

# **Report on introduction Visit**

## **Pader District**

**22-23 February 2010**

final version

by:

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## Content

<b>1. INTRODUCTION .....</b>	<b>3</b>
<b>2. FINDINGS.....</b>	<b>3</b>
<b>3. CONCLUSIONS .....</b>	<b>4</b>
<b>4. THE WAY FORWARD .....</b>	<b>5</b>
<b>ANNEX.....</b>	<b>7</b>

## 1. Introduction

With funding from the Austrian Development Agency, this district- and sub-county learning and action research project was started in October 2009. The main thrust of the initiative was to assist the local government and NGOs to increase their performance on rural sanitation and hygiene, therefore also the project name “*Performance Improvement through Learning on Sanitation*”, abbreviated PILS. Learning and action research were the two main modes of implementations. The Project Brief (v.2) is attached for more details.

In October 2009, a small team from NETWAS Uganda and IRC Int. Water and Sanitation Centre made an inception visit to Pader and the other two project districts Gulu and Kitgum. The learning initiative was discussed with many DLG staff, political leaders and representatives of NGOs. The overall conclusion of the visit was that Pader District staff embraced the idea of learning and with many INGOs and other sector players that have interacted with the communities with several different approaches, there was need to work together and harmonise and coordinate in our service delivery.

This report covers the Introduction visit to Pader in February 2010, when also Gulu and Kitgum were visited. The main aim of the visit was to establish a comprehensive ownership of the project, its goals and approach within the District Water and Sanitation Coordinating Committee (DWSCC), the committee that coordinates all activities in WASH among all key district stakeholders (technocrats, politicians and NGOs).

## 2. Findings

Meeting with RDC held on 22/02/2010 justified to the team that learning at district level will involve both the community and the DWSCC and other stakeholders in the district. The district is at most peace though tremors still exist with in the communities and several NGOs have rendered services to the district. The RDC communicated to the meeting that villages don't have latrines and the district leaders attempted conditioning the use a borehole in a community to having a latrine per house hold as a way of improving use of latrines by communities.

Communities also take time to get transformed and it was realised that hand washing practice is not yet strong in communities and members still have the dependency syndrome (Always expecting free things).

He also emphasised that the project should minimise duplication of approaches in service delivery by different players in the sector. He acknowledged that schools and Churches are powerful avenues for communication and it's good that the project work through them.

The meeting with the district Chairperson LCV acknowledged the efforts made by CARITAS in times of emergency and in recovery and hoped that the district technocrats will have a buy into the project. He blessed the project.

On 23 February a round table meeting was organized by the CAO. After the introduction on the ADA-PILS project by CARITAS, IRC and NETWAS a discussion chaired by the CAO gave the following key remarks:

- The project is a very big opportunity to the district that is moving from emergency to development and, yet has very weak structures at grassroots to take lead.

- Need to emphasise sector planning with involvement of all partners in discussions and begin doing things together, adhering to standards in approaches and implementation of our work.
- Communities nick name projects with donor initiatives and there is need to bring in communities to own interventions and hence sustainability.
- Concern World wide was appreciated for having considered cross cutting issues in her implementation.
- The DWO noted that data collection and management is a challenge in the district and initiatives have been by both the Ministry of Water and Environment and development partners like Goal and UNICEF.
- Issue of O&M is very important and emphasis need to be put in areas where water sources had been developed (IDP camps)
- Intervention in schools are very important and it was suggested that schools can be intervened in even though they are not in the project area. With access to water and sanitation in schools we can ensure children retention and good performance in schools. Issues of water and sanitation in school curriculum like music dance and drama have been well fitted by the ministry of Education and Sports.
- The district has 218 government aided schools and as per Dec 2009, 29 schools had critical water related problems of not having water in a radius of 200mtrs (many RWH facilities are not functional ) Need to sensitize the School Management Committees, Though latrine coverage is not doing bad.
- The DHI welcomed the idea of action research in the context of water and sanitation and this strongly calls for the strengthening of the DWSCC given that it's a newly formed structure from the originally WASH cluster.

Reference was also made to the inception visit that IRC and NETWAS U conducted in October 2009 that would inform the district of what the situation was as pertains information collected (see Annex 2).

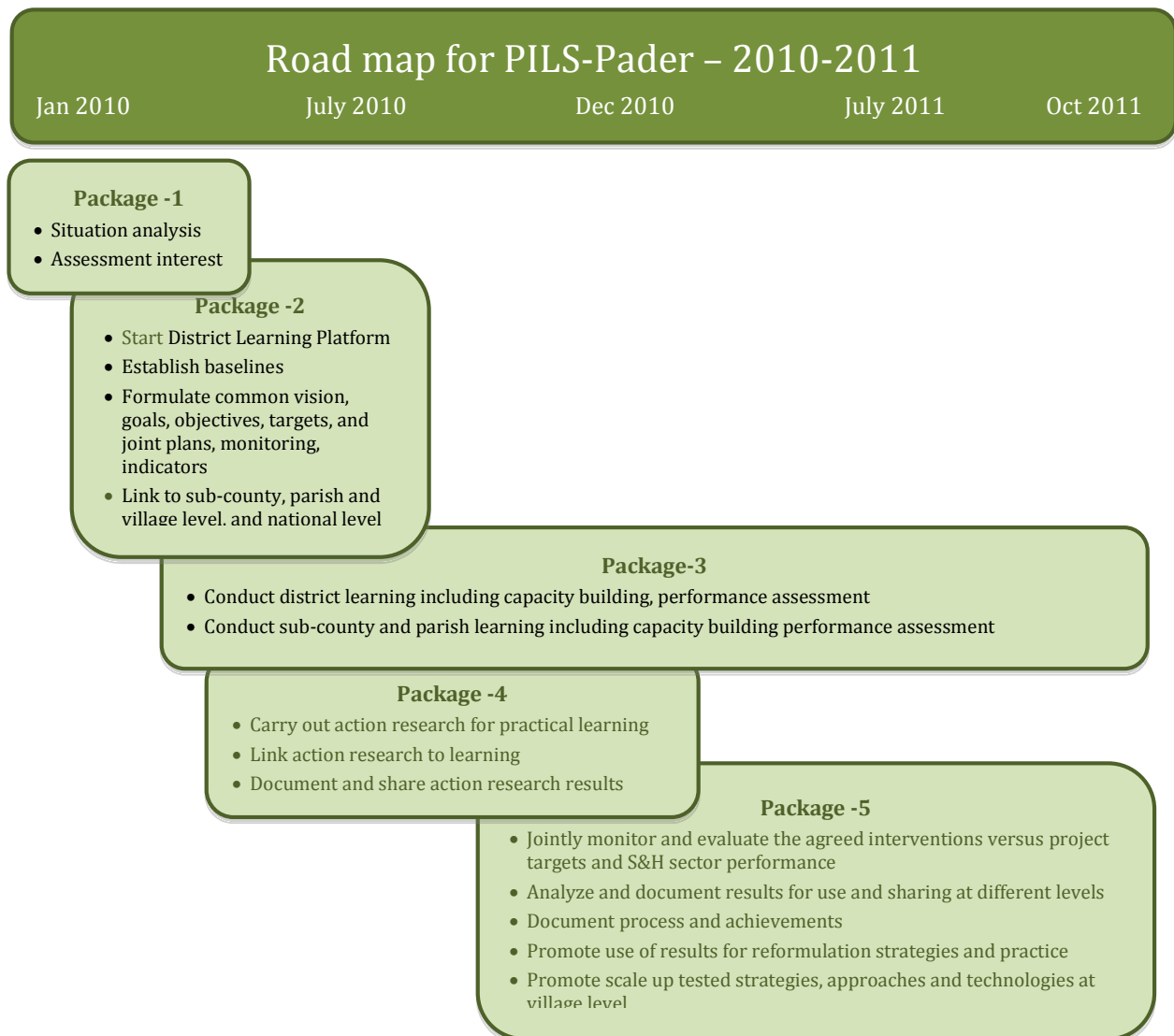
### 3. Conclusions

- Sustainability is very key and roles can be played individually but very collectively.
- We should appreciate the involvement of the development partners in areas of coordination, harmonization and documentation and strengthening capacities of the DWSCC and involving communities to ask them selves the WHY question and get into critical analysis of their project to get solutions.
- Change doesn't come easily need to have an open mind and be able to realise a change for the better.
- Documentation is very key and there is need to coordinate and share plans and budgets which will help us in development of comprehensive plans both by DLGs and NGOs operating in the district.
- It has been a good entry point in interacting with the district first before reaching communities
- It's hoped that problems associated with coordination, ownership and documentation will be minimized and demand driven approach will be adopted by the project.

## 4. The way forward

1. The adoption of action research is encouraged to propel communities to innovations and initiatives in seeking solutions to their development challenges.
2. Need for transparency and be held accountable.
3. Adopt regular learning foras in an organized frequency from planning, linking to existing government structures, re-engineering the attitudinal change and critic the existing norms and practices.
4. Agree on the 2 sub counties having shared a view on agreed activities and sharing of the road map.(CARITAS and DWO to agree on sub counties and inform the meeting before end of 24<sup>th</sup>/02/2010)

Now the project has been centrally placed within the DWSCC, the district ownership is general and wide, and the two pilot Sub-Counties have been selected, the project can further plan, discuss and detail its envisaged activities and deliverables. The draft project roadmap is presented below. A detailed Gantt chart 2010 (v.2) has been attached as annex 5.



## Annex

1. List participants introduction meeting
2. Summary sheet of October 2009 Inception visit
3. Project Brief v2
4. Project diagram on learning platforms at district, sub-county and parish level
5. Project Gantt chart –v2

## Annex 1 List participants

Pader District Introduction meetings 22 and 23 Feb 2010

We met separately with the RDC and LC-5;

The larger meeting was held at ..... on 23 Feb 2010 – 09:00-12:00h

	Name	Organisation	Title
1.	Lt. Okot Santo Lapollo	RDC	RDC
2.	Mr. Peter Odock W'Ocheng	D-Council	LC 5 Chair
3.	Mr. Otai, Charles	DLG	CAO
4.	Mr. Francis, Otto W.	DLG	DWO
5.	Mr. Okidi, Dominic	DLG	DHI
6.	Mr. Amone, Charles Ben	DLG	DEO
7.	Mr. Ssenwadda, John	Concern Worldwide	Ag PM
8.	Mr. Bagaya, Sulayman	Concern Worldwide	HAc
9.	Mr. Okello, Samuel	AVSI	PA
10.	Mr. Ogal, Simon Peter	Uganda Red Cross S.	PTL
11.	Mr. Tiboa, Julius	Orwegian Refugee Council	HoO
12.	Mr. Komakech, John Bosco Aludi	CARITAS Gulu	Ex Director
13.	Mr. Ochola, Michael	CARITAS Gulu	Branch Coord Pader
14.	Mr. Okello, Charles Owiny	CARITAS Gulu	Programme Manager Livelihoods & Development
15.	Mr. Mwesige, Daniel	NETWAS Ug	Programme Officer
16.	Mr. Smet, Jo	IRC Int W&S Centre	SPO



## Annex 2

### Summary Inception Visit-Pader – Oct 2009

The IRC-NETWAS team met with CAO, DWO, DHO, DEO, DCDO, CESVI, ASB, AMREF, IAS and Pader NGO Forum

#### **1. Stakeholders in sanitation and hygiene and current situation**

DWO has 3 assistants, for each county one, and a third who has been seconded from Health department and is responsible for software for S&H. She is a DHI and is very aware of the problems and challenges. Presently, they are still operating under the emergency system and the WASH cluster meets monthly on the second Wednesday. From December they will shift to a sector approach and the DWSCC quarterly meetings will replace the monthly cluster meetings. UNICEF has the WASH Cluster secretariat and the meetings are chaired by the DWO. NGOs and the District water Office prepare activity reports; these are presented to the sector committee meeting and also to the District Disaster Management Committee (DDMC) and then to the Council.

Structures for community-based management of water are in place. The following will be involved in the DWSCC: CAO (Chair), DWO (Secretary), heads of departments (education, health, forestry, planning, production, and environment), the population officer, CDO, Local and International NGOs.

Water and sanitation coverage was high in the IDP camps thanks to high efforts by district and international NGOs. In the IDP camps water coverage was 59%. From 2007 they changed strategy as people started moving to satellite camps. As people started moving away, coverage fell to 54%. NGOs pulled out as the situation stabilised (no longer emergency situation) which led to gaps in service provision. Demand is overwhelming.

From 2008, they changed strategy again, to adapt to the changing situation of people moving even further. They now only provide non-local materials such as sanplats and in some cases iron sheets. But they also require community contribution. They encourage

building latrines with local materials. Officially, a borehole is not commissioned before 30% of the village have and use latrines and WUC is active. However, this is difficult to enforce.

DWO also focuses on software such as sensitisation and community mobilisation on S&H. A slab is provided only after the pit has been dug. DWO uses HA and CDOs to train WUCs.

DHO mentioned that the link between the water and health office is weak. The water office is doing software activities, which should be under the Health department 'they are pulling ropes'.

DWO and NGOs trained hand pump mechanics in the IDP camps. NGOs paid the mechanics to maintain the water points and provided ample materials. 150 mechanics were trained, including women, but over time, their performance has deteriorated. Several reasons led to this: movement to different parishes, no pay by the district/ sub county authorities. During the emergency situation, NGOs, had parallel approaches: they provided services freely with no community contributions. The district could not sustain this, but people's attitude has not changed. They still wish to get things for free.

DHO cannot give exact coverage figures, but suggests we follow up as she did not have time to prepare and has been out of office for one year. She noted that the pupil to stance ratio was 80:1. HAs and Village Health teams have gaps in execution of activities, they have been expecting rewards, despite clear communication during the training that they would not receive monetary rewards.

Ecosan has been introduced by several international NGOs, but there was not sufficient testing and sensitizing on use. Even the district has a facility, but it has been abandoned. They are even introducing water closets (but they do not have running water). DEO: H&S is lacking and there is a great need: they require 3,000 and they have now 2,000 stances. H&S is part of the curriculum. The Health department organises annual music

festivals in the schools where S&H is considered.  
Education office trains school management committees when commissioning water points. The district discourages the construction of rainwater tanks because they function poorly (bad construction, cracks) and the associated maintenance problems (vandalism by neighbouring communities).

## **2. Transition, roles and attitudes? What challenges and opportunities are there and how might these be addressed/ supported?**

*Dependency:* In IDP camps everything was provided and people did not have to contribute. This creates a dependency.

*Lack of coordination/ sustainability:* Also, NGOs worked in parallel with the government. They installed mechanised boreholes, which cannot be maintained, because district lacks the budget for fuel or because solar panels no longer function.  
*Politics:* Politicians sometimes sabotage efforts of the water department and NGOs. They arrange to open water sources that have been closed as a measure to motivate the community to contribute to O&M or build latrines.

*Budgets:* DWO receives 100mil from central government, which is not sufficient to cover demands. Funds for O&M are limited. There are many conditional grants. To construct 1 borehole costs average 18 million. Constructors are used to quote highly due to insecurity. Now there is more competition.

## **3. Proposed way forward**

Suggestions how challenges can be addressed/ supported:

- Better coordination of approaches between NGOs and district (and more sustainable, low cost technologies)
- Awareness rising of politicians
- Better testing of technologies and approaches and sharing best practices

The CAO explained that they will be having a district planning meeting on the 28<sup>th</sup> and 29<sup>th</sup> October which will involve all district sector leaders and development partners. They will work on developing a vision, selecting priorities and on partnership building to make best use of available resources and avoid duplication. He invited us to participate and since we cannot be present he requested that we send further documentation. CAO suggested we go ahead to develop a draft MOU stipulating our plans and then we can agree on responsibilities. After this, it can be confirmed by the political leaders. The district will help to coordinate with other stakeholders.

### **Meetings with NGOs active in Pader:**

CSVI- construction of pit latrines also in schools

ASB – PHAST training for VHTs, ToT for teachers on CHAST

AMREF – construction of school latrines , also EcoSan but no training on use EcoSan given yet

IAS – sensitization on sanitation

## Annex 3

### Project Brief v.2

#### *Project Brief- February 2010 – version-2*

## Performance Improvement through Learning in Sanitation

District- and Sub-county-based learning and Action-Research for increased performance, innovation and change in rural household and school sanitation & hygiene

### Post-Humanitarian development

North Uganda is going through a transition phase from strongly-externally supported humanitarian aid to development. Three to four out of five IDPs have left the camps and are now either in the transition camps or in the villages. At the same time many humanitarian NGOs and UN agencies have left Northern Uganda or have substantially reduced their programmes.

#### *The returnees and their living environment*

These returnees are faced with many challenges to develop their livelihoods and get to grips with the routines of life. Actually most have to start from scratch, building up shelters, cultivating the bare land, and perhaps facing even insecurity. Education and health may be priorities after a shelter has been built and food secured. But having been in camps for more than a generation, and having been fully dependent on food, housing, health and education assistance from outside, may not have made them well equipped with life-skills. Helping them to take up their own responsibility in their family development and become less dependent on external aid needs a structured approach. The returnees' perception and attitude may still be geared towards the dependency situation of the camp life. Changing this is a great challenge. In this rural living environment good hygiene and sanitation are key factors for staying healthy in order to be able to have a high productivity, good learning condition and to keep doctors' and medicine bills low. On sanitation and hygiene, potential appropriate approaches and solutions exist that rural households and primary schools can afford and sustain. But these need to be tested in the real village situation. Tested approaches need to be shared with households and schools, and the private sector.



#### *The Local Government, local NGOs and private sector*

The District and lower Local Governments face also many challenges in this changed context of new settlements and need/demand for government support on all aspects of life and society. New GoU and Development Partners' funding mechanisms have been established. These funds will definitely be insufficient to address all development demands adequately. Local NGOs face funding gaps as many humanitarian funders left the region. Private sector is hardly present in the rural areas because of low demand and profitability.

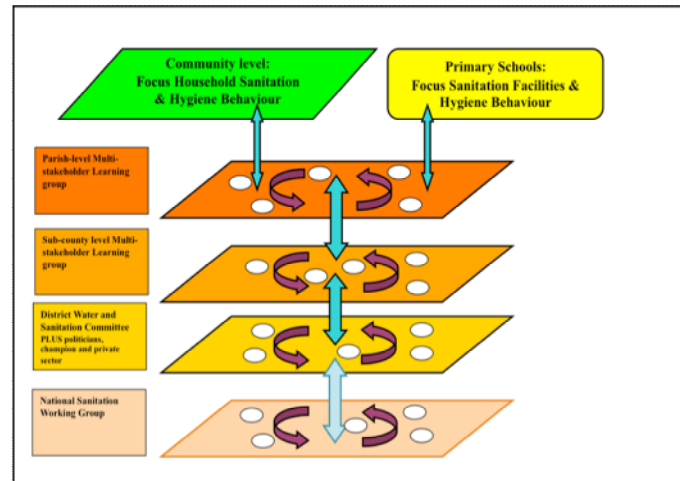
On the other hand the new situation creates opportunities to look at the tasks differently from the perspective of governance, planning, implementation and roles & responsibilities. The situation in Northern Uganda is unique; it marks a new era and is therefore an excellent learning ground. Implementation modalities, approaches and technologies with high cost-effectiveness and sustainability potential may be entirely different than elsewhere in Uganda where the situation has been stable for long. This may require district and sub-county stakeholders analysing the present planning, financing



and implementation modalities and searching together for good practices that fit the contextual factors best. The overall aim of this project is to create good governance on sanitation and hygiene. Support towards increased efficiency and effectiveness in delivering a sustainable sanitation and hygiene service forms the core of this project. With local government, NGOs, private sector, schools and households as main players, this can only be achieved with optimal coordination, harmonisation and collaboration between them. This is primarily the task of the District Water and Sanitation Coordinating Committee (DWSCC), the institution where this initiative is anchored.

## Learning for better performance

Changes in our work procedures do not come automatically. The government and organisations may demand us to follow certain procedures and guidelines, or we just continue as we have no better alternative. This project's starting point is that in order to change for any improvement we have to learn. Learn on how we do it, how successful we are, and how we can improve. The operational mode of this project is two-fold and at three levels: *learning platforms* and *Action-Research*. The learning component operates at district, sub-county and parish level involving all key sanitation & hygiene stakeholders. The Action Research is at household and school level.



Where the actual decision-making on coordination and harmonisation will take place within the DWSCC (S/C-WSCC), they will commission the reflection, analysis and learning to the learning platforms. The ownership of learning is among the DWSCC members.

## Envisaged deliverables

- *District-based multi-stakeholder learning platforms* are functional and contribute to changes in perceptions and attitudes, increased effectiveness on coordination and harmonisation, more capacities, decision-making for improved performance;
- *DWSCCs are having realistic performance targets*, innovative strategies and monitoring and accountability systems;
- *Stakeholders in selected sub-counties and villages take on their responsibilities*, use improved monitoring methods and tools, carry out Action-Research, construct several S&H facilities at households, schools and S/C offices, have increased capacities on approaches and technologies including sanitation marketing, contribute to better S&H conditions in rural households and schools;
- *National stakeholders value district-based learning*, promote it and share experiences and products to other partners and regions, contribute to the discussion on reformulation of strategies, approaches and guidelines, and share findings globally.

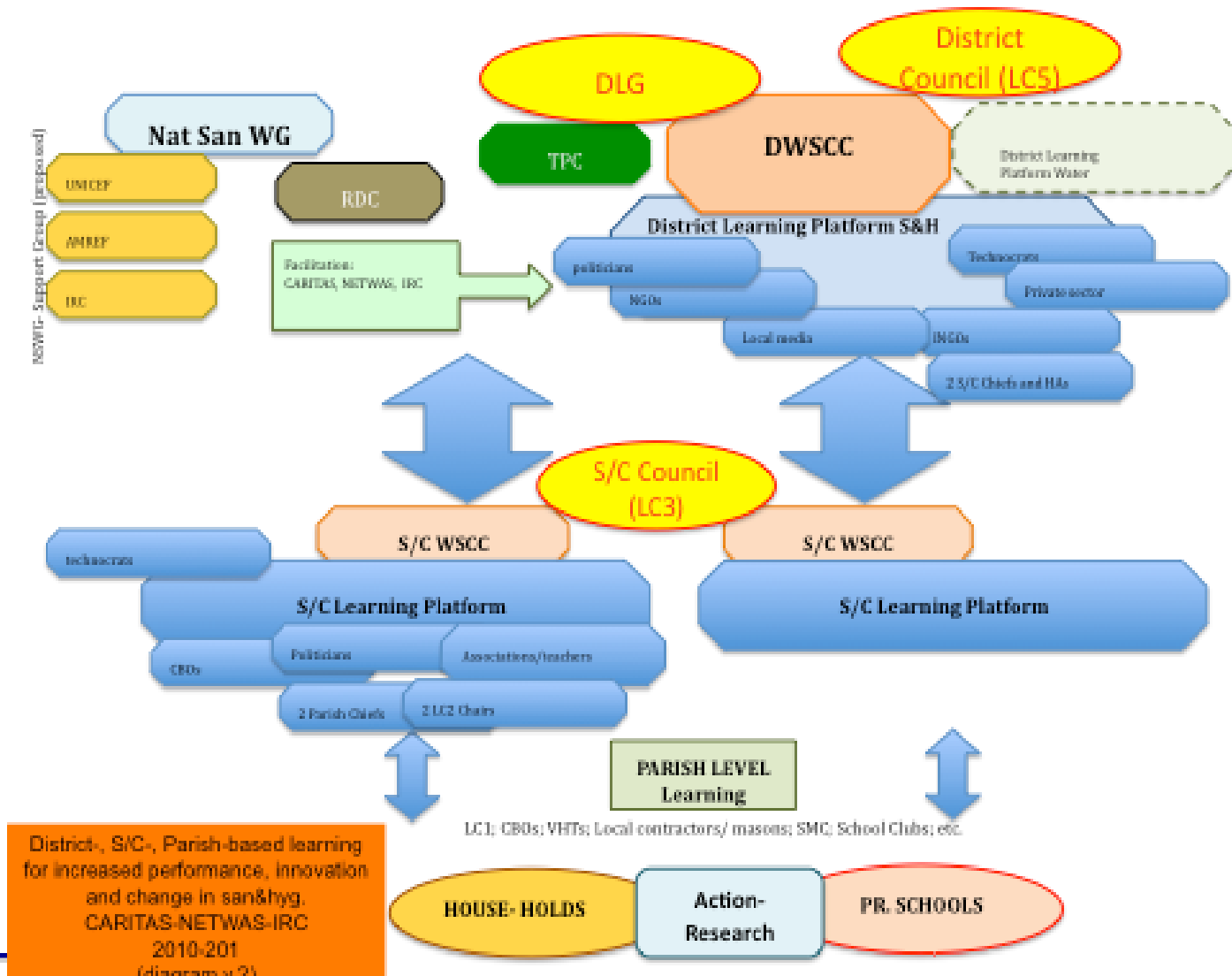
## Project details

The project districts are Gulu, Kitgum and Pader. The implementers are Caritas Gulu (contact Charles Owiny OKELLO [owinyix@yahoo.co.uk](mailto:owinyix@yahoo.co.uk)), NETWAS Uganda (contact Daniel MWESIYE [netwasuganda@gmail.com](mailto:netwasuganda@gmail.com)) and IRC International Water and Sanitation Centre (budget-holder) (contact Jo SMET [smet@irc.nl](mailto:smet@irc.nl)). The project runs from October 2009 to September 2011. Project budget is € 388k

# Performance Improvement through Learning on Sanitation - PILS

A district and sub-county-based learning and action-research project in Gulu, Kitgum and Pader – 2010-2011

Annex 4  
Learning diagram v.2

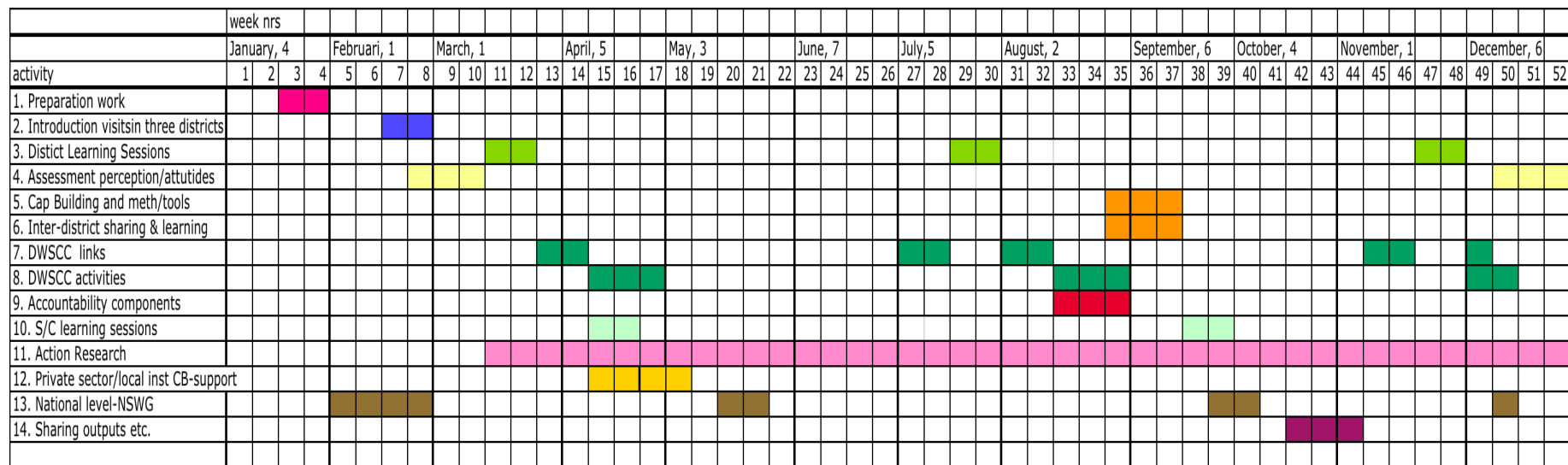


A project funded by Austrian Development Agency

# Performance Improvement through Learning on Sanitation - PILS

A district and sub-county-based learning and action-research project in Gulu, Kitgum and Pader – 2010-2011

## Annex 5 Planning - Gantt Chart 2010 - v.2



NETWAS Uganda

A project funded by  Austrian Development Agency