

Report on the Second Monitoring Study on Perceptions, Attitudes and Practices of WASH Good Governance and Accountability

A Consultancy commissioned by the IRC International Water and Sanitation Centre

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List of Acronyms

CBO	Community Based Organisation
CEFORD	Community Empowerment for Rural Development
DEO	District Education Officer
DHI	District Health Inspector
DWSSC	District Water Source and Sanitation Committee
DWO	District Water Officer
EDF	European Development Fund
EU	European Union
IRC	International Water and Sanitation Centre
LCs	Local Councils
LWF	Lutheran World Federation
NAADS	National Agricultural Advisory Services
NETWAS	Network for Water and Sanitation
NGO	Non – Governmental Organisation
PDC	Parish Development Committee
PTA	Parents Teachers Association
PWASA	Paidha Water and Sanitation Association Ltd
RDC	Resident District Commissioner
S/C	Sub-county
SCWSCC	Sub-county Water and Sanitation Coordination Committee
SDP	Support to Decentralization Programme
SMC	School Management Committee
UPE	Universal Primary Education
WASH	Water Sanitation and Hygiene
WUC	Water Users Committee

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Executive Summary

The Improved WASH Governance through Dialogue and Concerted Action Project in the West Nile Region districts of Nebbi, Adjumani and Moyo was launched by the IRC International Water and Sanitation Centre in December 2008. This project was funded through the Government of Uganda Local Government EDF – SDP EU grant to IRC, in partnership with NETWAS Uganda and CEFORD. The ‘Good Governance and Accountability Project’ brings together politicians, technocrats, Non Governmental Organizations (NGOs) and Community-Based Organizations (CBOs) at district and Sub-county levels in a multi-stakeholders dialogue aimed at improved health, productivity in communities, school attendance and educational results in the region as a result of accountable and responsive Water Sanitation and Hygiene (WASH) services provision.

The project is implemented at the district level and in two sub counties in the three (3) districts and is expected to enhance dialogue between different stakeholders, improve coordination and harmonization of approaches in WASH and to improve responses to complaints and problems of WASH services in the targeted sub-counties. It is anticipated that this process will contribute to better governance in the form of higher transparency, better accountability and giving citizens a voice in service provision to ensure quality and quantity.

This second monitoring study was commissioned by IRC in the districts of Nebbi and Adjumani representing the West Nile region from 7th - 15th August 2010. Information that relates to changes in attitude, perception and practice of good governance and accountability, and appreciation of the project’s dialogue process and action–research among stakeholders was collected and the analysis is presented in this report.

Specific objectives were:

1. To establish the present (July 2010) perceptions and attitudes on WASH accountability and good governance of stakeholders in the ‘study sample’
2. To establish the present (July 2010) practices and methods on WASH accountability and good governance of stakeholders in the ‘study sample’
3. To establish the present (July 2010) appreciation of the project’s dialogue process and Action–Research among stakeholders

The monitoring study revealed greater improvement in the good governance and accountability variables, consolidating what was previously observed. The following are highlights of the findings:

- i. The relationships among stakeholders have greatly improved. Meetings focussing on pertinent issues in WASH are convened on schedule and facilitated using dialogue approach for effectiveness and ensuring the generation of ideas and resolving issues from the stakeholders. This has led to improved service delivery to the communities.

- ii. Community awareness and participation in WASH activities has also improved. There is increased demand for WASH services from communities and willingness at community level to pay Water User fees. Improved management of fees and accountability to the users in the participating Sub counties has led to improvement in the maintenance of the water sources.
- iii. At Sub County level, there are efforts to form Water User committees. Sub county staff have taken an interest in village meetings in order to establish community priorities which are incorporated in the Sub county plans and budgets that are submitted to the district. Consequently, budgetary allocations for WASH activities have improved at district level. Sub counties participating in the projects are now serving as models for improved sanitation, especially latrine coverage and better management of water sources; while skills acquired are being applied in other sectors to improve service delivery.
- iv. Technocrats have adjusted their working methods. They now reorganise the community contributions and ideas. Improved communication using various channels was reported to have enhanced transparency and accountability to all stakeholders. This has empowered community members to query misinformation and shoddy work from the service providers leading to quality services. Community sense of ownership of WASH facilities has also improved.
- v. The dialogue approach and action research tools have been appreciated and adapted to enhance communication across WASH stakeholders. The Gantt charts and the resource maps were greatly applauded for their effectiveness in communicating WASH information for decision making at all levels. The two (2) districts studied were at different levels of adoption; though in consensus the tools will be adapted to planning and reporting activities especially to communities.

Information was collected from Key Informant Interviews (KIIs) involving a total of 13 respondents, and seven (7) Focus Group Discussion (FGDs) involving 60 stakeholders in the two (2) districts. A list of guiding questions covering all aspect of the study was developed by the researcher for this purpose. Reports on activities carried out during the six-month period were also reviewed.

1.0 Introduction

The Government of Uganda Local Government has been undergoing restructuring and the West Nile districts of Nebbi and Adjumani have not been exceptions in this process. The District of Nebbi has been split and the Sub-county of Paidha is now in Zombo district, while in Adjumani, Ciforo Sub-county has been split into Ciforo and Ukusijohi Sub-counties. The reporting will maintain the original administrative structure.

It is also worth noting that Adjumani district has been hosting refugees from Southern Sudan, and even some of the local population has been living in displaced camps in the Sub-counties of Ciforo and Dzaipi where the project has been implemented. There has been a repatriation exercise and closure of refugee camps as well as resettling formerly displaced people back to their original villages. Availability of basic social services such as schools, water and sanitation facilities have been major considerations for formerly deserted villages and have been given priority in the district budgets as people return to their original homes.

Repatriation has also destabilised water and sanitation indicators by reducing coverage and rendering some water sources that were serving refugee camps redundant since they are currently not serving any population. Water Users and Water User Committees have also been affected. Some of the leaders in the community have returned to their villages of origin, while payment of User fees is also evaded by those preparing to return to their places of origin since they are no longer regular users¹.

There has also been a change in technical staff positions. In Nebbi, the District Planner passed away and has not been replaced; in Adjumani the District Education Officer retired and a new person is now in office.

All these changes affected the project activities and provided an indication of the extent of information sharing within offices and sustainability of the project.

1.1 Scope of work

The monitoring study was conducted in two of the three West Nile districts of the WASH Accountability project, namely Nebbi and Adjumani. Our main focus was the district and Sub-county level.

1. In Nebbi at the district level, we met political leaders, district local government technical staff and NGO representatives
2. In Nebbi Sub-county level, we had discussions with local leaders at Paidha in the Sub-County chief's office, Agelemu Borehole Water Users' Community, Water User Committee, Jopomwoco Primary School management and pupils
3. In Adjumani, we met political leaders, district local government staff and NGOs
 - In Adjumani we had discussions in two (2) Sub-counties (Dzaipi and Ciforo) to establish progress achieved in the last six months
 - In Dzaipi sub-county two (2) borehole users' communities were visited: (i) Bikere Borehole Users' Community, with a trained Water User Committee that participated in dialogue meetings; and (ii) Agbwere borehole users' community, just opposite the Sub-county headquarters, now has a Water User Committee. Some of its members have participated in

¹ Adult family members are visiting their original villages to prepare gardens and to put other necessary structures in place before they can move school-going children and other family members.

the dialogue. Agbwere borehole water is shared between the police, Dzaipi School and the community. The school management and the pupils have been trained and have participated in dialogue activities.

1.2 Stakeholders² interviewed at each level

Thirteen (13) Key Informant Interviews took place with technocrats from sectoral departments and elected leaders who are directly involved in the good governance and accountability in WASH project. At Sub-county and village levels seven (7) Focus Group Discussions (FGD) were held involving sixty (60) participants, including technocrats and elected leaders at sub county level, school management committees and Water User Committee members; while at the community level random selection of Borehole Community Water Users, as well as school children who participated in the dialogue and their friends who were readily available, were interviewed in the two districts during this second monitoring exercise.

2.0 Findings from stakeholders

The following table gives responses from the different stakeholders in the two districts. It shows variations in response, confirmation of actual situation and understanding of the project by stakeholders. The good governance and accountability project was last monitored in December 2009; therefore the reference period for this monitoring exercise was January to July 2010.

Summary of Key stakeholder responses		
	NEBBI	ADJUMANI
1	<p>District Elected Leaders</p> <ul style="list-style-type: none"> ▪ Project acting as eye opener to the people to know their roles ▪ Empowering people to demand improved services i.e. UPE, NAADS ▪ Significant improvement in sanitation ▪ Bottom up approach in planning for WASH ▪ Committees carry out monitoring ▪ Relationship with technical staff good, work as partners, share information ▪ Principal of accountability helping them to deliver, have changed perceptions, made work easy ▪ Interact in meetings, give feedback, people empowered to demand 	<p>District Elected Leaders</p> <ul style="list-style-type: none"> ▪ Most committees hold meetings and collect user fees, some giving revolving funds ▪ Some new boreholes they have not started paying, they were trained by the District prior to construction ▪ Relationship with the district not good, don't have a substantive Water Officer, he is just a pump mechanic, when technical issues arise we lack support ▪ Doing well in management of funds, minor repairs are handled, major passed to the district ▪ Reporting is good, management committees' report of lower levels ▪ This FY WASH was well planned, even in schools
2	<p>District Technocrat</p> <ul style="list-style-type: none"> ▪ Planning both bottom up and top down approach used to ensure compliance to standards ▪ More demand for water technologies from Akworo ▪ Sub-counties that have participated in the project are able to benefit more 	<p>District Technocrat (same department as for Nebbi)</p> <ul style="list-style-type: none"> ▪ Positive change, communities involved in model villages, they know their roles, are able to identify problems ▪ WASH committees account to the communities ▪ Opened accounts, have revolving funds, hold monthly meetings, keep the surroundings clean ▪ Have local bylaws: if you do not pay on time you pay

² Complete list of all persons who participated is attached in the annex.

Summary of Key stakeholder responses		
	NEBBI	ADJUMANI
	<ul style="list-style-type: none"> ▪ Budget for WASH has been increased, relationships and understanding of situation greatly improved ▪ We inform communities of the actual costs of repairs, rehabilitation and construction during Baraza, ground breaking ▪ Delivery of services improved, attitude change slow ▪ Increased reporting. Trained WUC 	<p>double, a fine of Ug. Shs. 5000/³ if found tampering with borehole, water source cleaning rota</p> <ul style="list-style-type: none"> ▪ Communities contribute towards repairs; pump mechanics charge Ug. Shs. 30,000/=, have been organized in an association, Sub-county supports bylaws ▪ Reporting improved, accountability made work easy, community members part of the radio talk shows ▪ Cases of vandalism and mismanagement of funds by committees who do not call meetings, 2 cases made to refund the money by confiscating goats in Ciforo
3	<p>District Technocrat</p> <ul style="list-style-type: none"> ▪ More involvement of the community and local leaders in planning and implementation of WASH projects ▪ Sub-counties with increased budgets for WASH, sharing of budgets, communication improved maps, Gantt charts, public notice boards ▪ Communities empowered, ask questions, contest inconsistency in information ▪ Political leaders now on board, technical staff share views in “more organized” meetings ▪ School WASH improved ▪ Planner to ensure sustainability of the project ▪ Mandatory meeting: DTPC, DWSC ▪ Contractors more accountable to the people 	<p>District Technocrat (same department as for Nebbi)</p> <ul style="list-style-type: none"> ▪ Good relationship with district sectoral departments ▪ Accountability improved in 2 Sub-counties, especially committee that used to spend without giving feedback ▪ Improved records, user fees paid, receipts issued ▪ Community and committee members participate in water points repairing reducing labour costs ▪ Pump mechanics trained ▪ Planning bottom up, taking care of priorities ▪ Action research tools to be ready by 30th Sept. ▪ Dzaipi has latrine increase coverage of 8.2%, quality of structures still lacking ▪ Dialogue brought on board Sub-counties for exemplary leadership ▪ Health Assistants and ACDO attend community meetings ▪ Integrated support supervision, participation improved accountability, sharing of vital information
4	<p>District Technocrat</p> <ul style="list-style-type: none"> ▪ Monitoring to see the condition of schools, demands for schools submitted through the Sub-county to the water officer ▪ Boreholes shared between school and community have time challenge for fetching, good relationship with other sectors ▪ Improvement in WASH in terms of maintenance provision of facilities ▪ DEC discusses WASH issues for improvement, information shared during budget conferences to avoid duplication ▪ People who have participated in the project are more informed about WASH issues 	<p>District Technocrat (same department as for Nebbi)</p> <ul style="list-style-type: none"> ▪ Improved sanitation levels in schools ▪ Focus on rehabilitation of water sources, all schools have water harvesting tanks ▪ Management committees have been trained, schools are paying for repairs ▪ Communication through technical planning meeting, all schools with boreholes within a distance of 1.5 km ▪ Planning priorities from Sub-counties, allocations still low ▪ Sub-county planning committees WASH monitors ▪ District inspectors have a tool for monitoring ▪ Some improvement in collaboration and coordination
5	<p>District Technocrat</p> <ul style="list-style-type: none"> ▪ He passed away, has not yet been replaced, even in Adjumani the planner was not met 	<p>District Technocrat</p> <ul style="list-style-type: none"> ▪ Sectoral meetings to share experiences on WASH ▪ Dialogues enhanced participation at lower levels and community, Sub-county team meetings ▪ Empowering the communities to keep records, deal with defaulters involving LCs

³ The reader should note that the value of the Uganda Shilling to the Euro /Dollar keeps on fluctuating and hence the writer was hesitant to give the conversion equivalent.

Summary of Key stakeholder responses		
	NEBBI	ADJUMANI
		<ul style="list-style-type: none"> ▪ Warranty during 1st year of borehole construction ▪ Service providers do not relate well with communities, sometimes disagree on site, ▪ Communities pay user fees, contribute to repairs ▪ Pump mechanics trained by LWF ▪ More participation of women in WASH in Dzaipi and Ciforo ▪ Seems pre construction software is not handled
	<p>District Technocrat</p> <ul style="list-style-type: none"> ▪ Governance situation improved, project helped to encourage improvement of sanitation in the district ▪ Increased ability of the community to demand services e.g. Akworo ▪ Relationship with political leadership good, work together as a team in harmony with the technical team ▪ Communication and accountability mechanisms in place, public display of information, use of radio by politicians ▪ Communities holding leaders accountable, and reporting politicians who demand money from them 	<p>District Technocrat (same department as for Nebbi)</p> <ul style="list-style-type: none"> ▪ Dialogues operationalised the concept of accountability ▪ Accountability must be accepted, can be vetted. At Sub-county level, district levels reports are presented ▪ Mapping is an issue - the planner is helping to compile information ▪ Departments now understand accountability, which help reducing complaints from communities ▪ Dzaipi politicians allocated funds for WASH this year - there has been no epidemic ▪ Accountability lessens workload, reduces complaints in plans, sharing with communities and with registered members has changed attitudes, beginning with improvement in our own homes ▪ Improved interdepartmental communication, resource allocation according to priorities
6	<p>LCIII Councillors, Sub-county Technocrats, CBO (PWASA)</p> <ul style="list-style-type: none"> ▪ WASH integrated in other programmes ▪ Attitude change is about 75% ▪ Have elected a new committee for Jopomocwo to replace the old one which was inactive ▪ WASH situation improved both at school and in communities ▪ Contribution from users Ug. Shs. 300/= ▪ Gantt chart and maps ▪ Gantt chart translated into local languages used to communicate to the community ▪ Communities demanding services, now have 7 model villages ▪ Better allocation of funds for WASH 	<p>LCIII Councillors, Sub-county Technocrats in CIFORO</p> <ul style="list-style-type: none"> ▪ Communities are able to present their problems and to submit them, sanitation improved, boreholes are fenced ▪ Contributions paid monthly - all water points pay Ug. Shs. 1000/= ▪ Pump mechanics rate standardized, the community has tools ▪ There was a complaint about the smell and wasps in school latrines and they were cleared ▪ School/community shared facilities have good relationship ▪ Plans in dialogues are implemented and reports given ▪ The Gantt chart and map have not been produced ▪ Village plans are integrated into the Sub-county work plan. LCs are involved
7	<p>Angelemo Water User Committees and community</p> <ul style="list-style-type: none"> ▪ Community have a water quality issue – it turns yellow, now reluctant to pay user fee ▪ Advised to raise the complaint through parish to Sub-county ▪ No serious breakage with the borehole ▪ Members have shelters, latrines, maintain water source, mosquito nets given to families 	<ul style="list-style-type: none"> ▪ The committee has 9 members, with 229 registered members. Meetings take place and they plan. There are non payments due to repatriation ▪ LCs is helping to settle conflicts and when jerry cans are stolen ▪ Jerry cans are now numbered according to households ▪ Pump mechanics are far from the community, sometimes they take 2 to 3 days before responding
8	<ul style="list-style-type: none"> ▪ Have saved Ug shs, 40,000/- ▪ People turn up for meetings, relationship good 	<p>Mbikeri borehole</p> <ul style="list-style-type: none"> ▪ Community borehole broke down and was repaired

Summary of Key stakeholder responses		
	NEBBI	ADJUMANI
	<ul style="list-style-type: none"> ▪ Chairperson not active in passing on information to the Sub-county ▪ Can stand alone and call for help in case of problems 	<p>by out-sourced technician</p> <ul style="list-style-type: none"> ▪ Before repair there was a meeting and after repair they met to receive report. The 20th of every month is a meeting day ▪ They have bylaws, fighting at the water source was abolished. Some users were repatriated ▪ Users are registered, jerry cans are clean, bore hole is clean
9	<p>School /community borehole Jopomocwo</p> <ul style="list-style-type: none"> • Contribution from 40 members out of 800 registered • Previously registration of women only registering household in order to follow up men • LCs help with sensitization and enforce bylaws • Good relationship with Sub-county, school repairs borehole 	<p>Ngbwere borehole shared with the school</p> <ul style="list-style-type: none"> • The committee of the borehole is not trained but sensitized by the village health team • CEFORD trained the school management and pupils • Borehole fenced, jerry cans clean but stagnant water around from the run-off • Path repaired the borehole, school bought pipes • For two months not collecting money – rainy season people in gardens preparing for repatriation • Dzaipi primary school contributing money • Money kept by the treasurer, no account • Meetings after every collection, bylaw that if you do not pay they get your jerry can or anything worth the amount • Breakages reported to the chairman who reports to the pump mechanic
10	<p>Pupils</p> <ul style="list-style-type: none"> ▪ WASH situation, wash hands, utensils, cleanliness, use of latrine, smartness ▪ Health prefect mobilizes pupils to fetch washing latrines water, teacher provide omo sensitize pupils ▪ Mobilizing other pupils to clean and wash the compound, dig rubbish pits, pupils to shave hair, cut nails during assembly ▪ School able to repair taps of hand washing facility, borehole broke down 3 times but was repaired ▪ School administration supportive 	<p>Pupils</p> <ul style="list-style-type: none"> ▪ Understand WASH as promotion of cleanliness in a place where people live ▪ Washing latrines with soap every day, washing hands after visiting latrine, body hygiene, cutting grass on the compound ▪ Health prefect attended the training and shared its content at assembly ▪ Bathrooms for girls ▪ Pupils drink water from borehole using a jar ▪ Have few jerry cans for each class ▪ Teachers have pot for clean drinking water
11	<p>Other district politicians</p> <ul style="list-style-type: none"> ▪ Awareness raising through maps and Gantt charts ▪ Technocrats have become more transparent ▪ Communities more empowered to protest about shoddy work, reporting to RDC misuse of NAADS and UPE funds ▪ Communities managing user fees very well, people are more responsible than before ▪ District implementing policies, reporting to communities, during Baraza, no more stealing drugs from hospital and extorting chickens and money from patients 	<p>Other district politicians</p> <ul style="list-style-type: none"> ▪ Community members are now aware they are demanding explanation for misused spares for boreholes, in writing ▪ They demand to be involved in planning and protest about shoddy work of repairs when the boreholes still do not function, boreholes have management committees trained, with registered members ▪ They pay user fees ranging from Ug. Shs. 500/= to 1000/= determined by the WUs. ▪ Major repairs are passed on to the district ▪ Some mismanagement of user fees recorded in the last 6 months. There were no meetings

2.1 Perceptions and attitudes on WASH accountability and good governance of stakeholders in the study area

A positive change in perception and attitude was reported in both districts. All stakeholders are aiming at fulfilling their roles and obligations in ensuring accountability and good governance of WASH in the districts of Nebbi and Adjumani. District level officials have embraced scheduled meetings and giving feedback to other departments and stakeholders. Report writing has greatly improved in these districts. Heads of departments are willingly writing and submitting reports to the CAO who compiles for the elected leaders. There is a general appreciation that accountability and good governance eases workloads since it eliminates suspicion from other stakeholders.

*“Accountability is making the **Wanaiki** to know how much has been spent; this is being done all over. Governance is making leaders accountable to deliver services.....It is also empowering people to demand services.”*
(Respondent in Nebbi)

It was revealed that in good governance, accountability to stakeholders must be accepted. There is also an understanding that shortfalls in performance are part of accountability.

All stakeholders are now on board in the practice of accountability at the different levels. It was revealed that leaders have changed their ways of handling communities.

“We used to tell them what to do but we now ask them to inform us of their problems. It is only when they understand what is happening that they can change.” (Respondent in Adjumani)

Community members have also been empowered to participate in WASH activities and request for services at every opportunity when they meet politicians, and even in writing to the district.

Technical staff are interacting more with the Sub-county and communities. They have been reawakened to the fact that they are to serve the communities. *“...because you cannot decide for the community and think they will own up to your decisions”*. This realization has made technocrats more transparent about giving information on what they are doing; they also observe quality since the community members will demand good quality work. *“.....for instance in Akworo, the community stopped the construction of a latrine because the work was shoddy; which was good; and the RDC’s office is following up the case.”* (Respondent in Nebbi)

There are still some gaps in attitude towards fulfilment of stated obligations in totality in both districts; for instance technical staff beginning construction without community members, but to a great extent there are positive developments for the community beneficiaries at all levels.

Officials observed that:

“Service providers now recognize the community members. They involve them in citing and other construction related activities. Community members give consent on the location of the borehole and their view is respected unless technical issues arise during borehole drilling process.... Contractors are more accountable to the people....he explains to the people the natural factors that affect access to ground water.....previously they were interested in the “big shots” on the district tender board.” (Technocrat in Nebbi)

In Adjumani, the pump mechanics are organized in an association. They have fixed the charges for borehole repair at Ug. Shs. 30,000/= some of which is given to the association. Pump mechanics have had refresher training from other actors (LWF and CREAM) and they are distributed in all the villages. They have tool kits, which are kept at the Sub-county. For major delicate repairs, the Sub-county and district outsource more competent contractors to perform the tasks. A complete change in attitude towards WASH services that will ensure regular supply of water was shared.

Similar developments were observed at lower levels in Paidha and Dzaipi Sub-counties through the joint FGDs of the Sub-county technical team and political leaders. They are now working together to improve WASH and unanimously revealed that:

“Change in attitude has risen by 75% there is a lot of motivation, other sub counties are learning from us and there is increased demand as community members know what is supposed to be done for them and what they are supposed to do”. Channels of communication have improved, the use of other research tools has enhanced learning, and they have helped us to assess the performance of users and technical staff.....people now understand why some water sources marked were drilled in other places, they ask question about what belongs to them which was not the case before. Other sub counties do not ask questions”. (Respondent in Nebbi)

Communities are involved in the identification of sites; they know their roles and responsibilities and are able to identify WASH related problems. The Water Committees are now managing the resources. Water source and sanitation committees are able to account to the users; they have opened Bank accounts with the SACCOS. Some do not have accounts prohibited by bank fees. In one community in Dzaipi, Water Users have saved to the tune of Ug. Shs. 2.5m. They are now planning to operate a revolving fund among the user community. It was reported that repayment of money borrowed from User fees was poor. Those with accounts are doing well in both districts and it was expressed that:

“The committees have opened accounts and they read accountability to the water users, latrine coverage has improved as a result of advocacy about the water and hygiene issues which were lagging in performance” (Technocrat in Adjumani)

Communities know their responsibilities such as organizing monthly meetings, monthly water fee collection, keeping the water source surroundings clean. Committee treasurers of communities that do not have accounts keep money in various ways. The following is the case of Mgbwere borehole community treasurer sharing her experience.

Case study of Dipio (WUC treasurer)

“Dipio Celina, a lady of about 50 years of age is entrusted with the safety of the money collected from the community borehole users on a monthly basis. She has been known to be honest in her life and to maintain the confidence of the community members she ensures that the community money is safe. Dipio does not have a safe in her grass-thatched house nor does she keep the money in the house at all. She feels it may not be safe. She goes to the bushes and digs a hole where she puts the money. She then covers the hole again and walks off. She is the only one who knows about this location and ‘safe-hole’, because she keeps the money when it is dark. Dipio is never settled even when the money is buried in the secret place. She keeps checking when it is night time. She believes nobody can follow her to dig out the money since they would think that she has defecated in the hole as is the tradition for those without latrines.” (Treasurer, Dzaipi Sub County)

Communities that have opened accounts relieve their members of the stress associated with stewardship of community contribution in an unsafe environment.

This study further revealed that there is more involvement of the communities and the local leaders in planning and implementation of WASH activities, the pilot Sub-counties have increased their budgeting for WASH programmes, because they have seen the benefits.

“The attitude of local authorities has changed; local leaders now recognize WASH issues as priority ...there is increased demand for water especially from the sub counties where the governance project is implemented. “This Financial Year (FY) they have planned to drill 27 boreholes. Planning is bottom-up right from the village level. Villages members identify their needs for water during their meeting; advocacy is done by the village LC1 chairperson and the health team, Parish Development committee, LCIII chairperson and the councillors, the district ACDO and Health Assistant.” (Technocrat Adjumani)

Sub-county local governments share budget with communities. At Sub-county level in Dzaipi commitment to good governance in WASH was demonstrated through budgetary allocation and sensitization and advocacy of community members by the joint team, which has resulted in tremendous improvement in the indicators. In Nebbi, the sanitation budget has risen from 5% to 10%. This was intended to address the disease burden of which 78% of disease cases are related to poor sanitation. This was also a result of awareness rising among stakeholders by the Sub-county leaders.

Elected leadership enjoys a good relationship with the technical team; also community members have a good relationship with their leadership. The Local Councils are participating in WASH management as ex-officials on the User committees. *“The dialogue approach has made them to understand that there is nothing difficult if they are on talking terms”*. Communities have realized the need for more members on the committees. They restructured management of the water sources by adding more positions for Security and Information to enhance their effectiveness.

There has been a review of registration procedures to ease user fee collection; as well as formulation and enactment of bylaws to ensure consistency and control of stubborn members of the community who may want to default. It was reported that Sub-counties in Dzaipi have endorsed bylaws to manage stubborn members. They include:

“Bylaws set to deal with defaulters: they lock the boreholes during meetings, they confiscate water collection containers if you have not paid, there is rotational casual work for every water user around the water facility, stop the person who do not pay from coming to fetch water. This is done jointly; LCs are also involved though some are still inactive. Sometimes they use the secretary for defence. The most effective by law is locking the borehole to broke access to the water source if you have not paid.” (Adjumani respondent)

It was further reported that delivery of services has improved and a slow change in attitude was also reported:

“About 75% of the community users respond to user fees and maintenance of water sources. Before, people were not willing to pay the fees, children were left playing at the water source and jerry cans were dirty. After intervention people were sensitized and they have improved. People who have been involved are now models to the rest”. (Technocrat)

2.2 Practices and methods on WASH accountability and good governance of stakeholders in the 'study sample'

In this study, WASH accountability and good governance methods and practices were tracked through planning and budgeting, communication and participation of stakeholders in WASH activities. These principles of good governance were highly practiced with regard to WASH issues after attending the dialogue sessions. There was increased sharing of reports at district level among the sectoral departments and with elected leaders. Technical staff also shares budgets and utilization of fund allocated to WASH activities to ensure equitable distribution of financial resources for water related activities, as was revealed in both districts that:

"The Water Officer has a bigger budget; he shares out fund for WASH activities with the Health and Community Development to handle relevant areas like advocacy."

Technical teams, together with the Secretary of Social Services LCV, carry out support supervision and share reports with other stakeholders. Joint monitoring of WASH activities also involves elected leaders and other technical staff from other sectors. Technical planning meetings are held regularly and the District Water and Sanitation Coordination Committees (DWSCCs) are also held quarterly in both districts. The district technocrats give feedback to elected leaders and to the communities through the Sub-counties about the funds that are allocated for various activities, the approved proposals for water technologies per Sub-county and the sources of funding.

2.2.1 Planning and budgeting

Boreholes planning has adopted a bottom-up approach whereby views are generated from community members at the village level to the Parish Development Committee (PDC), then forwarded through the Sub-county to the district. Communities are now involved in planning and budgeting for water resources - mostly new constructions and major borehole rehabilitation. The interests of various committees are considered. However, technocrats maintain control to ensure compliance with technical requirements for WASH as was revealed in Nebbi district that some activities were put on hold awaiting further discussion with the communities.

"The management (WUC) was trained by the DHI before the drilling and they even paid the community contribution of Ug. Shs. 200,000/=. The problem is that they did not agree with the technical personnel regarding the location due to water table level".

Respondents at different levels reported that in WASH planning both the bottom-up and up-down approaches were used concurrently.

"Sub counties express interests through applications, requests are ranked by the technical team, basing on parish coverage so that you take to the least served, and this is done by the district executive committee, politicians and heads of department. The technical, politicians work together to select the disadvantaged communities. The top-bottom is applied where the community refuses to give land for access road to the water source. In this situation we take the water source to an alternative deserving community that has fulfilled prequalification requirements i.e. community cash contribution (Ug. Shs. 200,000/=) without which communities cannot have water, sanitation requirements, latrine coverage (90%) and hand washing facilities".
(Technocrats)

services in writing, specifying what they want. Community members are now empowered to challenge the quality of service offered to them. They verify what they receive with what is given in writing or/and communicated verbally and on public notice boards, then they seek explanation for any discrepancies and report to relevant authorities.

“What was on the notice board did not tally with what they were given and they reported to the RDC, they are following up the case.” (Politician)

Community members use all possible channels to push their case. They present written complaints and they also make physical follow up with relevant offices. The study revealed that in Adjumani, communities were offered borehole spares and those that offered to assist with rehabilitation mismanaged the process. In one of the districts, community members were able to report that they were given three pipes instead of seven for the repair of the boreholes, and that in some cases the old pieces were cleaned and installed instead of contractors buying new ones which were paid for. It was further revealed that in February 2010, in Ciforo Sub-county, the community rejected the construction of a borehole for Payalu village, which has only six (6) households and decided that it should be located in Zirinya village which has more households. Community members complained that they were not involved in planning. They also protested about shoddy rehabilitation work for their boreholes. More transparency was reported at all levels as a result of dialogue activities. The district technical planning committees, the Indicative Planning Figures (IPFs) are published every year for all departments. Utilization of funds is now communicated during the sectoral committee and during the budget conference. Community members reported awareness and more involvement of the sectors and better allocations and budget.

It was further reported that WASH in schools was managed multi-sectorally, even involving politicians. Schools apply for what they need to the Education Office. Elected leaders and Sub-county officials submit their requests. For educational institutions, information was obtained through physical inspection by the school inspectors who now visit every school at least once a term. The information gathered during inspections informs planning and budget. Budget conference was another forum open to the public including NGOs, through which respondents’ revealed channelling communication to stakeholders.

“We pick people’s views – even CEFORD is expected to outline the WASH plan and budget to incorporate it in the district WASH activities to propose into the district development plan.” (DEO)

School WASH was observed to be planned and implemented with the guidance of the Water Officer.

2.2.2 Communication

There is good interdepartmental communication in the districts through a number of meetings in which WASH issues are discussed.

“They hold annual Water and Sanitation Reviews; Heads of Departments and political leaders participate” (District technocrat)

The study revealed that the various ways of communicating to the lower levels including writing to the Sub-county chief and displays on public notice boards and at the district head quarters. Accountability was revealed to be part of this communication with Sub-county leadership accounting both to the district and to the communities. This was reported to be in writing to the respective departments giving information and presenting requests from the communities. The Sub-county team also communicate approved plans and funded projects by the district to the community members through the Water User committees. Allocation to proposals to the district, funding priorities and explanation of criteria used are also communicated. The Health Assistants and the Assistant Community Development Officer (ACDO) are deployed closer to the community to enhance communication through meetings and give feedback to the district and Sub-county.

Another forum for the district technocrats to account to the communities is during Baraza meetings. During these meetings, heads of departments inform communities of the investments in their communities. Other activities include ground-breaking ceremonies by the district officials, heads of departments, councillors and LCs. During these inauguration meetings, the districts make official introductions and hand over the contractors to the communities.

"This year this Baraza has been held in two (2) sub-counties and parishes were represented. We converge in one venue and report to all the communities' beneficiaries the resources planned and the contractors are also introduced to the communities." (District Technocrat)

The elected leaders also communicate to people using various channels, *"In LC meetings we interact and give feedback"*. Communication is via radio or by pinning information on areas of priority for WASH at public places like markets and offices. Communication is done in partnership with the technical people.

"We have joint activities with education, when we are monitoring the general functionality of the school there is a form which is filled in to collect relevant information" (Sub-county respondents)

Communication channels range from phone calls, radios, public displays and written messages to the Water Officer giving verbal information on what is required. Visual aids developed during Action–Research activities are also pinned on notice boards in Nebbi. There are maps showing distribution of water sources and the Gantt charts communicating district budgetary allocations and planned activities of the Sub-county to the people. Radio has been the most effective channel of communication accountabilities. For those who cannot read they benefit from radio programmes that have phone-in sessions for presenter-listener interaction. Akworo usually has many callers due to the governance project and general empowerment.

Committees are doing well with the management of funds - when it is a minor repair the committees report to the Sub-county for major rehabilitation to the district. Most of the committees hold meetings and collect monthly fees, some have savings and credit schemes in the form of a revolving fund. The Water User Committees have registered users for identification and follow up. Some committees are carrying out flesh registration according to households to include men and ease follow up of user fee payment defaulters. Receipts are issued for those who honour monthly payments; they keep records for payments and also meetings.

"Committees hold monthly meeting, they have some form of record, giving the attendance. Some communities have visitors' books." Some are keeping double records for control, "Money is kept by the treasurer; they have two record books, a small book for collection and a big one for general records by the chairman" (Water Users)

Sub-counties are informed of the costs of maintenance and they also communicate to the committees who inform the communities for ownership. This is also to build their capacity in the management of their community resources as is expected of Water user committees. Some user committees in Dzaipi have started marking water collection utensils for identification according to household numbers to avoid thefts and related quarrels at the water source. However, record keeping for most committees still needs improvement.

Community members have demonstrated ownership of water facilities and learnt to protect them.

“They reported vandalism of borehole in Ciforo and the community members helped to recover parts that were stolen.” (Water Users) also technocrats have observed that, “The community is now more alert and it has improved service delivery of NAADS” (Nebbi Technocrat)

This resource alertness has been extended to other sectors to deal with mismanagement of community projects. In Paidha the communities have reported to the Sub-county misuse of UPE grant in three (3) primary schools. Empowering the communities has also enabled them to report NAADS project implementation malpractices. This was affirmed by the district level respondents.

In Schools WASH has improved. There is provision of hand washing facilities; maintenance of latrines, there is direct participation of the pupils. They are able to say what is good and what is bad. They have also introduced “changing room” and a clean shelter for girls and these are also monitored.” (Adjumani Politician)

2.2.3 Participation in WASH activities

At district level, relationships among the WASH related sectors have greatly improved. Technical staff work as partners, they share technical information to make decisions.

“We share budgets and reports willingly and work as teams. The water officer shares out fund for WASH activities. Technical teams together with the Secretary Social Services carry out support supervision.” (District Technocrat)

The district has been able to identify other needs within the communities like valley dams, and budgets have increased. There are joint efforts to improve water and sanitation by the technocrats through proposals which are presented to the District Executive Committee (DEC). Political support and commitment to popularize EcoSan pit latrines, making use of cheap local materials, was also reported.

A good relationship between the political and technical teams in the districts was presented by sharing of reports, which are thereafter discussed in the standing committees. There is still a challenge of

appreciation of repair and maintenance at district level. Water User Committees adopted involvement of water users in making decisions about expenditures on borehole repairs. In Dzaipi, meetings were convened to inform all community members and they were involved in inspection of the borehole with the pump mechanic to establish the magnitude of damage and the specific parts to be replaced. It was reported that this has enabled them to make savings on labour and to avoid losses incurred from paying for more than is required to restore proper functionality of the water facility.

It was reported that boreholes that have management committees trained by CEFORD were well managed; all the User members were registered and meetings were held. Some community users had raised the user fee from Ug. Shs. 500/= to Ug. Shs. 1000/= for repairs and other maintenance. Variations in user fees were observed and some communities were still paying Ug. Shs. 300/= which was acceptable to all members.

“Payments are made monthly; contribution of Ug. Shs. 300/=:, the rule is that if you do not pay, do not expect water; those who pay are being recorded.” (FGD)

The Sub-counties enjoyed a good relationship with the community users and they participated in their meetings. Major borehole repairs were also done by the Sub-county while rehabilitation was passed on to the district level. The Water User Committee reports to the lower level borehole users whom they represent. When community members visit the district they report WASH issues to the technical staff. The challenges from their level when action is delayed or they fail to attend to them, they are reported to the elected leader, the Secretary of Social Services. This has helped them to get prompt services.

“The committees and community members work together; people are more sensitized about the risks in repairing and the need for man power.....in Dzaipi Agwarapi, when they community members collected money for repair they came to the district and when District delayed to attend to them they reported to us. This was a very technical and delicate repair job, which could not be handled. We had to outsource services..... they only pay for parts and water mechanics.” (Politician in Adjumani)

After repairs the committee also convenes meetings for the community members to give a report on incurred expenses. Joint decision making with the community members before securing loans was reported. Other similar meetings are convened before borrowing money from the bank or SACCOS, and after collection of user fees they also hold meetings to report to the water users how much they have collected and the status of payments by users.

All respondents in the two districts reported that participation in WASH has improved. Political leaders as well as Sub-county representatives are aware of their roles. The Sub-county participates in community meetings to learn the challenges and assess the potential to address them. In Adjumani the DHI was reported to be involved in WASH activities related to water safety, which was raised by community members in Dzaipi. He was reported to be a useful person to ascertain water safety standards.

“The district visited in connection with the report on water quality and advised us on what to do to solve the bad water problem. The chairperson has not been so active to link us with the Sub-county; therefore the linkage is not active”. (Paidha community)

2.3 Stakeholder appreciation of the project's dialogue process and Action–Research

All stakeholders from the two districts have appreciated the dialogue process as a good strategy to stimulate consciousness and raise awareness about good governance and accountability regarding water resources. They are appreciative of the free sharing during discussions, which has been adopted to improve information sharing and eliminated suspicion especially among technical teams. The inter-district forums have promoted sharing of best practices and experiences among stakeholders and this has led to improved governance across the districts.

“Dialogue meetings helped to find out the demands of the community which came out as proposals and how they were going to address them. People who have participated are more informed about WASH” (Technocrat in Nebbi)

The project helped to encourage sanitation in the communities by inculcating the practice of washing hands after every visit to the washrooms and before meals. The project has also reinforced other activities in the district that emphasised positive hygiene practices.

“We had a week of hand washing campaign, which coincided with the red eyes epidemic, this helped us to emphasis washing with soap.” (Technocrat)

In Akworo Sub-county, the ability of the community to demand services has been enhanced. Community members were able to challenge construction workers about the location of a water source in their community which was contrary to what was planned for that phase. Elected leaders also appreciate that the project enabled them to have harmonious relationships between the electorate and the technical staff.

“It has helped us to be honest with people. We are able to explain what we can offer; people can vote us back in power” (Elected leader)

Action-Research tools were also appreciated as a means of communicating to the communities and stimulating discussions for better understanding among stakeholders.

“The dialogues have raised awareness, the tools Gantt chart and maps enabled the communities to know where the water sources are and where they need new ones, communities are trained to understand what the tools contain and to interpret them” (Nebbi FGD)

The two districts are at different levels of adaptation. In Adjumani, technocrats were yet to design these tools to facilitate communication to the communities. The maps have helped in understanding the location of the boreholes and explaining technical issues in site selection. This has reduced complaints about changes in site locations that are identified by the community members and appreciating priorities taken by the district.

“People now understand why some water sources marked were drilled in other places, they ask question about what belongs to them which was not the case before. Other sub counties do not ask questions.... The Gantt chart is very informative and enables the community members to monitor the budget and plans from the Sub-county and district”.

The Gantt chart was mentioned more in Nebbi than in Adjumani. The only challenge in its use was translating it to local languages for easy appreciation by the local communities. Sub-county teams were working on the translations.

The good governance and accountability in WASH projects in the last six months empowered communities to demand for services, and Akworo applied for more safe water source technologies like valley dams. In terms of basic sanitation facilities and pit latrines, coverage was on the increase and the diarrhoea diseases were contained as a result of WASH practices. Community members are holding leaders accountable and LCs now have latrines as a demonstration of exemplary leadership.

Stakeholders that have participated in dialogue activities had positive remarks about the project process as a means to foster harmony and enhance performance. Members from Pocomocwo Primary School borehole have registered improvement in the management of WASH. They did not have a water source committee before but they have formed and trained one and it was already active.

The dialogues have made work easier, all parties were aware of what issues concern them as people share what they are doing. Model villages were reported to have improved in WASH indicators.

“They have fenced their borehole, the caretaker is there, the waste water channel is maintained, at school, hand washing is practiced, hand washing facilities are available on every stance, kids are challenged not to waste water, have improvised with jerry cans which are refilled everyday by pupils from P3 to P7” (FGD Paidha) Dialogue meetings are a great opportunity to share activities on water and sanitation. Stakeholders: water, community services, politicians and user committees are involved; this has enhanced planning, participation with lower level community members, operation and maintenance of WASH facilities. User committees have opened accounts and hold meetings at least once a month to interact with community users” (Adjumani respondent)

“The communities have changed they are practicing hand washing, have drying racks, bathing shelters, latrines, some community members participated in radio talk shows.”..... There were cases of vandalism which were curbed ... community members reported mismanagement of funds when there are no meetings. “Four cases have been handled and in two cases money has been refunded.“....It came up to the LCIII level; they confiscated goats to recover the money” (FGD Ciforo)
“The project has benefitted the people, it is acting as an eye opener for people to know their roles and empower the people to have a stake and put their leaders to task to provide tangible services. This has improved service delivery.” (Elected Leader)

3.0 Analysis and Conclusions

The findings confirm that the good governance and accountability in WASH projects has been catalytic in the apparent change in attitudes and perceptions of staff, technocrats and elected leaders who were closely associated with the implementation processes in the West Nile districts. This was revealed in the reported change in practices and working relationships during the last six (6) months considered in this study. Respondents alluded to ripple effects potential of the benefits of this project to other Sub-counties through interaction with their leaders.

The project has greatly impacted people in the two (2) Sub-counties being monitored, reawakening them to their roles and responsibilities towards WASH. Respondents to this monitoring study revealed that the principles of good governance and accountability have been greatly appreciated. Participants in the dialogue activities and those that have been exposed to the action research tools have embraced lessons learnt during interaction with other participating districts in the West Nile region. They have adapted sharing of information and at all levels and working as teams. Resources allocated to the water department are being shared with other stakeholders in WASH. Planning and budgeting has taken an objective and more participatory focus with information provided by the Sub-counties as well as using the district resource maps and Gantt charts introduced in the dialogue sessions.

The Sub-county staff involved in WASH activities are getting more involved in community affairs, attending their meetings and ensuring that resources are well utilized. They have, jointly with the LCs, focused on enforcing disciplines proposed by communities for effective use and management of water source in form of bylaws. Good relationships now exist at all levels; vertical and horizontal voluntary reporting and accountability are being practiced to improve the WASH situation in the districts. Consequently, latrine coverage has improved; there has also been increased budgetary allocation to other WASH related activities. The Sub-county authorities are increasingly taking an interest in Education affairs. They monitor the WASH situation in Primary schools. This has led to remarkable improvement and is likely to contribute to improved academic performance and retention of adolescent girls to successful completion of their Primary education.

Even greater change was reported at the community level. Community members are more empowered and are demanding better quality services from the service providers and technocrats. They seek explanations for any discrepancies in communication and are more alert to the utilisation and working conditions of the WASH facilities. The technocrats are adjusting their ways of operation, involving the communities more and responding to their demands. The service providers and contractors also recognise the importance of the beneficiary communities they serve. They consult them before any technical operation in the communities is undertaken. This has greatly improved maintenance and ownership of WASH facilities.

The good governance and accountability project has instilled a sense of trust among stakeholders at all levels. At community level the majority of the water users are paying the user fees without coercion and are more interested in the development issues in their community. The project has introduced new approaches, and skills imparted are applied in other sectors like in UPE and NAADS programmes.

The dialogue approach was applauded for its effectiveness in breaking communication barriers among people of different social status. Through this innovation, respondents revealed that they were able to

learn and to gather a lot of information especially from the community level. Technocrats were also able to share openly some of the challenges in their work, to reveal resources and share plans in their sectors with other stakeholders. This has stimulated better utilisation of resources among WASH stakeholders. Communication in the two (2) districts has also improved to a great extent.

The study further observed that the dialogue approach has been adopted by stakeholders in WASH for effectiveness in their work and for further promotion of teamwork and coordination. Other action research tools were also appreciated as effective in communicating and generating information for decision-making in planning. The Gantt charts and maps were mostly appreciated for their effectiveness in communicating sensitive information to all stakeholders at all levels.

3.1 Changes in perceptions, attitudes and practices in WASH over the project period (Dec 2008 – July 2010)

Districts Institutions	Change in Perceptions (Dec 2008 – July 2010)	Change in Attitudes (Dec 2008 – July 2010)	Change in Practices (Dec 2008 – July 2010)
Politicians	<ul style="list-style-type: none"> No longer suspicious of the technocrats, see them as partners Responsive to the demands from the communities They also have to account to the electorate and other colleagues Good relationship across sectors 	<ul style="list-style-type: none"> Request for information from the technocrats Are irrational about their areas of origin for allocation of facilities has changed Working as a team with technocrats can lead to success Technocrats behaved like bosses, they did not report to communities 	<ul style="list-style-type: none"> Involved in communicating WASH issues through radio programmes Discuss WASH issues in the DEC meetings Working with technocrats especially in monitoring development activities Reporting to communities at every opportunity
Technocrats	<ul style="list-style-type: none"> Accountability helps technocrats to deliver tangible services Now recognise the need to share information with other stakeholders Have realised an obligation towards communities, observe community lead activities Getting more sensitive about the way they utilise community resources Appreciate team work 	<ul style="list-style-type: none"> Increased budgeting for WASH sectors in meetings Have changed the way they approach the community, know everybody is entitled to information Communities know what is good for them and deserve quality services Have regular TPM in which WASH issues are discussed Write activity reports to the CAO 	<ul style="list-style-type: none"> WASH issues discussed in TPM Sharing of budgets and plans with other departments and politicians and community members Consult communities on what they want: collaborative and participatory planning at all levels Joint monitoring and support supervision Multi stakeholder meetings DWSCC Make the <i>Wananki</i> know how much has been spent
NGOs	<ul style="list-style-type: none"> Appreciate politicians and the local government staff 	<ul style="list-style-type: none"> Forming the NGO forum for coordination with the 	<ul style="list-style-type: none"> Participate in district meetings Some share plans and budgets

	as equal players in development	district <ul style="list-style-type: none"> No longer take community members for granted 	with the district <ul style="list-style-type: none"> Some are recognising the community members as equal players in development
Others Service Providers	<ul style="list-style-type: none"> Have realised the importance of the community as a beneficiary of their services They work as partners with the district and community Seek cooperation of the community before projects 	<ul style="list-style-type: none"> They now recognise the role of community members in their contractual obligations They have an obligation towards the community members 	<ul style="list-style-type: none"> Consult community members before they can begin working on their contracts Explain to the communities the details of the contract and provide quality services

Sub-county institutions	Change in Perceptions (Dec 2008 – July 2010)	Change in Attitudes (Dec 2008 – July 2010)	Change in Practices (Dec 2008 – July 2010)
Politicians	<ul style="list-style-type: none"> They now recognise the other players in WASH They know the need to represent community issues They are supporting technocrats and the community Support increased budgetary allocation 	<ul style="list-style-type: none"> Have appreciated the WASH practices and are enforcing safe water chain disciplines and budgets The LCs attend the WUC meetings Bylaws have been agreed upon with the community 	<ul style="list-style-type: none"> Increased budgeting for WASH Practicing exemplary leadership, have latrines and hand washing facilities Jointly with technocrats monitor WASH in the community and schools Enforcing bylaws at community level
Technocrats	<ul style="list-style-type: none"> They are now meeting with the politicians to deliberate on WASH issues Pre-construction sensitisation of communities to ensure governance of WASH facilities Increased budgetary allocation 	<ul style="list-style-type: none"> Willing to give support to the community members They now share findings from the monitoring exercise with the communities Hand washing facilities encouraged 	<ul style="list-style-type: none"> Work closely with the communities and attend their meetings Present community issues to the district TPM Have revitalised regular SWSCC Increased budgets for WASH Monitoring and supervising community WASH activities
CBOs	<ul style="list-style-type: none"> Work with the Sub-county teams to sensitise communities 	<ul style="list-style-type: none"> CBOs are adopting dialogue strategy Work to improve latrine coverage 	<ul style="list-style-type: none"> Working with other WASH stakeholders to sensitise the community about WASH (PWASA in Paidha)
Others	<ul style="list-style-type: none"> Pump mechanics are available in the communities for prompt service in case boreholes break down Offer quality tangible services Accountable to the community 	<ul style="list-style-type: none"> Pump mechanics are organised in groups and have standardised their charges to serve the communities better, they were trained 	<ul style="list-style-type: none"> Some tools are kept at the Sub-county level for prompt response to the communities Pump mechanics work with community members when they are repairing

Village institutions	Change in Perceptions (Dec 2008 – July 2010)	Change in Attitudes (Dec 2008 – July 2010)	Change in Practices (Dec 2008 – July 2010)
WUC members	<ul style="list-style-type: none"> • Are voluntarily serving the user community • Generate the needs of the community and pass them on to the sub county through the LCI • They meet regularly and also convene community meetings • Meet before every expenditure 	<ul style="list-style-type: none"> • They now know that the WASH facilities belong to the community • Know their role is to ensure safety of the facilities • LCI attends the meetings • Ownership of boreholes and other WASH facilities has improved 	<ul style="list-style-type: none"> • Document community issues for transparency, have accounts with SACCOS, keep minutes for the meetings, issue receipts • Ensure security of the WASH facilities and present issues to the Sub-county in writing • Convene meetings for shared governance. After collecting money, before and after repairs, before they borrow money, • Present plans /requests through the LCI to Sub-county
Villagers/ water users	<ul style="list-style-type: none"> • Willing to pay user fees as long as the water is clean and there is accountability from the WUC • Can identify WASH needs and present to the Sub-county, can be heard and their opinion counts in meetings • New registration of WUs 	<ul style="list-style-type: none"> • Turn up to clean around the water source • Attend meetings, even at school, to follow up the education of their children • Get service providers to give tangible quality results • They feel they can manage on their own 	<ul style="list-style-type: none"> • Practicing safe water chain • Honour payment of user fees • Participate in meetings in the community • Demanding WASH services and reporting breakages • Complaint presented in writing • Able to recommend changes in the committees
CBOs	<ul style="list-style-type: none"> • Work with the Sub-county teams to sensitise communities 	<ul style="list-style-type: none"> • CBOs are adopting dialogue strategy 	<ul style="list-style-type: none"> • They have been instrumental in ensuring increased latrine coverage and WASH practices
SMC	<ul style="list-style-type: none"> • Support WASH activities for the school • Contribute money for repair of water facilities 	<ul style="list-style-type: none"> • On the committee there is a position of security person to ensure safety of WASH facilities 	<ul style="list-style-type: none"> • Ensure the security of the WASH facilities like water tanks, taps, covers • Support the provision of bathrooms for girls in schools
Teachers	<ul style="list-style-type: none"> • School administration discusses WASH issues related to OM of facilities • Now recognise the need to have a clean environment in school • Committees formed 	<ul style="list-style-type: none"> • Provision of hand washing facilities and detergent soap • Schools have started to allocate funds for O&M • Some schools are maintaining the shared boreholes 	<ul style="list-style-type: none"> • A Science teacher responsible for WASH during school assembly • Support the pupils in ensuring good WASH practices • Support girls to have and use sanitary facilities
PTA	<ul style="list-style-type: none"> • Are supporting school community linkage in ensuring WASH practices 	<ul style="list-style-type: none"> • Visit the schools to inspect WASH conditions • Support school administration to oversee academic performance of pupils 	<ul style="list-style-type: none"> • Support the budget allocation for WASH in schools • Helps to mobilise OM in school funds from the parents
Pupils	<ul style="list-style-type: none"> • Cleaning latrines is not a punishment • Need for environmental hygiene • Ensure body hygiene 	<ul style="list-style-type: none"> • Have a positive change towards WASH in school • Mobilise other pupils to clean and wash latrine and around water source 	<ul style="list-style-type: none"> • Fetch water for WASH in schools • Prefects enforce WASH practices • Use perception/mood score card to assess WASH situation and report to the senior woman

	<ul style="list-style-type: none"> Strengthen the position of the prefect 		<p>teacher</p> <ul style="list-style-type: none"> Participate in cleaning the compound and around the water source
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3.2 Key contributions of the good governance and accountability project towards change

1. The role played by community empowerment to activate community members to a realisation that they can also be heard, and that their contribution to events that affect them is valued, was a major contribution of the accountability and good governance project to the West Nile districts. That empowerment made citizens, consumers and pupils realise they are recognised by the elected leaders, technocrats and managers, and have the confidence to demand for services, seek explanation and report mismanagement of resources meant for their use. It was revealed that community members protested about shoddy work from service providers and technocrats which was unheard of before the project. The monitoring study also revealed that people’s participation in radio call-in talk shows and written demands for WASH facilities had increased and was higher from the Sub-counties that were participating in the ‘good governance’ project compared to other Sub-counties in the two districts even when they have benefited from other governance related interventions.
2. Action-Research approaches greatly facilitated learning, appreciation and adoption of tools and methods in the WASH good governance/accountability as well as other aspects of development work in the districts. Participation of stakeholders on the same platform in dialogue sessions made them understand that “there is nothing difficult when they work together as a team”. This has motivated positive responses and action on WASH issues that needed improvement to ensure quality service delivery to the communities. Dialogue sessions were a great opportunity for stakeholders to share issues that could not be raised in any other forums. The peer pressure facilitated all participants to push for increased accountability and transparency to beneficiaries. There was a general view that people who participated in the dialogues were more informed from the exposure and experiences than other stakeholders.
3. The project principle of shared governance was highly emphasised in the multi-stakeholder platforms. This promoted application of principles and practice at all levels. Joint meetings are now emphasised and more focused to pertinent issues. Respondents revealed that scheduled meetings are conducted in a dialogue manner, which makes them more productive. The project also exposed participants at all levels to monitoring tools. Joint monitoring by inter-sectoral teams, together with politicians, was also emphasised as a good methodology in implementation of district programmes. Issues are now easily and quickly resolved in a transparent manner that encourages the process. The Sub-county realised its support role to the communities and technical staff participated in community meetings. They were able to come up with bylaws that promote WASH in communities and the operation and maintenance of facilities, especially those in schools. The office of the LCI was also brought on board for security issues.

3.3 Emerging issues from the study to be noted

- i. There seems to have been limited emphasis on water safety and quality in training of the committee members and these aspects have been ignored in the management processes. In Dzaipi, this has led to some people resorting to former sources at the lake and streams. While in Paidha, the users refused to pay user fees 'since the borehole water has a bad smell'. The response of the Sub-county and the district to explain these situations was also noted to be slow due to resource constraints.
- ii. There seems to be inadequate capacity to handle community demands for repairs and other water related technical issues in Adjumani. This might frustrate efforts from the communities to report and seek help from higher levels and will eventually hinder good governance practices benefited from the project. The districts need to be prepared to relate and respond to the empowered community members.
- iii. The good governance and accountability project has paved way for other governance initiatives in the districts of Nebbi and Adjumani. The Clients Charter, which commits the technocrats to account to the community, will benefit from the activities of the dialogues that have empowered the communities to know their rights and demand for quality services. The empowerment is already applied in other sectors like UPE and NAADS to curb corruption.
- iv. The project has enabled community members to realise their resourcefulness. The ability of some User Committees to raise good sums of money is a clear indication that 'poor' people, when mobilised and guided, can address their immediate needs using their own resources. There is a need to harness the potential of the water user forum for other activities such as Functional Adult Literacy (FAL) with emphasis on financial management and improved home environment. This will most likely lead to sustainable development.

Finally, the good governance and accountability project was very much appreciated in the West Nile districts for effectively reawakening stakeholders in WASH to their roles. The participatory methodology which was adopted in the implementation process broke barriers in communication that had hampered information sharing and effective delivery of services. Free sharing in meetings exposed problems in service delivery and facilitated sharing of plans and resources in the WASH sector. The project also promoted mutual respect for each stakeholder contribution, especially community members. The community was able to access valuable information about who should respond to their demands and complaints. They also realised their leading role towards facilities and resources within their communities. Community representatives were also able to manage water users' resources, which encouraged better management of water facilities and general improvement in WASH in the Sub- counties that interacted with the project activities. The monitoring revealed that community members were willing to pay for services only when assured of quality as well as transparent utilisation of their money and accountability from trustworthy committees.

**Annex I People interviewed in the two (2)
districts**

Nebbi District

Lungoya Otto Patrick	CAO
Jimmy Biryomotto	DWO
Androzi	DHI
Joseph Yoacel	Vice LCV, /Sec. SS
Kasiki Allan	RDCs office
Ongen stanistaus	DEO

Paidha Sub County

Ringtho Hassan	LC III
Acam Tom	PWASA
Hon. Kasamba Omar	Sec. Soc. S
Okumu Martine	ACAO
Ayiorwith Oliver	HA
Kakande James	Paidha Radio

Jopomocho Primary School

Okwonga cypriano	Chairman SMC
Piracel Justina	Water user
Ongiera Nazerine	Chairperson
Opar Edward	Teacher /Health
Olama Juma	Chairman PTA

Pupils Interviewed

Andokawon Lilian	P.6	F
Awekonimungu Easter	P.6	F
Rachio Modesta	P.6	F
Maber Panga Ester	P.6	F
Rimbwa alex	P.7	M
Oyungrwoth Francis	P.7	M
Odokodit Morgan	P.7	M
Onegagiu Emmanuel	P.6	M (HBoy)

Ngeremu Borehole Community

Owechi Tisiano	LCI
Nyatho Jenety	WU
Ayerang Regina	WU
Gipath Jenerosa	WU
Okelatho Rabeka	Treasurer
Ongyowa Isabela	WU
Abedaka Maurin	WU
Rwothomio Ricard	WU
Gledy	WU
Ocaki David	WU
Orwai Ocaki	WU
Paskal Othkuma	Caretaker
Dhugiu Tabita	Chair person UWC

Adjumani District

Ambayo Mark Dragu	DEO
Ajobe Ashiraf	RDCs Office (GISO)
Habib Abubaker	ACAO
Amako Daniel Simba	Sec. Social Services
Manga Godfrey	DHI (Environment)
Mawadri Solomon	CDO
Latigo Collins	DWO

Ciforo Sub County

Dipio Frances	ACDO
Achen Doreen	Sub county Chief
-----	LC III Chairperson

Dzaipi Sub County

Inzamaku D. Micheal	ACDO
Edema Emmanuel	I/C Dzaipi HC
Obudra Isidore	WSC
Gulam Abubakar Sc/chief	
Obudra Denis Atara	LCII Vice
chairperson	

Adjumani continued

Mgbwere Borehole Community

Lulua Janet	Health teacher
Martina Onama	WU Committee
Anyanzo Augustine	Teacher
Dipio Celina	Treasurer
Kozoa Rose	Care taker

Dzaipi Primary school

Dayo Beatrice
Baruma Stella
Anzoo Nurah
Isabu Evaline

Mbikeri Water Users

Margret Iwa	F	WU
Abio Maritina	F	WU
Milania Atori	F	WU
Karawi	F	WU
Idruvu Grace	F	WU Amako
Grace	F	WU
Aballo Denis	F	WU
Victoria Toloko	F	WU
Idha James	M	WU
Nuira Somon	M	Sec.WUC
Anduniata Save	F	Vice Cp