

Evaluation of ECHO funded

Southern Afghanistan community and child focused services, water and sanitation programme



Let's talk about toilets!!!

September 2008

Eng. Qaseem Dost
Bibi Rokhshana
Anton van Engelen

TABLE OF CONTENTS

Contents

Evaluation of ECHO funded	1
Southern Afghanistan community and child focused services, water and sanitation programme.....	1
September 2008	1
TABLE OF CONTENTS	2
EXECUTIVE SUMMARY	4
FOREWORD	6
INTRODUCTION	7
Background.....	7
Project Objectives.....	7
Scope of Review	7
Methodology	8
KEY REVIEW PARAMETERS.....	8
Impact.....	8
Relevance	9
Effectiveness	10
Efficiency	11
Coverage & External Linkages	13
Sustainability.....	13
Co-ordination and Dissemination.....	14
SPECIFIC REVIEW QUESTIONS.....	15
Project Design and Technology Choice	15
Embedding in the local government and governance structures	16
Project Management	17
CROSS-CUTTING ISSUES.....	17
Local ownership	17
National standards and institution building	18
Documenting Lessons.....	18
RECOMMENDATIONS FOR THE FUTURE.....	18
Local ownership	19
Exchange of ideas and lessons learned.....	19
Choice of Technology.....	19
ANNEXES	21
Terms of Reference	21
Itinerary	25
People met.....	25
Inventory school sanitary facilities	27
Sample calculation of cost price of water piped scheme and income	28

EXECUTIVE SUMMARY

Tearfund commissioned Asia Consultants International (ACI) to do an external evaluation from 14th till the 28th of September of the Southern Afghanistan community and child focused services, water and sanitation programme. This EUECHO funded programme has as its main objective to provide multi-sectorial humanitarian assistance to vulnerable populations, comprising displaced people, refugees, returnees and host communities in Kandahar.

The project execution was severely influenced by the worsening security situation. Expatriate staff had to be evacuated from Kandahar in February 2008 after credible and targeted threats. Certain planned activities, such as the out of school children training, the excreta study had to be cancelled. The programme in the schools in Dand also suffered under the worsening security situation and could not be visited and monitored as wanted.

At the beginning of the project it became evident that the DoE has provided little to no coordination and guidance: the list with schools needing support in water and sanitation must have been provided to different donors as some of the schools targeted did receive hygiene kits and trainings before Tearfund could start its programme.

In general it can be said that the software part of the programme, the training and awareness raising, has been conducted successfully and efficiently. From the KAP surveys and from interviews with teachers, school children and some adults living near the schools it became clear that there is an increased knowledge and awareness of hygiene issues. The personal hygiene of the school children has improved for as far this depends upon the children.

The hardware component of the programme to improve the sanitary and hygiene facilities in the schools has been less successful. All town schools had received earlier assistance from another donor, whereby flush toilets were installed in the school compounds. In a city without 24/7 water supply, without electricity and without a sewerage system this was the wrong technology choice. A programme that then after 3-5 years is brought in to rehabilitate these facilities could and should have posed the question whether more money should have been invested in these installations under the same conditions of no water, electricity and sewerage system. The best facilities were seen in a school with a hand pump next to the toilets and a worker monitoring the flushing and washing out of the toilets. Improved single

fault latrines would have been the technology of choice under the current conditions in Kandahar.

The piped water scheme is a challenging project in a high risk environment in terms of security. Tearfund has done a commendable job in winning the trust of the community and the CDCs through its various trainings on water, health and sanitation and DP. It has built up a working relationship during the project execution with the CAWSS department, but could and should have involved CAWSS more in the preparatory phase and let them sign off on the design documents. The minor design flaws and the post project intentions of CAWSS with the scheme could have been avoided and better accommodated if there would have been a more intensive and constructive consultation and collaboration from the beginning. Consultant however acknowledges the difficulties a NGO will face when trying to work together with an understaffed and underfunded government department and trying to meet a deadline.

In the case of the piped scheme it is recommended that CAWSS and Tearfund work together on the inclusion of the wishes of CAWSS in the existing scheme so as not to jeopardize the water supply to the Loyawalla population, the intended beneficiaries for this project. Additional funding to achieve this should be sourced together.

In the case of school health, hygiene, water and sanitation programmes the DoE should be more involved and "forced" into the role they should have: one of coordination, monitoring and supervision. The state of affairs in the schools visited in terms of sanitation is appalling.

In the future an overall water, sanitation and hygiene plan and programme for the school should be developed and used as a guideline so that the school and DoE will have more control over the various donor interventions.

The situation of excreta is still a hot issue and should be addressed. If not in this programme then in another programme it should be investigated who is collecting and/or willing to collect and how the work can be improved. A simply designed donkey tipper "tanker" with a lid to fill and an exit trap door would make the actual work less embarrassing for a person: a nicely painted "tanker" with health messages will probably even be able to put a smile on the faces of people.

FOREWORD

It is not easy for people in Kandahar to work through the summer heat, it is even more difficult during the period of Ramadan. If you then also get a review team bothering you and asking awkward questions it becomes even more difficult! The bad security situation made that the team did not visit themselves the schools in Dand but interviewed a few people by phone.

We would like to thank everybody who took the time and the patience to listen and talk to us: the staff of Tearfund, government officials, but in the first place teachers and school children and community members.

We hope that this report will be of help to improve the implementation of WATSAN projects in future.

On behalf of ACI

Kandahar, September 2008

Anton van Engelen
Senior Consultant and Advisor

INTRODUCTION

Background

This report covers the evaluation of the EU ECHO funded Southern Afghanistan Community and Child Focused Services, Water and Sanitation Programme. This mouthful can be also be described as a Hygiene, Water and Sanitation Project in 5 schools and in 20 CDCs of the Loyawala Spontaneous Settlement Scheme.

The project was developed on the basis of a list provided by the Education Department of schools that needed support in the development of their water and sanitation provisions and a community based WATSAN programme with 20 CDCs in Loyawala District of Kandahar. Some of the initially identified schools had to be changed after the assessment when it turned out that other government departments, PRT and NGO's had already extended support to these schools. Apparently the DoE presented the same list to a number of donors and NGOs without taking the responsibility for planning, supervision and coordination of the activities of the various actors.

Especially the project in Loyawala has posed a risk for the Tearfund staff and it is commendable that so much has been achieved under such difficult conditions. The O&M of the facilities in the schools in theory has been handed over to the PTA and in the case of the Loyawala water supply system to the CAWSS.

Project Objectives

The overall objective of the project as stated in the logframe was:

To provide multi-sectorial humanitarian assistance to vulnerable populations, comprising displaced people, refugees, returnees and host communities

This was rightfully narrowed down to a more specific project objective:

Reduce vulnerability to disease, especially children, through the provision of water and sanitation, and health and hygiene education.

Scope of Review

The review was designed to look at the key project components and assess them against the parameters of relevance, efficiency, effectiveness and sustainability. The review team has taken special interest in looking into the technology chosen and applied and the embedding of the project activities in the government

structures. Some recommendations are made to improve the impact of such projects under Kandahar conditions in future.

Methodology

Although the team was restricted in its movements due to the insecurity it managed to visit all project sites except the two schools in Dand. Discussions were held with the Tearfund project staff, with government officials and most importantly with teachers, school children and parents. This has been all done in an informal ad hoc way, because calling for "official" and formal meetings was seen as a security risk. The piped scheme was discussed in a joint meeting with both CAWSS and Tearfund, which although initially a bit tense and not too committed from the side of CAWSS developed into a lively meeting, where CAWSS revealed their plans and suggestions for improvement and modifications to the piped scheme were made.

KEY REVIEW PARAMETERS

Impact

- To what extent has the project assisted / adversely affected the beneficiaries?
- What impact has the intervention had on the context and underlying causes of the situation?
- What would have happened if the project had not been implemented or if the response had arrived later?
- To what extent have the project components strengthened or impeded existing coping mechanisms of beneficiary communities and local organisations?

The health and hygiene training and awareness raising seem to have left a beneficial effect on the people, both in and outside the school. School children proudly told us that they discuss at home what they have been taught in school and this proves that CFHE is efficient and effective; it is likely that community members with a better understanding of health and sanitation will become active members of the PTAs, but so far we could not see any impact of the PTAs on the school's hygiene and sanitation situation, either on the software or on the hardware side. The teacher training probably has had the least impact: the DoE when presented with the curriculum for the teacher training (a copy of this curriculum was asked on several occasions by review team, but a copy in English could not be made available: important for the future to have all this type of design and implementation documents in both English and Pashto.

The choice of the project to continue developing for Kandahar non appropriate technology (flush commode system toilets) we feel has negatively affected the beneficiaries: the initial refusal of the latrine kits and dry latrine concept could very well have been brought about by the presence of commode type flush toilets, even not working, in the schools (re)built by the government with JICA funding. Headmaster in other schools, where DoE wanted to build single vault latrines,

refused to receive this as also they now wanted flush toilets. The project seems not to have managed to make people realize that that technology is meant for areas with 24/7 water and a sewage system. It is unlikely that if there were sufficient water but no sewerage system the 2 tanker trucks of the Municipality would be able to evacuate all the dirt water in a timely fashion, which would possibly result in overflowing septic tanks or closed toilets because the tank is full. After the project investments in boreholes, hand wash facilities and flush toilets there was still no water to make all these structures do what they were meant to do: improve the hygiene and sanitary situation in the school.

The piped scheme in Loyawala, although not really completed as yet, will assist the people to access clean and safe water near their homes. The piped scheme has increased the "legality" of the settlers at a time that there is increasing discontent about the fact that the municipality is trying to register and legalize the land plots on which the settlers started to squat years ago. This has made Tearfund to a certain extent an accomplice in this contested issue of land and settlement.

As the interventions were somehow supply driven and not embedded in the DoE and school management's activities there is a risk that in future these 2 stakeholders will even more than now take an expecting attitude in the case of problems for someone else, preferably with money, to come and solve them.

Relevance

- To what extent were the objectives and the implementation methodology of the project relevant and appropriate to the situation and the humanitarian needs?
- How did the situation evolve and how has the intervention responded to the changing situation?
- How could the project have been more appropriate?
- Consider the extent of gender related issues and programming, specifically the feasibility of issues relating to employing female and male Health promotion workers.

The project activities were highly relevant and appropriate to the situation and needs of the people, both the school population (teachers and pupils) as well as the Loyawalla population. Especially in Loyawalla the impact must be big because a community who so far did not have piped water and improved latrines, was 100% covered with water. Although the norm is 1 standpipe per 10 households there are bound to be more families going to use one standpipe. So far 7 have been made. According to the reports 60% of the households have been assisted with improved latrines. At the same time UN-Habitat developed the drainage system in the area. These hardware interventions, together with the awareness and skill training brought by Tearfund, has now brought the basic elements of a good hygiene and sanitation situation for the population.

The work done in the schools was definitely relevant on the software side, but due to the earlier made technology choices less relevant on the hardware side. It was difficult for Tearfund to overcome this last hurdle, but we feel that there could and should have been more of a discussion with the school management and the DoE on the desirability of the commode type flush toilets!! The current engineer in DoE indicated that he himself was NOT in favour of commode type flush toilets in schools, so he would have been a partner in the battle to convince principals of their error in promoting this type of sanitation. The school sanitation project would have been more appropriate to promote and develop dry or composting latrines, with ventilation, fly screens and outside covers for the latrines.

Tearfund had a gender balanced team working on the health, hygiene and sanitation training and was able to reach both male and female beneficiaries of this project. It is a pity that the older girls were not targeted for this training as this group of girls might have to leave the school when puberty sets in due to lack of facilities and privacy during the period of the month when required. Mahmoodi Tarzi school, where the programme built 10 flush toilets is a good example, with the toilets being situated in an enclosure of the right conditions in which grown up girls would not feel ashamed to be in the school during their periods. A good and discrete solid waste disposal system could and would help them to also during those days of the month to go to school without fear of embarrassment.

Effectiveness

- To what extent did the response achieve its aims, objectives and results?
- To what extent does the project appear to be on course to achieve its remaining aims, and what can be done to facilitate completion?
- What were the main issues influencing the achievement or non-achievement of the project objectives?
- Was the programme implemented as planned?

The software side of the programme has reached its objective of reducing the vulnerability to disease, especially in children. The school now pays attention to sanitation and every first class of the day some minutes are used for health messages. The children have been turned into agents of change who transmit what they learned in school to their homes.

Unfortunately due to the fact that the project could not secure a steady water supply in the schools due to the absence of 24/7 electricity we have to conclude that the sanitation installations have not contributed towards a reduced vulnerability: there is in the town schools not always water to wash hands and toilets cannot be flushed and are outright dirty. Only the old non-flush latrines, which are washed down with some water from a bucket were in a good condition: apparently the presence of the water for ablution in the toilet made that children used that water also to wash down the toilet!!! This might be a hint for the non

working flush toilets: back to the “lota” (the plastic watering can for ablution): definitely more reliable and cheaper than a cistern above the latrine or commode!! It is unlikely that the electricity situation in Kandahar and thus the water situation will improve in the immediate future. If the schools want to run flush latrines and toilets they will have to invest in a simple generator to run their borehole on the days that there is no city power. The existing water tanks are not even enough for 1 day’s water requirement (e.g.: 2000 children going once to the loo and flushing 5 liters of water is 10.000l, existing tanks between 500 and 1000 liters).

The septic tank in Abdul Ahad Karzai school needed repair because it leaked and groundwater was entering. The repair has not been successful and the tank is again full with groundwater. More than USD 1500 (claim of the contractor against contractually USD 1397 in the BoQ) was spent in an attempt to fix the problem, but the basic structure of the tank is such that no amount of water proof cement will fix the problem: the tank was built with rocks and too little cement to really seal the holes so that it puts too much of a strain on the plaster.

The Loyawalla piped scheme will be only effective if a) the borehole produces enough water and b) CAWSS will be able to run the system in a sustainable way. In this respect it is questionable whether house connections without metering and only a flat rate for payment will not become the dagger in the back of the system! Time will have to tell whether this piped scheme was effective, meaning providing the target community daily with sufficient clean and safe water for domestic purposes and NOT necessarily for starting flower beds, washing cars, brick making and other things which are bound to start to happen with this drinking quality water (just like flushing toilets with drinking quality water is questionable!!! Maybe the water from the hand washing should have been collected separately in a tank and recycled to flush the toilets!)

Efficiency

- How could the program have been more cost effective?
- What were the costs of inputs relative to outputs?
- Were the activities cost efficient?
- Were the objectives achieved at the least cost?

No copy of budget and expenditure was made available to the evaluation team. It can however be stated that doing projects in an insecure area, which is under a virtual siege cannot be compared in terms of project costs with similar projects in other areas.

We looked at contracts for the hardware and noted that these show merely the prices for the hardware, but do not mention the cost of e.g. fixing the taps on the piping. This makes it very hard to assess whether the hardware was reasonably priced or not as apparently the price for installation were included. The costs of

inputs relative to outputs is in the school sanitation component high: if there is no water as output it means that the whole investment in sanitation facilities defeats the purpose. With the current electricity supply of Kandahar one can conveniently say that there is 80% of the time no water in the schools and thus no flushing of toilets.

In general it can be said that there was not much efficiency in the rehabilitation work as in most cases they did not result in the required outputs: properly working clean sanitary facilities.

In the case of Loyawalla it remains to be seen whether the system will provide sufficient water to the target groups (especially given the intention by CAWSS to include the university in the system, which was not a target group for the project). There could not be shown calculations on the operation and maintenance costs of this scheme and it remains the question whether a number of hand pumps would not have been a cheaper way of providing water to the community rather than this sophisticated, maintenance sensitive and expensive to run system. A simple cost calculation spreadsheet model was made, which shows that if the scheme would be run on diesel and only with charging a flat fee for the household connections the monthly costs would exceed the income with a factor 7. It means that CAWSS hopefully with the assistance of Tearfund still has a task to discuss with the CDCs how the system can be made financially more sustainable, which would most probably be charging a water fee at the stand pipe. A few Afghani per 20 liter container would already solve the problem.

Coverage & External Linkages

- Did the intervention reach the groups in most need / intended groups? What factors assisted/prevented this taking place?
- How could the project have improved coverage?

The school hygiene programme principally covered class 1 up to 5. It was not clear to the team why this group was chosen and not the whole school: it was obvious that all other students were also eager to learn about hygiene and sanitation and not necessarily for the one piece of soap and the nail clipper! It will now depend upon the teachers taking up the hygiene training and transmission of hygiene messages for another 7 years till all the pupils in the school have been exposed to the health and sanitation awareness programme, whereas if all pupils were targeted it would have been achieved in one year.

The support to latrine construction and/or improvement in Loyawalla was meant for the most vulnerable people, including widows. Out of the 500 families 320 were assisted with the latrine kit and the construction of a foundation. The CDCs were principal in the beneficiary selection. The site visit showed the large number of vault doors having been installed. Due to security reasons no house visits could be made.

The piped scheme will give two types of access: from a communal standpipe or from a house connection. The project and CAWSS are still not really sure what the ratio of these two modes of access is going to be. If the university population will also gain access to the system it means that the coverage is even bigger but "thinner" in terms of available water per user. House connections will exclude poor and vulnerable. Therefore a system with standpipes would be the obvious choice for increased access for all and no monopolization of the scarce water resources. It would also mean that the water at the standpipe should be sold per container for a relatively small fee and houseconnections metered. Such measures go against the current national policies for piped schemes (see further in recommendations)

Sustainability

- What measures were taken in project design and implementation to improve connectedness between short-term activities and longer-term issues?
- What impact did the project have on local coping mechanisms, either positive or negative?
- Is there a clear plan for the hand-over of responsibilities?(exit strategy)

The project's idea of forming a PTA with trained teachers and concerned and trained parents has been the plan for the longer term continuation of the activities the project developed. The PTA should develop a plan to collect contributions

from the parents to maintain the toilets and water supply and to continue the training of pupils and other teachers. This has not been achieved as yet. It is also very likely that over time when the trained and committed teachers leave the profession or that particular school the work would slowly decline. The DoE's water and sanitation department should really develop the capacity to keep the PTAs enthusiastic and get them fully involved in maintaining the water and sanitation facilities working and the hygiene awareness training and attitude change going on. Here again is a point where Tearfund should involve the DoE to make a system based on PTAs work.

The Loyawalla piped waterscheme will likely end up serving more than just the 500 families in Loyawalla, since CAWSS is planning a branch to go to the University site. This would make the operation and maintenance less straight forward: a university would be included to look at the government to keep a waterscheme running. There is not really a business plan on how this piped scheme will pay for its operation and maintenance costs, leave alone replacement of e.g. worn generator or submersible pump. CAWSS is a government body and in the current situation in Afghanistan people would be reluctant to pay their monthly price to the government. The absence of metering makes that the 2 major interest groups (Loyawalla residents and University community) in case of conflict about the usage of water cannot substantiate claims on water use. We have not seen proof from e.g. a pump test and an estimate of daily consumption and water need of these two communities that this borehole, which is run by a diesel generator, will be able to provide sufficient water to supply this expanded group of water users. An O&M plan is more than handing over the manual of the pump and the generator and some training of CAWSS staff by the contractor! It should include a careful preparation of either CAWSS but preferably a small piped scheme water committee as a small company. This is lacking and jeopardizes the future functioning of the piped scheme.

We got the feeling that the trained teachers were well aware of the fact that the ball is now in their court and that they are expected to continue with the hygiene training and awareness campaigns. It is not so clear whether they understand that they are expected to maintain the existing sanitation facilities, together with concerned parents in a PTA format. It would have been better if Tearfund would have developed an operation and maintenance plan with each school, in which the contributions of all parents and the teachers would have been laid down and signed off for. Now the responsibility for the project assets and achievements remains a bit in the domain of good intentions and hopes for the future.

Co-ordination and Dissemination

- How did the agency co-ordinate its activities with other NGO's and programme stakeholders?
- To what extent has the contribution of other implementing NGO's / organisations affected the impact of this project and contributed to the achievement / non-achievement of its objectives?

- Was it regarded as a constructive and reliable partner by those organisations responsible for co-ordination?
- What effects did the level of co-ordination have on the agency's project and those of other agencies? Were there gaps in overall sectoral coverage?
- How could coordination, dissemination of information and advocacy have been improved?

It is difficult in the Kandahar environment, where many organizations are almost falling over one another to help within the city perimeter (as the rural areas have now almost become inaccessible) to reach a level of coordination between NGO's, donors and programme stakeholders. Even the DoE does not give the impression to be really in charge of the interventions developed in the various schools and their involvement seems to stop after having prepared the "wish list". As during the project formulation and the needs assessment other NGOs already did training on hygiene and distributed health and hygiene kits Tearfund was forced to look out for other schools, which were initially not earmarked. This is a wastage of time, effort and funds, which could have been used to target the right schools. The DoE should have taken and for the future should take a far more active role in the coordination of the activities of the various support structures to come to an equitable distribution of this type of project interventions and investments over the schools and to maintain a good record of what was done where. It is very likely that with a better coordination of who does what and where more schools in Kandahar could have been helped. Also an agreement on levels of community and/or school contribution, approach and methodology and most importantly the choice of technology would give in the future a common understanding among all stakeholders, better impact of projects and more efficiency in implementation.

The DoE and especially its water and sanitation section should have and in the future should take the lead in the planning and implementation of such projects, make a clear description of technology to be used and support the organizations that are implementing the various projects and function as the principal liaison between the school staff and the NGOs. Support from the project to the water and sanitation department of the DOE in terms of training and exposure, not necessarily with investments, could have helped in creating more capacity and interest within the DoE to take a keener interest in what is happening in the schools, although the high staff turn over and the extremely low government salaries are unfortunately some of the reasons why collaboration with the DoE at times is less effective and efficient as one would (have) hope(d) for.

SPECIFIC REVIEW QUESTIONS

Project Design and Technology Choice

Software: in general the role of the government in the software part of the project has been the one who got the information but in most cases did not do much constructive work with this. DoE staff claimed that the Tearfund curriculum for

teacher training on hygiene and sanitation was not received, it is not clear whether sanitation and hygiene is now integral part of the curriculum and whether the DoE inspectors make sure that it is been given as a subject. Review team team also did not see a copy, but was briefed on the content

Hardware: the problem of inherited structures to be rehabilitated, which were not the right technology choice. The question is then whether you continue with that wrong technology and try to make the best out of it or you change radically. Tearfund opted for continuing to build on a wrong technology choice and unfortunately it is still not effective. Some design changes could have made the wrong technology slightly less wrong, such as e.g. putting lota's for flushing and ablution in the toilets, use the water from the hand washing places for flushing toilets, a double water system in the toilets: one for flushing and one from the taps for ablution. Although in the project write up there was mention of push button water saving taps these could nowhere be seen. It seems that the former engineer of Tearfund sign off for a lot of things he should not have signed off for and did precious little in thinking about design and technology to make things better: he left before the project was completed. The Kabul office confirmed that all turn taps in both the piped scheme and in the schools will be replaced with push-button taps. Also the borehole will be completed with an apron, which was forgotten in the BOQ and overlooked during acceptance.

CAWSS was not fully involved in the development of the plans for Loyawalla, although they were informed. The reason for this might well have been the questionable legal status of the settlement, which currently is better since the municipality started issuing (highly contested) titles for the plots. This limited involvement of CAWSS backfired on Tearfund during the implementation as they were in the beginning not seeing this project as their priority until they realized that this scheme could solve their political problem of supplying water to the university. This most probably brought also about the sudden change from wanting house connections to "just" some standpipes: they know that the water would not be enough if there is a high percentage of house connections!

Embedding in the local government and governance structures

It is difficult for a NGO to make a school do certain things, as they are not in a hierarchic relationship with the school. This is only possible with a contractor who has a contract with the NGO and even then there should be strict supervision. If the DoE would have been more involved in the planning and execution of the project would that have given a higher level of involvement of the schools in the actual work achieved and a higher sense of ownership?

CAWSS did not have a very pronounced involvement in the project preparation and implementation: an outside engineer was hired. As this was a woman it did not make things easier to achieve close collaboration with CAWSS during design, with

which we definitely do not want to say that Tear should not have had an expat water design engineer, but just to say that it did not make life easier for Tearfund to work with CAWSS. There is still a chance to make CAWSS feel responsible for the installations and the operation and maintenance considering their intentions to provide water to a high profile vocal group: the university and the neighbouring mosque.

Project Management

Software side: For as far as evaluation team could measure on the software side it seems that the project here was managed well, although in one school some people did not really understand who was coming: whether it was an NGO or DoE. A better introduction to the programme by both Tearfund and DoE would have solved such an issue.

Hardware side: On top of design errors (e.g. the repair of the septic tank, missing apron on borehole) there was definitely too little supervision in the school sanitation work, leading to shoddy work of the contractor for that work. It got certified despite not really solving the problems the project intended to solve. Also supervision of the supervision is called for as it is clear that e.g. the engineer Tearfund engaged for this project did not have sufficient skills and knowledge to complete the school sanitation project satisfactorily, build a constructive collaboration with CAWSS and e.g. coordinate with his colleagues on the community building and training side to create the right synergy. It is however acknowledged that the security situation and the necessary evacuation of expatriates and restrictions on visits by experts from Kabul have to be kept in mind when making this statement.

CROSS-CUTTING ISSUES

Local ownership

This is required both at school and government level as part of the exit strategy and a prerequisite for sustainability. The PTA was seen as such and Tearfund made a gallant effort to form a PTA. Creating the capacity within a PTA to take the responsibility and be effective takes however more time than the 1 year this project had. In future projects the formation of PTAs should be started by the project and the supervision and monitoring becoming part of the work of DoE. In this case it is doubtful whether the PTAs will be able to manage the O&M of the facilities provided.

CAWSS is probably not the best choice for the local ownership, although in the current set up of things in Afghanistan there is no alternative. A small not for profit piped water company with CAWSS as one of its advisers might stand a better chance of sustainability.

Schools do not really seem to own all these sanitary facilities, referred to as the "JICA toilets" and the "Tearfund toilets". Cosigning of the contracts by the school head and the PTA helps to create more local ownership, but school head and PTA need to be reminded about what they promised in such a contract and the facilities to do that are not in place (an active DoE, concerned CDC etc.).

National standards and institution building

The state of affairs in the schools in terms of sanitation shows that if there are national standards these are not known and/or adhered to. Yet it is important that these are developed and become widely known.

In a situation of weak government ignoring them because they cannot be seen to contribute in a positive way to the project planning and implementation alienates them and will make them even weaker. It is important in design of such projects to consciously plan for their involvement, reserve funds for some training and/or exposure visits and to spell out in a MoU with the government departments what both parties expect of one another to avoid later confusion and disillusionment.

Documenting Lessons

Exchange of experience is important, but probably at the moment only happening on personal level. The DoE should be provided with project reports, this type of evaluation reports and assisted to become a resource centre for others to learn from what has been done already at local level. It could be suggested to the DoE to organize a school hygiene and sanitation theme day, where the various stakeholders can present their programmes but where also head masters are given a chance to express their experiences with all the "gharejees" and government departments bombarding their schools with projects they sometimes did not even ask about.

The Loywalla piped scheme is a good example of a development that is a rich source of lessons learned, which should be shared. Also the CAWSS should develop its strategy towards cost recovery (a simple flat rate per month just based on the diameter of one's house connection is not good enough) and a low key brain storming/experience exchange meeting between the various brave organizations that entered into the challenge of a piped scheme should be organized at Kabul level. Again also here the design documents, progress reports etc. should be made available to such a piped water focal point within the responsible ministry.

RECOMMENDATIONS FOR THE FUTURE

Local ownership

- Work on increased ownership and sense of responsibility at both government and target population level. Let contracts with e.g. contracts be cosigned by PTA and/or principal of the school.
- The local CAWSS and DoE departments, although currently not overtly active and/or interested, should not be left aside but actively trained and encouraged to take up their task, which is now almost exclusively covered by NGOs.
- Piped schemes need a water users' committee, which represents the users and supervises the management and operation of the scheme. They become partners in the battle against e.g. illegal connections, abuse of the water and spillage. They make sure people pay the price of the water and become the local owners of the scheme.

Exchange of ideas and lessons learned

- Strengthen DoE to start collecting all sanitation related design, progress and evaluation documents and organize regular planning and coordination meetings of the various project implementers
- Explore the possibility to organize together with CAWSS a workshop on the future of small piped schemes as private water schemes under a water board: the current way with fixed water charges without metering is not going to work

Choice of Technology

- Be strong in resisting to go along with unsustainable and not appropriate technologies. Be an advocate of the technology you believe in, which the upcoming WASH project facilitates
- Develop a system of reducing the waste water and use of scarce drinking quality water for purposes not strictly necessarily done with this water: make a system to reuse the grey water from hand washing for flushing toilets, introduce back the lota with water collected from hand pump (present in all schools!) for ablution and flushing
- Continue with plans for test composting of excreta and include a more fashionable collection system with a good light weight not leaking not smelling metal "tanker" behind a donkey or horse with a tipping mechanism or a gate valve to drain it clean if the consistency allows so (for compost making sufficient moisture is needed, so adding water to the too dry substance would make a good mix for addition to other dry organic waste such as market and kitchen waste etc.)
- Work on solid waste management in schools: although we were told that papers peels etc. were collected this was not evident: a number of waste

bins/drums with a lightweight pick up trolley could assist in the management of this: small incinerator with hot water production linked up into it?

- Decide with CAWSS on house connection or standpipes. In a country where there is no culture to pay for water per cubic meter it would be better to forego the houseconnections and concentrate on standpipes with a stand pipe “manager”, who collects a water fee per month of all people drawing water, which should also pay for his time involved. Taps and thus water supply should be with a locking device of which he keeps the key
- No turning taps should be used but only push taps: they save water (cannot be left open e.g. when there is no water) and are more durable
- Include metering at borehole, at distribution box, at tank and on the various street lines. In this way pilfering, leakage and/or water abuse can be detected in time

ANNEXES

Terms of Reference

Tearfund Terms of Reference

TITLE	Evaluation of ECHO Kandahar Community and Child Focused Services Watsan Project
--------------	---

Region: Central Asia **Category:** Relief & Development
Country: Afghanistan **Type:** Water and Sanitation, Health promotion,
Location: Districts 9&10, Kandahar **Beneficiaries:** Host, IDP

Activities: Evaluation

Consultant's Name:

Approval Code.	Signatures/RTM Date	Approval Date

Formatted: Space Before: 0 pt

BACKGROUND

Tearfund has been operational in Kandahar province since 2002, implementing a wide range of projects focusing on Water and Sanitation, Disaster Preparedness and Mitigation, Food Security, Emergency relief (winterisation), Primary Health Education and Child Focussed Health Education.

Tearfund has continuously monitored the humanitarian situation while on the ground in Kandahar, particularly the needs of returnees, IDP's and other vulnerable groups like the nomadic Kuchis, women and children. A number of formal assessments have taken place in Kandahar province during the past few years, highlighting the needs in Kandahar city and the surrounding districts.

Since October 2006, Tearfund implemented an ECHO funded water and sanitation project in the town and surrounding districts. While addressing needs in the community in the target area, Tearfund staff monitored needs in the surrounding areas and were in constant dialogue with the Shuras (local leaders) as well as government authorities. The community mapping survey carried out by Tearfund in January 07 informed the selection of District 9 and 10 for a subsequent rapid needs assessment in May 2007. The main results of the community mapping survey included:

The Loy Wala area is an IDP community, semi-formally structured into 12 already existing shuras or CDCs with appointed elders. The IDPs of this region have started to rebuild their lives in a permanent way. This fact makes Loy Wala an ideal place to conduct development projects while targeting the needs of IDPs.

Loy Wala is an extremely diverse region with no significant tribal concentration in any area beyond one block, which may be home to an entire extended family. Otherwise, all of the tribes living in the area are evenly dispersed throughout the region.

Nearly half of the population of Loy Wala have been refugees in the past.

Many people in Loy Wala own their own houses or land, possibly already purchased from the current government. Some of the newer households to the area may not own their land, even if they think they do.

Main purpose of the evaluation

An evaluation of the increased knowledge, communication and behavioural change in children and their communities on hygiene and sanitation practice, and decreased morbidity caused by water borne diseases.

Specific purpose



ECHO/AS/BUD/2007/1023/FinalEvaluation

To have an independent structured evaluation of the planned and unplanned impact of the Kandahar based ECHO projects to assess the:

- the achievement of objectives against indicators,
- appropriateness,
- effectiveness,
- efficiency,
- acceptability,
- access, coverage and external linkages,
- sustainability

Coordination and dissemination

Evaluation components

For the overall project, with reference to specific project sectors, analyse the following components. Suggested questions are provided, though Tearfund recognizes that the challenges of carrying out an evaluation in Kandahar may preclude answering all questions.

Impact

To what extent has the project assisted / adversely affected the beneficiaries?
 What impact has the intervention had on the context and underlying causes of the situation?
 What would have happened if the project had not been implemented or if the response had arrived later?
 To what extent have the project components strengthened or impeded existing coping mechanisms of beneficiary communities and local organisations?

Appropriateness

To what extent were the objectives and the implementation methodology of the project relevant and appropriate to the situation and the humanitarian needs?
 How did the situation evolve and how has the intervention responded to the changing situation?
 How could the project have been more appropriate?
 Consider the extent of gender related issues and programming, specifically the feasibility of issues relating to employing female and male Health promotion workers.

Effectiveness

To what extent did the response achieve its aims, objectives and results?
 To what extent does the project appear to be on course to achieve its remaining aims, and what can be done to facilitate completion?
 What were the main issues influencing the achievement or non-achievement of the project objectives?
 Was the programme implemented as planned?

Efficiency

How could the program have been more cost effective?
 What were the costs of inputs relative to outputs?
 Were the activities cost efficient?
 Were the objectives achieved at the least cost?

Coverage & External Linkages

Did the intervention reach the groups in most need / intended groups? What factors assisted/prevented this taking place?
 How could the project have improved coverage?

Sustainability

What measures were taken in project design and implementation to improve connectedness between short-term activities and longer-term issues?

What impact did the project have on local coping mechanisms, either positive or negative?
Is there a clear plan for the hand-over of responsibilities?(exit strategy)

Co-ordination and Dissemination

How did the agency co-ordinate its activities with other NGO's and programme stakeholders?
To what extent has the contribution of other implementing NGO's / organisations affected the impact of this project and contributed to the achievement / non-achievement of its objectives?
Was it regarded as a constructive and reliable partner by those organisations responsible for co-ordination?
What effects did the level of co-ordination have on the agency's project and those of other agencies? Were there gaps in overall sectoral coverage?
How could coordination, dissemination of information and advocacy have been improved?

METHODOLOGY

The assessors will be expected to evaluate the project against the expected results of:
Provision of improved water and sanitation and increased knowledge and behaviour on health and hygiene practise in selected schools and for out of school children.
Improved teaching skills (in health and hygiene education) for untrained teachers.
Increased health and hygiene related knowledge and behaviour change in the community, with particular emphasis on women.
Provision of improved water and sanitation facilities in the communities
Increased capacity of selected rural and peri-urban communities in Kandahar province to prevent, prepare for and to respond to the impact of natural disasters.

This evaluation will be completed by one evaluator visiting the programme, beginning on 14 September 2008.

The evaluator will need to spend time with primary stakeholders other than the direct beneficiaries such as the relevant local government departments and other co-ordinating agencies to contribute to the reports overall comments on community impact.

The evaluator shall compile a single report and submit this to Tearfund by 28 September 2008.

The methodology for the evaluation will include:

A gender-aware, participatory approach

A review of the Tearfund's proposal and reports for the ECHO Community and Child Focused Services Water and Sanitation Project (October 2007), which will be sent to the evaluator electronically.

Field visits to the relevant project sites in Kandahar. Please note that the evaluator would be expected to visit Districts 9 and 10 of Kandahar, including the areas of Loya Wala. All security concerns about visiting these areas must be discussed with the Programme Director before making the decision to accept the evaluation contract

Interviews will be held with relevant field based staff, key staff in co-ordinating agencies, and beneficiaries. The evaluators will seek to assess the beneficiaries' views on the impact of the projects for their community, both positive and negative, (participatory methodology is particularly encouraged here), the way they were selected, and their overall views of the agency. Assessment should be carried out at both an individual and a group level

Reference to adherence of the Red Cross/Red Crescent NGO Code of Conduct, People in Aid and to SPHERE standards

Feedback by the evaluator on the broad findings of the evaluation, before leaving Afghanistan, to the field staff and their comments need to be noted

Present draft findings to the Afghanistan office (Programme Director, Field Co-ordinator and Senior Management Team as appropriate) and comments noted, before the submission of the draft report

Submission of a draft report to the London office and incorporation of feedback from Tearfund into the final report

STAKEHOLDERS

Primary stakeholders:

Tearfund Teams:

Partner: Representatives of the CAWSS and municipality.

Beneficiaries: Targeted communities - women, elders and shura leaders. Teachers, through visits to the schools.

Staff at the health clinics via interviews. Children by involving them in the assessments in the schools

Secondary stakeholders:

Tearfund Teams: Programme Development Team, Institutional Donor Relations Team

SCHEDULING

Evaluation to begin on 14 September, report to be submitted by 28 September

MANAGEMENT OF EVALUATION

The evaluation will be managed locally by the Programme Director in the Kabul office .

EXPECTED OUTPUT

Evaluation Report

A detailed, concise and analytical report will be produced, covering the aspects described in 'Aims' and 'Objectives' above. The report must follow the guidelines laid out in the 'Tearfund Consultant's Briefing Pack.' The report should be no longer than 15 pages (not including appendices) and should include an executive summary, evaluation methodology, findings, conclusions, recommendations and appendices.

It is anticipated that Tearfund will use the conclusions and recommendations of this evaluation to contribute towards improving in standards of good practice in response to humanitarian emergencies. The report must, therefore, present well-substantiated conclusions and actionable recommendations.

Recommendations should be presented in terms of:

- a) Points for immediate action
- b) Points for future action

EVALUATION OF CONSULTANCY

Relevant management members in DMT will review the final evaluation report within 7 days of its submission.

Feedback forms will be sent to the evaluator, providing an opportunity for comment on the evaluation process.

Signed on behalf of Tearfund

Name

Signature

Date

Signed by Consultant

Name

Signature

Date



Itinerary

Date	Activity	Place	People involved
16/09/2008	Arrival int. consultant, first meeting with project coordinator Dr. Salam	Tearfund office	Ka Dr. Salam, Watsan En
17/09/2008	Visit to 3 schools in Kandahar, meeting with UNICEF, Education department, UNAMA	Kandahar	Various
18/09/2008	Meeting with all Tearfund mobilization and training staff involved,	Watsan Engineer	Education department
19/09/2008	Visit piped scheme and Loyawala latrines and standpipes	Loyawala Kandahar	Dr. Salam
20/09/2008	stakeholder consultation in and around schools, meeting female staff/pupils	Kandahar	Eng. Qaseem, Bibi Ru
21/09/2008	stakeholder consultation in and around schools, meetings in MRRD NABDP	Kandahar	Eng. Qaseem, Bibi Ru
	stakeholder consultation in and around schools, meeting with CAWSS, prep. Memo,		Eng. Qaseem, Bibi Ru
22/09/2008	debriefing Kandahar	Kandahar	staff, Anton
23/09/2008	Flight back to Kabul, report writing	Kabul	Tearfund
24/09/2008	meeting with DoE staff: school sanitation and admin assistant	Kandahar	Tearfund
25/09/2008	Debriefing with Tearfund Team, Kabul	Kabul	Joel, Nilo, Zekarias, A
26/09/2008	Report writing	Kabul	Shaheed Ab, Latif Shi
27/09/2008	Completion of draft report, dispatch to Tearfund	Kabul	Shaheed Ab, Ahad kar

People met

Name	Function	Organisation	E-mail	Telephone
Dr, Fida Mohd Sahar	Head of School WATSAN	DoE Kandahar		
Salam, Dr.	project Manager	Tearfund School WATSAN programme	d_drslam@yahoo.com	
Asmat Nabi	Engineer	Municipality Kandahar		
Dr, Yaqoub		MRRD/Kandahar		
Ab, Mobeen Ashrafi	Teacher trainer	Tearfund/ Kandahar		
Noor Ahmad khan	Male Supervisor	Tearfund/ Kandahar		
Saleem	Community Facilitator	Tearfund/ Kandahar		
Ab, Ahi	Community Facilitator	Tearfund/ Kandahar		
Shakira	Female Supervisor	Tearfund/ Kandahar		
Masooma	PHE Facilitator	Tearfund/ Kandahar		
Afghani	PHE Facilitator	Tearfund/ Kandahar		
Shukuria	PHE Facilitator	Tearfund/ Kandahar		
Karima	Women Facilitator	Tearfund/ Kandahar		
Zarghoona	Women Facilitator	Tearfund/ Kandahar		
Endoso, Leonilo	Field Coordinator	Tearfund Kandahar	dmt-kandahar-fc@tearfund.org	
Eng. Sakhi Dad	Chief Engineer	CAWSS		
Eng. Abdul Whaab Amr	Director	CAWSS		
Eng. Noor Mohd	Watsan Engineer	Part-time Tearfund, part-time ???		
Hafvenstein, Joel	Programme Director	Tearfund Kabul	dmt-afghan-pd@tearfund.org	0799337231
Haji Daud Khan Popal	Principle	Shaeed Abdul Ahad Karzai school		700315240
Haji, Assadullah	Principle	Shaeed Abdul Lateef Shirzai school		700321214
Hamidi, Ghulam	Mayor	Municipality of Kandahar	ghulamhamidi@yahoo.com	
Mahammad Yaqub Sulli	Engineer NABDP	MRRD		070030651E
Mamor Mohin	project Manager	SADA		700288490
Mohd Hashim	Principle	Mahmood Tarzi HighSchool		700304470
Mr Haji Najeeb ullah	Adm Assistant	DoE Kandahar		
Mr, Ab Wadood	Director	of what?		
Noor Muhammad	Engineer	DoE Kandahar		799683723
Zekarias	WASH Advisor	Tearfund Kabul		

Inventory school sanitary facilities

Name School	Number of Pupils	No of latrines working	No of latrines not working	Repaired by project	Hand washing places: working	Hand washing places: not working
Mahmood Tarzi	2*2500	16	20	26 + 10 new	1 (many taps: for drinking)	2 (taps removed)
Shahid A. Latif Shirzai	2*1600	10	24	0	None (only handpump)	2
Shahid A. Ahad Karzai	2*1300	12	16	0 (according to BOQ 20, principal could not confirm)	1	0

Sample calculation of cost price of water piped scheme and income

**SOME COST AND REVENUE CALCULATIONS FOR THE
LOYAWALLA PIPED SCHEME**

Assumptions

<i>On use</i>	unit	
Use per head/ tap stand	liter/day	25
Use per head/ house connection	liter/day	25
Number of people per family	number	5
Total number of connections	number	800
% of house connections	%	80%
Leakage	%	10%
<i>Total use:</i>		
For the stand pipes:	cubm/day	20
For the house connections	cubm/day	80
Wastage	cubm/day	10
Total		110

Cost of pumping

<i>On pumping</i>		<i>On income</i>	<i>without meters!!!!</i>
Pump test result	liter/sec	8 house connection/month	Afghani 80
Total number of hours pumping	hours/mth	115 Income from houseconnection	number 51200
Diesel use per hour	liters/hour	25 Income from tap stands	number 0
Electricity use per hour	KWh	10	
Commercial price KWh	Afghani	10	
Capacity of pump in Kwh	KWh	10	
Price for diesel	Afghani	50	
Personnel	number	3	
Salary per day	Afghani	5000 Price per house connection to cover exp:	500
New value pump and generator	Afghani	500000 Cost price per cubic meter	96
Cost of pumping with diesel	Afghani	143229 Price per 20 liter container	2
Cost of pumping with main elect.	Afghani	11458	
Cost for salaries		15000	
Depreciation pump/generator (5y)		100000	
Maintenance (10% of new value)		50000	
Total Cost		319688	

**ACI General Director,
Wali Mohammad Dawari
Kandahar, Afghanistan**

