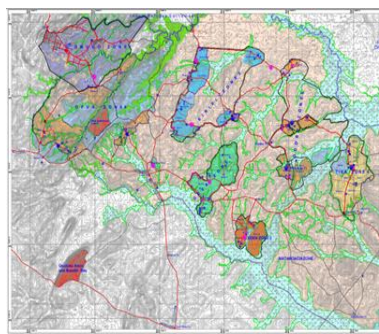
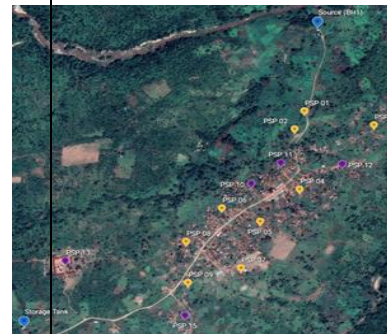


**THE WASH ALLIANCE FOR CHANGE (WATER FOR PEOPLE-
UGANDA, IRC UGANDA, WATERAID UGANDA) IN
PARTNERSHIP WITH THE
MINISTRY OF WATER AND ENVIRONMENT,**

National Level WASH Systems Assessment in Uganda



**Final Report
November, 2021**

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ABBREVIATIONS AND ACRONYMS

%	Per cent
ADLG	Arua District Local Government
AfDB	African Development Bank
ATP	Ability to Pay
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung
CBMS+	Community based Monitoring System plus
CUWS	Central Umbrella of Water and Sanitation
DI	Ductile Iron
DN	Nominal Diameter
DWD	Directorate of Water Development
EAP	Environmental Action Plan
ECD	Early Childhood Development Centre Childhood Development
EIA	Environmental Impact Assessment
EMP	Environmental Management Plan
ESRI	Environmental Systems Research Institute
FGD	Focus Group Discussions
FMC	Food Management Committee
GI	Galvanised Iron
GIS	Geographical Information System
GoU	Government of Uganda
h	Hour
Ha	Hectares
HC	House Connections
HDPE	High Density Poly Ethylene
IDA	International Development Association
IEC	Information, Education and Communication
IRR	Internal Rate of Return
IWRM	Integrated Water Resources Management
KII	Key Informant Interviews
Km	Kilometre
l	Litre
LC	Local Council
m AMSL	Metres Above Mean Sea Level
m ³ /d	Cubic metres per day
m ³ /h	Cubic metres per hour
MDG	Millennium Development Goals
mg/l	Milligram per litre
MTN	Mobile Telecommunications Network

MWE	Ministry of Water and Environment
ND	Nominal Diameter
NEMA	National Environment Management Authority
NFI	Non Food Item
NGO	Non-Governmental Organisation
No	Number
NRW	Non-Revenue Water
NS	Non-Piped Supply
NWSC	National Water and Sewerage Corporation
O&M	Operation & Maintenance
OD	Outside Diameter
OPM	Office of the Prime Minister
PMU	Project Management Unit
Popn.	Population
PPDA	Public Procurement and Disposal Authority
PSP	Public Stand Posts (Water Points or Kiosks)
PSU	Primary Sampling Unit
RWC	Refugee Welfare Council
RWSRC	Rural Water and Sanitation Regional Centres
SEHS	Socio-Economic Household Survey
SIM	Sector Investment Model
SMC	School Management Committee
SP	Public Stand Posts (Water Points or Kiosks)
STWSP	Small Towns Water and Sanitation Project
ToR	Terms of Reference
UBOS	Uganda Bureau of Statistics
UfW	Unaccounted for Water
UNHCR	United Nations High Commissioner for Refugees
UPMIS	Utility Performance Monitoring & Information System
uPVC	unPlasticised Poly Vinyl Chloride
US\$ / UGX	Uganda Shilling
VAT	Value Added Tax
WAP	Water Action Plan
WATSAN	Water and Sanitation
WMC	Water Management Committee
WSDF-N	Water and Sanitation Development Facility- North
WSS	Water Supply System
WSSP	Water Supply and Sanitation Programme
Wt.	Weight
WtP	Willingness to Pay

CURRENCY EQUIVALENTS

1 USD = 3540

SI units of measurement have been used throughout this report

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0 EXECUTIVE SUMMARY

0.1 Background

This document represents an assessment of the status of and key issues affecting National and District level Water, Sanitation and Hygiene Systems in Uganda. It has been commissioned by organizations working under the umbrella of WASH Agenda for Change (WA4C) in partnership with the Ministry of Water and Environment. This includes Water for People, IRC Netherlands, WaterAid and UWASNET. Water for People contracted Interface Consulting to conduct the assignment.

0.2 Objectives

Specific objectives of the Consultancy were to:

1. Define and describe the National and District WASH Systems in Uganda
2. Assess the WASH systems in Uganda based on the strengths, weaknesses opportunities and threats (SWOT) of nine WASH system building blocks using a tool developed by WA4C for this purpose.
3. To support the development of a collaborative approach to system strengthening in Uganda and a common understanding of the National WASH systems.
4. To develop a collective action plan with recommendations, strategies, targets and clear roles and responsibilities for all actors to strengthen specific areas in the WASH system for the next 5 years in line with the NDP III
5. To build consensus among the Agenda for Change partners on how to promote the systems approach and practice including its contribution to improving WASH services delivery.

0.3 Approach

Using the Building Blocks as thematic areas of enquiry the status of the national WASH System has been assessed and described using several approaches and methods:

- **A literature review** to identify and appraise key documents and reports to inform the analysis. This has included the development of a repository of documents of interest tagged by building block. A copy of the repository has been submitted along with the report and documents are referenced in the document.
- Visits were made to 2 Regional Offices of the Ministry of Water and Environment (Mbale and Fort Portal). **Key Informant Interviews** were held with Staff from WSDF, Umbrella Organizations, Rural Water and Sanitation Regional Centres and Water Management Zones at this level. **Focus Group Discussions were held** at district level with District Planners, Community Development Officers, District Water Officer, District Engineers and District Environment Officers. These were supplemented by several **key informant interviews** with **national level** stakeholders (UWASNET, Ministry of Water and Environment)
- Results from both approaches highlighted above were used to **identify key findings and conduct a SWOT Analysis**. Results have been presented and discussed in depth at a **CSO Forum Workshop**. Further validation of findings is planned to refine findings, build consensus, and develop a **Collective Action Plan**.

0.4 Findings

0.4.1 Overall assessment

Overall findings present more developed and robust system at national level across the range of building blocks. The main challenges are at district level, and include institutional capacity with work overload and demand on the district water office undermining impact currently and within the NDP III implementation framework.

0.4.2 National Level System and SWOT Analysis (includes de-concentrated structures)

Strengths: There are important and strong provisions in both the Constitution and various legislative frameworks in relation to access to water and sanitation and protection of natural resources. The Ministry of Water and Environment (MWE) has established structures for water resources management to the decentralized levels and this has helped learning at departmental level.

For from 2018- 2023 significant investments are planned in urban and rural water supply, water for production and sanitation, totaling up to USD 943 Million. Funding mechanisms and flows are clearly identifiable, and well-structured for capital expenditure, capital maintenance , direct and indirect support. National WASH plans take into consideration both international and national targets. Planning and budgeting is coordinated with donors, the Joint Water Programme (JWESSP II) consolidates all contributions and focus areas. WASH planning takes into consideration national and international targets.

Both MWE and the Ministry of Local Government (MoLG) operate grant structures to finance WASH programmes at district level that take into consideration equity issues, population served and geographical size and distance and appropriate technology. Capex and OpManex are well known to users at the district level and these are reinforced when development requests are made.

Ministry regional structures have provided technical support to districts, which helps in the development of demand driven plans (with contributions from the project level), consideration of specific technical options based on the geographical area, and in ensuring that the conditional grant is allocated to capital expenditure as well as O&M of infrastructure.

Water Supply and Development Facilities (WSDFs) have prepared engineering designs for water supply systems identified in a demand driven way, involving the district water office and community leaders. These are pending funding. The role of the **Rural Water and Sanitation Regional Centres (RWSRC)** was particularly mentioned by district level key informants and in the focus groups as being highly relevant and useful in coordination of both district and NGO planning and implementation. The introduction of new technologies and approaches, for example the use of solar powered water supply and faecal sludge management offers prospects to create new employment opportunities and markets. The introduction and roll out of the Community Based Monitoring System Plus (**CBMS+**) and associated manuals, provides an opportunity to improve O&M for rural water supplies and increase sustainability. The Uganda InterGovernmental Fiscal Transfer (**UGIFT**) project by the World Bank could help increase financial flows to decentralized levels and improve management information to support further policy change and decision making at national level.

The establishment and continuous evolution of the **Water Utilities Regulation Division (WURD)**, regional regulation centres, such as that in the South West have helped move regulation closer to service provision. The continuous improvement of the **UPMIS** data base is increasing the access to data decision making quality and regulation capacity.

Monitoring and in particular multi-stakeholder engagement, has arguably been a core strength of the sector in Uganda for many years, starting with the introduction of the Golden Indicators, in 2003 and annual **Joint Technical Reviews**. The overall **Joint Sector Review Process, run for 17 years** and provided an important mechanism for learning and dialogue amongst stakeholders at local and national level between Government, private sectors and Civil Society. The Golden Indicators have now been replaced with **SDG aligned indicators** and a **Sector Investment Model (SIM)** which have the potential to improve planning and tracking of investment impact.

The adoption of **Integrated Water Resources Management** approaches and the roll out of **Catchment Management** structures at regional and local level has resulted in more awareness of the importance of watershed management issues and the relationship between water resources and environmental management and protection. Coupling the environment sub-sector to the water resources, water supply and sanitation has helped improve the profile of natural resources management and climate change within the WASH sector, which traditionally leaned towards engineering and infrastructure development. The **Climate Change Act 2021** offers the opportunity to develop effective responses to Climate Change nationally and at lower levels. The establishment of the **Water Resources Institute** provides a platform for research and learning.

UWASNET is an important mechanism for NGOs and CSOs working at national and local level to share and document learning and also access information on wider international experience and best practices. The **CSO Environment** and **National Resources** working group provides similar opportunities amongst groups active on the environment.

Weaknesses:

RWSRCs operations are not fully deconcentrated. Simple logistical requirements, are not always readily available. This creates inefficiency and **demotivates staff**. In areas with **large humanitarian operations** there are also significant investments being made in infrastructure and plans for increased engagement and involvement by DWO in ongoing management. However, capacity to do this remains a challenge, the Northern (NUWS) and South Western (SWUS) Umbrellas of Water and Sanitation in particular requires significant support for this.. **Levels of resourcing** for Umbrella Authorities and other deconcentrated structures is low despite increasing geographical responsibilities being given to them

UPMIS, whilst useful as a utility database only has data from Umbrella Authority operations (regional utilities) and is not linked to NWSC (main national utility) databases. **Weak regulation** of rural water supply undermines functionality, water safety and source protection, Moreover, overall UPMIS data integrity remains a challenge.

Financing for sanitation remains far lower than is needed despite it being a significant issue. Overall, substantial investments in new infrastructure are not accompanied with commensurate investment in O&M. **Post COVID-19 and its impacts**, highly competing priorities and demands on national efforts and resourcing is likely to hamper focus on WASH, or urgent issues discussed related to **O&M of infrastructure** for both water supply and sanitation.

Current **O&M frameworks do not incentivize private sector participation**—contracts are short (typically 3-years) and infrastructure is aging and unmetered making commercialization follow up, enforcement and accountability difficult. **Weak Umbrella Authority legal framework** undermines capacity development and focus on sanitation and accountability for its provision and enforcement of standards is still very weak.

In the **humanitarian settings**, **NGO WASH plans** are not always disclosed at district level, although on-going work may be known, technical support for design and system construction remains weak because the Ministry regional centres in the north and south west are located far away and face logistical and financial challenges in oversight provision in refugee settlements and host community areas. As an umbrella grouping UWASNET relies on its membership to report an engage – at the **district level NGO reporting** (to local government authorities or UWASNET regional coordinators) is highly variable and generally weak.

The formation of the **Sector Working Group and sub-groups** was a clear attempt by GoU to improve **cross sectoral coordination** and foster more holistic planning and lesson learning processes. However, a plethora of groups even with ToR and mandates may risk undermining attempts to effectively disseminate lessons learned and streamline coordination.

The development of **additional indicators and systems** to monitor sector performance will require significant **investments in time, skills and systems development**. Data collection and integrity remain problematic particularly at District level in part , due to the introduction of the **SIM model** and challenges related to the development and interpretation of definitions etc.

Climate change policy is still underdeveloped and considerable effort will be required both to develop it and ensure that it is operational at both national and local levels.

Opportunities: NGOs/ CBOs are able to raise their own funds and could use these **to finance the construction of WASH systems** for which engineering designs have been completed by the Ministry. In addition to aligning with implementation approaches and policy at the district level this could help reduce duplication and **improve coordination and policy development** as a result of improved working arrangements.

Provision of **long term technical and logistical support to deconcentrated MWE units** is also an area that NGOs/ CBOs could provide support to, in the context of improving dissemination of new approaches under the NDPIII and coordination arrangements.

Civil Society Organizations can also help improve policy and practices through advocacy. Issues for which evidence and advocacy can be gathered and carried out include (a) **Raising the profile of the District Water Office**, from U4 to U1E and staffing capacity to improve effectiveness (b) Support sector implementation approaches as required by the **NDP III** (c) Advocacy on specific issues in discussion with the MWE -Sector Liaison Department. Engagement and responsiveness to service users, especially pro-poor, can improve service delivery and is now recognized as important at both policy and operational levels.

There are significant opportunities for CSO and NGO engagement on issues related to **IWRM, Water Action Planning** and **Climate Change** response, all of which help shift development approaches from a narrow drinking water and sanitation focus to the broader perspective of ensuring the sustainable use and management of a strategic and exhaustible resource. There is increasing concern about climate change both at international, but also local level in terms of public opinion. This is likely to create opportunities for issues to be discussed at both national and local levels. These include plans and consultation processes under the NDP III

Traditional strengths in sector planning and monitoring and coordination processes and the engagement of stakeholders presents opportunities of using new systems as they are developed to more effectively allocate resources and track impacts against key indicators.

Creation of the Water and Environment Sector Working Group and the National Sanitation Working Group clearly established the linkage between water, sanitation and the wider environmental issues—this offers clear opportunities for influencing policy, practice and technical decision making. The **Water Resources Institute** (WRI) exists to deliver on applied research, training, outreach and dialogue.

The **Regional RWSRCs** were revised and exist to provide effective, efficient and strategic and specialized support to sector players for improved water and sanitation service delivery.

Although ensuring that overall humanitarian response is integrated into overall sector planning and operations, is a challenge, the presence of the **Water and Environment Refugee Response Plan** is an opportunity to ensure joint planning.

Threats: the **sustainability of services** remains a challenge and is exacerbated in situations where NGOs/CSOs circumvent the district water office and engage directly with differing approaches in communities. **O&M capacity** is not just funds, but also requires systems, and skills development (training). There is a growing number of **skills required**, for which there are severe shortages within the sector in terms of both quantity and quality (plumbers, solar PV technicians, sewerage technicians, electromechanical technicians etc.) Unless this is systematically and effectively addressed investments will be at Risk

For effective utility regulation WURD and the regulated entities/service providers need to be at arms distance to ensure there are no **conflicts of interest**. At the moment, there is a thin line between the regulatory and operational functions, this needs to be carefully managed and monitored. Current **pro-poor water interventions are not regulated**, leaving middlemen to exploit the poor by levying high costs on buyers of water at the public water points. Unregulated services, especially in humanitarian settings, often bring risks with water quality, source protection and sustainability.

In a resource constrained environment, **after COVID 19 impacts**, the WASH sector is likely to suffer budget allocation cuts in terms of both proportion and actual terms.

If **data collection and integrity issues** are not adequately addressed, data quality and evidence for decision making will eventually be degraded. There is also some potential risk that consensus and goodwill built around the JTR, and Sector Review processes could be lost.

Population growth and demands from the development of industries, including the oil and gas sector, pose significant potential threats in the medium to long term to sustainable and safe water supply and sanitation. Some estimates indicate that impacts of climate change will cost up to 332 billion USD for the period 2010-2050

0.4.3 District level SWOT Analysis

Strengths: Planning at district level for WASH is highly inclusive, and investments and plans include inputs from the community level, and in some cases community contributions.

Weaknesses: **Demand for technical input from the District Water Office (DWO) is very high** from NGOs and district local government and Ministry. In districts with humanitarian operations this is often quite overwhelming, and Ministry regional structures are quite remotely located.

Further, the **District Water Offices report to Works Department**, which does not feature in water and environment sector issues, and in practical terms provides very minimal support to DWO. At the U4 level, the DWO cannot be effective in fulfilling all the tasks that the sector requires. Despite established structures at district level to promote sanitation and hygiene, (district health office, community development, district education officer etc.), **low resourcing and limited focus on sanitation** is still problematic in districts where Uganda Sanitation Fund has not been active.

CSO coordination at the district level should be improved to ensure that the DWO is not overburdened etc. and that issues at local level are effectively raised at the regional and national levels.

Increases in infrastructure need to be matched by growing **O&M capacity at all levels** which is not the case. At the district level, this is particularly a concern given the **limited size and scope of the conditional grant and absorption capacity** (especially in recently formed districts).

Although planning at national level is aligned to the NDP III, at district level, there is still a disjointed relationship between the **District Water Office, and Natural Resources Department** which belong to the same **NDP III programmes**. and in line with commitments made at the national level for better alignment integrated approaches are stressed

The **real value of Conditional Grants** to districts is offset by population growth which results in per capita expenditure falling in real terms over time. Although in theory district local governments have significant powers to manage planning processes and programmes at local level, in practice resource provision remains dominated by the conditional grants with little fiscal space at the local level.

Opportunities: District political engagement and the national political engagement can be used to raise the profile on issues such as climate change impacts on water supply. At Local Government level District Water Supply and Sanitation Coordination Committee (DWSSCC) provide important platform for lesson learning and exchange at local levels. IWRM rollout also offers opportunity for creating greater synergies with wider Natural Resource Management and lesson learning.

Threats: Approaches under the NDP III require the district planner to engage with the district engineer at this level, for WASH issues, and the district natural resources officer, for programme implementation. There is a concern that if the DWO profile is not improved at district level, planning for NDP III may not be as effective as required. The DWO lacks both the capacity and status within district to ensure that sector priorities receive adequate attention.

Current DWO establishment is inadequate. Auxiliary technical functions from community development or environment office are not well integrated or always available to support community level engagement. The CDO and Natural Resources Officers are hierarchically higher than the DWO.

CSO coordination at the district level, particularly on issues of information sharing both with District Local Government and between CSO's themselves if not improved will undermine O&M as well as community participation

District level stakeholders are allowed to attend national level events, but this is significantly hampered by limited allocations under the conditional grant. Development partners and NGOs with specific interests regularly finance the attendance of national events by district stakeholders, although this is neither consistent nor sustainable in the long term.

1 INTRODUCTION

1.1 Background

This document is the draft report for the project “**Conduct a National Level WASH Systems Assessment in Uganda.**” The terms of reference seek to assess the National and District WASH systems in Uganda applying a SWOT analysis on WASH system building blocks (Figure 1). The purpose is to identify requirements for better programme alignment with NDP III and approaches to WASH systems strengthening. This work has been commissioned by organizations under the umbrella WASH Agenda for Change (WA4C), including Water for People, IRC Netherlands, WaterAid and UWASNET, in partnership with the Ugandan Ministry of Water and Environment. Water for People has contracted Interface Consulting to complete the assignment.



Figure 1 WASH Systems Building Blocks

1.2 Specific Objectives

Specific objectives of the Consultancy are to:

1. Define and describe the National and District WASH Systems in Uganda
2. Assess the WASH systems in Uganda based on the strengths, weaknesses opportunities and threats (SWOT) on system building blocks
3. Support the development of a collaborative approach to system strengthening in Uganda and a common understanding of the National WASH Systems
4. To develop a collective action plan with recommendations, strategies, targets and clear roles and responsibilities for all actors to strengthen specific areas in the WASH system for the next 5 years in line with the NDP III

5. To build consensus among the Agenda for Change partners on how to promote the systems approach and practice including its contribution to improving WASH services delivery.

1.3 Project background and context

With a population growth rate of 3.03 per cent per annum (UBOS, 2014, Population Census) the need to ensure equitable and sustainable access to clean safe water supply by all Ugandans is recognized as an important prerequisite to ensuring health and improved livelihoods of the population but remains a significant challenge.

Data from Ministry of Water and Environment Sector Performance Reports (SPR) show that access levels for water supply and sanitation in the last 5 and 3 years have remained largely unchanged as a result of challenging functionality, rapid population growth and urbanisation.

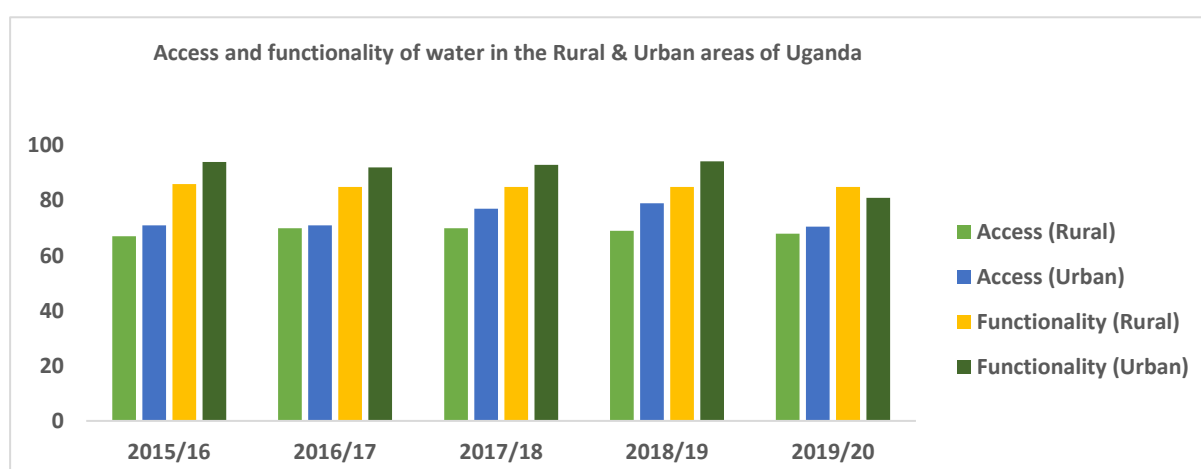


Figure 2 Water supply access and functionality in Uganda 2015-2020

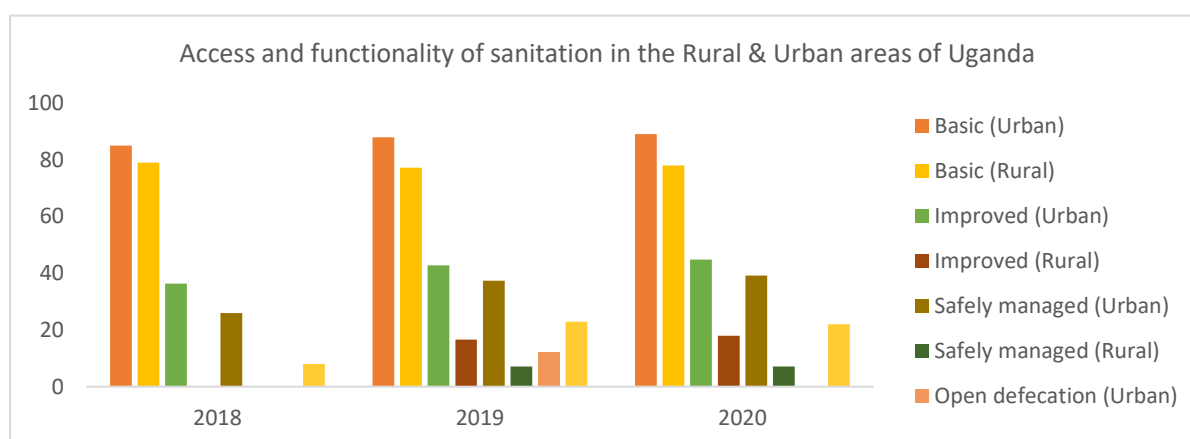


Figure 3 Rural and Urban sanitation access and functionality 2018-2020

Average annual expenditure on water and the environment is approximately USD 308 million per annum in the last 5-financial years, which amounts to approximately 3.2% of total Government expenditure. Investments in new infrastructure for the period 2018-2023 amount to approximately USD

1,644,712,252 million (MWE, 2018)¹. In addition to provision of **water supply** and **sanitation**, these investments will also help underpin wider **national economic stability** and promote **growth** and service delivery across various sectors including **agriculture, industry, energy**, and **environmental protection**. Sector investments are also an important component of a more integrated approach to **water resources management** in line with Government policy.

Investments are needed to maintain access to safe water and sanitation in the face of several significant factors that will have major impacts on water resources and sanitation over the next few years. These include **economic shocks**, a **high population growth rate** (3.03% per annum); **refugee influx** (currently 1.5 million) mainly from South Sudan into the West Nile and northern districts of Yumbe, Arua, Moyo, Adjumani, and Lamwo. **Climate change** is particularly predicted to manifest through increased average temperatures and more unpredictable weather with periods of both drought and heavy rainfall resulting in severe flooding. Additionally, **urbanisation and infrastructure developments** stand as a critical factor i.e. with a rapidly increasing rate of urban growth both within and across regions (5.7%) in 2020² and significant increases in major infrastructure projects, including the development of the oil and gas sector in the West as well as major hydropower projects. These factors will all impact water resources in various ways (see table below).

Table 1-1 Key factors impacting Uganda's Water Resources and Environment

Factor	Impacts
Economic shocks	It is anticipated that Uganda's robust economic growth over the past two decades will be depressed to as low as 2.9 percent in 2020 (half the 6.8 percent rate of FY 2019), because of the impact of COVID 19, nationally and internationally, locust invasion and markedly reduced output as a result of floods from heavy rains etc. Apart from this Uganda's economy could also be vulnerable to instability from regional conflict in South Sudan and DRC, which are both major markets ³ . Constrained economic conditions, have directly impacted resources available to the WASH sector generally, with a greater focus now on an effective response to COVID 19
Population Growth	With a population growth rate of 3.03% Uganda's population is projected to rise from 42 million to 84.5 million by 2050 (UBOS, 2021). It has been suggested that water use in Uganda is likely to triple by 2035 (World Bank (WB), 2018). Although this would still not outstrip potential supply, it would be likely to lead to significant water stress in some parts of the country it is also likely to bring with it risks associated with environmental degradation, which will in turn have impacts on watersheds.
Refugee Influx	Current refugee numbers in West Nile are already placing a considerable strain on ground and surface water resources in certain areas (Lobule, Bidibidi, Palorinya etc.) (MWE, 2019) ⁴ . Environmental degradation associated with loss of tree and vegetative cover is also increasing catchment degradation leading to soil erosion and flooding. Numbers and

¹ Joint Water and Environment Sector Support Programme Phase II: Programme Document (MWE, 2018)

² [The World Bank](#)

³ [The World Bank](#)

⁴ Water and Environment Sector Response Plan for Refugees and Host Communities in Uganda (MWE, 2019)

Factor	Impacts
	<p>population density is making sanitation a challenge with contamination of water resources a significant risk in some areas.</p> <p>There are already conflicts arising from sharing water resources/points between refugee and host communities.⁵ While the country explores the humanitarian-development nexus across many essential sectors such as water and sanitation, it is still a puzzle to understand who will subsidise resources especially as a pro-poor tariff or tariff systems in general are debated for the refugees and their host communities.</p>
Climate Change	<p>Increased temperatures will enhance the effects of evaporation leading to the loss of water resources, the effects of this are likely to be more serious in relatively shallow lakes or rivers – including Lake Victoria.⁶ Unpredictable weather and more intensive storms also brings with it risks of severe flooding which can increase soil erosion, contaminate water sources and damage water and sanitation infrastructure. In addition to vulnerability, Uganda is not adapting to climate change as needed and has very low readiness to improve resilience⁷</p>
Rapid Urbanization	<p>Urban growth and infrastructure developments will increase demand for water and sanitation services, which it will be difficult to meet (although in some respects concentration of population can make investments more efficient).</p> <p>High growth rates in the number of small-town supplies and schemes has not been matched by the capacity of decentralised structures to operate and oversee facilities (operators and local authorities) a situation which is likely to become more acute.</p> <p>If urban growth and infrastructure development is not planned and coordinated delivery of water and sanitation services is very difficult and also there are significant risks of pollution, high wastage of water and sanitation challenges.</p>

1.3.1 Key challenges in the water and environment sector

A review of sector performance reports over the last decade, reveals challenges faced by the sector, the most frequently occurring, as well as those recently occurring include: lack of transport, no regulation, follow up or monitoring, under staffing of environmental health staff, natural calamities and climate change, water pollution and water quality issues, vandalism of water structures, land acquisition, low prioritization of water despite the ever increasing demand for its services ,institutional WASH in the context of Covid 19, no knowledge of new indicators and the refugee challenge. In the table below key challenges mentioned in sector performance reports between 2012-2020 are shown and mapped against the WASH Systems Building Blocks. The challenges most frequently highlighted in Sector Performance Reports are also shaded.

⁵ https://www.voanews.com/a/africa_unhcr-urges-investigations-after-10-refugees-killed-uganda-water-conflict/6195902.html

⁶ MWE (2015), Economic Assessment of the Impacts of Climate Change in Uganda, Final Study Report (MWE, Climate Change Department)

⁷ [Global Water Partnership /Ministry of Water and Environment \(2020\)](#)

Table 1-2 Challenges mentioned in Sector Performance Reports 2012-2020

Challenge	Years it occurs	Mapping by relevance to Building Blocks
Some districts did not follow the provided guidelines	2012, 2015	BB3: Regulation & Accountability BB4: Inclusive planning
Additional funds from other sources/ inequity in allocation of funds	2012, 2015	BB5: Finance
Delayed release funds	2013	BB3: Regulation & Accountability BB5: Finance
Lack of transport	2013,2014,2015,2016, 2017, 2018	BB2: Service delivery Infrastructure
Inadequate funding	2013-2020 Inclusive	BB5: Finance
Staff lacks motivation	2013	BB1: Institutional arrangements
Lack of appropriate technology for flood-prone areas & areas with collapsing soils	2013	BB2: Service delivery Infrastructure BB8: Learning & Adaptation
Limited capacity, in a number of districts, to implement the CLTS approach	2013	BB1: Institutional arrangements BB2: Service delivery Infrastructure
Lack of in-service training	2014	BB1: Institutional arrangements BB8: Learning & Adaptation
Lack of responsive products	2014	BB2: Service delivery Infrastructure
Cost-effective Implementation	2014	BB2: Service delivery Infrastructure BB4: Inclusive planning BB5: Finance
No follow up, regulation or monitoring	2014,2015,2016, 2019, 2020	BB3: Regulation & Accountability BB6: Monitoring
Poorly developed sanitation market	2014, 2015	BB9: Demand, Behaviour & Political will
Insufficient political support	2015	BB9: Demand, Behaviour & Political will
Quality of sanitation data	2016	BB4: Inclusive planning BB6: Monitoring
Under staffing of Environmental Health staff	2017,2018, 2019, 2020	BB1: Institutional arrangements BB9: Demand, Behaviour & Political will
Natural Calamities and Climate changes	2013,2017,2018, 2019	BB4: Inclusive planning BB7: Water Resources & Environment
Influx of refugees	2018	BB2: Service delivery Infrastructure BB4: Inclusive planning BB5: Finance BB7: Water Resources & Environment
No knowledge of new indicators	2017, 2019	BB6: Monitoring
The sector performance measurement framework is still alien to many stakeholders which makes it difficult to report on sanitation.	2020	BB4: Inclusive planning BB6: Monitoring BB8: Learning & Adaptation
Institutional WASH is still a challenge that requires a multi-sectorial effort to address especially as the world continues to battle the COVID – 19 pandemic	2019, 2020	BB1: Institutional arrangements BB2: Service delivery Infrastructure BB4: Inclusive planning BB8: Learning & Adaptation
Most non-functional sources are decommissioned yet upon evaluation they are fit for rehabilitation	2016	BB2: Service delivery Infrastructure BB4: Inclusive planning BB5: Finance
Lack of enough funds for managing small town water supply	2016	BB1: Institutional arrangements BB2: Service delivery Infrastructure BB5: Finance
Water pollution and water quality issues	2016,2018, 2020	BB3: Regulation & Accountability BB6: Monitoring BB9: Demand, Behaviour & Political will
Regulation of water supply and sanitation	2016, 2019	BB3: Regulation & Accountability
Changes in Development Partner Support	2017	BB4: Inclusive planning BB5: Finance

Challenge	Years it occurs	Mapping by relevance to Building Blocks
Transformation of Umbrella Organizations to Water Utilities	2017	BB1: Institutional arrangements BB2: Service delivery Infrastructure BB3: Regulation & Accountability BB4: Inclusive planning
Community Mobilization	2017	BB9: Demand, Behaviour & Political will
Ambiguity in delineating rural vs urban population for purposes of planning	2018	BB4: Inclusive planning BB5: Finance
Capacity gaps within the district local governments (DLGs) leading to underutilization of District WASH Grant	2018	BB1: Institutional arrangements BB4: Inclusive planning BB5: Finance
Inadequate allocation for the non-wage recurrent budget of the water grant	2018	BB4: Inclusive planning BB5: Finance
Increasing number of districts and resources gap growing from downscaling of JPF funding	2019, 2020	BB4: Inclusive planning BB5: Finance BB9: Demand, Behaviour & Political will
Low prioritization of water despite the ever-increasing demand for its services	2019, 2020	BB7: Water Resources & Environment BB9: Demand, Behaviour & Political will
Vandalism of water structures	2018, 2019, 2020	BB7: Water Resources & Environment BB9: Demand, Behaviour & Political will
The overwhelming political demand for water supply improvement in rural areas vis-à-vis the resource envelope	2019	BB5: Finance BB9: Demand, Behaviour & Political will
Land acquisition	2016, 2017, 2018, 2019, 2020	BB4: Inclusive planning BB7: Water Resources & Environment
Uncoordinated Sector planning and actual implementation of projects which affected the outputs and absorption of funds- poor alignment	2020	BB1: Institutional arrangements BB4: Inclusive planning BB3: Regulation & Accountability BB6: Monitoring
Private Sector		
The linkage between the customers and the service providers is still weak.	2013	BB2: Service delivery Infrastructure BB9: Demand, Behaviour & Political will
There is no streamlined institutional arrangement at Local Government level that enables involvement of the private sector in faecal sludge management	2013	BB1: Institutional arrangements BB4: Inclusive planning
The poor culture of paying for especially sanitation services complicates the sustainable management of the facilities.	2013	BB9: Demand, Behaviour & Political will BB8: Learning & Adaptation
NWSC does not have the mandate to operate and maintain on-site public sanitation facilities specifically public toilets and faecal sludge disposal facilities that some private operators are managing alongside water supply provision, yet the Ministry is currently transferring towns from private operator's to NWSC	2013	BB1: Institutional arrangements
Inadequate local capacity of private sector players	2019	BB1: Institutional arrangements BB2: Service delivery Infrastructure
Limited opportunities for stakeholder engagement in light COVID-19	2020	BB6: Monitoring BB8: Learning & Adaptation

It is worth noting that challenges and issues faced cover a wide spectrum and encompass all of the WASH Building Blocks. This highlights the importance of sector wide and holistic approaches in terms of WASH systems development and strengthening as well as problem analysis.

1.4 Rationale for WASH Systems thinking

The recurring and interrelated challenges reported in the sector are part of the factors that have led to increased use of system approaches by actors in the diagnosis and identification of potential solutions, to issues in the WASH sector.

The focus of this assignment is the completion of a SWOT analysis of the status of the Ugandan WASH Systems their Building Blocks in terms of the requirements to achieve Agenda 2030 in Uganda. Assessment has been completed for both national and decentralized levels.

1.5 Overall approach and methodology

The scope of the assessment was defined by the specific objectives as shown in the Table below. Different components of the approach are described in the sub sections below.

Table 1-3 Overall approach in respect of assignment specific objectives

Assignment specific objective	Overview of approach
1. <i>Define and describe the National and District WASH Systems in Uganda</i>	The current status of the national WASH System has been described for each building block, from literature, reviews, key informant interviews at national and regional level and FGDs at district level
2. <i>Assess the WASH systems in Uganda based on the strengths, weaknesses opportunities and threats (SWOT) on system building blocks</i>	SWOT analysis of the current status of each building block have been completed from a review and analysis of consultation of key stakeholders
3. <i>Support the development of a collaborative approach to system strengthening in Uganda and a common understanding of the National WASH Systems</i>	Analysis from 1 and 2 above has been used to identify possible courses of action (Options) for the WASH for Change Alliance. It is important to note that whilst building blocks present a useful way to compartmentalize and analyse WASH systems, the interactions in practice are more complex, and improvements in overall performance more protracted. It is therefore important that any recommendations for system strengthening are properly contextualized and practical.
4. <i>To develop a collective action plan with recommendations, strategies, targets and clear roles and responsibilities for all actors to strengthen specific areas in the WASH system for the next 5 years in line with the NDP III</i>	Options will be presented to the WA4C consortium and discussed at length, in order to identify practical actions that could be undertaken within the available consortium resource (HR and financial) envelopes
5. <i>To build consensus among the Agenda for Change partners on how to promote the systems approach and practice including its contribution to improving WASH services delivery.</i>	

1.6 Literature review

In addition to the key documents identified in the ToR and those highlighted by WASH for Change Alliance Partners, the consultant's team has spent some time gathering and reviewing additional materials. A simple electronic repository has been established that will be handed over to the client at the end of the assignment. Grouping for analysis has included tagging according to the WASH

System Building Blocks highlighted in Figure 1. The Literature Review and analysis helped to identify key stakeholders for further consultation in Key Informant Interviews and Focus Group Discussions and to generate further background data and information for the Building Blocks SWOT analysis. A summary table of documents logged in the Literature review has been prepared and submitted separately. In this report documents contained within the repository are flagged and referenced with their respective Identification Number (ID) in green text when they are used in the report.

1.7 Report Contents

The remainder of the report sets out status and SWOT analysis for each building block.


1. Institutional arrangements and coordination
2. Service Delivery Infrastructure
3. Regulation and Accountability
4. Inclusive Planning
5. Finance
6. Monitoring
7. Water Resources and Environment
8. Learning and Adaptation
9. Demand Behaviour and Political Will

Annexes are:

1. Planned infrastructure investments for the sector 2018-2023
2. Overview of procurement processes for works goods and services
3. IWRM challenges recorded in SPRs in the past decade

2 BUILDING BLOCKS SWOT ANALYSIS

2.1 Institutional Arrangements and Coordination

 <p>1 Institutional Arrangements & Coordination</p> <p>Clarity in mandates and roles, coordination, institutional capacity, incentives, legal status of service providers, policies and legislation</p>	<ul style="list-style-type: none"> In this section key structures and mandates in the Uganda WASH sector are identified and explored. This includes a description of structures at national, regional and district level, which is particularly important given Uganda's decentralised delivery models. Approaches to humanitarian support are also highlighted and explored. Roles of Government, multilateral, CSO and private sector stakeholders are identified
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2.1.1 WASH Mandates and Inter-ministerial Collaboration

The Ugandan WASH sector is institutionally organized at national, regional and district and project level. The Ministry of Water and Environment is mandated to coordinate water and environmental resources development and management. As outlined in the Table below, MWE collaborates with various Ministries to effectively fulfill this role across government. The exception is in the humanitarian setting where the Office of the Prime Minister takes the lead, and MWE provides technical inputs related to the sector.

Table 2-1 Ministries collaborating with MWE

Ministry	Focus of collaboration
Ministry of Finance Planning and Economic Development	<ul style="list-style-type: none"> Sector budgets, programme and project financing Procurement
Ministry of Local Government	<ul style="list-style-type: none"> Refugee issues District Water Office Capacity Development
Ministry of Energy and Mineral Development	<ul style="list-style-type: none"> Water Resource Monitoring at HEP Dams Water Resources for Oil and Gas Development
Ministry of Trade, Industry and Cooperatives	<ul style="list-style-type: none"> Water supply for industrial use
Ministry of Agriculture, Animal Industry and Fisheries	<ul style="list-style-type: none"> Water resources management in lakes and rivers Irrigation development
Ministry of Education and Sports	<ul style="list-style-type: none"> Sanitation in schools Hygiene and sanitation curriculum and education
Ministry of Health	<ul style="list-style-type: none"> Sanitation and hygiene in households and public buildings
Ministry of Gender Labour and Social Development	<ul style="list-style-type: none"> Community mobilization (at project level) Gender Health and safety in buildings etc.
Office of the Prime Minister	<ul style="list-style-type: none"> Refugee issues NDP III implementation
Ministry of Lands, Housing and Urban Development	<ul style="list-style-type: none"> Physical Planning, Urban development and housing

In the context of the National Development Plan III, the Ministry of Lands, Housing and Urban Development is responsible for land management, physical and urban planning etc. and is now an

important stakeholder because its projects will be part of the Natural Resources, Environment, Climate Change, Land and Water Management portfolio⁸.

2.1.2 Sanitation and hygiene coordination

In order to improve coordination of hygiene and sanitation matters across a number of Ministries (see Table 3-1 above), a National Sanitation Working Group was established in 2003 with the Ministry of Health Environmental Health Division (EHD) as the secretariat. It was expected to receive resourcing from Health and Education sectors as well as the Water Supply and Sanitation Joint Partnership Fund. In the arrangement, the NSWG would report at sector and technical review processes for Water and Environment and that of Health. Its objectives were to: coordinate and liaise with sanitation stakeholders and operationalize the MoU between Ministries of Health, Education and Water and Environment.

The NSWG was expected to establish: clear budget mechanisms for sanitation at all levels to fulfil the institutional mandates as reflected in the MoU; test technology models and best practices in selected districts and urban councils to help scale up implementation; support improved resourcing for sanitation, implementation mechanisms and coordination at district and sub-district levels and to provide leadership to the reform process in the WASH sector.

At the establishment of the NSWG in 2003, the EHD was given the secretariat mandate and a Sanitation Technical Task Team (TTT) was formed to respond to specific issues (e.g. Best Practice Test Models etc.) A national Best Practice Workshop was organized by the NSWG, with support from MWE (Directorate of Water Development and the Technical Support Units). At this workshop the alignment of sanitation programmes and activities to national and global goals was discussed and detailed actions were developed for Test Models for Best Practice in Sanitation in a number of districts.

2.1.3 NSWG achievements

The NSWG has contributed positively to sanitation and hygiene performance in Uganda despite the markedly fewer resources deployed compared infrastructure in water supply, education and health services and despite the fact that overall performance in terms of access remains quite modest and that significant resourcing is still required to achieve the SDGs. Achievements include:

- **ISH strategy development:** The NSWG developed the joint MWE-MoES-MoH 10-year sanitation and hygiene promotion financing strategy in 2006 and provided technical support to the EHD in the development and implementation of the USF programme since 2011, enabling capacity development at the district level. In 2020, a new ISH strategy was developed with NSWG support, to align the USF better with the SHF.
- **National handwashing initiative:** The National Handwashing Initiative was established by the NSWG in 2006. A national handwashing steering committee (HWSC) was formed in 2007. Under the Chairmanship of the Director DWD, it promotes Handwashing With Soap (HWWS) at scale through structured behaviour change campaigns coordinated through the NSWG. Didactic materials were developed and disseminated for use in education institutions and communities and training support provided in their use by relevant staff and ambassadors at the district and community levels. Additional messaging has been developed for primary schools in collaboration with MoH and MoES.

⁸ Chapter 9 of NDP III (Doc ID 033)

- **Sanitation budget line:** Since 2009, a specific budget line for sanitation and hygiene has been established by the Ministry of Finance, Planning and Economic Development. Government of Uganda allocates 2Bn Uganda Shillings annually through this budget line. Although still modest, in terms of financial resources, the alignment with government systems has helped improve monitoring, and reporting and learning and this can increase focus on specific issues.
- **Menstrual hygiene management in schools:** In 2015 the MoES with other ministries and partner NGOs developed and signed a MHM Charter in which they committed to; policy development and advocacy, research, promotion of public/private partnerships, knowledge management and public information and education⁹. The MoES has been involved in policy strengthening and provision of operational guidance to schools and local government and the development of approaches to ensure the inclusion of MHM in monitoring and reports. The NSWG helped coordinate information exchange amongst members with school MHM components.
- **COVID 19 mobilisation and response:** Since the announcement of the COVID 19 pandemic in March 2020, handwashing became critically important. The WSSCC and IRC provided support to projects aimed at distributing handwashing equipment, soap and messaging in Wakiso district. The NSWG coordinated a robust response capitalising on the strengths of its members to ensure that support was provided urgently.
- **Town Sanitation Planning:** There is some evidence from a pilot project completed by the MWE and Water for People in Town Councils of Nansana, Kole and Pallisa that town sanitation planning processes are helpful in creating awareness and compelling town councils to ringfence resources for sanitation (separate from solid waste financing). In this pilot, town council authorities (town clerks, councillors etc.) , committed to making some resources available for sanitation and hygiene and to extend the sanitation planning process to other divisions within their jurisdiction.

2.1.4 Central Directorates and Departments

Sector work is compartmentalized into two subsectors—Water and sanitation and the Environment and Natural Resources, within the Ministry these are respectively managed under three directorates and 14 departments as shown in the Table below.

Table 2-2 Sector Organization

Subsector	Directorates	Departments
Water and Sanitation	Water management Resources	International and Transboundary Water Affairs
		Water Quality Management
		Water Resources Monitoring and Assessment
		Water Resources Planning and Regulation
	Water Development	Urban Water and Sewerage
		Rural Water Supply and Sanitation
		Water for Production

⁹ Menstrual Hygiene Management Charter, MoES, 2015

		Water Utility and Regulation
Environment and Natural Resources		Environment Support Services
		Wetland Management
		Forestry Support Services
Shared departments		
Permanent Secretary's Office		Water Sector Liaison
		Climate Change
		Policy and planning
		Under Secretary (administration)
		Internal Audit
		Procurement and Disposal

2.1.5 Sector semi-autonomous agencies

Specialist WASH programmes are also undertaken by semi-autonomous government agencies listed below:

- National Water and Sewerage Corporation (*NWSC*): is a public utility company 100% owned by the Government of Uganda responsible for water supply and sewerage services in large towns, urban areas, currently 258 service areas are under its management.
- National Environment Management Authority (*NEMA*): The National Environment Management Authority (*NEMA*) is responsible for coordinating, monitoring, regulating and supervising environmental management in the country. *NEMA* leads development of environment policy, laws, regulations, standards, guidelines etc.
- Uganda National Meteorology Management Authority (*UNMA*): (formerly Department of Meteorology) is responsible for weather and climate services (*UNMA* Act. 2012) and is a focal institution for the Inter-Governmental Panel on Climate Change (*IPCC*), an international body mandated to carry out scientific research on climate change
- National Forestry Authority (*NFA*): *NFA* is mandated to sustainably manage central forest reserves currently about 506, measuring 1,262,090 ha of the land cover and to supply high quality forestry-related products and services.

2.1.6 Regional de-concentration

In recent years there have been significant attempts to coordinate management of the sector, and this has included attempts to ensure that governance and coordination structures are broadly compatible with decentralized structures defined under the Local Government Act. This has resulted in the creation of structures at both regional and district level. These are described in the sub sections below.

Regional de-concentrated units provide support to groups of districts, and include Water Management Zones, Technical Support units--now called Rural Water Supply Regional Centres, Umbrella Authorities, Water for Production Units, Regional Environmental Office, Water Utilities Regulation.

Rural Water Supply and Sanitation Regional Centres: In an effort to support and strengthen decentralized provision of water services 8 Technical Support Units which had been in existence since 2002 with a ninth becoming operational in 2009 were re-organized into 5 No rural water and sanitation regional support centres located in Lira, Mbale, Moroto, Wakiso and Mbarara. In many respects these

units offer an interesting and useful model in terms of the creation of regional units to provide practical technical support to Local Governments and monitoring and feedback to the MWE in terms of the delivery of policy and plans. Core functions of the RWSRC are as follows.

- The provision of support to Districts on implementation of the district water and sanitation grants
- Capacity building of local structures
- Monitoring of compliance with policy, guidelines and standards (including source protection and procurement, contract management)
- Quality assurance

Water Sector Development Facilities (WSDF): WSDF were established to increase capacity at the decentralized level to plan and implement expansion in the provision of water and sanitation services to small towns and rural growth centres. Core functions of the WSDF are as follows;

- Zonal level planning and scheme identification
- Supervision of feasibility and design studies for piped schemes
- Procurement and management of construction contracts
- Capacity building of town councils in terms of the establishment of water and sanitation boards.

Umbrella Authorities of Water and Sanitation: There are 6 water supply and sewerage authorities with 3-year performance contracts signed in 2019 with MWE. Umbrella Authorities (UA) are operational in geographical clusters of water supply operations (Central, Southwestern, Midwestern, Eastern and Northern) in towns. They have been provided with support from Government in recognition of the fact that as individual units local capacities are often insufficient to ensure sustainability and effective O&M. There are currently over 498 gazetted schemes operated by members of UA compared to 258 NWSC and 15 by private operators contracted by local governments and 5 No. by Kalangala Infrastructure Services¹⁰. There are plans to significantly increase the number of schemes managed by UA but there are significant concerns about whether the resources exist to enable this and the impact this may have on the functionality of the existing organisations.

Water Management Zones: These were established to ensure the holistic management of water resources according to major catchments in the country grouped under four overarching WMZ namely, Upper Nile (Lira), Kyoga (Mbale), Albert (Fort Portal) and Victoria (Mbarara). Within each WMZ there are several major catchments. Their creation is part of efforts to rollout Integrated Water Resource Management (IWRM) in Uganda.

Regional Regulation Units: The Water Utility Regulation Department of the Ministry of Water and Environment established Regulation Units at the regional Ministry offices to support gazettelement, of towns and utility operational areas, conducting performance contract due diligence, monitor Utility Operators, stakeholder engagement and submission of tariffs to the Ministry and dissemination of tariffs from the Ministry at local government level etc.

Water for Production Regional: These have also been set up at the regions to support districts in the operation and maintenance of Water for Production facilities (earth dams, irrigation schemes, valley tanks etc.), .Specific support includes the operationalisation of Ministry policy at the grassroot and training of water user groups (e.g. farmer field schools).

¹⁰ Source: Utility Performance Monitoring and Information System (UPMIS)

2.1.7 District level institutional set up

The Local Government Act operationalizes decentralization and devolution of local government mandate and functions. In addition, it sets out the framework to guide local government public services, administrative operations and financial management.

1. In the context of NDP III implementation, local government **Technical Planning Committee** members and the **District Executive Committee** are required to prepare 5-year district development plans¹¹ under the coordination of the **District Planner**. The plans establish a baseline and annual data for programme monitoring. The Ministry of Local Government provides minimum standards.
2. **The District Water Office** is the focal point for the water and environment sector at the district level. It is responsible for coordination of planning, supervision of infrastructure development by both Government, NGOs and the private sector and is the focal point for operation and management for rural point water sources and piped water supplies in rural growth centres. RWSRCs provide technical support to the DWO. In the district local government structure, the DWO is located at U4 level (Senior Assistant Engineering Officer) reporting to a Senior Works Engineer, who in turns reports to the District Engineer (see Figure below).
3. **District Environmental Officer:** Coordinates and administers activities financed through the wetlands grant and on an annual basis prepares a state of environment report for the district. The National Environment Management Authority (NEMA) provides technical support to district environmental officers.
4. **District Environmental Health Officer:** Is responsible for monitoring water quality in rural areas – Provides oversight and coordination of hygiene and health promotion across the district – including in the towns. Is likely to have good knowledge on the most suitable partners (civil society and private sector) and WASH practices to collaborate with at district level. They however have limited resources at their disposal to deal with all the issues within his mandate especially in districts where Uganda Sanitation Fund is not active or ended. Given that piped water supplies now extend to surrounding rural growth centres, additional coordination roles have been added to this mandate. Line managed by the Ministry of Health and the district local government
5. **District Community Development Officer:** Mandated to engage with communities especially vulnerable groups on a range of development issues within their locality. Provides advice to the local government on the most appropriate methodology to achieve this in both urban (where role is quite extensive) and rural settings. In some urban council's mandate extends to production and marketing. Line managed by the Ministry of Gender, Labour and Social Development and the district local government
6. **District Water Supply and Sanitation Coordination Committee (DWSSCC):** This is a technical committee chaired by the Chief Administrative Officer (CAO) and with the District Water Officer (DWO) as secretary. It provides a platform for all stakeholders (NGOs, INGOs, private sector) at district level to converge and discuss pertinent water and sanitation issues within the district. It was set up to help improve coordination amongst diverse stakeholders at district level. This structure is recognized at the sector level, however functionality across districts remains variable.

¹¹ Local Government Act, cap 243 section 35 (Doc ID 035)

7. **District Councils:** these are the highest political authority at the local government level with both executive and legislative power. District councils are mandated to make local laws, prepare development plans aligned to their priorities, raise revenue, develop, approve and implement own budgets establish or abolish offices for the delivery of public services for the district or urban council as well as hire and manage personnel.

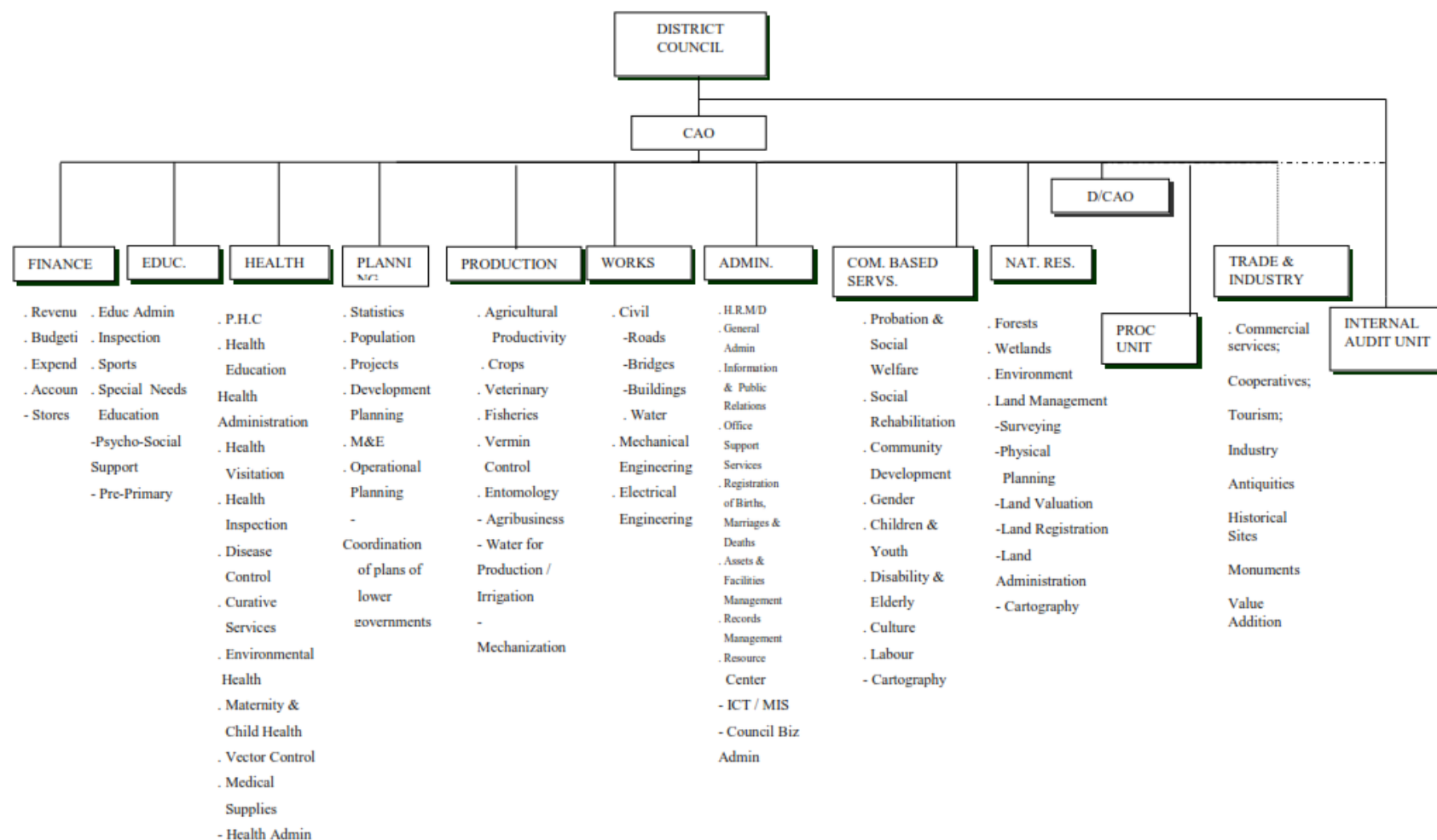


Figure 4 Approved Local Government Macro Structure (Source: [Ministry of Public Service](#))

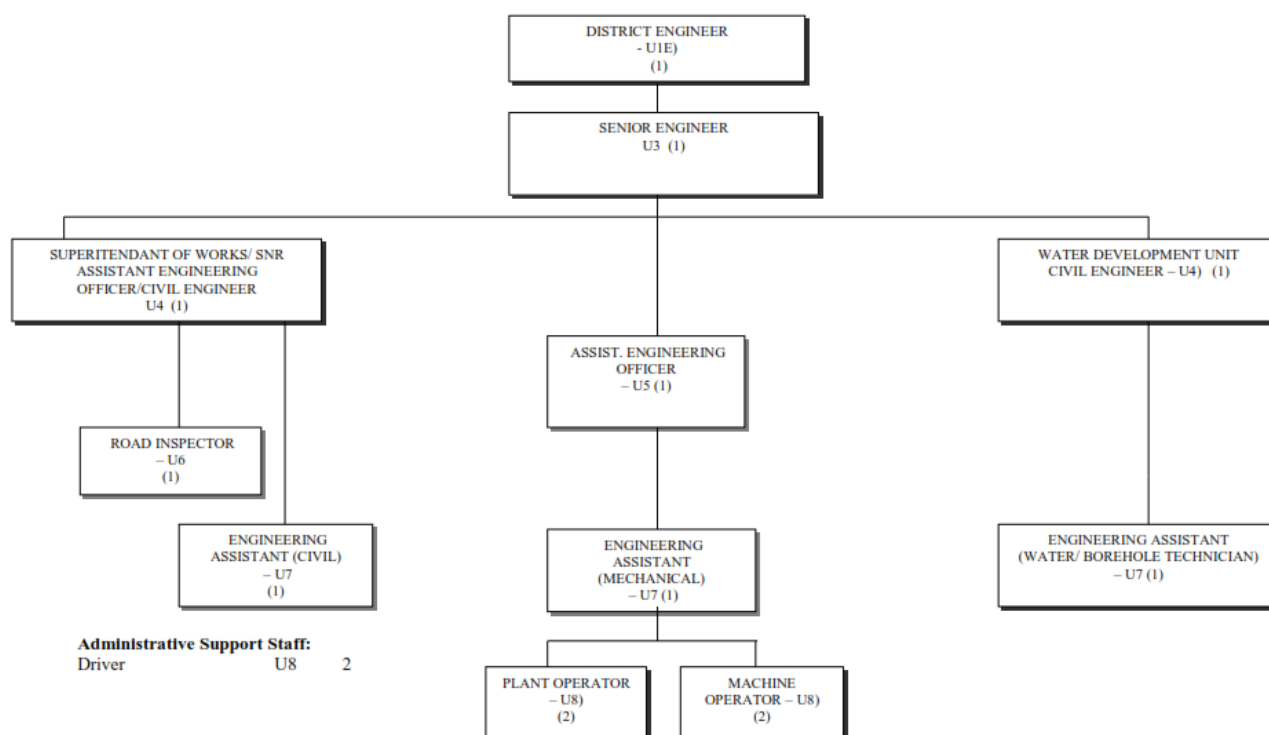


Figure 5 Works Department Structure in which the District Water Office is located

Urban Authorities: these constitute lower local governments under the councils within whose districts they are located (except for cities). The Chief Administrative Officer, appointed by the District Service Commission is the chief accounting officer for the district.

All assets of the town water supply system are owned by the municipal council. The council as asset owner in theory has the mandate to make decisions about capital investments to revamp the system and make it operational. In reality councils often find this difficult and are not able to raise the required funds or attract private sector financing to restore the systems.

As water authority the council can also perform the regulatory function at this level. It reviews the overall performance of a private operator, makes decisions regarding capital investments for water supply systems, enforces public health standards, environmental laws, receives consumer views and complaints etc.

Water and sewerage authorities: The main function of the Authority is the provision and management of water supply and sewerage services (where applicable) as required by the declaration establishing the authority or the performance contract with the Minister, and to effect any directive by the Minister relating to water and sewerage. Performance contracts define the period of the contract; the extent of the authority's interest and its mandate in relation to operations and exercising of its functions.

Water Supply and Sanitation Board: Within a specific period from the start of a water operator/ utility performance contract (usually two months), the Water Authority is expected, and empowered to form a water supply and sewerage board to perform the oversight function in respect to the work of the authority. With qualifications provided for in the Local Government Act, the WSSB composition is stipulated to include:

- The town clerk—the accounting officer for the town council to provide technical supervision

- The Chairman of the committee of council responsible for water supply and sewerage services—representing the council
- Three other members chosen to represent the different groups of water users (institutional, commercial, industrial, and household) in the service area
- At least one member of the WSSB should be female. Members are eligible to serve two terms of three years duration, but not beyond two consecutive terms.

Private Operator: In accordance with the management contract issued by the Water Authority and an agreed annual business plan, the private operator manages the operations of the water supply system in their entirety and is responsible for maintenance and repair of system components, system extension, billing and collection based on a tariff set by the Ministry and deposits all collection on an Escrow account (from which no withdrawals for operational expenditure is allowed). The private operator is expected to maintain technical and financial records pertaining to the system and submits periodic reports to the Ministry. The operator is paid a management fee based on performance measures signed up to in the management contract and is entitled to charging interest on any delayed payments or to opt out of the contract on failure by the Water Authority to pay the management fee.

Water Users Associations (WUA): Groups of water users usually active at sub-county and urban council level. Include water user committees, water boards, farmer field schools etc.

2.1.8 Civil Society Actors

Civil Society organisations working in WASH in Uganda range from major international NGOs working at the national level to small CBOs working at sub-county level. Civil Society organisations have played, and continue to play, an extremely important role in the sector and are involved in the whole spectrum of WASH interventions ranging from service delivery and systems development, community engagement, water for production and WASH advocacy efforts. Their importance as stakeholders in the sector is reflected in the levels of sector investments channelled through them. In FY2019/2020 this amounted to an estimated UGX 75.1 billion (USD 21.26 million) and, although annual funding levels vary, this reflects an upward trend over a five-year period. In terms of expenditure by thematic area the rough breakdown against total expenditure is water supply (61.4%), water for production (1.2%), sanitation (17.7%), IWRM (5.3%) and capacity building (12.8%)¹².

Although some of the increased funding over the last 5 years may be partially attributed to emergency expenditures related to the COVID-19 response and refugee influx this is not the whole reason and a proportion of investments coming into Uganda for WASH, from both multilateral and bilateral channels, for a variety of purposes are being channelled through civil society organizations and this is likely to continue. An important role of CSO funding has been the trial and roll out of innovative approaches and technologies related to both water supply and sanitation. Arguably NGOs are often less risk averse and therefore willing to try new approaches before potential scale up than other types of institution.

¹²Annual WASH CSO Performance Report 2019/2020 (Doc ID 044)

With levels of investment high and the role of CSOs important in both policy and operational terms at both national and local levels, effective coordination amongst civil society stakeholders and between CSOs, government and other stakeholders is important. This has long been recognised and led to the creation of the [Uganda Water and Sanitation NGO Network](#) in 2000 with a stated mandate to coordinate, information share and ensure collaboration between civil society and other stakeholders involved in WASH activities. At present UWASNET has over 260 members in all parts of Uganda and comprises local, national, and international NGOs¹³.

Although it is a membership organisation UWASNET has previously received core funding from the sector with grants from MWE to help support the running costs of the secretariat of about UGX 1 billion per year (USD 280,000). However, this has been phased out and there are concerns about whether UWASNET secretariat will be able to sustain adequate levels of funding to undertake its coordination activities moving forward. Without this or other mechanisms in place there is a danger that despite the considerable investments made through CSOs by donors that accountability and coordination will become more challenging and that core CSO capacity building activities and standards will not be maintained.

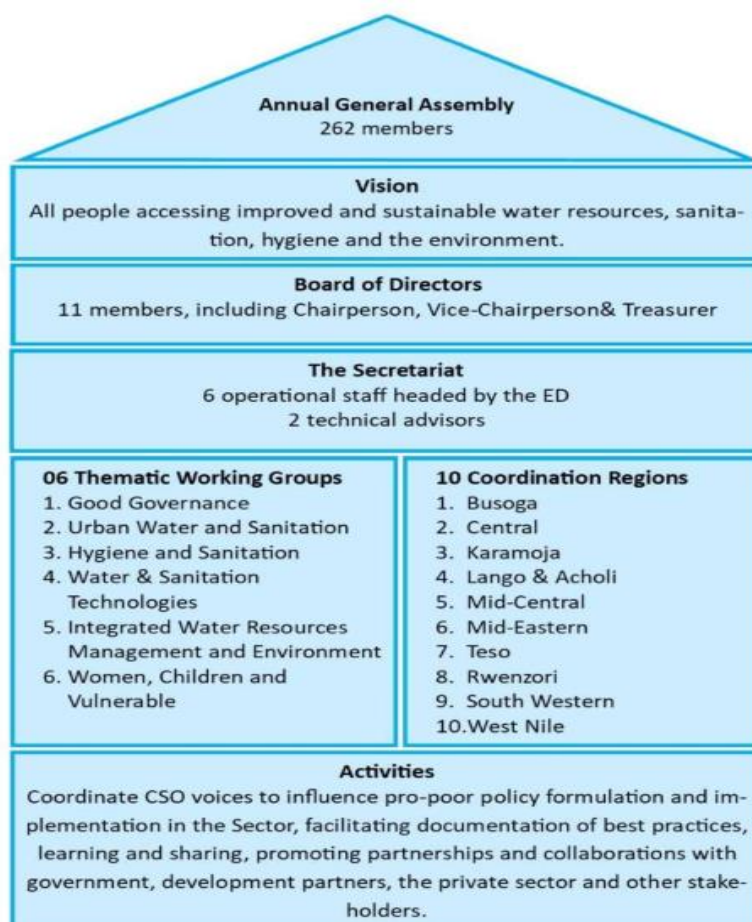


Figure 6 UWASNET Institutional Structure~ Secretariat establishment currently less than 50%

¹³ UWASNET Strategic Plan 2017-2022 (Doc ID 045)

2.1.9 Humanitarian response

Uganda currently hosts the largest numbers of refugees in Africa (approximately 1.5 million) which puts additional stress on the WSS infrastructure. The majority of the refugees (75%) are from South Sudan with several mass influxes since the start of internal conflict in late 2013. Most of the refugees are hosted in the West Nile Region districts of Yumbe, Arua, Moyo, and Adjumani, and Lamwo in Acholi sub region, which stretches available capacities to provide adequate water supply and sanitation services to the limit.

Approximately 20 million litres of potable water a day are supplied to refugees living in the settlements. This equates to per capita access of 16.5 litres per person per day which, although less than the recommended minimum of 20 litres per person per day¹⁴, represents a considerable improvement over the last 12-month period¹⁵. To decrease the carbon footprint, efforts are being made to solarize water systems or connect them to the national grid, leading towards generators used only for 25 per cent of all the water supplied. Over 44,000 new latrines were constructed in 2020, which resulted in an increase in latrine coverage to approximately 70% at the end of the first quarter of 2021.

Water and sanitation policies and plans for refugees have been managed to some extent separately, given the scale of services required and the emergency nature of the response. At the central level water and environmental services are coordinated by United Nations High Commissioner for Refugees (UNHCR), Office of the Prime Minister (OPM) and MWE.

Previously in the refugee settlements water user's involvement in the operation and maintenance of water provision was very limited but with a gradual evolution of service provision from emergency to medium- and long-term response approaches, this is changing. Piped solar systems have reduced the previously heavy reliance on diesel generators and there have been concerted efforts to engage refugees in service delivery. Overall cooperation between UNHCR and Government (both national and local) is guided by a Water and Environment Refugee Response Plan, which has the objective of integrating services for refugees and host communities into national systems¹⁶. Under this plan responsibility for water supply in several settlements has been taken over by NWSC and the Northern Umbrella for Water and Sanitation.

However, ensuring continuity of supply and effective O&M remain significant challenges in both the short and medium-long term. The northern Umbrella of Water and Sanitation is based in Lira District, a significant distance from most of the refugee hosting districts it serves. Moreover, the Umbrella is logistically constrained to offer meaningful support and District Local Government (DLG) engagement is similarly constrained by capacity issues and the sheer volume of need.

Sustainable and stable water supply and sanitation in refugee settlements and host communities requires effective O&M mechanisms to be put in place. As the situation stabilizes, there will be a need to continue to explore options for cost recovery/community management in line with existing national policies and approaches. Despite the considerable progress made, ongoing efforts will be required to ensure that services can be delivered in the long term in as costs effective and environmentally sustainable way as possible. While actual quantification of the impact of the refugee influx on the environment and water supply are generally beyond the scope of this investigation, it is believed that significant pressures on natural and water resources may arise with the continued influx, especially if

¹⁴ As defined by the [SPHERE Humanitarian Standards](#)

¹⁵ UNHCR Uganda Factsheet Jan-March 2021 ((Doc ID 040)

¹⁶ Water and Environment Sector Response Plan for Refugees and Host Communities in Uganda, MWE, 2019 (Doc ID 037)

no appropriate measures are in place to streamline catchment management and source protection in water resources development. There are already social tensions between the host and refugee communities especially resulting from scramble for access to water¹⁷. This social unrest, if not regulated could escalate to harmful tendencies such as vandalism.

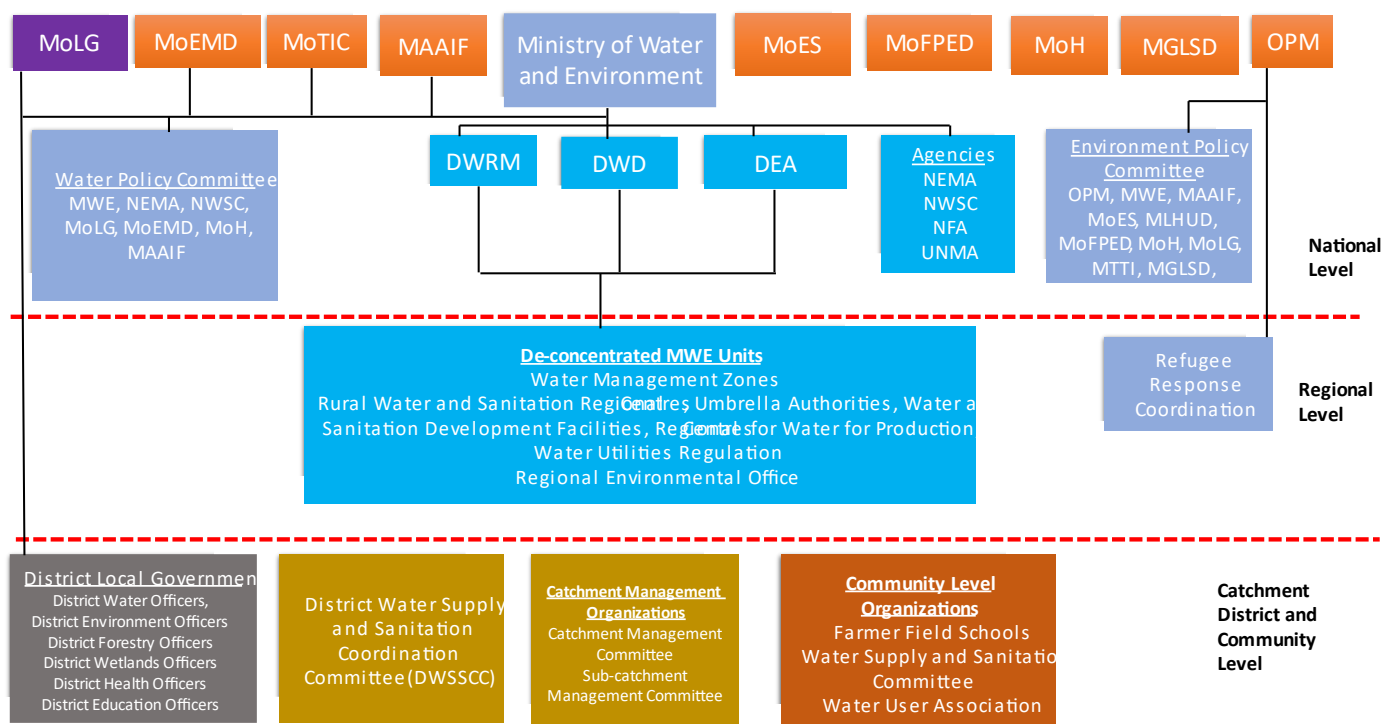


Figure 7 Water and Environment Sector Institutional Architecture


¹⁷ https://www.voanews.com/a/africa_unhcr-urges-investigations-after-10-refugees-killed-uganda-water-conflict/6195902.html

2.1.10 SWOT Analysis: Institutional arrangements and coordination

BB1: SUMMARY SWOT ANALYSIS – INSTITUTIONAL ARRANGEMENTS & COORDINATION	
Strengths	Weaknesses
<p>(a) Water supply and water resource management issues are elaborated to the decentralized levels in the structure and this has helped learning at Ministry departmental level</p> <p>(b) WSDFs have prepared engineering designs for water supply systems identified in a demand driven way, involving the district water office and community leaders. These are pending funding.</p> <p>(c) The role of the Rural Water and Sanitation Regional Centres was particularly mentioned by district level key informants and in the focus groups as being highly relevant and useful in coordination of both district and NGO planning and implementation</p>	<p>(d) Demand for technical input from the District Water Office is very high from both NGOs and the district local government and Ministry. In districts with humanitarian operations this is often quite overwhelming, and Ministry regional structures are quite remote.</p> <p>(e) District Water Offices report to Works Department, which does not feature in water and environment sector issues, and in practical terms provides very minimal support to DWO. At the U4 level, the DWO cannot be effective in fulfilling all the tasks that the sector requires.</p> <p>(f) Despite established structures at district level to promote sanitation and hygiene, (district health office, community development, district education officer etc.), low resourcing and limited focus on sanitation is still problematic in districts where Uganda Sanitation Fund has not been active</p> <p>(g) RWSRCs operations are not fully deconcentrated. Simple logistical requirements, are not always readily available. This creates inefficiency and demotivates staff</p>
Opportunities	Threats
<p>(h) District political engagement and the national political engagement can be used to raise the profile on issues such as climate change impacts on water supply.</p> <p>(i) The Regional Water and Sanitation TSUs were revised and exist to provide effective, efficient and strategic and specialized support to sector players for improved water and sanitation service delivery.</p>	<p>(j) DWO not always fully established, nor are auxiliary technical functions from community development or environment office well integrated or always available to support community level engagement. The CDO and Natural Resources Officers are hierarchically higher than the DWO.</p> <p>(k) Sustainability of services remains a challenge and is exacerbated in situations where NGOs/CSOs circumvent the district water office and engage directly with differing approaches in communities.</p>
Potential areas for WASH Agenda for CHANGE Alliance intervention	
Funding	<p>NGOs / CBOs are able to raise their own funds and could use them to finance the construction of WASH systems for which engineering designs are completed. In addition to aligning with implementation approaches and policy at the district level this could help reduce duplication and improve coordination and policy development as a result of improved working arrangements.</p> <p>Provision of long term technical and logistical support to deconcentrated Ministry units is also an area that NGOs/ CBOs could provide support to, in the context improving dissemination of new approaches under the NDP III, and coordination arrangements.</p>
Advocacy	<p>Issues for which evidence and advocacy can be gathered and carried out include: (a) Raising the profile of the District Water Office, from U4 to U1E and staffing capacity to</p>

BB1: SUMMARY SWOT ANALYSIS – INSTITUTIONAL ARRANGEMENTS & COORDINATION	
	improve effectiveness, (b) Support the Ministry to effectively transition to programme planning, implementation, monitoring and reporting as required by the NDP III, (c) Advocacy on specific issues in discussion with the MWE- Sector Liaison Department
Coordination	Improve CSO coordination at the district level to ensure that the DWO is not overburdened etc. and that issues at local level are effectively raised at the regional and national levels.

2.2 Service Delivery Infrastructure

 <p>2</p> <p>Service Delivery Infrastructure</p> <p>Service delivery models, technologies, infrastructure guidance, standards, quality, maintenance and parts, asset management</p>	<ul style="list-style-type: none"> In this section the status of WASH infrastructure is explored, and processes and delivery models are outlined, this includes procurement and ongoing management procedures and approaches to both project delivery and ongoing management for both major infrastructure and community-based water and sanitation development and management.
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2.2.1 Current Status

The table below summarizes existing infrastructure for rural and urban water supply, sanitation, and water for production.

Table 2-3 Summary of existing sector infrastructure(Source: SPR 2020)

Technology	Number of Facilities
Rural Water Supply	
Protected Springs	29,169
Shallow Wells	21,747
Deep Boreholes	41,889
Rainwater Harvesting (Tanks)	20,320
Public Yard Taps	20,468 ¹⁸
Public StandPosts	
Water for Production	
Dams	35
Valley Tanks	1,382
Small Scale Irrigation Systems	50
Medium Scale Irrigation Systems	4
Urban Water Supply	
Active Connections (Umbrella Authorities) ¹⁹	42,858
NWSC Towns (connections) ²⁰	585,903
Urban Sanitation	
Faecal sludge management (small towns)	5
Sewerage connections (large towns including Kampala) ²¹	21,352

¹⁸ Yard Taps and Stand Posts not disaggregated in 2020 SPR

¹⁹ Represents an increase of 5519 active connections across the authorities over the 1st year of operation of the authorities

²⁰ Source: NWSC Annual Performance Report. Includes 258 schemes in large and small towns (including Kampala).

²¹ Important to note that many residences use on site sanitation – with periodic access pool emptying which use cesspool emptiers and deposit in sewage treatment plants

2.2.2 Planned infrastructure investments

Infrastructure investments up to 2025 have been mapped and analysed (using data mainly drawn from JWESSP II, and NWSC Strategic Plans) and a detailed table of findings can be found at Annex 1. In summary, investments in the water and environment sector over the coming period are very considerable with a total estimated value of approximately USD 943 million. These figures include 758.48 million USD funding from AFD, WB, AfDB, KfW and GoU for IWRM and water supply and sanitation projects for large and medium towns, rural towns, refugee hosting districts; and 184.4 Million USD for Water for Production Projects (see table below).

Planned investments as presented are also going to involve some change in the types of technology used in both urban and rural schemes. Key points to consider are;

- a) **Use of solar power:** Many of the forward investments plan to make more use of solar power for pumping etc. It is therefore important to take into consideration the need for appropriate training to address staffing requirements in this field. This might require some training in maintenance of solar technology for scheme operators and also higher-level training for a relatively small number of dedicated technicians (e.g. PV Maintenance Mechanics) to carry out installation and more major maintenance and repairs.
- b) **Faecal Sludge Management (FSM):** In large and small towns increasing use of FSM technology and plants is envisaged which will, amongst other things, result in more use of mobile FSM cesspool emptiers and gulpers. This will require an increase in, and better standards and training associated trades

Table 2-4 Planned and on-going water supply, sanitation, Water for Production & IWRM projects (2018-2025)

Project	Budget (Millions USD)	Period
Isingiro Water Supply (AFD)	70	2019-2022
WSSP II (Rural) (AfDB)	27	2016-2020
WSSP II (Urban)	74.3	2016-2020
Integrated Water Management and Development Project (WB) ²²	275	2019-2025
WSDF – SW Sludge Treatment Plants Investments (JPF funds)	0.78	2018-2019
Strategic Towns Water Supply & Sanitation Project (AfDB)	68.3	2018-2023
Refugee Hosting Districts of Northern Region (KfW)	12.5	2018-2021
Sembabule Water Supply Improvement Project (NWSC)	2.43	2018-2021
Fort Portal Water Production Improvements (NWSC)	0.68	2018-2021
Kapchworu Water Supply Project (NWSC)	1.97	2018-2020
WMDP Project – Mbale Water Project (and other towns) (WB)	90	2018-2023
Package Sewage Treatment for Fort Portal and Kisoro (Ecotech Ltd.)	0.62	2018-2019
Bulk water transfer for the towns of Kyotera, Kalisizo, Mutukula, Rakai & Lyantonde (NWSC)	10.8	2018-
Kampala South Water and Sanitation Project (DANIDA)	116	2018-
Karamoja Small Towns and Rural Growth Centres (GoU)	8.1	2016-2021

²² USD 250M in loans and 25 million in Grants

Multipurpose Water use in Kiruhura (AFD)	68.2	2018-2023
Drought Resilience in Karamoja (KFW)	24.4	2019-2023
GoU contribution to Water for Production (GoU)	91.8	2018-2023
	942.88	

2.2.3 Project delivery models and procedures

In the Ugandan WASH sector there are 6 discernible models for infrastructure services delivery for both development / investment and operation and maintenance, depicted in the figures and briefly described below:

1. The Ministry through its regional units supports the district to develop plans for infrastructure services development or maintenance, and the district procures a private sector entity to deliver the services
2. The Ministry regional unit which may be a WSDF, UA etc. (except the RWSRC), procures a private sector service provider to carry out services, through its delegated procurement function.
3. The Ministry procures a private sector entity and manages the contract centrally
4. Semi- autonomous entities in the WASH sector procure private sector entity and manage the contract centrally
5. In the humanitarian setting, UNHCR contracts implementing partners and operating partners to carry and manage services delivery respectively.
6. The District Local Government / Municipal Council procures a private sector entity to deliver services and manages the contract directly at this level Communities hire/ pay for the services of a private sector entity to deliver development (self-supply) and management services. These may be handpump mechanics, faecal sludge disposers etc.

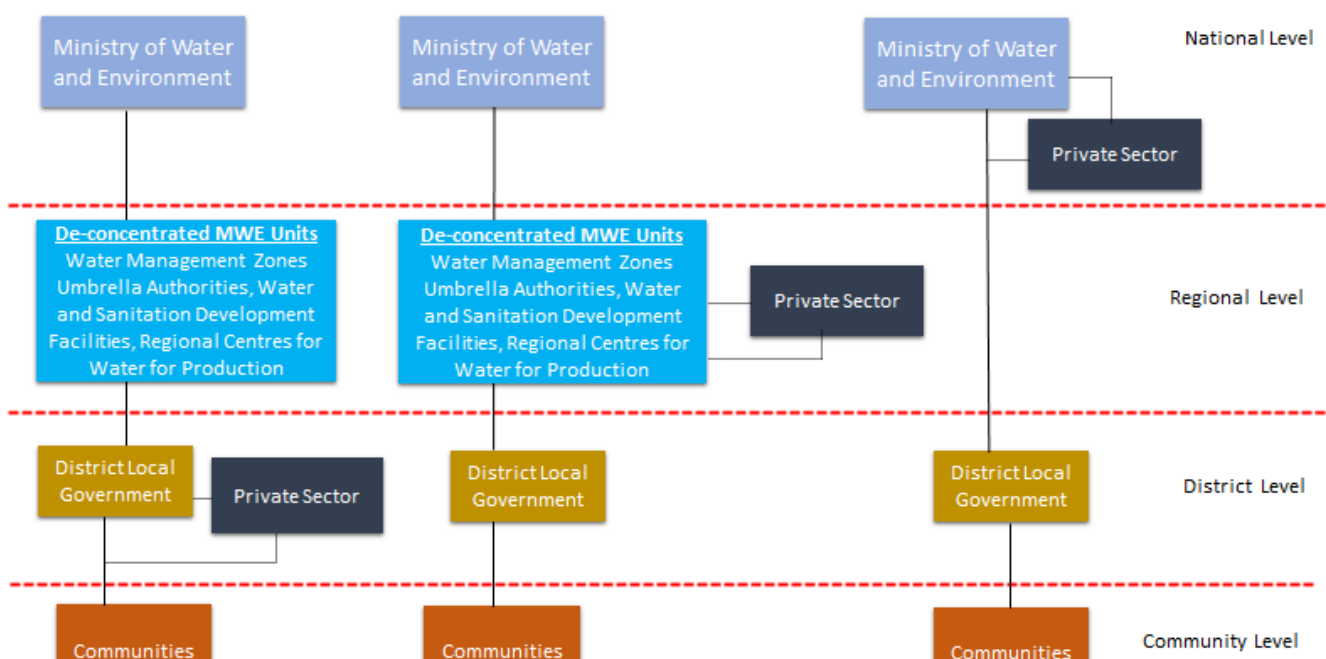


Figure 10 Typical Infrastructure Service Delivery Models by MWE

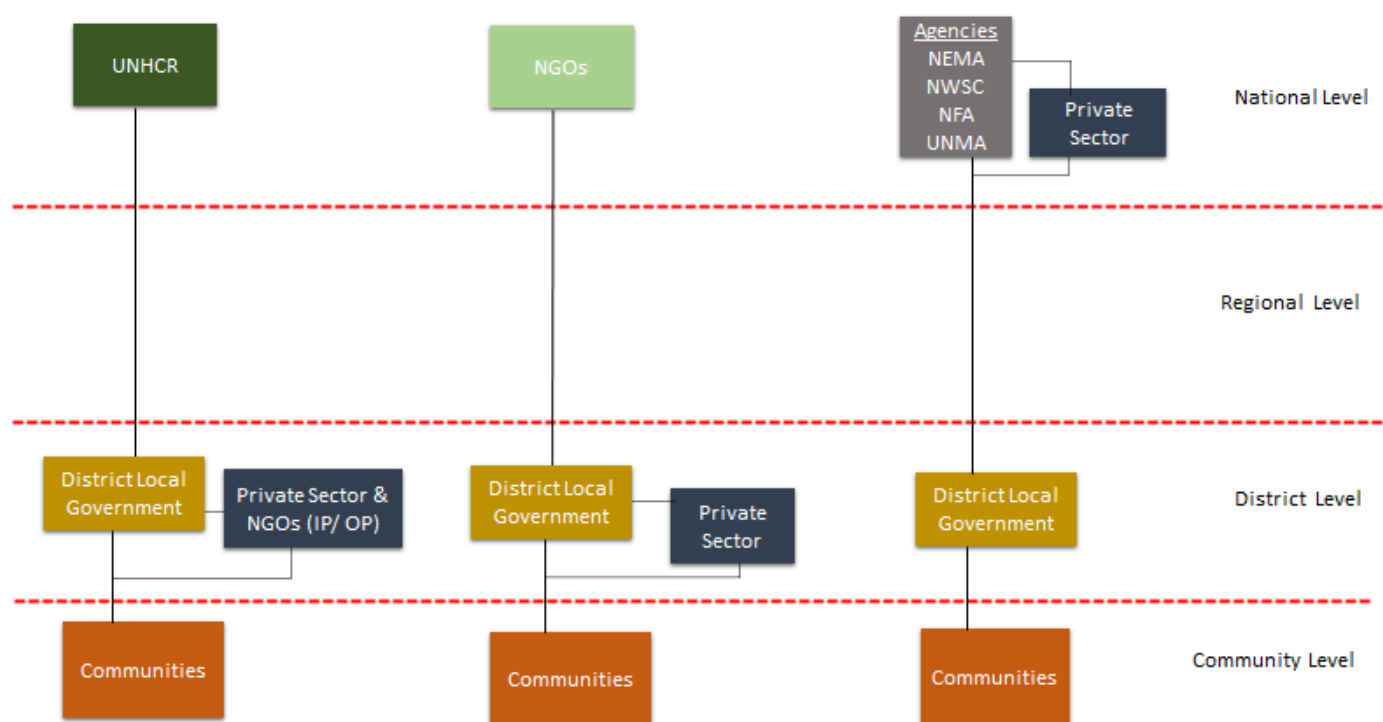


Figure 11 Typical Service Delivery Models by Semi-autonomous agencies, UNHCR and NGOs

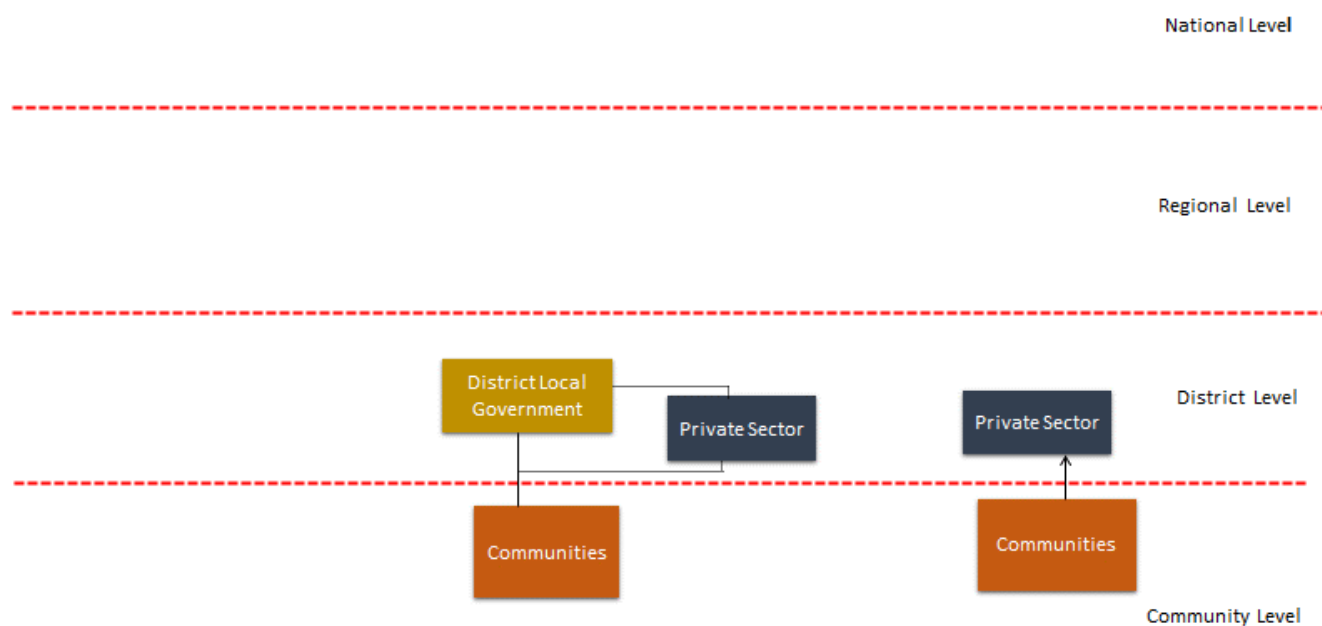


Figure 12 Typical Infrastructure Service Delivery Models at the district level

The limited size of the district conditional grant and the relatively larger budgets operated at regional and central levels, results in the district water offices being overly dependent on central resourcing and undermines O&M and community ownership because users expect Government support in operations and do not therefore consider contributions seriously.

2.2.4 Project procurement procedures

Donors including multilateral organizations and development banks, follow standardized procedures required by their business systems. Funds for projects executed by MWE are expended using set government procedure, for different thresholds laid out in various legislation—including the PPDA Act, Local Government Act, etc. An overview is provided in Annex 2. In the context of this assignment, entities subject to procurement regulation are Procurement and Disposing Entities (PDEs) include:

1. a Ministry or department of government.
2. a district council or a municipal council;
3. a body corporate established under an Act of Parliament other than the Companies Act;
4. a company registered under the Companies Act in which government or a PDE:
 - I. controls the composition of the board of directors of the company;
 - II. is entitled to cast, or controls the casting of more than 50% of the maximum number of votes that may be cast at a general meeting of the company; or
 - III. controls more than 50% of the issued share capital of the company, excluding any part of the issued share capital that does not carry a right to participate beyond a specified amount in the distribution of profits or capital.
5. any other procuring and disposing entity as may be prescribed by the Minister.

The types of contracts subject to procurement regulation include: (1) contracts for the procurement of consultancy services; (2) contracts for the procurement of medicines and medical supplies; and (3) contracts for the procurement of works, supplies and non-consultancy services.

PDEs may adopt different methods of procurement. These include open domestic bidding; restricted domestic bidding; open international bidding; restricted international bidding; micro procurement; direct procurement; and quotation method of procurement.

The above-listed methods of procurement specify the parties from whom bids, or expressions of interest are welcome. The public entity generally supervises the private sector, and NGOs/ CBOs who carry out and deliver works and supplies are carried according to agreed quality and standards set by the responsible Ministry (Water and Environment or Local Government.).

2.2.5 Infrastructure Management

Urban water supply and sanitation: Models for infrastructure management are identified as those where a formal contract-based structure is in place. The MWE Urban Water and Sewerage has established gazettment process which starts with direct support to prepare towns for takeover by an operator.

Table 2-3 Management Arrangements in Urban Water Supply current and future demand

Management arrangement	Town size	Number of towns
Direct support from MWE UWSS	Small ²³	277
Managed by Umbrella Authorities	RGC ²⁴ , Small, Medium	498
NWSC Managed Towns	Small, Medium, Large	258
Total		1033
Rural Growth Centres (RGCs) that are expected to be gazetted as urban centres in next 5 years		1100

However, Operation and Maintenance (O&M) in small towns remains a challenge, though attempts have been made through support Agencies and Development Partners especially NGOs (WSUP Advisory supporting Mid-Western Umbrella), USAID – USHA supporting Central, East and Northern Umbrellas, WaterAid Uganda supporting both East and Central Umbrellas, Water for People supporting Mid-Western Umbrella, GIZ supporting Northern Umbrella, but all these are mainly capacity building, governance and a few system rehabilitations and digitizing pipe networks.

Rural water supply and sanitation: Originally, the District Water Offices managed water and sanitation development and the operation and maintenance of existing water supplies in the District. Agencies such as have a long history of support to the sector and have UNICEF supported the development of the National operation and maintenance framework for rural water infrastructure in 2020, Management Information System (MIS) to strengthen reporting on WASH in School (ongoing) and supported the revision of the water sector indicators in line with SDG 6.1.

The Ministry has issued new guidelines to enhance community involvement Community Based Management System plus (CBMS+). This promotes a more professional approach to O&M at community level and is designed to reduce reliance on central and regional offices.

Box 1 The CBMS+

Community Based Management System Plus
In early 2020 new national guidelines for rural water O&M were announced. The essential feature of CBMS+ is that Area Service Providers (ASP) should be contracted by district local governments and that they should be responsible for both preventive maintenance and responsibility for functionality. It is envisaged that ASP will be able to, and will take responsibility for, the collection of user fees. Implementation of this approach will require several issues to be resolved at local levels including the capacity building of ASP's, scaling of business volumes to achieve financial sustainability, tariff setting and consideration of major parts replacement issues etc.

²³ 5000-25000 persons

²⁴ 500-5000 persons

Water for Production: Water for Production department is developing management systems which involve farmers, and the local government structure at sub-county and district levels as well as the Ministry of Agriculture, Animal Industry and Fisheries. In a number of cases, private operators are being piloted to directly manage irrigation schemes.

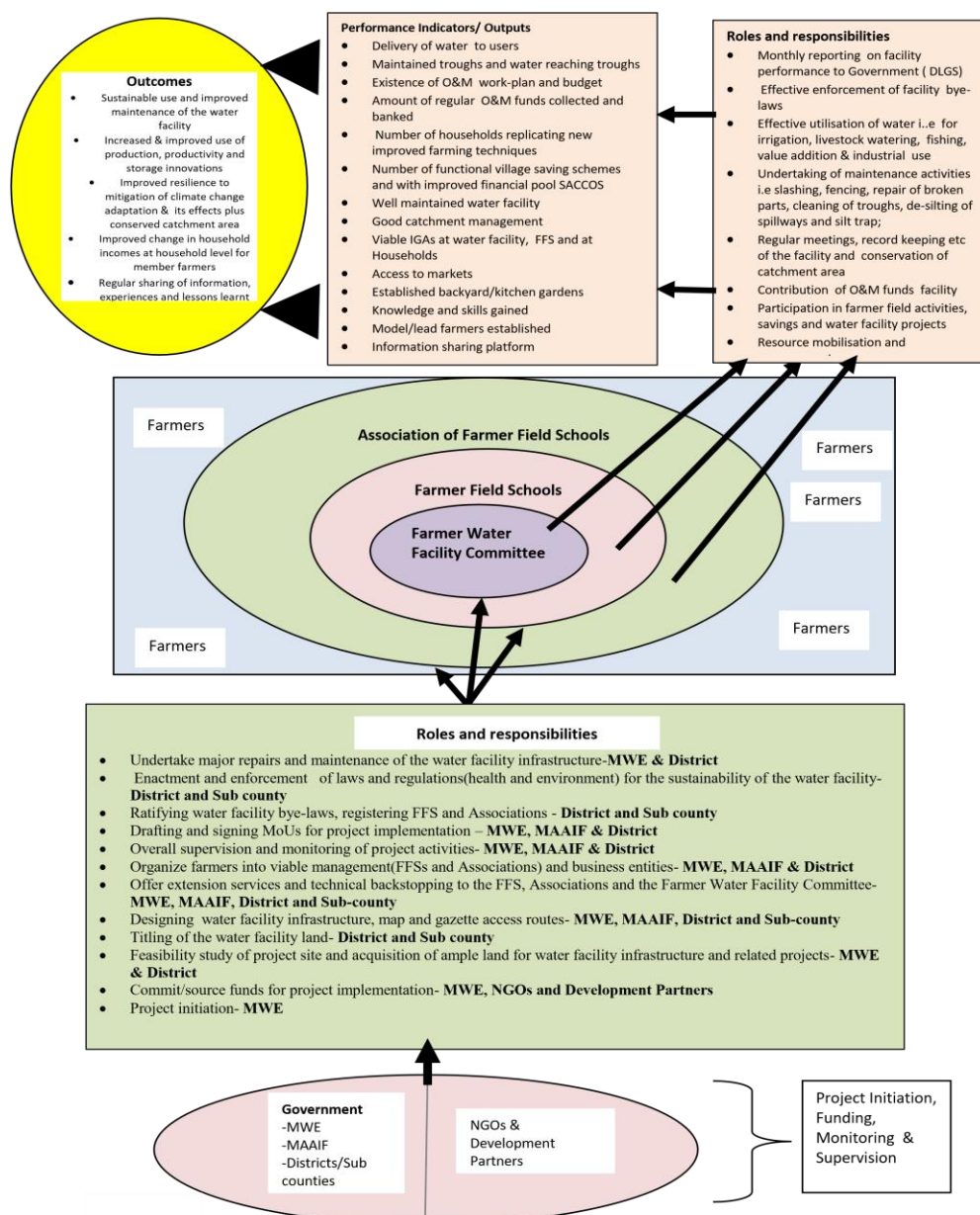


Figure 8 Water Facility Management Model (MWE, 2018)

2.2.6 Long term Private Sector involvement Inevitable

It is unlikely that the Ministry, NWSC or Umbrella Authorities will be able to take on the management of the towns water supply systems that are anticipated to come on stream in the medium term, essentially double the number of towns currently under their administration. The financial, human and physical resources required are not in place and it is more prudent to consider practical ways in which


the private sector can provide surge capacity for this in the long term. Currently, private sector (including NGOs) participation helps as a short-term gap filling measure after the construction of a system and before gazettement, and this is not sustainable.

2.2.7 SWOT Analysis Service Delivery Infrastructure

BB2: SUMMARY SWOT ANALYSIS – SERVICE DELIVERY INFRASTRUCTURE	
Strengths	Weaknesses
(a) Planned investments in water supply in the period up to 2025 are very substantial amounting to approximately USD 943 million in urban and rural water supply, water for production and sanitation.	<p>(b) Increases in infrastructure need to be matched by growing O&M capacity at all levels which is not the case. At the district level, this is particularly a concern given the limited size and scope of the conditional grant and absorption capacity (especially in recently formed districts).</p> <p>(c) In areas with large humanitarian operations there are also significant investments being made in infrastructure and plans for increased engagement and involvement by DWO in ongoing management. However, capacity to do this remains a challenge, the Northern (NUWS) and South Western (SWUS) Umbrellas of Water and Sanitation in particular requires significant support for this.</p>
Opportunities	Threats
<p>(d) The introduction of new technologies and approaches, for example increased use of solar power systems, and Faecal Sludge Management offers opportunities to create new employment opportunities and markets.</p> <p>(e) The introduction and roll out of Community based Monitoring System plus (CBMS+) provides an opportunity to improve O&M for rural water supplies and increase sustainability</p> <p>(f) The Uganda Intergovernmental Fiscal Transfer (UGIFT) project by the World Bank aims at management of district water supply through support of the Management Information System (MIS).</p>	(g) O&M capacity is not just funds, but also requires systems, and skills development (training). There is a growing number of skills required, which the sector does not have in terms of both quantity and quality (plumbers, solar PV technicians, sewerage technicians, electromechanical technicians etc. Unless this is systematically and effectively addressed investments will be at risk.
Potential areas for WASH for CHANGE Alliance intervention	
Funding	Support CBMS+ rollout and development of value chains and markets around use of technologies such as solar and FSM. This may include support for the piloting of

	implementation models and approaches for the introduction of technologies such as FSM in urban and peri-urban areas.
Advocacy	Highlight and champion the importance of addressing O&M issues, including the roll out of CBMS+ and support for the introduction of new technologies and the involvement of private sector in small towns water supply and sanitation schemes management. Ensure lessons learned are documented and disseminated.
Coordination	Improve CSO coordination at the district level to ensure that the DWO is not overburdened.

2.3 Regulation and Accountability

	<ul style="list-style-type: none"> In this section regulatory frameworks and structures within the Uganda WASH sector are identified and explored. This includes those for water supply and sanitation and those operating at different levels. Key issues are also identified and explored.
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2.3.1 Current Status

Background: The Government of Uganda (GoU) has built a comprehensive legal and institutional framework to improve WSS and water resources management. Uganda has a clear tariff and regulatory structure based on socioeconomic conditions and cost recovery principles. The roles and responsibilities of stakeholders are fairly well defined. The National Water and Sewerage Corporation (NWSC), established as a Public Utility operating on a commercial basis, is traditionally responsible for water supply and sewerage services in the large towns. For the gazetted water schemes, 6 Umbrella Authorities have been designated to perform the role of water utilities. In the early 1990s, the GoU implemented significant policy reforms, including the commercialization and modernization of the NWSC. These reforms, coupled with significant capital investments, have led Uganda to remarkable improvements in water supply service provision, especially in urban areas where coverage increased from 43 percent in 1990 to 70.5 percent in 2020. Uganda's water supply sub-sector service levels have seen significant transformation in the past decade. Since 2000, annual Water and Environment Sector Performance Reports have generally shown an improvement of water supply and sanitation sub-sector coverage in Uganda's urban areas. There has been considerable improvement in quality of water supplied. In 2020, 99.8% of water samples in large urban areas were compliant World Health Organization (WHO) potable quality standards.

Utility performance: Water utilities performance on extent of metering, collection efficiency and cost recovery have also shown improving trends. While the performance on average hours of supply fluctuated, this indicator in Umbrella Organization (UO) water authorities was 11 hours. While access and coverage of utility services have been improving, performance in terms of reducing Non-Revenue Water (NRW), is still seen as a challenge. While the overall reported NRW for National Water and Sewerage Corporation (NWSC) managed areas has been 27%, it goes as high as almost 40% in Kampala.

Water supply: Despite considerable progress in the WSS sector, Uganda still faces challenges to improve WSS delivery, especially in small towns, ensure water security, and provide adequate sanitation in large towns. National water supply coverage levels (79 percent in urban areas mask disparities in service quality between urban and small towns/rural areas. According to a World Bank report in urban areas, 48 percent of households use piped water, but that number falls to 33 percent in small towns. Most of the country relies on point sources. Despite an acceptable level of functionality of water systems (80 percent in rural and small towns), many people still travel long distances to fetch water.

Sanitation: Sanitation coverage poses another significant challenge. The United Nations Joint Monitoring Program reports that only 29 percent of the urban and 17 percent of the rural populations have access to individual improved sanitation facilities. Sewerage coverage is less than 7 percent in large towns and negligible in small towns. The low sanitation coverage indicates poor on-site sanitation conditions from unlined public and household toilets and inadequate wastewater treatment and fecal sludge management.

Sector financing: Inadequate financing to the sector remains another major challenge and affects the fulfilment of core functions. While the demand for water supply services has been increasing, availability of funding/financing of necessary water supply infrastructure and services has not kept pace. Water supply and sanitation sub-sector features on much lower priority list in the national budget allocation.

Institutional capacity: water sector reform agenda has addressed, to a large extent, some of the water sector institutional and governance challenges. In 2003, Cabinet approved the separation of implementation and service provision from regulation, which resulted in the establishment of an Independent Regulatory Entity for the Urban Water and Sanitation Sub-sector. Nevertheless, significant challenges remained including inadequate local government capacity to supervise Private Operators, inefficient single-scheme contracts without economies of scale, revenue erosion, profit maximization at expense of infrastructure deterioration etc.

Rapid increase in towns under NWSC: The quality of services offered by POs has declined over the years resulting into a policy decision to transfer small towns systems en-masse to NWSC. Fast-track gazetting to NWSC has left mostly the smaller and less viable towns to be served by private operators or by Urban Councils (water authorities) directly and scheme/individual operators. In order to ensure sustainable management of non-NWSC schemes, UAs have been established regionally, based at deconcentrated units of Ministry of Water and Environment (MWE). It is evident from the MWE/DWD 5-year plan that the status quo will be maintained, which is a threat to the private operator model.

2.3.2 Existing regulatory system and some of the key regulatory issues

There is no independent institution mandated to regulate delivery of water and sewerage services in Uganda. This role is fulfilled by the Water Utilities Regulation Department (WURD) of MWE. The current regime of regulation mainly targets urban water and sanitation service provision. Distinct regulatory frameworks have been established for two main categories of service provision in towns and RGCs;

1. Utility – NWSC service provision to large towns; and
2. Umbrella Authorities- the small towns that are not part of the NWSC's service area are managed directly by six UAs.

NWSC is regulated through a dedicated Act, the NWSC Act adopted in 1995, and through a performance contract signed directly with the Ministry of Water and Environment. This contract allows aligning of NWSC's corporate goals with overall sector goals set by MWE. For small towns outside NWSC service areas, MWE develops performance contracts with the designated Umbrella Water Service Authority. The performance contracts set out the service standards required. Actual performance is monitored through quarterly reports and field verification visits with performance and management contracts used to ensure the commitment of the MWE small towns to improve utility performance and service quality. WURD utilizes multiple tools to regulate the water and sanitation utilities to attain a balance between social and economic benefit of ensuring sustainability of water supply systems. These tools include Performance Contract, business planning guidelines, tariff guidelines, pro-poor regulation guidelines, Utility Performance Monitoring and Information System

(UPMIS), Sanitation Regulation guidelines, Contractual Compliance Scorecard, and the Customer protection guidelines. However, even with these tools in place WURD is not able effectively implement these for various reasons. Some of the key issues in the existing regulatory framework and tools is discussed below:

1. For effective utility regulation the regulator (WURD) and the regulated entities (in this case Umbrella Authorities) need to be at arms' length to ensure there are no conflicts of interest. At the moment, there is a thin line between the regulatory and operational functions under the MWE, which might further add to the already weak implementation of utility regulations. For instance, there is already a disproportionate regional development in terms of water supply services. For an independent regulator with full control would help ensure balanced development and regulate the planning, allocation and economic use of resources. Separation of regulatory and operational functions is likely to reduce the potential for conflicts of interest inherent in self-regulation and will allow for more transparency and accountability
2. Regulation of Water Supply System Construction Standards needs to be strengthened: an important issue facing the Ugandan water sector is that older water supply systems as well as those located in humanitarian settlements were not built to reasonable standards- that is many of these systems are not metered, lack adequate source protection and in some cases, are surface water systems without treatment. Unmetered schemes or surface systems without treatment require initial investment to create the preconditions for proper O&M.

As the sector embarks on tackling this backlog of schemes that do not meet the necessary standards there must be a mechanism to ensure that no more schemes of this nature are being constructed.

3. The existing legal and regulatory framework does not encourage private sector participation in the delivery of water and sanitation services. For example the contract duration signed between the private operator and the Water Authority is too short for the private operator to achieve significant improvements delivery.
4. The mandate of NWSC to operate and provide water and sewerage in areas entrusted to it is based on a sound, commercial, and viable basis and this does not permit it to get cross subsidy arrangements to enable it have operation systems which do not cover operation and maintenance costs.
5. The prices paid by stand post or water kiosk customers are often ten times the amount paid by the consumers with private connections for a given volume. The vast majority of households in informal settlements who do not have access to the piped network pay high unit costs for depending on public stand posts and on vended water. Most of the current pro-poor water interventions are not regulated, leaving middlemen to exploit the poor by levying high costs on buyers of water at the public water points. The subsidies inherent in the tariff mechanisms, do not reach relevant users.
6. While well intentioned steps have been taken for improved utility monitoring, evaluation and benchmarking, the integrity of information submitted through Utility Performance Monitoring Information System (UPMiS) still lacks credibility and water authorities are urgently required to validate this information to avoid erroneous figures
7. Other operational challenges include:


- a) *Performance monitoring*: High physical water losses are as result of erroneous figures, faulty meters (inefficient meters), and lack of bulk meters. As per the Ministry of Water and Environment data, slightly below two fifth of the gazetted schemes in Northern Region have non-functional bulky meters, leaking pipes.
- b) *Asset management*: The Umbrella organizations lack a clear record of the entire asset for the gazetted schemes this affects their efforts to replace and service assets. There is no organized system of registering all the assets.
- c) *Metering inaccuracies*- Water Metering issues lead to high Non-Revenue Water as the meters do not register the actual volumes supplied to an area (to establish a water balance), supplied to the consumer (for proper billing) and subsequently affects the efficient/effective management of available water resources
 - I. No guidelines are available on location of water meters in the water supply network
 - II. The ownership of the meters is not specific, whether owned by the customer or the service provider
 - III. Minimum technical and non-technical specifications for procurement entity. Procurement entity not strict when procuring meters. No special clause provided for technical specifications and if any the specifications are not specific and do not suit current trend in technology and water quality for a specific water source
 - IV. Installation procedures and instructions are not available
 - V. There is no preventive maintenance program in place with the service providers as meters are just replaced when non-functional after the customers have lodged their complaints to the service providers

2.3.3 SWOT Analysis Regulation and Accountability

BB3: SUMMARY SWOT ANALYSIS - REGULATION & ACCOUNTABILITY	
Strengths	Weaknesses
<p>(a) Water Utilities Regulation Department (WURD) is in place and is continuously evolving with its capacity increasing. Regional centres, such as that in the southwest have helped move regulation closer to service provision</p> <p>(b) UPMIS database is in place, and is continuously being improved</p>	<p>(h) UPMIS not fully linked to NWSC databases and information integrity is still a challenge</p> <p>(i) Existing frameworks do not encourage private sector participation - e.g., short contract duration gives little time for improvement.</p> <p>(j) Aging infrastructure is often unmetered making follow up, enforcement and accountability difficult.</p> <p>(k) Weak UA legal framework undermines capacity development</p> <p>(l) Focus on sanitation and accountability for its provision and enforcement of standards is still very weak.</p> <p>(m) Poor regulation of rural water undermines functionality, water safety and source protection</p>

Opportunities	Threats
(c) Engagement and responsiveness to service users, especially pro-poor, can improve service delivery and is now recognized as important at both policy and operational levels.	<p>(d) For effective utility regulation WURD and the regulated entities/service providers need to be at arms distance to ensure there are no conflicts of interest. At the moment, there is a thin line between the regulatory and operational functions, this needs to be carefully managed and monitored.</p> <p>(e) Current pro-poor water interventions are not regulated, leaving middlemen to exploit the poor by levying high costs on buyers of water at the public water points.</p> <p>(f) Unregulated services, especially in humanitarian settings, often bring risks with water quality, source protection and sustainability.</p>
Potential areas for WASH for CHANGE Alliance intervention	
Funding	<p>Funding provision for improving regulation capacity in the regions could be explored</p> <p>Support UA capacity development</p>
Advocacy	Raising voices of user groups to enable them to better engage on issues related to service provision and accountability . Engage in tariff setting processes at the region to improve regulation policy
Coordination	Improve CSO coordination at the district level, particularly on issues of information sharing both with District Local Government and between CSO's themselves

2.4 Inclusive Planning

	<ul style="list-style-type: none"> In this section planning processes in Uganda are identified and described within the context of alignment with the Sustainable Development Goals. Overarching planning processes and frameworks are described (focused on the NDP process) before sector specific issues and processes are explored.
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2.4.1 Uganda's path to SDG 6 attainment

Whilst the National Development Plan III recognizes SDG attainment, sector specific SDG 6 is **Ensure access to water and sanitation for all** by 2030 is the responsibility of the Ministry of Water and Environment, Ministry of Health, Education etc. , which liaise with the Joint Monitoring Programme (JMP) of WHO and UNICEF, the UN institutions mandated to monitor performance towards SDG 6 attainment.

2.4.2 Agenda 2063

Developed as a goal document in 2015 by the African Union Commission, Agenda 2063²⁵ sets out high social economic and political aspirations for the citizens of the African continent to be achieved by 2063. WASH is recognized specifically under Aspiration 1, both in terms of the importance of access but also sustainable management and use of water resources, but also its role in forming building blocks for other objectives including a healthy population, improved quality of life and keeping children in school.

2.4.3 EAC Vision 2050

This document articulates the long-term vision of the citizens and leaders of East Africa (Uganda, Tanzania, Burundi, Rwanda, and Kenya) and is intended to guide development initiatives at individual state level. It was developed based on the results of a consultative process in which comprehensive country cases identified strengths of each state and opportunities for knowledge and technology exchange in specific areas available to member states.

Whilst WASH sector mobilisation and coordination of national and district stakeholders is fairly robust, the MWE's strategic engagement at the regional level is largely non-existent. This is seen as a weakness given that some of its stakeholders (UNICEF, AMREF, GIZ) interact at regional level through multi-country programmes. It is important to consider the exploration of favourable regional policy frameworks for opportunities to exchange information and knowledge, or jointly work with counterparts to tackle common constraints in WASH.

²⁵ (Doc ID 046)

2.4.4 Vision 2040

The Uganda Vision 2040²⁶ is “**A Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years**”. It envisages sustainable use of Uganda’s abundant water and wetland resources in the development of water supply, and hydropower capacity to significantly improve socio-economic conditions directly and through the reduction of sanitation related diseases, developing agriculture and industry, mitigating climate change impacts and accruing strategic geopolitical benefits from transboundary water resources management with riparian countries.

The Vision is operationalized by National Planning Authority (NPA) in a Comprehensive National Development Planning Framework (CNDPF) and implemented through (i) three 10-year plans: (ii) Six 5-year National Development Plans (NDPs); (iii) Sector Investment Plans (SIPs); (iv) Local Government Development Plans (LGDPs), (v) Annual Work plans and Budgets (Figure 2).

2.4.5 NDP III (2020/21-2024/25)

The NDP III²⁷ was finalised in the context of COVID 19 global pandemic and its impacts on health and livelihoods at household level. Building on the achievements of NDPII including doubling of economic output macroeconomic stability and security, the plan recognizes challenges still faced in reaching some goals, including regional disparities in development, high poverty (21.4%) and vulnerability from weak social protection; poor accountability for results, declining forest cover (20% to 9.5%) from poor management, weak local government capacity and the refugee challenge. The plan prioritizes improvements in household incomes, sustainable industrialization, inclusive growth, employment and wealth creation.

Growth potential is expected from the pragmatic exploitation of natural resources, focus on knowledge base and demographic opportunity of a large youthful population. Key growth opportunities outlined in the plan include agriculture, industry, knowledge and ICT, minerals, oil and gas. Government plans to continue investments in productive infrastructure, long term financing provision for agro-industries and systems to reduce the cost of doing business.

It has been designed with 18 flagship programmes including: **The Natural Resources, Environment, Climate Change, Land and Water Management Programme** is the programme to which the Water and Environment Sector contributes. The programme has been designed to stop, reduce and reverse environmental degradation and the adverse effects of climate change as well as improve utilization of natural resources for sustainable economic growth and livelihood security. In 2021, the MWE is coordinating the production of sector performance report as a programme report.

²⁶ (Doc ID 047)

²⁷ (Doc ID 033)

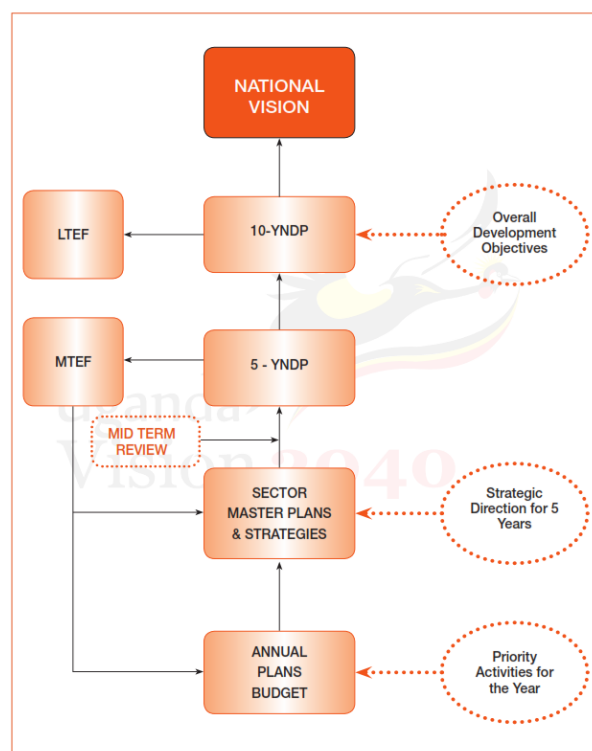


Figure 9 Framework for operationalization of Vision 2040

2.4.6 Central level

Overall, the Government of Uganda allocates resources for the development of public services in line with agreed policy goals through the national budget. Budget Framework Papers (BFPs) are developed outlining resource allocation over a three-year rolling basis for the different sectors in a participative and iterative process that depends on the GoU resource envelope and budget strategy. The process involves inter-ministerial discussions coordinated by the Ministry of Finance (MoFPED).

2.4.7 Sector level

Sector working groups (and sub-groups) coordinate discussions about priorities and targets and corresponding resource allocations which involve stakeholders at sector and local government levels. These are set against relevant multi-year sectoral policies and plans, such as the JWESSP II and SSIP which includes targets and indicators for rural and urban water supply, water for production, water resources management, sanitation and hygiene. Sector plans distinguish outputs according to geographical location, technology, catchment characteristics etc. MWE's regional structures guide the district water office in ensuring that plans at the district are aligned to national level plans, and that expenditure of the conditional grant from the centre is directed towards the attainment of these plans.

Annual sector priorities and funding requirements are compiled into a Sector BFP, which also show sector contributions and links to national goals set out in the National Development Plan (NDP III). Funding proposals at sector and sub-sector level often exceed available resources and this results in cuts made by MoFPED. Sector ceilings tend to be determined in discussions at the MoFPED level, guided by the national macro-economic framework.

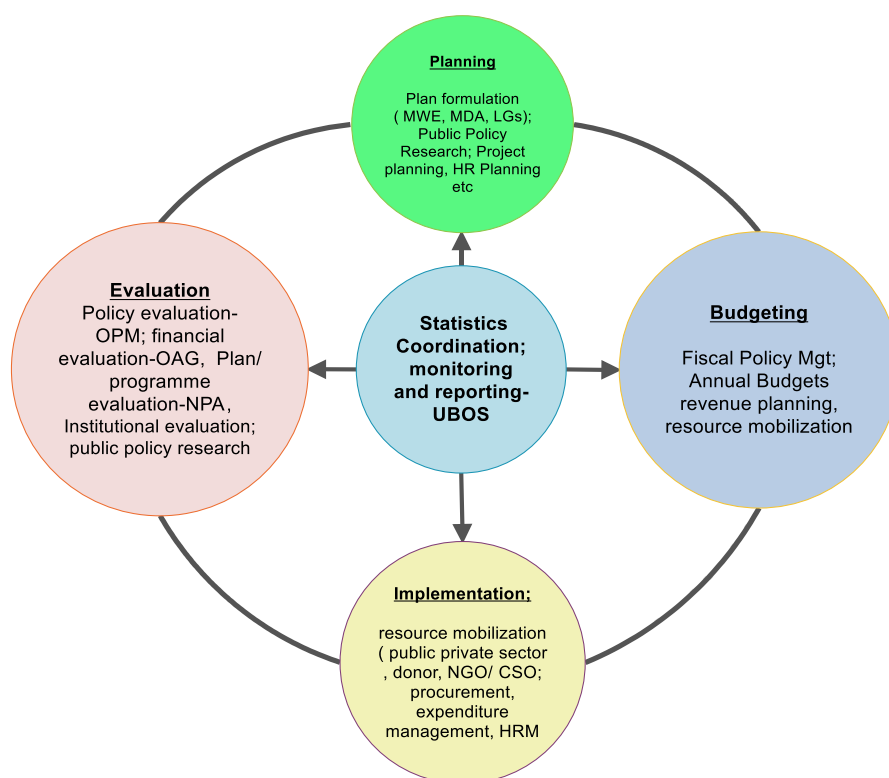


Figure 10: NDP III planning framework

2.4.8 Uganda Water & Environment Sector Strategic Investment Plan (2018-2030)

The Strategic Sector Investment Plan (SSIP) was developed through a process led by MWE and involved sector stakeholders. It is the first time, investments in the sector were planned in a wholistic way for the entire sector, resulting in better visibility of the interrelationships and related impact of sub-components as opposed to previous processes that amalgamated different sub-sector plans.

The SSIP is underpinned by a Sector Investment Model (SIM), an analytical tool that will increasingly be the basis of key planning and investment decisions to support activities traversing 23 catchments which are tracked by 24 key indicators aligned to the UN SDGs as well as national priorities. Funding scenarios for total annual sector allocation and distribution amongst sub-sectors analysed during SSIP development included Business As Usual (USD 217Million), Moderate I (USD324 Million) and Moderate II (USD 648 Million).

The Joint Water and Environment Sector Support Programme Phase Two (JWESSP-II) contains details of committed resourcing to the water and environment sector for 2018 -2023 aligned to the Business As Usual Scenario. It is projected that this scenario will result in deficits in urban water supply, rural water supply, sanitation, Water for Production and meteorology.

2.4.9 JWESSP II

The Joint Water and Environment Sector Support Programme (2018-2023)²⁸, sets out interventions in the water and environment sector which have confirmed resourcing from GoU and development partners documented in bilateral and joint partnership financing agreements to be delivered by the Ministry of Water and Environment (MWE) and agencies NFA, UNMA, NWSC, NEMA. The JWESSP II coordination and decision making is centred in the Water and Environment Sanitation Working Group (WESWG), which ensures that overall planning, resource allocation monitoring complies with national policy.

2.4.10 District level

In the context of NDP III implementation, local government technical planning committee members and the District Executive Committee are required to prepare 5-year district programme plans²⁹. The plans establish a baseline and annual data for the monitoring of Government programmes, including programme 18. The Ministry of Local Government provides minimum standards for local government operations. In theory planning processes start at Parish (LCII) level with parish development committees agreeing on key targets and proposed interventions. These are collated at the sub-county level before being passed to District level for inclusion within the district programme plan. In practice districts receive budget formats, indicative planning figures (IPFs) and time frames for preparation from MoFPED.

2.4.11 SWOT Analysis Inclusive Planning


BB4: SUMMARY SWOT ANALYSIS – INCLUSIVE PLANNING	
Strengths	Weaknesses
<p>(a) National WASH plans take into consideration both international and national targets and planning and budgeting for the sector is coordinated with donors. The Joint Programme (JWESSP II 2018-2023), includes all contributions, focus areas etc.</p> <p>(b) Ministry regional structures have provided technical support to districts, which helps in the development of demand driven plans (with contributions from the project level), consideration of specific technical options based on the geographical area, and in ensuring that the conditional grant is allocated to capital expenditure as well as O&M of infrastructure.</p>	<p>(d) Although planning at national level is aligned to the NDP III, at district level, there is still a disjointed relationship between the Water Office, and Natural Resources Department which belong to the same NDP III programmes.</p> <p>(e) In humanitarian settings, NGO WASH plans are not always disclosed at district level although on-going work may be known, technical support for design and system construction is weak because the Ministry regional centres in the north and south west are located far away and faces logistical and financial challenge in traveling to refugee settlements and host community areas.</p>

²⁸ (Doc ID 006)

²⁹ Local Government Act, cap 243 section 35

(c) Planning at district level for WASH is highly inclusive, and investments and plans include inputs from the community level, and in some cases community contributions.	
Opportunities	Threats
(f) Although ensuring that humanitarian responses are integrated is a challenge the presence of the Water and Environment Refugee Response Plan is an opportunity to ensure joint planning.	(g) Approaches under the NDP III require the district planner to engage with the district engineer at this level, for WASH issues, and the district natural resources officer, for programme implementation. There is a concern that if the DWO profile is not improved at district level, planning for NDP III may not be as effective as required. The DWO lacks both the capacity and status within district to ensure that sector priorities receive adequate attention.
Potential areas for WASH for CHANGE Alliance intervention	
Funding	Operationalizing existing plans, including funding for water supply and sanitation infrastructure for which engineering designs have been completed
Advocacy	(a) Raising the profile of the District Water Office, from U4 to U1E and staffing capacity to improve effectiveness, (b) Support the Ministry to effectively transition to programme planning, implementation, monitoring and reporting as required by the NDP III, (c) Advocacy on specific issues in discussion with the MWE- Sector Liaison Department (d) Mainstream the use of the Sector Investment Model
Coordination	Improve CSO coordination at district level to align better with Government Planning systems

2.5 Finance

<div data-bbox="223 302 614 616"> <div>5</div>  <div>Finance</div> <p>Budgeting and financing mechanisms, life cycle and service chain-wide costing, flows and responsibilities, revenue collection, tariffs, subsidies</p> </div>	<ul style="list-style-type: none"> This section provides an overview of sector financing in terms of historical trends and forward planned investments. To the extent that it is relevant comparisons are drawn with other key sectors in terms of resource share. Although the focus is one Government expenditure flows and channels CSO, and NGO funding is explored. Issues related to sustainable finance are highlighted and discussed.
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2.5.1 Overview

The water and sanitation sector adopted the Sector Wide Approach (SWAp) in 2002. GoU and partners (donors, NGOs, and the private sector) in the sector agreed a common policy approach and development programme. Sector priorities and resourcing were decided in the Water and Environment Sector Working group and discussed and finalized with the Ministry of Finance (MoFPED). In 2009, the environment and natural resources sub-sector was included into this framework.

The Ministry of Finance, brings together all resources from GoU revenue and donor resourcing and allocates funds to sectors based on agreed priorities, plans and performance. Upper limits beyond which sectors cannot spend are stipulated by MoFPED and are applied mainly to on-budget donor support although there have been ongoing efforts by MoFPED to also include off budget contributions in sector ceilings. The water and environment sector was financed through a number of mechanisms—outlined in the Table below:

Table 2-4: Funding mechanisms for the Water and Environment Sector

Resourcing mechanism	Description
General Budget Support	<ul style="list-style-type: none"> Unallocated financial support to GoU, use of which is decided through discussions on key priorities in the NDP or other strategic frameworks
Sector Budget Support	<ul style="list-style-type: none"> Earmarked financial resources channelled through GoU budget framework to a specific sector or sub-sector
Basket Funding	<ul style="list-style-type: none"> Joint donor funding to a specific sector usually guided by an agreed country support strategy
Medium Term Expenditure Framework	<ul style="list-style-type: none"> 3-year rolling charter used to guide public sector expenditure, including aid which collectively contributes to attainment of national policy objectives. Sectors are provided with ceilings, and allocations are set out in Budget Framework Papers (BFPs). Disbursement requires parliamentary approval.
Off-budget aid	<ul style="list-style-type: none"> Aid/support that is not recorded in the MTEF or in GoU budget estimates. May include direct aid to local governments, autonomous /semi-autonomous government agencies and NGOs. Not subjected to sector ceilings.
Project support	<ul style="list-style-type: none"> Resources that are not channelled through Government system. Can be on- or off budget examples include NUSAF

Resourcing mechanism	Description
Appropriation in Aid ³⁰	<ul style="list-style-type: none"> Autonomous and semi-autonomous agencies such as NWSC, NFA and NEMA use internally generated revenue from the sale of water and sewerage services, timber and EIA and permit fees etc. to finance operations.

2.5.2 Funding decentralized and de-concentrated structures

Conditional grants: The main financing mechanism to districts is in the form of conditional grants—these include:

- I. The rural water and sanitation development conditional grant (DWSDCG)
- II. The sanitation grant
- III. The district environment and natural resource (wetlands) conditional grant
- IV. The urban water supply O&M conditional grant

Expenditure on conditional grants is governed by guidelines which provide limits within which districts spend funds. For example, 70% or more of the rural water and sanitation grant should be spent on construction of new water facilities, 13% on rehabilitation of boreholes and piped water schemes, up to 3% on sanitation and 8% on software activities to support rural water supply and sanitation development and 6% on supervision and monitoring.

UGIFT: The World Bank financed Uganda Inter Governmental Fiscal Transfer Project ([UGIFT](#)) was developed to improve adequacy and equity in the decentralised grants for the health and education sector. Following its success GoU requested the Bank to extend this to the rural water supply and sanitation services grants, in order to improve water access (development and maintenance)at sub-county level. At the regional level, financial support will be provided to boost operations of the Regional Rural Water and Sanitation Centres as well as management information systems (Water Atlas etc.)

De-concentrated structures: Operations of de-concentrated structures including RWSRCs, WMZs, WSDFs and Umbrella Organizations (UOs) are financed through the central level (Ministry) budget allocation.

CSO financing: CSOs operate with off-budget resources from private sources or development partners (donors).

2.5.3 WASH and IWRM resourcing trends

The percentage of budget resources allocated to water and environment has remained fairly constant in the last five years at 3.2 % of the national budget, although in absolute terms the resources increase when the national budget increased. This includes some resources for sanitation channelled through the health budget from the Uganda Sanitation Fund. Overall, this still represents a relatively low level of resourcing considering that NDP III contains important commitments to increased investments in WASH. By comparison the proportion of government resourcing spent on education and health has fallen significantly in the same period despite the fact that the sector investment and resourcing plans in both these sectors remain under resourced.

³⁰ Internally generated funds expended at source

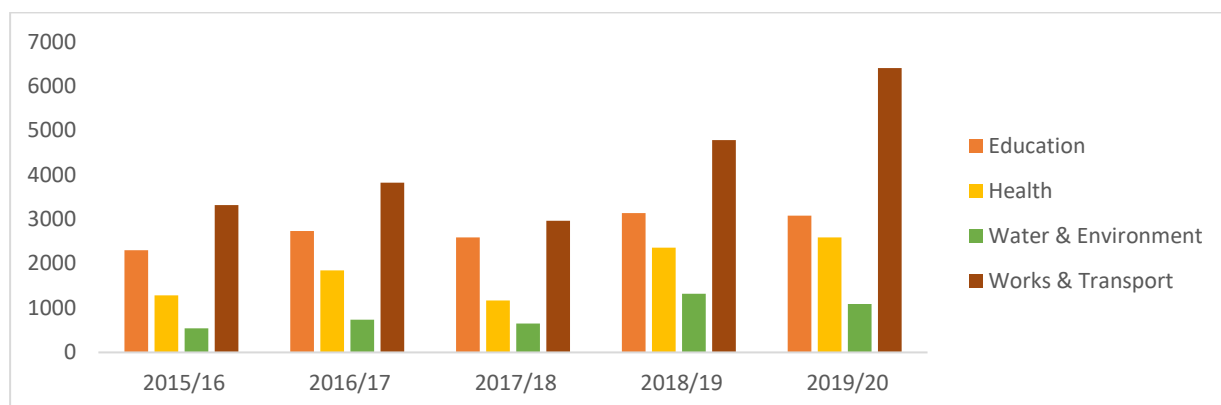


Figure 11 National Budget Allocations across sectors 2015-2020

The combined total actual funding to the sector over the past 5 years, significantly superseded the NDP II's estimated allocation to the Water and Environment. During that period WASH sector funding was relatively high, with significant support received from both GoU and Development partners.

Actual expenditure figures obtained from the sector performance reports, are recorded in the form of Grants to Local Governments, MWE, NWSC, and off budget expenditure by UWASNET. Typically, and of serious concern is that local government grant sizes did not change significantly over the five year period, neither do funds for the operations of the UWASNET secretariat. In contrast, NWSC received significant financing for development of new water supply and sewerage infrastructure in large towns (Katosi, LV Watsan 2, Kapeeka Hoima, Kiruddu Hospital, Gulu, Fort Portal, Isingiro-Mbarara-Masaka etc.). As can be observed funding for sanitation and hygiene under the Uganda Sanitation Fund, though representative of a large improvement in sanitation resourcing, is negligible compared to water supply.

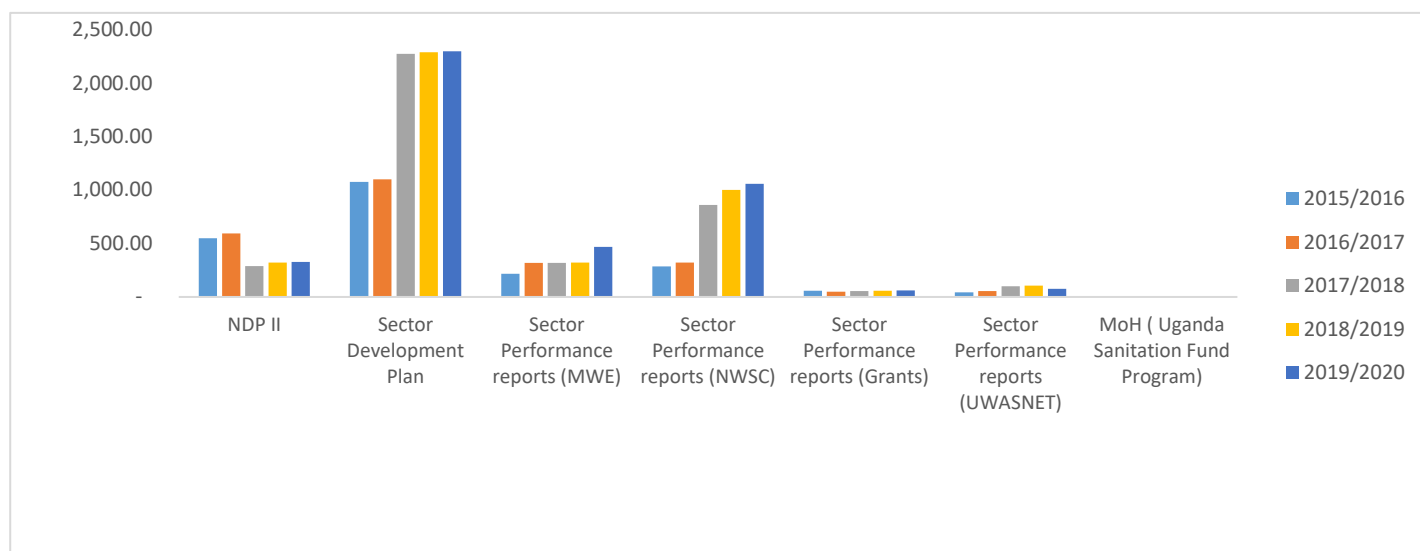


Figure 12 WASH Sector Expenditure Trends from different documents 2015-2020

The bulk of the funds expended by the Ministry are used for water supply development. NWSC spends substantial funds on development as well as utility operations and management. Umbrella Authorities spend the bulk of their funds on utility operations and management. UNHCR contracts out water supply

development as well as utility operations and management in the refugee settlements. The limited size of the district conditional grant determines how much work the district local government actually delivers on both development and maintenance. In 2019/2020, according to the Sector Performance Report, these ranged from USD 323,533- 28,865 for Buikwe and Kiboga Districts respectively.

Overall funding in the Ugandan WASH sector is skewed towards development of new systems at the expense of rehabilitation, and operations and maintenance. Weak operation and maintenance (O&M) is a significant factor in the declining functionality of both urban and rural water supply and sanitation (WSS) infrastructure. Functionality defined by indicators shown in the Table below is projected to perform extremely poorly in terms of SDG attainment by 2030, because of limited investments in rural water O&M, and despite the substantial investments in new infrastructure for urban water supply.

Table 2-5 Projected performance of functionality indicators by 2030 at BAU and JWESSP II funding levels

Annual scenario	funding	Functionality indicator performance (2030)		
		Description	Target (%)	Projected performance (%)
Business-As-Usual (approx. USD 308 Million)	Rural	Functional rural water sources	100	88
		Safely managed drinking water	100	10
	Urban	Safely managed drinking water	100	10
JWESSP II (45% more than BAU)	Rural	Functional rural water sources	100	61
		Safely managed drinking water	100	12
	Urban	Safely managed drinking water	100	25

2.5.4 JWESSP II

Urban water supply has received the bulk of the resourcing in the WASH sector in the last five years. Under the joint programme JWESSP II 2018-2023, this has continued. The bulk of the resourcing in the JWESSP II is from GoU. Development Partners (DPs) have committed the most resources to urban water supply and sanitation, rural water supply and sanitation and water for production in that order. The bulk of GoU resourcing is going to water for production and rural water supply and sanitation.

Table 2-6 Breakdown of funding in JWESSPII by component and funding mechanism

On-budget funding in UGX Bn		Development Partner funding modality				GoU counterpart contribution	GoU funding	Agencies DP+GoU+AIA	Total
Component		Project	JPF un-earmarked	JPF earmarked	SBS				
		(ADA)	(AfDB, KfW)						
1	Component 1 - SPS	7.22	33.03	2.22			8.24		50.71
2	Component 2 - RWSS	368.41	13.27	44.96		21.83	280.45		728.91
3	Component 3 - UWSS	419.29	21.89	175.83		72.45	41.20	2979.20	3709.87
4	Component 4 - WUR	8.54	0.00	0.00		4.40	20.16		33.10
5	Component 5 - WfP	319.53	0.00	13.96		20.56	340.73		694.78
6	Component 6 - WRM	12.00	5.75	0.00			10.84		28.59
7	Component 7 - WMZ	93.97	6.63	0.00		8.40	2.40		111.40
8	Component 8 - ENR	102.03	1.96	0.00		70.30	3.95	294.45	472.68
9	Component 9 - CC		1.51	0.63			2.50		4.64
		1,330.98	84.05	237.60	0.00	197.94	710.47	3,273.65	5,834.69
Total Donor Dev't				1652.62					
Total Donor JPF				321.65					
Total GoU funding incl. GoU counterpart contribution							908.41		

(Source: JWESSPII Document)**2.5.5 Improved Sanitation and Hygiene (ISH) Financing strategy**

The development of the Improved Sanitation and Hygiene Strategy (ISH) was coordinated by the NSWG, with World Bank support. Costs required to meet the Millennium Development Goals for sanitation and hygiene improvement, were modelled and funding sources were identified. However, over the 10-year implementation period, central government financing from the Ministry of Health and Ministry of Water and Environment were the main source of funding. Ministry of Education, District Local Governments and the private sector did not make the anticipated contributions. Despite the shortfalls in funding, the ISH succeeded in raising the profile of sanitation and hygiene across diverse stakeholders. The initial implementation period of the financing strategy has now elapsed, annual estimates of expenditure in the new ISH strategy currently under development need to reflect requirements to meet the SDG targets.

2.5.6 NGO/CSO funding

In the figure below, although generally, NGO funding has increased over the past five years, expenditure in 2018 and 2019 dropped significantly. It is also clear that GoU funding by far exceeds funding from CSOs/ NGOs, reporting through UWASNET, which requires NGOs to focus on areas where they can provide added value with the resources at hand. It is also important to note that in the 2020 SPR only 62 NGOs out of 262, reported their finances and activities to the UWASNET secretariat.

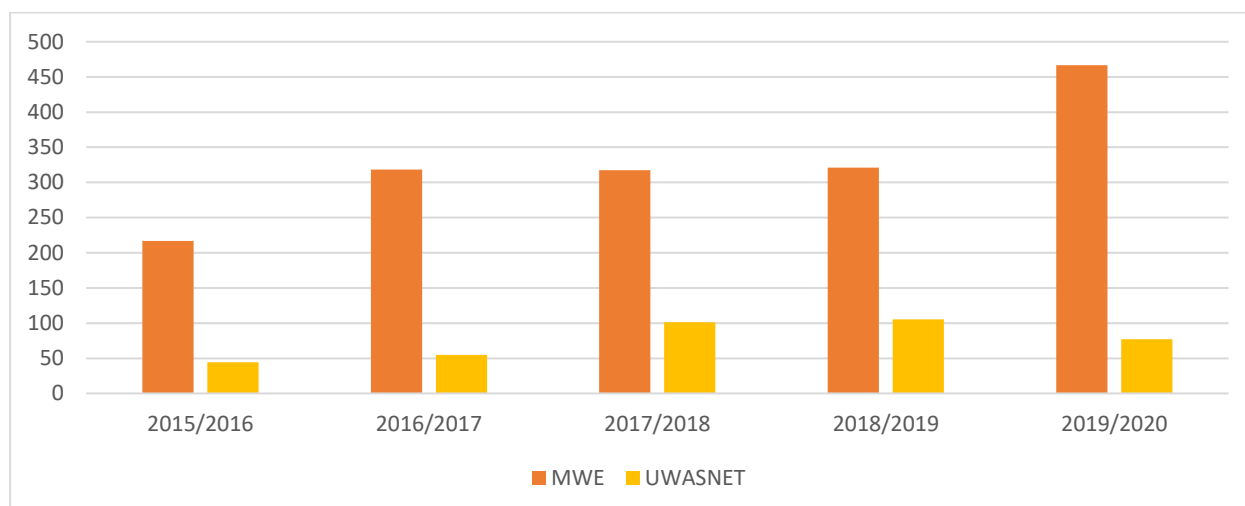


Figure 13 MWE vs CSO Expenditure reported through UWASNET (recorded in SPR) 2015-2020)

2.5.7 Unfunded priorities- MIS

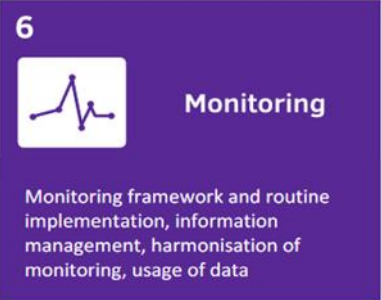
Key informants at district level highlighted the need to upgrade manual systems used at district level to collect and transmit WASH data, which is compiled by the Ministry, and also used to update the Water Atlas, UPMIS etc. These require upgrade and automation to provide spatial real time information including non-functional and the decommissioned sources for planning. Training for data collection is also required. Sector databases (MWE, NWSC, UNMA etc.) should also be linked to support decision making.

2.5.8 SWOT Analysis Finance

BB5: SUMMARY SWOT ANALYSIS – FINANCE	
Strengths	Weaknesses
<p>a) Significant funding has been committed up until 2023, mainly for urban water supply, and water for production. Overall funding mechanisms and flows are clearly identifiable, and well-structured for capital expenditure, capital maintenance, direct support, and indirect support</p> <p>b) Both MWE and the MoLG operate grant structures that take into consideration equity issues, including population served, technology geographical size, terrain, and distance.</p> <p>c) Responsibilities for capex and O&M are well known by users at the district level, and these are reiterated when a request for development is made</p>	<p>d) The real value of Grants to districts is offset by population growth which results in per capita expenditure falling in real terms over time.</p> <p>e) Significant investments in new infrastructure are not accompanied with commensurate investment in O&M</p> <p>f) Financing for sanitation remains far lower than is needed despite it being a significant issue.</p> <p>g) Levels of resourcing for Umbrella Authorities and other deconcentrated structures is low despite increasing geographical responsibilities being given to them</p>
Opportunities	Threats

<p>h) NGOs can attract significant levels of funding at individual organization level, and these can be leveraged to provide support.</p> <p>i) WASH is seen as a priority sector and well-designed targeted advocacy can attract additional funds</p>	<p>j) In a resource constrained environment, after COVID 19 impacts, the WASH sector is likely to suffer budget allocation cuts in terms of both proportion and actual terms.</p>
Potential areas for WASH for CHANGE Alliance intervention	
Advocacy	<p>Redoubling of efforts to gather and disseminate evidence of the impact of WASH on the socio-economic conditions, livelihoods, and economic activity – this could usefully include Social Return on Investment Analysis as well as the value of interventions in terms of offsetting climate change impacts.</p> <p>Consider supporting un-funded priorities</p>
Coordination	<p>Ensure effective working relationship between WASH NGOs and the GoU. This requires a functional and adequately funded UWASNET secretariat.</p>

2.6 Monitoring

 <p>6</p> <p>Monitoring</p> <p>Monitoring framework and routine implementation, information management, harmonisation of monitoring, usage of data</p>	<ul style="list-style-type: none"> WASH sector monitoring, including stakeholder participation, has been developed over two decades and is considered by many to be a core strength at country level. The development of sector monitoring systems and indicators is described. Newer developments related to the development of Output Budgeting and the rollout of the Sector Investment Model are highlighted and discussed.
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2.6.1 Background

The monitoring and evaluation processes and system in the Ugandan WASH sector have been developed over two decades and are quite robust. Their evolution is outlined in the section below:

Development of Golden indicators (2003-2018): 8 golden indicators to assess sector performance along key themes were developed in 2003. The sector review mission of 2004 recommended the addition of 2 indicators to the framework, one to track gender and the other community capacity. These were introduced in 2005. Themes and indicators were grouped as below:

1. *Impact on health and productivity:* of the target population, which corresponded to Poverty Eradication Action Program themes aimed at reduction of infant and maternal mortality rates. MoH furnished the sector with records and MoFPED carried out periodic participatory poverty assessments.
2. *Quantity and quality of water supply:* based on proportion of water samples taken from protected and treated water supplies, meeting WHO water quality standards and per capita consumption of water of at least 20lcpd
3. *Access and use:*—providing a a safe water source within 1.5 km and 0.5km, community sanitation respectively for a proportion of rural and urban populations and schools (latrine stance ratio), respectively,
4. *Equity and affordability:* for men and women including representation on water user committees;
5. *Functionality and management:* measured by reduced failure rates
6. *Value for money:* indicated by a stable and consistent investment cost per capita

Technical reviews: Joint technical reviews comprising field work and workshops, were conducted all over the country for groups of stakeholders including development partners, government ministries, academia and civil society and private sector to check on progress of completion of several undertakings agreed sector performance reviews.

Annual Joint Sector Performance Reviews: Sector performance published annually in comprehensive sector performance reports was assessed based on the indicators, undertakings agreed for the previous year, budgets, expenditure etc. In particular on-budget performance was fully reported the SPR.

Reporting: The Ministry submitted quarterly and annual reports to MoFPED and the Ministry of Local Government on grant transfers. The Auditor General (OAG) submitted audited financial statements of MWE to Parliament. NWSC published audited accounts in its annual reports, which were linked to a corporate plan cascaded from the performance contract with MWE. Sector reports were also largely consistent with UBOS household survey reports on water supply access and sanitation status—although this was an area that still required improvement. In addition, sanitation and hygiene data was collected by the Ministry of Health and this did not always synchronize with MWE reports, signifying a lack of coordination at district level during data collection.

By linking the indicators to the national planning and resourcing framework (PEAP) as well as resource allocation in the sector investment plan this monitoring system was quite successful and eventually resulted in the development of 11 platinum indicators for the environment sector.

2.6.2 Monitoring tools

Integrated Financial Management System (IFMIS): GoU rolled out the computerized IFMIS in all major central government and local government departments and extended the manual version of the system to *tier two* local governments. The IFMIS essentially consolidates all financial management functions into a single group of applications. The system allows electronic monitoring of payments, reports, accounting, and budget performance, etc across Government and has enabled improvements in bank reconciliation, monitoring payments, etc. It has been gradually integrated with other public financial systems including the Integrated Personnel and Payroll, Uganda Revenue Authority and Bank of Uganda.

Output Budgeting Tool: The OBT is an Access database that holds performance information that links outputs from annual work plans (including procurement) to line items in the national budget. This ensures that releases are better tailored to annual work plans (as opposed to pro-rata disbursements), thereby improving cash management and ensuring that documents (BFPs, ministerial statements etc) and reports from districts and agencies, prepared for different stakeholders at national level are linked and standardized.

2.6.3 Current status

The current joint programme (JWESSP-II 2018-2030), sector performance monitoring is being tracked by assessment of 42 indicators. The SSIP (2018-2030) tracks 24 out of the 42 indicators, which are linked to sector investments and SDG attainment.

During JWESSP-II development, a Sector Investment Model (SIM) was developed to assess impact of sector investments consisting of different combinations of investment per subsector on SDG attainment. A number of sector databases including the WATSUP GIS data base, WfP, UPMIS etc., and are being used to generate quarterly output information. An external mid-term review of the JWESSP-II is planned to identify areas to improve the system for the second half of the programme.

Data collection for the current monitoring system is still problematic at district level, because of the number of indicators involved and their definition. This is an area the Ministry could be supported by CSOs. In addition, MWE's traditional stakeholders including UBOS MoFPED and OAG will need to be appraised on the new monitoring system. Value for money studies have not been carried, even in the old system these were done only once.

2.6.4 Sector Investment Model

In 2019, MWE developed a tool that can achieve two key results: to allocate scarce resources across sector priorities in time and space—to allocate resources with a reasonable indication at the onset of what impact these could have on indicators and to determine the resource requirement for any level of indicator attainment across 24 indicators.

In theory this flexibility should allow the Ministry to alter budgets mid-way programme implementation to reinforce specific areas considered to be lagging behind. However, this requires that the Ministry departments think of their contribution to the final SDG in a more sector wide manner, and not the current longstanding behaviour of implementing projects and programmes developed for specific sub-sectors without necessarily understanding the impact on others. In addition, it is difficult for an externally approved programme to use resources for outputs other than those stipulated in agreements with donors, whether or not they will result in further skewing of indicator for the SDG attainment. The Table below shows the SIM model results for optimal allocation of resources at current levels in the sector until 2030. Except for *wetlands coverage*, none of the indicators can be achieved. The O&M indicator (safely managed drinking water) in particular will be severely impacted.

Table 2-7: SIM model on sector indicators for current (Business-As-Usual) resourcing levels until 2030

	2017	2018	2019	2020	2021	2022	2023	2024	2025	2030	Target
Rural Water Supply											
Village Water Supply	66%	73%	79%	83%	86%	88%	90%	91%	92%	90%	100%
Functional rural water sources	85%	89%	91%	92%	92%	92%	92%	91%	91%	88%	100%
Improved drinking water	70%	72%	74%	75%	76%	76%	76%	76%	75%	71%	100%
Safely managed drinking water	7%	7%	7%	8%	8%	9%	9%	9%	9%	10%	100%
Cost per Capita		29.24	33.54	38.06	42.24	45.65	48.78	51.38	53.64	55.02	
Urban Water Supply											
Improved drinking water	70%	72%	74%	75%	76%	76%	76%	76%	75%	71%	100%
Safely managed drinking water	7%	7%	7%	8%	8%	9%	9%	9%	9%	10%	100%
Cost per Capita		29.24	33.54	38.06	42.24	45.65	48.78	51.38	53.64	55.02	0.00
Urban water service functionality	92%	95%	96%	97%	98%	98%	99%	99%	99%	99%	100%
Sanitation and Public Health											
Solid waste disposal	68%	64%	63%	62%	63%	64%	66%	67%	69%	75%	90%
Improved Sanitation	19%	25%	31%	36%	40%	43%	46%	48%	49%	50%	100%
Safely managed sanitation	10%	10%	10%	11%	11%	12%	12%	12%	12%	13%	100%
Handwashing at home	37%	36%	36%	35%	35%	35%	35%	35%	36%	38%	90%
Handwashing at school	35%	35%	35%	35%	37%	38%	40%	43%	45%	53%	90%
Water for Production											
Irrigation	0.49%	0.50%	0.52%	0.53%	0.55%	0.57%	0.60%	0.63%	0.66%	0.83%	4%
WfP functionality	85%	91%	95%	97%	98%	98%	98%	99%	99%	99%	100%
Storage Capacity	38.87	39.28	39.90	40.77	41.84	43.21	44.79	46.60	48.58	59.62	163.67
Water Resources Management											
Compliance with water standards	64%	64%	64%	65%	66%	67%	68%	69%	70%	73%	90%
Permit compliance	71%	79%	84%	86%	86%	87%	87%	87%	87%	88%	90%
Wastewater treatment	20%	20%	19%	19%	18%	18%	18%	17%	17%	16%	60%
Ambient water quality	0.0%	0.4%	0.9%	1.4%	1.9%	2.4%	3.0%	3.7%	4.3%	7.6%	100%
Water Stress	2.4%	2.5%	2.6%	2.7%	2.8%	2.9%	3.0%	3.1%	3.2%	3.6%	
Wetlands											
Wetlands coverage	10.9%	10.9%	11.0%	11.0%	11.0%	11.1%	11.1%	11.1%	11.2%	11.4%	13%
Forests											
Forest Coverage	9.0%	9.0%	9.1%	9.1%	9.2%	9.2%	9.3%	9.3%	9.4%	9.7%	24%
Climate Change											
GHG Emissions	0.0%	1.1%	1.9%	2.6%	3.0%	3.4%	3.7%	3.9%	4.1%	4.3%	22%
Climate Vulnerability Index	34.39	34.55	34.70	34.81	34.88	34.94	34.98	35.00	35.01	34.90	
Meteorology											
Operational weather stations	43%	44%	50%	56%	59%	63%	66%	68%	70%	74%	100%

The above table below shows results from the SIM model simulation of indicator attainment using JWESSP II on budget resourcing, which is 45% higher than BAU resource levels. Indicators for wetlands coverage, compliance with water standards, permit compliance WfP functionality are projected to be achieved. However, there are some assumptions that require that these be scaled back, especially in relation to human capacity and external shocks etc.

Table 2-8: SIM Model scenario for JWESSP-II on-budget funding

SIM run on JWESSP-II funding	Baseline 2018	Total on-budget sector funding (including agencies)					
		Target FY 18/19	Target FY 19/20	Target FY 20/21	Target FY 21/22	Target FY 22/23	Target 2030
All on-budget incl Agencies							
Rural Water Supply and Sanitation							
Village Water Supply	66%	69%	72%	74%	76%	77%	81%
Functional rural water sources	85%	84%	82%	81%	79%	78%	61%
Improved drinking water	70%	74%	78%	82%	84%	87%	68%
Safely managed drinking water	5%	8%	10%	12%	14%	16%	12%
Cost per Capita		\$56.77	\$58.64	\$60.37	\$62.03	\$63.60	
Urban Water Supply and Sewerage							
Improved drinking water	70%	74%	78%	82%	84%	87%	68%
Safely managed drinking water	18%	21%	23%	25%	27%	29%	25%
Cost per Capita		\$56.77	\$58.64	\$60.37	\$62.03	\$63.60	
Urban water service functionality	92%	93%	93%	93%	93%	93%	73%
Sanitation and Public Health							
Solid waste disposal	68%	63%	61%	59%	58%	56%	45%
Improved Sanitation	19%	20%	20%	21%	21%	21%	17%
corrected for urban	28%	29%	29%	29%	30%	30%	26%
Safely managed sanitation	10%	10%	10%	11%	11%	11%	9%
Handwashing at home	37%	36%	35%	34%	33%	32%	25%
Handwashing at school	35%	34%	33%	32%	31%	30%	24%
Water for Production							
Irrigation	0.49%	0.50%	0.50%	0.51%	0.51%	0.52%	0.52%
WfP functionality	85%	98%	100%	100%	100%	100%	79%
Storage Capacity	38.9	43.5	48.2	52.7	57.0	61.4	61.4
Water Resource Management							
Compliance with water standards	64%	63%	61%	60%	58%	57%	45%
Permit compliance	71%	90%	90%	90%	90%	90%	71%
Wastewater treatment	20%	19.7%	19.4%	19.1%	18.8%	18.5%	14.6%
Ambient water quality	0%	0%	1%	1%	1%	2%	2%
Water Stress	2%	3%	3%	3%	3%	3%	4%
Wetlands							
Wetlands coverage	10.9%	10.9%	10.9%	10.9%	10.9%	11.0%	11.0%
Forestry							
Forest Coverage	9.0%	9.0%	9.0%	9.1%	9.1%	9.1%	9.1%
Climate Change							
GHG Emissions	0.0%	0.7%	1.2%	1.5%	1.7%	1.8%	0.8%
Climate Vulnerability Index	34.39	34.53	34.64	34.75	34.83	34.90	34.28
Meteorology							
Operational weather stations	43%	48%	50%	52%	52%	52%	25%


2.6.5 NDPIII Monitoring

MWE is preparing a 2021 programme report in line with requirements of the NDP III for reporting. This is a possible area in which NGOs could help, in terms of reviewing the requirements and experience, coordinating the gathering of inputs from new sub-sectors (lands and urban planning at national level and natural resources at district level) and how the process could be improved in future.

2.6.6 SWOT Analysis Monitoring

BB6: SUMMARY SWOT ANALYSIS - MONITORING	
Strengths	Weaknesses
<p>(a) Monitoring, and in particular multi-stakeholder engagement in it, has arguably been a core strength of the sector in Uganda for many years starting with the introduction of the Golden Indicators in 2003 and the annual Joint Technical Reviews (JTR) and overall Sector Review process.</p> <p>(b) The Golden Indicators have now been replaced with SDG aligned indicators and a Sector Investment Model has also been introduced. which offer the potential to enable the impact of investments to be tracked, including against the SDG.</p>	<p>(c) Additional indicators and systems require significant investments in time. Data collection and integrity remains problematic particularly at District level. in part, due to the introduction of a significant number of indicators with the introduction of the SIM Model and challenges related to the development and interpretation of definitions etc.</p>
Opportunities	Threats
<p>(d) The previous strength of monitoring and coordination processes and the engagement of stakeholders presents opportunities of using new systems as they are developed to more effectively allocate resources and track impacts against key indicators.</p>	<p>(e) If data collection and integrity issues are not adequately addressed, data quality and evidence for decision making will eventually be degraded. There is also some potential risk that consensus and goodwill built around the JTR, and Sector Review processes could be lost.</p>
Potential areas for WASH Alliance for CHANGE intervention	
Funding	Data collection challenges at the district level, because of the number of indicators involved and their definition require support with training and dialogue as they are rolled out – this is an area which CSOs could usefully assist with.
Advocacy	Related to the above lobbying and advocacy to ensure that sufficient time and resources are provided from the central level to support Districts with the roll out of Sector Investment Model (SIM) and the introduction of new indicators etc.
Coordination	UWASNET and national NGOs should ensure that their members are kept informed about developments with the JTR process and roll out and strengthening of SIM etc.

2.7 Water Resources & Environment

	<ul style="list-style-type: none"> Both in policy and operational terms there have been substantial efforts to more closely link the management of water resources and the environment, arguably most notably with the adoption of Integrated Water Resource Management as an approach. However, operationalisation remains challenging and there are a number of issues which are likely to see these increase. Developments in both policy and operational terms are discussed in this section.
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2.7.1 Policy and legislation

In policy and planning terms a number of key national policy instruments worthy of particular note are highlighted and described below;

Table 2-9 Selected key national policy instruments of importance to WASH /IWRM

Policy instrument	Key features
1995 Constitution	<ul style="list-style-type: none"> Provides for the roles and functions of different stakeholders in the development, use, management, protection etc. of the country's water resources and the environment.
National Development Plan 2020/21-2024/25	<ul style="list-style-type: none"> See Section 2.4.5
Water Action Plan (1995)	<ul style="list-style-type: none"> The WAP consisted of a number of documents, which detailed approaches to revamp water resources management. Actions identified included improvement in water resources monitoring, impact assessment and supervision through a permit system; and the development of decentralized institutional framework for water resources management.
The Water Act (1998)	<ul style="list-style-type: none"> Contains regulations on water resources, water supply, sewerage and waste discharge and sets out the relationships, roles and responsibilities of different institutions in the operation and management of water supplies and sanitation systems. The Water Act was revised in 2018 and awaits ratification by parliament.
National Water Policy	<ul style="list-style-type: none"> Developed against the backdrop of the Water Action Plan (1995) and the Water Statute (1995), the National Water Policy highlighted the key challenges and principles required to ensure sustainable management of the national water resources: The National Water policy was revised in 2018 and awaits ratification by parliament.
National Policy for the Conservation & Management of Wetlands Resources (1995)	<ul style="list-style-type: none"> The National Wetlands Policy has five overarching goals; (a) to establish the principles by which wetland resources can be optimally used now and in the future; (b) to end practices which reduce wetland productivity; (c) to maintain the biological diversity of natural or semi-natural wetlands; (d) to maintain wetland functions and values; (e) to integrate wetland concerns into the planning and decision making of other sectors.

Policy instrument	Key features
National Water & Sewerage Corporation (1995)	<ul style="list-style-type: none"> Overall objective of this legislation is to make provision for the operations of NWSC in alignment with the Water Act 1998 and other social, economic and environmental policies. The Act gives water and sewerage authority status to the NWSC.
The Rivers Act (1907)	<ul style="list-style-type: none"> Although a very old and in many areas outdated piece of legislation, the Rivers Act (1907) is important in IWRM terms for dredging and the licensing of activities
Local Government Act (1997)	<ul style="list-style-type: none"> Local governments are mandated to hold in trust for the people and to protect natural lakes, rivers, wetlands and forest reserves. Local governments also have an oversight role in regard to the performance of persons employed by government to provide services and to monitor the provision of government services and the implementation of projects in their areas.
Land Act (1998)	<ul style="list-style-type: none"> Part III of the act stipulates that a landowner or occupier has a responsibility to manage and utilize the land in accordance with various acts including the National environment and the Water Act.
National Environment Act (1995)	<ul style="list-style-type: none"> The Act and its regulations include provisions related to Environmental Impact Assessments and standards for water quality and the discharge of effluent into water across the country. It also establishes limits on the use of lakes and rivers and establishes principles for the management of riverbanks, lakeshores and wetlands.
Climate Change Policy (2015)	<ul style="list-style-type: none"> Provides guidance to stakeholders in WASH and other sectors on climate change to ensure a national climate-resilient and low carbon climate development pathway for sustainable development. Outlines priority actions for effective adaptation and mitigation, including catchment management.
The Water (Waste discharge) Regulations (1998)	<ul style="list-style-type: none"> These regulations were intended to enforce standards for effluent treatment prior to discharge onto land or water. NEMA is mandated to set the water quality and effluent discharge standards in alignment with the National Environment Act, Cap 153 (Standards for Discharge of Effluent into water or land Regulations 1999). DWRM is responsible for issuance of water abstraction and waste discharge permits to operators (airports, industries, irrigation schemes etc.), after payment of an annual fee. This fee is computed using treatment cost figures from NWSC, based on the principle that the total costs of environmental pollution are the responsibility of the polluter.
Public Health Act	<ul style="list-style-type: none"> In Uganda, sanitation and hygiene services in households and private and public buildings and the environment are legislated under the Public Health Act Cap 281 (1935), which gives oversight and regulatory powers to the Ministry of Health. The Act also contains provisions epidemics and infectious diseases set out in part iv <i>Prevention and Suppression of Infectious Diseases</i> (section 27);

Policy instrument	Key features
	and part v <i>Special Provisions Regarding Certain Epidemic Diseases</i> applied to prevention and containment of infectious diseases at borders and within premises including quarantine and other restrictions (such as Covid 19 or Cholera); as well as public sanitary maintenance.
Gender Strategy 2018-2022	<ul style="list-style-type: none"> Recognizes the role played in water resources management by women and girls, as well as impacts this has on their well being
National Forestry Policy	<ul style="list-style-type: none"> Provides for the establishment, rehabilitation and conservation of watershed protection forests
National Climate Change Act 2021	<ul style="list-style-type: none"> Regulates the national response to Climate Change in Uganda , and provides for the establishment of a Framework Strategy on Climate Change and the development of an appropriate Climate Change Action Plans at national and from this at district level as well as Monitoring, Reporting and Verification systems (MRV)

Most of the laws highlighted above are backed up by specific regulations developed to support their implementation.

2.7.2 Regional legislation of particular importance

Uganda is also signatory to several agreements with its neighbours related to the use and development of trans-boundary water resources. These include;

- a. **Protocol for the Sustainable Development of the Lake Victoria Basin (2003)**³¹: When the East African Community (EAC) treaty was signed in late 1999 it included commitments from the original member states (Kenya, Tanzania and Uganda) related to the importance of a coordinated approach to development and resource use in the Lake Victoria Basin. In 2003 this was further encapsulated in the Protocol which establishes the principles under sustainable development should be carried and provided for the establishment of the Lake Victoria Basin Commission (LVBC). Following their joining of the EAC in 2005 Burundi and Rwanda also became members.
- b. **Nile Basin Initiative (NBI) and Cooperative Framework Agreement**³²: Launched in 1999, NBI is a partnership among the Nile states that seeks to promote developments along the river in a way that ensures benefits are shared and regional peace and security is maintained. It includes; Egypt, Sudan, Ethiopia, Uganda, Kenya, Tanzania, Burundi, Rwanda and the Democratic Republic of Congo along with Eritrea who was given observer status. However, in 2010 five upstream countries (Ethiopia, Kenya, Rwanda, Uganda and Tanzania) signed the Cooperative Framework Agreement which seeks to enable them to gain greater access to water from the Nile – a move to which Egypt and Sudan have been opposed. The NBI does provide both technical and financial support to several important trans-boundary initiatives.

³¹ (Doc ID 048)

³² Doc ID 049)

c. Other transboundary agreements, protocols and the frameworks that government IWRM include:

- I. UN Framework Convention on Climate Change (UNFCCC) and related Kyoto Protocol
- II. UN Convention on Biological Diversity (CBD)
- III. United Nations Convention to Combat Desertification (UNCCD)
- IV. International conventions for shared water resources
- V. Ramsar Convention (1971)
- VI. The Sendai Framework for Disaster Risk Reduction 2015-2030



2.7.3 Sustainable Development Goals

At the Sustainable Development Summit held in September 2015 193 UN member states adopted the 2030 Agenda for Sustainable Development; an action plan to eliminate poverty, make global development more sustainable and resilient and to leave no one behind. This includes a set of seventeen Sustainable Development Goals (SDG) intended to replace and build on the Millennium Development Goals and are intended to end poverty, fight inequality and injustice, and tackle climate change by 2030. It is important to note that all SDG are intended to be complementary and that the approaches agreed at Sustainable Development Summit emphasized this. However, from the point of view of the project it is clear that two of the SDG, and their related specific targets, will be of particular interest and importance. These are further described in the table below.



Figure 14 The Sustainable Development Goals

Table 2-10: SDG of particular relevance to the project and associated indicators

SDG	Specific targets
 <p>6 CLEAN WATER AND SANITATION</p>	<ul style="list-style-type: none"> By 2030, achieve access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations By 2030, improve water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals and materials, halving the proportion of untreated wastewater and substantially increasing recycling and safe reuse globally By 2030, substantially increase water-use efficiency across all sectors and ensure sustainable withdrawals and supply of freshwater to address water scarcity and substantially reduce the number of people suffering from water scarcity By 2030, implement integrated water resources management at all levels, including through trans-boundary cooperation as appropriate By 2020, protect and restore water-related ecosystems, including mountains, forests, wetlands, rivers, aquifers and lakes By 2030, expand international cooperation and capacity-building support to developing countries in water- and sanitation-related activities and programmes, including water harvesting, desalination, water efficiency, wastewater treatment, recycling and reuse technologies Support and strengthen the participation of local communities in improving water and sanitation management
 <p>13 CLIMATE ACTION</p>	<ul style="list-style-type: none"> Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries Integrate climate change measures into national policies, strategies and planning Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning Implement the commitment undertaken by developed-country parties to the United Nations Framework Convention on Climate Change to a goal of mobilizing jointly \$100 billion annually by 2020 from all sources to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation and fully operationalize the Green Climate Fund through its capitalization as soon as possible Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities

2.7.4 Water Management Zones

These were established to ensure the holistic management of water resources according to major catchments in the country grouped under four overarching WMZ. Within each WMZ there are several major catchments. Their creation is part of efforts to rollout Integrated Water Resource Management (IWRM) in Uganda³³. These are highlighted in the figure and table below.

³³. For more information see Practitioners Handbook for IWRM in Uganda (UWASNET), 2014, (Doc ID 016)

Table 2-11: WMZ by office location and major catchments

Water Management Zone	WMZ Office location	Major catchments
Upper Nile	Lira	Upper Aswa, Aswa, Albert Nile
Kyoga	Mbale	Awoja, Lwakhakha, Mpologoma Victoria Nile
Albert	Fort Portal	Mpanga, Ruhezenyande, Semliki, Kiha
Victoria	Mbarara	Rwizi, Kagera, Katonga

The underlying objective for the creation of WMZ was to help deconcentrate technical support for water resources management nearer to planned catchment-based structures and other activities and structures such as water supply and environment. The stated role of WMZ³⁴ is to; undertake zonal assessment of permit applications ; carry out zonal compliance monitoring and data management ; provision of regional level laboratory services for water quality testing ; zonal monitoring and data management; undertake water resources mapping, assessment and planning; contribute to national assessments, planning and coordination including environmental impact assessments ; provide support to catchment stakeholders in developing and implementing local water resources management plans and structures . Water Management Zone offices have now been established in all four locations. Levels of full functionality are varied.

2.7.5 Catchment Management Structures

Each WMZ is mandated to support creation of functional **Catchment Management Organisations** comprised of several structures responsible for co-ordination, protection and the management of water resources. These are highlighted briefly in the table below.

³⁴ MWE: Uganda Water and Environment Sector Performance Report 2015 (Doc ID 034)

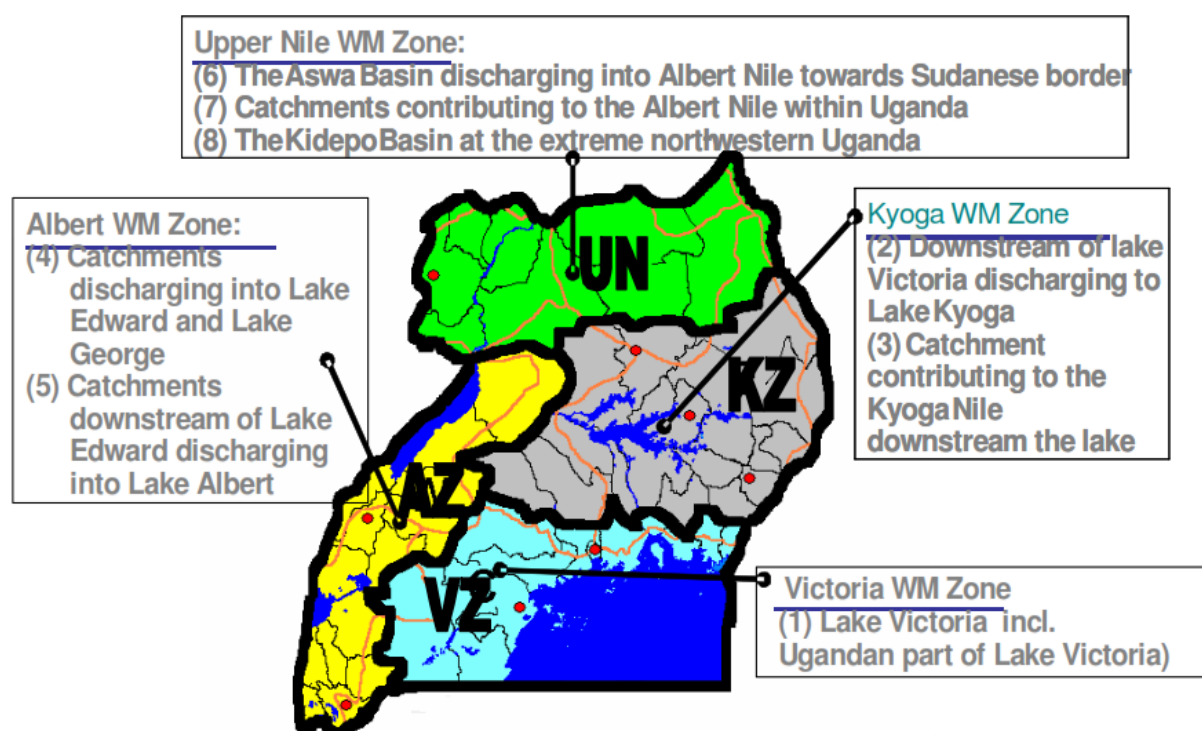


Figure 15 Demarcation of Water Management Zones

Table 2-12: Catchment Management Organisation Structures

Structures	Proposed function
Catchment Stakeholders Fora	<ul style="list-style-type: none"> Supposed to meet at least once a year and draw on a cross section of key stakeholders. Responsible for defining key issues in the catchment for consideration in order to effectively protect, manage and develop water resources. Role supposed to include inputs into plans and programmes
Catchment Management Committee	<ul style="list-style-type: none"> Supposed to be comprised of 10 – 25 officials representing local governments, NGOs, Private sector etc. in the catchment. Stated roles include the promotion of coordinated planning and implementation
Catchment Technical Committee	<ul style="list-style-type: none"> Supposed to be comprised of technical staff drawn from local governments, NGOs, private sector etc.). Stated role is to support the CMC
Catchment Secretariat	<ul style="list-style-type: none"> Supposed to be comprised of 1 – 3, full time or part time personnel Stated role is to support the Catchment Management Committee

2.7.6 Persistent IWRM Challenges Reported 2009-2020

IWRM challenges reported in Sector Performance Reports from 2009 are set out in Annex 3: below. Prominent and persistent ones include:

1. Inadequate enforcement of the water resources and Environmental regulations
2. Extremely high population growth coupled with economic development


3. Climate change
4. Lack of adequate financial resources
5. Low compliance to permit conditions
6. Declining freshwater quality due to;
 - a. Poor agricultural practices
 - b. Poor sanitation practices
 - c. Industrial waste discharge
 - d. Mining activities and oil production
 - e. Vandalism of monitoring networks
7. Capacity of gauge observers which has severely affected the quality of data collected
8. Inadequate infrastructure
9. Low staffing levels

2.7.7 SWOT Analysis Water Resources and Environment

BB7: SUMMARY SWOT ANALYSIS – WATER RESOURCES & ENVIRONMENT	
Strengths	Weaknesses
<p>(a) In recent years the adoption of Integrated Water Resource Management approaches and the roll out of Catchment Management structures at regional and local levels is resulting in more awareness of the importance of watershed management issues and the relationship between water resources and environmental management and protection.</p> <p>(b) Coupling the environment sub-sector to the water resources, water supply and sanitation has helped to improve the profile of natural resources management and climate change within the water supply sector, which traditionally leaned towards engineering and infrastructure development</p> <p>(c) Climate Change Act 2021, offers the opportunity to unlock constraints to the creation of appropriate institutional mechanism and their subsequent financing to develop effective responses to Climate Change nationally and lower levels</p>	<p>(d) At district level, there is still disjointed relationship between the Water Office and Natural Resources Department. Yet under the NDP III and in line with commitments made at the national level for better alignment integrated approaches are stressed.</p> <p>(e) Climate change policy is still underdeveloped, and considerable effort will be required both to develop it and ensure that it is operationalized at both national and local levels.</p>

Opportunities		Threats	
(f) There are significant opportunities for CSO and NGO engagement on issues related to IWRM, Water Action Planning and Climate Change responses, all of which help shift development approaches from a narrow drinking water and sanitation focus to the broader perspective of ensuring the sustainable use and management of a strategic and exhaustible resource.		(g) Population growth and demands from the development of industries, including the oil and gas sector, pose significant potential threats in the medium to long term to sustainable and safe water supply and sanitation. (h) Some estimates indicate that impacts of climate change will cost up to 332 billion USD for the period 2010-2050	
Potential areas for WASH for CHANGE Alliance intervention			
Funding	Support could be considered on a case-by-case basis to specific CMO structures and assessments as they develop integrated plans		
Advocacy	Ongoing sensitisation of all stakeholders on the importance of the protection and sustainable management of water resources and preparedness for, and the mitigation of, the impacts of climate change.		
Coordination	The establishment of better links between WASH actors and Environmental CSOs at both local and regional levels will be an important approach to maximise potential impact and efforts.		

2.8 Learning and Adaptation

	<ul style="list-style-type: none"> • This section outlines learning platforms that in the WASH sector and those that are relevant to it elsewhere in the institutional architecture. Comments on activity/ vibrancy, and potential for knowledge propagation and influencing have also been made and some of the impacts of COVID-19 are highlighted.
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2.8.1 Current Status

Water and Environment Sector Working Group and subgroups³⁵(WESWG): This working group was formed in July 2008 through the merger of the Water and Sanitation Sector Working Group and the Environment and Natural Resources Working Group. Meets at least twice per year. The WG is tasked with the provision of policy and technical guidance. It is chaired by the Permanent Secretary MWE, Directors and Commissioners of the three MWE Directorates , MWE Policy and Planning department, National Environment Management Authority (NEMA), National Water & Sewerage Corporation (NWSC), other concerned Ministries, Development Partners, Private Sector and Local Government (through the Uganda Local Government Association) and civil society (represented by UWASNET). Under the WESWG there are two main subgroups:

Water and Sanitation Sub Sector Working Group (WSSWG) and the *Environment and Natural Resources Working Group (ENR SWG)* both of which coordinates and monitor sub sector activities. In addition to the above there a significant number of additional thematic groups have been created. These include;

- Finance Sub-group:
- Good Governance sub-group:
- Catchment Management Coordination Subgroup:
- De-concentrated Structures Coordination Subgroup:
- Climate Change Subgroup:

Formation of WESWG was a clear attempt by GoU to improve cross sectoral coordination and foster more holistic planning processes. However, a plethora of groups, even though with ToR and mandates, may risk undermining attempts to streamline coordination and cross sectoral working. Actual functionality of some of the sub-sector groups is unknown.

³⁵ Both the WESWG and the sub-groups each have Terms of Reference

On issues of importance to the W4C partners, the WESWG and its sub-groups are of high importance and interest to the programme in terms of national level policy influencing. UWASNET – as a member of the group likely to be the main entry point.

Water Policy Committee: The role of the Water Policy Committee (WPC) is primarily to advise the Minister of Water and the Environment and to promote inter-ministerial and inter-sectoral coordination. The WPC also provides oversight to the preparation of national water quality standards and dispute resolution at the national level on issues related to water resources

Policy Committee on the Environment: As with the WPC the Policy Committee on the Environment (PCE) provides advice to the Minister on environmental issues. It was formally a sub-committee of cabinet. It also provides oversight and policy guidance to NEMA and plays a role in ensuring that government plans and programmes properly take into account environmental issues.

Both the WPC and PCE play a role in ensuring that IWRM is taken forward as a policy and approach within Government

National Sanitation Working Group: The NSWG was established in 2003 with an initial diverse membership of 44 organizations and the Environmental Health Division (EHD) of the Ministry of Health as the secretariat. It was expected to receive resourcing from Health and Education sectors as well as the Water Supply and Sanitation Joint Partnership Fund. In the arrangement, the NSWG would report at sector and technical review processes for Water and Environment and that of Health. Its objectives were to: coordinate and liaise with sanitation stakeholders and operationalize the MoU.

Sub-groups of the NSWG were set up to focus on specific in areas within sanitation and hygiene and are chaired by specific organizations with programmes in the sector. These include

- Monitoring and Evaluation,
- Community Led Total Sanitation (CLTS) ,
- Market Based Sanitation and Handwashing with Soap.

In 2011, the Programme Coordinating Mechanism (PCM) was created as a sub-group of the NSWG to direct the Uganda Sanitation Fund. The sub-groups nominate a Chair who prepares a concept and Terms of Reference and an annual workplan that is agreed with members. Meetings are held every quarter, or prior to the wider NSWG meeting to prepare to report back.

Overall, the NSWG has been successful particularly in mobilising diverse stakeholders and in helping focus physical, financial, and human modest resources to improve sanitation and hygiene performance which would otherwise have been dispersed and duplicated. Challenges remain however, full participation in working group activities is still problematic and the attendance of the NSWG meetings held every two months has now reduced to about 20 organizations/ participants—about 50% of the membership.

UWASNET: Formed in 2000 with the objective of strengthening the voice and contribution of civil society in the achievement of water and sanitation goals, UWASNET is active at both the national and regional /local level (through a series of regional coordinating organisations) and has over 260 members. UWASNET has been active both in terms of policy analysis, influencing and information exchange, the capacity development of its members and the provision of advice to Local Governments on how to work with NGOs. It is already a key partner of the WASH For Change Alliance members.

UWASNET strength is that it has strong relationships at national levels and represents civil society on Government coordinating fora. Its challenge is sometimes maintaining capacity and the strength of its representation at local level and its near non-responsiveness by NGOs in the humanitarian sub-sector to its work (more aligned to UNHCR and UNICEF activities and engagement).

The ENR CSO Network: describes itself as a fairly loose coalition of CSOs engaged in lobbying and advocacy on issues related to natural resource management and the environment. Its membership of approximately 60 organisations is drawn mainly from local NGOS with a few international groups represented. It has thematic subgroups on Environment, Wetlands, Forests, Weather & Climate Change and Governance. It is represented on the ENR Sector Working Group, by IUCN and Environmental Alert. It is currently chaired by Tree Talk Plus

Extent of cooperation and dialogue between WASH sector actors and ENR groups at both national and decentralized level is currently limited – this needs to change if IWRM is to be successfully taken forward as an approach.

Appropriate Technology Centre (ATC): has been strengthened to undertake applied research, capacity building and promotion of appropriate water, sanitation and environmental preservation technologies. A key step towards research is the collaboration with Centre for Science and Environment (CSE) institution based in India. Studies on Knowledge, Attitude and Practice Studies (KAPS) were specifically conducted in 2020 to identify challenges facing adoption of water, sanitation, hygiene and environmental protection technologies. They are in addition used to inform technology development such as the strengthened innovation and value chain for hand washing facilities in the wake of COVID 19 which was a result of the study on the “The rise of hand washing facilities technological innovation in the wake of COVID 19 pandemic.” The study on Prospect of bamboo briquetting in Uganda briquetting is popularly positioned to provide alternative source of cooking energy to relieve pressure from the heavily destroyed forests in Uganda (SPR 2020).

However, the ATC, is currently located with the Rural Water Supply and Sanitation Department and has a relatively low profile. It is a unit of only 4No. staff, who are based in Mukono District, with no regional presence and have currently limited capacity and resources at their disposal to fulfil their mandate even within the rural sub-sector. MWE has plans to upgrade it to a department, reporting directly to the Permanent Secretary.

Water Resources Institute: The Water Resources Institute has continued to implement and deliver on its four thematic area i) applied training, ii) applied research, iii) outreach and iv) dialogue. In the FY 2019/20 WRI conducted applied trainings through short courses, outreach and dialogue through Uganda Water and Environment Week (UWEWK) 2020. Additionally, the Institute developed the first ever 10-year and Strategic Plan and 5-year Business Plan. The 5-year Business Plan is designed for implementing the first five years of the Strategic Plan for WRI 2019-2024. Under Business Plan the Water Resources Institute tends to: i) Costing and pricing of WRI's products and services; ii) Target market segments, clients, competitors and their characteristics, iii) Strategies to grow the market and competitiveness- Strengthening WRI competitiveness iv) Establishing Partnerships and v) Resource mobilization (SPR 2020).

Uganda Water and Environment Week (UWEWK): coordinated by the Directorate of Water Resources Management (DWRM) of MWE in Entebbe for a week in March on an annual basis. This aligns the event to the recognition of important international days namely World Forest Day 21st March, World Water Day of 22nd March and World Meteorological Day 23rd March 2018. It is modeled using similar approaches as the World Water Week conducted by the Stockholm International Water Institute (SIWI). The event provides opportunities to ensure the convergence of diverse stakeholders, activities

include the presentation of innovations in the sector and policy discussion and dissemination. It therefore provides a useful platform for advocacy into specific issues.

Technical Reviews: These are field visits and workshops undertaken by MWE development partners and district level stakeholders to review specific issues/ undertakings agreed at Joint Sector Performance Reviews they occur twice a year and offer stakeholders the opportunity to attend events of specific interest.

Sector Performance Reviews: Joint Sector Performance Reviews are Week-long annual events which have occurred consistently for the past 17 years. It includes all WASH stakeholders. In addition to performance review, focus areas for the following year area agreed.

Catchment Management Committees: It is expected that different stakeholders (policy makers, practitioners, user groups etc.) at catchment level meet periodically to discuss sustainable catchment management. The actual occurrence is varies significantly with available funding levels.

The Private Sector Foundation of Uganda: Founded in 1995 to provide a voice for the private sector in Uganda and a channel for private sector support and capacity development by GoU and donors. Current membership is over 200 business associations, corporate bodies and key public sector agencies concerned with support to private sector growth. PSFU has managed several programmes in partnership with GoU, aimed at strengthening private sector enterprises. Specific improvement areas have included effective policy, and competitiveness in national, regional and international markets. PSFU members—include the Offgrid Solar and Cook Stove Sectors, and Uganda National Farmers Federation which are relevant to WASH IWRM and climate change issues and their environmental impact and effects on agriculture and livelihoods. Even though heavily dependent on donors and seemingly unrelated, PSFU's strength is its resources and range of scope of its programmes. It can be a useful benchmark for UWASNET and the W4C Alliance, to help understand better what they are doing well, and how this could be applied in the context of the WASH sector.

2.8.2 District level

District level stakeholders are allowed to attend national level events, but this is significantly hampered by limited allocations under the conditional grant. Development partners and NGOs with specific interests regularly finance the attendance of national events by district stakeholders, although this is neither consistent nor sustainable. The exception are districts hosting refugees for example have been provided with specific support to attend policy discussions at both district and national level. The internationally recognized CRRF approach has some funding for stakeholder platforms at district level in the medium to long term, coordinated by OPM and UNHCR.

District Executive Committee budget conference: This consists of the elected councillors responsible for natural resources development at district level, including women. During district WASH programme plan development, the District Water Officer presents the draft WASH programme plan to the DEC, and this is negotiated in-depth given that often resources are limited and it is not possible to carry out projects in all sub-counties every year. The DWO provides reasons for the selection of project areas (usually, locations that are not part of either MWE or NGO projects/ plans). This provides feedback to the DEC about developments in the wider sector.

District Water Supply and Sanitation Coordination Committee (DWSSCC): This is a technical committee chaired by the Chief Administrative Officer (CAO) and with the District Water Officer (DWO) as secretary. It provides a platform for all stakeholders (NGOs, INGOs, private sector) at district level to converge and discuss pertinent water and sanitation issues within the district. It was set up to help improve coordination amongst diverse stakeholders in a district (which do not have the human or

financial resources to attend to all stakeholder demands—and deliver on their own mandate as well. This structure is recognized at the sector level, however functionality across districts remains variable.

2.8.3 COVID 19 Impacts on learning and adaptation


There are two main issues related to COVID 19 impacts. First, capacity to meet online and work remotely has become critical as part of the response to control the spread and impact of COVID 19. This requires technical knowledge, equipment / consumables, and effective methodology of work to ensure that performance adequately substitutes physical interaction. The Ministry, UWASNET and the districts have all been impacted by the pandemic, however, NGOs and districts with relatively limited funds in comparison to the Ministry's regional or central offices. Secondly, GoU cut funding from all Ministries including WASH, in order to find internal resourcing to respond to the pandemic. Some of the regional offices have had up to 40% of their annual funding removed.

2.8.4 SWOT Analysis Learning and Adaptation

BB8: SUMMARY SWOT ANALYSIS – LEARNING & ADAPTATION	
Strengths	Weaknesses
<p>(a) Joint Sector Performance & Technical Reviews undertaken by MWE, development partners and district level stakeholders are well established and respected processes that have been running for the past 17 years and provides an important mechanism for lessons learning and dialogue between stakeholders at local and national level and between Govt., private sector and CSOs.</p> <p>(b) The Water Resource Institute established provides a platform for research and learning.</p> <p>(c) UWASNET as an important mechanism for NGOs and CSOs working at national and local level to share, and document learning and also access information on wider international experience and best practices. The Environment and Natural Resource Network (ENR) group offers provides similar opportunities amongst groups active on the environment.</p>	<p>(d) Formation of the Sector Working Group and subgroups was a clear attempt by GoU to improve cross sectoral coordination and foster more holistic planning and lesson learning processes. However, a plethora of groups, even with ToR and mandates, may risk undermining attempts to effectively disseminate lessons learned and streamline coordination.</p> <p>(e) As an umbrella grouping UWASNET relies on its membership to report an engage – at the district level NGO reporting (to local government authorities or UWASNET regional coordinators) is highly variable</p>
Opportunities	Threats
<p>(f) Creation of the Water and Environment Sector Working Group and the National Sanitation Working Group clearly established the linkage between water, sanitation, and wider environmental issues – this offers clear opportunities for influencing policy, practice and technical decision making.</p> <p>(g) At Local Government level District Water Supply and Sanitation Coordination Committee (DWSSCC) provide important platform for lesson</p>	<p>(i) District level stakeholders are allowed to attend national level events, but this is significantly hampered by limited allocations under the conditional grant. Development partners and NGOs with specific interests regularly finance the attendance of national events by district stakeholders, although this is neither consistent nor sustainable in the long term.</p>

<p>learning and exchange at local levels. IWRM rollout also offers opportunity for creating greater synergies with wider Natural Resource Management and lesson learning.</p> <p>(h) The Water resource Institute (WRI) exist to deliver on applied training, applied research, outreach and dialogue.</p>	
Potential areas for WASH for CHANGE Alliance intervention	
Funding	Options for sustainable resourcing of UWASNET learning and secretariat functions need to be identified.
Advocacy	Ongoing support to efforts to ensure lessons learned at JSR processes influence policy and decision making.
Coordination	<p>Efforts to further strengthen linkages and joint working between CSOs active in WASH & ENR</p> <p>Support and strengthen the WRI in strategies to grow the market and competitiveness and resource mobilization.</p>

2.9 Demand, Behaviour and Political Will

<div data-bbox="239 313 590 593"> <p>9</p>  <p>Demand, Behaviour & Political Will</p> <p>User demand/ behaviour, behaviour change, social norms, political commitment (for sustainable, quality WASH services for all)</p> </div>	<ul style="list-style-type: none"> This section outlines key issues related to user engagement and demand including supporting legislation and structures. Stakeholder engagement processes under the NDP III are highlighted.
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2.9.1 Legal framework

Policy and legislation: The relevant legislative framework for WASH in Uganda can be found in several pieces of legislation, spread across several sectors of Government as indicated in the Table below and described in subsequent sections. Not all are elaborated in this document. Only policies and legislation which are judged to be of specific relevance to WASH systems are outlined and their relevance explored in the sections that follow.

Uganda Constitution: The Constitution is the supreme law in Uganda and as such, all laws and policies must be consistent with it. In several places, the Constitution provides for the roles and functions of different stakeholders in the development, use, management, protection etc. of the country's water resources and the environment. The fourth chapter specifically includes the right to a clean and health environment as one of the fundamental human rights and freedoms for every Ugandan. The constitution mentions the responsibilities of the state in the provision of water supply and sanitation and those of the citizens in the management of the installed systems.

Importantly however, the Constitution provides for the principles of **decentralization** and **devolution** applied to the local government system of governance and these underpin the development framework at this level. The overall objective is to increase the participation and decision making of people and institutions—including public, private, and civil society organizations and local and lower local government levels.

Decentralization: The purpose of decentralization was to improve access to basic services and improve Government's capability, accountability, and responsiveness at lower levels of society. Over a period of two decades, the system was developed gradually to include financial decentralization. Districts now develop prioritized local plans and manage their implementation and the administration of block grants.

Devolution: was envisaged as an approach to empower elected representatives to make decisions on an array of issues, including discretionary power to act independently in their areas of jurisdiction in alignment with the Constitution. Devolution, in effect shifted the mandate for direct implementation/ service delivery from sector ministries, affected by decentralization (water, health, education, gender etc.) and compelled a shift in focus towards the setting national policy and standards, sector coordination, monitoring and the provision of technical support to districts.

Revenue sharing: The Constitution stipulates a formula for computing the minimum amount of discretionary resources paid to a local government when central government is determining proportions of revenue which it is mandatory to share with local governments, so that they can finance

decentralized operations and service delivery. Local governments also receive conditional grants and equalization grants.

The Local Government Act operationalizes the constitutional principles of decentralization and devolution, and the accompanying constitutional provisions on local government mandate and functions. In addition, it sets out the framework to guide local government administrative operations and provides guidance on several issues including district public services and financial management.

Local governments are mandated to hold in trust for the people and to protect natural lakes, rivers, wetlands and forest reserves. Further local governments have an oversight role in regard to the performance of persons employed by government to provide services and to monitor the provision of government services and the implementation of projects in their areas.

2.9.2 Demand behaviour

At national level, Members of Parliament, are both elected as representatives of citizens and are decision makers by in terms of approving loans with development banks for WASH programmes. There have been examples of political leaders at this level being elected on platforms of challenging the government to deliver on its responsibilities to citizens, especially in urban areas such as Kampala. These leaders raise the citizen voice as participants in the electoral processes and it is expected that once elected that they will pressurize government and hold it to account by:

1. challenging duty bearers to deliver on their work effectively and efficiently
2. Favouring policies that encourage citizen participation in production of public services, thereby making the citizen voice heard not just during elections but through demanding for services.

Key informants said that Government officials and political leaders tended to be more accountable to the financial centres of power—MoFPED and MWE’s development partners. Many expressed a long standing view that the WASH sector allocation from GoU has not grown as would have been expected in light of the challenges (climate change, population growth etc.) because the Ministry has not been successful in engaging with either the communities to demand for services, or the politicians who influence allocations.

At district level, a key issue is the low levels of fiscal transfer in terms of conditional grants, as well as the limited discretionary power for local leaders at district or lower levels to determine how best to apportion the grant for investment in rehabilitation, new systems or operation and maintenance. the discretionary power is still highly centralized and feedback systems that would encourage policy changes are few, and limited in terms of capturing the views of user groups about specific policies.

Key informants mentioned that fact that although the Natural Resources Management as a sector was the highest contributor to local revenue collection (land transactions, forestry sales etc.), financing activities to improve its management at local level was still a challenge and an important office in for the WASH sector (the district water office), had a low profile, limited capacity, and was clustered with Works etc.

2.9.3 Stakeholder engagement under the NDPIII

Although political leaders and user groups are present at key feedback events organized by the Ministry or agencies such as WaterAid, the key informants felt that the sector could do more to capitalize on the successes recorded from the reforms and innovations in the last decades. In the context of the NDP III, there are opportunities to exploit the situation where more key stakeholders are interested in the effectiveness of the plan and processes that are delivering it , including OPM, MoFPED and natural resources programme stakeholders.

2.9.4 SWOT Analysis Demand Behaviour and Political Will

BB9: SUMMARY SWOT ANALYSIS – DEMAND BEHAVIOUR & POLITICAL WILL	
Strengths	Weaknesses
<p>(a) Important and strong provisions in both the Constitution and various legislative frameworks in relation to access to water and sanitation and the protection of natural resources.</p> <p>(b) Recent roll out of IWRM approaches and mechanisms further reinforce importance of sustainable management of water resources and effective sanitation and create important linkages with wider environmental frameworks and issues.</p>	<p>(c) In a context of competing priorities and demands on both time and resources sustaining and increasing focus on WASH in terms of resource allocation is likely to remain a challenge – particularly, as previously discussed, on issues related to O&M</p> <p>(d) Although in theory district local governments have significant powers to manage planning processes and programmes at local level, in practice resource provision remains dominated by the conditional grants with little fiscal space at the local level.</p>
Opportunities	Threats
<p>(e) There is increasing concern about climate change both at international, but also local level in terms of public opinion. This is likely to create opportunities for issues to be discussed at both national and local levels. These include plans and consultation processes under NDP III.</p>	<p>(f) Ensuring coordinated and collective action remains a challenge requiring concerted effort.</p>
Potential areas for WASH for CHANGE Alliance intervention	
Funding	Explore options for collective action and platform sharing on selected issues between WASH and ENR actors – this might include action based research, support to policy dialogues and platforms etc
Advocacy	
Coordination	

3 ANNEXES

Annex 1

Planned sector infrastructure investments 2018-2023

#	Investment	Cost US\$	Timing	Focus/Objectives
A: Water Supply and Sanitation				
A1	Isingiro Water Supply (<i>AFD</i>)	70M	2019-2022	Lateral extension of planned Kagera system to serve 923,000 people with piped water – will include intake structures, water treatment works, pipes, reservoir tanks, sanitation facilities and tap stands
A2	WSSP II (Rural) (<i>AfDB</i>)	27M	2016-2020	Funding 10 large gravity flow schemes and 70 solar powered mini schemes in Rural Growth Centres. Also includes 50 public sanitation facilities.
A3	WSSP II (Urban)	74.3	2016-2020	Construction of two faecal sludge plants (towns) complete with cess pool emptiers and Vacutugs construction of 100 public toilets
A4	Integrated Water Management and Development Project (<i>World Bank</i>)	275M ¹	2019-2025	Rural Water and Sanitation
				Gravity Flow Schemes in -Kasese, Bitsya. Construction of solar powered large-piped water supply and sanitation systems (16 units) Pump stations, transmission & distribution.
				Water and Sanitation Refugee Hosts
				Water Supplies for host communities in Koboko, Yumbe, Moyo and Arua, 24 institutional and 2 public sanitation facilities, and a Faecal Sludge Management Facility in Moyo district.
				Urban water and sanitation services
				Construction of water supply systems in seven town clusters of Busia, Butaleja-Busolwe, Budaka-Kadama-Tirinyi-Kibuku, Namungarwe Kaliro, Kyegegwa-Mpara-Ruyonza, and Namasale. Construction of Faecal Sludge Treatment Facilities in Rukungiri, Koboko, Busia, Budaka and Kumi. Implementation of priority source protection measures in Busia, Butaleja-Busolwe, Budaka Kadama-Tirinyi-Kibuku, Kyegegwa-Mpara Ruyonza, and Namasale.
A5	Water & Sanitation Development Facility – South West Sludge Treatment Plants Investments (<i>JPF funds</i>)	0.78	2018-2019	Development of regional concept for responding to the growing demand for FSM needs to be developed, along with the necessary institutional and management arrangements of viable regional FSM systems including the adaptation of existing sanitation facilities.
A6	Strategic Towns Water Supply & Sanitation Project (<i>AfDB</i>)	68.3	2018-2023	Construction of piped water schemes in 10 strategic towns and 3 regional faecal sludge treatment facilities (including 6 cesspool emptying trucks) and 40 public sanitation facilities.

¹ USD 250M in loans and 25 million in Grants

#	Investment	Cost US\$	Timing	Focus/Objectives
A7	Refugee Hosting Districts of Northern Region (KFW)	12.5	2018-2021	Project is focused on creating water supply and sanitation systems in six small towns and RGCs located in refugee hosting areas. It is intended that the design and the operational concept of schemes will be adapted in a way to ensure that both the host community and refugees benefit.
A8	Sembabule Water Supply Improvement Project (NWSC)	2.43	2018-2021	The project is aimed at increasing water production from 300m3/day to 3000m3/day and upgrading and extension of the water distribution network.
A9	Fort Portal Water Production Improvements (NWSC)	0.68	2018-2021	The project is aimed at improvement in water quality and increase water production by 2500m3/day. Planned infrastructure includes It involves construction of flocculator, coagulator, clarifier, filter and ancillary works
A10	Kapchworu Water Supply Project (NWSC)	1.97	2018-2020	Infrastructure improvements include; a 3,000m3/d Water treatment plant 4km DN 200mm Delivery main
A11	Water Management & Development Project – Mbale Water Project (and other towns) (World Bank)	90	2018-2023	Rehabilitation and improvement of the Mbale water system including water intake, water treatment plant and water distribution network in Mbale town Rehabilitation and improvement of sewerage system including sewer network and sewerage treatment ponds in Mbale town . Construction of Karuma-Gulu bulk water transmission mains and water distribution networks for en-route towns of Karuma, Kamdini, Minakulu, Bobi-Palenga and Koro. Construction of the Adhjumani-Pakele water system including water source, water treatment plant and water distribution network. Construction of sanitation facilities in Adjumani and Pakele towns . Source protection measures for both the existing and new water sources in Mbale, Gulu and Adjumani
A12	Package Sewage Treatment for Fort Portal and Kisoro (Ecotech Ltd.)	0.62	2018-2019	It Involves design, supply, installation and operation of Sewage treatment plants for both towns.
A13	Bulk water transfer for the towns of Kyotera, Kalisizo, Mutukula, Rakai & Lyantonde (NWSC)	10.8	2018-	Improvement of water supply services in the towns of Kyotera, Kalisizo, Mutukula, Rakai & Lyantonde. Includes; 20,000m3/d Water intake plant 10,000m3/d Water treatment plant, 4000m3 combined storage, 150km Water network (transmission & distribution)
A14	Kampala South Water and Sanitation Project (KSWSP) (DANIDA)	116	2018-	Development of a new Water intake and treatment plant, primary bulk storage reservoir, associated pumping main, distribution system a Faecal Sludge Treatment Plant and Supply of Water in Informal Settlements in this area.
A15	Karamoja Small Towns and Rural Growth Centres	8.1	2016-2021	The project will target all district headquarters, town councils, small towns, and RGCs of the seven districts of the Karamoja Region. The project includes construction of piped water supply and sanitation systems, involvement of the communities and the promotion improved sanitation and hygiene levels.

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#	Investment	Cost US\$	Timing	Focus/Objectives
	(GOU)			
Sub-Total		758.48		

#	Investment	Cost US\$	Timing	Focus/Objectives
B. Water for Production				
B1	Multipurpose Water use in Kiruhura (AFD)	68.2	2018-2023	The project aims to increase water storage volumes through securing available, reliable, affordable, manageable and sustainable water for multi-purpose use to enhance production. Includes seven earth dams, 13 valley tanks and a local bulk water supply system) and associated watershed management
B2	Drought Resilience in Karamoja (KFW)	24.4	2019-2023	Providing additional water structures that can collect and supply water throughout (a long) dry season in locations close to the Kenyan border in dry season grazing areas. Infrastructure includes, three earth dams of 1.4 – 3 million m3 each with watering facilities, satellite valley tanks; nine communal valley tanks of 20,000 m3 each, boreholes for human consumption; 12 boreholes with hand pumps delivering 10 m3 per day, livestock crushes and livestock watering troughs, road spot improvements; Irish bridges, culverts, road grading/shaping and wearing course/gravelling.
B3	GoU contribution to Water for Production (GoU)	91.8	2018-2023	To create storage of water for productive use in irrigation, livestock, domestic, aquaculture and rural industry, establish bulk water supply systems to transfer water for production from areas of plenty to areas of scarcity, to develop small, medium and large irrigation schemes across the country, provide source protection for water for production facilities, establish sustainable management systems on water for production facilities and to provide technical support to line ministries, local governments and private sector players.
Sub-Total		184.4		
C: Integrated Water Resources Management				
C1	Integrated Water Management & Development Project (World Bank)	(3.2) ¹	2019-2025	Component 3 of this larger project (see A4) is for associated activities, mainly TA. In support of WMZ and watershed management strengthening. However, from an infrastructure point of view it includes work resources rehabilitation of the National Water Quality Reference Laboratory. The value of the infrastructure component is unclear and is therefore not counted in the totals.
Sub-Total				

¹ Included as a component of A4 above

#	Investment	Cost US\$	Timing	Focus/Objectives
D. Environment & Natural Resources				
D1	Building Resilient Communities and Ecosystems through Restoration Wetlands and Associated Catchments (Green Climate Fund, UNDP, GoU)	(44.62) ¹		Component 3 of this much larger project is for strengthening access to climate and early warning information. It includes Meteorological and hydrological infrastructural investments including additional manual and automatic weather stations, lightning sensors, hydrological monitoring equipment, agro-meteorological stations, forecasting equipment, and data archiving systems, It is said to also include capacity building of relevant staff on O&M of climate monitoring equipment, data interpretation, modelling and forecasting, The value of the infrastructure component is unclear and is therefore not counted in the totals.
Total		(0)		
GRAND TOTAL		USD 943 Million		

¹ Total project budget – value of infrastructure investments for meteorology unclear

Annex 2

Overview of procurement process for works, goods and services in Uganda

3.1.1.1 Legislation Regulating the Procurement of Government Contracts

Governing Law

The Public Procurement and Disposal of Public Assets Act, 2003 (as amended) (the “Act”) regulates procurement of government contracts in Uganda. The Act, established to formulate policies and regulate practices in respect of public procurement and disposal activities, grants the line Minister authority to issue regulations, with approval from the Public Procurement and Disposal of Public Assets Authority (the “Authority”) and Parliament for the purposes of implementing the objectives of the Act.

Twelve regulations have so far been issued by the Minister, five of which directly regulate procurement of government contracts, namely:

- the Public Procurement and Disposal of Public Assets (Contracts) Regulations, 2014;
- the Public Procurement and Disposal of Public Assets (Evaluation) Regulations, 2014;
- the Public Procurement and Disposal of Public Assets (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2014;
- the Public Procurement and Disposal of Public Assets (Procuring and Disposing Entities Regulations), 2014; and
- the Public Procurement and Disposal of Public Assets (Procurement of Medicines and Medical Supplies) Regulations, 2014.

3.1.1.2 Entities Subject to Procurement Regulation

Entities subject to procurement regulation are Procurement and Disposing Entities (PDEs). They include:

1. a Ministry or department of government;
2. a district council or a municipal council;
3. a body corporate established under an Act of Parliament other than the Companies Act;
4. a company registered under the Companies Act in which government or a PDE:
 1. controls the composition of the board of directors of the company;
 2. is entitled to cast, or controls the casting of more than 50% of the maximum number of votes that may be cast at a general meeting of the company; or
 3. controls more than 50% of the issued share capital of the company, excluding any part of the issued share capital that does not carry a right to participate beyond a specified amount in the distribution of profits or capital;
5. a commission established under the Constitution or under an Act of Parliament;
6. a public university and a public tertiary institution established under the Universities and other Tertiary Institutions Act, 2001;
7. the Bank of Uganda except in exercise of the functions specified in Section 4 of the Bank of Uganda Act; and
8. any other procuring and disposing entity as may be prescribed by the Minister.

3.1.1.3 Types of Contracts Subject to Procurement Regulation

The types of contracts subject to procurement regulation include:

- contracts for the procurement of consultancy services;
- contracts for the procurement of medicines and medical supplies; and
- contracts for the procurement of works, supplies and non-consultancy services.

3.1.1.4 Openness of Regulated Contract Award Procedure

PDEs may adopt different methods of procurement. These include:

1. open domestic bidding;
2. restricted domestic bidding;
3. open international bidding;
4. restricted international bidding;
5. micro procurement;
6. direct procurement; and
7. quotation method of procurement.

The above-listed methods of procurement specify the parties from whom bids or expressions of interest are welcome.

3.1.1.5 Key Obligations

The key obligations on which all public procurement is grounded include:

- non-discrimination;
- transparency, accountability and fairness;
- maximisation of competition and ensuring value for money;
- confidentiality;
- economy and efficiency; and
- promotion of ethics.

3.1.2 Contract Award Process

3.1.2.1 Prior Advertisement of Regulated Contract Award Procedures

Advertisement is one of the modes of inviting bidders to participate in a procurement process. The form of the advertisement is categorised into two, dependent on the nature of contract and procurement requirement, i.e.:

- works, supplies and non-consultancy services; and
- consultancy services.

Advertisement for Works, Supplies and Non-consultancy Services

Advertisement for these contracts is through publishing bid notices. A bid notice must be displayed on the website of the Authority and the notice board of the PDE, not later than the date of publication of the bid notice and must be displayed until the deadline for submission of bids.

The bid notice must also be published in at least one newspaper of wide circulation.

The information contained in the bid notice includes, but is not limited to:

- the name, address and contact details of the PDE;
- a summary of the scope of the assignment and a brief description of the required works, supplies and non-consultancy services;
- a statement of any eligibility and qualification requirements;
- the criteria to be used to evaluate the bids;
- details of the information required in the bids including any information or documentation required to verify the eligibility or qualifications of a provider;
- instructions on the location for submission of the bids and the deadline for submission; and
- instructions on the sealing and labelling of the bids.

Advertisement for Consultancy Services

Advertisements for procurement for consultancy services is through publication of a notice inviting expressions of interest. The notice inviting expressions of interest is published in at least one newspaper of wide circulation in Uganda and where a PDE requires to obtain effective competition, the notice inviting expressions of interest shall also be published in the relevant trade or professional publication.

The information contained in a notice of expression of interest includes:

- the name, address and contact details of the PDE;
- a summary of the scope of the assignment and a brief description of the required consultancy services;
- a statement of any eligibility and qualification requirements;
- the criteria to be used to evaluate the expressions of interest;
- details of the information required in the expression of interest, including any information or documentation required to verify the eligibility or qualifications of a consultant;
- instructions on the location for submission of expressions of interest and the deadline for submission; and
- instructions on the sealing and labelling of expressions of interest.

Other modes of advertisement of contract award procedures include direct invitation, undergoing a pre-qualification exercise and development of a shortlist of providers.

3.1.2.2 Preliminary Market Consultations by the Awarding Authority

Every PDE has an accounting officer, whose overall responsibility is to execute the procurement and disposal process in a PDE. The accounting officer of a PDE has authority to conduct a market assessment of the price of a procurement item, which may include works, supplies and non-consultancy services and consultancy services.

When conducting the market assessment for works, supplies and non-consultancy services, an accounting officer may take into account the following:

- prices obtained on previous similar bids or contracts, taking into account any difference in the quantities purchased;
- prices published or advised by potential providers; and
- a build-up of estimates of prices of components of the works, non-consultancy services or supplies.

When conducting a market assessment for consultancy services, an accounting officer may take into account the following:

- prices obtained on previous similar services; and
- prices advised by potential consultants.

3.1.2.3 Tender Procedure for the Award of a Contract

PDEs are required to follow prescribed procedures/methods in a procurement and disposal process. The choice of procurement method is determined by the estimated value of the requirement, the circumstances relating to the requirement and the type of procurement, whether supplies, works, consultancy or non-consultancy services. The methods of procurement that may be used to award a contract include:

Open Domestic Bidding

Open domestic bidding is a procurement method, which is open to participation on equal terms by all providers, through advertisement of the procurement opportunity. Unless provided otherwise, PDEs are required to adopt this method of procurement and disposal. Open domestic bidding is used to obtain maximum possible competition and value for money, and is open to foreign or international bidders.

Restricted Domestic Bidding

This is where bids are obtained by direct invitation without open advertisement of the procurement opportunity. It is used to obtain competition and value for money to the extent possible, where the value or circumstances do not justify or permit the open bidding procedure.

Open International Bidding

This is a procurement method which is open to participation on equal terms by all providers, through advertisement of the procurement opportunity and which specifically seeks to attract foreign providers. This mode of procurement is used to obtain the maximum possible competition and value for money, where national providers may not necessarily make this achievable.

Restricted International Bidding

This is a procurement method, which involves bids being obtained by direct invitation without open advertisement, and the invited bidders include foreign providers. It is used to obtain competition and value for money to the extent possible where the value or circumstances do not justify or permit an open bidding method and the short-listed bidders include foreign providers.

Micro Procurement

This procurement method is used for very low-value procurement requirements. It is used to achieve efficient and timely procurement where the value does not justify a competitive procedure. The current threshold for micro procurement is the UGX5 million equivalent to USD1,365.

Direct Procurement

Direct procurement is a sole-source procurement method for procurement requirements where exceptional circumstances prevent the use of competition. It is used to achieve efficient and timely procurement, where the circumstances do not permit a competitive method.

Quotation Method of Procurement

The quotation method is a simplified procurement method which compares price quotations obtained from a number of providers. The quotation method is used to obtain competition and value for money to the extent possible, where the value or circumstances do not justify or permit open or restricted bidding procedures.

Negotiations during the Procurement and Disposal process

Negotiations are not permitted between PDEs and a contractor, in respect of a proposal of the contractor, except where:

- the competitive procurement method was used and only one bid was received in response to the call for bids;
- the direct procurement method was used; or
- the procurement is for consultancy services.

Negotiations under the above are only carried out where the best evaluated bid or proposal exceeds the budget of the PDE.

3.1.2.4 Choice/Conditions of a Tender Procedure

While there is more than one tender procedure, the choice of procedure is not at the sole discretion of the PDE, but is dependent on the circumstances surrounding the procurement and the value of the procurement.

There are thresholds that determine the method of procurement to be used by a PDE. The applicable thresholds are highlighted below.

Supplies and Non-consultancy Services

- Open bidding (domestic and international) is used for procurements whose value is higher than UGX200 million, equivalent to USD54,600;
- restricted bidding (domestic and international) is used for procurements whose value is equal to or higher than the UGX100 million, equivalent to USD27,300, but does not exceed UGX200 million, equivalent to USD54,600;
- request for quotations is used for procurements whose value is equal to or more than the UGX5 million, equivalent to USD1,365 but does not exceed UGX100 million equivalent to USD27,300; and
- micro procurement is used for procurements whose value is less than UGX5 million, equivalent to USD1,365.

Works

- Open bidding (domestic and international) is used for procurement whose value is higher than UGX500 million, equivalent to USD136,600;

- restricted bidding (domestic and international) is used for procurement whose value is equal to or higher than UGX200 million equivalent to USD54,600 but does not exceed UGX500 million, equivalent to USD136,600;
- request for quotations is used for procurement whose value is equal to or more than UGX10 million (USD2,730) but does not exceed UGX200 million (USD54,600); and
- micro procurement is used for procurement whose value is less than UGX10 million, equivalent to USD2,730.

Consultancy Services

- Request for proposals with expression of interest: procurements the value of which is equal to or higher than UGX200 million, equivalent to USD54,600; and
- request for proposals without expression of interest: procurements the value of which is equal to UGX50 million, equivalent to USD13,660, but which does not exceed UGX200 million, equivalent to USD54,600.

Medicine and Medical Supplies

Special thresholds apply for medicine and medical supplies.

- Open bidding is the default method for procurements of medicines and medical supplies. It may be used irrespective of the value of the procurement; on condition that National Drug Authority (NDA) registers the providers, except in cases where the NDA has not registered any provider for a specific requirement.
- Restricted bidding is used for procurements whose value is not more than UGX2 billion, equivalent to USD546,450, if the entity procuring is national medical stores and for procurements whose value is not more than UGX500 million (USD136,600) for any other PDE. It is a requirement that at least five bidders must be invited.
- The request for quotations method is used for procurements whose value is not more than UGX1 billion (USD273,225) if the entity procuring is national medical stores and for procurement, whose value is not more than UGX100 million (USD136,600) for any other PDE. It is a requirement that at least three quotations must be considered.
- Micro procurement is used for procurement whose value is not more than UGX100 million (USD136,600), if the entity procuring is national medical stores and for procurements whose value is not more UGX5 million, (USD1,365) for any other PDE. It is a requirement that at least three quotations must be considered.
- Direct procurement is used where the supplies are available from a single provider.

3.1.2.5 Timing for Publication of Documents

The Act does not impose timing for publication of documents except for those in **2.6 Time Limits for Receipt of Expressions of Interest or Submission of Tenders** and **3.4 Requirement for a "Standstill Period"**.

3.1.2.6 Time Limits for Receipt of Expressions of Interest or Submission of Tenders

The Act provides for minimum periods for submission of expressions of interest for consultancy services or submission of bids for works, supplies and non-consultancy services.

Minimum Periods for Submission of Expressions of Interest

The minimum periods of submission of expressions of interest are ten working days where the notice is only published in Uganda, and 15 working days where the notice is published internationally.

The period for expressions of interest starts on the date the notice is first published and ends on the deadline for submission of expressions of interest.

The period for submission of expressions of interest is determined by taking the following factors into consideration:

- the level of detail required in the expression of interest;
- whether the consultants are required to submit authenticated legal documents or similar documents as part of the proposals and the time required to obtain the documents; and
- the location of the consultants and the time required to deliver the expression of interest to the procuring and disposing entity.

Minimum Periods for Submission of Bids

The minimum bidding periods in respect of each procurement method are:

- for the open domestic bidding method, 20 working days;
- for the open international bidding method, 30 working days;
- for the restricted domestic bidding method, 12 working days;
- for the restricted international bidding method, 20 working days; and
- for the quotations method, five working days.

Direct Procurement

This method of procurement does not have a minimum bidding period. The period of bidding is determined by taking the following factors into consideration:

- the time required for the potential bidders to obtain the bidding documents from the PDE;
- the time required for the preparation of bids, taking into account the level of detail required and the complexity of the bidding;
- the need for bidders to submit authenticated legal documents or similar documents as part of the bids and the time required to obtain the documents;
- the location of shortlisted or potential bidders and the time required for obtaining bidding documents and for the delivery and submission of bids to the procuring and disposing entity;
- the anticipated duration of the procurement process; and
- the minimum bidding period.

3.1.2.7 Eligibility for Participation in a Procurement Process

PDEs require all bidders participating in public procurement or disposal to meet the qualification criteria set out in the bidding documents, which in all cases shall include the following basic qualifications:

- that the bidder has the legal capacity to enter into the contract;
- that the bidder is not:

1. insolvent;
 2. in receivership;
 3. bankrupt; or
 4. being wound up;
- that the bidder's business activities have not been suspended;
 - that the bidder is not the subject of legal proceedings for any of the circumstances mentioned in bullet point two, above; and
 - that the bidder has fulfilled his or her obligations to pay taxes and social security contributions.

3.1.2.8 Restriction of Participation in a Procurement Process

Pre-qualification for Non-Consultancy Services

The Act permits pre-qualification under open domestic and open international bidding to obtain a shortlist of bidders in the procurement of works, supplies and non-consultancy services.

Pre-qualification is used in circumstances where:

- the non-consultancy services or supplies are highly complex, specialised or require detailed design or methodology;
- the costs of preparing a detailed bid would discourage competition;
- the evaluation is particularly detailed and the evaluation of a large number of bids would require excessive time and resources from a procuring and disposing entity; or
- the bidding is for a group of similar contracts, for the purposes of facilitating the preparation of a shortlist.

The criteria for evaluation for pre-qualification includes:

- experience in executing similar contracts;
- performance on similar contracts;
- capabilities with respect to equipment and manufacturing facilities;
- the qualifications and experience of the personnel of the bidder;
- financial capability of the bidder to perform the proposed contract;
- facilities or representation at or near the location for performance of the contract;
- the available capacity to undertake the assignment; and
- any other relevant criteria.

Note: the Act does not provide for a minimum number of bidders that may be pre-qualified.

Pre-qualification for Consultancy Services

A PDE may elect to shortlist consultants under the following circumstances:

- the consultancy service can only be provided by a limited number of consultants, in this case not more than six consultants;

- the value of the procurement is lower than the value prescribed for publication of notice inviting expression of interest; or
- there is an emergency situation.

The evaluation criteria PDEs must take into account in preparing a shortlist of consultants include the following:

- the consultant has the legal capacity to enter into a contract with the procuring and disposing entity;
- the consultant is not insolvent, in receivership, bankrupt or being wound up;
- the business activities of the consultant are not suspended;
- the consultant is not the subject of legal proceedings for any of the circumstances mentioned in the second bullet point;
- the consultant fulfilled the obligations to pay taxes and social security contributions in Uganda;
- the consultant does not have a conflict of interest in relation to the subject of the procurement;
- the consultant is not suspended by the Authority; and
- the consultant is:
 1. not a member of the Contracts Committee or of the evaluation committee;
 2. not an employee of the procuring and disposal entity or a member of the Board of Survey;
 3. not a person appointed to politically or administratively control the procuring and disposing entity, including a minister, the accounting officer or a member of the governing body of the procuring and disposing entity; and
 4. not a company, where persons specified herein have a controlling interest.

Where the consultant is a firm, company, corporation, organisation or partnership, the consultant is required to submit the following documents, with the application to be pre-qualified:

- a copy of the trading licence of the consultant or its equivalent;
- a copy of the certificate of registration of the consultant or its equivalent;
- a signed statement indicating that the consultant does not have a conflict of interest in the subject of the procurement; and
- any other relevant documents or statements as may be stated in the pre-qualification documents.

3.1.2.9 Evaluation Criteria

Evaluation Criteria during the Procurement and Disposal Process

The choice of an evaluation methodology is determined by the type, value and complexity of the procurement or disposal.

All evaluations are conducted by an evaluation committee which reports to the Procurement and Disposal Unit (PDU). A PDE is mandated to establish a PDU whose function among others is to

manage all procurement or disposal activities of the PDE except adjudication and the award of contracts.

The evaluation of bids by interested parties is conducted during meetings of the evaluation committee.

Evaluation of Bids for Procurement of Works, Supplies and Non-consultancy Services

Bids for the procurement of works, supplies and non-consultancy services are evaluated using the technical compliance method.

The evaluation criteria assess the following:

- the compliance of the bid with the statement of requirements;
- the ability of the bidder to perform the proposed contract; and
- the ability of the bid to meet the objectives of the procurement.

The PDE is required to state the evaluation criteria used which must not be amended during the procurement process.

Evaluation of Proposals for Consultancy Services

Proposals for consultancy services are considered using the following methods:

- the quality and cost based selection method;
- the quality based selection method;
- the fixed budget selection method;
- the least cost selection method; or
- the consultants' qualifications selection method.

The quality and cost based selection method is used for highly specialised assignments, where it is difficult to develop precise terms of reference or the required input and for which a procuring and disposing entity expects consultants to demonstrate innovation in the proposal; assignments that have a high downstream impact and in which the objective is to have the best consultants; and assignments that can be carried out in several different ways, where a proposal is therefore not comparable and where the value of the consultancy services depends on the quality of the proposals submitted.

The fixed budget selection method is used where an assignment is simple, can be precisely defined, and where the budget is fixed.

The least cost selection method is used where the required consultancy service is of a standard or routine nature and where well established practices and standards exist.

The consultants' qualifications selection method shall be used for consultancy services of a value as may be prescribed by the Authority.

A PDE is required to disclose the evaluation criteria in the notice of expression of interest

Annex 3

IWRM Challenges reported in SPRs over the past decade

Table 3-1 IWRM Challenges reported in SPR 2009-2020

Challenge	Years it occurs
Inadequate enforcement of the water resources and Environmental regulations	2009, 2012, 2013, 2014
Extremely high population growth coupled with economic development	2009, 2012, 2013, 2014
Contamination of water resources with silt due to soil erosions and land slides	2009, 2012, 2013, 2014
Climate change	2009, 2012, 2013, 2014
Expansion of water resources monitoring network is constrained by insecurity in some areas	2009
Lack of adequate financial resources	2009, 2012, 2013, 2014, 2016, 2017, 2018
Low compliance to permit conditions	2009, 2012, 2013, 2014, 2015, 2016, 2017, 2018
Declining fresh water quality due to; <ul style="list-style-type: none"> • Poor agricultural practices • Poor sanitation practices • Industrial waste discharge • Mining activities and oil production 	2009, 2012, 2013, 2014, 2015, 2016, 2017, 2018, 2019, 2020
The local private sector lacks capacity in specialized knowledge in water resources management	2012
Vandalism of monitoring networks	2012, 2013, 2014, 2015, 2016, 2017
Capacity of gauge observers which has severely affected the quality of data collected	2012, 2013, 2014, 2015, 2016, 2017, 2019
Delay of funds	2012, 2013
Participation in stakeholder for a which makes it costly	2012, 2013
Road, bridges and hydropower works where most stations are located	2013, 2014, 2015
Monitoring network observers' pay is low, and does not motivate the observers to carry out their responsibility diligently	2014
Hydrological monitoring stations are washed away/destroyed during bridge maintenance works	2014
Power interruptions at the Directorate of Water Resources interrupt database updating as well as timely dissemination of data to clients	2014
Procurement procedures are still long	2014
Enforcement of laws and regulations with respect to water quality is inadequate	2013, 2014, 2016
Data and information sharing between institutions, the private sector and the local communities is still low	2013, 2014, 2015
Inadequate Infrastructure	2009, 2012, 2013, 2014, 2015, 2016, 2017, 2018, 2019, 2020
Acquisition and retention of plots of land for hydrological stations has been a major challenge	2015
No significant changes in the amounts of available water resources, but the demands on water resources are increasing drastically	2015
Flooding	2016
Gaps in data collection	2016
Low staffing levels	2014, 2015, 2016, 2017, 2018, 2019, 2020

Challenge	Years it occurs
O&M is challenging	2017, 2018, 2019 , 2020
Reduced Funding	2019

Annex 4

WASH Systems Assessment Summary at National, Regional and District Level

NATIONAL LEVEL SWOT								
Institutional Arrangements and Coordination	Service Delivery Infrastructure	Regulation and Accountability	Inclusive Planning	Finance	Monitoring	Water Resources and Environment	Learning and Adaptation	Demand Behaviour and Political Will
Strengths	Strengths	Strengths	Strengths	Strengths	Strengths	Strengths	Strengths	Strengths
<p>a) Water supply and water resource management issues are elaborated to the decentralized levels in the structure and this has helped learning at Ministry departmental level</p>	<p>a) Planned investments in water supply in the period up to 2025 are very substantial amounting to approximately USD 943 million in urban and rural water supply, water for production and sanitation.</p> <p>b) The introduction of new technologies and approaches, for example increased use of solar power systems, and Faecal Sludge Management offers opportunities to create new employment opportunities and markets</p> <p>c) The introduction and roll out of Community based Monitoring System plus (CBMS+) provides an opportunity to improve O&M for rural water supplies and increase sustainability</p>	<p>(c) Water Utilities Regulation Department (WURD) is in place and is continuously evolving with its capacity increasing. Regional centres, such as that in the southwest have helped move regulation closer to service provision</p> <p>(d) UPMIS database is in place, and is continuously being improved</p>	<p>(a) National WASH plans take into consideration both international and national targets and planning and budgeting for the sector is coordinated with donors. The Joint Programme (JWESSP II 2018-2023), includes all contributions, focus areas etc.</p>	<p>k) Significant funding has been committed up until 2023, mainly for urban water supply, and water for production. Overall funding mechanisms and flows are clearly identifiable, and well-structured for capital expenditure, capital maintenance, direct support, and indirect support</p> <p>l) Both MWE and the MoLG operate grant structures that take into consideration equity issues, including population served, technology geographical size, terrain, and distance.</p> <p>m) Responsibilities for capex and O&M are well known by users at the district level, and these are reiterated when a request for development is made</p>	<p>a) Monitoring, and in particular multi-stakeholder engagement in it, has arguably been a core strength of the sector in Uganda for many years starting with the introduction of the Golden Indicators in 2003 and the annual Joint Technical Reviews (JTR) and overall Sector Review process.</p> <p>b) The Golden Indicators have now been replaced with SDG aligned indicators and a Sector Investment Model has also been introduced. which offer the potential to enable the impact of investments to be tracked, including against the SDG.</p>	<p>a) In recent years the adoption of Integrated Water Resource Management approaches and the roll out of Catchment Management structures at regional and local levels is resulting in more awareness of the importance of watershed management issues and the relationship between water resources and environmental management and protection.</p> <p>b) Coupling the environment sub-sector to the water resources, water supply and sanitation has helped to improve the profile of natural resources management and climate change within the water supply sector, which traditionally leaned towards engineering and infrastructure development</p> <p>c) Climate Change Act 2021, offers the opportunity to unlock constraints to the</p>	<p>a) Joint Sector Performance & Technical Reviews undertaken by MWE, development partners and district level stakeholders are well established and respected processes that have been running for the past 17 years and provides an important mechanism for lessons learning and dialogue between stakeholders at local and national level and between Govt., private sector and CSOs.</p> <p>b) The Water Resource Institute established provides a platform for research and learning.</p>	<p>a) Important and strong provisions in both the Constitution and various legislative frameworks in relation to access to water and sanitation and the protection of natural resources.</p> <p>b) Recent roll out of IWRM approaches and mechanisms further reinforce importance of sustainable management of water resources and effective sanitation and create important linkages with wider environmental frameworks and issues.</p>

NATIONAL LEVEL SWOT								
Institutional Arrangements and Coordination	Service Delivery Infrastructure	Regulation and Accountability	Inclusive Planning	Finance	Monitoring	Water Resources and Environment	Learning and Adaptation	Demand Behaviour and Political Will
	d) The Uganda Intergovernmental Fiscal Transfer (UGIFT) project by the World Bank aims at management of district water supply through support of the Management Information System (MIS).					creation of appropriate institutional mechanism and their subsequent financing to develop effective responses to Climate Change nationally and lower levels	c) UWASNET as an important mechanism for NGOs and CSOs working at national and local level to share, and document learning and also access information on wider international experience and best practices. The Environment and Natural Resource Network (ENR) group offers provides similar opportunities amongst groups active on the environment.	
Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses
		(n) UPMIS not fully linked to NWSC databases and information integrity is still a challenge (o) Existing frameworks do not encourage private sector participation - e.g., short contract duration gives little time for improvement. (p) Aging infrastructure is often unmetered making follow up, enforcement and accountability difficult.	(h) In humanitarian settings, NGO WASH plans are not always disclosed at district level although on-going work may be known, technical support for design and system construction is weak because the Ministry regional centres in the north and south west are located far away and faces logistical and financial challenge in traveling to refugee settlements and host community areas.	a) Significant investments in new infrastructure are not accompanied with commensurate investment in O&M b) Financing for sanitation remains far lower than is needed despite it being a significant issue.	(f) Additional indicators and systems require significant investments in time. Data collection and integrity remains problematic particularly at District level. in part, due to the introduction of a significant number of indicators with the introduction of the SIM Model and challenges related to the development and interpretation of definitions etc.	a) Climate change policy is still underdeveloped, and considerable effort will be required both to develop it and ensure that it is operationalized at both national and local levels.	a) Formation of the Sector Working Group and subgroups was a clear attempt by GoU to improve cross sectoral coordination and foster more holistic planning and lesson learning. processes. However, a plethora of groups, even with ToR and mandates, may risk undermining attempts to effectively disseminate lessons learned and streamline coordination.	a) In a context of competing priorities and demands on both time and resources sustaining and increasing focus on WASH in terms of resource allocation is likely to remain a challenge – particularly, as previously discussed, on issues related to O&M

NATIONAL LEVEL SWOT								
Institutional Arrangements and Coordination	Service Delivery Infrastructure	Regulation and Accountability	Inclusive Planning	Finance	Monitoring	Water Resources and Environment	Learning and Adaptation	Demand Behaviour and Political Will
		<p>(q) Weak UA legal framework undermines capacity development</p> <p>(r) Focus on sanitation and accountability for its provision and enforcement of standards is still very weak.</p> <p>(s) Poor regulation of rural water undermines functionality, water safety and source protection</p>					<p>b) As an umbrella grouping UWASNET relies on its membership to report an engage – at the district level NGO reporting (to local government authorities or UWASNET regional coordinators) is highly variable</p>	
Opportunities	Opportunities	Opportunities	Opportunities	Opportunities	Opportunities	Opportunities	Opportunities	Opportunities
<p>a) NGOs / CBOs are able to raise their own funds and could use them to finance the construction of WASH systems for which engineering designs are completed. In addition to aligning with implementation approaches and policy at the district level this could help reduce duplication and improve coordination and policy development as a result of improved working arrangements.</p> <p>b) Provision of long term technical and logistical support to deconcentrated Ministry units is also an area that NGOs/ CBOs could provide support to, in the</p>		<p>(a) Engagement and responsiveness to service users, especially pro-poor, can improve service delivery and is now recognized as important at both policy and operational levels.</p>	<p>a) Although ensuring that humanitarian responses are integrated is a challenge the presence of the Water and Environment Refugee Response Plan is an opportunity to ensure joint planning.</p>	<p>a) NGOs can attract significant levels of funding at individual organization level, and these can be leveraged to provide support.</p> <p>b) WASH is seen as a priority sector and well-designed targeted advocacy can attract additional funds</p>	<p>a) The previous strength of monitoring and coordination processes and the engagement of stakeholders presents opportunities of using new systems as they are developed to more effectively allocate resources and track impacts against key indicators.</p>	<p>a) There are significant opportunities for CSO and NGO engagement on issues related to IWRM, Water Action Planning and Climate Change responses, all of which help shift development approaches from a narrow drinking water and sanitation focus to the broader perspective of ensuring the sustainable use and management of a strategic and exhaustible resource.</p>	<p>a) Creation of the Water and Environment Sector Working Group and the National Sanitation Working Group clearly established the linkage between water, sanitation, and wider environmental issues – this offers clear opportunities for influencing policy, practice and technical decision making.</p> <p>b) The Water resource Institute (WRI) exist to deliver on applied training, applied research, outreach and dialogue</p>	<p>a) There is increasing concern about climate change both at international, but also local level in terms of public opinion. This is likely to create opportunities for issues to be discussed at both national and local levels. These include plans and consultation processes under NDP III.</p>

NATIONAL LEVEL SWOT								
Institutional Arrangements and Coordination	Service Delivery Infrastructure	Regulation and Accountability	Inclusive Planning	Finance	Monitoring	Water Resources and Environment	Learning and Adaptation	Demand Behaviour and Political Will
<p>context improving dissemination of new approaches under the NDP III, and coordination arrangements</p> <p>c) Issues for which evidence and advocacy can be gathered and carried out include: (a) Raising the profile of the District Water Office, from U4 to U1E and staffing capacity to improve effectiveness, (b) Support the Ministry to effectively transition to programme planning, implementation, monitoring and reporting as required by the NDP III, (c) Advocacy on specific issues in discussion with the MWE- Sector Liaison Department</p>								
Threats	Threats	Threats	Threats	Threats	Threats	Threats	Threats	Threats
<p>a) Sustainability of services remains a challenge and is exacerbated in situations where NGOs/CSOs circumvent the district water office and engage directly with differing approaches in communities.</p>	<p>a) O&M capacity is not just funds, but also requires systems, and skills development (training). There is a growing number of skills required, which the sector does not have in terms of both quantity and quality (plumbers, solar PV technicians, sewerage technicians, electromechanical</p>	<p>(a) For effective utility regulation WURD and the regulated entities/service providers need to be at arms distance to ensure there are no conflicts of interest. At the moment, there is a thin line between the regulatory and operational functions, this needs to be carefully managed and monitored.</p>		<p>a) In a resource constrained environment, after COVID 19 impacts, the WASH sector is likely to suffer budget allocation cuts in terms of both proportion and actual terms.</p>	<p>a) If data collection and integrity issues are not adequately addressed, data quality and evidence for decision making will eventually be degraded. There is also some potential risk that consensus and goodwill built around the JTR, and Sector Review processes could be lost.</p>	<p>a) Population growth and demands from the development of industries, including the oil and gas sector, pose significant potential threats in the medium to long term to sustainable and safe water supply and sanitation.</p> <p>b) Some estimates indicate that impacts of climate change will cost up to 332 billion</p>		<p>(g) Ensuring coordinated and collective action remains a challenge requiring concerted effort.</p>

NATIONAL LEVEL SWOT								
Institutional Arrangements and Coordination	Service Delivery Infrastructure	Regulation and Accountability	Inclusive Planning	Finance	Monitoring	Water Resources and Environment	Learning and Adaptation	Demand Behaviour and Political Will
	technicians etc. Unless this is systematically and effectively addressed investments will be at risk.	(b)Current pro-poor water interventions are not regulated, leaving middlemen to exploit the poor by levying high costs on buyers of water at the public water points. (c) Unregulated services, especially in humanitarian settings, often bring risks with water quality, source protection and sustainability.				USD for the period 2010-2050		

REGIONAL SWOT									
Institutional Arrangements and Coordination	Service Delivery Infrastructure	Regulation and Accountability	Inclusive Planning	Finance	Monitoring	Water Resources and Environment	Learning and Adaptation	Demand Behaviour and Political Will	
Strengths	Strengths	Strengths	Strengths	Strengths	Strengths	Strengths	Strengths	Strengths	Strengths
<p>(a) WSDFs have prepared engineering designs for water supply systems identified in a demand driven way, involving the district water office and community leaders. These are pending funding.</p> <p>(b) The role of the Rural Water and Sanitation Regional Centres was particularly mentioned by district level key informants and in the focus groups as being highly relevant and useful in coordination of both district and NGO planning and implementation</p>			<p>(a) Ministry regional structures have provided technical support to districts, which helps in the development of demand driven plans (with contributions from the project level), consideration of specific technical options based on the geographical area, and in ensuring that the conditional grant is allocated to capital expenditure as well as O&M of infrastructure.</p>						
Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses
<p>a) RWSRCs operations are not fully deconcentrated. Simple logistical requirements, are not always readily available. This creates inefficiency and demotivates staff</p>	<p>a) In areas with large humanitarian operations there are also significant investments being made in infrastructure and plans for increased engagement and involvement by DWO in ongoing management. However, capacity to do this remains a challenge, the Northern (NUWS) and South Western (SWUS) Umbrellas</p>			<p>a) Levels of resourcing for Umbrella Authorities and other deconcentrated structures is low despite increasing geographical responsibilities being given to them</p>					

REGIONAL SWOT								
Institutional Arrangements and Coordination	Service Delivery Infrastructure	Regulation and Accountability	Inclusive Planning	Finance	Monitoring	Water Resources and Environment	Learning and Adaptation	Demand Behaviour and Political Will
	of Water and Sanitation in particular requires significant support for this.							
Opportunities	Opportunities	Opportunities	Opportunities	Opportunities	Opportunities	Opportunities	Opportunities	Opportunities
a) The Regional Water and Sanitation TSUs were revised and exist to provide effective, efficient and strategic and specialized support to sector players for improved water and sanitation service delivery.								
Threats	Threats	Threats	Threats	Threats	Threats	Threats	Threats	Threats

DISTRICT SWOT								
Institutional Arrangements and Coordination	Service Delivery Infrastructure	Regulation and Accountability	Inclusive Planning	Finance	Monitoring	Water Resources and Environment	Learning and Adaptation	Demand Behaviour and Political Will
Strengths	Strengths	Strengths	Strengths	Strengths	Strengths	Strengths	Strengths	Strengths
			a) Planning at district level for WASH is highly inclusive, and investments and plans include inputs from the community level, and in some cases community contributions.					
Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses	Weaknesses
(a) Demand for technical input from the District Water Office is very high from both NGOs and the district local government and Ministry. In districts with humanitarian operations this is often quite overwhelming, and Ministry regional structures are quite remote. (b) District Water Offices report to Works Department, which does not feature in water and environment sector issues, and in practical terms provides very minimal support to DWO. At the U4 level, the DWO cannot be effective in fulfilling all the tasks that the sector requires.	(a) Increases in infrastructure need to be matched by growing O&M capacity at all levels which is not the case. At the district level, this is particularly a concern given the limited size and scope of the conditional grant and absorption capacity (especially in recently formed districts).		(a) Although planning at national level is aligned to the NDP III, at district level, there is still a disjointed relationship between the Water Office, and Natural Resources Department which belong to the same NDP III programmes.	a) The real value of Grants to districts is offset by population growth which results in per capita expenditure falling in real terms over time.		a) At district level, there is still disjointed relationship between the Water Office and Natural Resources Department. Yet under the NDP III and in line with commitments made at the national level for better alignment integrated approaches are stressed.		a) Although in theory district local governments have significant powers to manage planning processes and programmes at local level, in practice resource provision remains dominated by the conditional grants with little fiscal space at the local level.

DISTRICT SWOT								
Institutional Arrangements and Coordination	Service Delivery Infrastructure	Regulation and Accountability	Inclusive Planning	Finance	Monitoring	Water Resources and Environment	Learning and Adaptation	Demand Behaviour and Political Will
<p>(c) Despite established structures at district level to promote sanitation and hygiene, (district health office, community development, district education officer etc.), low resourcing and limited focus on sanitation is still problematic in districts where Uganda Sanitation Fund has not been active</p> <p>(d) Improve CSO coordination at the district level to ensure that the DWO is not overburdened etc. and that issues at local level are effectively raised at the regional and national levels.</p>								
Opportunities	Opportunities	Opportunities	Opportunities	Opportunities	Opportunities	Opportunities	Opportunities	Opportunities

DISTRICT SWOT								
Institutional Arrangements and Coordination	Service Delivery Infrastructure	Regulation and Accountability	Inclusive Planning	Finance	Monitoring	Water Resources and Environment	Learning and Adaptation	Demand Behaviour and Political Will
a) District political engagement and the national political engagement can be used to raise the profile on issues such as climate change impacts on water supply.							(j) At Local Government level District Water Supply and Sanitation Coordination Committee (DWSSCC) provide important platform for lesson learning and exchange at local levels. IWRM rollout also offers opportunity for creating greater synergies with wider Natural Resource Management and lesson learning.	
Threats	Threats	Threats	Threats	Threats	Threats	Threats	Threats	Threats

DISTRICT SWOT								
Institutional Arrangements and Coordination	Service Delivery Infrastructure	Regulation and Accountability	Inclusive Planning	Finance	Monitoring	Water Resources and Environment	Learning and Adaptation	Demand Behaviour and Political Will
(l) DWO not always fully established, nor are auxiliary technical functions from community development or environment office well integrated or always available to support community level engagement. The CDO and Natural Resources Officers are hierarchically higher than the DWO.		a) Improve CSO coordination at the district level, particularly on issues of information sharing both with District Local Government and between CSO's themselves	a) Approaches under the NDP III require the district planner to engage with the district engineer at this level, for WASH issues, and the district natural resources officer, for programme implementation. There is a concern that if the DWO profile is not improved at district level, planning for NDP III may not be as effective as required. The DWO lacks both the capacity and status within district to ensure that sector priorities receive adequate attention.				(a) District level stakeholders are allowed to attend national level events, but this is significantly hampered by limited allocations under the conditional grant. Development partners and NGOs with specific interests regularly finance the attendance of national events by district stakeholders, although this is neither consistent nor sustainable in the long term.	