NATIONAL FRAMEWORK FOR OPERATION AND MAINTENANCE OF RURAL WATER INFRASTRUCTURE IN UGANDA

JULY 2020
<table>
<thead>
<tr>
<th>CONTENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Foreword ........................................................................................... iv</td>
</tr>
<tr>
<td>Acronyms ............................................................................................. vi</td>
</tr>
<tr>
<td>Executive Summary ................................................................................ viii</td>
</tr>
</tbody>
</table>

| 1.0 | Introduction ........................................................................................... 1 |
| 1.1 | Background ............................................................................................. 2 |
| 1.2 | Purpose and Objectives of the Framework ............................................... 2 |
| 1.3 | The intended users .................................................................................. 3 |
| 1.4 | Structure of the National O&M framework ............................................... 3 |
| 1.5 | Other complementary materials to the National O&M framework ................... 3 |

| 2.0 | Legal and Policy framework ...................................................................... 4 |
| 2.1 | Policy Framework .................................................................................... 6 |
| 2.2 | Institutional set-up for MWE .................................................................. 6 |

| 3.0 | Situation Analysis ................................................................................... 8 |
| 3.1 | Definition of CBMS, its anchorage, success and lessons learnt .................. 9 |
| 3.2 | Current Rural Water O&M Challenges ..................................................... 10 |
| 3.2.1 | CBMS challenges .................................................................................... 10 |
| 3.2.2 | General O&M challenges ......................................................................... 10 |

| 4.0 | Professional Management Approach ......................................................... 13 |
| 4.1 | Community Based Management System Plus (CBMS+) ................................ 14 |
| 4.1.1 | Description ............................................................................................... 14 |
| 4.1.2 | Key features of CBMS+ .............................................................................. 14 |
| 4.1.3 | Principles of CBMS+ ................................................................................ 15 |
| 4.2 | Back up support ....................................................................................... 17 |
| 4.2.1 | Description of backup support .................................................................. 17 |
| 4.2.2 | Levels of back up support ....................................................................... 17 |

| 5.0 | Key Stakeholders, Roles And Responsibilities ........................................... 19 |
| 5.1 | Coordination, collaboration and networking for O&M ................................ 25 |

| 6.0 | Financing O&M costs ............................................................................... 27 |
| 6.1 | Sources of funding for O&M .................................................................... 28 |
| 6.1.1 | Water user fees ...................................................................................... 28 |
| 6.1.2 | Government mainstream funding ............................................................... 28 |
| 6.1.3 | NGOs/CBOs .............................................................................................. 28 |
The Government of Uganda is committed to improving the lives of her people through sustainable supply of safe water. The Ministry of Water and Environment (MWE) is mandated to ensure sound management and sustainable utilization of water and environment resources for the betterment of the people of Uganda, by ensuring that once the water facilities are put in place they continue giving a service to the intended users. An estimated 28.4 million (82%) of Uganda’s population lives in the rural areas and depends on rural water and sanitation facilities. The main technologies of accessing safe water for the rural population is; 44% deep boreholes, 23% shallow wells, 21% protected springs and 11% piped water schemes (gravity fed) and piped water schemes (pumped), and rainwater harvesting tanks & others, 1%.

With support from the Royal Danish Embassy and UNICEF, the Ministry commissioned a study with the objective of developing options and standards for institutionally and financially sustainable operation and maintenance systems for rural water supply infrastructure that are currently not adequately covered by existing management models. The study resulted into the development of the National framework for operation and maintenance of rural Water infrastructure.

This framework builds on the strength of the current Community Based Management System (CBMS) model, which has successfully contributed to achieving 85% functionality of rural water supply systems. However, there is need for an improved and professional approach to O&M given that; for the last four years functionality has stagnated at 85%, the strategic direction to piped water supplies and upgrading high yielding boreholes to solar powered piped systems, the influx of refugees to the country, reorganising umbrella organisations to Authorities, these coupled with a number of challenges facing the current management model of CBMS that include; lack of access to quality spare parts, unwillingness of users to contribute towards the management of installed facilities, voluntary nature of WSC and inadequate support to communities, call for a more professional management approach. The improved CBMS is referred to as Community Based Management System Plus (CBMS+).

The new management model is anchored on legal provisions stipulated in the water act (1995) and local government Act (1997). The Water Act allows for the formation of water user groups, water and Sanitation Committees, water user associations, water supply areas, and water authorities who have the right to set tariffs (upon approval by the MWE) and collect revenue for O&M of water and sanitation facilities. According to the Local Government Act, the provision and maintenance of water facilities is a responsibility of the District Local Councils in liaison with the Ministry responsible for natural resources. Central to the new framework is gazetting of districts as Water Authorities, creation of District Water Supply Boards (DWSB) and contracting Area Service Provides (ASP) to manage the facilities.
On behalf of MWE, let me express our gratitude to the Sector Development Partners for the financial & technical support in general and in particular to the Royal Danish Embassy and UNICEF for the support in the studies & development of the framework. I also wish to express my gratitude to all individuals who participated and worked tirelessly to ensure successful completion of the framework.

I therefore, implore all the sector players to use the framework as an important tool in planning and implementation of O&M for improved effectiveness and efficiency in the management of rural water infrastructure.

Hon. Sam Cheptoris (MP)
MINISTER OF WATER AND ENVIRONMENT
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>ASP</td>
<td>Area Service Provider</td>
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<tr>
<td>BoQs</td>
<td>Bills of Quantities</td>
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<tr>
<td>CA</td>
<td>Collection Account</td>
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<tr>
<td>CAO</td>
<td>Chief Administrative Officer</td>
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<tr>
<td>CBMS</td>
<td>Community Based Management System</td>
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<td>CBMS+</td>
<td>Community Based Management System Plus</td>
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<td>CBO</td>
<td>Community Based Organisation</td>
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<td>CCCC</td>
<td>Community Contribution to Capital Costs</td>
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<td>CSO</td>
<td>Civil Society Organisation</td>
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<td>DEC</td>
<td>District Executive Committee</td>
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<td>DDEG</td>
<td>District Discretionary Equalisation Grant</td>
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<td>DLG</td>
<td>District Local Governments</td>
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<td>DP</td>
<td>Development Partner</td>
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<td>DWSSSB</td>
<td>District Water Supply Services Board</td>
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<td>HPM(A)</td>
<td>Hand Pump Mechanic Association</td>
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<td>GoU</td>
<td>Government of Uganda</td>
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<td>IOM</td>
<td>Infrastructure Operation and Maintenance</td>
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<td>LC</td>
<td>Local Council</td>
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<td>MFPED</td>
<td>Ministry of Finance Planning and Economic Development</td>
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<td>MIS</td>
<td>Management Information System</td>
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<td>MoU</td>
<td>Memorandum of Understanding</td>
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<td>MP</td>
<td>Member of Parliament</td>
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<td>MWE</td>
<td>Ministry of Water and Environment</td>
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<td>NGO</td>
<td>Non-Government Organisation</td>
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<td>NWSC</td>
<td>National Water and Sewerage Corporation</td>
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<td>O&amp;M</td>
<td>Operation and Maintenance</td>
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<td>PMA</td>
<td>Professional Management Arrangements</td>
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<td>PPP</td>
<td>Public Private Partnership</td>
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<td>PSO</td>
<td>Private Sector Organisation</td>
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<td>RDC</td>
<td>Resident District Commissioner</td>
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<td>RWHT</td>
<td>Rain Water Harvesting Tanks</td>
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<td>RWSD</td>
<td>Rural Water and Sanitation Department</td>
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<td>RWSRC</td>
<td>Rural Water Supply Regional Centre</td>
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<tr>
<td>S/C</td>
<td>Sub-County</td>
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<td>SCWSSB</td>
<td>Sub-County Water Supply Services Board</td>
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<tr>
<td>SDG</td>
<td>Sustainable Development Goals</td>
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<tr>
<td>SPR</td>
<td>Sector Performance Report</td>
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<tr>
<td>SO</td>
<td>Scheme Operator</td>
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<td>UA</td>
<td>Umbrella Authority</td>
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<td>UNBS</td>
<td>Uganda National Bureau of Standards</td>
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<td>UPMIS</td>
<td>Utility Performance Management Information System</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children's Fund</td>
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<td>WASH</td>
<td>Water, Sanitation and Hygiene</td>
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<td>WMZ</td>
<td>Water Management Zones</td>
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<td>WSC</td>
<td>Water Source Committee</td>
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<td>WSSB</td>
<td>Water Supply Services Board</td>
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<td><strong>Table 1: Definition of Terms</strong></td>
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<td><strong>Accessibility</strong></td>
<td>Are proportional of people within 1km of an improved water source.</td>
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<td><strong>ASP</strong></td>
<td>Local expert entity (utility, company, NGO/CBO) that service rural water systems commercially, under performance contract with the Water Supply and Sanitation Board (WSSB).</td>
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<td><strong>CapManEx</strong></td>
<td>Capital Maintenance Expenditure. Capital maintenance (major repairs and rehabilitation) expenditure. Expenditure on asset renewal, replacement and rehabilitation costs, based upon serviceability and risk criteria.</td>
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<td><strong>Collection Account</strong></td>
<td>An account to which the user fees will be banked.</td>
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<td><strong>Monitoring</strong></td>
<td>The process of collecting data about the usage or quality (access and water quality) of a water system.</td>
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<td><strong>Follow up /back up support</strong></td>
<td>The process where a government or development partner/NGO/ supports the stakeholders to reinforce practices. It also includes helping the management structures/committees to fulfil their respective roles and responsibilities.</td>
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<td><strong>Functionality</strong></td>
<td>% of water sources functional at time of spot-check.</td>
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<td><strong>Operation</strong></td>
<td>The daily operations of a facility to deliver clean water according to design. This includes pumping the water or opening the tap. It includes locking and unlocking the facility or guarding it.</td>
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<td><strong>Maintenance</strong></td>
<td>Maintenance is the process of running the service such as supply and control of water collection points/ facilities and carrying out activities/actions required to ensure continued supply of the water such as preventive, corrective and crisis maintenance of the water facility(ies) in order to keep it in a good working condition.</td>
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<td><strong>Preventive maintenance</strong></td>
<td>The activities that are carried out to keep the water facility in good working order including routine servicing of the component parts, for example the cleaning of solar panels or general cleanliness and upkeep of a pump station.</td>
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<td><strong>Minor repair</strong></td>
<td>Activities done to a fix the water facility component that is not operating as it should or is broken down including repair of components such as leaking pipes of replacement of broken taps.</td>
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<tr>
<td><strong>Major servicing / repair/CapManEx Rehabilitation</strong></td>
<td>CapManEx should be anything that is expected to have a larger service life (say, 4+ years) and surpasses a % of the cost of the original pump e.g. stainless steel pipe, fishing out of broken pipes, replacement pf the rising mains, etc.</td>
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<td><strong>Spare parts</strong></td>
<td>A complete overhaul or platform overhaul including: cleaning or re-development of the borehole due to incrustation of the screen, siltation or poor development at the initial construction phase; replacement of the platform or drain.</td>
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<td><strong>Supply Chain</strong></td>
<td>Is a system of procuring &amp; supplying spare parts that guarantees a continuous availability of quality spares within close proximity to the water users.</td>
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<tr>
<td><strong>Water User</strong></td>
<td>Community, Institution, etc.</td>
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EXECUTIVE SUMMARY

Introduction
The National Framework for Operation and Maintenance of Rural Water Infrastructure in Uganda (hereafter called ‘the Framework’) was developed by the Ministry of Water and Environment in 2019 with financial support from the Royal Danish Embassy and UNICEF. The objective was to develop options and standards for institutionally and financially sustainable operation and maintenance (O&M) systems for rural water supply infrastructure that are currently not adequately covered by existing management models.

The framework is structured into ten sections that include: description of the proposed management arrangements whose principles are anchored on professionalization of rural O&M. There are also sections on financial management, including the various sources of funding for O&M and the governance & accountability of O&M funds are described. The last sections cover the cross cutting issues impacting O&M, key considerations in O&M, monitoring of the framework implementation by the various stakeholders and ends with the road map to operationalizing the framework. The framework has annexes on generating O&M cost prices & detailed roll-out of the framework. The performance & management contracts & other requisite documents & formats will be contained in a number of operational manuals & guidelines.

The Framework was developed based on extensive field investigations, consultations with different key stakeholders, and review of national and international literature.

Purpose and Objectives
The purpose of this framework is to provide guidance, strengthen and streamline rural water O&M at all levels in order to ensure long-term sustainability of the rural water facilities and to ultimately guarantee safe water supply services to the end user.

The Specific Objectives are:
(i) To harmonize operation and maintenance of water systems outside the jurisdiction of current public utilities under a single structure.
(ii) To create awareness on the need to plan and balance funding for O&M with investments in new facilities at an early stage.
(iii) To improve mechanisms for resource mobilization & attainment of sustainable financing for operation and maintenance of rural water facilities.
(iv) To guide planning, financing, implementation and monitoring O&M activities.
(v) To operationalize the water sector indicators on O&M of rural water facilities.
(vi) To form the basis for capacity building & coordination of stakeholders implementing rural O&M activities.

Situation Analysis and O&M Challenges
An estimated 28.4 million (82%) of Uganda’s population lives in the rural areas and depends on both point sources and piped water systems, that range from boreholes 44.3% to rain water tanks 0.4%. and piped water at 10.9%. The facilities have been constructed by a number of stakeholders that have created and use varying O&M
models. Community Based Management System (CBMS) is the most common O&M model for rural water supply facilities that has been implemented since 1986. At its core is a strong emphasis on community responsibility and authority over the development and management of rural water supplies.

While over the years CBMS has registered visible success in O&M of rural water facilities, the current CBMS is faced with a number of challenges: Its practical application suffers from prevailing shortcomings, changes in social dynamics and financial challenges that range from irregular contributions towards O&M, varying community contribution in same geographical areas, misuse of funds, mistrust between the WSC and the users, lack of financial institutions within close vicinity to communities for safe custody of O&M funds. It has become apparent that the current rural development agenda necessitates a move beyond CBMS towards a Professional Management Arrangement (PMA) for long-term functionality and financial sustainability for all rural water systems in Uganda.

Professional Management Approach

The Professional Management Approach (PMA) is where sustainable O&M model of water supply infrastructure is guaranteed through formal contract-based performance management arrangements. The framework aims to improve CBMS by introducing entrepreneurial and public private partnership (PPP) arrangements to water supply facilities in rural areas that are currently not under the jurisdiction of UA & NWSC. The need to improve CBMS is premised on the weaknesses registered in its implementation over the years. The professionalization of CBMS is here referred to as Community Based Management System Plus (CBMS+).

CBMS+ is an approach where the District Water Authority through the Water Service Board, formally outsources the O&M function to an entity which might be a PSO or NGO, NWSC, the UA, or the HPMA with the requisite training, skills and experience. The entity is here referred to as the Area Service Provider (ASP) that operates on a contract management arrangement.

Key features of CBMS+

- All users pay for water on a monthly basis or per volume (both households and institutions).
- Area Service Provider contracted to operate and maintain all the water systems in the area defined by the Water Supply and sanitation Board.
- Sub County Water Supply and Sanitation Board, District Water Supply Services Board5, and Regional Water Supply and Services Boards
- Strengthened back up support mechanisms.
- District or Regional Water Authorities

Principles of CBMS+

1. Area based/clustering approach:
The ASP takes responsibility of operating and maintaining all rural water facilities within the Sub County, a cluster of Sub- counties or a District or a cluster of districts.

2. Professional Management Structures with timely follow up support:
The professional management structures are categorised as: District Water Authority operating through a District or Regional Water supply services Board, the Sub-county water Supply services board, the Water sanitation Committees. The Area Service Provider who is the operator with employees such as technicians, handpump mechaniss and the
caretakers. The Management Contract signed between the DWSSB and the ASP will have clear Performance Indicators. Performance indicators for all actors and activities will be clearly defined in all contracts, and monitored at all stages of the O&M framework.

3. **Financial sustainability:**
   The ASP will take responsibility for collecting the user fees and bank it on the Revenue Collection Account. At the beginning government funding is crucial for subsidizing the services and rehabilitate non-functional water systems and build capacity of the new structures under PMA. Transfers from DPs, NGOs and private sector will be required for full operationalization of CBMS+

4. **Availability of quality spare parts:**
   The ASP is responsible for ensuring availability of quality spare. The RWRCs carry out due diligence to the proposed suppliers to ensure adherence to

### Stakeholder Responsibilities & Coordination

Coordination will be crucial in the operationalisation of the National O&M framework, mainly due to the multi-stakeholder nature of O&M activities. In addition, the varying approaches in O&M require close coordination and networking of stakeholders to ensure adherence to use of the National O&M framework by all stakeholders involved in rural water infrastructure.

### Accountability, Transparency and Consequences

The ministry will ensure that all stakeholders regional and the lower local governments introduce and operate rigorous financial control and accountability mechanisms. RWSRCs will carry out this task in collaboration with other relevant agencies.

The Revenue Collection Account shall be operated exclusively by the ASP pursuant to the terms of the Management Contract. The ASP will be required to maintain accurate and systematic accounts and records in respect of the Services in such form and detail, enabling clear identification of all relevant charges and costs incurred and the basis thereof as well as proper and timely Technical and Financial Audits. Such accounts shall be audited by independent External Auditors.

### Cross cutting Issues and key considerations

The framework will ensure integration of cross cutting issues in all O&M projects in order to register good progress in sustainability of installed water infrastructure. Within the MWE, the cross-cutting issues include i) Gender, ii) environment and iii) HIV/AIDs. 1v) Good Governance.Key considerations relate to appropriate designs and during the construction it is important that quality is secured to prevent early breakdowns of infrastructure. Before rehabilitation, a full diagnosis needs to be taken to assess the causes of the breakdown, Other key considerations focus on; water supply in refugee settlements and host communities, Pro-poor issues for the vulnerable and adherence to the software steps.

### Road map for implementation

The roadmap covers the next steps in operationalizing the framework. It is comprised of three phases: The transition between phase one and phase two provides flexibility within the Framework to respond to lessons learned in the roll-out and adapt accordingly to ensure that a strategic and sustainable Framework is implemented for long-term success. Phases two and three have therefore not been detailed further than the high level objectives shown.
1.1 Background

National Framework For Operation And Maintenance Of Rural Water Infrastructure In Uganda, is a guidance document to all sector stakeholders involved in rural water services. This framework builds on the strength of the current Community Based Management System (CBMS) model which has successfully contributed to achieving 85%\(^1\) functionality of rural water supply systems. However, there is need for an improved and professional approach to O&M given that the natural sector target for O&M is 95% as the Sustainable Development Goal (SDG); and looking into the future where higher technology restricts the CBMS model from being a viable approach to O&M. The improved CBMS is referred to as Community Based Management System Plus (CBMS+). CBMS+ is improved CBMS where an Area Service Provider (ASP) approach is introduced in the O&M of rural water supply infrastructure to ensure that water supply services are paid for by the all users and the infrastructure is operational all the time through routine preventive maintenance as well as timely repairs of broken down or faulty system parts.

1.2 Purpose and Objectives of the Framework

The purpose of this framework is to provide guidance, strengthen and streamline rural water O&M at all levels in order to ensure long-term sustainability of the rural water facilities and to ultimately guarantee safe water supply services to the end user.

The Specific Objectives are:

(i) To harmonize operation and maintenance of water systems outside the jurisdiction of UA & NWSC under a single structure.
(ii) To form the basis for capacity building of stakeholders implementing rural O&M by all stakeholders;
(iii) To raise awareness on the need to plan and balance of O&M issues with investments in new facilities at an early stage;
(iv) To guide planning, financing, implementation and monitoring O&M activities.
(v) To operationalize the water sector indicators on O&M of rural water facilities.

\(^1\) Sector Performance Report 2019.
1.3 The intended users

The National Framework For Operation And Maintenance Of Rural Water Infrastructure In Uganda will serve as a guidance document for all stakeholders involved in planning for and implementation of rural water supply including: Ministries, Departments and Agencies (MDA), Development Partners (DPs), Non-Government Organisations (NGOs)/ Community Based Organisations (CBOs), Faith Based Organisations (FBOs), Humanitarian Agencies, District Local Governments (DLGs) and the Private Sector/Hand Pump Mechanics Association (HPMA). The framework is to be used concurrently with other sector documents on policy, strategies and implementation guidelines.

1.4 Structure of the National O&M framework

The framework is structured into 10 Sections: Section 1 provides an introduction, goal and objectives of the framework, Section 2, covers the situation analysis of the rural O&M, including current challenges; Section 3 outlines the legal and policy framework; Section 4 deals with the description of the proposed management arrangements whose principles are anchored on professionalization of rural O&M; Section 5 looks at the Institutional arrangements for rural O&M including the roles & responsibilities of the stakeholders in O&M; Section 6 covers financial management, including the various sources of funding for O&M and the governance & accountability of O&M funds; Section 7 outlines the cross cutting issues impacting O&M, Section 8 covers key considerations in O&M, Section 9 covers monitoring of the framework implementation by the various stakeholders and Section 10 covers the road map to operationalizing the framework.

1.5 Other complementary materials to the National O&M framework

The National Framework For Operation And Maintenance Of Rural Water Supplies Infrastructure In Uganda provides the overall guidance in the O&M of the rural water infrastructure. Details of the day to day operations for the stakeholders as well as requisite documents and formats are contained in a number of Operational Manuals and guidelines ranging from; Volume 1- Cost areas for O&M, Volume 2 - Community Engagement, Volume 3 – Operational Manual for ASP and WSSBs (DWSSBs & SCWSSBs) and Volume 4 – O&M Manual for Solar/Motorised systems.
LEGAL, POLICY AND INSTITUTIONAL FRAMEWORK
Operation and Maintenance in general and CBMS of rural water facilities in Uganda is anchored in a number of international conventions mainly the Sustainable Development Goals (SDGs) 2016 – 2030, GoU laws, policies, strategies and planning documents and the Uganda Vision 2040 operationalizes the national vision of “a transformed Ugandan Society from a peasant to a modern and prosperous country within 30 years”. Vision 2040 singles out water development as one of the opportunities that can foster socio-economic transformation. Key legal documents include but not limited to the following:

The Constitution for the Republic of Uganda (1995) lays down the national objectives, the overall principles of state policy, and provides the framework for key policies relevant to WASH such as the decentralisation policy. Clean and safe water as a right is enshrined in the Constitution as objective 21.

The Water Act, Cap 152(1997) provides for formation of Water User Groups /Associations who manage their respective water facilities including collecting user fees from persons using the water supply system for the maintenance of the system.

The Water Policy (1999); provides for the Water Source Committees/water boards to collect funds for preventive maintenance and repairs.

The Local Government Act (1997); defines roles for different levels of government in provision and management of water and sanitation. The provision of water and maintenance of facilities is in the act determined to be a role of District Local Councils in liaison with the Ministry responsible for national resources. The Act empowers the different levels of government to plan and implement development interventions according to identified local priorities, i.e. planning and allocation of resources towards O&M support activities, and together with extension staff monitoring and follow-up support to established community structures. The Act also empowers Local Councils to make bye-laws, subject to certification by the next higher Council or the Attorney General In this context a WUC may propose a bye-law to be adopted by the Village Council regarding the management and maintenance of their communal water facility.

The land Act (1998); vests all rights to water resources in the Government. It empowers the Minister responsible for water to regulate the management and utilization of such water. The Act allows for reasonable use by the occupier or owner of a piece of land, of water for domestic and small scale agricultural purposes. The Land Act provides for a mutual agreement with the occupier or owner of land for execution of public works. Where agreement is not reached the Minister may compulsorily acquire the land and pay compensation to any person having an interest in the land for any damage caused to crops or buildings.
The public Health Act (2000); consolidates the laws and regulations on public health. It is relevant especially during implementation and enforcement of Hygiene and Sanitation Standards, necessary to attain any desired outcomes from WASH programs and projects.

### 2.1 Policy Framework

National Water Policy (1999); promotes an integrated approach to managing water sources sustainably to benefit the people of Uganda. It anchors O&M as an important component in attaining water and sanitation goals. It provides for capacity building at all levels for equitable and sustainable water supply in line with the decentralization policy. It provides for women's involvement at all stages and ensuring equal opportunities. It provides for user ownership and management of rural point water facilities. It stipulates an expected functionality rate of 80-90%, and promotes CBMS. All point water facilities are required to have WUCs with half the membership being women, and at least two caretakers. It stipulates the roles and composition of WUCs, Sub-County Water and Sanitation Committees (SCWSCs), DWO and supports establishment of private hand pump mechanics and spare parts dealers.

The National Gender Policy (1999) enshrines the affirmative action by GOU in support of gender equity in the national socio-economic activities and encourages women to play a major role in decision-making. With respect to water, the policy recognises women and children as the key stakeholders in water provision and use.

National Development Plan II (2015/16 – 2019/20) is the second in a series of six year plans aimed at achieving the Uganda Vision 2040. The Goal of the NDP II is to propel the country towards a middle income status by 2020. The focus of the water and sanitation sector during NDP II is to increase access to safe water, sanitation and hygiene levels, functionality of water supply systems, and promotion of catchment based integrated water resources management.

### 2.2 Institutional Set-up For MWE

#### Current institutional Set-up

The Water and Environment Sector consists of three sub sectors: Water Supply and Sanitation (WSS) and Environment, Natural Resources (ENR), and Climate Change (CC). The WSS Sub sector, where this framework belongs, comprises of two directorates: Water Development and Water Resources Management. The Directorate of Water Development comprises of four departments namely; i) Rural Water Supply and Sanitation Department (RWSD), ii) Urban Water Supply and Sanitation, iii) Water for Production and iv) Water Utilities Regulation. The O&M of Rural Water Infrastructure is under the department of Rural Water Supply and Sanitation, within the Infrastructure, Operation and Maintenance Division. CBMS+ will be anchored within the existing Institutional arrangements. See below the functional organogram for the RWSD:
Figure 1: Functional Organogram for the RWSD

Commissioner Rural Water & Sanitation

Asst Commissioner Technical Support

Principal Eng. Technical Support (6 RWSRCs)

Asst Commissioner R & D (1)

Principal Eng. R&D Water Supply
Principal Eng. R&D Sanitation (1)

Assistant Commissioner Infrastructure O&M

Technical Unit
- 2 Senior Engineers
- 2 Engineers
- 1 Electro Mech Engineer
- 1 Hydrogeologist
- 1 Surveyor
- 1 Draftsman

Trainees

Environment & Public Health Unit
- 1 Senior Environment/Senior Public Health Officer
- 2 Environment/Public Health Officers

Trainees

Social Community Development Unit
- 1 Senior S/CDO
- 2 S/CDO

Trainees

Finance & Administration Unit
- 1 Senior Personnel Officer
- 1 Accountant
- 1 Secretary
- 1 Procurement Officer
- 1 Security Guard
- 4 Drivers

Senior Data Analyst (1)
Senior Engineer Research (1)

Engineer Planning (1)

Senior Engineer O&M (1)
Senior Data Analyst (1)
Senior Water Officer (1)
Senior Sociologist (1)

Principal Engineer R&D Water Supply

Principal Engineer R&D Sanitation (1)

Principal Engineer O&M (1)
 Principal Water Officer (1)
 Principal Sociologist

Assistant Commissioner

Commissioner Rural Water & Sanitation
SITUATION ANALYSIS
Currently there are mainly three models promoted in carrying out O&M of rural facilities; i) Community Based Management System (CBMS) for point water sources and small piped water systems\(^2\) outside the currently gazetted areas, ii) Umbrella Authority for small to medium & Large GFS sized piped water systems in gazetted areas and iii) National Water Sewerage Corporation (NWSC) model in gazetted rural areas, LGFS and Rural Growth Centres (CBMS). In addition, the Private Sector (PSOs) and NGO/CBOs promote a number of approaches ranging from no management system at all, to organisationally managed O&M, to CBMS. The main technology options used for water supply improvement in rural areas include Deep boreholes (44.3%), shallow wells (23.4%), piped water supply systems (10.9%), protected springs (21.0%) and Rain Water Harvesting Tanks (RWHTs) (0.4%). The facilities have been constructed by a number of stakeholders ranging from MDA, DLGs NGOs/CBOs/FBO/PSO and Humanitarian Agencies under emergency situations. Consequently, these institutions have created and use varying O&M models.

CBMS is the most common O&M model for rural water supply facilities that has been implemented since 1986. At its core is a strong emphasis on community responsibility and authority over the development and management of rural water supplies. While over the years CBMS has registered visible success in O&M of rural water facilities, the current rural development agenda necessitates a move beyond CBMS towards a Professional Management Arrangement (PMA) for long-term functionality and financial sustainability for all rural water systems in Uganda.

### 3.1 Definition of CBMS, its anchorage, success and lessons learnt

The Community Based Management System (CBMS) is the process in which community members are empowered to take the lead role in decision making right from planning\(^3\), implementation, O&M of rural water facilities. The CBMS model provides for a voluntary Water and Sanitation Committee (WSC), composed of 3-9\(^4\) elected members. The WSC is responsible for the management of the rural water systems in the community. The caretaker executes day to day O&M activities at the respective water sources. In a particular sub-county there are trained Hand Pump Mechanics (HPMs) who execute repairs on demand. In design HPMs are also expected to execute preventive maintenance but in practice this function is not common due the intermittent payment of user fees.

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\(^2\) Boreholes (motorised & hand pump), micro irrigation schemes, Gravity Flow Schemes (GFS) – both large & small, shallow wells, springs, Rain Water Harvesting Tanks (RWHTs).

\(^3\) Application for a water source.

\(^4\) The WSC is comprised of a Chair person, Secretary and Treasurer, Caretaker, 3 -4 Committee members, LC1 chairperson is an ex-official.
3.2 Current Rural Water O&M Challenges

In-spite of the achievements registered over the years in using CBMS, as water systems increase in technical complexities and changes in social dynamics where rural communities have shifted to a cash-based society, the CBMS in its current form is faced with a number of challenges.

3.2.1 CBMS challenges

Shortcomings in O&M management models ranging from management structures that are weak, lines of responsibility that are at times unclear, declining spirit of volunteerism which leads to lack of participation, high turnover of the WSC members, inadequate and uncoordinated messages on O&M from the stakeholders.

i. **Financial and social challenges** ranging from irregular contributions towards O&M, varying community contribution in same geographical areas, misuse of funds, lack of accountability, mistrust between the WSC and the users, lack of financial institutions within close vicinity to communities for safe custody of O&M funds, political interference/intervention etc.

ii. **Poor planning for O&M**; currently communities collect money after a breakdown of facilities consequently leading to long down time. Coupled with inability/unwillingness to pay or charge for O&M by the users has impacted CBMS.

iii. **Lack of technical capacity** to manage the complex water systems under CBMS especially the motorized systems such as the electro mechanical components in technologies in solar systems.

iv. **The spare parts supply chain** has been limited in reach and the quality of the spare parts has been poor. Often spare parts are available only in major towns and this has often led to delays in access and subsequently leads to the long down time of the non-functioning water facilities.

3.2.2 General O&M challenges

In addition to the challenges faced specifically through implementation of the CBMS model, there are various general challenges rural O&M faces.

i. **Multiple O&M approaches** currently implemented by the various stakeholders involved in rural water supply services creating challenges especially if the approaches are promoted in the same community.

ii. Overlapping modalities (NWSC/UA/CBMS/PPP/NGO/Refugees): This is mainly caused by **overlap in mandates** and roles & responsibilities of the various stakeholders involved in implementation of rural water supply services.
iii. Within the refugee settlements, there are varying solutions utilised to provide water ranging from hauling untreated water, shallow wells, and boreholes which are either manual or motorized through solar energy or diesel pumping. Currently the water is provided free of charge and the O&M costs are borne by the implementing agency or subsidized by UNHCR in some cases.

iv. Development challenges ranging from, in some cases, poor quality of design, construction, or installation supervision of the water infrastructure resulting in potentially low quality or inferior construction materials or system efficiency leading to lower quality systems that break down easily and regularly.

v. Water quality and quantity emanating from poor Water Resources management practices which render some sources unusable. Water quantity is supposed to be regulated through issuance of abstraction permits, however very few developers have applied for permits. On the other hand, the water quality monitoring is supposed to be undertaken by a number of stakeholders ranging from the operator/developer, DLG, RWSRCs/ WMZ/DWRM but due to limited funding this activity is done irregularly.

vi. Asset management arrangements (UPMIS) do not include the rural water facilities, thus there is no central inventory for the rural water facilities. The information about the facilities is scattered in various documents kept by the various sector players who utilize varying data asset management methodologies thus making it difficult to benchmark or promote shared learning among the respective stakeholders.
vii. **Regulation** is a critical function in ensuring adherence to sector standards, however currently there is weak regulation of water supply services in general and none existent for the rural water supply sub-sector.

viii. **Monitoring** is a crucial function to keep track on progress on implementation and also to guide realistic planning and timely remedial action. Currently the monitoring function is carried out at MWE, Regional/TSU and districts. It is inadequately funded. MIS does not at present fulfil the role of streamlining, collecting and organizing social and technical data at all levels for meaningful use.

ix. The current lack of a **single operation and maintenance framework** results in a confusing array of management systems including no management or maintenance at all, leading to lack of operational efficiency or functionality.

x. **Gender issues** are incorporated in all the relevant sector documents including the Sector Measurement Framework with clear indicators to monitor and report progress. However, the effectiveness of women involvement in management has been minimal due to underlying issues such as household chores, cultural norms and dynamics.

As a result of these challenges, it has become apparent that the CBMS O&M model is ill-suited for more complex systems, does not provide for long-term sustainability due to the lack of a financial model, and needs to be restructured for reliability and functionality into a Professional Management Approach (PMA). This is the basis for the new Rural Operation and Maintenance Framework outlined in this document.
PROFESSIONAL MANAGEMENT APPROACH
The Professional Management Approach (PMA) is where sustainable O&M model of water supply infrastructure is guaranteed through formal contract-based performance management arrangements. Currently there are two types of PMAs promoted in the water sector; NWSC for large, small towns & RGCs and UA is for mainly small towns and RGCs.

This National O&M framework for Rural water supply infrastructure aims to improve CBMS by introducing a PMA to water supply facilities not under the management of UA & NWSC non-gazetted rural areas. The need to improve CBMS is premised on the weaknesses registered in its implementation over the years. The professionalization of CBMS is here referred to as Community Based Management System Plus (CBMS+).

4.1 Community Based Management System Plus (CBMS+)

4.1.1 Description

CBMS+ is an approach where by a community formally outsources the O&M function to an entity which might be a PSO or NGO, NWSC, the UA, or the HPMA with the requisite training, skills and experience. The entity is here referred to as the Area Service Provider (ASP) that operates on a contract management arrangement.

4.1.2 Key features of CBMS+

CBMS+ is characterized by the following features:

- All users pay for water on a monthly basis or per volume (both households and institutions).
- Area Service Provider contracted to Operate and Maintain all the protected water facilities in areas which are not under the jurisdiction of other water authorities.
- Sub County Water Supply and Sanitation Board and District Water Supply and Sanitation Board\(^5\).
- Strengthened back up support mechanisms.
- District & Regional Water Authorities.

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\(^5\) Co-opt some members of the existing and complimentary committees or strengthen existing Water Boards.
4.1.3 Principles of CBMS+

The Principles of the Rural O&M Framework are intended to respond directly to the weaknesses identified in the existing CBMS model:

1. Area based approach.
2. Professional Management Structures with timely follow up support.
3. Financial sustainability.
4. Availability of quality spare parts.

Figure 3: The four principles of CBMS+

4.1.3.1 Area Based Approach

An area-based approach means operating and maintaining all rural water facilities within the Sub County, a cluster of Sub- counties or a District or a cluster of districts. The ASP will take responsibility for operating and maintaining all water systems including all point sources within in the area.

4.1.3.2 Professional Management Structures with timely follow up support

The professional management structures can be categorized into two parts, the Community Management structures and the ASP. The Community management structure is comprised of three levels; i) WSC, ii) SCWSSB, and iii) DWSSB. The ASP is comprised of the i) Caretaker/Scheme Operator, ii) HPM/Technician and iii) ASP/Contract holder. These structures are established to ensure timely follow up & regulatory support, increased functionality and water reliability to all users for both point and piped water supply at all times. There will be clear monitoring mechanisms involving all actors. The Management Contract signed between the DWSSB and the ASP will have clear Performance Indicators.
4.1.3.3 Financial sustainability

Access to water is a human right as stipulated in the Constitution of Uganda (1995). Water is also an economic and social good, and to operate and maintain the service require finances. Under the PMA all water users (households, institutions & businesses) will be required to pay for the service of water in addition to the Community Contribution to Capital Costs (CCCC) which is contributed at the time of construction or rehabilitation. The operations and capital maintenance expenses to be covered by the users should consider affordability with appropriate use of tariff structures. The ASP will take responsibility for collecting the user fees and bank it on the Revenue Collection Account.
4.1.3.4 Availability of quality Spare parts

Quality spare parts are a prerequisite for O&M and to ensure functionality of facilities. The ASP is responsible for ensuring availability of quality spare parts therefore it is important that the spare parts are procured from certified Uganda National Bureau of Standards (UNBS) suppliers. The ASP is encouraged to enter into a MoU with reliable suppliers or through establishing a framework contract with a private supplier to continuously replenish the spare parts.

The RWSRCs will carry out due diligence to the proposed suppliers to ensure adherence to sector standards.

Figure 5: Staffing Structure for Area Service Provider
4.2 Back up support

4.2.1 Description of back up support

Back up support refers to the process where a government or development partner/NGO supports the stakeholders to reinforce practices, capacity development and adherence to sector standards. It also includes helping the management structures/committees to fulfil their respective roles and responsibilities for O&M.

4.2.2 Levels of back up support

Back up support is key in the sustainability of the water facilities. This support will be provided at all levels by, MWE, RWSRCs, DLGs and Sub-county levels.

At national level MWE/IOM will ensure that the O&M function is adequately resourced and the necessary policies/strategies are developed and disseminated. In addition, they are responsible for monitoring performance of the implementation modalities. It will carry out coordination of national level sector players.

At the regional level, RWSRCs will play a pivotal role in the back up support. A specialized person will be appointed to be in charge of O&M activities at that level. She/he will be complemented by the relevant RWSRCs staff. RWSRCs will continue to boost its capacity to handle O&M issues and this will enable them to carry out tasks ranging from;

i. Building capacity of stakeholders in O&M.
ii. Monitoring.
iii. Technical guidance.
iv. Coordinate asset assessments in DLGs for CAPMANEX for piped and point water sources
v. Institutional strengthening.
vi. Ensure transparency and accountability mechanisms are established and enforced by all stakeholders, etc.
vii. Ensure to adherence of standards, policies and guidelines.
viii. Advocacy
ix. Strengthening governance for O&M systems and structures.

Details on the roles and responsibilities of the various stakeholders in O&M see Section 5.
KEY STAKEHOLDERS, ROLES AND RESPONSIBILITIES
The proposed roles and responsibilities of the various stakeholders in O&M are explained in details below;

Table 2: O&M stakeholders and their roles & responsibilities

<table>
<thead>
<tr>
<th>Entity</th>
<th>Stakeholders</th>
<th>Roles and responsibilities</th>
</tr>
</thead>
</table>
| MWE/RWSD     | Minister, Permanent Secretary, Director Assistant Commissioner IOM, Principal Sociologist, Principal Engineers, Senior Sociologists, Senior Engineers O&M expert | • Policy and strategy on O&M development.  
• Strategic planning for O&M issues  
• Mobilization of resources for O&M.  
• Capacity building of stakeholders.  
• Carry out Technical assistance in O&M.  
• Coordination and collaboration with different actors (Development partners, NGOs and private sector)  
• Spearhead Research and Development of O&M issues,  
• Spearhead development of the spare parts supply chain policy,  
• Develop a functional O&M Management Information System (MIS) including as asset registry,  
• Technical back stopping to RWSRCs,  
• Support access to technicians and other specialized support that is required  
• Continued awareness creation of national level stakeholders for O&M i.e. DPs, Private sector, NGOs, the Academia/Researchers,  
• Ensure that transparency and accountability are embedded within the established management structures,  
• Put in place an asset analysis and management policy,  
• Approve the members of the District & Regional level water boards  
• Approve the tariff structures  
• Document experiences in the use of national O&M framework to inform updating the next version of the National framework. |
<table>
<thead>
<tr>
<th>Entity</th>
<th>Stakeholders</th>
<th>Roles and responsibilities</th>
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</thead>
</table>
| Regional Water Supply Centres (formerly TSUs) | Principal Engineer (Team Leader) All technical staff (as indicated in the Organogram). One of the senior technical staff members will be given a full time assignment as the O&M specialist. | • Carry out continuous engagement of regional and DLG stakeholders,  
• Provide the capacity building necessary for DLG stakeholders in O&M & to regional/district level stakeholders,  
• Conduct asset analysis,  
• Carry out assessment of O&M costs for the rural WSS facilities in the respective DLGs enforce compliance of O&M guidelines,  
• Support DLG in planning, budgeting and reporting on O&M,  
• Monitoring and supervision of rural WASH facilities,  
• Carry out coordination of regional and district level stakeholders,  
• Support the development of Ordinances and By-laws at the District and S/County respectively,  
• Carry out Monitoring and Evaluation of O&M,  
• Disseminate of policies, strategies and research and new technologies  
• Organise Regional Rural Water Coordination Committee meetings,  
• Review of O&M management structures and financial processes for viability,  
• Technical back stopping,  
• Water quality surveillance and monitoring, & Quality assurance.  
• Participate in evaluation of bids for procurement of ASPs  
• O&M of equipment at regional centres. |
| DLG                                        | District Council & DEC CAO, DWO, ADWOs, Environment Officer, DEO, Technicians (BMT). | • Nominate names of the members to the DWSSB  
• Mobilise resources for the activities of the DWSSB & ASP  
• Formulate ordinances & policies  
• The DLG, under the department of water and sanitation, is responsible for planning and budgeting for O&M.  
• Provide capacity building to lower local government staff (at SC Level) in planning and O&M of WASH activities.  
• Provide GoU procurement services to DWSSB for ASP procurement. |
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<tr>
<th>Entity</th>
<th>Stakeholders</th>
<th>Roles and responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>District Water Supply services Board (DWSSB)</td>
<td>District WSSB is between 5-7 members comprised of the following: 2 – 3 nominated members from SCWSSBs. 1 - nominated by CAO from district staff 1 - Representative of the director of DWD. 1 - Representative of Institutions (schools, health facilities, prisons or businesses) 1 NGO and IM &amp; RDC will be ex officials to the DWSSB. <strong>NB:</strong> The members of the DWSSB nominated by the council and approved District Council and approved by the Director DWD. <strong>NB:</strong> The Chair Person and Secretary shall be elected from within the DWSSB or RWSSB by themselves. The NGO ex official will be nominated by the DWSCC &amp; the MP will be nominated by the DEC.</td>
<td>• Procures an Area Service Provider (ASP) to carry out O&amp;M for all the Water sources using the GoU procurement guidelines. • Contract the ASP on a performance-based contract. • Approves workplans and reports submitted by the ASP • Monitor and oversee activities of the ASP. • Recruit the Liaison Office. • Convene and hold annual review meetings (forum) • Appoint external auditors. • Review and approve or comment upon all reports submitted by the ASP • Submiting reports to the district Local council and to District water &amp; sanitation forum</td>
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</table>

- Continued sensitization and mobilization of S/Cs and communities for O&M.
- Train, guide and monitor HPMAs/HPMs.
- Technical support to SCs and the established structures for O&M namely; HPMs, Water Technicians, SO, and the SCWSSB, WSC, etc.
- Resource allocation for O&M.
- Monitoring and regulation of all water and sanitation activities in the district.
- Support and regulation to the O&M management structures.
- Water quality surveillance and monitoring.
- Enacting and enforcement of ordinances & other relevant laws.
<table>
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<tr>
<th>Entity</th>
<th>Stakeholders</th>
<th>Roles and responsibilities</th>
</tr>
</thead>
</table>
| Board Coordination Office            | Liaison Officer                                                            | • Liaison between DLG, DWSSB, S/C and SCWSSBs.  
• Provide technical oversight/support to the DWSSB and SCWSSBs.  
• Ensure constant communication and feedback/information among the stakeholders.  
• Coordination and communication on the activities of the WSSB.  
• Organise and convene annual performance review meetings.  
• Compile monthly reports. |
| Area Service Provider (ASP)          | Local expert entities that manage rural water systems professionally under a performance contract with the DWSSB or RWSSBs. Trained and sufficiently experienced Local Firms (PSOs), NGOs, or HPMA. | • Collect user fees and bank it on the Collection Account.  
• Hire staff to operate and manage water facilities.  
• Carry out preventive maintenance and repairs.  
• Use control and safe guard system installations.  
• Ensure adherence to the performance indicators6 as set out in the management contract & the performance contract.  
• Maintain technical records.  
• Responsible for submitting periodic reports as stated in the contract.  
• Maintain accurate and systematic accounts and records in respect of the Services in such form and detail enabling clear identification of all relevant charges and costs incurred and the basis thereof as well as proper and timely Technical and Financial Audits. Such accounts shall be audited by External Auditors.  
• Pay for Technical and Financial Audits from Project Funds as long as the Project is effective. After such date, Technical and Financial Audits shall be payable from the Revenue Collection Account.  
• Financial facilitation of the activities of the board. |

6 i) Technical functionality and reliability of the facilities (system repair downtime no greater than 24 hours).  
   ii) Compliance to water quality standard.  
   iii) Collection efficiency (progress from 70% in year 1, 80% year 2 and 90% year 3).  
   iv) Cost of water to the end user (for both individual household and institutions).
<table>
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<tr>
<th>Entity</th>
<th>Stakeholders</th>
<th>Roles and responsibilities</th>
</tr>
</thead>
</table>
| Technician | HPMs/motorized scheme Technicians. Employed or contracted by the ASP. | • To carry out curative maintenance and repairs of the water systems.  
• Liaises, coordinates and collaborates with stakeholders of the regulation system.  
• Reports to the ASP. |
| NGO/CBO | NGOs/CBOs operating in the area. | • Operation and Maintenance through contracts with SCWSSB/DWSSB.  
• Advocacy  
• Capacity building  
• Resource mobilization |
| Sub-county Local Government | The SAS/S/C chief and extension staff have a mandate to monitor WASH activities. | • Plan for and pass necessary budgets for WASH activities.  
• Sensitization and training to the water users/WSCs/ SWSSBs.  
• Monitoring/Follow up for WASH services provided at community level.  
• Approve local bye-laws of each water source when they are submitted.  
• Technical back stopping to established management structure.  
• Continued sensitisation and mobilization of communities.  
**NB:** The Sub-County Chief's/SAS's annual performance contract should have functionality as one of the parameters for assessment to ensure adequate follow up. |
| Sub-county Water and Sanitation Board (SWSSBs) | The SCWSSB which is a representation of the WSCs, is comprised of 5 members, elected by the users (represented by WSCs) and vetted by S/C council:  
1 - Representative of Institutions  
1 - Representative of S/C  
1 - Secretary for Works  
2 - Representatives of Community. | • Monitor and oversee activities of the ASP and ASP staff i.e. HPMs/SO.  
• Coordinate with the Liaison Officer.  
• Attend quarterly review meetings/forum.  
• Disburses allowances for the respective WSCs (on a quarterly basis)  
• Oversees all Water and Sanitation Committees (WSCs).  
• Provide for security of the assets,  
• Facilitate conflict resolution & management and resolve issues which are not resolved at WSC levels. |
<table>
<thead>
<tr>
<th>Entity</th>
<th>Stakeholders</th>
<th>Roles and responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water User</td>
<td>Community Institution etc.</td>
<td>• Pay for water for water services.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Protect the infrastructure.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Take active part in community meetings.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Observe and monitor the proper functioning of the water point and report to caretaker and/or WSC member(s).</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Discuss and approve the local bye-laws proposed by the WSC in community meetings.</td>
</tr>
<tr>
<td>WSC</td>
<td>A 3 person Water and Sanitation committee (WSC) comprised of: Chairperson, Secretary, Treasurer</td>
<td>• Mobilise the users to pay for the monthly user fees/ unit of water.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Mobilise for hygiene and sanitation.</td>
</tr>
<tr>
<td>Caretaker/ Scheme Operator</td>
<td>An employee or contractor of the ASP</td>
<td>• Carry out the functions of the ASP including collecting the user fees.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Keeping the water source clean, maintain the fence &amp; security of the facility.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Carry out preventative maintenance.</td>
</tr>
</tbody>
</table>

### 5.1 Coordination, Collaboration and Networking for O&M

Coordination will be crucial in the operationalisation of the National O&M framework, mainly due to the multi stakeholder nature of O&M activities. In addition, the varying approaches in O&M require close coordination and networking of stakeholders to ensure adherence to use of the National O&M framework by all stakeholders involved in rural water infrastructure.

The MWE is responsible for coordinating national level agencies, the RWSRCs responsible for regional and DLGs stakeholders and the DLGs responsible for their respective district and sub-county levels stakeholders. Funding to facilitate coordination activities is critical in ensuring timely and effectiveness of coordination activities.
At the National level:

i. Re-establish and strengthen the functionality thematic working group and ensure that it is reinvigorated.
ii. An annual consultative meeting on O&M with the implementing agencies/DPs, NGOs to share lessons, benchmark and share strategic direction on O&M issues.
iii. National learning forums which used to be funded by NGOs but now will be hosted by MWE/RWSD.
iv. The UWASNET NGOs O&M working group which brings together NGOs to discuss O&M issues.
v. Participate and ensure that the annual Joint Sector Reviews/Joint Technical Reviews fora incorporate O&M strategic issues,
vi. The annual Water officers’ meeting: O&M will form part of the agenda items.

At the regional level the RWSRCs will carry out the following:

i. Hold Regional Rural Water Coordination Committee which will take-place bi-annually to review progress, coordination and guidance.
ii. Facilitate learning forums to share experiences as well as receiving feedback on O&M activities.

Option of Management of Water Infrastructure by Regional Water Boards

Article 178 of The Constitution provides that 2 or more districts may cooperate to form a regional government which shall be a cooperate body (with powers to sue or be sued) having political, legislative, executive, administrative and cultural functions in the region. The article guides that with a) approval of majority of two-thirds of members of the district council and, b) at least two-thirds of the sub-counties in the district having ratified the decision of the council, a district can enter into agreement with other districts to form a regional government. Among others, such a government would;

i. Develop and manage regional infrastructure for instance roads and hospitals but not those managed by national institutions.
ii. Coordinate, monitor and supervise activities related to agriculture, forests (but not in national parks and wildlife reserves managed by government), cultural and traditional lands.
iii. Promote water and sanitation.
iv. Perform functions and services surrendered voluntarily by district councils, however such government can impose tax only with approval of central government.

At the District Local Governments:

O&M should become an agenda item in the fora for water boards at different levels.
FINANCING O&M COSTS
6.1 Sources of funding for O&M

U
unding for O&M is usually through tariffs, taxes and transfers (3Ts). At the start
government funding will be crucial for subsidizing the services, rehabilitating non-
functional water systems and build capacity of the new management structures
under PMA. Transfers from DPs, NGOs and private sector are required to contribute
towards full operationalization of CBMS+.

6.1.1 Water user fees

Fees from user charges will form the base for the cash flows. The main source of funding
will therefore be generated through the collection of user fees and CCCC for new water
sources and rehabilitation collected from the respective communities. The ASP will collect
water user fees. The CCCC will be collected by the WSC & deposited on the Collection
account to cover O&M shortfalls as required and will be supplemented with government
subsidies and NGOs/DPs.

The ASP will be remunerated for O&M services based on the proposal made at the
contracting stage and performance based on agreed Key Performance Indicators (KPIs).
The payments will be drawn from the Collection Account and the subsidies provided
therein.

The Liaison Officer is a paid position, paid out of the Collection Account.

6.1.2 Government mainstream funding

National level: Provide subsidy to top up O&M costs. The funding from MWE for subsidies
will be channelled through the respective RWSRCs and based on the assessment and
negotiated process will remit the subsidy to the respective DWSSBs on a need basis.

DLGs: District receives funding from MFPED as DWSCG and of the total, 15% is set aside
for O&M mainly rehabilitation or buying spare parts. All districts get District Discretionary
Equalisation Grant (DDEG) and part of it could be spent on O&M (only through lobbying).
6.1.3 NGOs/CBOs

These will support O&M either directly or acting as ASP or provide funding to the respective DWSSBs accounts who in turn disburse it to the ASP who in turn use the funds for O&M. Documentation and dissemination of guidelines. Capacity building of stakeholders etc.

6.2 Seed funding

Seed funding will be required to establish the DWSSBs and SCWSSBs. Once seed funding, valued as 6 months estimated operating expenses plus necessary equipment will need to be established, DWSSB and SCWSSB will shift into full operational mode where revenue covers expenses.

6.3 Equipment and tools

HPMA and ASP will be expected to provide their own equipment and tools. However, mobility will be key to the success of the DWSSB and SCWSSB. Seed funding for establishment should include items such as necessary office and mobility equipment.

NB:
- The SCWSSB should be housed within the Sub-County offices.
- The DWSSB should be housed within the District offices.

6.4 Accountability, Transparency and Consequences

The RWSRCs will ensure that all stakeholders regional and the lower local governments introduce and operate rigorous financial control and accountability mechanisms. RWSRCs will carry out this task in collaboration with other relevant agencies. The operations will follow the Public Finance and Management Act.

The DWSSB will grant the ASP for the Management Contract Period the care and control of the Revenue Collection Account, which shall be operated exclusively by the ASP pursuant to the terms of the Management Contract.

The ASP will be required to maintain accurate and systematic accounts and records in respect of the Services in such form and detail, enabling clear identification of all relevant charges and costs incurred and the basis thereof as well as proper and timely Technical and Financial Audits. Such accounts shall be audited by independent External Auditors.

Pay for Technical and Financial Audits from Project Funds as long as the Project is effective. After such date, Technical and Financial Audits shall be payable from the Revenue Collection Account.
CROSS-CUTTING ISSUES

Cross cutting issues have the potential to enhance or impede service delivery if not taken into consideration in the planning, implementation as well as O&M phase. Thus, the National O&M framework for rural water infrastructure will ensure their integration in order to register good progress in sustainability of installed water infrastructure. Within the MWE, the cross-cutting issues include i) Gender, ii) environment and iii) HIV/AIDs.

Gender:

Within the water sector, gender equality and women empowerment are considered both a human right and a pre-condition for sustainability of the WASH interventions. Gender refers to the percentage of women on the WSC. The Gender performance indicator is the % of Water user committee with at least one woman holding a key position. They key positions include the Chairperson, Treasurer and Secretary. To this end, a performance indicator on gender mainstreaming is part of the Sector Measurement Framework (SMF) and thus reported upon annually. SPR 2019 indicates that 85% of all the WSCs have women holding key positions. However, it has stagnated at 85% for 3 years. It is expected that at least 1 woman will hold one of the three positions on the WSC, 2 for the DWSSBs and SCWSSBs.

Environment:

In Uganda has experienced poor environment and natural resources management and yet water supply facilities depend on the natural resources to ensure adequate water quality and quantity for all users. Thus, environment mainstreaming is meant to ensure that the water catchments are protected and safe guarded from pollution as well as ensure water availability throughout. Operationalization of environment protection is through implementation of Water Source protection at the source level and catchment planning and management at a bigger scale. The National O&M framework will work in tandem with other sector strategies such as the Water Source Protection and the Catchment Management guidelines of 2013.

HIV/AIDS:

The Uganda National Development Plan 11(2015-2020) recognizes HIV/AIDS as a cross-cutting issue in Uganda’s development process. The fight against HIV/AIDS requires a multi-sectoral approach and has to be part of each Sector’s efforts in poverty eradication and development. Mitigations measures against HIV/AIDS are among the basic interventions designed for the achievement of the Uganda vision 2040.
Activities of O&M expose MWE staff, DLG staff and communities to the risk of HIV transmission. It is therefore, important that HIV/AIDS prevention and impact mitigation strategies are mainstreamed in the sector activities to reduce the vulnerabilities of the actors at all level. HIV/AIDS mainstreaming activities in the water sector includes capacity building of stakeholders at the national, regional, DLGs and S/Cs in mainstreaming, inclusion of HIV/AIDS mainstreaming in the Bills of Quantities (BoQs) for construction of works and this should include water facility rehabilitation activities. In addition, appropriate partnerships are developed to facilitate awareness creation/sensitization, voluntary HIV/AIDS testing, counselling and treatment.

The RWSRCs will monitor and guide stakeholders at regional level to plan and allocate budget for the implementation of the cross-cutting issues. They will also spearhead capacity building of stakeholders in situations where the capacity is inadequate.
KEY CONSIDERATIONS
8.1 Technical Quality

8.1.1 Existing systems

O&M of water supply infrastructure will be easier and cheaper if the water supply infrastructure is planned, designed and built based on O&M aspects and needs ahead. In design, it is important to ensure that future O&M costs will be met by the users, as subsidies for O&M are increasingly difficult to secure for the long-term. During the construction it is important that quality is secured to prevent early breakdowns of infrastructure. Facilities and services such as bulk meters, maintenance schedules, provision of O&M kits, training of technicians, establishing supply chains and linkages, which enhance O&M need to be incorporated and should be well documented and included in project hand over reports.

8.1.2 Design, Installation of new systems

Currently there is no integrated approach to address O&M issues, the focus of programmes and projects is on new water sources instead and including O&M. Thus there is need for planning and budgeting for inclusion of O&M in new systems, system extensions and rehabilitation of existing systems.

8.1.3 Rehabilitation

Government with support from Development Partners (DPs) subsidises the costs of rehabilitation water supply facilities. Before rehabilitation, a full diagnosis needs to be taken to assess the causes of the breakdown this will be done by DLGs and the RWSRCs will verify the reports before the rehabilitation. Funds towards rehabilitation are budgeted for under the DWSCG and the RWSRCs.

8.1.4 Refugee settlements

Currently the WASH players in Refugee settlements are promoting varying approaches in both construction as well as O&M of the facilities. In most settlements, the users are not contributing costs to O&M. For sustainability purposes the policy direction by MWE and stakeholders namely OPM, UNHCR and the implementing partners, is that the refugees need to start contributing towards O&M of the water.
For schemes which are gazetted, the MWE will provide more clarity and guidance around the allocation of schemes between NWSC and the UAs, considering the cost implications to refugee settlements under the management by either institution.

For the non-gazetted refugee settlements and within the refugee host communities, it is envisioned that O&M management will mirror this framework. In the short-term consideration for cross subsidisation of the water provision. This can be done through issuing/ adoption of a “water voucher” system in order to avoid distortion in the payment system. The vouchers could be paid/subsidised by the UNHCR or its partners. In order to ensure buy-in of partners to subsidize the refugees, a mechanism of quantification of the impact of their support will be developed.

Special consideration will be given to the economic position of the refugee population and particularly the most vulnerable instituting protection and subsidisation measures put in place by the partners protecting these populations.
**Figure 6: Management of water facilities in refugee settlements**

**KEY CONSIDERATIONS**

- **Umbrella Authority**: Umbrella acting as Water Authority for gazetted schemes.
- **Local Government**: As Water Authority.
- **Local W&S Committee**: Represented.
- **MWE/DWD**: Local Pay.
- **ASG Executive Committee**: Supervises.
- **Local W&S Committee**: Represents.
- **SUPPORTIVE ROLE**: for non-gazetted Piped water schemes.

**MANAGEMENT ROLE**

- **AGM**: Collects & Supervises.
- **Executive Committee**: Facilitates.
- **Scheme Operator**: Provides service.
- **Scheme Operator/Caretaker**: Direct Pay.
- **Users**: Pay for service.

**SUPPORTIVE ROLE**

- **Water Supply and Sanitation Board**
- **Local Government as Water Authority**
- **Water Utility Regulator**
- **Urban W&S**
- **Rural W&S**
8.1.5 Pro – poor issues for the vulnerable

There may be a consideration by the WSC to subsidize the user fees for the proven vulnerable households. Vulnerable households include the poor, child headed households, the sick, the frail. This can be done through issuing/adoption of a “water voucher” system to guarantee access to a minimum of 20 litres per person per day for the vulnerable members of the community.

8.2 Software steps

MWE developed a document entitled Steps in Implementation of Water and Sanitation Software Activities (2012), referred to as the Software Steps to guide District and Lower local Governments in general planning and advocacy, pre-construction mobilisation and training, construction and post-construction support of communities. It is essential that the software steps be carried out with communities at each water source constructed.

Software is an umbrella term used to cover the activities of awareness creation, community sensitization, mobilization and post construction follow up with respect to water supply and sanitation. These activities are undertaken to change behaviour and attitudes towards effective community management of water facilities as well as improved hygiene and sanitation around the water source and in the respective homes. As the planning stage these issues are emphasized and code named the 6 Critical requirements which every user community has to fulfil before a new facility is provided.
Summary of 6 Critical Requirements

1. **Signed Memoranda of Understanding (MoU)**, which specify roles and responsibilities of the signatories. MoUs are required between:
   a. GoU and Districts.
   b. Districts and Sub-Counties.
   c. Communities, Sub-Counties and Districts.

2. **Meaningful involvement of women.**
   Before any construction goes ahead, community mobilisation should have achieved the following requirements:
   a. The composition of Water User Committees (WUCs)/Water and Sanitation Committees (WSCs) shall include at least 50% women.
   b. Women should take up key positions in the WUC/WSC (i.e. chair, secretary, treasurer).
   c. Half of the water point attendants and handpump mechanics shall be women;
   d. Training shall target women and their male colleagues.
   e. The entire community shall be involved in discussing the siting of water sources with men and women initially consulted separately.
   f. All communications to communities shall be to both men and women.

3. **Hygiene Promotion and Sanitation.**
   a. All households of community leaders shall have latrines that are safe, clean and used.
   b. Latrine coverage should increase by 30% during the mobilisation phase.
   c. A plan should exist of how the community intends to increase latrine coverage to 95% in four years.
   d. There should be evidence that Districts and Sub-Counties are putting health and sanitation ordinances in place where applicable, and enforcing them.

4. **Community Contributions.**
   A minimum community contribution towards the construction cost is required in cash.

5. **Settlement of Land and Ownership Conflicts.**
   Communities shall be required to satisfactorily prove (e.g. with written agreements, land titles) that all potential and foreseeable land access and ownership issues have been resolved beforehand.

6. **Operation and Maintenance Plan.**
   There must be a 3-year realistic and viable plan to ensure continuous and reliable operation of the completed facilities. The community ‘O&M Plan’ shall be prepared by the community. The process is to be facilitated by District and Sub-County officials.

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8 The OP5 states that the O&M plan should be for 8-years. However, this was revised in 2006 in light of lessons learned from District local Governments.
MONITORING AND EVALUATION MECHANISMS
Monitoring of the O&M framework is a critical function because it informs the updating and taking corrective measures during the implementation. Monitoring will be carried out at all levels – national/MWE, RWSRCs, DLGs, S/C and community levels through the respective structures.

Performance indicators for all actors and activities will be clearly defined in all contracts, and monitored at all stages of the O&M framework.

**National level**

MWE will monitor the Objectives of the framework: The IOM division is the lead in carrying out monitoring at national level. It will bi-annually monitor and track progress at the RWSCGs/TSUs level to determine the extent to which the specific framework objectives are being implemented.

The national level will also monitor the extent to which the guidelines are utilized by the various stakeholders. They will also monitor the extent to which the O&M policies and strategies are facilitating effective and efficient implementation of O&M by the stakeholders.

**Regional level**

**The regional level will monitor the following:**
1. The establishment and functioning of the CBMS+ approach.
2. Compliance of districts and other stakeholders O&M activities to the national O&M framework.
3. How O&M activities are budgeted for in the annual planning/work-plan development.
4. Establishment of Asset management in districts. (Asset management involves having an asset registry, analysing their status and utilizing the output to plan for maintenance and carryout maintenance of the assets).
5. Adherence to DWSCG guidelines regarding O&M of rural facilities.
7. Adherence to water supply Sector Standards (water quality, water quantity, specs for spare parts etc).
**District**

The district will organise and host quarterly District forums as one of the mechanisms which will bring together the stakeholders for, monitoring, experience sharing and shared learning;

**The District level monitoring will focus on the following:**
1. Functioning of the DWSSB and SCWSSB.
3. Lower local governments to ascertain functionality of water facilities.
4. Financial management of the SCWSSB.
5. Adherence of the SCWSSB to performance contract.
6. Compliance of the ASP activities to the management contract.
7. The functioning of the WSC.

**SCWSSB**

The Sub-county will organise and host quarterly forums which will bring together all the WSCs for experience sharing, shared learning. During this forum the WSCs will report progress from their respective sources, receive their allowances in order to link the reports to work at the community level.

**The SCWSSB will monitor the following:**
1. Review and reflect on their functioning
2. Functioning of the WSCs
3. The remittance of the funds by the WSCs.
4. The performance of the ASP & adherence of the ASP to management contract
5. Adherence of the caretakers to their roles
6. The functioning of the water facilities

**The sub county**

**The sub county will monitor the following:**
1. The functioning of the SCWSSB
2. Functioning of the ASP
3. The functioning of the WSCs
4. The remittance of the funds by SCWSSB to the SCWSSB.

**Evaluation**

1. The Mid Term Evaluation will be carried out after 3 years, to coincide with the end of the performance contract and the management contracts for the DWSSB and the ASP respectively.
2. The Evaluation of the framework will take-place after 2030.
The roadmap covers the next steps in operationalizing the framework. It is comprised of three phases:

**Phase One** (2020/2021)
- Community sensitization
- Political and Stakeholder Buy-In
- Development of guidelines
- Training – Technical and Management
- Resource mobilization
- Roll-out of Framework

**Phase Two** (2022 - 2025)
- Review and Adaptation as necessary
- Strengthening of systems
- Ongoing Capacity Development
- Private Sector (ASP) strengthening
- Transition to Area-based Approach

**Phase Three** (2025-2030)
- Area-based approach fully integrated
- Resource mobilization
- Monitoring
- Documentation of process

Phase One rolls out the Framework Nationally with the collaboration of all stakeholders as follows. A detailed spreadsheet of expected roles and responsibilities of each of the key stakeholders in the roll-out of the Framework is attached as Annex 10.5.
The transition between phase one and phase two provides flexibility within the Framework to respond to lessons learned in the roll-out and adapt accordingly to ensure that a strategic and sustainable Framework is implemented for long-term success. Phases two and three have therefore not been detailed further than the high level objectives shown.

REFERENCES

5. Guidelines for management of O&M funds for rural water facilities in Uganda.
ANNEX 1

SIMPLIFIED FORMAT/ MODEL FOR GENERATING O&M COST PRICES
Introduction/Background
Communities need to be facilitated to understand the basis for charging the fees for O&M. The starting point for the discussions should be to explain the cost areas which culminate into how much is needed to sufficiently operate, maintain and replace worn out or damaged parts of the water supply system.

Goal
To facilitate communities to understand and plan for O&M costs for their respective water facilities.

Objectives
i. To facilitate community discussions and arrive at the community contributions,
ii. To transparently demonstrate what constitute Operational and minor maintenance expenditure (OpEx) - recurrent

Target Group
• Community/water users
• Water Source Committee (WSCs)
• District Water Supply Services Board (DWSSB)
• Area Service Provider (ASP)
• District Local Governments (DLGs)
• Sub-County Water Supply Services Board (SCWSSBs)

Process
1. The Community members are facilitated to discuss the various cost areas for their respective water sources as shown in the table below.
<table>
<thead>
<tr>
<th>Technology</th>
<th>Maintenance</th>
<th>Minor</th>
<th>Major</th>
</tr>
</thead>
<tbody>
<tr>
<td>Borehole (with hand-pump)</td>
<td>• Clearing drains and surroundings.</td>
<td>• Repair of damaged parts outside routine service.</td>
<td>• Fishing of dropped pipes and rods.</td>
</tr>
<tr>
<td></td>
<td>• Maintaining fence.</td>
<td>• Replacement of damaged slow wearing parts (handle, chain,</td>
<td>• Desilting of borehole.</td>
</tr>
<tr>
<td></td>
<td>• Periodical checking and service of hand-pump.</td>
<td>few pipes and/or rods, cylinder).</td>
<td>• Repairs to borehole casing and screens.</td>
</tr>
<tr>
<td></td>
<td>• Periodical replacement of fast wearing parts (buckets, valves, etc).</td>
<td>• Repair of cracks to platform or drain.</td>
<td>• Replacement of platform and drain.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Replacement of rising mains.</td>
</tr>
<tr>
<td>Protected Spring</td>
<td>• Clearing intake area, drains and surroundings.</td>
<td>Repair of cracks to retaining wall, platform or drain.</td>
<td>Re-protection (due to diversion or major failure).</td>
</tr>
<tr>
<td></td>
<td>• Maintaining fence.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gravity Flow Scheme</td>
<td>• Clearing intake area, drains and surroundings.</td>
<td>• Repair of minor leaks in structures or components.</td>
<td>• Rebuilding of intake works or other major structures.</td>
</tr>
<tr>
<td></td>
<td>• Maintaining fence(s).</td>
<td>• Repair of pipe bursts.</td>
<td>• Replacement of long pipeline sections damaged by landslides, etc.</td>
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<tr>
<td></td>
<td>• Periodical checking of components for proper functioning.</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>• Periodical replacement of fast wearing parts (taps, etc).</td>
<td></td>
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<tr>
<td>Pumped and Piped Scheme</td>
<td>• Clearing intake area, drains, fence and surroundings.</td>
<td>• Repair of minor leaks in structures or components.</td>
<td>• Rebuilding of intake works or other major structures.</td>
</tr>
<tr>
<td></td>
<td>• Periodical checking and service of pump.</td>
<td>• Repair of pipe bursts.</td>
<td>• Replacement of long pipeline sections damaged by landslides, etc.</td>
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</tbody>
</table>

2. The calculation of the minimum costs to keep the water supply functioning basic fees, i.e. small repairs.

\[
\text{Basic Fees} = \frac{\text{Operation costs} + \text{Administration costs} + \text{Maintenance costs}}{\text{No. of users}}
\]

3. Once the cost is arrived at in calculations, the next step is to agree how often the members want to pay either per month or per volume.

4. Agree on the need for by-laws to ensure that all users contribute towards O&M cost.
ANNEX 2

DETAILED ROLL-OUT OF THE FRAMEWORK
### Detailed roll-out of the framework

<table>
<thead>
<tr>
<th>Lead Agency</th>
<th>Activity</th>
<th>Details</th>
<th>Partipants</th>
<th>Time frame</th>
<th>Location</th>
<th>Type of intervention</th>
<th>Source of Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>MWE - IOM</td>
<td>Preparation of Support Materials: manuals supporting the Framework; Guidelines, etc</td>
<td>Operational Manual for the WSSBs.</td>
<td>All</td>
<td>November 15-Jan 15, 2020</td>
<td>n/a</td>
<td>Outsourced</td>
<td>IOM Division</td>
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<tr>
<td></td>
<td></td>
<td>Community engagement guideline.</td>
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<td></td>
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<td>Handover procedures for facilities beyond the CBMS+ to either UA or NWSC.</td>
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<tr>
<td>IOM Division</td>
<td>Disseminate the framework at national level.</td>
<td></td>
<td>National level stakeholders - MWE staff, UWASNET, DPs, Humanitarian Agencies, National level NGOs, PSOs</td>
<td>January 30, 2020</td>
<td>Kampala</td>
<td>1 day Workshop</td>
<td>IOM Division</td>
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<tr>
<td>IOM Division</td>
<td>Disseminate the framework nationally to all government structures</td>
<td></td>
<td>MWE deconcentrated structures (RWSRCs, UAs, NWSC)</td>
<td>1 day workshop/Region</td>
<td>IOM Division</td>
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<td>IOM Taskforce</td>
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<tr>
<td>RWSRCs</td>
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<td></td>
<td>RWSRC to work with DLGs to disseminate framework</td>
<td>1 day workshop/District</td>
<td>IOM Division</td>
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<tr>
<td>IOM</td>
<td>Resource mobilization for the operationalization of the framework</td>
<td></td>
<td>DPs</td>
<td>Ongoing</td>
<td></td>
<td>Writing proposals</td>
<td>IOM, NGOs</td>
</tr>
</tbody>
</table>

**ANNEX 2**
Detailed roll-out of the framework continued

<table>
<thead>
<tr>
<th>Lead Agency</th>
<th>Activity</th>
<th>Details</th>
<th>Partipants</th>
<th>Time frame</th>
<th>Location</th>
<th>Type of intervention</th>
<th>Source of Funding</th>
</tr>
</thead>
</table>
| RWSSRC      | All Regions | • Disseminate the framework to DLG and Sub-County.  
• Establish regular meetings with DLGs and Stakeholders. | RWSRC to work with DLGs to disseminate framework. | DLG and Sub-County | 1 day workshop/District | IOM Division |
| IOM         | Stakeholder Collaboration | Internal MWE collaboration and networking e.g. UPMIS, billing software, cash book system and mobile money platform, sharing of resources, resource mobilization. | MWE/departments | Ongoing | | MWE |
|            |          | External collaboration and networking with the development partners, NGOs, private sector, finance institutions, implementation of the framework. | DPs, NGOs, private sector, finance institutions. | Ongoing | | IOM |
|            |          | Specific funding or interventions in general support of the framework. For example: Formation of WSSBs at Sub-County level; Capacity Development of Technical staff. | NGOs | Ongoing | | DPs |
|            |          | National or RWSRC level funding for dissemination, Capacity Development, Mobilization and Operationalization of framework. | MFPED | Ongoing | Budget Allocation | MFPED |

Source: National or RWSRC level funding for dissemination, Capacity Development, Mobilization and Operationalization of framework.

Participating agencies: MFPED, NGOs, DPs, NGOs, private sector, finance institutions.

Type of intervention: Joint proposal writing, Lobby meetings, Snr Management Meeting, O&M Technical Working Group, and relevant meetings.

Source of Funding: MFPED, DPs, MWE, IOM Division.

Note: RWSRC to work with DLGs to disseminate framework.
Detailed roll-out of the framework continued

<table>
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<tr>
<th>Lead Agency</th>
<th>Activity</th>
<th>Details</th>
<th>Participants</th>
<th>Time frame</th>
<th>Location</th>
<th>Type of intervention</th>
<th>Source of Funding</th>
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<tbody>
<tr>
<td>RWSRCs</td>
<td>Establish financial management mechanisms</td>
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<td>Opening accounts, establishment of financial procedures, accountability, transparency, training in financial management &amp; bookkeeping</td>
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<td>RWSRCs and NGOs</td>
<td>Training of the O&amp;M management structures</td>
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<td>Build capacity</td>
<td>• Roles &amp; responsibilities.</td>
<td>ASPs/NGOs</td>
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<td>• Policies, strategies &amp; guidelines.</td>
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<td></td>
<td>Provide Back-up support</td>
<td>Technical support for complex systems where UA/NWSC/ASP are unable to provide</td>
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<td>DLG/SC/Community</td>
<td>Establishment of management structures</td>
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<td>S/C to facilitate the formation of WSCs for each water source. DLG and SC to facilitate formation of WSSB. NGO support for formation of WSC and WSSB essential.</td>
<td>IOM</td>
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<td>including recruitment of liaison officers.</td>
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<td>Agreement on Service Provider</td>
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<td>Negotiation of user fees</td>
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<td>NGOs</td>
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<td>Capacity Development</td>
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<td>Ongoing O&amp;M during transition</td>
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<td>Formal O&amp;M support</td>
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<td></td>
<td>Resource Mobilisation</td>
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NATIONAL FRAMEWORK FOR OPERATION AND MAINTENANCE OF RURAL WATER INFRASTRUCTURE IN UGANDA