMR	Infant Mortality Rate
IWRM	Integrated Water Resources Management
JMP	Joint Monitoring Program
KII	Key Informants Interview
LDG	District Local Government
LG	Local Government
M&E	Monitoring & Evaluation
MDG	Millennium Development Goals
MEL	Monitoring, Evaluation and Learning
MMR	Maternal Mortality Rate
MWE	Ministry of Water And Environment
NDP	National Development Plan

NEMA	National Environment Management Authority
NFA	National Forest Authority
NGO	Non-governmental Organization
NWSC	National Water and Sewerage Cooperation
O&M	Operation And Maintenance
OCA	Organizational Capacity Assessment
OD	Open Defecation
ODF	Open Defecation Free
OECD - DAC	Development Assistance Committee of The Organization For Economic Cooperation And Development
Pa	Per Annum
PHAST	The Participatory Hygiene and Sanitation Transformation
PTA	Parent Teachers Association
RUWAS	Rural Water and Sanitation Project
RWH	Rain Water Harvesting
SCBA	Social Cost-Benefit Analysis
SCWB	Sub-County Water Boards
SDGs	Sustainable Development Goals
SHC	School Health Club
Shs	Shillings
SM	Sanitation Marketing
SMC	School Management Committee
SP	Spare Parts
SPR	Sector Performance Report
SS	Stainless Steel
TOC	Theory of Change
TOR	Terms of Reference
UGX	Uganda Shilling
UMURDA	Uganda Muslim Rural Development Association
UNICEF	United Nations Children's Fund
UNMA	Uganda National Metrology Authority
UWASNET	Uganda Water & Sanitation NGO Network
VAT	Value Added Tax
VHT	Village Health Team
VIP	Ventilated Improved Pit-Latrine
VSLA	Village Saving and Landing Association
WASH	Water, Sanitation and Hygiene
WESWG	Water and Environment Sector Working Group
WP	Water Point
WSDF	Water and Sanitation Development Facility
WSS	Water Supply System
WUC	Water Users' Committee
WW	Wagwoke Wunu

EXECUTIVE SUMMARY

Introduction

This report sets out findings of the external evaluation of the GOAL Uganda (GU) Water, sanitation and hygiene (WASH) programme (2012 to 2015) covering four districts of Namayingo, Bugiri, Abim and Agago excluding Kaabong District where programming begun mid-2014. The evaluation was conducted by a team comprising of an International WASH Consultant, a local Social Scientist with extensive experience in WASH (all contracted by SaafConsult BV of Netherlands) and GOAL Uganda country programme team members while Social Value for Money" was conducted by external economist whose report is annexed to this report.

The overall objective of the evaluation was to obtain objectively substantiated and consistent conclusions that can be used in the decision making of GOAL Global on the future direction of GOAL in Uganda in the rural WASH sector with focus on safe water supply, operation and maintenance of water services, sanitation promotion (CLTS) and hygiene promotion. The evaluation also set out to assess the country programme against the 10 GOAL global WASH priorities and principles with an objective measurement to allow cross-country meta-analysis.

This evaluation coincided with the development of the new Global WASH strategy (2017-2020), so every attempt was made to conduct it in a way which would support that process, rather than conflict with. The evaluation was carried out in a fully participatory manner, involving GOAL Uganda Staff, GU partners, other sector stakeholders and communities throughout the exercise.

Approach

The approach used in this evaluation has been one which looks back and forward to examine the past, recent and future activities of GOAL Uganda WASH programme as highlighted in the evaluation terms of reference (ToRs) excluding Kaabong District WASH programme. Overall, the approach has been one of trying to find the best fit/match between GOAL Uganda Country WASH programme and performance against Global WASH aims and priorities. The image used in this evaluation is one of trying to arrange a marriage between the two entities.

The evaluation relied on the OECD/DAC evaluation criteria based on a series of key questions, set out in an evaluation framework, of relevance, efficiency, effectiveness, impact and sustainability as well as the evaluation matrix for water, sanitation and hygiene programme. Data was collected on five broad categories, one of which was secondary (literature review) and the rest primary which included;

a) Data extraction from GOAL Uganda Monitoring and evaluation system data
b) One-on-one interviews with GOAL Uganda WASH staff and senior management,
c) Consultations with sector professionals,
d) Discussions with partner organizations during field visits, and
e) Discussions with districts and community beneficiaries (WUCs and CLTS teams).

An extensive review of GOAL Uganda's internal documentation and sector external documents was carried out. In addition to the interviews with key stakeholders, water points (WP) were inspected on functionality construction quality, hygiene, water quality and fencing. The itinerary for the entire

evaluation including names and contacts for the persons consulted for this evaluation is annexed to this report.

Findings

Relevance: The WASH promotion of the GOAL country programme was very relevant due to low water, sanitation and hygiene coverage figures. Across all districts, baseline figures show low performance against the national average in relation to access to improved water, sanitation and hygiene services. GOAL WASH programme intervention in construction of water points, rehabilitation of water points, training of water user committees and provision of school sanitation facilities including (hand washing facilities, facilities for the disabled, and a wash room for girls for menstrual hygiene concerns) and promotion of household hygiene and sanitation through CLTS, Demand Responsive approach and community conversations is directly contributing to Government efforts in meeting their WASH objectives.

At national level (MWE and UWASNET) the message is even more clearer, GOAL Uganda through their research work using a business model (making markets work for the poor- M4P approach) to address the issues of accountability, collection and custody of water user fees meant for O&M is already picking momentum. GOAL is recognized as an active and knowledgeable player on issues related to functionality of water points, especially hand pumps. GOAL is currently leading an informal learning platform of WASH sector NGOs on O&M of water facilities. .

Effectiveness: To a large extent, this evaluation has found GOAL Uganda WASH programme to have achieved its goal and objectives. Data from the MEL database and reports indicate that over 263 new boreholes and 70 shallow wells were constructed over the programme period and 83 boreholes were rehabilitated across the target district to increase access to safe water. However, data from GOAL indicate that during the project period 2012-2015 GU did not use IAPF funds for new boreholes (these were installed prior to 2011 or with other funding from the Japan Embassy and charity water).

Data further reveal that over 15,820 latrines were constructed, 321 villages were triggered and 183 villages were declared ODF (57%) during the last four years of the programme excluding Kaabong district. In addition, 414 water user committees had been formed and trained to monitor and undertake O&M of their water points constituting about 87% functionality of all GOAL monitored water sources across the four districts. There has also been a reported reduction in the incidences of diarrhoea among children below five years from 38.9% to 23% in 2015.

GOAL Uganda WASH programme can only be effective as its partners' capacity can provide. To a large extent, GOAL Uganda has built the capacity of local partners to effectively implement the programme activities. Feedback from partners about the GOAL capacity building component is rated satisfactory with the exception of the MEL.

GOAL Uganda WASH programme operates monitoring system to collect monitoring data for the programme code named Monitoring, Evaluation and Learning (MEL) system. Three databases are reported, updated regularly and verified including, sanitation (CLTS) and water and CHAST for schools.

Efficiency: GOAL Uganda WASH Programme employed cost effective approaches in the delivery of services to the target communities. Five approaches stand out among the many and these relate to: a) the lean and effective organizational structure, b) working through partnerships c) leveraging existing resources [office equipment, human resources, and transport to mentions], d) selection of approaches, and e) working with the private sector and early adopters of WASH promotion activities.

Impact: Five levels of sanitation and hygiene practices were observed at both the community and school levels, for example data from the MEL data system (2012-2015 follow up surveys), FGDs with women and the CLTS team and individual household interviews indicate that over 17,155 household latrines have been constructed and 183 villages have been declared ODF. The data also suggest that there have been an overwhelming number of people who have started and continued to wash hands after visiting the latrines and before eating food with over 15,796 hand washing facilities (HWF) have been built by the community over the last four years.

Access to sanitation has improved to 86% in 2015 from below 50% at baseline (2012), improved food handling and storage [clean and covered containers] now stands at 79% from 42% at baseline, observance of the safe water chain has also improved to 18% from 4.7% at baseline, and the number of households accessing safe water within 30 minutes has improved to 84% from 62% at baseline.

There has also been reported reduction in the incidences of diarrhoea among children below five years especially in ODF communities compared to OD communities [% of HH with children suffering from diarrhoea in the past 2 weeks (3+ loose stools in 24 hrs)] from 38.9% to 23%. At school level, the programme has equally improved sanitation and hygiene practices of the pupils through the reduction of pupils-stance ratio (averaging at 1:49 across all the schools visited) from an average of over 1:75 at baseline, provision of access to menstrual hygiene services (wash rooms) for the girl child and hand washing.

Sustainability: The sustainability of community sanitation and hygiene programmes strongly depends on a chain of links beginning with real demand, community participation (especially early adopters) as well as community contributions related to adequate revenue generation for maintenance and operation of the facilities established. It has been encouraging in this evaluation to hear and see community own initiatives geared towards contribution (O&M fees) and sustaining the ODF status in the respective villages, for example natural leaders, SHCs, private partners and community facilitators, whose capacities have been built and the roles of women and children sanitation and hygiene promotion.

The sustainability of the rural water supply is still a thorny issue in most, if not all, Sub Saharan African countries. Some important factors which could influence the functionality of the GOAL installed WP include ability of the WUC to collect sufficient funds for the maintenance and repairs of the HP, leakage of the rising main pipe and the turbidity of water. Overuse could also become serious constraint to the sustainability of the WPs because several WPs serve between 300 and 500 households, much more than the recommended number (between 250-300 households) for the handpump. The network of HPM through their district based associations though with some

difficulty especially non-payment of the repair fees from the WUCs, are still functional in some districts but far from being sustainable.

However, GOAL is developing several promising approaches to improve the sustainability of the HP. Interventions focus on three interrelated behaviour changes that are crucial to the success of an alternative O&M model namely, a) O&M service provider(s) adopt and market a new O&M service contract with WUCs, b) WUCs adopt a new mobile payment system and collect regular water fees and c) Local Government increases its influence in regulation and enforcement. In the framework of these changes, GU developed the following activities including contracts with commercial enterprises, phone banking of O&M fees to improve collection, payment and efficiency of O&M services and Commercialization of Hand pump mechanics.

Despite some progress, sustainability of the WPs is still vulnerable. The stability and ability to collect sufficient funds of the WUC are the main bottleneck to sustainability. Recent initiatives with commercial contractors aiming at a more commercialized approach on HPM and the phone banking system are encouraging but not yet tested on a larger scale.

Table 1: Summary assessment[1]

Evaluation criteria	Rate of fulfillment/ Score
Relevance	High (5)
Effectiveness	Rather high (4)
Efficiency	Rather high (4)
Sustainability	Rather low (3)
Impacts	Rather high (4)

GOAL' WASH programme assessment against global principles and priorities: GOAL WASH programme performance against the global priorities and principles is rated High (score 5) with all objectives met and there is an overall satisfaction with the intervention. All key aspects against the 10 principles are met and considered during both planning, implementation and monitoring of programme activities. Integration, participation, gender mainstreaming, demand creation, sustainability of approaches, partnership and capacity building principles' performance stand out among the 10 principles.

[1] 1 Very low (there are critical problems, the objectives cannot be reached, there are negative impacts)
2 Low (in spite of significant problems or dissatisfaction the objectives are still partly achievable)
3 Rather low (the procedures, results or assumptions do not fully meet the expectations)
4 Rather high (the intervention brings good results but there are negative external factors)
5 High (the objectives are met and there is an overall satisfaction with the intervention)
6 Very high (the objectives are fully met and the applied practices can be further disseminated)

Table 2: Summary rating

GOAL WASH Principles and priorities	Score and rating
Principle 1: Addressing the 'three prongs' of WASH (Water, Sanitation, and Hygiene), either as an integrated program, or in collaboration with other partners, including equal considerations for men and women	High (5)
Principle 2: Community involvement and engagement in all aspects of programming	High (5)
Principle 3: Gender mainstreaming	Rather low (3)
Principle 4: Creating demand	Rather high (4)
Principle 5: Sustainability of WASH services including environmental impact	Rather low (3)
Principle 6: Appropriateness of interventions for beneficiaries, particularly vulnerable groups	Rather high (4)
Principle 7: Focus on behaviour change	Rather high (4)
Principle 8: Partnership and capacity building	High (5)
Principle 9: Integrated approach to WASH programming	Rather high (4)
Principle 10: Focus on reduction of vulnerability to future hazards	Rather low (3)

Conclusions and recommendations

Conclusions

To a large extent, the process of WASH promotion at community level was highly active, interactive and meaningful; save for the limited school sanitation promotion campaigns which focused on fewer schools compared to demand for services. This level of participation is a precursor for sustainability of latrine use, hand washing behaviour and functionality of the facilities at both schools and communities

Although all WASH interventions by GOAL Uganda are undoubtedly important, some aspects need more attention than others in the next country strategy. Issues related to sustainability of water points (O&M), menstrual hygiene management such as making of reusable pads at both school and community level/linking schools to private service providers, sanitation marketing to sustain the gains created by Open defecation free (ODF) villages, responses to sanitation challenges created by rapid urbanization through faecal sludge management, and new and appropriate alternative technologies to water supply such as solar powered schemes ,, piped schemes and self-supply system should be further explored and reflected.

GOAL Uganda WASH programme implemented effective measures to ensure delivery of the programme results, for instance, improvement in access to WASH services (water and sanitation including functionality), hygiene promotion [hand washing, food storage and safe water chain] as well as reduction in reported diarrhoea incidence among children below five years stood out during this evaluation.

Generally, the MEL system is working well and robust though with some limitations including missing out on some key golden indicators collected by the district and MWE like gender on water user committees (number of water points with women in key positions) and chemical water quality in view of the corrosion problem which shortens the lifespan of the HPs.

If GOAL's efficiency is dependent on the performance of its partners, collaborators, contractors and selected approaches then the nature of partnerships, collaborations, contracts and the relationships between GOAL and its partners, collaborators and contracts is equally important.

The private sector partners though in their early stages of work show strong attributes for efficiency and sustainability which should be more embraced than the CSO partnerships.

The GOAL WASH programme was designed to contribute to the Districts and the National Development Plan and achievement of the longer term effects on the target beneficiaries. Since there are a number of players in the district and the national development field all targeting to some extent the same beneficiaries, the programme can only contribute to those longer term goals.

Despite some progress, sustainability of WPs is still vulnerable. The stability and ability to collect sufficient funds and accountability of the WUC are the main bottlenecks. Recent initiatives with commercial contractors aiming at a more commercialized approach on HPM and the phone banking system are encouraging but not yet tested on a larger scale.

Recommendations

Recommendations related to the GOAL Sanitation and Hygiene program in Uganda

1. Focus on issues related to menstrual hygiene management such as making of reusable pads or linking to a private provider at both school (CHAST manual) and community level, sanitation marketing to sustain the gains created by Open defecation free (ODF) villages and respond to sanitation challenges created by rapid urbanization (faecal sludge management using indigenous micro-organisms – IMOs and other approaches of collection, transportation, disposal, treatment and reuse).
2. Exploit the knowledge and learning niche at the national level by investing more in cutting edge research and share widely on appropriate sanitation and hygiene promotion approaches which are cost-effective and able to generate demand for household sanitation and hygiene behavioural change as well as addressing sustainability issues (a combination of CLTS, DRA and CC is a good example).

Recommendations related to the GOAL Water program in Uganda

1. Build capacity of the CSO partners to make meaning on the MEL data collected and appreciate it uses in planning and monitoring of their projects.
2. Work with UWASNET and other WASH CSOs to influence MWE policy recommendation on the use of non-corrosive water pipes such as PVC and stainless steel pipes.
3. Standardize functionality criteria with those of District Water Office (DWO).
4. Encourage, support and monitor new initiatives on the sustainability of the WP, such as commercialization of the HPMA, cooperate with existing commercial partners and develop, test and rollout the phone banking system fully.
5. Pilot with the installation of small scale (solar powered) reticulation system, gravity flows and pumped up schemes in locations with a high water demand and poor underground water quality (salty and hard water).

Recommendations related to the GOAL processes and mechanism

1. Build the capacity of politicians and LG staff (health assistants) on CLTS and other sanitation

promotion approaches to support the programme efforts through enforcement of the public health act and promote sustainability of the interventions.

2. Apply the sanitation and hygiene promotion approaches (CLTS, DRA and CC approaches) in a systematic and sequential manner to exploit the comparative advantages of each while strengthening each other for better results. This evaluation found, the best approach would be to enter a community with CC to identify and prioritize community problems. This would be followed by a combination of DRA and CLTS in that order with some overlaps.
3. Build the capacity and involve the school administration (PTA/SMC) on their roles and responsibilities in monitoring the quality of works of the school sanitation facilities to ensure quality works, value for money and sustainability.
4. Undertake a phased approach from CSO partners to engage more of the private sector/business oriented partners for longer term sustainability of interventions.
5. Review the cost, price and pomp of the ODF celebration parties in line with purpose and intended benefits to the programme's sustainability and value for money.
6. Exploit the opportunity and take lead of the niche of sector learning on O&M in the country. UWASNET might be a good vehicle for this. It will provide the power to influence a number of issues in the sector and also adoption of the different O&M models that have been developed, piloted and scaled by GOAL Uganda for larger sector replication and adoption.

Recommendations related to GOAL Systems

1. Align the MEL system to the national WASH sector performance golden indicators for sanitation, collaborate with DLG water and health officials in collection of WASH monitoring data and also build the capacity of the CSO partners on making value of the data to appreciate the importance of the system.

TABLE OF CONTENTS

List of tables

List of boxes

List of figures

1. INTRODUCTION AND BACKGROUND

1.1. Introduction

This report sets out findings of the external evaluation of the GOAL Uganda (GU) Water, sanitation and hygiene (WASH) programme (2012 to 2015) covering four districts of Namayingo, Bugiri, Abim and Agago excluding Kaabong District where programming begun mid-2014. The evaluation was conducted by a team comprising of an International WASH Consultant, a local Social Scientist with extensive experience in WASH (all contracted by SaafConsult BV of Netherlands) and GOAL Uganda country programme team members.

The overall objective of the evaluation was to obtain objectively substantiated and consistent conclusions that can be used in the decision making of GOAL Global on the future direction of GOAL in Uganda in the rural WASH sector with focus on safe water supply, operation and maintenance of water services, sanitation promotion (CLTS) and hygiene promotion. The evaluation also set out to assess the country programme against the 10 GOAL global WASH priorities and principles with an objective measurement to allow cross-country meta-analysis.

This evaluation coincided with the development of the new Global WASH strategy (2017-2020), so every attempt was made to conduct it in a way which would support that process, rather than conflict with. The evaluation was carried out in a fully participatory manner, involving GOAL Uganda Staff, GU partners, other sector stakeholders and communities throughout the exercise.

GOAL has been implementing WASH programmes in Uganda since 2003 and the last Country WASH Programme Evaluation (CPE) was carried out in 2012. The period since 2003 has been one of considerable change for the Country Programme approach and staff. This background of change persists to the present day. Some of the most significant events for the WASH Country Programme include transitioning from an emergency approach, through crisis recovery to a development approach through the districts.

Table 3: GOAL Uganda timeline of significant shifts in the WASH country programme

Agago	Abim	Bugiri	Namayingo	Kaabong
2003 Emergency Crisis recovery Development CSO partnership	2008 Crisis recovery Development CSO partnership	2010 Development CSO partnership Private sector partnership(2015)	2010 Development CSO partnership Private sector partnership(2015/16)	2014 Development CSO partnership

The evaluation has been carried out in awareness of these changes which GOAL Uganda WASH programme has experienced over many years. This view has been taken from the outset of the evaluation that this is the time to build on what exists, to consolidate the best of the change which has taken place, and to avoid recommending further changes which may undermine or stall the continuing growth towards full effectiveness of the WASH Country Programme. Nevertheless, certain changes are proposed, and guidance is offered toward the development of a more focused, more strategic country programme.

1.2 Overview of GOAL Uganda Country WASH programme

GOAL was first operational in Uganda in the late 1970's. Over the last 30 years, GOAL has worked in the Northern, Southern, Eastern and Western regions of Uganda. Today GOAL Uganda (GU) has an administrative office (head office) located in Kampala and satellite offices in Abim, Agago, Kaabong, Lira and Bugiri Districts. GU has three core competencies and programming areas including Livelihoods, WASH and Health.

The WASH programme comprises of two major components:

- Safe water supply (provision of water via borehole drilling) and operation and maintenance of water services (training of WUCs, sustainability of hand pumps) hence improved access to drinking water.
- Sanitation promotion (CLTS, beginning of sanitation marketing) and hygiene promotion (via community conversations, demand driven approaches, child hygiene and sanitation transformation (CHAST) in schools hence improved access to Sanitation and Hygiene at both school and household level.

In 2013/14 GOAL Uganda (GU) conducted mapping of all water points (community, private and institutional), and Open Defecation Free (ODF) communities in all operational areas. GOAL's intention was to work intensively in a geographic area where other country programme components are being implemented to stimulate demand and increase coverage of water, sanitation and hygiene.

The emphasis for GOAL Uganda's WASH programme over the period (2012-2015) has been to develop additional and to sustain existing water points and to increase community access to sanitation and hygiene. This has been implemented both directly and through national partners (see brief of partners in annex). Additionally, along with partners, GOAL has been engaging more at a district level in order to strengthen institutional capacity particularly around the area of coordination.

Since 2010, and across the operational districts [Bugiri, Namayingo, Abim, Agago (since 2012) and Kaabong (since 2014)], GOAL has built or rehabilitated 390 water points and trained Hand Pump (HP) mechanics and Water User Committee (WUC) members to maintain these points. No new water points were planned under the current programme under evaluation. GOAL Uganda also aimed at further involving the private sector actors in operation and repair of water points through assisting them in co-funding business propositions, development of business plans and linking them to WUC and District Local Government.

Sanitation through Community Led Total Sanitation (CLTS) since 2011 has been implemented in 4 districts including Namayingo, Abim, Agago and Bugiri which across 22 sub-counties.

Table 4: Districts and sub-counties where CLTS is implemented by GOAL excluding Kaabong District

District	Namayingo	Bugiri	Agago	Abim
Sub- county	Banda	Bulidah	Adilang	Abim S/C
	Mutumba	Muterere	Kalongo TC	ABIM T/C
			Kotomor	Alerek
			Lamiyo	Lotuke
			Lapono	Morulem
			Lira Palwo	Nyakwae
			Lukole	
			Omiya	
			Paimol	
			Parabongo	
			Patongo	
			Wol	
Totals	**02**	**02**	**12**	**06**

2 COUNTRY CONTEXT AND THE WASH SECTOR

2.2 Uganda country context

This section presents some basic data (see table 6) and highlights some particular features of Uganda as an operating environment for GOAL Uganda WASH programme.

Population: Uganda is characterized by an extremely high fertility rate (6.2) with a population of about 34.6 million people with correspondingly high population growth rate estimated as 3.3% per annum. This represents a doubling every two decades. Urbanization is taking place at an even higher rate, estimated at 4.5% pa2.

Environment: Demographic and other pressures are putting great stress on the natural and built environments. Deforestation is taking place at an alarming rate. Inevitably this is leading to soil erosion in some parts of the country and very likely it is also changing the water balance. Urbanization, with its attendant challenges of pollution, sanitation, storm water drainage and solid waste management, is a growing problem especially in low-lying unplanned/informal settlements. There is little hard evidence yet of climate change, but existing variability combined with other environmental stresses is leading to greater human impact of floods, droughts and lowering of the water table in some parts of the country.

Security issues: With peace returning to the northern, eastern regions and the reduction in Karamojong incursions from cattle rustling to petty theft, three significant unresolved issues remain: first the plight of those who were in Internally displaced people's (IDP) camps for so many years, but who are now resettling onto their former lands, where services are very poor; second the chronic poverty of the Karamajong themselves, occupying the dry north-east. A third and more generic issue is the need for services in rural growth centres, small towns and Uganda's cities. As in rural areas, water is fundamental, but the problems of sanitation are much wider and more difficult. Outside of the urban centres and in the other regions there is real need, but the problems of the north and north-east, and of the towns, are probably the most pressing.

Politics and governance: Uganda is a multi-party democracy, but the opposition is relatively ineffective and the Head of State has just won a new five-year term of office (2016 general elections) through his sixth term in power. As Uganda moved towards elections this year many expected that, as on previous occasions, vote-winning measures will be deployed by the ruling party. Before the last elections the graduated tax was abolished, thus -constraining the capability of district and sub-county local Government to offer services to the community through locally generated revenue. There was also an introduction of Value Added Tax (VAT) - 18% on water which increased the unit cost of water especially for piped water supply and bottled water.

Seven new districts have been created in 2016 and will be operational in a phased manner over the next three financial years (2016/2017 to 2018/2019). The total number of districts at the time of writing this report was 112. Division and creation of new districts creates significant start-up and transaction costs, diverting investment from public services like drinking water. There is also a tendency of limited focus on sanitation and hygiene at national and district level (since it is not a vote-winner) and political interference in issues around water point sustainability is likely to increase (as politicians tell their constituents that water tariffs/user fees for O&M are not necessary

as water is “a free good” provided by the Government while some politicians have offered to repair boreholes during the recently concluded political campaign period.

Development priorities: In contrast to the basic needs for WASH services highlighted by GOAL globally, the direct poverty-related needs for improved livelihoods, food security and health services including WASH as highlighted in the National Development Plan (NDP II) and Vision 2040, call for an approach which “*intertwines economic growth and poverty eradication*”, focusing on “*growth, employment and socio-economic transformation for prosperity*” and transforming the nation to a middle class economy by 2040.

The NDP II also highlights wealth creation as a means to a prosperous future, with a particular emphasis on the water sector; Water for Production. Furthermore, the Head of State has recently been calling for a greater emphasis on physical infrastructure, specifically roads and energy, and there is concern that this may further divert budgetary allocations away from drinking water and sanitation.

Table 5: Uganda basic statistical data[2]

Aspect	Uganda Bureau of Statistics Summary Data
Geography	Altitude (min ASL) 620 m (max ASL) 5,110 m Total surface area 241,551km^2 Area under land 199,807 km^2 Area under water and swamps 41,743 km^2 Temperature 15-31° C Rainfall 735-1863 mm/year
Economy	GDP at current market prices UGX 58,865 billion Per capita GDP at current market prices UGX 1,638,939 GDP Growth rate 4.7 percent Per capita GDP growth rate 1.1 percent Contribution of agriculture to GDP at current market prices 20.9% Reserves -234.7 million US$ Inflation rate 5.5 percent
Demography	Population in households 34,650,070 Population growth rate 3.3% Urban population 6,426,013 (19%) Rural population 28,430,800 (81%) Crude Birth Rate 42.1% Total Fertility Rate 6.2% Sex Ratio at birth 103 Population Density (persons per Sq km) 174
Health	Infant Mortality Rate 54/1000 Maternal Mortality Rate 438/1000 Contraceptive Prevalence Rate 30% HIV Prevalence rate 7.3%
Education	Net enrolment at pre-primary level: 10.1% Primary school enrolment: 8.5 million

[2] Uganda National Population and Housing Census 2016,

	Pupil/Book ratio: 4:1 pupil teacher ratio: 49:1 Pupil Classroom ratio: 57:1 Literacy rate: 34%

2.3 WASH sector in Uganda

2.3.1 Summary of the current situation

The recent (2015) Sector Performance Report (SPR) for the Ministry of Water and Environment (MWE) estimates that about 35% of Ugandans in rural areas don't have access to safe water and 23% practice open defecation[3]. Further an estimated 12% of all water sources in the rural areas are non-functional which further decreases access. Hygiene indicators are even bleaker, with almost three-quarters of the Ugandan population (67%) and another three quarters (62%) of school children lacking access to hand washing facilities with water and soap3.

There is also a significant difference between coverage [urban and rural] and figures across the different sources [Joint Monitoring Program for Water and Sanitation - JMP and Government of Uganda- GoU] due to the difference in the definition of "improved access". For example, for access to water, GoU assesses coverage based on known infrastructure multiplied by the set/fixed number of users for each improved source (depending on the source type) while the JMP draws upon data collected across the country. For the case of sanitation, the GoU national estimates include less rigorous standards such as shared facilities and some unimproved latrines in the definition of improved sanitation while the JMP does not[4]. This difference in the definition brings about significant differences in reported data for both water and sanitation.

GOAL Uganda has demonstrated strong experience in collecting monitoring data related to WASH. This experience can be widely shared for sector influencing and monitoring at both national and district level.

Table 6: Ministry of Water and Environment Selected WASH golden indicators

Selected Golden Indicators	**Rounds Baseline -2015, endline (2012)**	**JMP[5]**	**Government of Uganda[6] WASH 2015**			**Target Districts (2015)[7] GOAL Uganda MEL data in brackets ()***			
				Rural	**Urban**	**Bugiri**	**Namayingo**	**Agago**	**Abim**
Safe water coverage: % of people within 1,000 m (rural) and 200 m (urban) of an improved water source	Endline	61%	65%	65%	73%	55% (65%)	34%	68% (92%)	65% (87%)
	Baseline	57%		64%	69%	35%	35%	32%	53%

[3] Ministry of Water and Environment Sector Performance Report 2015
[4] WHO/UNICEF Joint Monitoring Program for Water and Sanitation
[5] WHO/UNICEF Joint Monitoring Program for Water and Sanitation
[6] Ministry of Water and Environment Sector Performance Report 2015
[7] GOAL Uganda Monitoring evaluation and Learning (MEL) data 2015

Sanitation coverage: % of people with access to improved sanitation	Endline	35%	75%	77%	84%	82% (75%)	59%	60% (89%)*	56% (80%)
	Baseline	32%		70%	81%	57%	57%	58%	26%
Hand washing (soap + water/ash)	Endline	24%		33%		23% (13%)	29%	16% (63%%)*	38% (40%)
	Baseline	21%		27%	28%	10%	10%	26.5%	27%
Functionality: % of working improved water sources	Endline	60%	84%	88%	92%	74% (89%)*	74% (89%)*	70% (92%)*	65% (83%)*
	Baseline	58%		82%	85%	46%	46%	55%	46%
Gender: % of Water User committees/Water Boards with women holding key positions	Endline			84%	67%	(93%)*	(90 %)*	(95%)*	(82%)*
	Baseline			82%	45%				

()* GOAL Uganda MEL data in brackets ()*: Only covers GOAL operational Sub-counties while GoU and JMP data covers the whole district and the whole country.

The Government considers that WPs which are out of order for 5 years or longer are considered abandoned and removed from the functionality lists. This leads to the strange situation that when there is a long backlog of major maintenance, the coverage decreases, but the functionality increases. Comparing national data with international data: Uganda coverage of access to improved water sources (65%) is slightly above the Sub-Sahara Africa average (56%).

Concerning sanitation, Uganda's 35% improved rural sanitation is also above the Sub-Saharan Africa average of 23%. However, Uganda falls short on achieving the MDG target. There is also a difference of definition on functionality between Government and GOAL: For Government non-functional WP doesn't produce any water, while according GOAL definition a hand pump which takes more than 10 strokes to produce water or 50 strokes to fill a 20 litre jerry can is not functional.

2.3.2 Emerging issues: Needs and priorities for GOAL Uganda's attention

Overall, Uganda's WASH sector is performing moderately well, but it still faces numerous practical challenges. Those highlighted here are not exhaustive, but they relate most closely to opportunities where GOAL Uganda could contribute.

Sanitation and hygiene promotion:

Sanitation in the country has been sub divided into three (3) sectors[8] under a memorandum of understanding between (Ministry of health, Education and Water and Environment) with the Ministry of Health as lead agency for household sanitation and hygiene[9]. Some progress has been

[8] Sanitation under the memorandum of understanding is sub divided into Health for household sanitation and hygiene; Water for sanitation in urban areas and rural growth centres, and Education for sanitation in schools.
[9] Uganda Sanitation Fund, Country Programme Proposal, Ministry of Health, February 2014

made in defining roles and responsibilities of the numerous actors in the sanitation sub-sector, and a dedicated budget line for sanitation now exists in all three ministries. There is a long way to go before sanitation is addressed by the Uganda Government as systematically as drinking water supply.

Activities are very fragmented still, and the budget line has no mother ministry as is scattered in all three line ministries with limited funds allocated. For example, during FY 2014/15, UGX 2.0 billion (Approx. 4.5 Million EUR) was released under the District Sanitation Conditional Grant (DSCG), with 89 districts receiving an average of UGX 23 million (approx. 6,000 EUR) under the sanitation grant. This level of funding is not only meagre but also doesn't cover all districts. Activities are implemented in only two sub-counties covering a total of 4 parishes and about forty villages out of the many sub-counties in the district.

Further, the sector still grapples with issues of capacity; the majority of the district staff is not trained in new sanitation promotion approaches like CLTS, and secondly the district offices are heavily understaffed and unequipped (lack transport and facilitation capacities) to promote sanitation in the districts. The sector is also challenged with finding an effective approach to create and sustain demand and positive behavioural change. Most household latrines constructed by communities through CLTS, use local materials which are prone to collapse potentially causing Open Defecation Free (ODF) communities to lapse to Open Defecation (OD).

If sanitation is the poor relation to water supply, then hygiene promotion has tended to be the orphan in the sector. Few systematic attempts exist in which sufficient time is taken, and a structured process followed, to ensure that hygiene 'messages' are heard, internalized, practiced and sustained i.e. behavioural change. Current hygiene promotion approaches focus on household hygiene [hand washing, dish racks, bath shelters and a safe water chain], with little attention to other aspects of personal hygiene including menstrual hygiene management for school girls and women in the community. Although GOAL Uganda has some minimal good examples and experience in this area [construction of segregated sanitation facilities with wash rooms], much could be done in terms of research and sharing good experiences and practices with other sector players for adoption and learning in the next country WASH strategy.

Financing:

The sector receives funds from the Government of Uganda (GoU) composed of treasury releases known as on budget support including government's own resources and development partners' contributions, whereas off budget support is composed mainly of donor funds independently accessed by organisations [3]. The Government of Uganda's commitment to finance core WASH programmes has decreased in real terms with the percentage of the national budget spent on WASH currently at 2.82% from 4% in the recent past (2012/2013).

It is estimated that the majority (94%) or more, of all financial resources are allocated to water, water production, water resource management, environment and climate sub-sectors, leaving sanitation with 6% or less. The story is also not very different at community level, with less prioritization given to sanitation financing in terms of improving household sanitation facilities from traditional to improved pit latrines (VIP) through acquisition of sanitation products. Although there is some enthusiasm to improve on the sanitation facilities, lack of access to sanitation products like

slabs, vent pipes and skilled labour in rural communities or the low levels of income in the country side are limiting factors.

GOAL Uganda WASH country programme investment in sanitation, and early work on menstrual hygiene, sanitation marketing and plans for faecal sludge management (in 2017), is well placed to close some gap in financing sanitation at district and community levels.

Operation and maintenance:

Last but by no mean least, numerous aspects of sustainability need further work. Software activities which are supposedly carried out by Districts prior to, during and after water supply construction are often weak or neglected. It is clear that in many cases), revenues raised by communities for rural water supplies are insufficient to cover Operation and Maintenance (O&M) and replacement costs. Undertaking major repairs (any repair above approx. $100), is the responsibility of Local Government through the District Water and Sanitation Conditional Grant (DWSCG) which allocates about 13% to O&M.

The district based Hand Pump Mechanic Associations (HPMA) and the newly created Sub-county Water Boards, where staff is often un-coordinated and not motivated has the responsibility to undertake O&M works in the districts. Evidence shows that Sub-country Water Boards are ineffective in increasing functionality (IRC/MWE 2014). The HPMA lack access to spare parts and there is low business sense. The majority of the WUCs don't want to pay for services due to perceived link to government services which are "free". As is the case with sanitation, O&M is poorly funded. The result is reduced access to water as water points in need of major repairs remain broken for extended time periods.

With limited funding to meet the Sustainable Development Goals (SDG) for water and sanitation, the role of self-supply, focus on high quality research on approaches that can create and sustain demand for household sanitation improvement, private sector engagement in operation and maintenance for water supply and faecal sludge management, especially for rural growth centres, is being supported by the MWE and in which GOAL Uganda has had limited involvement in the past, offers useful ways in which GOAL Uganda can make positive contribution to the sector in the next country strategy.

2.3.3 WASH Sector institutional framework [3]

Uganda can rightly be proud of what is one of the most advanced Sector Wide Approaches (SWAPs) in the WASH sector in Africa. Major progress has been made in terms of harmonization and coordination of donor and GoU approaches and systems, decentralization, and contracting-out of construction.

Sector processes include the annual Joint Sector Review, the Joint Technical Review, DP Coordination, Sector Performance reporting, and the activity of national thematic working groups. At District level the District Water Supply and Sanitation Coordination Committees offer the main opportunity for WASH sector coordination. Eight regionally based Technical Support Units (TSUs) provide support to the District Water Offices.

The Water and Environment sector consists of two sub-sectors: The Water and Sanitation (WSS) sub-sector and the Environment and Natural Resources (ENR) sub-sector. The WSS sub-sector comprises water resources management, rural water supply and sanitation, urban water supply and sanitation, and water for production. The ENR sub-sector comprises environmental management; management of forests and trees; management of wetlands and aquatic resources; and weather and climate. The institutional sector framework consists of:

- The Ministry of Water and Environment with the Directorates for Water Development (DWD), Water Resources Management (DWRM) and Environmental Affairs (DEA);
- Local Governments (Districts and Town Councils), which are legally in charge of service delivery under the Decentralization Act;
- A number of de-concentrated support structures related to MWE, at different stages of institutional establishment, including Technical Support Units (TSUs), Water Supply Development Facilities (WSDFs), and Water Management Zones (WMZs);
- Four semi-autonomous agencies: (i) National Water & Sewerage Corporation (NWSC) for urban water supply and sewerage; (ii) National Environment Management Authority (NEMA) for environment management; (iii) National Forestry Authority (NFA) for forestry management in Government's Central Forest Reserves; and (iv) the Uganda National Meteorological Authority (UNMA) for weather and climate services;
- NGOs/CBOs (coordinated through UWASNET and ENR CSO Network) and Water User Committees/Associations;
- The private sector (water and sanitation infrastructure operators, contractors, consultants and goods suppliers) currently under UWASNET but plans are underway to create a separate and independent department for private sector at the Ministry of Water and Environment.

Activities undertaken in Sanitation and Water for Production (mainly focusing on agricultural and animal production) require close coordination with other line ministries including the Ministry of Health, Ministry of Education and Sports and the Ministry of Agriculture. The Water and Environment Sector Working Group (WESWG) provides policy and technical guidance and includes representatives from key sector institutions (GoU), Development Partners and NGOs).

The policies, legislation, structures and guidance documents are in place to allow effective functioning of the sector (with the exception of sanitation). The greatest challenges consist of the translation of policy to practice at the District level and below where GOAL Uganda could be of great contribution.

3 EVALUATION APPROACH AND METHODOLOGY

3.1 Approach

The approach used in this evaluation has been one which looks back and forward to examine the past, recent and future activities of GOAL Uganda WASH programme as highlighted in the evaluation terms of reference (ToRs). Overall, the approach has been one of trying to find the best fit/match between GOAL Uganda Country WASH programme and performance against Global WASH aims and priorities. The image used in this evaluation is one of trying to arrange a marriage between the two entities.

On one side of the marriage is GOAL Uganda Country WASH programme performance against the OECD DAC evaluation criteria (relevance, efficiency, effectiveness, impact and sustainability) of the activities performed over the last WASH country strategy (2012-2015). We have also painted a picture of the opportunities which exist for consolidation, further strengthening and more effective contributions to the WASH sector in Uganda while identifying GOAL Uganda's comparative advantage. On the other side of the marriage is the country programme's performance against Global WASH aims and priorities [here we assess the performance of the WASH country programme against the 10 global aims and priorities[10]].

The approach has been participatory in nature, carried out as a joint activity with both internal and external stakeholders represented. For example, GOAL staff has added to the team the organizational perspective/approach, the independent consultants have brought in their expertise to guide the process, the Ministry of Water and Environment (MWE) and Partner CSOs have added to the mix the sector priorities and opportunities available for exploring in the next country strategy, and the target communities (District and community participants/beneficiaries) have shared their priorities, concerns and experiences of GOAL WASH Country programme.

3.2 Methodology

a) The evaluation relied on the OECD/DAC evaluation criteria[11], based on a series of key questions, set out in an evaluation framework, of relevance, efficiency, effectiveness, impact and sustainability as well as the evaluation matrix for water, sanitation and hygiene programme.. Data was collected on the evaluation questions using primary and secondary methods: Data extraction from GOAL Uganda M&E data system
b) An extensive review of GOAL Uganda's internal documentation and sector external documents (see annex 7.4)
c) One-on-one interviews with GOAL Uganda WASH staff and senior management,
d) Consultations with sector professionals,
e) Discussions with partner organizations during field visits, and
f) Discussions with districts and community beneficiaries (WUCs and CLTS teams).

[10] 1 - Three prongs' of WASH (Water, Sanitation, and Hygiene), 2 - Community involvement and engagement, 3 - Gender mainstreaming, 4 - Demand creation, 5 - Sustainability, 6 - Appropriateness of interventions, 7 - Behavioural change, 8 - Partnership and capacity building, 9 - Integration and 10 - Reduction of vulnerability of communities to future hazards.

[11] The DAC Principles for the Evaluation of Development Assistance, OECD (1991), Glossary of Terms Used in Evaluation, in 'Methods and Procedures in Aid Evaluation', OECD (1986), and the Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000)

In addition to the interviews with key stakeholders, water points (WP) were inspected on functionality[12], construction quality, hygiene, water quality and fencing (see table 7 for the sites visited and households interviewed). The itinerary for the entire evaluation including names and contacts for the persons consulted for this evaluation is included in Annex 7.3 and 7.6 respectively.

Data analysis was conducted concurrently with fieldwork in a reflexive and a projective manner. A content-driven and thematic approach was used to make meaning and describe relationships between variables as they emerged from the respondents. A copy of all field interviews written in a similar format is included in Annex 7.7. The interviews were carried out by the WASH expert (WUC's interviews and physical inspections of the WP) and a Social Scientist (CLTS interviews). The field checks/visits were triangulated with the internal database of GOAL.

In addition to the data collected in the field, the team made use of the GOAL MEL databases on water points, CLTS, CHAST and water user committees (WUC) as well as of data from the WASH follow up surveys implemented between 2012 and 2015.

Table 7: Number of site visits and interviews conducted

District	# of WUC interviewed	% of the WUCs interviewed	# of CLTS teams interviewed	# CLTS people interviewed (*)	# of HH latrines inspected	# of Interviews with HPM
Bugiri	4	18%	2	36	10	2
Namayingo	6	9%	2	45	10	2
Agago	12	12%	6	46	20	2
Abim	7	5%	2	50	10	2
Total	**29**	**9%**	**12**	**117**	**50**	**8**

3.3 Evaluation Constraints

a) Attribution
   - The evaluation design was non-experimental, one-shot. This design is insufficient to demonstrate that the intervention (programme) alone caused the change (causality), but is the only option available in the absence of a reference group randomly identified before the intervention.
   - GOAL Uganda did not work alone in the target communities, other CSOs, Government and interventions are also taking place which make sole attribution of the results to GOAL Uganda WASH programme difficult.
   - The evaluators used the assumed attribution, self-reporting from respondents and the follow–up survey data to draw conclusions about impacts.

b) Representativeness
   - The surveyed villages have been preselected by GOAL on basis of categories such as (non) functional, triggered and ODF. This does not allow drawing conclusions for the whole population.
   - The evaluation team went with guides from GOAL and its partners to the target

[12] The DWO on definition on functionality was applied: Non functional WP means no water at all

communities. Also the local languages translators were staff member from GOAL's partners. This could have led to "politically correct" answers to please the interviewers.

- Fortunately, most of the information collected in the field could be crosschecked with the extensive WASH databases of GOAL MEL. As far as this could be crosschecked, the field information matched the info of the databases.

4 EVALUATION FINDINGS

4.1 Relevance

The WASH promotion of the GOAL country programme was very relevant due to low water, sanitation and hygiene coverage figures especially for latrine coverage, access to safe drinking water and hand washing (see table 6, selected WASH indicators at baseline/endline). Across all districts, baseline figures show low performance against the national average in relation to access to improved access to safe water, sanitation and hygiene services.

4.1.1 How was community participation ensured and how did selection criteria reflect the most vulnerable populations?

Participation was ensured at three levels (a) planning; b) Implementation and c) monitoring of water, sanitation and hygiene (WASH) promotion activities. At planning level, the community and the district local authorities were involved in a baseline survey to determine the state of affairs including neediest areas and least served areas (WASH baseline survey 2011/2012). The baseline survey provided the rationale for the selected sub-counties and communities to work with. Through coordination and start-up meetings with the district officials, some sub-counties which were having low coverage for WASH and being served by another development partner (CSO) were excluded from those where GOAL intervened to avoid duplication of resources and efforts.

What is clear from the baseline survey findings and information from the District water/health office across all the selected districts, Agago and Abim stood out. WASH coverage in some sub-counties both at community and schools as low as 30%. For example, sub-counties like Wol had sanitation coverage close to 28%, Lukole 36% and Alum was about 45% according to data from Agago District health office. This could also be explained by the fact that majority of the population were starting to re-settle in their original places and communities from a 20 year civil war which had forced them into IDP camps.

Districts and sub-county engagements also provided key contact persons to work with, including the District Health inspectors (DHI), Health Assistants (HA) and the Water Officers. The planning meetings also were vital in mobilizing both political and technical support towards the programme implementation. The community further participated in making action work plans for hygiene and sanitation promotion after the CLTS trigger meetings, writing applications for water sources at the sub-county level, collection of community capital contribution (approximately $ 100) for new water points for both school and community water points and site selection.

At implementation, community participation was very evident in the CLTS activities [including CLTS pre-triggering activities, triggering, post triggering and scaling up], Community Conversations (CC) and Demand Responsive Approaches (DRA). Under CLTS activities the community was involved selection of natural leaders, CLTS triggering, mapping of open defecation (OD) areas, community action planning, construction of sanitation and hygiene facilities (latrine and hand washing, bath shelters and drying racks), monitoring of ODF status and open defecation free (ODF) declaration.

In both Namayingo and Bugiri Districts, DRA was used to drive the community to construct household sanitation facilities to access water points for example one of the conditions for the

community to receive a borehole was 100% sanitation and hygiene coverage, therefore, the process was used as a catalyst for household hygiene and sanitation improvement. CC on the other hand, though in its early stages, was meant to help the community through community selected facilitators to identify their own problems and action plans to solve them. A limited number of meetings have so far been undertaken and one action plan has been developed in Abim in relation to whistle blowing in case somebody was found open defecating in the community.

Community participation in water services was rather unique, with majority of the beneficiary communities during implementation taking part in site selection, formation and selection of the WUC members, development of an O&M plan and appointment of the caretaker for the water sources. Other implementation participation activities included, construction of the fence around the water source, drafting of bylaws for the water point including collection of water user fees across all the target districts. The contractors undertook the rest of the activities until the water point was completed and handed over.

Participation during monitoring was ensured through the CLTS teams and health inspectors at Local Government (LG) levels. The CLTS team members are community volunteers who periodically undertake household visits to ensure sustainability of ODF status. Some of the key activities are to encourage households to undertake repair and maintenance of their sanitation facilities and also feedback to the GOAL partner project staff on progress. The district and sub-county Health Assistants and Inspectors undertook joint monitoring visits to encourage and enforce sanitation in the target communities.

However, participation of school authorities save for the training of the children, formation of health clubs and a committed construction committee (as per the selection criteria for the beneficiary schools), participation in the construction of sanitation facilities was low and deemed passive. Interaction with the school authorities indicate that they were not informed on their roles in supervision, simple operation and maintenance and they only received completed facilities during handover ceremony. This could probably explain the lack of adherence to approved physical plans for the school latrines. For example on all school approved designs, the stance for the disabled was to also double as the washrooms for girls but in all most all the facilities in Namayingo and Bugiri district the finishing (roughcast not watertight) of these facilities could not support this purpose yet they had been handed over as completed.

4.1.2 What specific needs of children and women were considered in designing school latrines and water facilities?

Across all the targeted schools, three children's needs were put into consideration in the design of latrines, for example all school latrines were designed with drop holes which were small in size not to scare away young users and the design of the urinals were gender sensitive (for both girls/women and boys/men) and child friendly. First, they were segregated for boys/men and girls/girls to provide appropriate segregation and privacy. Secondly, the boys' urinals were designed with a raised platform to allow the urine flow in the drainage away channel and not to dirty their feet while urinating. Third, the latrine blocks (unlike in the previous approved Ministry of Education and Sports design) where the boys and the girls side were separated by a brick curtain wall, the project constructed standalone blocks located about 100 meters apart for boys and girls to further improve on privacy.

The girls' sanitation facilities were also designed with a washroom to cater for menstrual hygiene needs. However, across all school latrine constructed in Namayingo and Bugiri Districts this aspect though clearly indicated on the physical plans where the stance for the disabled would also double as a washroom for girls, the finishing was roughcast and had not be completed to standard to serve their intended use despite the facilities being handed over as completed.

At community level, some attempts were made to consider the needs of the children in designing household latrines. One key aspect was segregation of the children's latrine from the adult one with special features. One of the rooms (stances) was slightly smaller compared to the adult stance, with a small drop hole and in some cases especially for the very young between 2-3 years, there was a designated place where the children were instructed to defecate and the parents/caretakers drop the faeces in the latrine. This was meant to maintain the cleanliness of the household latrine as the children would make it dirty or the fear that the children may fall into the latrine since they were very young.

This evaluation however found meaningful consideration for children's and women needs in relation to water services design. Children like women were included on the WUC purposely to encourage fellow children on proper use of the water point. The women on the other hand were mandated to occupy at least three key positions (chairperson, treasurer and secretary) of the committees. Interaction with children and women found at the water points during inspection also revealed that the pumps were soft especially those which were well maintained and functioning making it easy for the children and women to pump. The design of the apron of all the water points had a raised platform to support the height of the children to effectively pump water from the source.

4.1.3 What roles did women and children play in WASH intervention?

When water and sanitation services are not functional or far way, the women and children suffer most in terms of lost time to collect water, risk of diseases and sexual violence when they have to use the bush for convenience. The evaluation found that, although household latrine construction is a man's responsibility, both children and women had clearly identified roles in WASH promotion at home. Interaction with CLTS groups and women FGDs across the four districts indicate that the roles of women and children vary between the two regions, as regards support towards construction and maintenance of the household sanitation and hygiene promotion facilities [latrine, hand washing, bath shelter and drying rack].

In both Namayingo and Bugiri Districts, the women and girls were heavily involved in the cleaning and maintenance of the sanitation facilities including sweeping and provision of anal cleansing materials and ensuring that water for hand washing, soap or ash were available at the facility. While men and boys ensured that the latrine, drying racks, bath shelter and hand washing facilities were constructed in the home.

The scenario was however different in the other two districts of Abim and Agago. The roles of the children [both boys and girls] were identical to the women/mothers in the home. The children and their mothers ensured that grass for roofing was collected, fetched water to make bricks/mud for the construction of the super structure, collected logs for the slabs and smeared the walls and the

floor with cow dung for all sanitation facilities. In addition, the women and the children were responsible for the maintenance of the cleanliness of the facilities and provision of water and ash/detergent for hand washing. The men's role on the other hand was to undertake the pit excavation and construction of the facilities.

The evaluation also found significant roles for both children and women in water services promotion, at community level. The women are involved in management of the water sources where they serve as committee members [occupy three key positions] even in some cases chairperson of the WUCs. The evaluation found at least 7 water point committees headed by women across all the districts. The women and the children were also responsible for boiling drinking water at households. In schools using the CHAST approach both girls and boys undertake hygiene and sanitation promotion activities including general cleaning, hygiene and sanitation parades, and maintenance of personal hygiene. Through the CHAST approach, the children also make outreaches to the community to sensitize the community on safe water, sanitation and hygiene.

4.1.4 What are the priorities of the Government, partners and project participants?

In an attempt to provide access to safe water and sanitation services, creating demand for services, contribute to sector learning and addressing the issues of operation and maintenance for water supply facilities, the GOAL Uganda WASH programme is undoubtedly relevant.

At national level, the Government of Uganda through National Development Plan II (2015-2020) and Vision 2040 is committed to improving access to safe water to 80% for rural and 100% for urban and increasing sanitation coverage to 90% for both urban and rural by 2020.

Uganda is also a signatory to the recent Sustainable Development Goals (SDGs) which aim at ensuring water and sanitation for all by 2030 (Goal #6). GOAL Uganda WASH programme intervention in construction of water points, rehabilitation, training of user committees and provision of school sanitation including (hand washing facilities, facilities for the disabled, and a wash room for girls for menstrual hygiene concerns) and promotion of household hygiene and sanitation through CLTS, Demand Responsive Approach and community conversations is direct contribution to Government efforts in meeting their WASH objectives.

At national level (MWE and UWASNET) the message is even more clear, GOAL Uganda through their research work using the business model (making markets work for the poor- M4P approach) to address the issues of accountability, collection and custody of water user fees meant for O&M is already picking momentum. GOAL is recognized as an active and knowledge player on issues related to functionality of water points especially hand pumps. GOAL is currently leading an informal learning platform of WASH sector NGOs on O&M of water facilities. GOAL should therefore continue to engage in cutting edge research and share learning for the wider sector adoption to further exploit this niche.

At district level there is overwhelming evidence of relevancy of GOAL's WASH interventions. All districts baseline figures show low performance against the nation average in relation to access to safe water, functionality and access to improved sanitation and hygiene services (see table 4 on selected WASH golden indicators). All district level human and financial capacity was worryingly low

[for example each district is able to drill only 20 boreholes in two sub-counties and on average have UGX 25 million for sanitation promotion in only 40 villages] each financial year.

The water and sanitation offices at the districts also operate on close to 50% staffing level (District Staffing Survey of 2014) with limited capacity in sanitation promotion approaches like CLTS. GOAL's WASH programme intervention to improve access to WASH services to the target communities through water point construction, rehabilitation of water sources, training and formation of water user committees, hygiene and sanitation promotion through CLTS and improvement of school sanitation and hygiene (Bugiri and Namayingo district) as well also facilitating district sector coordination meetings (Agago district) is highly appreciated and relevant to the target districts.

GOAL's rationale for working in all of its selected districts, with all of its selected partners, and in the particular ways of working which prevails in each project is even more relevant. While all of GOAL's selected districts are especially poor, underserved or otherwise challenged compared to national average statistics for WASH services at baseline, Agago and Abim stand out here more than the others.

Three main reasons compound Agago and Abim vulnerability: a) both districts are recently recovering from a 20+ year civil war which made all systems collapse, b) the two districts are challenged with very low water table and issues that relate underground water (hard water) including limited water resources (like Namayingo and Bugiri) and c) the population settlement patterns and low levels of income. The investment over the last Country WASH programme (2012-2015), shows improvement regarding access to WASH services since the intervention started (see table 6) for some WASH indicators at baseline and end line across target districts.

4.1.5 Conclusion on relevance

To a large extent, the process of WASH promotion at community level was highly active, interactive and meaningful save for the limited school sanitation and hygiene promotion (in terms of coverage compared to the community water supply).. This level of participation is a precursor for sustainability of latrine use, hand washing behaviour and functionality of the facilities.

Although all WASH interventions by GOAL Uganda are undoubtedly important, some aspects need more attention than others in the next country strategy. Issues related to sustainability of water points (O&M), menstrual hygiene management such as making of reusable pads at both school and community level/ linking schools to private service providers, sanitation marketing to sustain the gains created by Open defecation free (ODF) villages, responding sanitation challenges created by rapid urbanization through faecal sludge management and exploring new and appropriate and alternative technologies to water supply such as solar powered schemes, , piped schemes and self supply.

Criterion score: 5 – High (the objectives are met and there is an overall satisfaction with the intervention)

4.2 Effectiveness of interventions

This section looks at the extent to which the programme objectives have been achieved taking into account their relative importance. The effectiveness of the GOAL WASH programme was assessed by looking at the extent the programme, and its respective annual plans were executed in a timely manner and according to accepted standards and whether they achieved the intended objectives.

4.2.1 Achievement of results and theory of change

GOAL Uganda WASH programme through an agreed theory of change committed to achieving a goal of improving the target population's health with a particular focus on maternal child health outcomes (MDG 4 and 5) using a public health approach. The achievement of the above goal was dependant on five key outcome indicators:

a) Adoption and maintenance of appropriate hygiene behaviour by men, women and children in the target districts;
b) Access to sufficient quantities of safe water for men, women and children within operational areas;
c) Access to and use of sanitation facilities by men, women and children within operational areas;
d) Access to and use of hygiene facilities/products by men, women and children within operational areas;
e) Communities actively manage their own WASH facilities within operational areas.

This evaluation has found GOAL Uganda's WASH programme to have achieved this goal and objectives. Data from the MEL database and report indicate that over 263 new boreholes and 70 shallow wells were constructed over the programme period and 83 boreholes were rehabilitated across the target district to increase access to safe water. Data further reveal that over 15,820 latrines were constructed, 321 villages were triggered and 183 villages were declared ODF during the last four years of the programme excluding Kaabong district. In addition, 414 water point user committees had been formed and trained to monitor and undertake O&M of their water points constituting about 87% functionality of all GOAL monitored water sources across the four districts.

Table 8: Programme output achievement

District	# of Bore Holes constructed	# of Shallow Wells constructed	# of rehabilitated WP	# WP monitored	#Villages triggered*	# Villages declared ODF*	# of latrines constructed*	# of hand washing facilities constructed*
Bugiri	34	17	0	56	59	36	3,559	2,902
Namayingo	33	31	3	91	100	45	7,147	6,605
Agago	83	15	8	141	85	52	2,844	3,334
Abim	113	7	72	122	77	50	2,270	2,263
Total	**263**	**70**	**83**	**410**	**321**	**183**	**15,820**	**15,104**

*Excludes Kaabong district which was not part of this evaluation

4.2.2 What is the most significant behaviour change caused by the programme?

Five levels of behaviour change can be attributed to the programme across the four districts; key among them is the increased latrine use, increased hand washing during critical times, safe water handling, food handling and adoption of semi-permanent and permanent latrine structures.

Data from the GOAL MEL system further indicate substantial achievement of the goals and objectives of the country programme. For example, the WASH follow up surveys (2012-2015) clearly indicate that the number of households washing hands with soap during the five critical times [before eating, handling food, after visiting the toilet, after cleaning the baby faeces and before feeding the baby] has increased from below 10% to about 27% across the target districts however the percentage is higher for each isolated critical time.

Access to sanitation has improved to 86% from below 50% at baseline, improved food handling and storage [clean and covered containers] now stands at 79% from 42% at baseline, observance of the safe water chain has also improved to 18% from 4.7% at baseline and the number of households accessing safe water within 30 minutes has improved to 84% from 62% at baseline (see annex 7.1 for individual district statistics on performance of key golden indicators by the programme).

Interaction with CLTS groups, women FGDs and selected household visits among the ODF declared villages show that communities have adopted latrine use (see box 1 for an example of the village initiative for latrine construction and use), in almost all households sampled (although the sample is not representative to make scientific conclusion), all households had at least some form of faecal matter containment.

The majority of latrines were traditional in nature (made of mud/wattle, roofed with grass and logs as floor and the door made of a sack or some old piece of cloth). There was overwhelming evidence of use including a well cut-out path to the latrine; absence of the faeces around the toilet and a look inside was a clear indication of recent use. Further still interaction with the household heads indicated that almost all household members used the latrines more regularly than before and all children's faeces were dropped in the latrines as opposed to burying it. This was further evidenced by the number of ODF declared villages and latrines built by communities in the last four years of the programme (see table 8).

Through Household visits, the evaluation team also found a hand washing facility either a tippy tap made of a jerrycan or a used recycled mineral water bottle with majority of households having ash instead of soap for hand washing. Some of the critical evidence of hand washing found was dampness of the ground of the hand washing facility, half empty water in the hand washing jerry cans/bottles and presence of an interrupted heap of ash which indicate that the facility was being used.

Most eye catching of all behavioural change practices has been the adoption of semi-permanent to permanent latrine structures compared to temporary sleeping houses. Travelling through the two districts of Agago and Abim, one is treated to this iconic behavioural change characteristic. One will see many households with baked/unbaked bricks, sand/mud and roofed with iron sheets / grass latrine structures (with some having plastic san plats/slabs) compared to family houses made of mud and wattle which equally need repair and replacement from time and again.

Box 1: A Shitty Start:

Community Led Total Sanitation (CLTS) is a well-tested community empowerment methodology for eliminating open defecation. CLTS focuses on the behavioural changes needed to ensure real and sustainable improvements. The process starts with triggering emotions of disgust and shame in order to trigger the desire for collective change. This does not always go as planned…

Agwee, is a small village in Kotomor Sub-county in Agago District in Northern Uganda. As planned the community undertook their analysis and as expected felt shame and embarrassment. However, instead of deciding on collective action, they decided to stop the process.

The powerful influence of early adopters

Meantime four neighbouring villages were successfully triggered and became Open Defecation Free (ODF). When they held their ODF celebrations, some community members from Agwee village attended; they were challenged and asked why they too had not become ODF.

After the celebrations, new water points were drilled in the four ODF villages. The people from Agwee village had no safe water source and appealed to their neighbours to allow them to fetch water from the newly constricted water points, their neighbours refused, and made their neighbours feel ashamed of their sanitation situation. As a result, the community from Agwee village decided to construct latrines and hand washing facilities. It did not take long before they too became ODF and received a water point.

Interaction with the CLTS groups, women and the individual household visits revealed that the cost of establishing a latrine is high (approximately $70 to excavate the pit) as opposed to a house which is almost free using local materials and household labour. Without money, the process is tedious and laborious which has made people to adopt a more permanent structure. Others have commented that it is all about the value placed on the household latrine in terms of reducing diarrheal incidences among children and the influence of the shit demonstration during the CLTS trigger meetings.

Important to note however, the process of behavioural change is slowly taking root across all the districts. The majority of the household latrine structures are traditional and temporary with communities mentioning lack of access to affordable sanitation products which may affect the communities' momentum to move higher the sanitation ladder.

4.2.3 To what extent did the intervention contribute to the increased capacity of local stakeholders to maintain WASH services?

GOAL Uganda WASH programme can only be effective as its partners' capacity can provide. To a large extent, GOAL Uganda has built the capacity of local partners to effectively implement the programme activities. Feedback from partners about the GOAL capacity building component is rated satisfactory with the exception of the MEL.

Purposeful capacity building measures were taken on four levels:

a) Community (CLTS team members and natural leaders),
b) School level (health clubs and sanitation teachers),
c) Local implementing partners (CSOs), and
d) Though not targeted like the above three due to lack of specific Organizational Capacity Assessment (OCA) for the district personnel. Equally important was lack of deliberate targeting of some key offices at Local Government level including Health assistants and inspectors vital in sanitation and hygiene promotion including enforcement of the Public Health Act in the district and politicians vital for their influence and development of bylaws regarding water, sanitation and hygiene promotion.

At community level, between five (5) to ten (10) CLTS members, natural leaders and community facilitators were identified during the CLTS trigger meetings to support sanitation and hygiene promotion activities in the village. These were taken through a series of different trainings by the CSO partners on CLTS approaches, Community Conversations and DRA. Key among the roles of these community volunteers (facilitators) was to mobilize communities, monitor sanitation promotion in the village and sensitize fellow community members on sanitation and hygiene behaviour.

Information gathered from a few sampled households visited reveal that these were instrumental in influencing the design of the latrines, (for example communities agreed on the depth of the latrine ranging from 15-25 feet in Agago district) and construction of household sanitation and hygiene facilities. Their value is further underscored by the different names and titles given to them by the communities they serve. For example, in Bugiri and Namayingo Districts due to their vigilance, communities have started referring to them as "***Onyawa***" which is literately translated as "***where do you defecate***" when seen moving around the village.

Their influence further extends beyond their positions on the Goal WASH programme since majority of them are also community leaders (both political and opinion), resource persons and contact persons for other different projects, including Government as Village Health Team (VHT) members. Their position in the community as "gate keepers of information" of the communities they serve is likely to continue the influence of sanitation promotion in the villages.

Another category of people who benefited from the capacity building initiatives were both the water user committee members and Hand pump mechanics (HPMs). The WUCs were taken through a series of different trainings on their roles to manage water points, collection of user fees, accountability and record keeping. Over 410 WUCs on all GOAL Uganda monitored water points were trained on these roles. At least 3 HPMs from each sub-county where GOAL is operating were also trained on operation and maintenance, marketing their business and given entrepreneurial skills. In other instances like in Abim and Agago District, GOAL offered subsidies to spare parts, supported HPMs with an office space (container in Abim) and start-up up capital in form of a revolving loan through their district associations (HPMA) to access spare parts closely and cheaply.

At school level, though with limited intervention (fewer schools were supported compared communities), GOAL through the partner organizations in the respective districts mobilized, formed and trained school health clubs (SHCs), school teachers and some School Management Committee

(SMC) members to promote WASH in the schools where the new sanitation infrastructure has been built, based on Demand Responsive Approach (DRA). Key among the responsibilities of the SHCs was to sensitize fellow pupils on hygiene and sanitation, mobilizing and leading others to ensure cleanliness of the school sanitation and hygiene facilities, ensuring that there was water, soap/ ash and anal cleansing materials at the latrine facilities. The SMC members were to support the school to sustain the facilities in terms of collection of O&M money and support supervision of the construction works of the school facilities including latrines and boreholes.

The intervention also trained the teachers on how to manage the clubs and the different hygiene and sanitation promotion activities. Although GOAL Uganda and partners could not accurately provide information on the number of teachers, schools health clubs and children sensitized on hygiene and sanitation promotion, a few (6) schools visited [at least three SMC members, one clubs of about 30-50 pupils and 3 teachers trained] during this evaluation noted that the training of the sanitation clubs missed an important topic on menstrual hygiene and management including making of re-usable pads. The clubs, the teachers and SMC members are revolving with new members recruited in the club every year as the candidates leave the school which is likely to sustain hygiene and sanitation activities in the schools.

GOAL worked through partners to deliver services to the community. To increase the capacity of partners to implement WASH programming, extend the scale of programming and leverage considerable local knowledge and experience. GU's work on capacity building with local partners was guided by the organizational Partnership Manual (2013), and GU WASH Strategy (2015), both provide details on GU capacity building approach detailed under four key initiatives:

a) ***Organizational Development***: All WASH partners were facilitated to conduct periodic Organizational Capacity Assessments (OCA), make their own plans and GU offered support in strategic planning, fundraising and logistic systems to name a few. For example in 2015, GU linked and paid for all partners to subscribe to a fundraising website, which also provides tutorials on fundraising competencies www.fundsforngos.org.

b) ***Financial strengthening:*** Each partner was assessed regularly and provided with a financial capacity rating. This rating determines the ceiling of funding and the frequency of financial mentoring/monitoring physical support visits. For partners with less developed systems, they were visited more frequently by GU Grant Manager to provide mentoring on financial systems and provide GU with confidence that donor funds are being used transparently. Each year an internal audit was conducted to test the use of the partners systems and funding was provided to each partner to support an external audit, essential for demonstrating partner's financial credibility and fund raising. In 2015, and across four WASH partners, 17 finance visits were made, four internal audits conducted, three financial assessments and one external audit supported.

c) ***Monitoring, evaluation and learning:*** The WASH programme operates and uses a single MEL system and shared tools. GU's role in this regard is to design, training and quality assure. Partners are visited routinely to provide a mixture of monitoring and hands on support on the use of the tools.

d) ***WASH technical backstopping***. In each district of WASH programme operation, GU has a full time WASH Technical Manager. Their role is to provide technical backstopping including training and oversee the quality of partners WASH implementation. They interact with partners on a weekly/daily basis. Each year there are 2-3 WASH review meetings with all partners to review progress, learn and collaborate. For example, in 2014 formal TOT training in the Community Conversation methodology was facilitated for all WASH partners.

Although the OCA has eight thematic areas, implementation capacity was the most important to WASH promotion. For example, all partners were taken through a series of residential trainings on the three approaches of sanitation and hygiene promotion (DRA, CLTS and CC). The purpose of capacity building was to strengthen their skills to effectively deliver the project activities.

This evaluation did not permit detailed partner capacity assessment, the skills mix and experience of some partner staff had some gaps (many were diploma holders, relatively new on the job and this was their first WASH project undertaken). Besides the skill mix, across all the districts the staffing structure included four staff; two project officers [with exception of URMUDA who had eight but operating in two districts], an accountant and the manager covering both water and sanitation activities in the two target sub-counties per district including schools and the whole district for water quality monitoring and software activities where new sources were to be sunk. This evaluation found this staff to be working overly busy which may in the near future affect the quality of services delivered especially monitoring of works and activities

4.2.4 What was the most motivating approach for the changes in sanitation and hygiene behaviour?

Information available from CLTS teams, women FGDs and individual household visits, all overwhelmingly mention CLTS approach and specifically "shit experiment and demonstration with water or food" as the most motivating approach to sanitation and hygiene behaviour change. Communities mention that one of the key reasons they put up the latrine including the hand washing, was that they realized they were eating their own "shit".

Across all the districts, CLTS and Women group members mention with disgust on their faces while explaining the sanitation triggering meeting and the shit experiment. One CLTS team member put it rightly by saying that *"that same day I ran home and I could not imagine how I was eating my own shit, the neighbours' and for that old woman in the corner. I had to take responsibility to mobilize people to build latrines".*

4.2.5 Is there any monitoring system in place? Who is using the results? For what kind of decisions are the results used? Are the results easily available?

GOAL Uganda WASH programme operates a monitoring system to collect data for the programme code named Monitoring, Evaluation and Learning (MEL) system. Three databases are reported and verified including, sanitation (CLTS) and water and CHAST for schools.

A set of data collection tools related to CLTS baseline information, verification and follow up were developed and shared with the implementing partners. Data is collected periodically [monthly,

quarterly, bi-annually], entered into an excel database and analysed by the monitoring, evaluation and learning (MEL) team at GOAL Kampala office.

Data is collected on four key indicators that is: number of villages triggered, number of ODF villages verified, latrines built and hand washing facilities built from which cumulative numbers are calculated to guide project implementation and monitoring of results. All partner staff is taken through the data collection tools, data collection techniques, data entry and quality control. Interaction with partner staff revealed that their involvement in making meaning of data (analysis) for their own use is limited and never trained on data analysis, interpretation which sometimes makes use of the data in planning minimal.

4.2.6 Conclusions on effectiveness:

Substantially, GOAL Uganda WASH programme implemented effective measures to ensure delivery of the programme results, improvement on access to WASH services (water and sanitation including functionality), hygiene promotion [hand washing, food storage and safe water chain] as well as reduction in reported diarrhoea incidence among children below five years stood out during this evaluation.

Generally, the MEL system is working well and robust though with some limitations including missing out on some key golden indicators collected by the district and MWE like gender on water user committees (number of water points with women in key positions) and chemical water quality in view of the corrosion problem which shortens the lifespan of the HP.

Further still, sustainability of the MEL system is questionable and how data can be fed into the national data collection and monitoring system.

Criterion score: 4 – Rather high (the intervention brings good results but there are negative external factors)

4.3 Efficiency and value for money

4.3.1 What is the project's operational cost-efficiency?

GOAL Uganda WASH Programme employed cost effective approaches in the delivery of services to the target communities. Five approaches stand out among the many and these relate to: a) the lean and effective organizational structure, b) working through partnerships c) leveraging existing resources [office equipment, human resources, and transport to mentions], d) selection of approaches, and e) working with the private sector and early adopters of WASH promotion activities.

GOAL Uganda WASH team works within a thin and effective structure that relies on support from other departments that makeup GOAL Uganda Country Office. The team is headed by the Country WASH Advisor, below her are four (including Kaabong) WASH Programme Managers in the field offices to support partners with technical backstopping and monitoring quality of works.

Below the managers are partners´ staffs under the direct supervision of the partners [in most cases dependant on the scale of the funded programme and geographical coverage], two field officers for hygiene and sanitation and one for water services. The rest are support staff performing support functions like accounts, logistics, MEL and human resources supported on a partial basis. This structure is cost effective and encourages partners to source other funding to share management and core costs.

The Country programme has gone through a series of strategic shifts over the last 10 years within the districts of operation from emergency, crisis recovery to development and programming through CSO partnership since 2012. This is driven by a search for the best approach to deliver the services to the target population with limited costs while achieving maximum outputs/outcomes and building CSO capacity. Working through partnerships, collaborators and contractors is one of those efficient approaches (See box 2 for what we mean by partnerships, collaborators and contractors).

Working through partners provides GOAL WASH Programme with three distinct opportunities and advantages: a) local sustainability of interventions through capacity building, b) local relevance, and c) leveraging resources (wide coverage with fewer resources). Partner organizations undertake work on behalf of GOAL WASH team within their local context which would otherwise be more costly in terms of human resources, and local context such as the language of the intervention, equipment and overhead operation costs.

The year 2014/2015 has seen another shift from working with local NGO partners to more private and business oriented approach (collaborators and contractors). Take for example, GOAL is working with national sector organisation to lead an informal sector learning group on O&M of water facilities to influence policy and learning in the sector. The question of efficiency here is the pooling of resources, knowledge and numbers for greater voice and influence other than going it alone which would rather create less impact.

Private contractors, except for the traditional roles in drilling and offering direct consultancy services, have of late been added to the pool of approaches to deliver social services which were a preserve for the civil society organization.

Take for example GEMA and Expert Concrete (Bugiri and Namayingo Districts), Airtel wallet Wesa (mobile money) and HPMAs across all target districts have been brought on board for their quick results turnaround and increased opportunities for sustainable services, limited costs (since no overhead in terms of office and availably of a wide range of technical expertise in the areas of interest).

GOAL also during implementation of CLTS activities chose to work with early adopter communities for the WASH promotion behaviour rather than waiting for all communities to move at the same pace. For example, communities which achieved 100% sanitation coverage were rewarded with water points. This approach incentivised early adopters and catalysed them to uptake sanitation behaviour change in a short time. Early adopters also influenced other communities to speed up their behavioural change (see Box 1), hence demonstrating the power of early adopters and contributing to cost effectiveness.

Box 2: Brief about partners, contractors and collaborators

In this report we distinguish between partners, collaborators and contractors.

Partners are organizations with which GOAL joins hands to undertake agreed programmes of work. A partnership agreement is established, setting out a clear understanding of mutual roles, responsibilities and deliverables. It is expected that the relationship will be two-way, contributing to mutual learning and the achievement of common goals. Transfers of funds take place to the partner for specific agreed activities. Partners may benefit from GOAL's international knowledge and experience, but they should be professionally competent to undertake the agreed work.

Collaborators are rather more distant from GOAL. They are organizations which share some common goals with GOAL, and which GOAL works with, but there would normally not be a formal partnership agreement or transfers of funds. In appropriate cases a Memorandum of Understanding may be established which expresses the shared intent of the collaboration.

Contractors are private sector suppliers of goods or services. The relationship with GOAL is defined by a contract setting out the goods or services to be provided, the contract terms and conditions, and the payment to be made. The relationship with a contractor is essentially about a transaction, and any closer mutuality of goals is a bonus.

GOAL works through structures grounded in the community and provides capacity building to support them to learn and grow experience, and leverages available resources. Overall, GOAL Uganda country office structure and resources helps the WASH programme not to work in isolation but in a synchronized manner. GOAL Uganda works in five districts (Abim, Namayingo, Bugiri, Kaabong and Agago) with four field offices. The presence of the field offices and all related equipment improves the efficiency of the WASH programme in reducing operational costs and overheads. For example, all the WASH programme managers/technical officers are stationed at the field offices utilizing the same resources as the other country programmes including transport, office space, human resources and logistics. Two out of five GOAL field offices are located within partner offices which also significantly reduce GOAL's costs and provides with timely technical support significantly more preferable to remote technical support models.

Selection of approaches which are cost effective and efficient in delivering the services to the target community is worth mentioning. Sanitation and hygiene services are delivered through CLTS, DRA and CC. Two common characteristics cut across all these approaches, these are: no subsides and use of community volunteers. GOAL works with natural leaders, CLTS teams, community facilitators, VHTs and SHCs to deliver the service on a voluntary basis which reduces the cost of operation and builds local capacity. Further still, CLTS implementation doesn't provide subsides and works with the whole village instead of a household unlike other approaches like The Participatory Hygiene and Sanitation Transformation (PHAST) and household hygiene improvement campaigns being used by

other sector players. However, the cost and pomp of the ODF celebration parties are questionable and their budgetary implications need to be assessed further to ascertain value for money.

4.3.2 How effective were the institutional arrangements for the implementation of the Programme with focus on roles and responsibilities of GOAL and partners?

"The GOAL WASH programme can only be successful if the partnership delivering it is effective". One important criterion for such assessment is the extent to which the partners value and support each other. GOAL Uganda WASH programme works with three distinct set of partners: the CSO partners (implementing activities on behalf of GOAL while providing technical assistance, monitoring and learning), the private sector partners (innovations, research and learning) and the Government and other sector players (regulation, coordination and collaboration).

At district and national level, the message and the role of GOAL is highly appreciated, GOAL is being viewed as a strategic and knowledgeable partner especially in the area of CLTS promotion and innovation related to O&M learning for both water and sanitation facilities. The early efforts in sanitation marketing and development of lower cost products such as sanitation slabs, bringing services closer to people at the bottom of the pyramid (e.g. mobile money) and accountability for water points O&M fees are vivid examples of this.

The message is even clearer from the CSO partners that GOAL is a mutual and respectful partner. Out of four GOAL CSO WASH partners, GOAL is the sole funder for the organisation Wagwoke Wuno in Agago District and when the GOAL funds end as planned in December 2016, the organisation may not survive. For UMURDA, 65% of their organisational funding comes from GOAL and they will survive beyond GOAL funding.

GOAL is applauded in building the capacity of the partners to deliver services through the periodic capacity assessment and capacity strengthening. Another area of support which was highly recommended was the support to organizational and systems development, support with equipment (motor bikes, computers, printers and photocopiers to mention) and logistics for the partners to deliver the project benefits to the target community.

Private and business partners though brought on board only recently (2014) show more promising efficiency and sustainability characteristics. GOAL is providing technical support on the development of sanitation products (Expert Concrete and Airtel mobile money banking in Bugiri and Namayingo districts) and technical support on O&M of water points (GEMA Enterprises in Bugiri and HPMA in Agago and Abim districts). The partners offer services to the community on a purely commercial basis. This arrangement, if successful, is likely to be more sustainable as CLTS has created enough demand for sanitation products in ODF communities.

4.3.3 Conclusion on efficiency

If GOAL's efficiency is dependent on the performance of its partners, collaborators, contractors and selected approaches then the nature of the partnerships, collaborations, contracts and the relationships between GOAL and its partners, collaborators and contracts is equally important.

More support for partners and also more their own initiatives are still needed in areas of fundraising (funding proposal writing) to sustain themselves after GOAL funding comes to an end.

The private sector partners though in their early stages of work show strong attributes for efficiency and sustainability which should be more embraced than the CSO partnerships.

Criterion score: 4 – Rather high (the intervention brings good results but there are negative external factors)

4.4 Impact

This section looks at both positive and negative changes brought about by the programme, directly or indirectly, intended or unintended. It looks at an assessment of social and economic long term benefits of the programme beyond the implementation phase.

4.4.1 What were the main contributions of the programme to changes in sanitation and hygiene practices of the most vulnerable members of communities?

Five levels of sanitation and hygiene practices were observed at both the community and school levels, for example data from the MEL data system (2012-2015 follow up surveys), FGDs with women and the CLTS team and individual household interviews indicate that over 17,155 household latrines (including Kaabong district) have been constructed and 135 villages have been declared ODF. The data also suggest that there have been an overwhelming number of people who have started and continued to wash hands after visiting the latrines and before eating food with over 15,796 hand washing facilities (HWF) built by the community over the last four years.

Data obtained from the individual household visits show that almost all households visited at random had constructed other hygiene facilities like the dish rack, bathing shelter, soak pit and a kitchen which are equally important in promoting the household health. Data from the GOAL MEL system further indicate substantial behaviour change practices across the target districts. For example the WASH follow up surveys (2012 -2015) clearly indicate that the number of households washing hands with soap during the five critical times [before eating, handling food, after visiting the toilet, after cleaning the baby faeces and before feeding the baby] has increased from below 10% to about 27% across the target districts however the percentage is higher for each isolated critical times.

Access to sanitation has improved to 86% from below 50% at baseline, improved food handling and storage [clean and covered containers] now stands at 79% from 42% at baseline, observance of the safe water chain has also improved to 18% from 4.7% at baseline and the number of households accessing safe water within 30 minutes has improved to 84% from 62% at baseline (see annex 7.1 for individual district statistics on performance of key golden indicators by the programme).

There has also been reported reduction in the incidences of diarrhoea among children below five years [% of HH with children suffering from diarrhoea in the past 2 weeks (3+ loose stools in 24 hrs)] from 38.9% to 23%. Important to note however, this improvement is a summary of status in those few sub-counties where GOAL Uganda WASH programme is being implemented and not necessary the picture of the whole district.

At school level, the programme has equally improved sanitation and hygiene practices of the pupils through the reduction of pupils-stance ratio (averaging at 1:49 across all the schools visited),

provision and access to menstrual hygiene services (wash rooms and segregation of latrine facilities) for the girl child and hand washing. However there are still concerns of access to re-usable pads, faecal sludge management.

4.4.2 How has the program impacted on access to drinking water for the most vulnerable members of communities?

The reduction in distance and time to safe water points cannot be under estimated, from 62% to 84% [% of HH within 30 minutes or less walking distance to the nearest improved water point]. This should increase time for women and children to attend to other socio-economic / education activities. Improvement of the water quality benefitted all community members, not just the most vulnerable, but new WPs added extra benefits of proximity to the less healthy and older community members. For example, the poorest of families and the elderly accessed water for free across all districts as reported by the WUC members' interviews.

4.4.3 What extent has demand for improved sanitation increased as a result of the project (Demand Responsive Approach)?

DRA approach was used as a catalyst for communities to establish sanitation facilities as a pre-condition to access a water point especially in the district of Namayingo and Bugiri. It was pre-conditioned that when the village achieves 100% sanitation and hygiene coverage, they would receive a water source.

Data from the monitoring systems indicate that over 36 and 45 villages in both Bugiri and Namayingo were declared ODF out of 59 and 100 triggered villages respectively thanks to DRA. However other factors like CLTS especially the shit demonstration were more important in influencing communities to build latrines.

4.4.4 To what extent has demand for drinking water services increased as a result of the project?

Although there is noticeable improvement in water coverage across the target districts with respect to the implementation sub-counties to about 82% coverage and reduction in time and distance travelled to a safe water source [about 84% of the households access water in less than 30 minutes] due to construction or rehabilitation of the WP, the demand for water is still high in some target sub-counties [17 out of 21 (81%)] especially those where GOAL is not operating. Communities where GOAL has improved sanitation and didn't receive water sources, access to water is mentioned as first priority, far more than other priorities such schools and health centres.

Across those communities that received water supply systems, the explanation for this increased demand can be traced from three stand points, a) In districts like Bugiri and Namayingo the underground water resources is quite aggressive and highly turbid making water salty to an extent that some of the newly constructed water points are being abandoned or used less frequently [Magooli village borehole DWD# 48911 and Bulidha borehole DWD # 45786]. In situations like these the communities call for more safe and reliable water for use or return to unsafe sources.

b) The lack of sufficient underground water resources have also meant that the community selected sites (closer to households) have been abandoned by the contractors to site for water in other places which are further away from the households making the distance longer than expected

especially in Bugiri and Namayingo Districts hence continued demand for safe water near their homes. For example a community borehole in at Nangera A, Banda sub-county, Namayingo district: DWD # 48910 was constructed next to a swamp where water could be sited about 2 kilometres away from the original community site and it is also very salty and almost abandoned.

c) Another key factor increasing demand for water especially in Bugiri and Namayingo were the approach of CLTS where early adopters were awarded boreholes. This has made other communities which were somewhat slow in achieving the 100% sanitation coverage to come up with demand to water.

Unlike in the Bugiri and Namayingo Districts, the call for more water in Abim and Agago is related to both water quality (where it is hard and salty) and communities who returned from camps to their original settlement areas, where demand for water is high and supply inadequate. Years of previous investment in WP in camps are now significantly less relevant.

However increased access to safe water at household level has not resulted into substantial increase in safe water use. Data from GOAL WASH follow-up survey (2015) indicate that average; utilisation of litres per person per day (LPPPD) increased from 7.1 litres in 2012 to 7.2 litres in 2013 to 9.4 litres in 2014 and dropped to 8.4 litres in 2015. Water used per person per day is still less than Government of Uganda standard of 20 LPPD. According to SPHERE standard, the basic need of water ranges from 7.5 – 15 litres per person per day.

4.4.5 As a result of the project, are there demonstrated changes in willingness to pay for improved access to drinking water?

There is certainly low willingness to pay O&M fees and this willingness to pay is hampered by lack of accountability for the O&M fees by WUCs, limited training of the WUCs on their roles and political influence encouraging communities not to pay for water, as it should be provided freely by the government and in some instances politicians voluntarily make contributions towards O&M fees especially during electoral periods. Data from GOAL O&M research (2014) also indicate only about 30% of all WUCs had some user fees collected.

This evaluation from the WP visited, the WUCs mention about 30% households in the villages make contributions at one point in time for O&M especially when the source has broken down while there are not enough contributions for regular maintenance services. Further still, about 30% of all water points visited had some O&M money (ranging from 10,000 to 230,000 shillings) kept by either the treasurer or a SACCO in the village. All communities who had boreholes constructed since 2014 have been required to save 230,000 UGX, as a precondition of being eligible for a new water point.

The evaluation also contends that in Bugiri and Namayingo Districts where the M4P and mobile money approaches are being implemented might slightly increase the willingness to pay for communities where the boreholes are located.

4.4.6 Do the beneficiaries register any positive impact on health status as a result of the intervention?

Meta-analysis of follow up survey data (2012-2015) in the target districts covering only operational sub-counties indicate a self-reported reduction in the number of diarrhoea incidence among children below five years [% of HH with children suffering from diarrhoea in the past 2 weeks (3+ loose stools in 24 hrs)] from 39% in 2012 to 23% in 2015 (see annex 7.1). This reduction can also be triangulated with information from individual household interviews, CLTS teams and women FGDs, all mention reduction in diarrhoea episodes especially in the ODF villages due to increased latrine use and hand washing (with majority using ash) especially after visiting the latrine and before eating food.

Data gathered through household interviews also revealed that there has been an increase in the management of children's faeces at household level. It was revealed that children faeces used to be left out, buried and thrown away unnecessary before the intervention. Information available indicates that almost all children's faeces is now dropped in the latrine and there is an increased latrine use among children between 3 to 5 years and above which further positively impacts on the health of the community.

There was also an observation on the improvement in the general cleanliness of household latrines; most households' latrine facilities were clean, with a drop-hole cover and presence of anal cleansing materials mostly (papers and leaves) which further control the movement of flies hence breaking the faecal oral route.

4.4.7 Conclusions on impact

The GOAL WASH programme was designed to contribute to the Districts and the National Development Plan and achievement of the longer term effects on the target beneficiaries. Since there are a number of players in the district and the national development field all targeting the somewhat the same beneficiaries, the programme can only contribute to those longer term goals.

The programme has made tremendous contribution to water, sanitation and hygiene practices for all community members, the most vulnerable included including reduction in diarrhoea incidences especially among children which can't be underestimated.

Improved hand washing at household level, safe water use per person per day, and management of children feaces at household level are good health promotion behaviours promoted as a result of the programme across the target population. However the programme still scores low on improving the willingness to pay for water related O&M services with some promising initiatives undertaken in Bugiri and Namayingo using mobile money and M4P approaches pilots.

New WPs added extra benefits to the less healthy and older community member because these were allowed to collect water at the new WP at shorter distances for free. The women and children have all had their time to do other social economic activities and attend school increased respectively.

Criteria score: Rather high – 4 [the intervention brings good results but there are negative external (and internal) factors]

4.5 Sustainability

This section looks at the likelihood that GOAL WASH programme actions whether in service delivery [improved access to water, sanitation, hygiene and functionality of water points], capacity building, partnerships, collaborations and learning will have lasting impact and sustains the benefits that were brought about by the programme to the target communities.

4.5.1 To what extent were the risk factors to sustainability included in the monitoring system?

To a large extent, sustainability of the MEL system is plausible but data may cease to be collected and used by partners when the programme funding stops. The sustainability question here is whether the partners' capacity has been built into strong and effective organization to utilize the system and manage it locally.

The answer in regards to the MEL system data is no. GOAL Uganda relies on partners and community volunteers to collect data periodically (monthly, quarterly and annually) and transmits to the GOAL MEL team for analysis and interpretation with limited involvement of the partners in analysis and interpretation. It is very unlikely unless the partners are trained in analysis and interpretation of the data collected for planning and monitoring of their programme activities, that they will continue to collect the information.

Secondly, almost all MEL data is collected by partners with the help of community volunteers [VHTs, community facilitators and CLTS members] through their routine work in the sub-counties of operation with funding from GOAL. The limited involvement of district Health Assistants and Water Officers at sub-county level who equally collect the same data routinely for the national sector performance report further affects the systems data sustainability and continued data collection. Strong collaboration with these Government structures would add value to the sustainability of the MEL system data when GOAL intervention comes to an end, the responsibility for managing and funding the system would be transferred to local actors.

The present MEL is impressive both in its detailed design and frequency of data collection. It includes all risk factors with the exception of the ground water level and gender issues on WUC as detailed in the MWE golden indicators. However interviews with the DWO, it appears that declining groundwater tables is not yet a reality in northern and eastern Uganda, but this could change due to the effects of the climate change.

4.5.2 Has an exit strategy been agreed with partners during formulation?

Although there were no formal exist strategies discussed with the partners, this evaluation found some activities with strong characteristics of exit strategies at both community and partner levels. Key among these was the partnership funding agreement. The nature of work between GOAL Uganda and the partners was directed by the funding agreement clearly specifying the activities, roles and responsibilities, funding, a termination clause and the time frame for the agreement. The evaluation found that during the period under evaluation, no partner agreement had been

terminated but the end of the project implementation period will certainly mark the end of the partnership including routine data collection and monitoring of water points.

Further still, all WASH partners have been prepared for exit through capacity, systems strengthening and linking them to a funding organization websites to sustain themselves after the end of GOAL financial support. Information from GOAL also reveals that all partners have been informed 11 months in advance that funding will end at the end of 2016 and all partners encouraged to gear up their fundraising activities now to access new funding from other sources in 2017.

At community level, the exit was determined by the ODF celebrations and handover of water points to Local Government official and the trained WUCs [with periodic follow up visits (quarterly and bi-annually) across all the ODF villages], this would mark the end of GOAL intervention in the village. The responsibility of monitoring sanitation and WPs was handed over to the CLTS teams, WUCs, natural leaders with an agreed O&M plan for water points and an ODF sustainability plans in presence of the district authorities.

At school level, the handover of sanitation facilities to SMC/PTA, development of an O&M plan, possession of an O&M fund, formation and training of the health clubs, appointment and training of the sanitation focal teacher in the school marks the end of the intervention in the school. These activities are deemed sufficient to maintain the benefits achieved by the programme.

4.5.3 What is the extent of risk that ODF communities will slip back to non-ODF status? And what are the main problems in proper latrine maintenance?

The probability is rather very low that ODF villages will slip back to OD status due to the level of behavioural change that has taken place in the ODF communities. Interaction with the CLTS team, women FGDs and the individual households mentions that the "*shit demonstration experimen*t" is still fresh in their minds and they can't allow "*eating own shit again*".

There are also indicators for further sustainability of the ODF status as evidenced from the role of women and children in operation and maintenance of the household latrines (see section 4.1.4). The availability of free local materials used in the repair and maintenance of the household latrines is another important factor. However there may be a few households in the villages which may temporary slip back to OD during the process of re-constructing their household latrine when they collapse due to heavy rains and termites.

Two challenges were suggested by almost all CLTS, women and individual household interviews as key in maintenance of household latrines. Most important was lack of access to affordable sanitation products like slabs and hand washing jerry cans. CLTS promotes the construction of household latrines with locally available resources which are in most cases comprise of wood, grass and mud which are temporary in nature as they eventually rot or are eaten by termites.

For communities to maintain the ODF status there is a need to advance to more affordable sanitation products which are permanent. However these are rarely available in the community. Sanitation marketing is also slowly taking place only in Bugiri and Namayingo (pilot phase) with

plans to research Agago and Abim in 2016, in order to design appropriate sanitation marketing interventions for implementation in 2017.

The soil texture is also another challenge that was vividly echoed by all districts, the soil texture when soft (clay and sand) affects the depth of the latrine and usually collapse when it rains, while when rocky, it presents an enormous challenge in digging a deep pit. For example, in Bugiri and Namayingo, the target communities are affected by both rocky and collapsing soils while in Agago and Abim the soils are collapsing. These two types of soil texture bring in a recurrent cost of pit excavation to the household which is usually not easy to finance.

4.5.4 Are there any new local (locally owned) initiatives to improve sanitation?

Natural leaders, CLTS teams and community facilitators have come out vividly to mobilize communities and support households to put up household latrines. It has been reported through the household interviews, the FGDs with women and the CLTS teams that these influenced the design of the household latrines and bi-laws have been passed on the type and depth of latrines. For example, in Bugiri, Namayingo and Agago, the CLTS team and the community agreed on the depth of the pit to be not less than 20 feet for the household latrines. In Abim, the CLTS team and the community agreed on a mechanism to use a whistle to scare and shame anybody found open defecating. It is even more encouraging to learn that all these initiatives are voluntary with no financial support. The natural leaders have also continued to monitor sanitation and hygiene (ODF status) in their own villages across all the districts.

The role of the women and the children in O&M of the household latrines cannot go unnoticed. The involvement of the children in both construction and maintenance is a way of transferring the much needed skill that when the children grow up, they will find value in maintaining the ODF status in their own households since they will have grown doing it and having that skill.

Last but by no means least, the involvement of local private business into sanitation and hygiene promotion is another positive initiative. Take for example Expert Concrete in Bugiri who sees the business potential to development, piloting and making of affordable sanitation products like slabs, slab beams and latrine hole covers using a commercial approach.

4.5.5 Sustainability of the Water supply systems

The sustainability of the rural water supply is still a thorny issue in most, if not all, Sub Saharan African countries. The causes are complicated, diverse and no country has managed to find an acceptable solution to date. Some common constraints are the poor long term stability of the WUC, lack of external follow-up support at the end of rural water projects, the lack of preventive maintenance, the non-availability of spare parts or repair capacity, poor community management capacity, lack of accountability for O&M funds and the unwillingness to pay for maintenance (Lockwood et al., 2003).

Both Districts and GOAL constructed/rehabilitated WPs have their specific approaches and constraints on sustainability. The main issue for the sustainability of the WP's constructed by the DWO is the limited budget of the district to maintain these WPs. According to MWE guidelines, the districts are responsible to carry out major maintenance (any repair above approx. $100) and rehabilitation of the WP in the district, while minor repairs (below approx. $100) should be done by

the WUCs. In theory, this creates a perverse situation that lack of maintenance by the community would be rewarded by free major repairs by the DWO. However it also appears that insufficient maintenance is not the only cause for non-functioning HP as boreholes inspection yielded that the main cause of malfunctioning is often the corrosion of rising main pipe due to aggressive water which has nothing to do with a lack of maintenance.

The district based Hand Pump Mechanic Associations (HPMA) where staff are often un-coordinated and not motivated has the responsibility to undertake O&M works in the districts. Evidence to date shows that HPMA lack access to spare parts (with exception of Namayingo and Bugiri) and there is low business sense and majority of the WUCs don't want to pay for services due to perceived link to Government services which are "free". The result is reduced access to water as water points in need of major repairs remain broken for extended time periods (see table 9).

Table 9: Progress of the rehabilitation of WP's by the DWO in 2015

District	# of WP rehabilitated in 2015	# of WP on waiting list	# of years to process the waiting list with current speed
Bugiri	20	100	5
Namayingo	14	45	3.1
Agago	10	20	2
Abim	10	46	4.6

To date, the GOAL constructed or rehabilitated Water Supply Systems (WSS) in the communities run reasonably well. Most WUC are still operating, the WPs are well maintained and the average functionality of the GOAL WP's in the four districts is significant higher than those of the non GOAL WP (see table 10). However, long term functionality is not yet ensured.

Table 10: Comparison of functionality data between GOAL and DLGs

District	Functionality of all WP's (%)[13]	% Functionality of GOAL WP's*	% Functionality of GOAL WUCs*	% of WUC which do monthly O&M fees collection*	Average amount in cash by WUC (UGX / EUR) *
Bugiri	75	89	100	96	191,000 / 49
Namayingo	74	89	62	77	176,000 / 46
Agago	70	92	86	87	70,000 / 18
Abim	65	83	81	69	59,000 / 15

*Data from GOAL MEL system and only indicate GOAL operational areas.

Some important factors which could influence the functionality of the GOAL installed WP include ability of the WUC to collect sufficient funds for the maintenance and repairs of the HP. Data from the borehole visited during this evaluation indicates that about 30% of the WUCs mention that they

[13] GOAL and the MWE have different definitions on functionality: For Government non functional WP don't produce any water, while according GOAL definition a hand pump which takes more than 10 strokes to produce water, or 50 strokes to fill a 20 l jerry can is not functional.

collected some O&M ranging between 20,000 and 230,000 UGX kept with either the treasurer or saved in a village saving and lending association (VSLA).

However, these collected funds were lower than the average costs of the last repairs. In addition, the willingness to pay is poor as nearly 70% of the WP suffered from non paying water users due to lack of accountability and political influence [GOAL O&M research 2014].

WUC during water point visits and interviews frequently complained about leakage of the rising main pipe and the turbidity of water. 10 out of the 29 interviewed WUC mentioned that leakage was the main technical constraint they faced. Leakage is caused by corrosion of the commonly used Galvanized Pipes (GI) due to the aggressiveness (low pH and/or high salt content) of the water.

Next to leakage, corroding pipes could lead to poor taste of the water and staining on laundry. The constant leakage often frustrates the efforts of the communities on paying O&M fees in addition to issues of accountability of the O&M fees. However the corrosion problem could technically be solved by replacing the GI pipes with stainless steel (though expensive) or PVC (vulnerable to proper handling) and there is currently no government policy on this issue.

Overuse could also become a serious constraint to the sustainability of the WPs because several WPs serve between 300 and 500 households, much more than the recommended number (between 250-300 households) for the handpump. These water points will obviously breakdown more quickly and may lead to a decrease in community water user fee contributions.

The networks of HPM through their district based associations are still functioning but are not sustainable in the long term due to non-payment by the community of repair fees. The water point visits revealed that WUCs are in general happy with their HPM, their technical competence is good and not expensive and communities consider HPM to be community volunteers. Only 2 out of 19 interviewed WUCs complained about the HPM being too expensive. However, the HPM are infrequently paid by communities and essentially work on a semi voluntary basis. Payment is still a serious constraint for HPM business because repairing HP's is still seen by many as a volunteer task, rather than a commercial job. Even if the HPM is paid, delays in payment often occurred. All 8 interviewed HPM complained about little or no payments from the WUCs.

In addition, spare parts are often difficult to get and HPMs have to travel long distances although this is not the case in Abim, Namyingo and Bugiri. HPMs are confident that they can do the job, but most cannot handle plastic or stainless steel pipes. In Bugiri / Namayingo, GOAL is piloting an O&M service contract with an existing business enterprise (GEMA) who will outsource O&M jobs to HPM and be responsible for the quality of their work.

4.5.6 New approaches for sustainability of the water points

GOAL is developing several promising approaches to improve the sustainability of the HP. Interventions focus on three interrelated behaviour changes that are crucial to the success of an alternative O&M model[14], namely:

a) O&M service provider(s) adopt and markets a new O&M service contract with WUCs.

[14] GU Training Water User Committee's A Training Guideline and Report 2016

b) WUCs adopt a new mobile payment system and collect regular water fees.
c) (Local) government increases its influence in regulation and enforcement.

In the framework of these changes GU developed the following activities:

a) **Contracts with commercial enterprises:** In Bugiri, a commercial construction firm (GEMA) who installs HPs in rural communities will offer the WUC's contracts for the maintenance and repair of the HPs. For a quarterly fee of 230,000 UGX (59 EUR), GEMA carries out 3 minor services and if necessary one major service/year and all repairs in between. The idea looks promising, but GEMA has just 2 contracts to date and hence the viability of these arrangements still has to be proven.

b) **Mobile money wallet:** One of the main problems of WUCs is the storage and accountability of O&M funds. Normally, these funds are stored in the house of the treasure or VSLA group account due to the lack of access to financial services. This system is quite vulnerable as it can be stolen out of the house or just "borrowed" for other purposes while at VSLA though the money would be safe, but may not be available at the time when needed especially when lent out to members who have pa back. In addition, GOAL found in Bugiri and Namayingo that the lack of trust that maintenance funds are being kept safely was found to be the most important reason for the communities unwillingness to pay for water user fees. In this system, the WUC´s maintenance funds are kept in an electronic wallet. Authorized persons (needs to be 3 WUC members together) can transfer funds by mobile money.

c) **Commercialization of Hand pump mechanics:** As mentioned above, the standard HP of Uganda, the Indian Mark II/III HP cannot be repaired at village level but need a trained mechanic. The low income of these mechanics rather than lack of technical skills appear to be the bottleneck in the system. Input (spare parts and a container for office and storage), was provided by GOAL in the past. However, this HPMA is not generating income as clearly these are not the constraints to providing reliable O&M services. GOAL considers the largest impediment is the lack of business acumen. Research into this in Agago, Abim and Kaabong will be undertaken in 2016.

4.5.7 Conclusions on sustainability

The sustainability of community sanitation and hygiene programmes strongly depends on a chain of links beginning with real demand, community participation (especially early adopters) as well as community contributions related to adequate revenue generation for maintenance and operation of the facilities established.

It has been encouraging in this evaluation to hear and see community own initiatives geared towards contribution (O&M fees) and sustaining the ODF status in the respective villages, for example natural leaders, SHCs, private partners and community facilitators, whose capacities have been built and the roles of women and children sanitation and hygiene promotion.

Despite some progress, sustainability of the WPs is still vulnerable. The stability and ability to collect sufficient funds of the WUC are the main bottleneck to sustainability. Recent initiatives with commercial contractors aiming at a more commercialized approach on HPM and the phone banking system are encouraging but not yet tested on a larger scale.

The monitoring exercises by GOAL's partners contribute to the relatively good state of the village WPs but this is likely to cease at the end of the contract between GOAL and its partners. In absence of other organizations which could monitor and assist WUC in the long term, the role of the LG should be revised. At present the LG carries out repairs of HP but due to limited funds has a serious backlog on this. In future the LGs should move away from implementation and should concentrate on M&E and regulation.

Criterion score: 4 – Rather low (the procedures, results or assumptions do not fully meet the expectations)

5. ASSESSMENT OF GOAL WASH PROGRAMME AGAINST 10 KEY WASH GLOBAL PRINCIPLE AND PRIORITIES

This section draws on information collected on the assessment of the key programme components related to OECD criteria of evaluation principle (2-8) while other Principles have been assessed at the programme level. Using information from programme documents, reports and discussions with GOAL and relevant partners/key informants (principles 1, 9 and 10) also provided vital evaluation information. To allow for comparison between countries, a matrix of GOAL WASH programme scores against each principle has been prepared and attached at the end of this section.

5.1 Principle 1: Addressing the 'three prongs' of WASH

This principle looks at whether GOAL WASH programme in Uganda is implemented as either an integrated programme, either by GOAL or in collaboration with other partners, including equal considerations for men and women. This evaluation has found the programme in cognizance of this principle as an integrated, collaborative and with equal consideration for both man and women.

GOAL WASH programme is integrated in a manner that water, sanitation and hygiene services constitute the package of services (see section 1.2, brief about GOAL WASH programme in Uganda) delivered to the community using a partnership approach (see annex 7.2 for GOAL partners and section 4.3.1 for partnership approach). Further integration is ensured through a consistent delivery of all service in the areas of operation. For example in all communities where water points are constructed [with support from Japan Embassy and charity: water funds], hygiene and sanitation services were also implemented although the scale of service delivery may have differed. For example in Bugiri and Namayingo Districts all operational areas received both construction, rehabilitation and monitoring of water points in addition to hygiene and sanitation promotion activities while in Agago and Abim some sub-counties did not receive new water points but instead rehabilitation and monitoring.

Women and men are equally considered in programme implementation at all stages, for example women are encouraged to take up leadership positions for all WUCs (at least three key positions as per the MWE guidelines), during CLTS promotion the women are also encouraged to take lead in sanitation promotion as volunteers and natural leaders. The evaluation also found specific roles defined by the community in regards to water, hygiene and sanitation promotion (see section 4.13 on the roles of woman and man in WASH promotion).

5.2 Principle 2: Community involvement and engagement in all aspects of programming

GOAL WASH programme ensures participation at three levels (a) planning; b) Implementation and c) monitoring of water, sanitation and hygiene (WASH) promotion activities [see section 4.1.1: how was community participation ensured]. At planning level, the community and the district local authorities were involved in a baseline survey to determine the state of affairs including neediest areas and least served areas (WASH baseline survey 2011/2012).

At implementation, community participation was very evident in the CLTS activities [including CLTS pre-triggering activities, triggering, post triggering and scaling up], Community Conversations (CC) and Demand Responsive Approaches (DRA). Under CLTS activities the community was involved selection of natural leaders, CLTS triggering, mapping of open defecation (OD) areas, community

action planning, construction of sanitation and hygiene facilities (latrine and hand washing, bath shelters and drying racks), monitoring of ODF status and open defecation free (ODF) declaration.

Community participation in water services was plausible, with the majority of the beneficiary communities during implementation taking part in site selection, formation and selection of the WUC members, development of an O&M plan and appointment of the caretaker for the water sources. Other implementation participation activities included, construction of the fence around the water source, drafting of bylaws for the water point including collection of water user fees across all the target districts.

Participation during monitoring was ensured through the CLTS teams and health inspectors at Local Government (LG) levels. The CLTS team members are community volunteers who periodically undertake household visits to ensure sustainability of ODF status. Some of the key activities are to encourage households to undertake repair and maintenance of their sanitation facilities and also feedback to the GOAL partner project staff on the progress. The district and sub-county Health Assistants and Inspectors undertook joint monitoring visits to encourage and enforce sanitation in the target communities.

5.3 Principle 3: Gender mainstreaming

Gender is central in all GOAL WASH interventions for example in all community engagements in the target population, deliberate efforts were made to in involve women and gender neutral language and actions are encouraged. Gender sensitivity is also encouraged especially in hygiene and sanitation promotion trainings where female field officers are advised to dress appropriately and handle topics which are sensitive to women. Take for example issues to do with the role of women in hygiene and sanitation promotion at households.

At school level, gender mainstreaming is also encouraged in both design of the WASH facilities and training of the key personnel to promote sanitation in schools. For example in each school a female teacher (senior women) trained to handle menstrual hygiene and girl issues (with exception of access to and making of re-usable pads) in the school as the male teacher handles the men/boys issues (senior man). All school sanitation facilities, like latrines and hand washing facilities are designed and segregated for girls and boys. The girls section is also inclusive of washrooms for the girl child issues for example washing and changing during menstrual periods. However, improvements and investments are still needed especially on access to and making of re- usable pads.

5.4 Principle 4: Creating demand

Demand creation was integrated into the approaches used to deliver services to the community, take for example the DRA and CC approaches. The intention of these two approaches was to catalyze the community to demand for improved services. In Bugiri and Namayingo districts early adopters of 100% sanitation coverage demanded for a water point which was delivered by GOAL.

Also the CLTS approach embeds the element of demand creation. For example after triggering meetings [especially the shit demonstration] the community was driven by the demand created to get rid of faeces in the community hence driving the momentum for sanitation and hygiene

promotion activities like latrine construction and drying racks including hand washing practices at household level as opposed to other approaches like PHAST and CHAST.

5.5 Principle 5: Sustainability of WASH services including environmental impact

The programme design paid critical attention to sustainability of the interventions, take for example working through local partners, careful and improved training and formation of WUCs, School health clubs, school management committees and community volunteers [see section 4.5 on sustainability and section 4.3 on efficiency].

GOAL is also constantly learning new approaches for O&M for example (change from galvanized pipes which corrode easily to PVC and PPR pipes, use of the stainless steel to counter the effects of corrosion and breakdown of the pumps). GOAL is also learning new approaches in management and collection of user fees through making markets work for the poor (M4P approach) where they are piloting a business model for operation and maintenance of water points. Through sanitation marketing, GOAL is trying to encourage communities to move up the sanitation ladder to replace traditional latrines to more permanent latrines using the available low cost sanitation products like slabs, pans/flappers, sato-pans, which are more permanent and resistant to termites and collapsing soils.

Environmental management also took centre stage during CLTS promotion activities. GOAL encourages the use of dead logs, instead of cutting down trees to make the latrine slabs. During water point construction encouragement was made for planting of trees around the boreholes, soil back filling and planting of grass. However there is no clause in the drilling contracts which bind the contractors to undertake environmental protection apart from management of waste water and dangerous chemicals used in drilling. The government standards, recommends 5% of the contract sum for all drilling contracts to be invested on environmental protection. For example planting, and sensitization of the community about environment, the evaluation did not find any borehole where the community or the contractor had planted trees to replenish the underground water reserves. However there are plans in the new country strategy to undertake integrated water resources management (IWRM) as a key priority.

5.6 Principle 6: Appropriateness of interventions for beneficiaries, particularly vulnerable groups

GOAL is working in poor communities with low levels of income and sparsely populated. The choice of a hand pumps is an appropriate technological choice for water supply due to a relatively low investment cost and maintenance as opposed to piped schemes and other technologies. GOAL is also fitting stainless steel and PPR pipes for all the water points constructed to counter the corrosion effect where water is aggressive.

With the back ground of accountability for water user fees, the implementation of a business model for management of water user fees and collection of O&M to address the problem of functionality is an appropriate measure to address the challenges of functionality though not yet widely spread. However hand pumps are being affected by low water potential in some sub-counties of the target districts e.g. in Namayingo, Banda sub-county has low water potential and where there is water; it is too salty and hard. This has led to all boreholes in Banda sub-county not to be used efficiently with at least two out of the nine completely abandoned within one year of their construction [Magooli A and Nangera A].

The installation of lined pits for school sanitation is yet another appropriate measure to counter the effects of collapsing soils and sustainability of the school facilities which used to fill up within two years of construction, with no emptying facilities available, this substantially reduces the value of the investment. However, the search for an appropriate and user-friendly faecal management approach is still a long way off especially in rural areas where access to cesspool emptying services is a challenge, expensive and nonexistent in some districts.

5.7 Principle 7: Focus on behaviour change

CLTS as an approach used by GOAL to promote sanitation and hygiene and is central to behavioural change, the community is made aware that they are "eating their own shit" during the triggering meetings.

This experiment makes the community realize the need to construct latrine and hand washing facilities and motivates them to do so without subsidies. The selection of such an approach is a clear testimony that GOAL WASH interventions are central to changing behaviour of the community where they work.

Information from follow up surveys (2012-2015) also shows interesting results of behaviour change practices related to hand washing, safe food handling, safe water handling, latrine construction and above all reduction in the number of children below five years suffering from diarrhoea [see section 4.2.2 most significant behaviour change caused by the programme and annex 7.1 for performance against golden indicators].

5.8 Principle 8: Partnership and capacity building

GOAL WASH programme works through partners to deliver services to the community. GOAL supports partners to increase the capacity of partners to implement WASH programming, extend the scale of programming and leverage considerable local knowledge and experience.

GOAL Uganda's work on capacity building with local partners is guided by the organizational partnership manual (2013), and GU WASH Strategy (2015), both provide details on GU capacity building approach detailed under four key initiatives including organization development, financial strengthening, monitoring, evaluation and learning and WASH technical backstopping.

GOAL also works with other civil society partners to influence policy, learning and service delivery respectively [see section 4.2.3: Capacity of local stakeholders to maintain WASH services].

Although the OCA has eight thematic areas, implementation capacity was the most important to WASH promotion. For example all partners were taken through a series of residential trainings on the three approaches of sanitation and hygiene promotion (DRA, CLTS and CC). The purpose of capacity building was to strengthen their skills to effectively deliver the project activities.

5.9 Principle 9: Integrated approach to WASH programming

GOAL WASH programme doesn't operate in isolation of other country programmes. Save for ACT health programme which operates in 16 districts under a randomized controlled trail and much of research and learning work. The WASH programme operates in the same districts as the livelihoods

programme although sub-counties of converge may differ from district to district. This integration helps the WASH programme to leverage resources hence being more efficient [see section 4.3.1: programme operational cost efficiency].

5.10 Principle 10: Focus on reduction of vulnerability to future hazards

The WASH programme envisaged reduction of vulnerability of the target population to future hazards in both design and implementation. For example it ensured that both WUCs, HPMs are equipped with the necessary capacity to ensure that the water sources are functional to provide access to clean safe water.

The introduction of sanitation marketing where CLTS has taken place is also forward looking in terms of sustaining the ODF status of the communities to avoid future diarrheal incidences in the community when the latrine facilities constructed of local materials collapse.

The new GOAL Global WASH strategy (2017-2020) is also cognizant of future hazards and vulnerabilities where Integrated Water Resources Management (IWRM) is given due attention to ensure that underground water resource is protected and restored. The drilling contracts also have a clause on management of waste water and dangerous chemicals used in drilling of water points. All these are meant to protect the community from future vulnerabilities and hazards.

Table 11: Assessment scores for GOAL WASH global principles and priorities

GOAL WASH Principles and priorities	Score and rating
Principle 1: Addressing the 'three prongs' of WASH (Water, Sanitation, and Hygiene), either as an integrated program, or in collaboration with other partners, including equal considerations for men and women	High (5)
Principle 2: Community involvement and engagement in all aspects of programming	High (5)
Principle 3: Gender mainstreaming	Rather high (4)
Principle 4: Creating demand	Rather low (3)
Principle 5: Sustainability of WASH services including environmental impact	Rather low (3)
Principle 6: Appropriateness of interventions for beneficiaries, particularly vulnerable groups	Rather high (4)
Principle 7: Focus on behaviour change	Rather high (4)
Principle 8: Partnership and capacity building	High (5)
Principle 9: Integrated approach to WASH programming	Rather high (4)
Principle 10: Focus on reduction of vulnerability to future hazards	Rather low (3)

6. CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusions

To a large extent, the process of WASH promotion at community level was highly active, interactive and meaningful save for the limited school sanitation promotion in terms of coverage. This level of participation is a precursor for sustainability of latrine use, hand washing behaviour and functionality of the facilities at both community and household levels.

Although all WASH interventions by GOAL Uganda are undoubtedly important, some aspects need more attention than others in the next country strategy. Issues related to sustainability of water points (O&M), menstrual hygiene management such as making of reusable pads at both school and community level/linking schools to private service providers, sanitation marketing to sustain the gains created by Open defecation free (ODF) villages, responding to sanitation challenges created by rapid urbanization through faecal sludge management and exploring new and appropriate and alternative technologies to water supply such as solar powered supply systems, piped schemes and self supply.

GOAL Uganda WASH programme implemented effective measures to ensure delivery of the programme results, for instance, improvement in access to WASH services (water and sanitation including functionality), hygiene promotion [hand washing, food storage and safe water chain] as well as reduction in reported diarrhoea incidence among children below five years stood out during this evaluation.

GOAL MEL system is working well and robust though with some limitations including missing out on some key golden indicators collected by the district and MWE like gender on water user committees (number of water points with women in key positions) and chemical water quality in view of the corrosion problem which shortens the lifespan of the HPs.

If GOAL's efficiency is dependent on the performance of its partners, collaborators, contractors and selected approaches then the nature of partnerships, collaborations, contracts and the relationships between GOAL and its partners, collaborators and contracts is equally important.

The private sector partners though in their early stages of work show strong attributes for efficiency and sustainability which should be more embraced than the CSO partnerships.

The GOAL WASH programme was designed to contribute to the Districts and the National Development Plan and achievement of the longer term effects on the target beneficiaries. Since there are a number of players in the district and the national development field all targeting the somewhat the same beneficiaries, the programme can only contribute to those longer term goals.

Despite some progress, sustainability of WPs is still vulnerable. The stability and ability to collect sufficient funds and accountability of the WUC are the main bottlenecks. Recent initiatives with commercial contractors aiming at a more commercialized approach on O&M service providers and the phone banking system are encouraging but not yet tested on a larger scale.

6.2 Recommendations

#	Recommendations related to the GOAL Sanitation and Hygiene program in Uganda	Main addressee	Degree of importance*	Reference section
1	Focus on issues related to menstrual hygiene management such as making of reusable pads or linking to a private provider at both school (CHAST manual) and community level, sanitation marketing to sustain the gains created by Open defecation free (ODF) villages and respond to sanitation challenges created by rapid urbanization (faecal sludge management using indigenous micro organisms - IMOs).	GOAL Uganda	1	Relevance section
2	Exploit the knowledge and learning niche at the national level by investing more in cutting edge research and share widely on appropriate sanitation and hygiene promotion approaches which are cost-effective and able to generate demand for household sanitation and hygiene behavioural change as well as addressing sustainability issues (a combination of CLTS, DRA and CC is a good example). However this will need to backed up with a proof concept before wide sharing.	GOAL Uganda	1	Relevance section
#	**Recommendations related to the GOAL Water program in Uganda**	**Main addressee**	**Degree of importance**	**Reference section**
1	Build capacity of the CSO partners to make meaning on the MEL data collected and appreciate it uses in planning and monitoring of their projects.	GOAL / Implementing partners	2	Sustainability section
2	Work with UWASNET and other WASH CSOs to influence MWE policy recommendation on the use of non-corrosive water pipes such as PVC and stainless steel pipes.	GOAL/ UWASNET	1	Sustainability section
3	Standardize functionality criteria with those of District Water Office (DWO).	GOAL	3	Sustainability section
4	Encourage, support and monitor new initiatives on the sustainability of the WP, such as commercialization of the HPMA, cooperate with existing commercial partners and develop, test and rollout the phone banking system fully.	GOAL / Implementing partners	1	Sustainability section
5	Pilot with the installation of small scale (solar powered) reticulation system, gravity flows and pumped up schemes in locations with a high water demand and poor underground water quality (salty and hard water).	GOAL / Implementing partners	2	Sustainability section
#	**Recommendations related to the GOAL processes and mechanism**	**Main addressee**	**Degree of importance**	**Reference section**

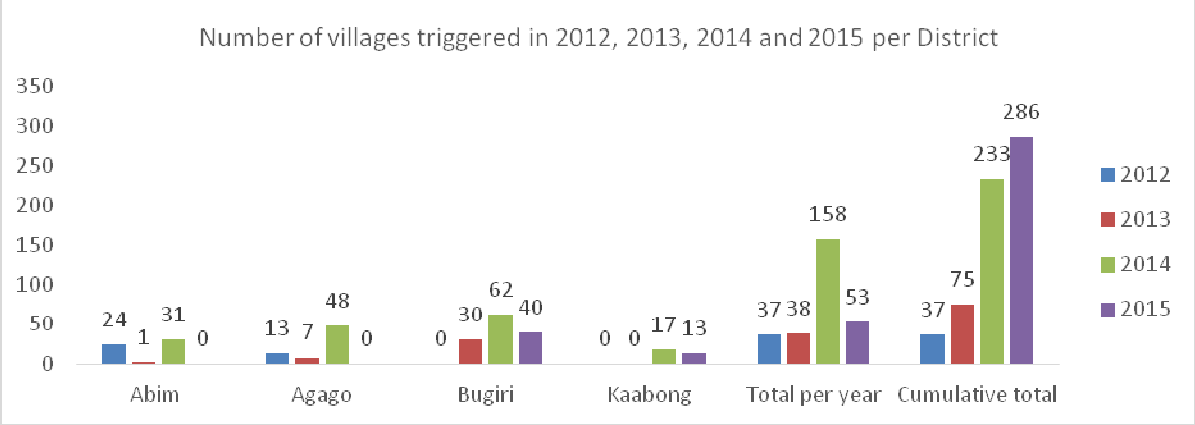
1	Build the capacity of politicians and LG staff (health assistants) on CLTS and other sanitation promotion approaches to support the programme efforts through enforcement of the public health act and promote sustainability of the interventions.	GOAL	1	Effectiveness section
2	Apply the sanitation and hygiene promotion approaches (CLTS, DRA and CC approaches) in a systematic and sequential manner to exploit the comparative advantages of each while strengthening each other for better results. This evaluation found that the best approach would be to enter a community with CC to identify and prioritize community problems. This would be followed by a combination of DRA and CLTS in that order with some overlaps.	GOAL	1	Effectiveness section
3	Build the capacity and involve the school administration (PTA/SMC) on their roles and responsibilities in monitoring the quality of works of the school sanitation facilities to ensure quality works, value for money and sustainability.	GOAL	2	Efficiency section
4	Undertake a phased approach from CSO partners to engage more of the private sector/business oriented partners for longer term sustainability of interventions.	GOAL	1	Efficiency section
5	Review the cost and pomp of the ODF celebration parties in line with purpose and intended benefits to the programme's sustainability and value for money.	GOAL	2	Efficiency section
6	Exploit the opportunity and take lead of the niche of sector learning on O&M in the country. UWASNET might be a good vehicle for this. It will provide the power to influence a number of issues in the sector and also adoption of the different O&M models that have been developed, piloted and scaled by GOAL Uganda for larger sector replication and adoption.	GOAL	2	Effectiveness section & Sustainability section
#	**Recommendations related to GOAL Systems**	**Main addressee**	**Degree of importance**	**Reference section**
1	Align the MEL system to the national WASH sector performance golden indicators for sanitation, collaborate with DLG water and health officials in collection of WASH monitoring data and also build the capacity of the CSO partners on making value of the data to appreciate the importance of the system.	GOAL	1	Effectiveness section & Sustainability section

*Remark: 1 is the most important, 3 the least important

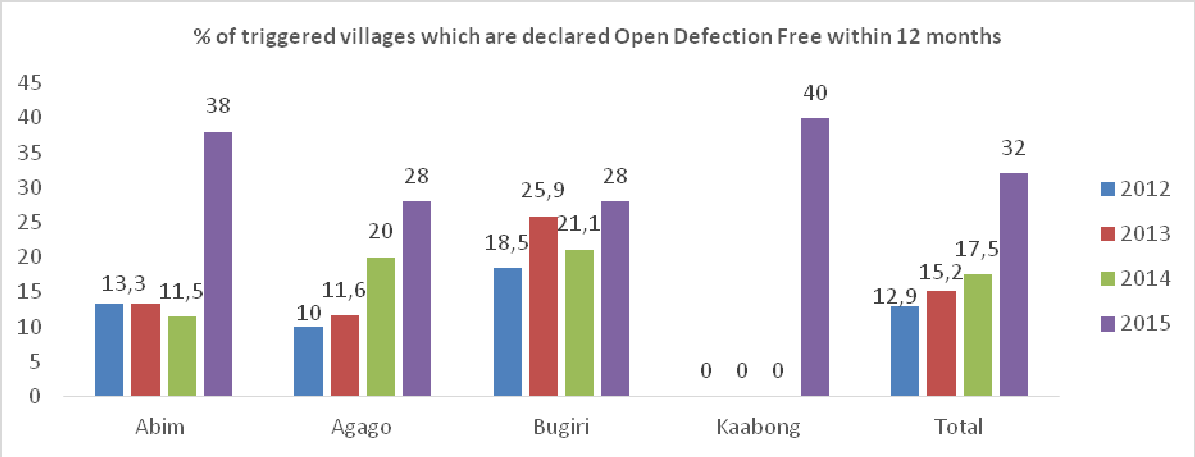
7. ANNEXES

7.1 Graphs showing GOAL progress on key WASH indicators – Follow up survey data (2012-2015)

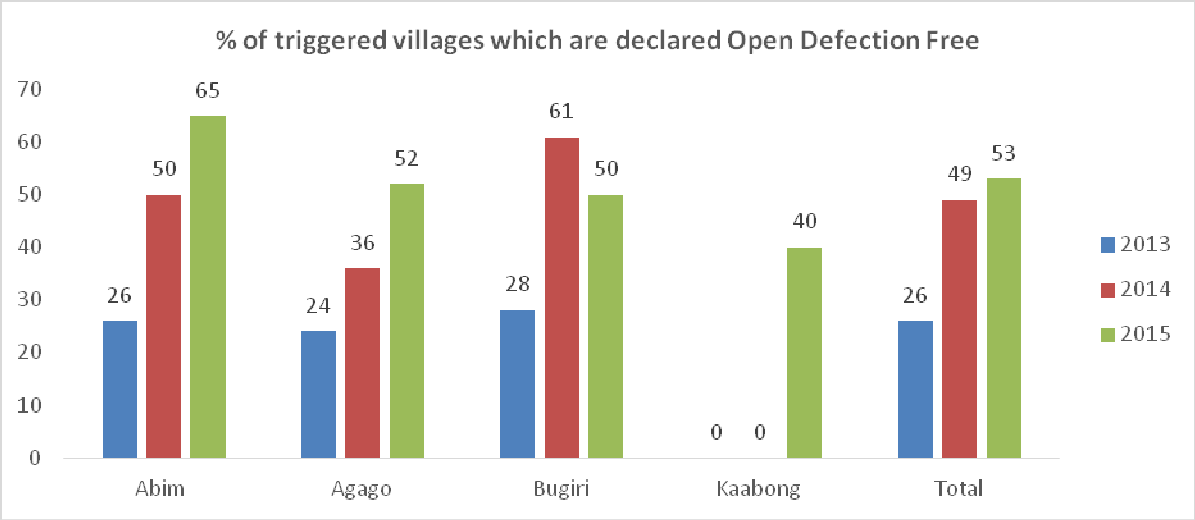
a) Number of villages triggered in 2012, 2013, 2014 and 2015



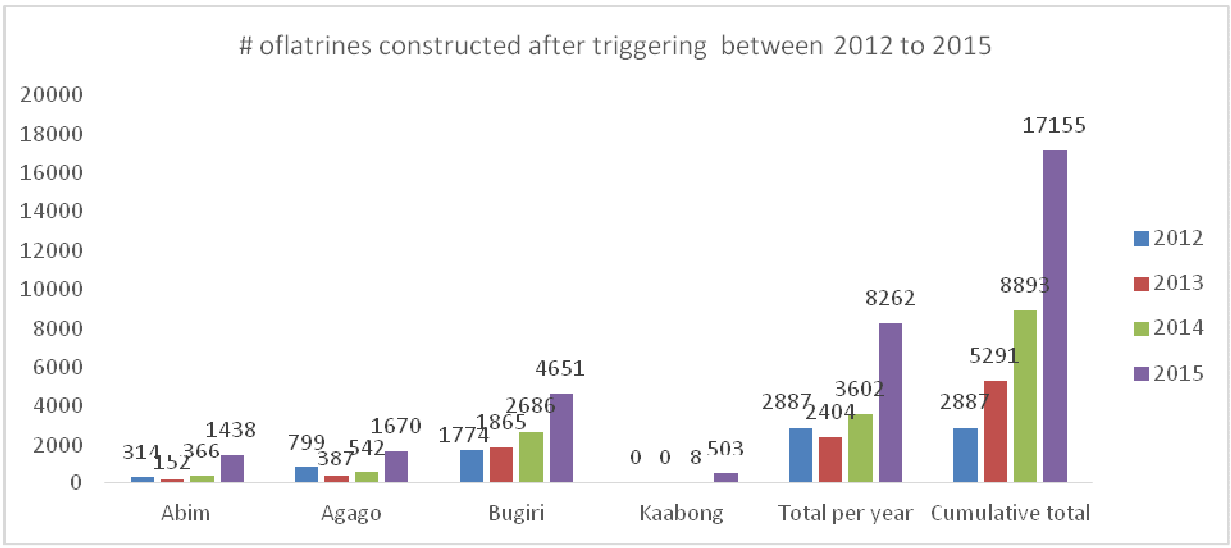
b) Open defecation free villages declared within 12 months



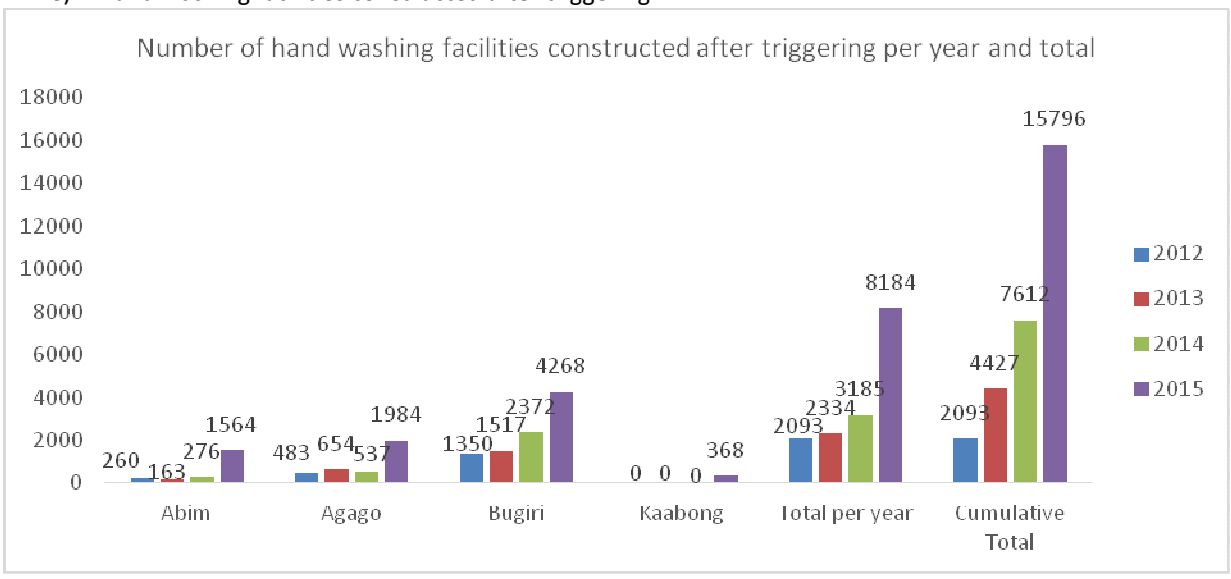
c) Open defecation free villages overall



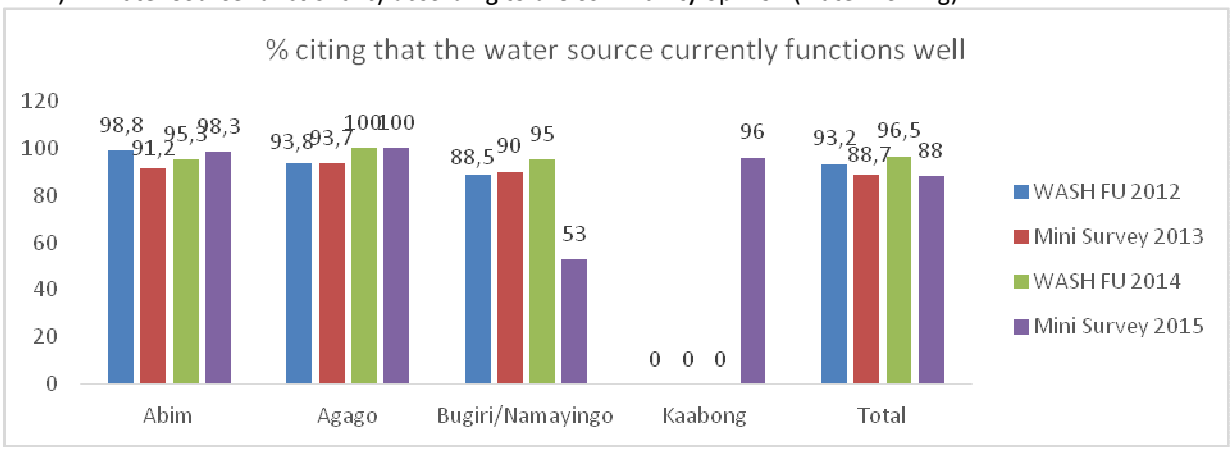
d) Latrines constructed after triggering in 2012, 2013, 2014, and 2015



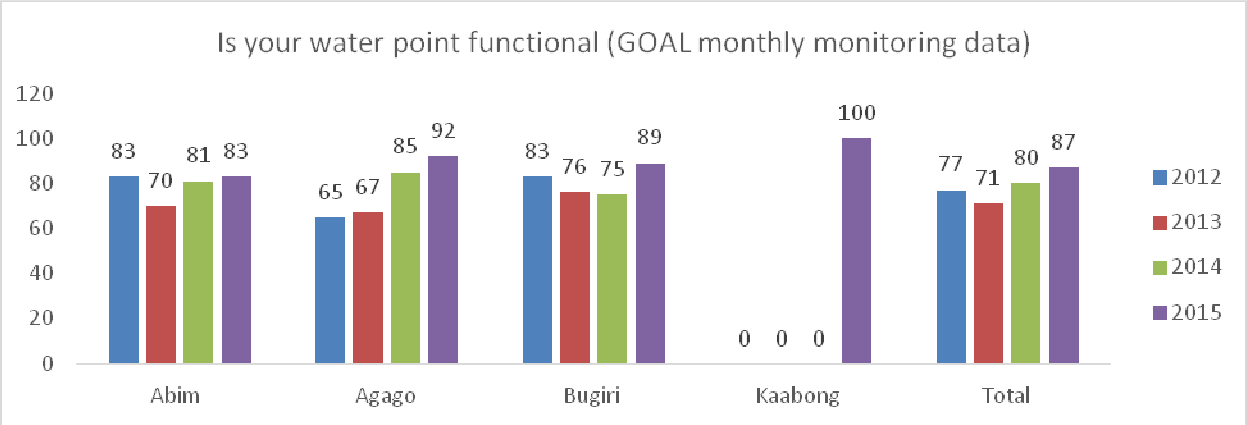
e) Hand washing facilities constructed after triggering



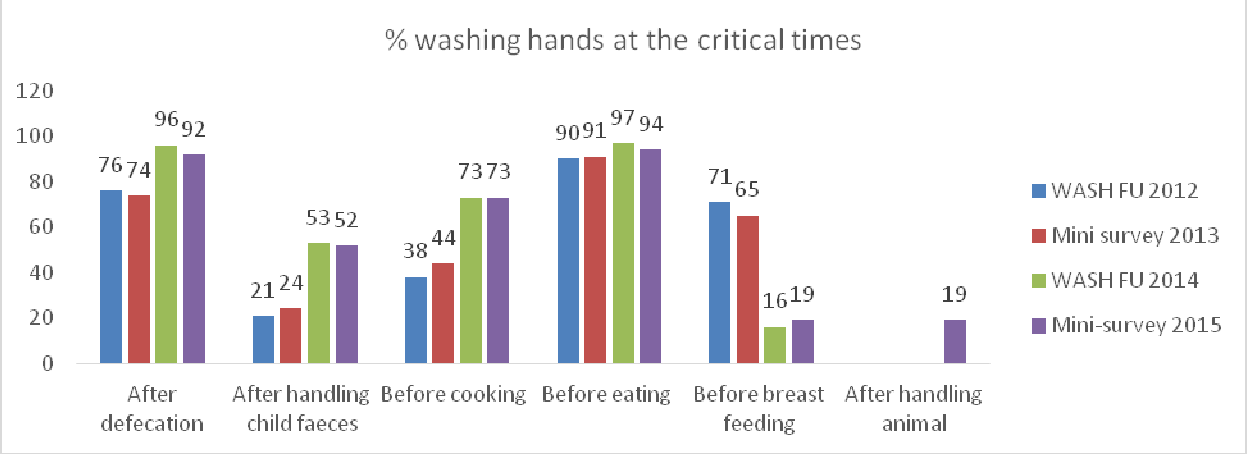
f) Water source functionality according to the community opinion (water flowing)



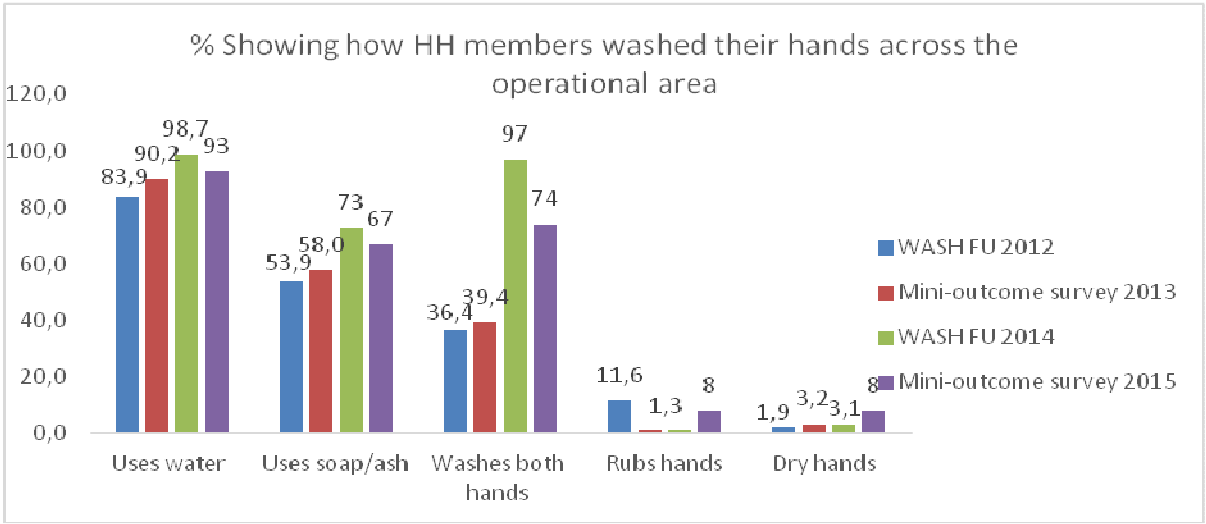
g) Water source functionality according to the GOAL monitoring data base which follows critical criteria[15].



h) Hand washing at the critical times

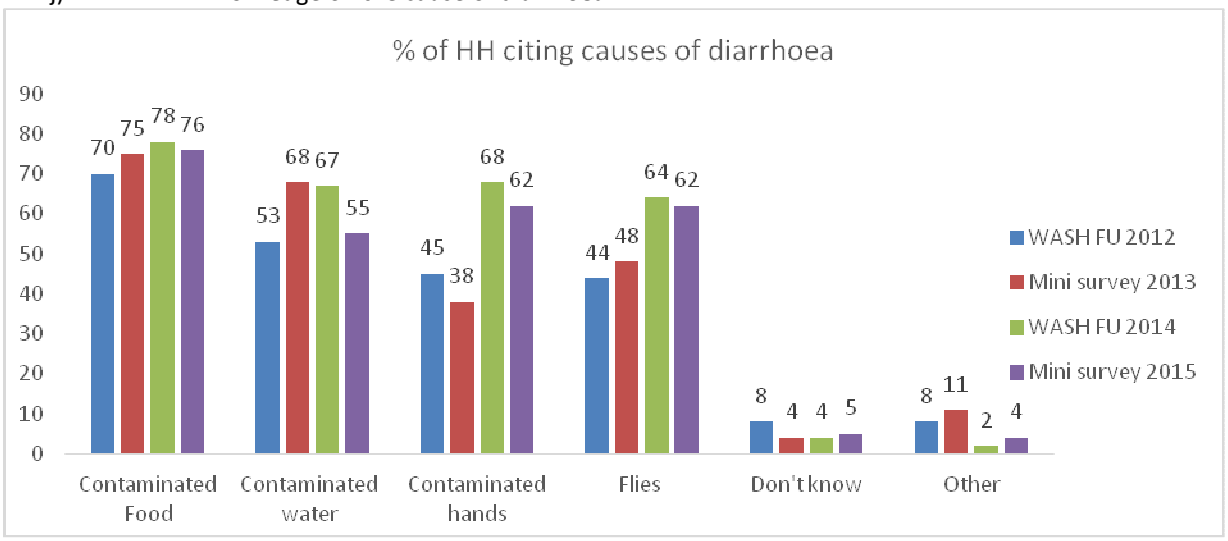


i) What is used during hand washing?

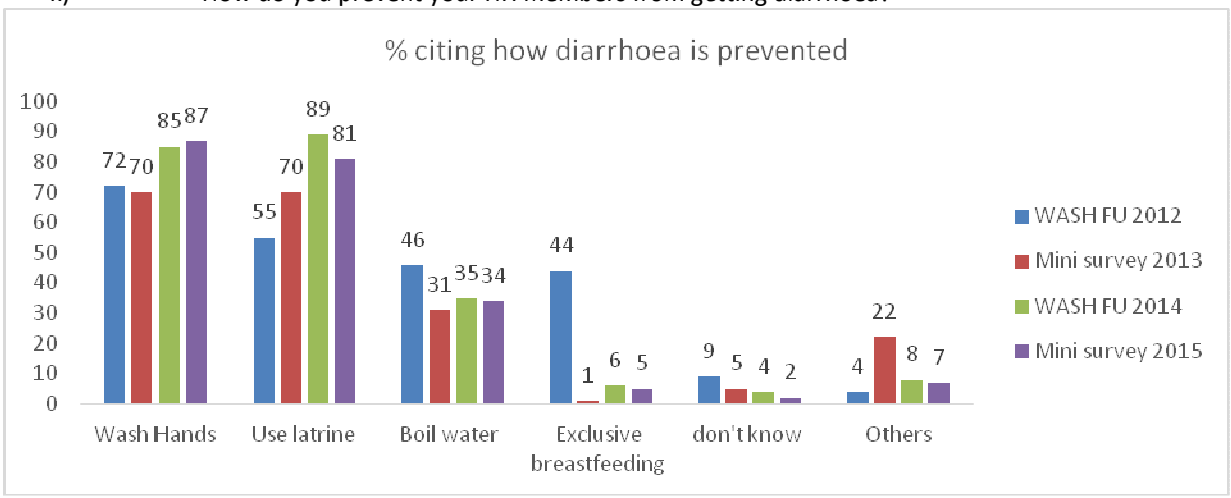


[15] A water point is functional if it meets all of the following criteria: 1) Sanitary score is equal or less than 7: (2) the hand pump draws water before 10 strokes of the handle (3) less than 100 strokes to deliver 20 liters.

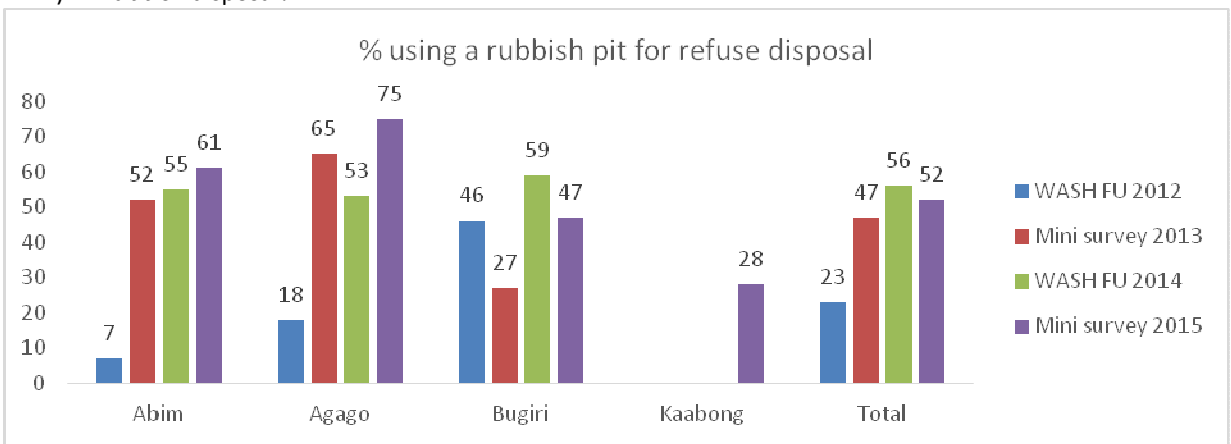
j) Knowledge on the cause of diarrhoea



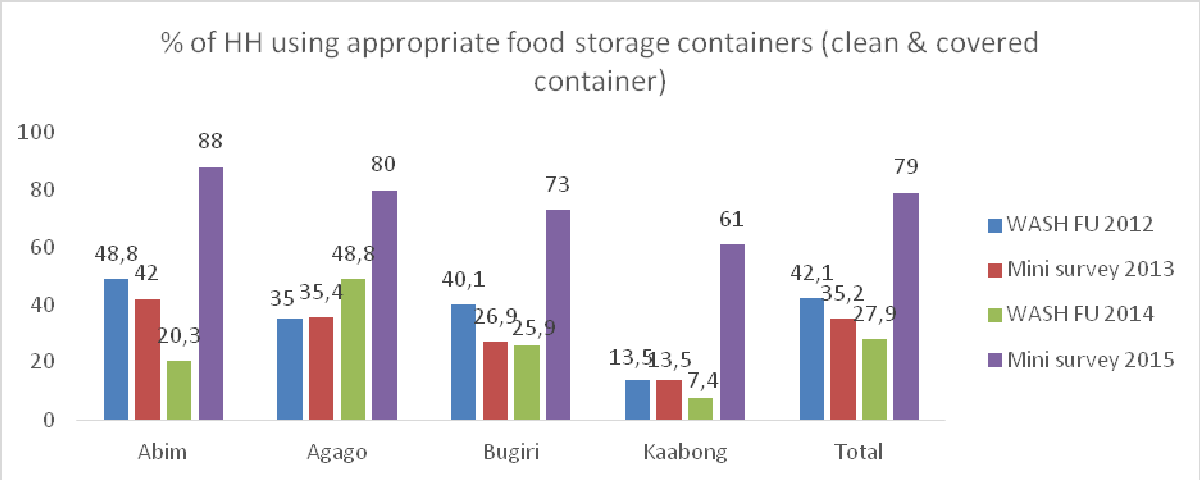
k) How do you prevent your HH members from getting diarrhoea?



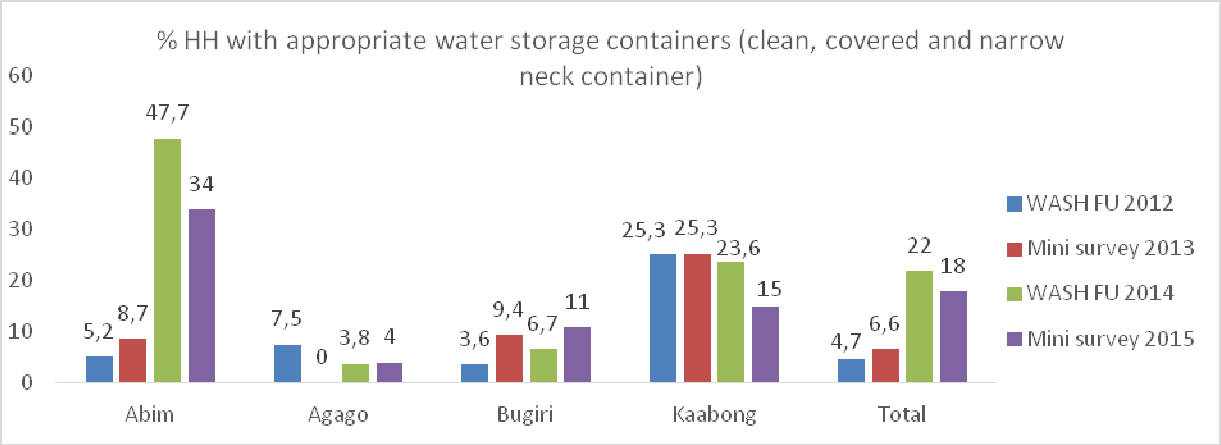
l) Rubbish disposal?



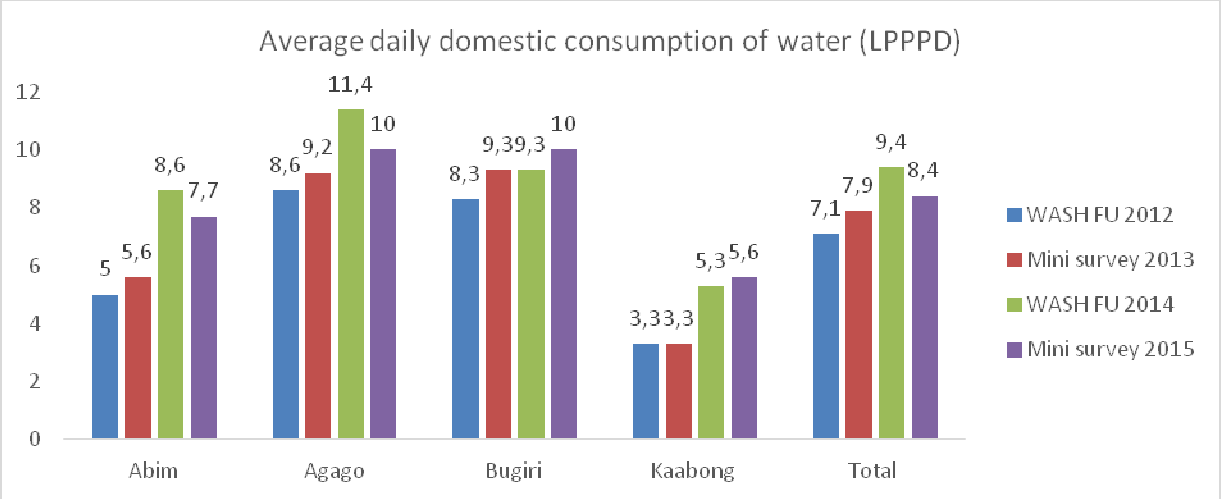
m) HH practicing appropriate food storage (clean and covered container)



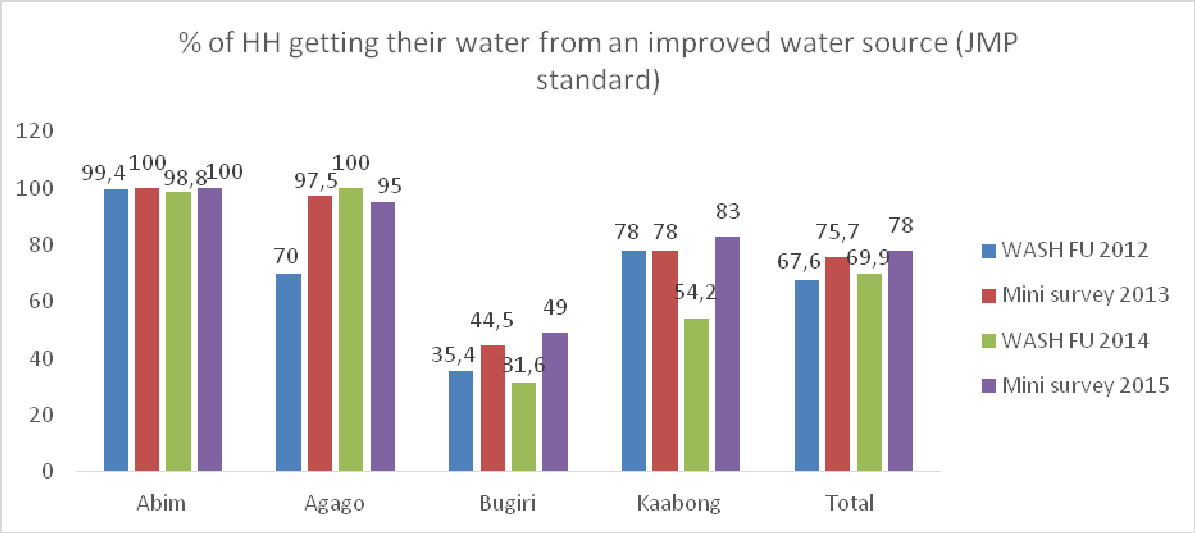
n) HH practicing appropriate water storage (covered, clean and narrow neck container)



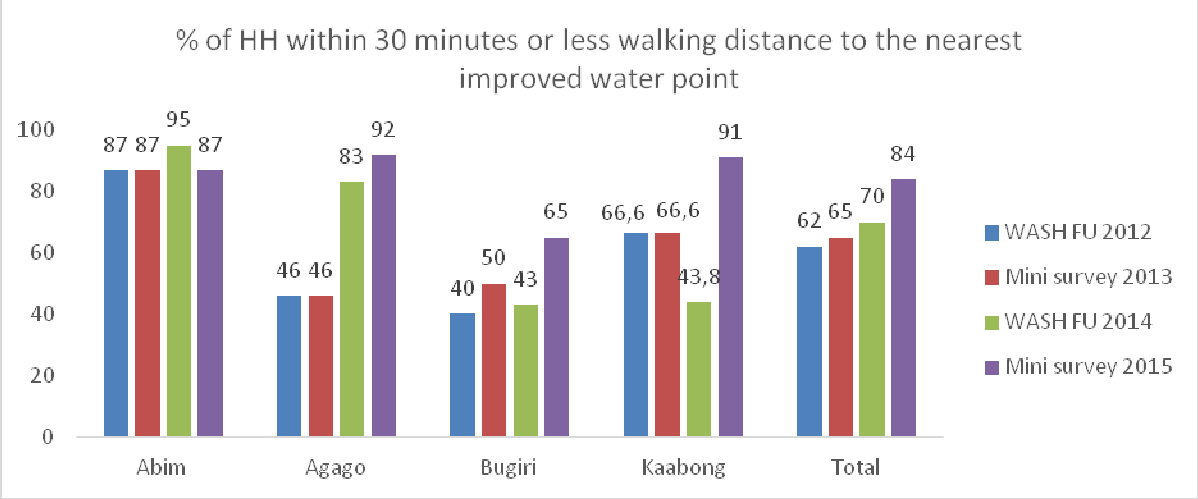
o) HH water consumption (litters per person per day)



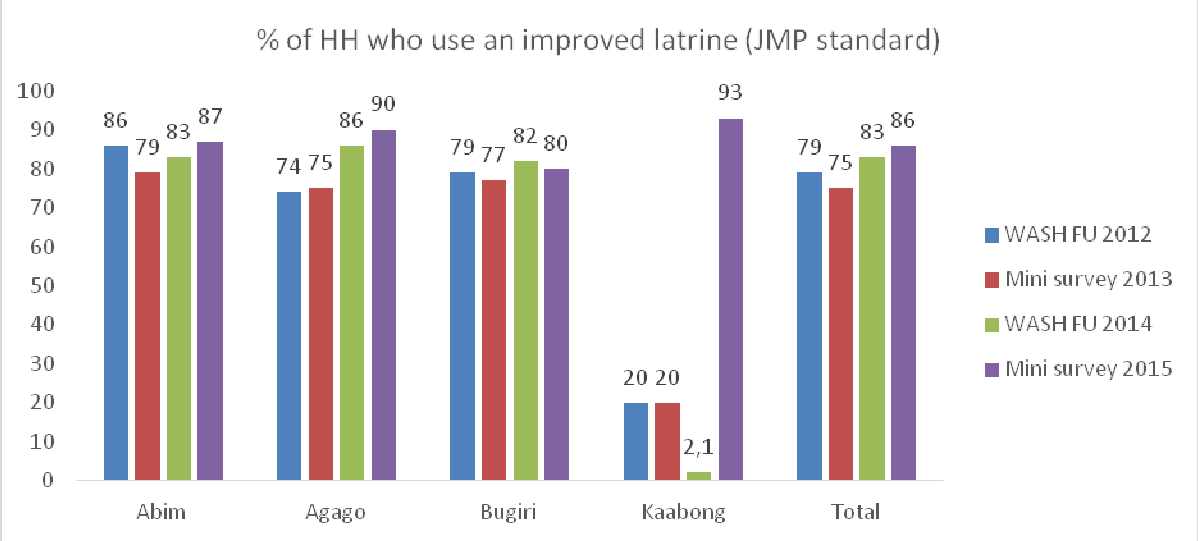
p) Access to an improved water source



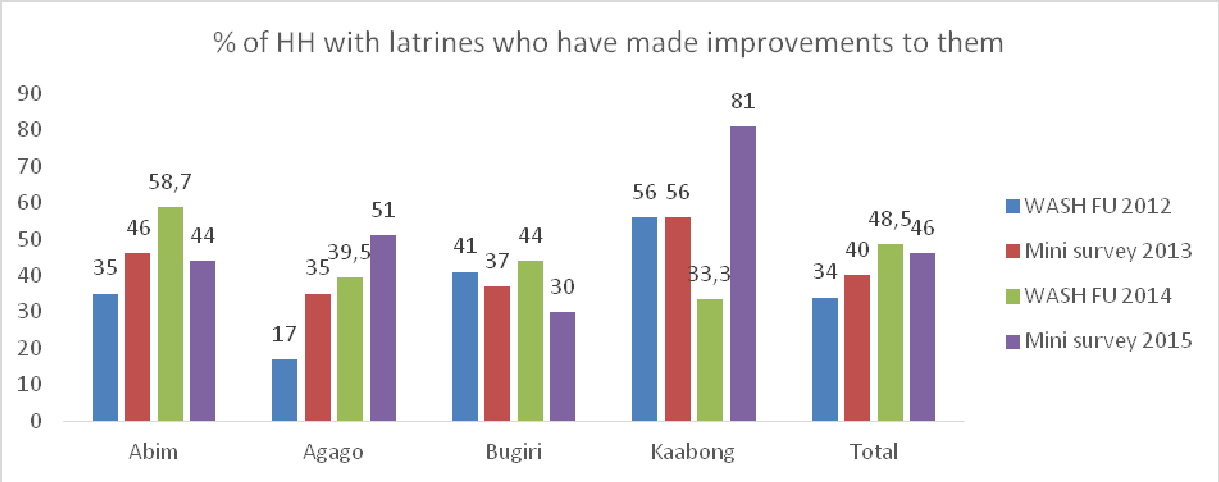
q) HH within 30 minutes or less walking distance to the nearest improved water point



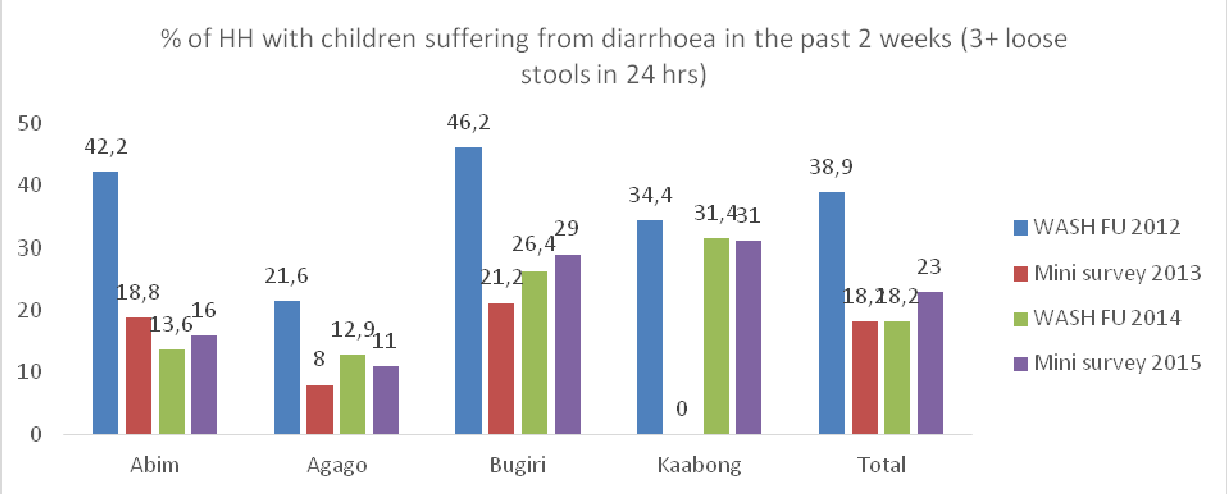
r) HH using an improved latrine (JMP standard)



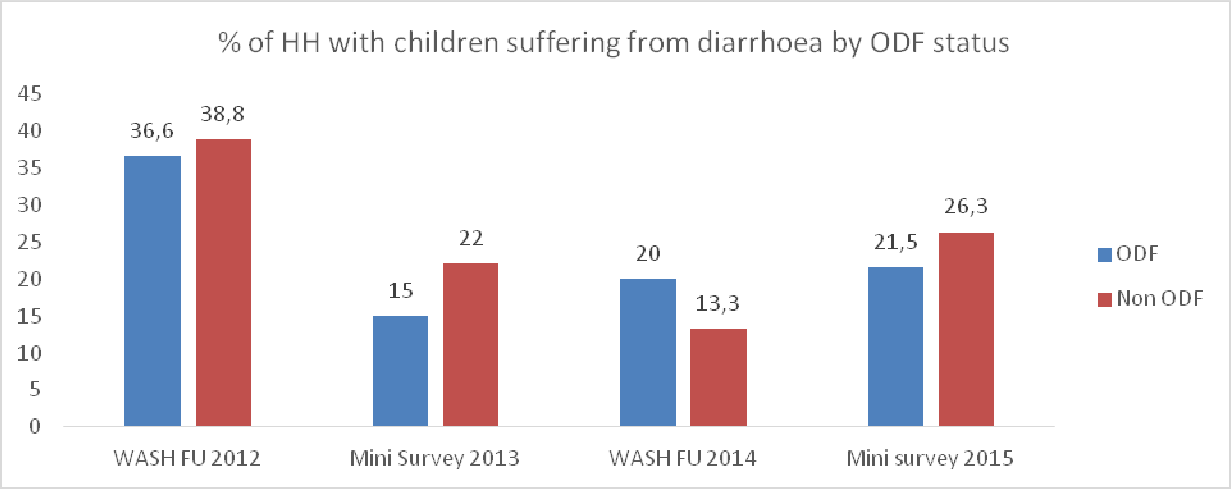
s) HH with latrines that renovated them (made improvement on them)



t) Incidence of diarrhoea in the past 2 weeks before the survey (3+ loose stools in 24 hrs)



u) Incidence of diarrhoea by ODF status



7.2 Short profile of GOAL partners

a) Wagwoke Wunu (WW)

A local NGO started in 2005, with a vision of "a community that is well informed about their health, human rights and accountable". The organization has six (6) staff and two (2) volunteers. Started collaborating with GOAL in 2008 to implement a HIV project and later in 2013 started to implement WASH activities. The organization has an annual budget of about 200,000,000 Uganda shillings with GOAL Uganda contribution about 85% and UNICEF providing the rest of the funding for maternal and child health project. Majority of the staffing are graduates in social sciences, finance and development studies. The programme coordinator also has a post graduate diploma in project management.

b) UMURDA

Faith based NGO started in 1992 as a local community based organization (CBO) with a vision of a healthy and informed rural community. The NGO now operates in 13 districts of Eastern Uganda with Namayingo and Bugiri included. The organization started working with GOAL in 2004 as a local partner to implement a comprehensive HIV programme.

The NGO now operates with 20 staff with qualifications ranging from diplomas, degrees and certificates in development studies, sociology and Engineering. The NGO has an annual budget of about 600,000,000 shillings (App. $180,000). The NGO is currently receiving grants from both international and local funding agencies including African development bank, Rotary club of Canada, USAID, GOAL Uganda, UWEZO education imitative and Ministry of water and environment.

c) GEMA Investments

Started as HPM Association under the RUWAS programme, trained to undertake O&M of water points at sub-county level and also to support installation of over 200 boreholes in the district of Bugiri and Namayingo then included as part of Bugiri. They received a tool box on loan from RUWAS which they had to pay back from their payments for the work undertaken. In addition to support installation works, they were tasked to train WUC caretakers on simple O&M of the facilities until the programme ended in 2007. With the introduction of multi-party politics, and interference of politicians in the collection of water user fees, the operation and maintenance of many pumps collapsed since the committees could not pay for the repairs.

In 2008, Government in an attempt to restore functionality of the water sources, organized all HPM into an association at sub-county level to provide them work for O&M through short time contracts. This however failed due to corruption on the award of tenders where many of the tenders went to the private companies. In 2013, a group of HPM decided to form a private company to compete in business of O&M from the district. They stared with replacing of GI with PVC which had rusted at a cost of 25 million shillings (App. $7500) for Bugiri district till now.

d) Expert Concrete

The company deals in concrete products, i.e. latrine slabs, culverts, fencing poles, bricks and blocks to mention. GOAL Uganda is trying to foster a relationship to engage the company to undertake production of specialized sanitation products which can be marketed to the community through sanitation marketing. The idea is to move the community up the sanitation ladder where many of the household toilets which were constructed through CLTS model are traditional and temporary. GOAL is providing the partner with technical knowledge on how to make these products and undertake technical supervision. The partner has been able to make at least one latrine slab which is light weight (about 15 kg) and durable which costs only about 25,000 shillings (app. $7).

e) MUCOBADI – Multi-Community Based Development Initiative

Local NGO with head offices in Bugiri District established in 2000 with four other branches. The organization works in 12 districts of Uganda with programmes ranging from HIV/AIDS, WASH, advocacy, accountability and sustainable livelihoods.

The organization has four staff in Abim including two project officers (WASH), accountant and the branch manager with qualifications like diploma in Water engineering, diploma in social work and social administration, diploma in accounts and the manager has a bachelor in counselling and guidance in addition to a diploma in secondary education.

The organization started working with GOAL Uganda in 2009 on a comprehensive HIV programme and in 2013, started implementing WASH activities as their first grant in WASH. The organization has an operational budget of about one (1) billion Uganda shillings with other funders including CST, positive action for children, Path and TASO with GOAL Uganda as the sole funder for WASH activities.

f) Uganda Water and Sanitation NGO Network (UWASNET)

Founded in 2003 from a policy reform to recognize the CSOs' contribution to the sector through the sector-wide approach (SWAP). This brought together the Government, donor agencies and the NGOs as development partners. The network is currently having over 260 members both local and international NGOs. There are also discussions to include the private sector under this composition which will initially be coordinated by UWASNET.

The role of the network is to promote partnership, networking, knowledge management and learning for the sector NGOs. The network is also responsible for documenting and feeding the members' work into the national sector performance report with a dedicated chapter for the NGOs.

7.3 List of people interviewed

Name	Organization	Position	Phone
Ojoto Simon Peter	GOAL	WASH project manager Bugiri	
Wandera DEO	GOAL	Techn. Officer BH & latrines Bugiri	
TorephAkoteh	GOAL	WASH programme Manager Bugiri	
Namukuba Fred	GEMA	Director investments	
Mwerigma Robert	DWO	District Water Officer	0700554799
Obwapus Stella	DWO	Engineering officer	0774916922
Mirembe Silver	Expert Concrete	Director	0783690252
Wabusa Joshua	Water Office	Assistant water office Namayingo	0784257806
Opus Emmanuel	GOAL	WASH project officer	0782140147
Odungt Richard Hajans?	Wagwokue Wunu	Programme coordinator	0771676188
Bongomin Samuel Otto	Water office Agamo	District water officer	0772825858
Otio Dominic	HPMA Abim	Chairman	0773887856
Mwaka Isaak Phillip	DWO Abim	District Water Officer	078145838
Edmund	DWO Abim	Assistant District Water Officer	0782957094
Tino Mary Gorretje Abrahams	GOAL Abim	WASH project manager	784563444
NamukoseJoasiMulungi	Mucobadi	Branch Manager	7754961667
Abura Jimmy Oronmy	Mucobadi	WASH Officer	777592551
TonnyArima	Mucobadi	WASH Officer	784750916
Mathias Buteraba	Abim District	DHI- Environmental health	
	CLTS/Women Group – Bugiri District		
TakuwaFatumah		VHT	
MamusubyaHawa		CLTS Members	
Amiti Mary		CLTS Members	
Nangoobi Janet		CLTS Members	
Akooth Christine		CLTS Members	
Babirye Jenifer		CLTS Members	
Namukuuna Cate		CLTS Members	
Jingo Lyidia		CLTS Members	
NankwangaFatia		CLTS Members	
NamagandaMwahajibu		CLTS Members	
NayikobaBayat		CLTS Members	
	Mutumba B CLTS team and Women's group		
Makoha Ronald		VHT	
Boogere Bernard		VHT	
Magengeni Patrick		VHT	
Owino Joseph		VHT	
MaginaMicheal		VHT/CLTS Member	

Nabutoono Jessica		VHT	
NabwireScovia		VHT	
KatalinaNabutoono		VHT	
Agutu Evelyn		VHT	
Mutoonyi Mary		VHT	
	CLTS-WOMEN-FGDS-ABIM DISTRICT, Aridai south – CLTS team meeting		
AdrikoFaustina		CM-LCI	
Stella Grace			
Akong Josephine			
Omuge Tom Peter			
Ochan John			
Okalanyi Moses			
OchanJovantino			
Amuge Rose			
Appolot Norah			
Oyello Julius			
Apio Agnes	NyikiNyiki Village Women /CLTS FGD – ABIM District		
Okule David			
Akole Alfred Abia			
AkelloMatha Awir			
Awor Grace			
AmuwaHeln			
Akello Christine			
Aketch Nancy			
Auma Beatrice			
Ayo Veronica			
Akello Wine			
AchanMatayo			
Okello Felix Remmy			
	CLTS/Women groups Agago district Tetwala Village, Kutomor sub-county, members		
Abaa Moses			
Ogwal Francis			
AtimMorina			
Akululu Celina			
AtoCeliberia			
Adong Cate			
Akello Alice			

AtimAlican			
Agom Susan			
	CLTS/Women groups Agago district, Olyelo Central FGD-CLTS group members		
Acheng Patrick			
Okello Fred Jimmy			
Okello Nelson			
AyugiScovia			
Okello Robert			
Apio Rose			
	Ebule Ward/Women and CLTS group, Agago District		
Achanan Harriet			
AdongMildrade			
Adur Lucy			
Apio Teddy			
Akullu Jacinta			
Auma Margret			
Awiri Lucy			
Akello Betty			
Apio Sylvia			
Acheng Molly			
	Akuremior – Kutomor CLTS Group, Agago District		
Opio Jasper			
AgangAbudu Ali			
Okidi Tony			
Otim Joseph			
Otim Sylvester			
Okello Geoffrey			
Opoto James			
Angom Agnes			
Florence Alimo	District Health Inspector (DHI)	Agago District	
Mutumba Robert	Ass. District Health Officer – Environmental Health	Bugiri District	
Malinga Isaac	Senior Health inspector	Bugiri District	
Mathias Mangeni- ASS.	District Health officer	Namayingo District	
Mukyala Veronica	Acting. Ass. DHO – Maternal and Child	Namayingo District	

	Health		
Oundo Humphrey	District Health Inspector	Namayingo District	
MugimbaShamira	URMDA	project officer WASH	0782889755
Tusiime Christopher	URMDA	Project Officer-WASH	0788357029
Namukose Sophie	URMDA	team Leader WASH	0774178951
Malugendo KS	URMDA	Coordinator	0772604449
SwagoJaberi	URMDA	Project Officer WASH	0751369875
TagooleGoerge	URMDA	Finance Manager	0782671801
Waiswa Ahmed	URMDA	Project officer WASH	0712182650
MasabaRicahrd	URMDA	Project Officer-WASH	0784150312
NaigagaZaharah	URMDA	Project Officer-WASH	0700275881
WakateJeeda	URMDA	Administrative Assistant	0782469960
NandhuHamdan	GEMA Investments	Director	
Nalukuba Fred	GEMA Investments	Deputy Director	
Mirembe Silver	Expert Concrete	Sales manager	
Turihabwe Vincent	Expert Concrete	Sales manager	
Emanuel Opus	Gaol Agago	WASH Manager – Agago District	
GorretiTino Mary	Goal Abim	WASH Manager –Abim District	
DeoWandera	Goal Bugiri field office	Technical officer	
Joseph Akotch	Goal Bugiri field office	Programme manager WASH	
Simon Peter Ojoto	Goal Bugiri field office	Project manager –WASH	
George Mugenyi	Goal Bugiri field office	Project Officer	
DeoWandera	Goal Bugiri field office	Technical officer	
Namukose Joan	MUCOBADI – Multi-Community Based Development Initiative	Branch Manager	
Alimo Tony	MUCOBADI- Multi-Community Based Development Initiative	WASH Officer	
Abra Jimmy	MUCOBADI – Multi-Community Based Development Initiative	WASH programme officer	
Ware Isaiah	Nansaga Primary school – Bugiri District	Head teacher	
NabiryeZiria	Nansaga Primary school – Bugiri District	senior woman teacher	
Kirigoola Patrick	Bulule primary school, Namayingo	Headmaster	
Oundo Wilber Force	Bulule primary school, Namayingo	Senior man teacher	
Josephine Mugala	Uganda Water and Sanitation NGO Network (UWASNET)	Water Engineer and Research and Development Officer	

7.4 References

GOAL strategic documents
GU strategic plan 2012 - 16
History of GU programming
Policies / guidelines reference file / CD ROM (Global, Gov, National):
WASH strategy
A systems approach to sustainable water Operation & Maintenance June 2015
Global WASH strategic framework 2015 draft
GU WASH strategy 2015 – 17 (draft)
GU WASH strategy 2014 – 16
Presentation on market research O&M and san marketing 2015
O&M and Mobile money brochures
WUC training manual old and new
Community Conversations methodology
GU Irish Aid annual reports 2012, 2013, 2014 and 2015
Charity: water proposal SWaSH 2014 – 16
Partner selection criteria
Charity: water proposal SWiM 2014 – 16
MEL
WASH MEL Plan
WASH MEL plan SWiM 2015
GOAL Uganda Monitoring evaluation and Learning (MEL) data 2015
WASH results framework 2012 – 15
Monthly WASH monitoring data sheet Dec 2015
Monthly CC monitoring data sheet Dec 15
Monthly training updates Dec 15
WASH evaluations 2012, 2013, 2014 and 2015 (draft)
North Water external technical evaluation Nov 2015
Irish Aid external evaluation 2015
WASH case studies / learning
Learning presentation on corrosion 2015
Training Water User Committee's A Training Guideline and Report
GU Training Water User Committee's A Training Guideline and Report 2016
Partners
Partners proposal in country review
Partnership funding agreement
GEMA business proposition 2015
District Coordination
District Coordination Guideline 2012
District Government MOUs
District reports
Other documents:
Uganda National Population and Housing Census 2014, provisional results
Ministry of Water and Environment Sector Performance Report 2015
WHO/UNICEF Joint Monitoring Program for Water and Sanitation

Uganda Sanitation Fund, Country Programme Proposal, Ministry of Health, February 2014
The DAC Principles for the Evaluation of Development Assistance, OECD (1991), Glossary of Terms Used in Evaluation, in 'Methods and Procedures in Aid Evaluation', OECD (1986), and the Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000)
Lockwood, H., Bakalian, A., Wakeman, W., 2003. Assessing sustainability in rural water supply: the role of follow-up support to communities; Literature review and desk review of rural water supply and sanitation project documents. [online] WADC: World Bank. Available at: http://www.aguaconsult.co.uk/uploads/pdfs/WBAssessingSustainability.pdf.

7.5 Terms of reference

BACKGROUND ON GOAL'S WASH OPERATIONS

GOAL's Global operations

GOAL is an international humanitarian and development agency dedicated to alleviating the suffering of the poorest of the poor. GOAL is a non-denominational, non-governmental and non-political organization. Since its inception in 1977, GOAL has spent in excess of 910 million EUR on humanitarian and development programmes in more than 50 countries. GOAL delivers a wide range of humanitarian and development programmes with focus on the sectors of WASH, Health, Nutrition, Infrastructure, Livelihoods and Child Empowerment and Protection.

Globally GOAL has a Health Strategy and WASH Strategic Framework that guide programming and areas of programme development. Within these documents are the following WASH goal and objectives:

> **WASH Goal (strategic objective)**: To continue to deliver holistic Water, Sanitation and Hygiene programmes that target vulnerable groups in a timely and efficient manner whilst impact, retaining measuring the capacity to respond to rapid onset emergencies, reducing disaster risk for the chronically vulnerable and building the capacity of a full range of WASH stakeholders to continue to operate and maintain installed facilities and carry out work in the future.
>
> **WASH Objectives:**
>
> - Ensure that the most vulnerable and/or disaster-affected, in rural, urban and emergency contexts, have increased, equitable access to appropriate and sustainable water and sanitation services and hygiene promotion.
> - Strengthening emergency preparedness and contingency planning integrating risk reduction.
> - Ensuring local stakeholders, communities and institutions have increased capacity to operate, maintain, develop (and possibly replicate) WASH interventions in order to ensure that WASH interventions are sustainable.

About the country programmes: GOAL operates in 15 countries globally, these are: Ethiopia, Haiti, Honduras, India, Kenya, Liberia, Malawi, Niger, Philippines, Sierra Leone, South Sudan, Sudan, Syria, Uganda and Zimbabwe. WASH programming in these locations varies greatly and can cover some of the following programming areas:

- **Water Supply:** achieved via a variety of water supply options depending on the context, including hand dug wells, boreholes (fitted with handpumps or submersible pumps) and rainwater harvesting. In urban areas GOAL also works with water utilities on extending service delivery and management of services. GOAL always ensures community management systems for operation and maintenance are put in place and that government/utility roles are made clear and linked to other stakeholders.
- **Sanitation:** GOAL aims to achieve sanitation coverage via Community Led Total Sanitation (CLTS), although there is acknowledgement that CLTS is not always the most suitable solution and sometimes an alternative low cost subsidy approach is needed. Sanitation Marketing is adopted in many countries, both to sustain and improve upon the results of CLTS, but also to increase sanitation coverage in urban areas. The on-going operation and maintenance (O&M) of on-site sanitation is also taken into consideration, with faecal sludge management (FSM) being pursued in urban areas. During emergency response, GOAL is keeping up with the latest

developments on emergency sanitation, with the ultimate aim to deliver sanitation as quickly as possible to those in need.

- **Hygiene Promotion:** Since 2012 GOAL has actively promoted a Designing Behaviour Change (DBC) framework approach to hygiene promotion, this has resulted in most countries producing several DBC frameworks that detail a variety of new types of activity to achieve hygiene promotion targets. This often can support the use of existing hygiene promotion methodologies such as participatory hygiene and sanitation transformation (PHAST) or community conversations. However, in some cases it might lead to more innovative solutions. GOAL also aims to assess the extent that communities are able to access hygiene hardware; particularly in emergency response, this is of utmost importance.

- **Local Government Engagement:** With decentralization taking place and becoming a reality in many of GOAL's operational countries the benefits of engaging with local governments on achieving WASH targets have been greatly enhanced. Although it can present challenges, GOAL aims to work closely with local governments in planning and coordinating WASH work as well as in assessing and improving on the quality of work.
- **Market-based solutions:** GOAL is increasingly interested in market-based WASH solutions with a focus upon sanitation provision, FSM and O&M of rural water supply as the three main areas. However, this is also a wider interest should solutions be appropriate to specific country objectives. The role of government (local and national) is also taken into account in these approaches, with the aim not to replace government functions but to empower them to see private sector solutions as something they can utilize to deliver on WASH targets for communities.
- **WASH Advocacy**: Although still not a significant part of programming, many GOAL countries already take part in informal advocacy relating to key WASH issues. This still need to be better formalized but exists as something many GOAL WASH teams already achieve.

Key areas of WASH programme development: GOAL has been focusing on the following areas of programme development since 2013 and will continue to adjust as seen fit:

- **CLTS and Sanitation Marketing:** With the challenges in rural sanitation still significant in many locations the requirement to come up with solutions to close the sanitation gap, GOAL has used Community Led Total Sanitation (CLTS) in many countries to achieve change in this area. Ensuring that households are enabled to climb up the sanitation ladder using their own resources via sanitation marketing programming is however an ongoing challenge.
- **Sustainability of Rural Water Supply:** There is still great need to increase water supply coverage, but one of the greatest challenges facing the WASH sector is the sustainability of such infrastructure. GOAL has a particular focus on this and on improvement of collaboration with local government and private sector enterprises that can bring about improvements in results.
- **Effective Hygiene Promotion:** Through the use of Designing Behaviour Change (DBC) frameworks GOAL has already catalyzed some change in operations by introducing this methodology and increasing a focus on behaviour change. The challenge remains to effectively monitor behaviour and identify a small number of effective activities for certain behaviours.
- **Urban WASH:** GOAL works in several urban areas globally and has worked on emergency response, recovery and development programming. Particular interest is paid to faecal sludge management (FSM).

GOAL's 10 Key WASH Principles

1. Individual programmes will address the 'three prongs' of WASH (Water, Sanitation, and Hygiene), either as an integrated program, or in collaboration with other partners, including equal considerations for men and women
2. Community involvement and engagement are essential in all aspects of programming
3. Gender mainstreaming is of considerable importance within the WASH sector and all programmes should be gender sensitive
4. WASH programmes should not only respond to demand, but also create demand
5. Sustainable WASH services should be a primary focus of programming in terms of beneficiaries' continued use of services and ability to operate and maintain without external assistance. This should include assessment of a program's environmental impact
6. Any WASH intervention should be designed and selected so that it is appropriate to the specific circumstances of the people (particularly the most vulnerable) and the location
7. WASH programming should focus on behaviour change and avoid simply improving knowledge
8. Partnership and capacity building of the whole range of stakeholders within a WASH programme is crucial for increasing the strength of a programme and also as a programme output
9. WASH does not operate in isolation from other programme teams. Integration of programming can greatly enhance outputs and thus the well-being of beneficiaries
10. WASH programmes should not only address existing needs of communities, but also be designed to reduce the vulnerability of communities to future hazards

Methodology for assessing GOAL's WASH Strategic Objective

The assessment of WASH Strategic Objective will focus on the evaluation of effectiveness – the extent to which the WASH objectives were attained. This will be done in two stages. During the first stage, actual contributions of the individual projects within the respective country programme will be assessed. These contributions will be ranked. In the second stage, the average of rankings from the individual projects will determine the score for effectiveness of the country programme.

Scale 1-6 (very low, low, rather low, rather high, high, very high), where 1 represents very low and 6 represents very high will be used for ranking the extent of achievement of the WASH Objective. The ranking will also include an option "not applicable (n.a.)". The approach is illustrated in the (hypothetical) table below.

Table 1: Assessing GOAL WASH Strategic Objective

Country	**Rate of fulfilment**						
	Project 1	***Project 2***	***Project 3***	***Project 4***	***Project 5***	***Project 6***	***Programme***
A	Very high (6)	High (5)	High (5)	High (5)	Rather low (3)	Low (2)	**26/6 = 4**
B	High (5)	Rather high (4)	Rather low (3)	Very low (1)	n.a.		**13/4 = 3**
C	Rather high (4)	n.a.					**4**

Assessment of the 10 Key WASH Principles

Some of the WASH Principles will be assessed in the same manner as the effectiveness of the individual country programs, based on the assessment of individual projects:

- Principle 2: Community involvement and engagement in all aspects of programming

- Principle 3: Gender mainstreaming
- Principle 4: Creating demand
- Principle 5: Sustainability of WASH services including environmental impact
- Principle 6: Appropriateness of interventions for beneficiaries, particularly vulnerable groups
- Principle 7: Focus on behaviour change
- Principle 8: Partnership and capacity building

Other Principles will be assessed at the programme level, using information from programme documents, reports and discussions with GOAL and relevant partners/key informants:

- Principle 1: Addressing the 'three prongs' of WASH (Water, Sanitation, and Hygiene), either as an integrated program, or in collaboration with other partners, including equal considerations for men and women
- Principle 9: Integrated approach to WASH programming
- Principle 10: Focus on reduction of vulnerability to future hazards

Sample of summary of conclusions is presented below.

Table 2: Assessing GOAL WASH Principles 1, 9 and 10

Principle 1: Addressing the 'three prongs' of WASH (Water, Sanitation, and Hygiene), either as an integrated program, or in collaboration with other partners, including equal considerations for men and women	Very high (6)
Principle 9: Integrated approach to WASH programming	Rather low (3)
Principle 10: Focus on reduction of vulnerability to future hazards	High (5)

Comparison between countries will be possible by the comparison of the individual countries scores. A matrix will be prepared by countries and by WASH objectives/WASH Principles to allow cross-country meta-analysis by countries as well as by objectives and Principles within a country and between countries.

GOAL'S WASH PROGRAMME IN UGANDA

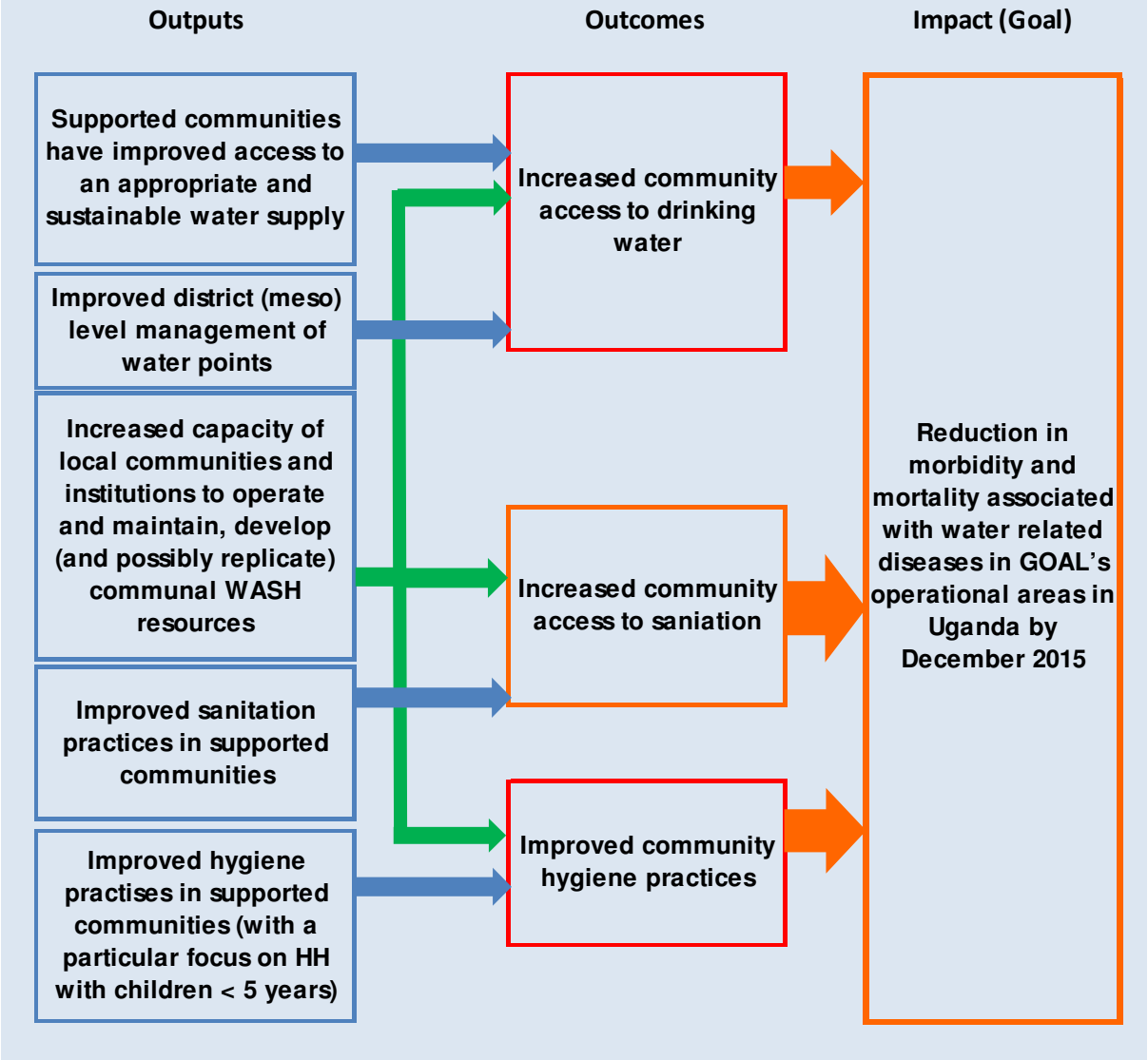
Background

GOAL began working in Uganda in 1979. Employing a market based approach across our focus areas of Health and Livelihoods, GOAL Uganda's country programming aims to build resilience and support socio-economic development. GOAL Uganda (GU) has three core competencies and programming areas; Livelihoods, WASH and Health. In 2013/14 GOAL Uganda conducted mapping of all water points (community, private and institutional), and Open Defecation Free (ODF) communities in all operational areas. GOAL's intention is to work intensively in a geographic area to stimulate demand and increase coverage of water, sanitation and hygiene. Water Point Mapping helps to identify the geographical positions of all water points in a particular location, in addition to management, technical and demographical information.

Goal, outcomes and outputs

The emphasis for GOAL Uganda's work in WASH over the period 2012-2015 is to increase and sustain existing water points and to increase community access to sanitation and hygiene. This has been implemented both directly and through national partners. Additionally, along with partners, GOAL has been engaging more at a district level in order to strengthen institutional capacity particularly around the area of coordination. The key elements of the Theory of change are depicted below.

Figure 1: WASH Theory of change



Programme focus

Focus of the current program is on sustaining previous investments. GOAL works closely with the Local District Government (LDG) to support the systems that will maintain existing water infrastructure. Work on sanitation is community driven and follow up is an integral part of the programme. It is anticipated that with investment in system strengthening by 2015 communities and LDG will be able to maintain their own water systems.

Increasing access to drinking water

Since 2010, and across the operational districts[16], GOAL has built or rehabilitated 390 water points and trained Hand Pump (HP) mechanics and Water User Committee (WUC) members to maintain these points. No more water points are planned under the current programme. GOAL monitors functionality of water points and WUCs through monthly field visits. Each month, data is collected and analysed on

a. Functionality of water points

[16] Currently four: Namayingo, Abim, Agago (since 2012) and Kaabong (since 2014)

b. Functionality of WUC

This information allows GOAL to plan interventions, such as rehabilitations and refresher trainings. Data is entered and analysed through an MS Excel Database.

GOAL Uganda aims to further involve the private sector in operation and repair of water points. GOAL assists the private sector through co-funding business propositions, development of business plans and linking to WUC and District Government.

Sanitation and hygiene promotion

GOAL Uganda has been implementing CLTS since 2011 in 4 districts. Under the current programme, five districts are included: Namayingo, Abim, Agago, Pader (phase out in 2013 and since 2014 also Kaabong. CLTS is operational in specific sub-counties in each district. CLTS is a village-based methodology, which aims at 'triggering' the village population to build latrines for defecation purposes with an ultimate aim of improving the village health status (particularly reduction in diarrhoea). It uses Participatory Rapid Appraisal (PRA) methods, which enable the local community to analyze their sanitation condition and collectively internalize the impact of Open Defecation (OD) on the community's health outcomes. The use of crude local word for "Shit" provokes collective local action to become totally ODF. The method does not involve any hardware subsidy or a hands-on approach by the facilitator but rather, focuses on igniting a change in sanitation behaviour through social awakening stimulated by a facilitator.

Baseline information is collected before a village is triggered and followed by regular monitoring and sensitization exercise with the help of district authority and village leaders. This is done to encourage the community and ensure that the village becomes ODF. An ODF verification exercise is conducted with the relevant district authority and if a village is found to be ODF, it is then celebrated.

Stages in CLTS:

- Mobilization
- Triggering
- Follow up on ODF rates and latrine construction
- ODF verification

Key monitoring information such as latrines constructed and hand washing facilities built, number of visits, ratio of households (HH) to latrines etc. are collected on a monthly basis and inputted into an MS Excel database. The CLTS database is pre formulated to allow for immediate analysis of information to track progress and assess gaps. The CLTS programme has baselines for all villages triggered since the project was initiated. Follow up surveys have been implemented to assess progress against key indicators such as diarrhoea rates, sanitation and hygiene practices and to show trends.

Scope of the Programme

The WASH program 2012-2015 has been – with some alterations over time – implemented in 5 districts, i.e. Namayingo, Bugiri, Pader, Abim, Agago and recently Kaabong. Evaluation of CLTS will include the following Districts and Sub-counties:

Table 3: CLTS Program 2012 – 2015: Districts and sub-counties

District	Sub-counties	Parishes	Villages	In programme since	# Population	# Households
Namayingo	Banda	5	28	2012	37,328	6,432
	Mutumba	7	28	2012	40,967	6,416

Sub-total		*12*	*56*		*78,295*	*12,848*
Abim	Lotuke	5	51	2012	14,853	2,374
	Alerek	4	24	2012	6,251	1,112
Sub-total		*9*	*75*		*21,104*	3,484
Agago	Kotomor	6	59	2012	17,594	2,594
Sub-total		*6*	*59*		*17,594*	*2,594*
TOTAL	**5**	**27**	**190**		**116,993**	**18,926**
Kaabong	Started in late 2014					
Pader	Phased out in 2013					

The drinking water supply program has been implemented in five districts and a larger group of sub-counties. Kaabong and Pader are again not included since they had no program running throughout the 2012-2015 programme period. The following tables indicate where water points have been constructed / rehabilitated. In the course of the programme period, the number of water points has increased by 65 in Agago, Bugiri and Namayingo Districts. Some water points have been submerged or abandoned after 2011. An overview is provided in Table 4 below.

Table 4: Water Supply Program 2012-2015

District	Sub-counties	Constructed till 2015	Constructed WP 2011	Still in use of WP 2011	Still in use of WP till 2015
Namayingo	Banda	48	39	21	30
	Mutumba	43	30	19	32
Sub-total		*91*	*69*	40	*62*
Bugiri	Bulidah	35	22	21	34
	Muterere	21	0	0	21
Sub-total		56	22	21	*55*
Agago	Adilang	5	5	3	3
	Kalongo TC	14	14	14	14
	Kotomor	25	17	8	16
	Lamiyo	9	9	6	6
	Lapono	19	19	11	11
	Lira Palwo	11	11	9	9
	Lukole	6	6	6	6
	Omiya	6	6	5	5
	Paimol	12	11	4	5
	Parabongo	21	21	14	14
	Patongo	4	4	1	1
	Wol	9	9	6	6
Sub-total		141	132	87	*96*
Abim	Abim S/C	14	14	*12*	*12*
	ABIM T/C	20	20	*16*	*16*
	Alerek	14	14	*9*	*9*
	Lotuke	25	25	*22*	*22*
	Morulem	31	31	*26*	*26*
	Nyakwae	18	18	*16*	*16*
Sub-total		*122*	*122*	*101*	*101*

TOTAL		**410**	**345**	**249**	**315**

OBJECTIVES OF THE EVALUATION

The main purpose of the evaluation is to obtain objectively substantiated and consistent conclusions that can be used in the decision making of GOAL on the future direction of GOAL in Uganda in the rural WASH sector with focus on safe water supply, operation and maintenance of water services, sanitation promotion (CLTS) and hygiene promotion. Evaluation will be conducted in line with the principles set out by the Development Assistance Committee of the OECD with reference to programme relevance, efficiency, effectiveness, impact and sustainability.

Following priorities of GOAL Uganda, particular attention will be paid to:

- Cost efficiency (detailed analysis of value for money – social cost-benefit analysis (SCBA[17])
- Effectiveness of approaches and tools used for increasing demand for drinking water and sanitation- Effectiveness of Demand Responsive Approach on changing behaviour
- The adequacy of GOAL Uganda monitoring system (data collection mechanism, relevance, quality, reliability and validity of collected information)
- Use of information from monitoring for planning
- Sustainability - the likelihood of the continuation of the benefits after donor funding has been withdrawn. (Beneficiaries enjoy the benefits - positive outcomes - as they perceive them.)
- The level of governance (transparency, accountability, participation, rule of law, equity)
- Cooperation with partners

Conclusions inferred from the obtained information can be used for future planning and implementation of the WASH sector Programme in Uganda.
In addition to the specific country evaluation objectives, an additional objective is to assess the country programme against the strategic goal and objective for GOAL globally and against GOAL's 10 Key WASH Principles with an objective measurement to allow cross-country meta-analysis.
Period covered by this evaluation: 2012-2015.

APPROACH AND METHODOLOGY

Key elements

The assignment will be implemented in accordance with the requirements of the Terms of Reference (TOR), following the IDEAS Code of Ethics adopted in November 2014. The evaluation team will make clear to all participating stakeholders especially children of all ages that they are under no obligation to participate in the evaluation. All participants will be assured that there will be no negative consequences if they choose not to participate. The team will obtain informed consent, where not possible provisional consent, from the participants including children by negotiating with their parent.

In case the assessment team does not understand the participants' first language, an interpreter has to be used. Team will have to receive prior permission for taking and use of visual still/ moving images for specific purposes, i.e., for study report and presentations. The evaluation team will assure the participants the anonymity, confidentiality and will assure the visual data and all other information obtained is protected and used for agreed purpose only.

[17] Guidance in measuring and maximizing value for money in social transfer programmes – second edition, Department for International Development, April 2013, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/204382/Guidance-value-for-money-social-transfers-25Mar2013.pdf

The evaluation will be implemented in line with the program design and available project documents. It will combine primary and secondary research using mixed methods. The approach will be based on consultations and dialogue. Source of information will be quoted for each finding. Conclusions will be clearly linked to findings. Own comments by the evaluation team will be marked as such and explained. Internal and external factors affecting implementation will be addressed. Reliability of data collection instruments will be verified during discussions within the evaluation team.

Design is non-experimental, one-shot (situation during the evaluation). Before-and-after design without comparison group may be used if baseline data is available (information on areas of intervention and beneficiaries will be compared before and after the project implementation– the desired effect should come only after the beginning of the project. This design is insufficient to demonstrate that the intervention (program) alone caused the change (causality), but is the only option available in the absence of a reference group randomly identified before the intervention; the counterfactual methods cannot be used.

Possible major changes in the approach and methodology will be consulted with GOAL in advance.
All data collected during the evaluation will be appropriately analyzed and electronic copies of data and calculations made available to GOAL in Excel workbooks. This data will remain under the ownership of GOAL and will not be allowed to share without expressed permission. At the end of fieldwork, preliminary findings and conclusions will be shared and discussed with GOAL Uganda team and other stakeholders as appropriate. An evaluation report will be compiled following the structure outlined in these TOR.

Language used for the implementation of the evaluation will be English.
Analysis of possible methodological barriers and evaluation limits will be included in the evaluation report.

Scope of the evaluation
An external evaluation of the Program has been foreseen in the GOAL Uganda proposal 2012 – 2015. In accordance with GOAL priorities, the evaluation will focus on the following areas of the GU programme:

- Safe water supply (provision of water via borehole drilling) and operation and maintenance of water services (training of WUCs, sustainability of hand pumps) (further Project *Improved access to drinking water*)
- Sanitation promotion (CLTS, beginning of sanitation marketing) and hygiene promotion (via community conversations) (further Project *Improved Access to Sanitation and Hygiene)*

The evaluation will include assessment of the two projects on:

- Relevance, effectiveness, efficiency, impacts, sustainability (*OECD DAC criteria)*
- *GOAL 10 Key WASH Principles* (see section 1.2 above)
- Ex-post Social Cost Benefit Analysis (*SCBA*) (Guidance in measuring and maximizing value for money in social transfer programmes – second edition, Department for International Development, April 2013, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/204382/Guidance-value-for-money-social-transfers-25Mar2013.pdf)

Phasing
The evaluation will be implemented in three phases:
Preparatory (inception) phase will take place before the field phase. The preparatory phase encompasses:

- Preparation of data gathering instruments (questionnaires, discussion frameworks, checklists) for gathering information from relevant institutions, partner organizations, GOAL, WUCs, communities, school children and other stakeholders
- Gathering of information, review of secondary data – analysis of available data; relevant legislation, project documentation, periodic project reports, financial reports and budget, monitoring databases, strategic documents, and other relevant accessible documents
- Speaking with key informants on CLTS programming to bring some thoughts on the benefits and limitations of the approach from a global perspective
- Consolidation and approval of the Terms of Reference including the methodology by GOAL
- Formulation of hypotheses related to the evaluation questions, based on the résumé of information and findings. These hypotheses will be verified during the mission in Uganda.

Field phase: The fieldwork will be implemented in accordance with the agreed evaluation questions and methodology and in compliance with the objectives of the evaluation and expectations of the contracting authority. This phase encompasses:

- Collection of data from stakeholders in the Programme area
- Detailed consultations with the GOAL Uganda team
- Review of secondary data – including strategic plans, project reports, statistics, monitoring reports, monitoring reports from previous projects, reports from trainings, information materials and other relevant documents
- Analysis of information and factors that contributed to successes and failures
- Identification and gathering of missing information
- Verification of hypothesis formulated during the preparatory (inception) phase
- Opening and closing briefings for GOAL Uganda and other relevant stakeholders

During the final phase, the information from the preparatory and field phases will be consolidated, processed, analyzed, and interpreted in relation to the evaluation questions. This phase encompasses:

- Analysis, synthesis and interpretation of data
- Formulation of findings, conclusions and recommendations
- Drafting and submitting the draft evaluation report
- Processing comments from GOAL and preparing the final report

Important source of information will be feedback from briefings and debriefings and comments on the draft version of the report.

Evaluation questions

Evaluation questions reflect the objective and scope of the evaluation and encompass the assessment of relevance, efficiency, effectiveness, impact and sustainability (OECD DAC evaluation criteria), Value for Money analysis as well as the level of contributions to the GOAL WASH Objective and 10 Key WASH Principles.

Conclusions drawn from findings for each evaluation criterion will be rated 1-6 (the same rating applies for the SCBA and 10 GOAL WASH Principles)

Table 5: Rating of conclusions on evaluation criteria and on the 10 GOAL WASH Principles

Rating	Interpretation
1	Very low
2	Low
3	Rather low

4	Rather high
5	High
6	Very high

Table 6: Evaluation questions

Evaluation criteria	Evaluation questions
Improved access to sanitation and hygiene	
1. Relevance *To what extent are the outcomes still relevant?*	1.1. How was community participation ensured? (Provide rating for participation in planning, implementation and monitoring stage) ***(Principle 2 – Community involvement)***
	1.2. What specific needs of children were considered by designing school latrines? ***(Principle 6 – Appropriateness to circumstances & vulnerable)***
	1.3. What roles play women and children in the intervention? ***(Principle 3 – Gender mainstreaming***)
	1.4. What are the current priorities of the government, partners, beneficiaries and GOAL Uganda?
2. Effectiveness *To what extent can the Project reach the foreseen behaviour change?* **(*Principle 7)***	2.1. What is the most significant behaviour change caused by the Project?
	2.2. To what extent did the intervention contribute to the increased capacity of local stakeholders to maintain sanitation? ***(Objective) (Principle 8 – Partnership and capacity building)***
	2.3. What was the most motivating approach for the changes in sanitation and hygiene behaviour?
	2.4. Is there any monitoring system in place? Sub-questions: Who is using the results? For what kind of decisions are the results used? Are the results easily available?
3. Efficiency *How cost-effective was the applied implementation strategy?*	3.1. What is the project's operational cost-efficiency? Sub-questions: How would you rate predictability, transparency, and sufficiency of funding?
	3.2. How effective were the institutional arrangements for the implementation of the Project, with focus on roles and responsibilities of GOAL and partners? ***(Principle 8 – Partnership & capacity building)*** Sub-questions: What is the added value of each implementing partners? What were the main problems in cooperation?
	3.3. What is the main (social) Value for Money?
4. Impacts *What are the foreseen or unplanned benefits?*	4.1. What were the main contributions of the programme to changes in sanitation and hygiene practices of the most vulnerable members of communities? ***(Principle 6 – Appropriateness to circumstances & vulnerable)***
	4.2. To what extent has demand for improved sanitation increased as a result of the project (Demand Responsive Approach)? ***(Principle 4 - Responding & creating demand)***
	4.3. Do the beneficiaries register any positive impact on health status as a result of the intervention?
5. Sustainability *How the CLTS approaches will continue*	5.1. To what extent were the risk factors to sustainability included in the monitoring system? ***(Principle 5 – Sustainable services & environmental impact)***
	5.2. Has an exit strategy been agreed with partners during formulation? ***(Principle***

without GOAL support?	***5 – Sustainable services & environmental impact)***
	5.3. What percentage of "new" sanitation facilities is still fully functional? Sub-question: What are the main problems in proper maintenance?
	5.4. What is the extent of risk that ODF communities will slip back to non-ODF status?
	5.5. Are there any new local (locally owned) initiatives to improve sanitation? ***(Principle 8 – Partnership & capacity building)***
Improved access to drinking water	
1. Relevance *To what extent are the project objectives still relevant?*	1.1. How was community participation ensured? (Please provide rating for participation in planning, implementation and monitoring stage)? ***(Principle 2 – Community involvement)***
	1.2. What specific needs of women and children were considered in designing the water points? ***(Principle 3 Gender mainstreaming)***
	1.3. What roles do women have in the intervention? ***(Principle 3 – Gender mainstreaming)***
	1.4. What are the current priorities of the government, partners, beneficiaries and GOAL Uganda?
2. Effectiveness *To what extent can the programme reach the foreseen behaviour change?*	2.1. What is the most significant behaviour change caused by the project?
	2.2. To what extent did the intervention contribute to the increased capacity of local stakeholders to operate and maintain the water sources? ***(Objective) (Principle 8 - Partnership & capacity building)***
	2.3. How much did the interventions help to ensure a feasible fee collection system?
	2.4. Is there any monitoring system in place? Sub-questions: Who is using the results? For what kind of decisions are the results used? Are the results easily available?
3. Efficiency *How cost-effective was the applied implementation strategy?*	3.1. What is the project's operational cost-efficiency? Sub-questions: How would you rate predictability, transparency, and sufficiency of funding?
	3.2. How effective were the institutional arrangements for the implementation of the programme, regarding roles of GOAL and partners? ***(Principle 8 – Partnership & capacity building***) Sub-questions: What is the added value of each implementing partners? What were the main problems in cooperation?
	3.3. What is the main (social) Value for Money?
4. Impacts *What are the foreseen or unplanned benefits?*	4.1. How has the program impacted on access to drinking water for the most vulnerable members of communities? ***(Principle 6 - Appropriateness to circumstances & vulnerable)***
	4.2. To what extent has demand for drinking water services increased as a result of the project? ***(Principle 4 - Responding & creating demand)***
	4.3. As a result of the project, are there demonstrated changes in willingness to pay for improved access to drinking water? **(*Principle 7 – Behaviour changes)***
	4.4. What positive impacts do the beneficiaries register as a result of the project?
5. Sustainability *How the water sources operation and maintenance*	5.1. To what extent were the major risk factors to sustainability included in the monitoring system? ***(Principle 5 – Sustainable services & environmental impact)***
	5.2. Has an exit strategy been discussed and agreed with partners during formulation? ***(Principle 5 – Sustainable services & environmental impact)***

will continue without GOAL support?	5.3. What percentage of new water sources is still fully functional? Sub-question: What are the main problems in proper maintenance?
	5.4. How are the cost of operation and maintenance of the water supply systems covered?
	5.5. Are there any new local initiatives to improve access to drinking water? ***(Principle 8 – Partnership & capacity building)***
Programme level	
1. Relevance *To what extent are the programme objectives still relevant?*	1.1. To what extent did the selection criteria for the Program area reflect vulnerability of beneficiaries? ***(Objective / Principle 6 – Appropriateness to circumstances & vulnerable)***
2. Effectiveness *To what extent can the programme reach the foreseen behaviour change?*	2.1. Has the theory of change been properly formulated?
	2.2. Has the theory of change been used for monitoring?
	2.3. What is the role of program monitoring in improving program delivery? Sub-questions: Are data properly used to adjust future programming/planning? Are lessons learnt from implementation used?
	2.4. Has the support to partners been effective in terms of increased internal capacity?
3. Efficiency *How cost-effective was the applied implementation strategy?*	3.1. Are data collection systems useful for decision making process? Do they provide reliable data?
	3.2. How is the support from GOAL Uganda perceived?
4. Impacts *What are the foreseen or unplanned benefits?*	4.1. Is there any indication of mortality or morbidity decrease as a result of the WASH program? (Reduction of incidences of vector borne diseases for the population of 6 to 18 years, reduction of infant mortality and morbidity for the children of 0 to 5 years, other changes since start of the WASH programme)
WASH Principle 1	1 a) Have the 'three prongs' of WASH (Water, Sanitation, and Hygiene) been addressed either as an integrated program, or in collaboration with other partners?
	1 b) To what extent were gender concerns (equal consideration for men and women) integrated into the programme design?
WASH Principle 9	To what extent is the programme integrated with other programme teams to enhance the well-being of beneficiaries?
WASH Principle 10	10 a) What information about WASH conditions or problems prompted the programme response?
	10 b) How does the programme design address the reduction of the vulnerability to future hazards?

Techniques for data collection and sources of information

Techniques for data collection will include:

- Review of the substantive datasets in GOAL Uganda and of other secondary sources (literature, available documentation, Results framework, Programme progress and financial reports, statistics, Gov't policies and strategies i.e. Water policy, District implementation plan, Ministry of water sector performance report 2012 – 2015. Sector investment plans, Improved hygiene and sanitation improvement strategy (ISH)) ***(Review)*** (List of currently available documents is provided in Annex A) *(water and sanitation)*
- Focus group discussions with women ***(FGDW)*** *(water)*
- Key informant interviews with a selection of 10% of WUCs from across the four Districts (Namayingo, Bugiri, Agago and Abim) ***(KII WUC)***; these interviews will be done by independent enumerators. GOAL Uganda will provide a comprehensive list of water points including functioning, non-functioning, abandoned and submerged. Selection of WUCs for KII will be done by the evaluation team in consultation with GU. Completed questionnaires will be submitted to the evaluation team in electronic form. *(water)*
- Key informant interviews with households ***(KII HH)*** in each of the five sub-counties where the sanitation programme is implemented (Banda, Mutumba, Lotuke, Alerek and Kotomor). 45 KII HH interviews will be implemented by independent enumerators (about 9 in each sub-county). The HHs will be selected from a list of all households by the evaluation team based on criteria agreed with GU. Completed questionnaires will be provided to the evaluation team in electronic form.*(sanitation)*
- Key informants interviews with implementing partners and other key stakeholders included in the overview of information sources in table 7 below ***(KII)*** *(water and sanitation)*
- Interviews with GOAL staff ***(GOAL)*** *(water and sanitation)*
- Visits and observations ***(V&O)*** *(water and sanitation)* Water points and sanitation facilities for observation by the evaluation team will be selected on criteria agreed with GU. Selection criteria for water points will include their operational status. Selection criteria for sanitation facilities will include stages in the sanitation ladder. There will be at least some overlap with the KII WUC and KII HH.

Single case studies using qualitative methods will be included to gain in-depth understanding of a specific process or situation. Cases would be selected by the evaluation team in consultation with GU and follow on existing change stories in Abim and Agago from 2013 to record possible changes over time. (**CS CLTS, CS Water**) (*water and sanitation*)

The table below indicates techniques to be used for data collection from secondary and primary sources of information. The table may be revised after initial briefing with GOAL Uganda.

Table 7: Sources of information and data collection techniques

Source of information	Techniques for data collection
Secondary sources	
TOR	Review
Datasets in GOAL Uganda	Review
literature, available documentation, Results framework, Programme progress and financial reports, statistics, Gov't policies and strategies i.e. Water policy, District implementation plan, Ministry of water sector performance report 2012 –	Review

Source of information	Techniques for data collection
2015.Sector investment plans, Improved hygiene and sanitation improvement strategy (ISH)	
The internet	Review
Follow-up HH Survey	Review (Follow up survey will be available in December)
Primary sources - Water	
GOAL Uganda staff	GOAL
Beneficiaries	
Beneficiaries	CS Water
Women (W)	FGDW
Water users committees/water points water points	
WUC	KII WUC
Water points (WP)	V&O
Implementing partners	
Mucobadi (Abim)	KII
UMURDA (Namayingo, Bugiri)	KII
WW (Agago)	KII
Administration	
DWO	KII
LDG	KII
Ministry of Water and Environment (MWE)	KII
Service providers	
Hand pump mechanics (HPM)	KII
Hand pump Mechanics Association (HPMA)	KII
Shops/dealers with spare parts (Suppliers)	KII
Experts (such as ex-GOAL staff with good institutional memory)	KII
Primary sources, CLTS and hygiene	
GOAL Uganda staff (GOAL)	KII
Beneficiaries	
Households (HH)	CS CLTS, KII HH
Sanitation facilities	V&O
Children	FGDC
Community representatives and Organizations	
Village Health Committee (VHC)	KII
Natural Leaders (NL)	KII
Implementing partners	
Mucobadi (Abim)	KII
UMURDA (Namayingo)	KII
WW (Agago)	KII
Administration	
DHD	KII (Health Inspector)
LDG	KII
Service providers	
Local artisans (Pit-diggers, masons, carpenters, etc.)	KII, V&O

Source of information	Techniques for data collection
(Artisans)	
Sanitation product suppliers (RSM, manufacturers, wholesalers, retailers) (*Suppliers*)	KII, V&O
Financial institutions	
Village Savings and Loan Associations (VSLA)	KII
Formal banks (Bank)	KII
Primary sources: Program level	
GOAL Uganda staff (GOAL)	KII
Ministry of Water and Environment (MWE)	KII
Other donors, projects, related interventions	
UNICEF	KII
UWASNET	KII

A schedule for interviews, meetings and observations will be prepared prior to the arrival of the team in Uganda in consultation between the Team Leader and GOAL Uganda.

Evaluation matrices

Evaluation matrices will be used including evaluation criteria, questions, sub-questions, indicators/standards (for normative questions), availability of baseline, type of question, design, as well as data source and data collection instruments. A digitalized version of the matrices includes software that allows for generating consistent questionnaires and checklists. The matrices are attached in Annex B.

Methodology

Interviews with GOAL and key informants, and possibly review of statistics will be conducted at the national level (Kampala) as well as at the Namayingo, Bugiri, Agago and Abim Districts level.

Selection of households and water user committees for KII is described in section 4.5 above.
Selection of water points and sanitation facilities for observation is described in section 4.5 above.

Villages for KII with HPM, suppliers, artisans, VHC, NL VSLA and bank will be selected by the evaluation team in consultation with GU. Particular attention will be paid to suppliers of sanitation products and services and to representatives from financial institutions to establish the potential for M4P. For the selection of villages, the following will be taken in to consideration:

- Highest share of vulnerable population (highest incidence of poverty)
- At least 2 from remote areas
- Diverse ethnicity
- Diverse religion
- Diverse communities (e.g. fishermen, farmers, ...)

5FGDW will be conducted at water points selected by the evaluation team in consultation with GU. The following may be taken into consideration:

- To save travel time, FGDWs may be conducted at water points in the same villages as selected for KII with local key informants
- Both, functional and non-functional water points should be included

Focus group discussions will be conducted by both consultants, with the support of a facilitator and an interpreter (for the international consultant). Neither the facilitator nor the interpreter should be from GOAL or the Implementing Partner. Records from focus group discussions will be discussed and consolidated at the end of the day. Following transcription, the analysis process involves:

- Thorough review of transcripts and identifying relevant themes and sub themes
- Organizing quotations with accompanying respondent information

Case studies will follow on already recorded cases to record possible changes over time, to the extent possible in the same villages as selected for the above data gathering. The beneficiaries will be selected by the evaluation team in consultation with GU. Preferably both, success stories and less successful cases should be included.

Instruments for data collection for each information source will be generated by the software used for preparing the evaluation matrix and adjusted as/if required for effective communication with informants. Information obtained during interviews with key informants will be entered in digital form during the interviews or transcribed from handwritten to digital versions. Interviews with key informants will be held by one or by both consultants. If both consultants conduct the interview, their raw notes will be typed into one e-questionnaire.

GOAL will provide 2 staff to facilitate and organize meetings, overall coordination for 5 days, the intended stay in one survey area. Since English is widely spoken by KII it is not likely that there is a need.

The tentative number of focus group discussions and interviews with key informants and households in the Districts is included in Table 8 below. The table does not include interviews with some key informants included in Table 7 above, such as implementing partners, financial institutions or teachers. The list with a detailed work plan will be finalized by the Team Leader in consultation with GOAL before the start of the fieldwork.

Table 8: Tentative number of FGDs and interviews in the Districts

District	Project sub-counties	Project villages	Selected villages	NL, CLTS teams	District and sub-county officials (DWO, HI, CDO)	Masons, HPMs, suppliers	FGDs with women	HH KII (including rapid ODF check)
Namayingo	Banda	28	2	2	2	2	1	5
	Mutumba	28	2	2	1	2	1	5
Bugiri								
Abim	Alerek	24	2	2	2	2	1	5
	Lotuke	51	(2)*	(2)*	(1)*	(2)*	1	5
Agago	Kotomor	59	2	2	2	2	1	5
Total	**5**	**190**	**10**	**10**	**8**	**10**	**5**	**25**

**Optional if time allows. 8 in-depth interviews would probably do.*

Table 9: Preliminary outline of programme

Date	Activity	Sources of information	Timing
10-01-16	Travel to Bugiri		
11-01-16	Interview with partner staff (2)		Morning
	Interview with GOAL staff (2)		
	Instruction interviewers		Afternoon
	Interview KII Bugiri	DWO	
	Interview KII Bugiri	HPMA or HPM	
12-01-16	Interview KII Namayingo	DWO	Morning
	Interview KII Namayingo	HI	
	Interview KII Namayingo	HPMA or HPM	
	Interview 5 households on sanitation	Village A	Afternoon
	Physical check water points	Village A, Y and Z	
13-01-16	Physical check water points	Village B, C and D	Morning
	Interview CLTS team or NL	Village B	
	Interview 5 households on sanitation	Village B	Afternoon
	Discussion with interviewers WUC		
14-01-16	Interview Mason/HPM in Namaying0		Morning
	Interview CLTS team or NL	Village E	
	Physical check water points	Village E, F and G	
	Interview CLTS team or NL	Village G	Afternoon
	FGD Women in Namayingo	Village G	
15-01-16	Interview HPM(A) in Bugiri		Morning
	Physical check water points in Bugiri	Village H, I and J	
	Interview Financial institution In Bugiri		Afternoon
16-01-16	Travel to Agago		

TENTATIVE TIME FRAME AND STAFF INPUTS

Table 10: Tentative timeframe and staff inputs

Day	Activity	Input (working days)		
		TL	TM	SCBA

04 – 15 January	Review of available project data sets and documentation	5	4	2
06 January	Travel day (depending on the availability of flights)	1		
07 January	Meetings in Kampala (GOAL team, key informants)	1	1	
08 January	Briefing GOAL, reconciling documents/secondary data, reviewing implementation schedule and arrangements for field work, KII	1	1	
09 January	Finalizing questionnaires for WUC and HH interviews with enumerators, KII interviews with implementing partners, Drafting SCBA	1	1	2
10 January	Travel to Bugiri	1	1	
11 – 15 January	Field work (Bugiri, Namayingo) (KII, FGDs, processing)	3	3	
16 January	Travel to Agago	1	1	
17 January	Preparations, consolidation of preliminary findings	1	1	
18 – 23 January	Field work (Abim, Agago) (KII, FGDs, processing information)	3	3	
24 January	Travel to Kampala	1	1	
25 – 26 January	Summarizing key findings, debriefing presentation	2	2	
27 January	Departure/travel day	1		
	Consolidation report and Value for Money analysis[18]	10	4	0.5
15 February	Submission of first draft report			
28 February	Input from IE Committee (GOAL)			
	Incorporating comments	1		
05 March	Submission of 2nd draft			
	Incorporating comments	1		
10 March	Submission final report			
	Total working days (estimate)	34	23	4.5

[18] 9 days are included for drafting findings, conclusions and recommendations on OECD DAC evaluation criteria and 10 GOAL WASH Principles, 4 days for 2 Value for Money assessments as per the Guidance in measuring and maximizing value for money in social transfer programmes – second edition, Department for International Development, April 2013

7.6 Itinerary for the evaluation

GOAL Uganda
External WASH Evaluation
17th Jan - 2nd Feb 2016

Agenda for WASH Evaluation
Consultant: Anton Rijsdijk / Dennis Nabembezi
Field visit plan

Date / time		Consultant 1		Consultant 2		Person responsible	Docs / Actions
Sunday 17.01.16	13:30 pm	Pick up					**Arrange pick up and accommodation Sun & Mon**
Monday 18.01.16	09:00 am	Security brief				Charles	SOP docs
	10:00 am	Programme briefing in Kampala				Alan, Claire, Maurits, Mary, Fiona	Presentations
	16:00 pm	Finance				Julius	Per diem
Tuesday 19.01.16	09:00 am	Ministry meeting (O&M)				Steven / Mary	O&M
	11:30 am	UWASNET (Coordinator)				Doreen / Mary	Case studies
	12 am	GOAL Uganda				Mary	Presentations
	15:00 am	Travel to Bugiri				Mary	Vehicle / **accommodation Tues, Wed, Thurs, Friday**
Wednesday 20.01.16	08:00 am	Security brief				Joseph	
	08:30 am	Interview with GOAL staff				Joseph, Simon, Mary	
	10:30 am	Interview with CSO partner staff UMURDA				Joseph, Simon, Mary	
Bugiri	13:00 pm	Field visit 3 water points 3 WUCs 1 HPM	Bukudhulu Nansaga Itoolo A (Fred)	Field visit 3 water points 3 WUCs 1 HPM	Nakyegereike 2 Nakisenyi 2 Isakabisolo 1	Joseph, Simon, Mary	2 vehicles 2 translators

Date / time		Consultant 1	Consultant 2	Person responsible	Docs / Actions
			(Aramanzani)		
Thursday 21-01-16 Bugiri	09:00 am	GEMA (private sector O&M partner)		Joseph, Simon, Mary	1 vehicle
	10:30 am	District Water Office		Joseph, Simon, Mary	1 vehicle
	12:00 am	Expert Concrete (San marketing partner)		Joseph, Simon, Mary	1 vehicle
	14:00 pm	Institutional Sanitation (CHAST) Nansaga P/S	1 CLTS team 8 HH on sanitation Namungodi	Joseph, Simon, Mary	2 vehicles 2 translators
	15:00 pm	1 CLTS team 2 HH Bukudhulu		Joseph, Simon, Mary	2 vehicles 2 translators
	16:00 pm	Women Focus Group Discussion		Joseph, Simon, Mary	2 vehicles 2 translators
	8:30am	Travel to the field		Joseph, Simon, Mary	2 vehicles
Friday 22.01.16 Namayingo	10:30 am	District Health Inspector	District Water Officer	Joseph, Simon, Mary	2 vehicle
	12:00 am	Institutional San (CHAST) Bulule Primary school	2 water points Bugali B 2 WUCs Hagulu	Joseph, Simon, Mary	2 vehicles 2 translators
	14:00 pm	1 CLTS team 5 HH Mutumba B	3 water points Bumeru A Buchimo C Lugala C 3 WUCs	Joseph, Simon, Mary	2 vehicles 2 translators
	16:00 pm	Women Focus Group Discussion (Mutumba B)	2 HPM Siraji& James	Joseph, Simon, Mary	2 vehicles 2 translators
	8:30 am	Travel to the field		Joseph, Simon, Mary	
Saturday 23.01.16	10:00 am	1 CLTS team Nangera A 2 HH on sanitation	3 HH on sanitation Magooli	Joseph, Simon, Mary	1 vehicle 2 translators

Date / time		Consultant 1	Consultant 2	Person responsible	Docs / Actions
Namayingo	13:00 pm	Travel to Soroti –Akello Hotel		Mary	1 vehicle **Accommodation Soroti on Saturday**
Sunday 24.01.16	08:00 am	Travel to Agago		Mary	**Accommodation Agago Sunday, Monday, Tuesday**
	13:30 pm	Arrival and Consolidation of findings		Consultants	
Monday 25.01.16	08:00 am	Security brief		Elly	
	08:30 am	Interview with GOAL staff		Emma	
	10:00 am	Interview with CSO partner staff		WW	1 vehicle
Agago	11:30 pm	District Health Inspector	District Water Officer	Emma, Mary	2 vehicles 2 translators
	13:00pm	Field visit Kotomor 2 water points 2 WUCs **Awong and Akenowor**	Field visit Kotomor 2 CLTS teams 5 HH Tetworo and Okunamor		
	16:00 pm				
	8:30am	Travel to the field	AGAGO	Emma Tino	
Tuesday 26.01.16 Agago	10.00 am	Field visit Kotomor 2 water points 2 WUCs **Awong and Akenowor**	Field visit Kotomor 2 CLTS teams Tetworo and Okunamor 5 HH	Emma, Tino	1 vehicle
	12:00 am	Institutional San (CHAST) 2pm	5 water points 5 WUCs **OlyeloTekulu** **Acwao** **Kotomor East** **Kulir south** **Juklebi**	Emma, Tino	2 vehicles 2 translators
	14:00 pm	1 CLTS team 5 HH Olyelo central		Emma, Tino	2 vehicles 2 translators
	16:00 pm	Women Focus Group discussion Ebule	2 HPMs **Mr Omar Michael and Mr OgwangTarasisto**	Emma, Tino	2 vehicles 2 translators
	8:30 am	Travel to the field		Emma	

Date / time		Consultant 1	Consultant 2	Person responsible	Docs / Actions
Wednesday 27.01.16 Agago	10:00 am	1 CLTS team 5 HH **Akurimoa**	3 water points 3 WUCs **Kenyal Central** **Akuri** **Abone North** **Moneoroma**	Emma,	2 vehicles 2 translators
	14:00 pm	Travel to Abim		Mary	1 vehicle Accommodation Abim Wed, Thursday, Friday
Thursday 28.01.16 Abim	08:00 am	Security brief		Mike	
	08:30 am	Interview with GOAL Staff			
	9:00 am	Interview with CSO partner		MUCOBADI	
	10:30 am	District Health Inspector	District Water Office	Emma, Tino, Mary	1 vehicle
	13:00 pm	1 CLTS team - Aridai South-Lotuke 5 HH - Aridai South-Lotuke	3 water points - Ajopiro - Lotuke - Kathabok TC - Morulem - Lobolwala - Morulem 3 WUCs - Ajopiro - Lotuke - Kathabok TC - Morulem - Lobolwala - Morulem	Emma, Tino, Mary	2 vehicles 2 translators
	16:00 pm	Women FGD, - Aridai South - Lotuke	2 HPMs - Lotuke Sub County	Emma, Tino, Mary	2 vehicles 2 translators
	8:30am	Travel to the field		Emma, Tino, Mary	
Friday 29.01.16	10:00 am	1 CLTS team - Nyikinyiki - Alerek 5 HH - Nyikinyiki - Alerek	2 water points - Tyenopobo west Alerek - Kathimangor BH - Alerek 2 WUCs - Tyenopobo west Alerek - Kathimangor BH - Alerek	Emma, Tino, Mary	2 vehicles 2 translators

Date / time		Consultant 1	Consultant 2	Person responsible	Docs / Actions
	14:00 pm		3 water points - Akwanamor - Abim SC - Arengkitoi - Abim T/C - Angwee South - Abim T/C 3 WUCs - Akwanamor - Abim SC - Arengkitoi - Abim T/C - Angwee South - Abim T/C	Emma, Tino, Mary	1 vehicle 1 translator
Saturday 30.01.16	08:00 am	Travel to Kampala		Mary	1 vehicle **Accommodation Saturday, Sun, Mon and Tuesday**
Sunday 31.01.16		Rest			
Monday 01.02.16		Additional interviews Data base		Maurits	
Tuesday 01.02.16		Validation WS? Debrief / workshop		Maurits	

7.7 Summary of interviews

Health interviews

Bugiri District
Mutumba Robert – Ass. District Health Officer- Environmental Health
Malinga Isaac – Senior Health inspector

Relevance (sanitation)
82% of the district has access to sanitation, however this varies from sub-county to sub-county with some being as low as 54% (Nabukalu and Bukudulu). The district can only undertake sanitation improvement in two (2) sub-counties per year with an annual budget from the sanitation grant of 25 million (app. $7,000). This leaves out all the other 7 sub- counties unattended too.
The district is implementing home improvement campaign which is slightly an expensive approach where they intervene in a home and ensure that all key sanitation facilities are installed.
Hand washing is only estimated at 25% which is very low compared to the national average of 32%.

Challenges of improving sanitation and hygiene in the district
Limited funding which affect the district interventions across the sub-counties
Collapsing soils in the sub-counties of Nabulalu and Bulidha, while in the town council, the soils are rocky and clay. Slow uptake of sanitation marketing strategy due to low incomes of the local population. Upcoming rural growth centers and the town council which present new challenges of sanitation like fecal sludge management. The district has no plans on how to guide and manage sanitation in those centers which will cause a problem in the near future with the population explosion.

Goal Intervention (effectiveness)
Through a baseline survey, needs assessment and through the district coordination meeting, Goal is targeting two (2) sub-counties of Bulidha and Muterere which had the least sanitation coverage at about 45%. World vision another partner is also targeting three (3) sub-counties of Nabukalu, Buwungu and Nankooma while the district is targeting two (2) sub-counties of Bulesa and Budagaya out of the total 13 sub-counties. Goal is using CLTS as a model of sanitation improvement in the village as a whole and supplements ODF villages with water sources. Over 69 villages have been declared ODF. Goal is also promoting school sanitation in three primary schools with sanitation facilities, hand washing facilities, sanitation and hygiene promotion and improving access to safe water (borehole in each target school).

Strategy to improve sanitation (efficiency)
Adopt CLTS as sanitation improvement approach which is low cost and with a wider coverage
Integrate fecal sludge management into sanitation improvement strategy for the urban council and rural growth centers.

Namayingo District
Mathias Mangeni – ASS. District Health officer
Mukyala Veronica – Acting Ass. DHO- Maternal and Child Health
Oundo Humphrey – District Health Inspector

District Profile
9 sub counties in total, Average population 260,000 people

Sanitation coverage – 63% with some disparity, some sub-counties as low as 5%9 Island sub-counties - 2.8%). Hand washing – 22%

Challenges of sanitation improvement in the district (relevance)

The District staffing is not trained in CLTS and lean, for example only two staff has been trained by the Ministry of Water and Environment.

School sanitation is almost zero with no hand washing facilities, the pupil to stance ratio is very high for the district due to collapsing soils which make investment vey expensive .

Sanitation at the health facilities is also limited with many health centers don't have access to adequate sanitation.

There is a challenge of O&M of water facilities including water, where the district is mostly a landing site and boarding the lake

Limited financing for sanitation: The sanitation grant is only 23 million Uganda shillings (app. $600) annually to promote sanitation and hygiene in the whole district. This level of financing can only cover two sub-counties and only a few parishes and about 40 villages in the sub-county.

Limited staffing, for example the district has 2 health inspectors instead of 6, 9 health assistants instead of 22, and 9 CDOs instead of 12. This staffing limits support to sanitation promotion.

Goal intervention (effectiveness)

Targeting two sub-counties of Banda and Mutumba sub-counties with CLTS promotion, training of water user committees and school sanitation in three schools

Urgent support

Support the district water sector with piped water scheme to deal with issues of water parity.

Support social mobilization campaigns to support household sanitation through integration of CLTS and sanitation marketing

Support institutional sanitation as key entry points with sanitation facilities and water for example, health centers, schools including training of water user committees, sanitation clubs, SMC, PTA to mention on their roles and responsibilities

Support district staff with capacity to rollout CLTS to other sub- counties where CLTS is not working. However there is need to integrate CLTS with approaches especially for the transit population and fishing communities.

Support water quality testing and monitoring in the district to ensure water quality.

Abim District –DHI

Mathias Buteraba –DHI- Environmental health

District sanitation profile:

Sanitation coverage is about 56%, hand washing is estimated at 38%, hand washing in schools is about 25% and the pupils to stance ratio is estimated at 1:60.

District sanitation staffing is estimated at 56% and financing is only from sanitation grant of about 22 millions and the DWSCG of about 30 million for the whole district including software activities for preparation of new water points. Other funding includes UNICEF which target diarrhea reduction in children less than five years with about 12 million Uganda shillings.

Challenges in Hygiene and sanitation promotion:
Negative attitude towards sanitation promotion: the community is recovering from the relief period to development work which was used to handouts and subsides, with approaches like CLTS without subsides, it makes the adoption of household latrines quite challenging.

The land texture is another challenge where in some parts it is rocky while in others it is sandy and collapsing which make excavation of the pits a challenge for the community
Limited financing to the sanitation sector make implementation of the district mandate slow since money available is only for twenty villages

Human resources gap: the district is operating 56% capacity for the sanitation sector, some sub-counties don't have health assistants to promote sanitation, and even those which are present are not adequately trained in sanitation promotion approaches like CLTS. This has further hampered the efforts of the district to promote sanitation.

Areas of Goal intervention:
Focus o school sanitation which is still very, most especially the issue of menstrual hygiene, and fecal sludge management to reduce on the cost of providing sanitation in the schools. The current practice is that, when the pit is full, instead of emptying, the school ends up constructing a new one. Alternatives like IMOs would go a long way to reduce the content in the pit by about 50%.

Focus on household sanitation and hygiene improvement in other sub-counties which have very low coverage ranging between 20 and 30%.

Interview with the MoWe

Stephen – Sector Advisor- Ministry of Water and Environment
Relevance of Goal work to the sector
Goal is trying to address the functionality problem for the rural water supply especially the hand pumps. The sector is grappling with the issues of O&M and the nexus between functionally and decommissioning of hand pumps. There is also a problem of accurate data about functionality. Geol Uganda is trying to collect routine data related to functionality of the water supply

The Government has piloted a number of models to address functionality issues which are not working. For example, the issue of major [any repair above 300,000/= (app. $85) is left to the government/local Government to handle and the community can only take over minor repairs below $85). The second model which the ministry has tried is the Hand pump mechanics associations- HPMA [don't have access to tool, limited training, lack business capacity and skills, and lack management and organization) taking over the role of managing O&M of the water supply in the rural areas. The other option is the sub-county water boards which have all failed.

Limited coordination in the sector for water and sanitation supply, for example rural water supply is a docket of the ministry of local government which have limited capacity to implement the service, they rely only on contractors to deliver the service

Access to water is also challenged by the settlement pattern where people settle between averages of 500 meters to a kilometer which make access to water through point sources a challenge. It actually means to meet the SDGs, one need to construct at least a point water source for every five households

Goal Uganda is piloting a community based management model which looks at functionality of the water supply facilities as business rather than a voluntary services as for the cases of the HPM and water boards.

The sector is also facing a critical issue related to the training of the water user committees and orientation on their roles, issues of accountability, little collection and access to spare parts for the repair of the hand pumps. Goal and partners are piloting a mobile banking platform where O&M collections would be banked online and accessed by the WUC directly to pay for O&M of the point source. Each hand pump and the committee becomes an account and collect money for O&M of the pump regularly. It is envisaged that this would reduce on the issues of accountability and none payment of the HPMs when they have undertaken repair of the pumps.

Recommendations
There is need to modify the model and tag it on the functionality of the sources, for example, if the Business model Goal is developing is to effectively work, there is need to pay the HPMs for the number of days the pump works not the number of the pumps they have repaired. This will ensure constant follow of water at the pumps. Therefore, there is need for regulation on the average cost for maintaining the borehole all year, then this cost is divided into the days in the year and this will determine the transfer to the private sector for the maintenance of the hand pump per month based on the days the pump is functional.

There is need to link the water supply to economic activities with real value to the community, for example which livelihood of the village depends on, this will also help people to come and settle closer to the livelihood activity and hence they will ensure the functionality of the source since their livelihood depends on it

Ensure water quality for the point sources[without the water quality, people will always abandon the clean and safe water source if the water is say salty, this will affect the functionality of the source] and they will always go back to the unsafe water but perceived to be of better quality than the safe water source.

Share the Goal learning to the wider sector, especially issue related to the O&M [business model for addressing functionality of the water sources, mobile money banking for the point sources, spare parts standardization , say the GI, stainless steel, PVC and PPR pipes in relation to corrosion and breakdown of the pumps].

Nansaga Primary school – Bugiri District

Ware Isaiah- Head teacher
Nabirye Ziria – senior woman teacher

School profile (relevance)
Population -1338 (2015)- 632 girls and 706 boys, in 2014, the school had a population of 1008 pupils
Toilet stances- 47 and the pupils stance ratio stands at (1:28)
Total of 18 teachers and the staff ceiling would be 21 teachers

Performance, 3 first grades, 45 second grades and 23 third grades in 2015, in 2014, the school got 2 first grades, 23 second grades and 54 third grades.

The school receives a UPE grant of approximately 2 million Uganda shillings (app. $570) per term.
Toilet design, 3.5 meters deep X 2 meters wide X 6.7 meters long and lined with 25 stances.
The project targeted about 8 schools of about 1200 pupils each

Sanitation improvement (effectiveness)
The school received a new sanitation facility with 25 stances with 10 for boys and 15 for girls inclusive of the urinal and one for the disabled children. The girls' washroom was not integrated into the design however the evaluation was informed that the PWD facility will be modified to serve both purposes. The facilities are also equipped with a hand washing facility.

The school has put in place emergency measures to handle menstrual hygiene issues, for example emergency uniforms, soap, basin, and emergency sanitary pads. However the pupils haven't been trained on the making of re-usable pads.

Sanitation clubs have been trained in the schools through training of the sanitation focal teacher, who in turn trained the club members on their duties and responsibilities.

Recommendations:
Integrate menstrual hygiene facilities on the design of the new toilet structures to include a washroom plus all the other requirements to separate them from the disability facilities.
Integrate drinking water for the children at school to give them a complete package
Integrate an incinerator on the design of the school latrines to deal with issues of disposing pads to avoid filling the latrine very fast and also to ease emptying
Integrate making of reusable pads into the sanitation club training to offer the young stars an alternative to making re-usable pads which are cheaper and environmentally friendly.

Bulule primary school, Namayingo

Kirigoola Patrick – Headmaster
Oundo Wilber force – senior man teacher

School profile (relevance)
Population 2015, boys 584, girls- 559 and total 1143, in 2014, boys 613, girls- 568, total 1181,
Performance, 1st grade, 1, second grade 30 and 3rd grade 33 in 2015, in 2014, first grade 1, second grade 30, third grade 23.
Pupils to stance ratio 1:39.
Pupils to class room ratio is 1:114
The pupil t teacher ratio is 1: 76 from the national recommended of 1:58

Facilities (effectiveness)
The school was provided with 20 stances, 4 blocks of the toilet each five (5)stance making a total of 20 stances with a urinal for boys and PWD facility, however without a provision for the girls washroom. In 2011, the school also received 2 blocks of five stances each with a washroom for girls but no provision for the PWDs.
The school sanitation clubs were trained by the teachers who had been trained by Goal through Urmda.
The school has a washroom on the old latrine design which the pupils use equipped with items for emergency menstruation.

The school was also supported with a bore hole to provide access to safe water for the children.

Note: It is not clear why some schools in the new grant got different numbers of stances and why there were no facilities for girls (washrooms) yet they were reported in the school package. This may raise questions on the differences in budget allocation and whether correct specifications were followed.

Recommendations,
The new school latrines need to be remodeled to include girls (washroom) as it was stated in the design of the toilets. There is need also to verify why there are differences in the number of stances across the schools yet the budget and the design is the same.
Integrate making of re-usable pads in the training of the sanitation clubs to offer the needed skill in management of menstrual hygiene for the young girls.

CLTS-WOMEN-FGDS-ABIM DISTRICT

Aridai south – CLTS team meeting

Nyiki Nyiki Village Women /CLTS FGD

Village profile and sanitation issues:
Across the villages, households range from 60 and 80 with majority of them having the four critical hygiene and sanitation facilities, like lateen, hand washing facilities, bath shelter and the drying rack. Majority of the latrines are temporary constructed out of mad and wattle.

Almost 80% of the villages took part in the CLTS trigger meeting and very vividly remember the shit demonstration as the most influencing activity to behavior change.
Majority of people in the FGDs indicate that the shit demonstration encouraged them to set up the latrines after realizing that they were eating their own shit.

Across the two villages, there were no cultural issues that stop women from using the latrine.

Role of men, women and children in household larine construction
The responsibility of constructing the latrine falls on the man who is the head of the household. The man is responsible for excavating the pit, roofing and putting the door. The women and the children share the roles and they are sometimes identical. The women are involved in collecting grass, smearing the wall and maintaining the cleanliness and providing anal cleansing materials. The children also help in fetching water, making bricks and cutting the logs in addition to supporting the mothers' roles. The roles of the children and the women are interchangeably played amongst themselves depending on the age of the children.

Major changes noticed
Across all the two villages, the members report reduction in diarrhea incidents among children, due to improved latrine use and hand washing in the community
There is also improved appreciation of the latrine in the community where many people have adopted more permanent latrine structures with sanplats. Those with sanplats reported to having bought them, from the market at a price of between 30,000 and 40,000 Uganda shillings.

Menstrual hygiene:

All parents acknowledge supporting their girl child with disposable pads and parents are using cloth while undergoing menstruation, however there were no mention of having skills at both community and the school girl level on making re-usable pads.

Challenges of maintain or constructing latrines:
Soil texture which makes excavation of pits a challenge
Termites eat away the materials used in construction of the latrines

CLTS/Women groups Agago district

Olyelo Central FGD – CLTS group members

Ebule Ward/Women and CLTS group
Achanan Harriet

Akuremior – Kutomor CLTS Group

Village sanitation profiles
The number of households in each village range between 24 to 75 households, household latrine coverage is reported to almost 100% with some very old women and disabled people are helped by the CLTS groups to put up household latrines.
Health /hygiene promoters and natural leaders trained by Goal and other partner organizations are the main source of knowledge on how to build the latrines.
Across all the villages, the community through the CLTS meeting agreed on the depth of the latrine which ranged between 10-25 feet to ensure sustainability of the ODF practice. The super structure could vary with some having rounded structures and others square forms.

Role of women and children in sanitation promotion
Across all the villages, the women and the children share similar roles in construction of household latrines, for example both women and the children collect water, mould bricks, collect grass and logs (especially the children) while constructing the latrine. Routine maintenance of the facility is also a role of the women and the children. For example the women smear the floor and the wall with cow dung, clean inside the toilet and provide cleansing materials with the help of the children. However no consultation on the preference for both the children and women needs was carried out.
Construction of the latrine however is the man's responsibility in the home. The man is responsible for digging the pit, laying the slab, roofing and putting up the super structure.

Most influencing to behavioral change
All most all households that participated in the sanitation trigger meeting noted that the shit demonstration (either with food or water) was the most influencing activity to behavioral change.
There is reported reduction in diarrhea especially among children across all households and villages due to improved sanitation (latrine use) and hand washing at household level.

Challenges in marinating the latrines and sanitation
The temporary nature of the materials like logs and grass make the maintenance of latrine. The logs are also becoming scare with increased burning of charcoal.

There is also a problem of soil texture where in some areas the soils are week and sand which collapse during the rainy seasons while in some parts the soils are rocky which make excavation of the pits very hard.

Lack of access to sanitation products like slabs, jerrycans for tippy taps which are permanent and resistant to termites which eat away the logs and the grass used for latrine construction
Across all communities, there were no mentions of cultural issues that stop women from using a latrine.
Negative influence from previous projects, earlier projects which worked in the camps offered free subsides to sanitation like sanplats, jerrycans, slabs and other products in the promotion of sanitation at households using PHAST approaches. This further constrains sanitation promotion especially CLTS which doesn't support use of any subsidies.

Menstrual hygiene:
Girls seek help from their mothers and usually use disposable pads which are very expensive. The parents also mention some using disposable pads and majority use clothes. There was no mention of training in making disposable pads which would go a long way in promoting menstrual hygiene.

Sustainability of sanitation facilities
Involvement of the children and women in maintenance of the household sanitation facilities provides cheap labor to ensure that the latrine is sustained. In addition the women and the children support the construction of other sanitation and hygiene facilities in the home like drying racks, bath shelters etc.
Availability of local materials, although there were mention of the termites that eat these materials, communities noted that their availability support the maintenance of the latrine facilities since they are freely available in the community.

Approaches to promote sustainability
VSLA have potential to support communities in accessing sanitation products.
Sanitation marketing, this is likely to bring close sanitation products like slabs which can promote sustainability

Train CLTS teams in making of slabs to bring them closer to the population who need them to improve on their latrines.

Meeting with district water office Bugiri (20/11)
Total coverage 58 % June 2015 and 90 % operating
WUC tasks: Collect user fees. Every sub country has a HPM
District level major repairs are done by the local gov.
30 % of the budget goes to repair, that is 20 BH, but there are 100 BH waiting for repairs
WUC should do the minor repairs and no need for the contribution by the village

Now an association of HPM two years old organized by the local gov.

The district has a budget for reactivation of 50 villages / yr. in the district there are 500 WP
70 % of the WUC is active

Main problem is that people do not pay because they expect HP maintenance / repair is a government Business. The HPM were trained 20 years ago after that no new training

11 HPM are in the district but only 8 are active. 1 HPM for 50 WPs. Also the relationship of HPM with communities is not commercial it is seen as voluntary work

Meeting with water officer Namayingo (22/1)
The district has 350 WP water with coverage of 34 %, functionality of 74 %
In 2015 the district drilled 13 BH
Repaired 14 BH in 2015, but received 35 requests this year by district
Still 45 HP waiting to be repaired and the funds are not sufficient for HP repairs in the village

10 HPM all working and have an association, but these are poorly paid
Only 60 % of the WUC collected some money. Often the HP not greased and breakdowns. But breakdown due to corrosion is also common. The water level is stable in the district

GOAL is involved in planning to avoid duplicating

Meeting with DWO in Agago (25/1)
WUC not always operational and management is weak. District has stock of pipes at subsidized prices, but this will be phased out
The district has 1058 BH of which 70 % functional and a 68 % coverage

The district drilled 16 BH and dug 5 shallow wells. About 20 WP need repair
About 100 abandoned BH at places of IDP camps these should be decommissioned
This year district rehab 10 BH and concern 10 in other districts
In total 56 HPM working in the district and have HPM association
HPM get low payment. GOAL is doing well especially on sanitation but this need to be scaled up and should go to other sub counties
At the moment the district contracts repair this should be the HPMA

Meeting with DWO in Abim (28/1)
The development partners have 1 quarterly meeting with dev. partners on WASH
In 2015 no BH drilled > all funds to pipe scheme. There are 325 BH with 65 % functionality and 85 % coverage. The district repaired 10 BH, but 46 HP are waiting for rehab. The main problem is the people do not contribute and wait till the pumps breaks down
Most cases pipes are leaking although the water not really aggressive
Every district has technical supervision unit
HPMA now stores SP District does not have SP in stock and the costs of the transport is high
No change in water table salty water rare locally high Fe content
Goal is one of the prominent WASH partners
Goal trains HPM and district staff in CLTS