

AFRICAN DEVELOPMENT BANK



UGANDA

KAWEMPE URBAN POOR SANITATION IMPROVEMENT PROJECT (KUKSIP)

**PROJECT COMPLETION REPORT
(PCR)**

RDGE/AHWS/AWF/COUG

October 2020

KAWEMPE URBAN POOR SANITATION IMPROVEMENT PROJECT

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AFRICAN
DEVELOPMENT
BANK GROUP

I BASIC DATA

A Report data

Report date	Date of report:	1 st August 2018	
	Mission date (<i>if field mission</i>)	From: 20 January 2018	To: 25 January 2018

B Responsible Bank staff

Positions	At approval	At completion
Regional Director	Mr. NEGATU, GABRIEL	Mr. NEGATU, GABRIEL
Country Manager	Mr. PATRICK KHAEMBA	Mr. MBEKEANI, KENNEDY
Sector Director	Mr. JALLOW SERING	Ms. GICHURI, WAMBUI
Sector Manager	Ms. BAHRI, AKISSA	Mr. OSSETE, JEAN MICHEL
Task Manager	Mr. HOLLHUBER, FRANZ	Mr. HOLLHUBER, FRANZ
Alternate Task Manager	Mr. ANDREW MBIRO	Mr. ANDREW MBIRO
PCR Team Leader		Mr. FRANZ HOLLHUBER
PCR Team Members		Mr. DAVID HEBART-COLEMAN

C Project data

Project name: Kawempe Urban Poor Sanitation Improvement Project (KUPSIP)		
Project code: 5600155003102	Instrument number(s): P-UG-EB0-002	
Project type: Standalone operation	Sector: Water and Sanitation	
Country: Uganda	Environmental categorization (1-3): 2	
Processing milestones – Bank approved financing only (add/delete rows depending on the number of financing sources)	Key Events (Bank approved financing only)	Disbursement and closing dates (Bank approved financing only)
Financing source/ instrument 1:	Financing source/ instrument 1:	Financing source/ instrument 1:
Date approved: 04/01/2013	Cancelled amounts:	Original disbursement deadline: 02/04/2016
Date signed: 02/04/2013	Supplementary financing:	Original closing date: 02/04/2016
Date of entry into force: 04/01/2013	Restructuring (<i>specify date & amount involved</i>):	Revised (<i>if applicable</i>) disbursement deadline:
Date effective for 1st disbursement:	Extensions (<i>specify dates</i>):	Revised (<i>if applicable</i>) closing date: 31/03/2017
Date of actual 1st disbursement:		

Financing source/ instrument 2:	Financing source/ instrument 2:		Financing source/ instrument 2:	
Date approved:	Cancelled amounts:		Original disbursement deadline:	
Date signed:	Supplementary financing:		Original closing date:	
Date of entry into force:	Restructuring (specify date & amount involved):		Revised (if applicable) disbursement deadline:	
Date effective for 1st disbursement: 04/06/2013	Extensions (specify dates):		Revised (if applicable) closing date:	
Date of actual 1st disbursement:				
Financing source/instrument (add/delete rows depending on the number of financing sources):	Disbursed amount (amount, UA):	Percentage disbursed (%):	Undisbursed amount (UA):	Percentage undisbursed (%):
Financing source/ instrument 1:	1,000,080	100	0	0
Financing source/ instrument 2:				
Government:				
Other (e.g. co-financiers). <i>Add rows as needed</i>	343,480	97%	8,900	3%
TOTAL	1,343,560	99%	8,930	0.007%
Financing source/instrument (add/delete rows depending on the number of financing sources):	Committed amount (UA):	Percentage committed (%):	Uncommitted amount (UA):	Percentage uncommitted (%):
Financing source/ instrument 1:				
Financing source/ instrument 2:				
Government:				
Other (e.g. co-financiers). <i>Add rows as needed.</i>				
TOTAL				
Co-financiers and other external partners:				
Executing and implementing agency (ies):				

D Management review and comments

Report reviewed by	Name	Date reviewed	Comments
Country Manager	Mr. MBEKEANI, KENNEDY		
Sector Manager	Mr. OSSETE, JEAN MICHEL		
Regional Director (as chair of Country Team)	Mr. NEGATU, GABRIEL		
Sector Director	Ms. GICHURI, WAMBUI		

1. Relevance of project development objective

Rating*	Narrative assessment (max 250 words)
4	<p>The objective was to “Contribute to Reduced Diarrhoea among Children Under Five of the Urban Poor in Kawempe Municipality through Provision of Affordable and Sustainable Sanitation Service”. This objective was important locally, and regionally, as issues around sanitation are long-standing problems in many African cities, especially in areas where informal settlements have grown rapidly. Kawempe is a substantial division within Kampala, Uganda, that has grown very quickly in recent years but suffers from a lack of both water and sanitation supply. It is located within predominantly low-lying swampy geography that exacerbate water and sanitation challenges.</p> <p>The project was in line with AfDB’s present 2017-2021 Country Strategy Paper as well as the prior 2011-2015 CSP. The 2017-2021 CSP includes targets (ii) 95% of urban households with access to improved sanitation; (iii) 50% of urban households with access to and using hand washing facilities; (iv) 50% of schools (students) in urban areas with access to and using hand washing facilities; in regards to sanitation. Of additional note is the connection to the Nationally Designated Contribution of Uganda for which “<i>Making provision for a safe water chain and sanitation facilities to limit outbreaks of water-borne diseases and implement strong public awareness programmes to promote better hygiene points with actively functioning water and sanitation committees</i>” is an important component of resilience building and adaptation. The project supported actions in the long term Sanitation Development Programme for Kampala (up to 2033), and within the Kampala Sanitation Master Plan (2004) that is to improve health outcomes, reduce water related disease, and improve environmental outcomes in Lake Victoria. The project was also relevant to the AWF in terms of supporting small strategic investments that help to address the African Water Vision.</p>

* For all ratings in the PCR use the following scale: 4 (Highly satisfactory), 3 (Satisfactory), 2 (Unsatisfactory), 1 (Highly unsatisfactory)

2. Relevance of project design

Rating*	Narrative assessment (max 250 words)
3	<p>The project was a pilot that sought to develop innovative new ways of dealing with sanitation issues in a cost effective way, with the use of micro-finance options, standard facility designs that met KCCA standards, and the initiation of a FSM service value chain through utilising cesspool trucks. The approach of the Executing Agency, CIDI, also falls into the category of being a social enterprise.</p> <p>The project was designed to meet the particular challenges of urban sanitation in informal settlements, where the use of sewerage system may not be possible over short to medium terms, and where there are difficulties in local landuse patterns. Locations like Kawempe have limited access to sewer systems, estimated as low as 2% within a city where access is only 8%, and therefore communities are reliant on a range of other disposal methods. The design therefore used a mix of approaches to highlight messages and enhance impact including through: improving access to sanitation facilities in visible public locations like markets and schools; increasing opportunities for private landlords to access facilities for tenants through provision of standard templates and construction contracts to reduce cost as well as financing options through a revolving fund; providing education to help ensure use and demand of the facilities and socialise the need for charges, and then providing support and the infrastructure needed for increased disposal potential through supporting cesspool emptiers. The project was targeted at low-income households, including both renters and landlords.</p> <p>The project resulted in several connected elements that enable a full service approach. For example, the ‘KCCA approved’ design templates are used as a ‘menu’ of options for interested parties. Their use helps to reduce time and costs of construction and permitting compared with projects that start from scratch, and also provide a firm basis for cost estimation for clients. These advantages meant that CIDI could offer competitive rates for construction along with competitive rates on sanitation loans, (15% compared with a local commercial rate of 25%), as both time and cost constraints could be better assessed. The use of a micro-finance revolving fund allowed more people to access similar facilities than a straight grant would enable. In addition, the designs were proven in the field, and potential purchasers could see the physical example and the probable outcome of their investment, therefore increasing demand for further facilities across the Division.</p>

However, it is noted that the initial project design was too ambitious given the available resources, and the need to provide more sanitation disposal servicing, and that it was necessary to adjust the components of the project, although the core remained. Significant major changes occurred, and these included changes in the overall method/system of sludge collection, the substantial reduction in stances to be constructed in schools, and the removal of Component 4 in favour of increasing the number of trucks procured for completing the core activities.

3. Lessons learned related to relevance

Key issues <i>(max 5, add rows as needed)</i>	Lessons learned	Target audience
1. Importance of a pro-poor approach. The need to ensure all users' needs are met.	1. The FSM approach needs to address financial access throughout the whole chain, from the development of facilities by individuals through to the disposal of waste at a community level. In this project, it meant that there was a need to provide the community a capacity to access finance, whether for private landlords or for those wishing to provide facilities in public spaces such as the local markets to begin a local market cycle as well as charging for emptying.	AWF
2. Underestimating the time taken for Standard Template Design approval	2. An important part of the proposal was to obtain Council approval for standard design templates that would, over the long term, allow for timely and cheaper provision of sanitation facilities across Kawempe. The component was an important element of the project but there was substantial time taken to implement it, despite commitment by partners, leading to downstream lags	AWF , CIDI , AfDB
3. The potential for public facilities to house other enterprises	3. This project illustrated the way in which public facilities can provide a substantial hub in local communities, with a number of facilities playing host to small enterprises including stationary sales and laundry facilities. This wasn't a strong component of this project design but can be used in future project design when evaluating options.	AWF, AfDB
4. Local Presence	4. Following field missions and discussion with the various partners, it is clear that the presence of an office and staff in Kawempe was a key element to the overall project success as allowed high visibility, access and the capacity to show potential future users the potential.	AWF
5. Revolving Fund Administration	5. The project demonstrated that micro-finance is a suitable tool for advancement of sanitation facility provision, but also demonstrates the need to ensure that any institution administering a scheme needs to have prior experience to avoid putting additional stress on low income communities or having lag in roll-out. This is important as sanitation facilities may not have a direct commercial gain, but are important for building community and household resilience to shocks. It was noted on mission that the revolving fund scheme continues to operate.	AWF , AfDB

B Effectiveness

1. Progress towards the project's development objective (project purpose)

Comments
<i>Provide a brief description of the Project (components) and the context in which it was designed and implemented. State the project development objective (usually the project purpose as set out in the RLF) and assess progress. Unanticipated outcomes should also be accounted for, as well as specific reference of gender equality in the project. The consistency of the assumptions that link the different levels of the results chain in the RLF should also be considered. Indicative max length: 400 words.</i>
As a pilot project, the project looked to enhance sanitation improvements using a variety of pathways including education, finance, and services, and initially consisted of 5 components although this was later reduced to 4 components following the mid-term review. There were significant changes resulting from the review, including changes in the overall method/system of sludge collection/disposal, the

substantial reduction in stances to be constructed in schools, and the full removal of Component 4, mainly in favour of increasing the numbers of Cesspool Trucks procured from 1 to 3.

Component 1 was the development and installation of sanitation infrastructure in key public locations across Kawempe, especially near markets or within school grounds along with public media campaigns. This stage required the design and approval of suitable facilities, the training of masons, and then the construction. Designs were made available for 1-4 Stances, called CitySan1, CitySan2, etc. Two hundred and forty (240) units of public sanitation facilities with hand washing facilities and household facilities for landlords/tenants were constructed, along with operations and maintenance planning. Highlights include establishing five school sanitation facilities (comprised of three stances for girls, three for boys, one for disabled and two girls washrooms) inclusive of two hand washing facilities serving over 2,523 pupils. The project also established five (05) communal latrine in public places with five stances [one for persons with disabilities and two washrooms] managed by local user committees. The committee appointed a caretaker and charges a fee of 200/= Uganda shillings [UA 0.4] for faecal services and 500/= Uganda shillings [UA 0.1] or showering that served approximately 2500 people. In terms of private facilities, 76 completed toilet blocks with 229 stances at various levels of completion had been sold on credit. The Fund began with Ugandan Schliing (UGX) 722910821 (2013 UA 175,202, 2018 UA 141,068), and at the close of project was UGX 204116367 (2018 UA 39,831). So far, UGX 132000000 (2018 UA 25,758) had been repaid, with a repayment rate of 65%. The Revolving Fund was still operating, and therefore new clients will be able to access new loans and increase these figures over time.

The second component was concerned with education around improved sanitation and hygiene, and includes promotion campaign, in-school activities, and marketing around sanitation, as well as an assortment of published material in both English and Lugandan. Twenty five (25) sanitation and hygiene clubs were formed at local schools using a combination of distribution of IEC materials and cleaning equipment like wheelbarrows, rakes and dustbins as well as entertainment events that highlight the need for improved sanitation. In addition, a media campaign using: community sensitization meetings, radio programmes (20), drive shows (50), and local documentaries (sanitation credit guideline, a guide to faecal sludge emptying and faecal re-use guidelines) to enhance their message. The Executing Agency estimated over 100,000 people were reached with these hygiene and sanitation promotion messages.

The third component was the procurement and implementation of the Faecal Sludge Management (FSM) infrastructure, including understanding the potential market through a faecal sludge management study; defined health and safety requirements, defined the system for collection and disposal, and the procurement of suitable vehicles (Cesspool Trucks), and defining relations between key partners. The project procured three cesspool trucks to enable servicing and emptying of sanitation facilities included newly built facilities. Each truck makes approximately 50 trips per month. The rate for emptying was pro-poor at 120,000/= [\$36] per trip. By 2016, a total of 1300 trips has been made.

Initially the fourth component was concerned with marketability and the need to address concerns over the reuse of Faecal Sludge in order to progress the FSM service value chain. This component was to include the Safe Faecal Sludge Reuse and Management Study, technical assessment around reuse; defined guidelines for safe reuse; and then sought to improve capacity for key staff. However, as a result of the midterm review this component was removed and its associated budget reallocated to the other components, predominantly Component 3.

The fifth component was the overall Project and Knowledge Management, which later became the 4th component in the revised RLF

The overall project raised potential employment possibilities in FSM, with 76 people directly employed, whether as cesspool truck operators, masons, latrine caretakers, and additional staff necessary to administer the Revolving Loan scheme and operate a Kawempe Office. The Executing Agency estimated that the project reached over 165,000 people over the three years, through the different pathways of the project and this number continues to grow. It was noted that CIDI itself was very proud of the project, and a number of the different partners pointed to the impact that the project continues to have within Kawempe and more widely. In addition, CIDI is looked to for its leadership on sanitation from the wider community.

2. Outcome reporting

Outcome indicators (as per RLF; add more rows as needed)	Baseline value (Year)	Most recent value (A)	End target (B) (expected value at project completion)	Progress towards target (% realized) (A/B)	Narrative assessment (indicative max length: 50 words per outcome)	Core Sector Indicator (Yes/No)
Improved access to and use of sustainable sanitation facilities for 200,000 Kawempe urban poor communities.	36% for households and public places 66:1 (pupil to stance ratio) by 2011	51%	80% by 2015 40:1 (pupil to stance ratio) by 2015	60%	A survey was commissioned by CIDI to assess the baseline on the activities, but it is noted that the project sensitised 102,060 people, which is below the initial target . Within affected schools, the stance ratio has increased, but this has been limited to only five schools and therefore will have had limited impact on wider divisional school stance ratios. Participating schools saw reductions in the pupil stance ration from 70:1 to 56:1, and did not meet targets.	Yes
Outcome 1:[Improved hygienic practices and awareness for 200,000 Kawempe urban poor residents]	45% households and public places in 2011 34% for schools by 2011	68% of HHs with improved access to sanitation (2015)	70% of HHs by 2015 utilise improved sanitation 70% by 2015	23% improvement in household sanitation practice and awareness	Data from the survey used to assess this outcome also indicate that the number of people with access to sanitation (latrine) had gone up from 45% at baseline to 68% by the time of this evaluation with pit latrine again the most dominant type. Whilst only 5 schools received facilities, a further 15 schools received support.	Yes
Outcome 2:[Operational faecal sludge management system and safe reuse strategy for Kampala]	None	One (1)	One (1)	100% [One (1) faecal sludge system in place]	The project procured three cesspool trucks as part of system implementation that are supporting the people of Kawempe and greater Kampala with faecal sludge emptying services. By close of project, 1300 facility emptying had taken place. CIDI is a register member of the Uganda Emptiers Association.	No
Rating* (see IPR methodology)	Narrative assessment					
3	In terms of outcomes from the first component, the project was highly successful in getting its message about improved sanitation out to the wider Kawempe community. This is reflected in the estimated number of people reached as a result of the campaign and also, more promisingly, in the recorded positive health outcomes. A wide range of material, in English and Lugandan, was made available to the wider public. It was confirmed on mission that there has been no cholera outbreaks in the last two years in the Kawempe Division, since the project closed, which may be correlated to the extensive media campaign on sanitation. In terms of statistics, it was reported that there was a 7.7% reduction in typhoid cases and 49.3% reduction in diarrheal cases across the division, which further points to the impact. These improvements were confirmed in meetings with other stakeholders from the area. It is noted that limited information on gender division or breakdown was made available in the project statistics, although it is noted that the public facility design took into account both gender and disabled persons needs. It is also assumed that there is double counting within the total estimates, as it is likely that many people that accessed the finance or services were also the people who received and understood messages in regard to sanitation.					

The mission revealed much interest from participating schools, landlord, residents, market operators and others, in extending the project and further promoting the use of water borne toilets and other sanitation facilities. The market operators, and associated user committees, noted both economic and social impacts of having good local facilities, the landlords noted how useful they were for finding and retaining tenants, whilst participating schools noted that better sanitation facilities was an attractant for building school rolls and improving student results, especially girl students. The development of public toilet facilities also opened up opportunities for small businesses, including laundries, stationary outlets and other enterprises which was an interesting side-effect. It was noted that whilst the public facilities visited were in good operating order, not all handwashing or showering facilities remained available. Maintaining these facilities is the responsibility of the local committee, and no explanation was given as to why these were not being maintained.

The school operators were especially hopeful that the programme could be extended, both in terms of extending facilities within their schools such as the use of rainwater harvesting to reduce water bills, but also extending to other schools in the Division as per the original intent. The initial proposal had planned more extensive coverage within schools, but as part of the mid-term review, the number of schools in the project was reduced from 20 to 5. This was disappointing as wider expectations may not have been met. Schools don't generally have good operations and maintenance budgets, and many of the facilities constructed previously through different programmes are of very poor quality. Many older facilities also have capacity issues, especially as often they were transitioning from temporary structures as part of a school budget through to more permanent solutions. Schools were willing to obtain a future Sanitation loans if available, especially as they saw better facilities as giving them better options in terms of attracting students.

The Revolving Loan Facility, administered by CIDI, used for the sanitation loans has been in operation since 2015, following the preparation of public guidelines, and has funded participating landlords and other operators involvement in the project. For landlords, the main benefit of sanitation facilities is that they make it easier to attract tenants, and their presence results in better rates of occupation. In general terms, loans were available at 3000000/5000000/6000000 UGX tiers (UA 585/975.7/1171.0), according to the size of the facility and associated requisite works, and take up of the loans was 75% directly from households and 25% from landlords in terms of payment. The cost for a single stance facility was UGX 3000000. The revolving fund has a set interest rate of 15%, and uses bespoke timeframes for loan repayments in consultation with users. It was noted that an extended family might take multiple loans over a period of time, as the unit pays each off in succession, indicating the success of the approach. However, it is observed that this rate may not be high enough to cover full transaction costs and local inflation, and the fund will decay over time, although it is noted that the fund is still operating. Based on the observed success of the programme, KCCA itself was considering a similar scheme.

In order to achieve these outcomes, a lot of effort was expended by CIDI on preparing template public/school/household construction designs that could address different needs and then obtain sign off by the KCCA. This was an important component of the project, and for promoting CIDI, as normally there is a lengthy process to get structural designs approved by local authorities. Whilst there may still be delays in obtaining building permits, the payoff for CIDI in this approach is that these designs are accepted city wide and have led to faster permit approval and construction times. This can be an important factor for landlords and their loans taking out under the Revolving Fund. The CIDI approach saves almost 70% of time compared with traditional building permit approaches in Kampala, and it allows for better resource costings in terms of materials and labour. Building permits for CIDI constructions now take between 0-3 months to obtain, as opposed to bespoke construction designs that take 6 - 12 months before receiving approval from KCCA. The designs also take into account prevailing environments in Kawempe, with brick used for higher less water prone locations, and concrete was used for low-lying areas with high water tables, along with plastic components.

The FSM component that includes the procurement of 3 trucks, the design of safe handling procedures, and the development of a sanitation value chain was highly successful, with a successful small social enterprise being able to operate regularly. Some of their success may be attributable to the pro-poor rate used by CIDI. However, the present price charged for collection and disposal may not generate enough funds for long term operation and maintenance, or potentially purchase of another vehicle, especially as the next parts of the sanitation value chain including the creation of other products is yet to be implemented. One further positive result of the CIDI social enterprise was the overall impact on the sanitation disposal industry in Kawempe and more widely in Kampala.

	<p>The presence of CIDI, and its operating procedures, has led to better services including reliability and safety. For example, CIDI put into place health and safety standards for safe disposal, for both staff and equipment, leading to better working conditions and reduced staff turnover. In addition, CIDI has been more reliable, with visits scheduled within 3 days of contact, according to the different respondents including landlords. This approach has lifted services in Kawempe more generally, due to CIDI competition with other private operators leading to better reliability in the sector. Most importantly, the active collection and disposal of sanitation has reduced or stopped emptying of sanitation waste in community channels that would often happen during the rainy season.</p> <p>Overall, the project has been deemed a success, with the connections between promoting sanitation and building demand, developing design templates, financing construction as necessary, and ensuring disposal of waste being important factors contributing to a successful outcome. Representatives from other urban areas come to learn from CIDI and often request it to expand their operations into their respective Divisions. Whilst it is disappointing that the original design was not able to be fulfilled, it is recognised that the mid-term review did reveal flaws in the original design that were able to be modified into a more achievable project.</p>

3. Output reporting

Output indicators (as specified in the RLF; add more rows as needed)	Most recent value (A)	End target (B) (expected value at project completion)	Progress towards target (% realized) (A/B)	Narrative assessment (indicative max length: 50 words per output)	Core Sector Indicator (Yes/No)
Output 1: Appropriate technology options developed, adapted and selected.	Developed and approved three (03) sanitation technology options	3 technology options	100% [3 technology options]	The project achieved its targets as proposed, and provided options to potential users. These technology	Yes
Output 2: Local masons trained and equipped	Fifty (50) masons, and 10 latrine caretakers	20 masons (30% women) trained / 20 hand-tools by 2015	140%	More than 50 masons were trained and equipped by the project. It is noted that the mason numbers have declined since the end of the project and this target was changed from the original as a result of the mid-term review. Masons have been instrumental in promoting sanitation schemes and designs within the community and have become advocates. These trained masons are high value and have become specialists- due to the multiplier effect. Some women were trained (only 4 in total and less than the planned number) but most were men.	Yes
Output 3: Public sanitation facilities with hand-washing units installed	Established five (05) communal latrines with five stances	40 gender segregated public place stances by 2015 50 hand washing facilities by 2015	120% [10 facilities with 5 stances each]	Over 20 more stances were constructed over and above the targeted number by the project. This component was changed as part of the mid-term review which increased the role of public facilities within the project design. Facilities also made provision for disabled persons through ramps, handrails etc.	Yes
Output 4: Pro-poor household toilet facilities constructed.	166 stances constructed	200 stances constructed	83%	It is more likely that the project will surpass their target since the revolving fund capital has not been fully run down.	Yes
Output 5: Operation and maintenance systems for public	Fifty (50) masons, and 10 latrine	20 active school sanitation clubs	140%	More than 50 masons, 10 care takers and five school health clubs were put in place over and above the project target.	Yes

facilities in place, including schools.	caretakers and 25 school health clubs	and 10 O&M committees		
Rating* (see IPR methodology)	Narrative assessment			
3	The overall outputs of the project have been successful against the revised RLF prepared as part of the mid-term review. However, in many respects it is outcomes from the project that are more impressive. However, it is evident that in measuring outputs, limited information has been collated in terms on gender-related outputs, for example on the proportion of women on local committees or within school health clubs, despite gender elements being included within project design. It is also noted that there was no output indicator in terms of public outreach. For example, there was less volume of published IEC materials distributed versus the number committed to initially, only 20000 compared with 50000,. CIDI has a provided a wide range of materials in association with this programme, contributing to its success, but this was not recognised in the output reporting.			

4. Development Objective (DO) rating¹

DO rating (derived from updated IPR)*	Narrative assessment (indicative max length: 250 words)
3	CIDI commissioned a number of area-wide surveys on health benefits, as well as accessing local health data, and noted that there has only been a 6% increase in the number of people washing hands, with soap and water, from 23% to 29% across the target parishes at the end of the project, which is more limited than anticipated at project outset. Better results in health have been achieved in terms of a reported (from HIMS Kawempe Division 2016) 7.7% reduction in typhoid cases, a 61.5% reduction in cholera cases (from 19 in 2013 to 23 in 2016, and none in the last two years), and a 49.3% reduction in diarrheal cases across the Division over the project lifetime, which may be the benefit derived from better sanitation approaches. In addition, there has been a minor reduction of pupils-stance ratio (averaging at 56:1 from 70:1 at baseline across all the schools visited), provision and access to menstrual hygiene services (wash rooms and segregation of latrine facilities) for girl students and some hand washing. Therefore, the project has met the development objectives satisfactorily.

5. Beneficiaries (add rows as needed)

Actual (A)	Planned (B)	Progress towards target (% realized) (A/B)	% of women	Category (e.g. farmers, students)
2,534	2,200	114	50	Public sanitation facilities
2,500	8,000	32	60	School facilities
500	21,000	2	N/A	Shared (household)
Not funded	420	N/A	N/A	Sanitation facilities for vulnerable
3,000	53,400	6	N/A	Sanitation emptying services
57,860	12,000	482	40	Sanitation promotion activities (schools)
98,472	3,000	3282	N/A	Sanitation promotion activities (Public)
76		76	10%	Direct jobs
164,940	100,020	165		Total

¹ For operations using the old supervision report and rating system in SAP, the DO rating for the PCR shall be calculated using the IPR methodology.

6. Unanticipated or additional outcomes (add rows as needed)

Description	Type (e.g. gender, climate change, social, other)	Positive or negative	Impact on project (High, Medium, Low)
Leadership: The project has highlighting the opportunity for pilot programmes to pilot enhance local leadership on health and safety. The CIDI social enterprise in terms of the Cesspool Trucks are a good example of this, where conditions for staff were good, but led to other operators improving their standards.	Other	Positive	Medium
The establishment of public facilities has allowed for the development of new enterprises housed within the facilities , including launderettes, and have enabled these facilities to be local focal points.	Social	Positive	Low
It was noted that the new facilities in school has put a strain on local school budgets that do not provide for substantial operations and maintenance activities. Whilst it appears that schools have raised funds to meet the shortfall, many of them noted the additional cost associated with water and pour flush facilities	Social	Negative	Low

7. Lessons learned related to effectiveness (add rows as needed)

Key issues (max 5, add rows as needed)	Lessons learned	Target audience
1. Revolving fund and sanitation marketing approaches	1. Revolving fund and sanitation marketing approaches can have a multiplier effect on outputs, through reuse of the same resources resulting in more than planned beneficiaries over and above the targeted figures. The ultimate results, however, are realised long after the project period when the revolving fund is exhausted. The demand driven approach linked to the revolving fund and the fact that individuals own the facilities through purchase agreement as opposed to a donation has increased a sense of ownership which promotes sustainability of the constructed facilities. This was noted in relation to other facilities found in Kawempe provided by NGO's.	Households
2. Working with land owners	2. Many residents in Kawempe are highly transient, and this means that landlords are key to expanding the network in private households. Issue of land rights come to the fore, as CIDI noted that working with tenants alone was risky. All landlords needed to commit to the programme before implementation could be achieved. But landlords needed to be sensitised to taking loans for the provision of sanitation facilities, and would have caused an initial delay to the programme.	AWF, CIDI, KCCA

C Efficiency

1. Timeliness

Planned project duration – years (A) (as per PAR)	Actual implementation time – years (B) (from effectiveness for 1st disb.)	Ratio of planned and actual implementation time (A/B)	Rating *
3 years	4th June 2013	1:6	3
Narrative assessment (indicative max length: 250 words)			
<p>The project was initially designed for three years, but was given a twelve months extension to complete some of the project activities that were behind schedule. The time lag was mainly due to delay in the approval of sanitation technology options from KCCA that lead to downstream implementation problems, as well as the delay in the procurement of cesspool trucks which were critical components for supporting the project. For example the cesspool trucks came to the project two years after the start of implementation, whilst the technical designs took unnecessary long to be approved from KCCA which, in turn, delayed implementation the construction and sanitation marketing activities. It is unclear why KCCA took so long to approve. This also meant that the ability to construct and promote the CIDI designs in the field was also delayed. In terms of Bank processes, there was a significant lag between project closure, PCR Mission, and PCR report, due to a number of reasons including staff turnover and contractual issues. However, it is noted that the lag has been beneficial for evaluating the longer term impact of the project, as it has allowed outcomes to be assessed that otherwise could not be seen, including the state of the public facilities, the Revolving Fund, and the social enterprise..</p>			

2. Resource use efficiency

Median % physical implementation of RLF outputs financed by all financiers (A) (see II.B.3)	Commitment rate (%) (B) (See table 1.C – Total commitment rate of all financiers)	Ratio of the median percentage physical implementation and commitment rate (A/B)	Rating *
95%	100%	0.95	4
Narrative assessment (indicative max length: 250 words)			
<p>All project proposed activities and outputs as per the revised RLF were undertaken and outputs delivered. Some activities, especially construction of household sanitation facilities, were delayed due to approval of the technology option designs by KCCA but were completed during the extension period at no significant additional cost. Of note is that the Revolving Fund and the CIDI social enterprise continue to operate, meaning that overall resource efficiency listed above continues to improve.</p>			

3. Cost benefit analysis

Economic Rate of Return (at appraisal)	Updated Economic Rate of Return (at completion)	Rating *
<p>At inception, it was estimated that for every 5 euro invested in the pilot project, it would result into one person accessing safe and improved sanitation in the target community. However, the nature of this project is not necessarily suitable for a cost-benefit analysis especially as much of the economic value will be through distributed avoided costs (in terms of health) and increased well-being as opposed to direct economic benefits.</p>	<p>At project end, the Cost benefit analysis ratio of the project was estimated by the recipients at 1:6 which translated into an investment of one (1€) for every 6 persons gaining safe and improved sanitation through the different components of the project. The high level of benefit versus cost is mainly due to the sanitation marketing and ongoing use of the Revolving Fund.</p>	
Narrative assessment (indicative max length: 250 words)		
<p>From an economic perspective, the project supported Kawempe Municipality residents by accelerating access to affordable sanitation and hygiene facilities, along with a sanitation awareness campaign that has resulted into improved health outcomes 7 % reduction in key water borne diseases leading to under-five mortality rate reduction, in addition to catalysing local businesses. The provision of safe hygiene and sanitation has also resulted into improved school retention (particularly for the girls, due to the 56:1 pupil to stance ratio) and increased productivity due to good health, which should have longer term economic benefits. The established operational framework for sustainable and affordable faecal sludge management in urban areas has improved peoples livelihoods due to improved incomes generated from both formal and informal employment as sanitation facilities caretakers, drivers of the cesspool trucks and trained masons. The project took a holistic approach by addressing different factors that impede access to sanitation.</p>		

4. Implementation Progress (IP)²

IP Rating (derived from updated IPR) *	Narrative comments (commenting specifically on those IP items that were rated Unsatisfactory or Highly Unsatisfactory, as per last IPR). (indicative max length: 500 words)
3	Overall, most project activities were implemented in a timely fashion and necessary approvals, both financial and no objections, from the Bank were made on time although activities of other partners such as KRRA did lag. However, it is noted that the RLF did need to be revised as the initial project was deemed to be unfeasible, especially given the need for increasing truck procurement to meet demands. Project financing through annual tranches arrived as requested. Thus few project activities were delayed due to lack of funds, although there were some initial issues as the Executing Agency CIDI met the Banks Financial and Procurement requirements. The respondents noted that task managers provided all the necessary support including both technical support and onsite visits/ missions to obtain project success. The procurement of faecal haulage trucks had some delays owing to a review of the technical specifications in order to match available budgets that changed during the course of the project. This necessitated realigning the budget. These activities did result in a twelve month extension for the project but these were not to the long detriment of the project and accompanying revised results.

5. Lessons learned related to efficiency

Key issues (max 5, add rows as needed)	Lessons learned	Target audience
1. Preparedness to change RLF	1. This project is a good example where a mid-term review can result in better and longer term benefits. Costs associated with cesspool truck procurement were initially underfunded and there was a need to change some significant components of the project.	AWF
2. Relationships with Governmental Entities	2. Given that the project had many different components and approaches to addressing sanitation, good relationships with multiple Government and Subnational entities was necessary. However, it may be that the expectations on what those relationships would accomplish was not fully assessed, which led to unanticipated delays and, in the case of UGAVAC by one entity, not achieved.	AWF/AfDB/CIDI

² For operations using the old supervision report and rating system in SAP, the IP ratings need to be converted from the 0-3 scale used in SAP to the 1-4 scale used in the IPR.

1. Financial sustainability

Rating *	Narrative assessment (indicative max length: 250 words)
3	<p>This project was designed as a grant funded pilot project, however it did promote using a range of charges and fees to increase longevity of available resources. Community sensitisation emphasised the need for charges and loans for the development and operation of facilities, along with charges for collection and disposal of sanitation waste. In terms of the public facilities, the charging rate of UGS200 (US\$0.05) for public sanitation facilities appears to be sufficient, based upon of the overall maintenance and keep of the facilities, and their associated costs. These fees are used to help cover sanitation collection and disposal, as well as paying water charges.</p> <p>A Revolving Fund was implemented by CIDI to maximise the number of facilities built within the same budget compared with simply delivering grants, whilst charging for sanitation collection and disposal were anticipated to cover operations and maintenance of the cesspool trucks and potentially allow for the purchase of additional cesspool truck facilities. In 2018, the revolving fund was still active, but over the medium term it is expected to slowly decay, with administrative costs and bad loans the main reason for this. In addition, there were concerns that the interest rate used meant that the fund would decay quickly. Schools were noticeably struggling to pay increased water fees, with several recommending that initiatives like rainwater harvesting would help reduce overall costs and lead to better resource efficiency.</p> <p>The component that is expected to last over the longer term is the waste disposal enterprise set up by CIDI, if managed well. However, one issue noted during the field mission was that prices charged by the cesspool operations were less than private operators operating in the same market, mainly due to the desire of CIDI to take a pro-poor approach. The current price of UGS 120,000 (approximately US\$32) was significantly cheaper than the reported private rate of UGS 200000 (approximately US\$53). At 50 trips per month, this would result in revenue of approximately \$US19200 per year per truck, exclusive of operation costs and maintenance. At this rate, the mission participants considered that this component of the project will not be sustainable over the longer term, despite expectations. An increase is necessary for longer term financial sustainability of the service, and it appears that there is scope for an increase, and this was raised in discussions with CIDI.</p> <p>Overall, the Executing Agency noted that <i>the continued contribution towards the sanitation facilities in terms of water bills, cesspool services, toilet user fees and loan repayment for the sanitation facilities at household level through the revolving fund is likely to extend the revolving services to the community members even when the project comes to an end.</i> However, the multiple avenues of pro-poor charges may reduce the opportunities to expand coverage and improve services and maintenance.</p>

2. Institutional sustainability and strengthening of capacities

Rating *	Narrative assessment (indicative max length: 250 words)
4	<p>Whilst there are some questions over the long term financial sustainability, the institutional sustainability of the Executing Agency, and the capacity that was built internally and externally, appears to have had a lasting influence and the project has made a solid contribution locally. For example, the revolving fund is operating but although it is decaying over time, the demand, promotion, and use of CIDI design for facilities continues. The CIDI ‘added advantage’ in terms of reducing construction time and cost for facilities continues to provide a revenue stream and helps ensure sustainability of the organisation. In terms of capacity, the respondents noted that the Banks fiduciary duties meant that they had to build their capacity, and this has enabled them to meet other agency requirements, and obtain funding from sources that had previously rejected previous applications from CIDI. In terms of community institutions set-up as part of the project, the school health clubs, training of the PTAs and SMC members at the schools about their respective roles are likely to continue promoting hygiene and sanitation in participating schools and management of school sanitation infrastructure. Likewise the Operation and maintenance committees of public sanitation facilities continue to operate.</p>

3. Ownership and sustainability of partnerships

Rating *	Narrative assessment (indicative max length: 250 words)
3	The project design involved a number of partners to ensure both political and policy support of the project, and this has helped develop and cement strong relationships between the partners including CIDI, KCCA, Kawempe Division, NWSC, Netwas, and various other ministries locally.. The relationship with KCCA continues to be very important, with public health enforcement, call center operations, and the building permit approval all being critical. These relationships have helped facilitate collaboration between the government, the private sector and the local communities on effective FSM activities in the area. A number of other projects have been launched or are in process of launching as a result of this project outcomes, including the development of other FSM programmes and the planning of a sanitation loan facility by the KCCA to support other localities similar to Kawempe. The impact of the intervention led to improvements in sanitation disposal practice and use amongst the urban poor and has resulted in better health outcomes, which has also led to approval of CIDI's actions and brand-building. Of note is that facilities and cesspool trucks all use a particular identifiable CIDI branding, and this has helped promote the activities and skills of CIDI. Private commitment to the project was demonstrated through the beneficiaries' willingness to obtain loans and pay these back relatively efficiently, and it is noted that extended family networks have taken on multiple loans over the period of the Revolving Fund.

4. Environmental and social sustainability

Rating *	Narrative assessment (indicative max length: 250 words)
3	The project has been chiefly concerned with improvements to social well-being as opposed to environmental well-being. In particular, project interventions have helped Kawempe Division reduce open defecation issues, especially in areas where public facilities were introduced, and has helped lead to reductions in local water borne diseases as there is less contamination during weather events. This is important in terms of building climate resilience in the local community, especially as extreme weather events and climate seasons raise the incidence of disease. The sealing of the culverts or the pits along with regular removal has eliminated leakage of faecal matter into the environment, and contributed to reduced contamination. The public facilities have management structures established with a user fee to ensure sustainable use in a clean environment and there is scope to improve the local environment. In terms of social sustainability, the households and schools made monthly instalments to purchase household latrine structures in terms of loan repayment and also paid for the emptying services. There was also strong involvement in user committees, SMC, O&M committees and sanitation clubs by beneficiary communities.

5. Lessons learned related to sustainability

Key issues (max 5, add rows as needed)	Lessons learned	Target audience
1. Many informal settlements are found in marginal landscapes such as waterlogged areas or unstable hill slopes	1. Local infrastructure design needs to take this into account, especially as weather events will generate extensive 'first flush contamination'. As part of its menu, CIDI had multiple pit latrine designs whose base material could be adjusted according to the condition, e.g. lined sealing.	AWF, KCCA
2. Importance of use of Revolving fund and sanitation marketing approaches	2. Revolving fund and sanitation marketing approaches can have a multiplier effect on outputs through reuse of the same resources resulting in more than planned beneficiaries over and above the targeted figure. The demand driven approach linked to the revolving fund and the fact that individuals own the facilities through purchase not as a donation, increases a sense of ownership which promotes sustainability of the constructed facilities.	AWF, AfDB, KCCA, MoWE
3. Pro-poor charges	3. Pro-poor charging rates will reduce the overall long-term sustainability of a project, and this needs to be carefully examined and modelled during project preparation, especially if a social enterprise is being funded. The Executing Agency made a number of	AWF, AfDB, KCCA, MoWE

	recommendations in terms of future projects that include “advocate for a pro- poor water rate, better advocate for prepaid meters for schools and public sanitation to reduce on the cost of water in the target schools and the community, so this needs to be carefully considered.	
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III Performance of stakeholders

4. Bank performance

Rating*	Narrative assessment by the Borrower on the Bank’s performance, as well as any other aspects of the project (both quantitative and qualitative). See guidance note on issues to cover. (indicative max length: 250 words)	
4	<p><i>The Bank provided adequate staff to appraise, supervise and support implementation of the project covering all aspects of procurement, disbursement, financial management and field supervision and providing the necessary technical backstopping for both the field and office based staff like the accountant. All tranches were disbursed 100% and on time. All supervision missions were followed up with an IPRR which was entered into Baobab. The Bank supported the process of budget and work plan midterm review and prioritisation of activities. The Bank country office helped also to fast track technical responses disbursement and procurement in the course of the project implementation</i></p> <p><i>The Bank is also commended on capacity building through the annual learning workshop which brought all partners together to share experiences of their projects across the continent. The bank is further applauded for an open door policy where KUPSIP staff could call and walk in to their office with ease which further made their work smooth.</i></p>	
Comments to be inserted by the Bank on its own performance (both quantitative and qualitative). See guidance note on issues to cover. (indicative max length: 250 words)		
Overall, the Banks performance was good, with regular contact, supervision missions, and timely decisions being made. Bank staff, including from AWF, were able to adjust the project substantially through the mid-term review, in response to different challenges and risks that emerged in relation to Cesspool truck procurement. Of note is that there were multiple delays to programming the PCR mission, but this has proven to be quite useful in terms of assessing outcomes.		
Key issues (related to Bank performance, max 5, add rows as needed)		Lessons learned
1. Short initial implementation period of 36 months		1. The project was extended twice for a total period of 11 months. The respondent noted that future programs need to be scheduled for 48 months to adequately cover the planned activities, including time for developing and approving designs, however the scale of this project would not appear to support this suggestion.
2. No budget provision for project staff		2. The respondent noted that the budgeting process at appraisal should in future make provision for staff monthly pay for NGOs who unlike Govt do not get alternative funding. This is a regular issue raised by NGO’s but under the present model of AWF, and the Executing Agencies are expected to provide staff time and resources as part of their contribution

5. Borrower performance

Rating*	Narrative assessment on the Borrower performance to be inserted by the Bank (both quantitative and qualitative, depending on available information). See guidance note. (indicative max length: 250 words)	
3	<p>The performance of the grant recipient / Executing Agency (EA) in this exercise was overall satisfactory. The EA has been professional throughout the execution of the project, including through procurement phases, contract management, and submission of disbursement applications and coordinating of the software components, and arrangements around supervision arrangements. Different project milestones, including fulfilling conditions prior to disbursement, and audit compliance have been met as per the guidelines. The CIDI has made themselves available for various Bank missions and undertaking actions as per agreement in the various Aide Memoire etc., and a high level of professionalism was noted on the PCR mission.</p>	

	<p>As noted by the beneficiary, the project design model does not cater to NGO staff salaries, with the exception of the specialist expertise of the Environmental Sanitation Engineer, but instead expects that the EA provides this as part of their contribution. In this case, the EA was able to raise the necessary staff salaries as well as drivers in a timely manner, but have noted this issue, but it did led to issues at various times throughout the project. The beneficiaries also did a good job in terms of bring other partners to the table.</p> <p>The partnership between KUPSIP and AfDB/AWF was defined as “a mutual and equally understanding” that was backed up by a funding agreement with clear roles and responsibilities between the two parties. All requests for funds and no objections for all assignments were given by the bank in time, all funds transfers were made timely and there were no time when project activities stalled due to delayed decision making from the Bank, apart from the initial procurement process.</p>
Key issues (related to Borrower performance, max 5, add rows as needed)	Lessons learned

6. Performance of other stakeholders

Rating*	Narrative assessment on the performance of other stakeholders, including co-financiers, contractors and service providers. See guidance note on issues to cover. (indicative max length: 250 words)	
3	<p>KUPSIP was implemented in partnership with KCCA, NETWAS and NW&SC with each partner having specific roles and obligations towards the project as agreed in the signed partnership agreement. To a large extent the partnership arrangement worked and all partners were able to fulfil their main obligations including being part of the steering committee meetings, and other contributions. However there were delays in execution of some of the roles of the partners, for example due to bureaucratic problems and, notably NW&SC was unable to relinquish the UGAVACs due to the long procurement procedure encountered. KCCA, on their part, delayed approval of the sanitation technology options due to the long lines of approval which affected the timelines of the project activities. This was one of the key disappointments in the overall process, and one that was acknowledged in the mission. However, it was also noted that the different partners have worked together well, and there is a desire to continue the relationships developed as part of this process.</p>	
Key issues (related to performance of other stakeholders, max 5, add rows as needed)	Lessons learned (max 5)	Target audience (for lessons learned)
Bureaucracy and red tape	All partners need to appoint an active and engaged focal person who can help ensure that the process proceeds smoothly, to expedite approval process such as in the case of the design templates.	1. AWF, KCCA, AfDB
Open door communication policy	Being open in communication made consultation, meetings and requesting support, both technical and financial, was reasonably easy for the implementation partners The various partners were positive in regard to the project and the general management within Kawempe, and have continued to work together thereafter. The Executing Agency also noted the need to continually <i>engage National Water and Sewerage Cooperation to release the UGAVACs for operationalization of faecal sludge emptying services in slum communities where the big cesspool trucks can't easily maneuver.</i>	2. AWF, AfDB

IV Summary of key lessons learned and recommendations

1. Key lessons learned

Key issues (max 5, add rows as needed)	Key lessons learned	Target audience
1. Importance of a pro-poor approach.	1. The FSM approach needs to address financial access throughout the whole chain, from the development of facilities by individuals through to the disposal of waste at a community level. In this project, it meant that there was a need to provide the community a capacity to access finance, for private landlords and those wishing to provide facilities in public spaces such as the local markets to begin a local market cycle, as well as charging for emptying.	1. AWF, AfDB
2. Revolving Fund Administration	2. The project demonstrated that micro-finance is a suitable tool for advancement of sanitation facility provision, but also notes the need to ensure that any institution administering a scheme needs to have prior experience to avoid lag. This is important as sanitation facilities may not have a direct commercial gain and there are concerns that households could overextend, but are important for building community and household resilience to various shocks. I	2. AWF, AfDB, KCCA, MoWE
3. Local Presence	3. Following field missions and discussion with the various partners, it is clear that the presence of an office and staff in Kawempe was a key component to the overall project success as allowed high visibility, access and the capacity to show potential future users the potential benefits of constructing facilities.	3. AWF, AfDB
4. Relationships with Governmental Entities	4. Given that the project had many different components and approaches to addressing sanitation, good relationships with multiple Government and Subnational entities was necessary. However, it may be that the expectations on what those relationships would accomplish was not fully assessed, which led to unanticipated delays and, in the case of UGAVAC by one entity, not achieved.	4. AWF, AfDB
5. Preparedness to change RLF	5. This project is an example where a mid-term review can result in better and longer term benefits. Costs associated with cesspool truck procurement were initially underfunded and there was a need to change some significant components of the project. This has been to the benefit of the project.	5. AWF, AfDB

2. Key recommendations (with particular emphasis on ensuring sustainability of project benefits)

Key issue (max 10, add rows as needed)	Key recommendation	Responsible	Deadline
Micro-finance / Revolving Fund	Develop knowledge product on micro-financing in the sanitation sector with a view to expanding its use	AWF	2018
Fees and Charges	CIDI needs to urgently consider revising charging rates for both cesspool emptying services and revolving loan services with a view to expanding services or maintaining their long term	AWF / CIDI	2018

	sustainability. Both elements were successful in developing a market, but may impede future development and expansion		
Design Template	Consider using standardised design template menu approaches in other sanitation projects funded by AWF through the AUSIF programme	AWF	2019
Pro-poor rate	Understanding and developing further knowledge on the impact of interactions between different pro-poor charging rates on longevity in differing projects may be necessary, especially when designed as an holistic integrated approach.	AWF / CIDI	2018
Sanitation Value Chain	The original RLF included a component relating to developing a market for products derived from faecal sludge. Should further investment in Kampala whether as a standalone project or scaling up be considered, this aspect will need to be included.	AWF	2019
Local Presence	Ensure that future sanitation projects operating in informal settlements have local presence in the area serviced	AWF	2018

V Overall PCR rating

Dimensions and criteria	Rating*
DIMENSION A: RELEVANCE	3
Relevance of project development objective (II.A.1)	4
Relevance of project design (II.A.2)	3
DIMENSION B: EFFECTIVENESS	3
Development Objective (DO) (II.B.4)	3
DIMENSION C: EFFICIENCY	3
Timeliness (II.C.1)	3
Resource use efficiency (II.C.2)	3
Cost-benefit analysis (II.C.3)	3
Implementation Progress (IP) (II.C.4)	3
DIMENSION D: SUSTAINABILITY	3
Financial sustainability (II.D.1)	3
Institutional sustainability and strengthening of capacities (II.D.2)	4
Ownership and sustainability of partnerships (II.D.3)	3
Environmental and social sustainability (II.D.4)	3
OVERALL PROJECT COMPLETION RATING	3

VI Acronyms and abbreviations

Acronym (add rows as needed)	Full name
AfDB	African Development Bank
AWF	African Water Facility
CIDI	Community Integrated Development Initiatives
KCCA	Kampala Capacity City Authority
KUPSIP	Kawempe Urban Poor Sanitation Improvement Project
N/A	Not Applicable
NETWAS	Network For Water And Sanitation
NW&SC	National Water And Sewerage Cooperation
O&M	Operation And Maintenance
SHC	School Health Club