



# CAFOD UKAid Match Fund Mid-Term Review: Final Report



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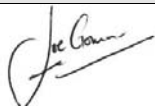
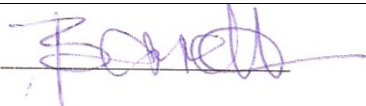

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Cover photos show protected spring at Rukwi [DRC227] and community nursery workers showing saplings planted in steep-sloping fields at Shasha [DRC265].

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## CONTENTS

ABBREVIATIONS .....	III
EXECUTIVE SUMMARY .....	IV
1 INTRODUCTION.....	1
1.1 Background to the Programme .....	1
1.2 The Review .....	1
1.3 Review Team .....	1
1.4 Scope of Work and of This Report.....	1
2 REVIEW PROCESS .....	3
2.1 Evaluation Approach.....	3
2.2 Limitations.....	3
2.3 Sampling.....	3
2.4 Data Collection and Analysis .....	4
2.5 Work Schedule.....	5
2.6 Logistics and Support.....	6
3 FINDINGS .....	7
3.1 Relevance .....	7
3.2 Effectiveness.....	8
3.3 Sustainability and Replication .....	13
3.4 Stewardship .....	16
3.5 Impact and Added Value.....	19
3.6 Learning .....	20
4 THEMATIC DISCUSSION .....	22
4.1 Gender .....	22
4.2 Water Resources Management .....	24
4.3 Water, Sanitation and Hygiene .....	25
4.4 The Future of WASH Programming at CAFOD.....	25

5	RECOMMENDATIONS.....	27
5.1	Programme Management .....	27
5.2	Project Management and Partnership.....	27
5.3	Technical Aspects of Projects.....	28
5.4	Future Programming .....	28
5.5	Final Evaluation .....	29
	REFERENCES .....	30

## FIGURES

Figure 2.1	Process flowchart .....	5
Figure 3.1	Achievement of aggregated programme outcome targets (Year 2).....	10

## TABLES

Table 2.1	MTR themes .....	3
Table 2.2	Major activities .....	4
Table 2.3	Summary work schedule.....	6

## APPENDICES

Appendix A	Terms of reference
Appendix B	Project list, with review groupings and main data sources
Appendix C	Evaluation framework
Appendix D	List of staff interviewed
Appendix E	Field visit schedule
Appendix F	Detailed statistical data
Appendix G	Case studies

## ABBREVIATIONS

CAFOD	Catholic Agency for Overseas Development
CLTS	Community-Led Total Sanitation
CSP	Country Strategic Plan
CST	CAFOD/SCIAF/Trócaire
DFID	UK Government Department for International Development
DRC	Democratic Republic of Congo
ID	International Division
DRR	Disaster Relief and Recovery
ILR	CAFOD's Internal Learning Review on Water, carried out in 2014
IPC	International Programme Committee
IWSD	Institute of Water and Sanitation Development (southern African NGO)
M&E	Monitoring and Evaluation
MSGA	Monitoring Summary and Grant Approval (CAFOD approval form for renewing financing for an ongoing project)
MTR	Mid-Term Review
PED	Programme Effectiveness Department
PSGA	Project Summary and Grant Approval (CAFOD project approval form that includes proposal details)
SCCCO	Swaziland Coalition of Concerned Civil Society Organizations (a long standing partner of CAFOD)
SCIAF	Scottish Catholic International Aid Fund
WASH	Water, Sanitation and Hygiene
WLSA	Women and Law in Southern Africa (a project partner in Mozambique and Swaziland)
WRM	Water Resources Management

## EXECUTIVE SUMMARY

This is a Mid-Term Review of the CAFOD UKAid Match Fund, which provides CAFOD with support across a wide range of WASH and related activities in many countries. Although the review is constrained by its relatively brief nature on looking at a programme with such a disparate range of projects and contexts, the following observations are made.

The projects are seen to be **relevant**; both to CAFOD and to the communities and countries of implementation. Appropriate target communities have been selected, and with minor exceptions any households or individuals singled out for support have been among the most vulnerable. In some places there have been differences between national government standards and the project designs supported, but generally collaboration between government and project teams appears to be good, where sector local government capacity exists.

The **effectiveness** of the project work has varied greatly. Some projects have very much over-achieved on specific outcome measures, while others have made very little progress. The effectiveness of the sanitation element is generally weaker than that of water and of hygiene promotion. Measured overall the programme has met its WASH targets: for example some 228,000 people are reported to have access to drinking water through the project as of April 2014, and 106,000 to sanitation. However, progress has been extremely uneven from project to project. The reasons for this are very project-specific, but shortfalls in capacity to plan, design and monitor have usually been as important as implementation problems *per se*. Insufficient technical data has sometimes contributed to poor design.

The **efficiency** of delivery is more questionable; partly as a consequence of the rapid response required to CAFOD's obtaining unexpectedly large funds and the way that funding was distributed in relatively small blocks, requiring oversight of many partners. There have also been predictable difficulties with high risk projects that at least for CAFOD were innovative in their use of techniques or choice of partners. CAFOD's own staffing, alongside the capacity of partners, was perhaps not adequately considered or managed for the best possible results.

Most of the elements required for **sustainable** project outcomes can be found within the programme. However, in the case of WASH and WRM work the timescales recognised by best practice are quite long, requiring consideration of the functionality and continuity of services over time periods in the order of 15 to 20 years. The present Match Fund monitoring and reporting systems do not in particular allow recognition of the importance of sustainable outcomes, and the indicators used should therefore be reconsidered. The effectiveness of activities and the sustainability of outcomes related to behaviour change are particularly difficult to assess and at present few data are available to judge these. Where these types of outcome are important it is critical that the project has a long enough time span to enable their evaluation.

Elements of CAFOD's **stewardship** of Match Fund work are particularly good: the use of effective partnerships, the openness with which the Team was provided information and the frankness of discussion, and the significant numbers of beneficiaries provided with new services and knowledge are all positive. Reporting quality has improved; but monitoring and evaluation (although there are some excellent examples) cannot be said to show systematically high quality.

In the absence of detailed (and costly) monitoring or specific studies, it is not possible to determine **impact** in any rigorous way. Anecdotal information collected from communities and written up in the form of case studies provides evidence that many people feel significant impacts from project work. Although evaluators should be cautious in accepting all such statements without question, it is clear that important changes in the lives of individuals are occurring through Match Fund projects.

CAFOD's principal advantages in working in the water sector are twofold, and neither is specific to the sector. These may be said to represent its particular **added value**. The first is the strength of foundation of the local church networks (principally Caritas branches) and their long-term links with the areas and communities in which they work. This can be overstated where dioceses are very large and local workers are stretched to cover them, but in many cases relationships with particular communities last for many years and permit ongoing low-level support and accompaniment long after specific projects have ended. This is significant considering the sustainability issue and time-scales already mentioned. The second is the integration that CAFOD and its partners seek between related specialisms and projects in the disaster relief and recovery (DRR), livelihoods, gender, water and environment sectors.

Prior to the Match Fund, most of CAFOD's WASH work related to humanitarian response. The Match Fund has provided an opportunity for CAFOD to develop an **organisational conversation** about its water sector work, including both development and humanitarian projects. This has reinforced existing **learning** at regional level in the Horn and East Africa and Southern Africa regions, and has begun to build inter-regional discussion and organisational policy and practice. Some documentation of experience has begun, and best practice is being pulled together. More could usefully be drawn from Match Fund projects, particularly those that are gender-focused, and a specific communications and learning strategy for the next phases of work would build on the achievements of the recent Internal Learning Review.

With regard to **future work** in the water sector – whether humanitarian or development focused – it is critical that CAFOD make early decisions, on the basis of its corporate priorities, about the emphasis that it wishes to place on support, both in terms of its staff and partner capacity and its fundraising strategy. It would be appropriate to prepare a risk assessment to examine the challenges and consequences of further investment in CAFOD's work in the WASH and WRM sector. Time is already short for planning an efficient transition at the end of the Match Fund programme.



## 1 INTRODUCTION

### 1.1 Background to the Programme

CAFOD has obtained funding from the UK government's Department for International Development (DFID) that matched public contributions raised by the organisation through its Lent fundraising appeal in 2012. This funding is known as the CAFOD UKAid Match Scheme, but is hereafter referred to as the "Match Fund", as this is how it is referred to internally within CAFOD. Unrestricted funding is provided over a four-year period, from April 2012 to March 2016. The agreement commits CAFOD to deliver results relating to water, sanitation and hygiene promotion (WASH), water resource management (WRM), women's empowerment and gender mainstreaming, governance and accountability.

The 2012 fundraising appeal was hugely successful, with the result that programme funding was significantly above the initial expectation, amounting to approximately £9.2 million. This was of course welcome in the sense that a large number of activities and projects could be supported; it also allowed CAFOD to provide financial support to a wide range of work across many countries and projects. The first year's funding was allocated to ongoing WASH projects that were completed by March 2013. In this period two rounds of project proposals specific to the new fund were developed and appropriate projects selected. It is these projects that are assessed by this report, which does not examine the initially-funded projects.

The focus and background of the assessed projects varies significantly, since they include work based around gender, WRM, WASH, or a combination of these themes; work that is purely humanitarian in approach or that is purely developmental, as well as projects that are evolving from humanitarian to developmental approaches.

### 1.2 The Review

At the mid-point of the funding agreement, CAFOD requires a review of its progress and performance to date in implementing the water and gender components of the funded work. This is referred to as the Mid-Term Review, or "MTR" (see Terms of Reference, Appendix A) and is provided through an assessment of key evaluation parameters, as described by OEC-DAC (2014) and Bond (2012). The MTR was also required to indicate adjustments that may be needed to ensure the greatest success. CAFOD further intends to use the outputs to guide any future development of its WASH, WRM and related gender programming.

### 1.3 Review Team

The review team (hereafter referred to as "the Team") consisted of three consultants, who are the authors of this report. The lead consultant is Joe Gomme, of ESI Ltd. The two supporting consultants are Alison Barrett and Don Brown, of IWEL Ltd.

### 1.4 Scope of Work and of This Report

The MTR provides a review of the entire programme of work that is included under the CAFOD UKAid Match Fund and has been implemented between April 2013 and mid-2014,<sup>1</sup> including projects concerning WASH, gender and WRM (as defined by CAFOD); note that projects addressing governance and accountability, which will also be included in the Match Funded work, are not included in the MTR because they did not start early enough. These will be subject to a separate final evaluation in 2016.

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<sup>1</sup> The cut-off date for available information varied somewhat from project to project: the latest project reports available covered the period to March 2014; however discussions and project visits were carried out between July and September.

The assessment focuses on projects in DFID priority countries, which exclude Latin American countries and Sri Lanka,<sup>2</sup> where CAFOD also supports WASH projects. Lack of time precluded any review of these WASH projects outside the UKAid Match Fund.

The inception report (ESI and IWEL, 2014) set out the approach to be taken by the Team and the framework developed during the inception phase of the MTR. In the interests of keeping the current document concise Section 2 below summarises the review process and approaches that were described in the inception report. For details please refer to ESI and IWEL, 2014.

The report continues with the exposition of findings in Section 3. Findings are subdivided under the six sub-headings used in the evaluation framework. In each section a general statement is made, which summarises some of the main points made beneath, under examples and exceptions. Section 4 summarises views according to the main project themes: WASH, gender and WRM, as well as providing some discussion on the future of water sector work at CAFOD.

Section 5 sets out the principle recommendations arising from the review.

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<sup>2</sup> DFID's current list of 28 Match Fund (DFID, 2014) eligible countries now excludes Cambodia, which is one of CAFOD's supported countries. Presumably DFID withdrew Cambodia from the list after 2012/13.



## 2 REVIEW PROCESS

### 2.1 Evaluation Approach

The approach has been participatory and the Team has relied on CAFOD and partner staff to provide the larger part of the information, reports and views on which the assessment is based. Field visits were accompanied by CAFOD and partner staff and discussions with many individuals involved also provided important data.

The evaluation questions are presented in the evaluation framework (see Section 2.4). The themes and the weighting in the review as defined by CAFOD are shown in Table 2.1.

**Table 2.1 MTR themes**

<b>Themes</b>	<b>Weighting</b>	<b>Relevant report section</b>
Relevance	25%	Section 3.1
Effectiveness	25%	Section 3.2
Sustainability and Replication	25%	Section 3.3
Stewardship and Efficiency	10%	Section 3.4
Impact and Added value	10%	Section 3.5
Learning and Innovation	5%	Section 3.6

### 2.2 Limitations

The intention of the Fund is to provide CAFOD with support across a wide range of WASH and related activities in many countries. A total of 29 projects are currently being supported, in 17 countries. The countries range across sub-Saharan Africa, the Middle East and south east Asia. (Appendix B contains a list of countries and projects.) The majority of the projects are focused on WASH, but several have either gender or WRM as the main focus, and there are projects that combine two of the three elements.

CAFOD always works through locally-based partners, and these partners and the relevant CAFOD support offices have very varied experience in the type of projects being implemented.

As a result of these factors, the projects examined are very disparate, in terms of their objectives and approaches and the experience and capacity of staff implementing and supporting them. The projects therefore have significant differences between them and a wide sample was needed in order to properly cover the range.

Beyond the clear limitations involved in the selection process, we also note that the range of themes and questions is large, despite a process to consolidate them during the inception phase. Our ability to cover this range and pick out the most important issues and lessons was supported by the cooperation that we received from CAFOD staff and partners, but we recognise that it is possible that through lack of time we have missed or insufficiently emphasised some significant experiences.

### 2.3 Sampling

Given that the Match Fund currently covers 29 projects and 17 countries, it was not possible for the Team to assess everything in detail. The projects were therefore divided into three groups on the basis of agreed criteria. Group 1 projects received a visit as part of the MTR; group 2 were the subject of detailed assessment at a distance – via telephone or internet calls, email discussion and document review. Group 3 were included in overall statistics but were not subject to any systematic evaluation. This purposive selection was made to ensure that we assessed a variety of contexts and project types. The project groups are presented in Appendix B. Note that there were some changes to the initial groupings provided in the inception report; this was due to a reconsideration of the proposed Group 1 projects, because of the feasibility of field visits at the required time.

## 2.4 Data Collection and Analysis

The Team undertook a number of activities to collect and analyse data, which are set out in Table 2.2.

**Table 2.2 Major activities**

<b>N</b>	<b>Outline</b>	<b>Detail</b>
1	Document review	General review of documents, including background documentation about CAFOD, its strategies, plans and progress; documents relevant to country programmes and partners; and planning and monitoring documents concerning individual project plans and progress Detailed review of ILR report <sup>3</sup> and country review reports that were made available
2	Initial interviews	Interviews with CAFOD international staff to provide briefing on group 1 and group 2 projects, as well as further suggestions on useful information sources
3	Field visits	Visits to programmes, discussion with relevant stakeholders, field observation and discussions with users, for group 1 projects
4	Distance interviews	Interviews and discussions with partner staff and with CAFOD country staff; interviews and discussions with other stakeholders in-country, for group 2 projects
5	Case studies	Production of a limited number of case studies, to illustrate stories of change and the value provided by the programme
6	Team analysis	Analysis of the data collected by the consultant team and discussion of the emerging shape of findings
7	Management interviews	Interviews and discussions with CAFOD international staff, including regional staff and London-based managers and support team
8	Reporting	Drafting, feedback and finalisation of the review report

The process is illustrated by the flowchart on the following page.

Data collection was led by Joe, with support particularly from Alison. Don's role focused on quality control, helping to shape data collection tools, review early results of data collection and analysis, and reporting. During the process we reflected on Bond's Evidence Principles (Bond, 2014) – which CAFOD helped to develop and is committed to promoting in all its M&E efforts – to ensure that our evidence base as far as possible met the common principles of voice and inclusion, appropriateness, triangulation, contribution and transparency.

An evaluation framework was developed on the basis of CAFOD's priority themes and suggested questions, as set out in Annex 2 to the contract (CAFOD, 2013a). It consists of a tabulated summary of the principal questions that direct the exercise, related sub-questions, relevant data sources and methods for data collection. The framework is included as Appendix C. Activity guides based on the framework were used to ensure that relevant questions were covered during the various data gathering exercises.

The principal data sources used are tabulated in Appendix B, and the principle staff interviewed in Appendix D.

<sup>3</sup> CAFOD engaged its own staff in an intensive internal learning review (ILR) of its water work (CAFOD, 2014a,b).



Figure 2.1 Process flowchart

## 2.5 Work Schedule

The Terms of Reference set the time frame for the main review phase for the work, which was to take place between June and August, with report presentation in September. The planned and actual timing of activities are shown in Table 2.3.

**Table 2.3 Summary work schedule**

<b>Activity</b>	<b>Planned timing</b>	<b>Actual timing</b>
Document review	June	June to August
Interviews with CAFOD international staff	Late June	June
Field visits to group 1 projects <sup>4</sup>	June to July	July to August
Interviews for group 2 projects	July to August	July to September
Compilation of basic project data	July to August	June to July
Case studies and internal team analysis	August	August to September
Further discussions with CAFOD international staff	August	Early September
Supplementary data verification	Early September	Early September
Production of draft report	Early September	August to September
Presentation of draft report	19 September	22 September
Comments and feedback	26 September	29 September
Report finalisation	Late September	September to October
Presentation of final report	30 September	3 October

In the event, the organisation of field visits at times that were appropriate for the countries concerned incurred some delay, and the unavailability of the lead consultant for much of August also entailed some adjustment of the timetable, as set out above.

## **2.6 Logistics and Support**

We received valuable support from CAFOD staff in London in the initial briefing and planning stages of this review, as well as in the provision of documentation relevant to the projects supported by the Match Fund. CAFOD staff in London, Harare and Democratic Republic of Congo (DRC) efficiently organised the logistics of the field visits and partner staff were very ready to support with their time and knowledge of locations, projects and communities. Special thanks go to Victoria Tongue, Patricia Bednarikova and Katie Spooner in London; to Verity Johnson and Norman Tinarwo in Southern Africa; and to Jean Kugaya in DRC. We particularly appreciate the readiness of CAFOD and partner staff to contribute even on holidays and weekends, which was needed given the tight schedule for field visits. Again, CAFOD and partner staff in many countries made themselves available, sometimes at short notice, for telephone and web-based interviews.

Additionally we are very grateful for the continued openness and availability of key staff, including members of the Match Fund Performance Group, at particular times, and for the receipt of feedback on our findings in the draft report.

<sup>4</sup> Details of the field visit schedule are provided in Appendix E.

## 3 FINDINGS

### 3.1 Relevance

#### 3.1.1 General statement

Projects have been found to be generally very relevant to community needs and priorities and also to partner and CAFOD goals. Their broad relevance to national and local government priorities in the context of the Millennium Development Goals is also clear, but sometimes there are difficulties in matching the detail of methods and approaches to those espoused by government.

#### 3.1.2 Examples

A minority of the projects are humanitarian in focus, and by definition addressing communities in urgent need of assistance. Those with a focus on long-term development generally work with isolated and poor communities, including some in politically unstable countries such as DRC, South Sudan and Afghanistan. In many countries, distant and isolated areas have been chosen for support, such as those in northern Zimbabwe, south eastern Liberia and southern Zambia. Standard planning documents require staff to explain how they are targeting the most vulnerable.

Within the communities, particularly in regard to sanitation, vulnerable households or individuals are usually selected for support: in Makaba [ZAM277], for example, latrine construction support was targeted at those with long-term illness, widows, and child-headed households. In Bagarhat [BAN155] the partner chosen works specifically with disabled people. The supported school at Simatelele [ZIM413] was set up by the community and receives minimal government support.

Projects are developed by partners and country offices, based on their priorities reflected in Country Strategy Papers (CSPs). Strategic areas (both geographic and thematic) are generally chosen on the basis of assessed vulnerabilities, and CAFOD and partners' capacity to address these. This process ensures that they are relevant to partners and to CAFOD programmes.

With any sudden (and as in this case, unexpectedly large) increase of funding, there must a concern that funding inappropriately drives priorities. The example of Ethiopia refreshingly shows the opposite to be the case. The increased funding allowed the CAFOD team to meet the need of the existing programme and to expand funding for an already determined strategy (CAFOD Ethiopia 2012). The CSP's five-year Civil Society Programme has the goal of "... promoting the participation of citizens in decision making, implementation and accountability". Women in Self Help (WISH) [HIB243] started as a pilot within this new Programme. With a focus on the empowerment of women and their engagement with local authorities this fitted perfectly with Match Fund Outcome 4: Number of women and girls participating in activities to increase opportunities and confidence in decision-making. It was an excellent coincidence of new funding meeting the needs of the existing programme.

Although project goals generally align well with nationally-defined goals, the relevance of more detailed objectives to national and local government priorities is variable. Where active and capable local government exists then there is often good collaboration and agreement. In Namwala [ZAM277], for example, pump minders trained by CAFOD/Caritas use government verification and the project's sanitation training used a government trainer. Zambia and Zimbabwe have district coordination teams chaired by local government: the teams coordinate local activity in the WASH sector and most (though not all) partners participate well in this. In Zimbabwe, for example, the project works with village health workers who have already been trained by Ministry of Health personnel. On the other hand, in places like Goma (DRC) there is little effective government capacity and no collaboration.

Projects do not necessarily follow national standards or guidelines. DRC has been reported to have a national sanitation policy (La Référence, 2013) but field staff in Goma had no

knowledge of it. In Bangladesh [BAN157] project staff have noted that the national policy requires running water to be provided in public latrines, but the project-built facilities have not followed this standard. In Zimbabwe there are disagreements over government standards (for example on rural water supply options and latrine design) that strain collaboration.

### 3.1.3 Exceptions or qualifications

In some cases it appears that communities do not see the importance of the services promoted. In Bangladesh [BAN157] there are instances where the community continues to use traditional water sources even after provision of an improved alternative (rainwater with UV purification) or does not treat the water appropriately for drinking (water from rehabilitated ponds). The multiple uses of some pond sources seem not to have been assessed thoroughly during the design phase, with the result that users are not in tune with project objectives.

Because of the limited monitoring of behaviour change, it is often not possible to say that community members attach any significance to training and sensitisation events (especially over a relatively short project period).

In some cases the gender approaches are actively disapproved by men in particular, when these do not take care to address men's as well as women's concerns. This highlights the need to ensure a balanced approach that is not solely focused on women's empowerment.

## 3.2 Effectiveness

### 3.2.1 General statement

When measured against the programme log frame, results up to Year 2 across the whole programme are broadly on track. There is nevertheless considerable variation between projects, with some having achieved very little and others having significantly overachieved their targets; and only 40% of individual project outcome targets were achieved in Year 2.

Overall programme management appears to have been effective; project management, as may be expected with such a range of contexts and partners, has been very variable.

The design process is not always given enough thought, with the result that services are insufficient or that plans need to be changed mid-project.

With some exceptions, structures are well built, with good quality workmanship. Installations are still fairly new, but most appear to be functioning as intended.

The use of local partners with very strong roots is an effective strategy in good targeting and allows CAFOD to take advantage of the confidence already existing between communities and partners.

CAFOD has developed a corporate gender policy; the centre also provides advice to field staff who try to motivate and promote gender as an important issue. The programmatic results are however variable.

### 3.2.2 Examples

Considering **programme design and management**, the Match Fund log frame has not been particularly useful. Because DFID's main focus was the assignment of government funding to causes supported by the public, little attention was given to the preparation of coherent programme logic, and several staff commented that the resulting log frame focuses purely on numbers, at close to an output level, with no indicators of qualitative change. The gender component in particular gives no notion of any outcomes. CAFOD's recent ILR has developed a theory of change that is much more useful than the log frame and should be helpful in setting up future project and programme plans.

The choice of projects was carefully managed through a detailed selection process, including technical review, gender review and an assessment of fitness to CAFOD and Fund objectives and principles. One element that this process importantly appears to have lacked

is any assessment of partner and office capacity.<sup>5</sup> Capacity assessment should include consideration of what is realistically achievable in terms of both the level of capacity that can be developed through an individual project and the results that can be delivered whilst that capacity is being built.

Relations between CAFOD and DFID have been good throughout, and DFID has shown some flexibility in accommodating changes to particular details of the programme plans in response to the evolution of projects in the field. The coordination of such a disparate programme is extremely challenging, and although in the round this has been managed fairly successfully, a few over-achieving projects seem to have “come to the rescue” at the programme level, and there are several examples of poorly achieving projects that have not received adequate support. The Team believes that the numbers of countries, projects and partners included have overstretched available support capacity. This has resulted in delays in delivering activities and outputs and the likely need for time extensions on some projects. In some cases (such as Bangladesh) the low level of capacity is reported to have resulted in poor output quality (N. Deseure, interview). Oloo (2014) reports that partners were appreciative of support from CAFOD staff but also felt that delayed response and communication from CAFOD had sometimes caused problems.

During **country-level planning and design**, many projects developed more useful indicators, but as noted below the achievements often failed to match targets in Year 2. Country reports do give useful explanations where there are divergences, but it is critical that the remaining programme time is used well, in order to bring in as many projects as possible close to their initial targets. (In fact the Match Fund Programme Coordinator recognised at the time that many of the proposed targets were overambitious, and the overall programme targets proposed to DFID were accordingly scaled back (K. Spooner, interview). Project targets were apparently not adjusted.<sup>6</sup>) Country Reporting is discussed in Section 3.4.

Project outlines are clearly presented through the PSGA forms, and in most cases projects have been well conceived. However, the Team did find some deficiencies in technical design. It is notable that this has occurred particularly in two circumstances: either where country teams had little sector experience; or where experienced teams were developing innovative work. Examples are in Rukwi [DRC227], where six extra taps are still needed in the community; in Zimbabwe where Caritas is negotiating post-construction with the water utility company at Mlibizi [ZIM413] to determine how the pipeline and water delivery can best be managed, while the community does not receive sufficient water; and in Binga [ZIM413] where several dry boreholes might have been avoided with better planning of investigation methods.<sup>7</sup> Designs given to (or accepted from) contractors do not always conform to good practice. This is reportedly the case for the early stages of work in Marsabit [KEN672] and Kitui [KEN679], for example, although partner staff (and sometimes communities, as in Kitui) have over time developed knowledge of what is required in a technical specification and how to better supervise implementation.

At Cheenga [ZIM418] problems with initial investigation failed to identify costly work requirements: this led to complete re-design of project and the community as a whole is not convinced that this is best way to go.<sup>8</sup> It appears that water treatment options are not yet

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<sup>5</sup> A recent discussion workshop in Kitui (CAFOD, 2014a) developed a “step ladder approach” to water project work, which may need some refinement but has been offered as a tool to help assess partner capacity.

<sup>6</sup> We understand that some project plans have been unclear as to the correct method for counting beneficiaries (e.g. some community projects assumed, unrealistically, that the entire community would benefit from a service or output provided).

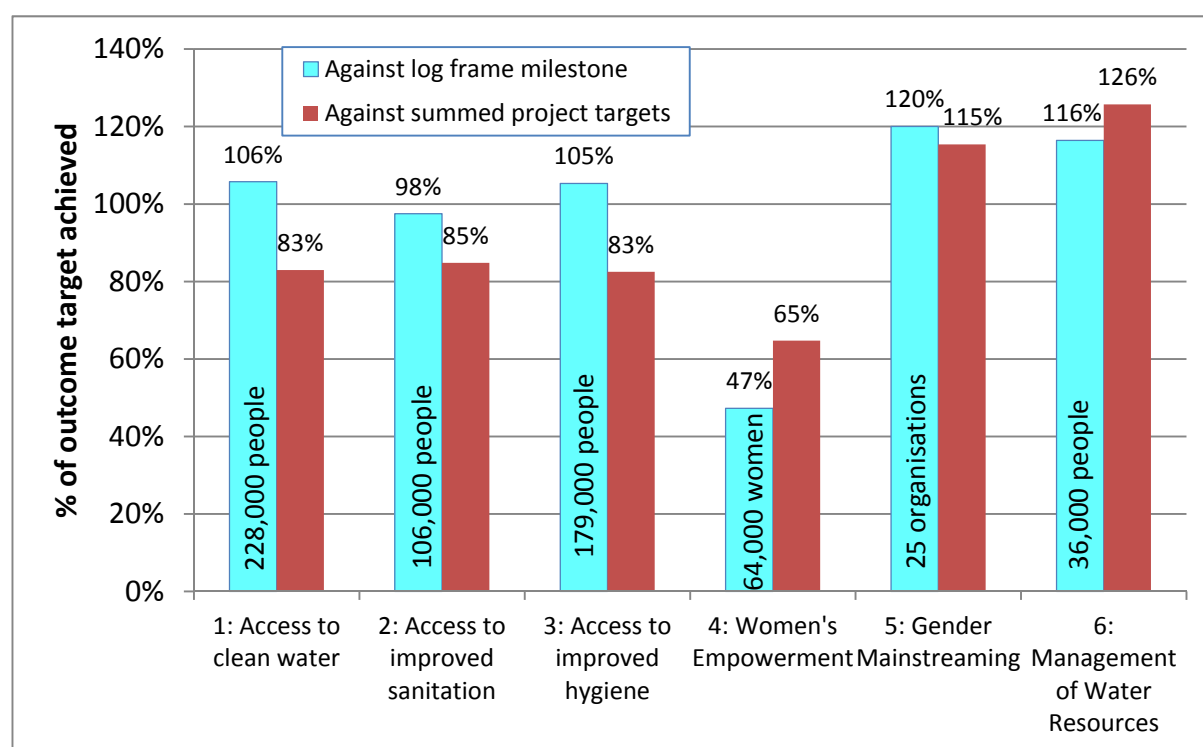
<sup>7</sup> We recognise that the Programme did not lose financially for failed boreholes in Binga, since the contractor was not paid, but this was still poor technical practice.

<sup>8</sup> They still want water for other purposes than domestic use, so are still set on the dam that has been shelved by CAFOD. (“Please”, they told the Team, “we are still longing for help with the dam completion. Even with the pipeline this is not enough for us. Our goal is for the dam to be completed, although we appreciate the piped water.”)

resolved and the pipeline management options have still not been decided, although the pipes are about to be laid. At Chiwashira [ZIM434] the dam is well constructed but the provision of drinking water was not adequately planned: the project proposed a borehole that may be recharged by the dam, but it is uncertain that this would be effective.

Technical data such as geological maps, water and sanitation coverage figures, are widely unavailable at district level and local partners do not hold them either. This makes effective planning more difficult and projects are therefore sometimes built on poor assumptions.

When judged against the cumulative milestone for Year 2 **achievements set out in the programme log frame**, achievement of the six outcomes varies between 47% and 120%, with five of the six outcomes having been achieved or almost achieved. (See Figure 3.1, blue bars; the numbers reported at the Year 2 milestone are printed on the bars.) This healthy overall picture masks very large variations between projects, with some such as MOZ293, BAN157 and ZIM434, making very little progress; and others such as UG332 and ZAM277 significantly overachieving.



**Figure 3.1 Achievement of aggregated programme outcome targets (Year 2)**

The weak outcome is no.4, which relates to women's empowerment.<sup>9</sup> On this outcome too, there has been large variation in progress and no single explanation for the non-achievement of the target. Much of the shortfall results from major under-performance of five projects – three in Mozambique, WASH work through Caritas Gokwe [ZIM434] and Ethiopia's gender-focused project [HIB243]. The first four had negligible achievement, while the latter achieved 75% of a very ambitious target.

When Year 2 achievements are considered alone (so that the current projects' progress can be judged against their own annual targets), the range is from 65% to 126% (red bars), with the first four aggregate outcome targets not met. An analysis (provided in Appendix F) indicates that only 47% of individual outcome targets for Year 2 were met, despite the overall success of the programme. Some projects have provided much higher results than expected in Year 2; others have produced almost nothing. Our analysis shows that projects achieved between 80% and 120% of target on only 22 out of 98 outcome targets. Because

<sup>9</sup> Note that this target has been reduced in more recent planning. The graph uses the original target.



of the wide range of projects and contexts, no single reason can be given for this, and the Team recognises the serious difficulties that have been faced in some projects; however the overall picture is that few project outcomes were close to their target and this indicates a failure of planning and/or management (see also risk assessment in Section 3.4.2).

In its **sanitation work**, CAFOD is (like many in the sector) struggling to find effective approaches. CLTS is challenging, because of the perceived dilemma between zero subsidy and the need for high quality. In Kabanze [ZAM277], for example, the partner selected 40 families that had no latrine; the basic idea was to provide no subsidy except for the most needy families – materials were provided to 14 – but partner staff feel that affordability for the others is a struggle; "everyone can build a local latrine", they say, when pushed by the village chief. But soils in the area are unstable and materials for pit lining are expensive. The situation is worse in Zimbabwe where government technical standards are very rigid (Blair VIP only). E.g. Caritas Binga [ZIM413] in principle only supports with software, but in practice has provided 5 bags of cement per latrine (2 for substructure and 3 for superstructure); Caritas feels that community members are unable to fund these but that they are necessary to fulfil required standards. In DRC227 targeting of support appeared questionable and construction standards were low. Again this was partly due to a lack of clarity over the use of available financial support (for subsidy or other purposes).

**Gender** is addressed in more detail in Section 3.4.2: quality of work varies, but Caritas Monze [ZAM277] provides an interesting example, which bases its gender work on the "family as development unit". It promotes qualitative monitoring by families, using six-monthly case studies - e.g. of women and children speaking in the man's presence. The approach is not well documented but is appreciated by community members. Whether such initiatives achieve a real change of roles is a more difficult question (see box).

CAFOD support to gender issues seems to depend on whether a focused gender strategy<sup>10</sup> is incorporated in the CSP. A review of CAFOD's work on gender equality will provide a fuller understanding of this.<sup>11</sup>

Sometimes it feels like when you are there the women are more confident and when you are not there then the men dominate; maybe this is just my feeling (I am not of the culture); when you see how some of these structures work - dependent on high chief; if he supports a group of women, then the support of community is there, but if his support is lost then the ball game changes. (Denis Igu, Project Officer, Sudan)

As evidenced by community-level discussions, the **hygiene promotion** work seems to produce good results in terms of the acceptance of messages by community members. CAFOD Southern Africa uses an effective monitoring tool, called the PHHE index: this facilitates community-based monitoring by health promoters, who use it to carry out monthly household checks on a number of benchmarks. Data are aggregated by Caritas and summarised to CAFOD. This was one of the better examples of monitoring that the Team identified.

**Potable water** projects have produced good quality structures, including well-installed boreholes, pumps, tanks and pipelines. Data on water quality are however scarce: e.g. in Zimbabwe the projects only carry out microbiological testing; and this also appears to be true of other basic technical data (see e.g. case study A, Appendix G). In Bangladesh, PMID (2014) reported that a water safety plan had been produced but not implemented.

The physical outputs of projects visited were almost all of good quality and in good condition (although they were of course all of recent construction). Some issues over details of design and process control are covered in Section 3.2.3.

A good indicator of the effectiveness of **monitoring** is provided by instances where monitoring leads to changes to project activity: projects visited and some project staff

<sup>10</sup> I.e. a strategy that goes beyond mainstreaming gender and ensuring disaggregated data collection.

<sup>11</sup> Only a draft summary of this on-going international study was available to the Review Team.

interviewed were able to provide examples. One such comes from Darfur [SDN004], where handpump designs included a soakpit to hygienically dispose of waste water in camps for internally displaced people (IDP). Monitoring of installations in villages revealed that this design was less appropriate where villagers desired to water animals, so the project altered village designs to include an animal trough instead of the soakpit.

Although there are some good examples of monitoring (such as those indicated above) there are also some poor practices. This is fostered by the poorly developed log frame; outcomes such as those included in the recent draft theory of change (CAFOD, 2014b) are not routinely assessed. An example is offered from DRC265, which supports tree planting to stabilise soil around the village of Shasha, but has no plan or tools to monitor the effectiveness of this, e.g. by periodic assessment of soil depth or soil loss on the treated slopes. In such cases it is not possible to judge properly the effectiveness of interventions.

According to the Programme Quality Manager at CAFOD Zimbabwe, partners tend to talk about women when talking of gender; and they tend to work on activity level, without basing their work around real outcome objectives. Partners supported under previous funding were found to have better understanding. However, although disaggregated data are reported, monitoring does not reveal what the real outcomes are, for example of women's participation in committees. In Southern Africa there is at least good capacity within CAFOD to consider monitoring practice; the uneven support available has had an influence, and in projects with lower M&E capacity the monitoring has unsurprisingly been of lower calibre.

The unexpectedly generous support that the funding appeal attracted, and the consequent large number and geographical spread of projects and partners, brought with it difficulties in the quality and closeness of **staff support** that could be provided. The result was that, where partners began with little capacity and experience, projects suffered a slow or stuttering start. The Cambodia/Myanmar programme was a case in point, where insufficient staffing in the first year means that projects are far behind in their planned activities; and technical organisations were still recently being recruited to support project partners in implementation. In Liberia [LIB041] a local CAFOD Project Officer has only recently been recruited, and the partner, while reporting reasonable progress, has had little support in consequence. (This partner had very good standing within the local community as a result of previous activities, but little technical knowledge for WASH.) In BAN155 the WASH programme manager left and the construction monitoring then fell to community volunteers who had no experience. In these situations the achievement of longer term project ambitions, such as behaviour change and advocacy objectives, is likely to be compromised.

**Partners** are particularly well rooted in countries with a strong Catholic tradition, where Church agencies (particularly Caritas branches) are well established. (There may be some drawbacks to close reliance on Church structures, particularly where the conservative views and ethics of the local Church on points of approach or ethics may clash with the most effective ways of managing projects; however, such drawbacks are considerably outweighed by the advantages conferred.)

In some cases partners have not had sufficient technical capacity to carry out their work to a high standard, particularly in supervising contractors' work.<sup>12</sup> This has been a factor in some isolated poor performance even in Kenya and Zimbabwe, where programme capacity is generally very high. Where specialised staff work in a supportive national setting, such as in these two countries, national and sometimes regional WASH coordination provides professional support and information on standards, training and approaches. Where WASH is a defined priority for CAFOD it is highly advisable for staff to be involved in such coordination and discussion platforms. In the case of BAN155, the partners were not provided with sufficient support at the design stage, and during implementation the technical

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<sup>12</sup> In some instances, such as in Kitui [KEN679], communities have been involved in monitoring contractors' work; this in itself requires good capacity initially at partner level to train communities appropriately.

partner staff proved unable to take account of socio-economic context, while the community-based partner proved unable to take on the technical messages and ensure a good standard of workmanship.

Some Match Fund projects have attempted to provide additional support to implementation partners by linking them with a “technical” partner. Two countries with rather different experiences of this are Bangladesh and DRC. In BAN157/158, a lack of common understanding between the partners means that very little advantage has accrued: both organisations appear to have tried to implement separate parts of the project with little reference to the other and a collaboration has not been established (PMID, 2014). In DRC249, by contrast, very good results have been achieved in building a strong gender component of the projects in Kivu (Spooner, 2014).

It is common in international programmes such as the UKAID CAFOD Match Fund that technical advisors tend to feel rather powerless, since they sit outside the **management structure**. The same was true for the Match Fund Coordinator. This is perhaps owing to the importance that CAFOD affords to regional and country management, but also reflects the separation of the Programme Effectiveness Department (PED, in which these staff sit) from the Humanitarian and Programmes Departments. In the CAFOD structure, PED staff can only request information and notify, offer advice and suggest change where they have concerns or see opportunities. Reportedly the original Coordinator found it difficult to gain support from decision-makers, and the Team was told for example that it had been decided not to assemble the Match Fund Performance Group (the Programme steering group) to discuss Year 2 results and reports. Such opportunities are critical occasions for views to be offered and advice sought or given. At the country level staff were often more responsive. The relationship between PED staff and Country Representative is likely to be critical in achieving synergy.

### **3.2.3 Exceptions or qualifications**

The Kitui workshop discussion (CAFOD, 2014a) noted concerns over a number of technical failures in project design and implementation. Examples from projects visited include boreholes in Simatelele [ZIM413], which appear to be failing due to the ingress of fine sand (see case study A, Appendix G, for this and the lack of technical data recorded).<sup>13</sup> According to reports and discussion, some Bangladesh works were not well executed because of the inexperience of partners and the lack of project oversight.

Although most physical works in Kenya were found to be well constructed by the internal review (Oloo, 2014), the quality of contractors’ work on rehabilitation of rainwater catchment tanks at Marsabit [KEN672] was judged to be poor. Details of installations were sometimes not finished well, such as the protection of overflow outlets at tanks and water points [e.g. DRC227]. The Team also found an example of a pipeline [ZIM413] that does not provide water on a continuous basis.

## **3.3 Sustainability and Replication**

### **3.3.1 General statement**

Communities feel ownership of project outputs: during visits they tended to describe their own arrangements for management and sustainability, rather than asking for further support. Good management structures have been developed at community level.

Work towards environmental sustainability is quite variable; in some projects, particularly those that focus on water resources management, the achievements are important; in others little attention is given.

In some cases the short time scale and/or project delays will not allow confirmation of the development of sustainable outcomes. Most projects are not looking at replication.

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<sup>13</sup> Similar problems with a lack of available technical data on installations had been identified in an earlier evaluation of emergency response work (RALSA Foundation, 2010).

Sustainability is, of course, much less easy to achieve in unstable situations and particularly where security problems lead to periodic migration.

Overall, despite good work towards many individual aspects of sustainability in different projects, the programme design has not helped CAFOD towards the more consistent and coherent focus on sustainability that the water sector in general is coming to demand.

### 3.3.2 Examples

**Community management** structures are routinely established to look after operation and maintenance issues (see case study B, Appendix G).<sup>14</sup> These are set up as part of community sensitisation processes early in projects, and partners routinely make efforts to ensure that women are represented and given positions of influence. Maintenance technicians are generally trained, and community contributions are generally made for operation and maintenance costs of water projects. Payments are usually cash-based, but sometimes in kind (e.g. a tin of maize in Kabanze [ZAM277]). Cash payments vary significantly between communities and it is not clear that proper analysis of likely costs is available to communities in setting tariffs. Neither did the Team find consistent evidence of cross-subsidisation to ensure access for the poorest. The involvement of communities in tariff setting is positive. But are prices affordable for all? And will tariffs cover service costs?

At Rukwi [DRC227] the committee visits each site (taps and tanks) three times a month for inspection. Each member looks after nearby facilities. They go to inspect latrines as well, and make sure that water is available for hand washing. Tapstand teams collect money from users and bring it to the treasurer.

In terms of **behaviour change**, sustainability goes hand in hand with reinforcement of messages and practices, the likelihood of which increases very greatly with effective monitoring. There are some good examples of this. For example, community-based monitoring is used in Zambia, where village promoters are given a hygiene book that is used for these purposes in house-to-house visits. The same project, however, is not monitoring sanitation patterns beyond its 40 focus households, though partner staff reported one or two examples of replication. The relatively short time frame available for many Match Fund projects is likely to restrict behaviour change achievements (see box).

“In my opinion we will be able to accomplish project within time frame planned. From my experience in WASH, much as we will be able to do all this, the structures set up will not have enough time of repetitive visits to inculcate behaviour change and sustainability requirements. Some of the community groups don't have the foundation or literacy that allows them to capture ideas easily. It's more like a learning process. If the pump has not broken down, there are scenarios that they might not have seen and until they face that challenge they are not capable.”  
(Denis Igua, re SDN004)

The WRM projects generally include elements of **environmental sustainability** work. At Cheenga, for example [ZIM418], gully erosion control is promoted through stone and brushwood check dams, stone lines, tree planting and vetiver grass. The Chiwashira project [ZIM434] uses gabions and vetiver planting as well as earthworks to control erosion around the dam, and has set up a dam committee with a conservation team that is tasked with control of tree cutting and soil erosion. In Kitui [KEN679] the catchment above dams is being managed to reduce soil erosion and siltation and to increase rainwater infiltration.

In other projects, however, such activities may be lacking. At Rukwi [DRC227] a spring-fed piped system has the spring and main pipeline beneath a steeply sloping pasture that is owned by the neighbouring cattle ranch. There is no protection of the slopes from erosion, either above the spring source or along the pipeline route.

<sup>14</sup> The evaluation of an earlier programme (MDF, 2010) indicated that community management was not facilitated, so it is heartening to find that it appears now to be routine for CAFOD.

In Niger the focus of the work was selected by the communities to be on water for food; and this is consistent with the Niger government's policy of promoting sustainable livelihoods by encouraging productive use of water. Although this is a good use of water, it is unclear as to how this fits in with a wider water resource or environmental management approach.

Apart from one-off measurements for design purposes, and water quality reporting after installation, the Team did not find any examples of projects and communities that regularly monitor water sources (such as spring flows, groundwater levels in boreholes and wells, water quality and dam volumes).<sup>15</sup> In such circumstances the continuity and sustainability of the source will remain unknown.

Because of the high cost of infrastructure interventions, **replication** by communities without further outside support is unlikely. This is particularly true for water supply options. In the case of latrines and hygiene promotion there are limited examples of practices spreading to neighbouring households; again, however, promotion work by extension workers and/or volunteers will usually be required to facilitate this.

There are opportunities for partner organisations that have developed Match Fund experience to replicate projects by acquiring additional funds; and a number of CSPs prioritise water, so they will presumably look favourably on proposals to use CAFOD's core funding for water projects. However the core funding tends to be in relatively small amounts, and CAFOD is not currently working to support partners in searching for support from other donors.

In the WISH project in Ethiopia [HIB243] there is an excellent example of working for sustainable outcomes. The project has exploited the traditional **cultural practice** of pledge making (known as tummaata). These ceremonies are respected by all members of the Oromo community and are used to establish bylaws. If anyone is found violating the bylaws they will be brought before the traditional leaders and may be cast out from the community. After the behaviour change deliberation sessions have created awareness about the importance of gender equality, the 'tummaata' is being used in 30 kebeles to agree to end female genital mutilation, send girls to schools, and end physical violence towards women.

**Links with local government** are important because the government always has the legal responsibility to ensure the provision and continuity of services, and may be in a position to support sustainability. There are good and poor examples of these links in different countries; some such as Afghanistan or DRC have very little local government capacity or oversight of the water sector, and in these countries the partners generally have relatively poor contact. In others such as Zimbabwe and Uganda the local government is strong and links are important even in project design and implementation. This promises much better in terms of longer term follow-up by government institutions. In Myanmar and Cambodia for example the local authority is generally a member of the water management committee; and in Bangladesh the local Chairman often sits on the project committee. Local government reportedly has no structured plan as to how to reach the Mombasa slums such as the one also, confusingly, named Bangladesh, where project KEN682 is working. Here, in a city with a chronic overall water shortage, CAFOD and partners are struggling to readjust priorities so that the slum at least receives some water supply; in the context of a city with a significant water deficit any achievements may not be sustainable.<sup>16</sup>

Where project objectives are ambitious and/or projects have been delayed for different reasons (e.g. building women's involvement in WASH discussion in Cambodia into a

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<sup>15</sup> In some cases rules of thumb are interpreted incorrectly: for example a project report for KEN672 states that a borehole in Marsabit will not deplete the groundwater reservoir "since as a rule one is allowed to abstract only two thirds of the borehole yield". But this yield establishes whether the borehole pump will take water too fast from the hole itself, and bears little relation to whether there is sufficient groundwater in the reservoir to sustain such a pumping rate in the long term.

<sup>16</sup> Note that this underlines one of the complexities of working in an urban environment, which is rare among the Match Fund projects.

national structure [KAM068/069]; gender training in Mozambique [MOZ294]) or where developments are experimental (e.g. household water treatment in Afghanistan [AFG043]) it will not be possible to tell within the programme period whether achievements are sustainable.

### 3.3.3 Exceptions or qualifications

It is interesting that sustainability is one of the values espoused by CAFOD (2010), but that this is generally understood in the wider context of environmental sustainability, rather than the sustainability of programme outputs and outcomes, or of capacity developed. There is room for the latter, particularly under Aim 2 of CAFOD (2010); but staff involved in the Match Fund observed that the interpretation of their colleagues emphasised environmental sustainability.

As noted in Section 3.2.3, some technical failures will inhibit sustainability; and where technical data are not recorded, maintenance and especially rehabilitation become much more difficult.

## 3.4 Stewardship

### 3.4.1 General statement

CAFOD (2010) defines stewardship as follows: 'We strive to be good stewards of all the resources entrusted to us. We endeavour to be openly accountable for our work, transparent in our decision making, focusing on positive change through systematically evaluating our impact and effectiveness'.

Cost-effective approaches are generally used. These include the selection of appropriate technologies, more stable communities, the use of community-based organisations, and project support using locally embedded partner organisations (especially Caritas).

Projects generally promote high quality over low cost (e.g. reservoir tanks built of reinforced concrete and well finished by contractors, rather than building with local stone masonry and local masons). CAFOD staff provide good support in project management and technical input to partners, as long as they are not overstretched. More consistent standards are being developed.

Reporting has been sufficient for upwards accountability, though the quality of reports from projects has been variable. Financial reporting does not provide an appropriate breakdown of information to facilitate easy assessment, and project evaluation has not been systematic.

Long-term relationships with local partners are effective, although capacity building apparently happens on an *ad hoc* basis.

The quality of project risk assessment documentation seen by the Team is poor.

### 3.4.2 Examples

In Darfur, communities were partly selected on the basis that they were relatively unlikely to be seriously affected by population movement induced by the security situation: so for example well-established villages (dating from the period before the instability), with an element of government presence or involvement, were selected. Within these communities, committee members were selected among families originating in the village, rather than among those displaced from other areas, who may well return to their homes in future.

Community contributions (materials, financial, labour) are routinely planned and provided. Community structures are also developed to provide long-term management of facilities or services. In many cases good links with local government are developed.

Construction quality is of course very important for sustainability of physical works and therefore a determinant of value for money; it has been noted in Section 3.3 above that quality is generally good. The development of minimum standards and the "step ladder approach", outlined in Spooner (2014), is important; there are still some questions of detail

as to how those standards can be made coherent and what is the appropriate division between the rungs of the ladder, but the ILR process has made a good start on this.

Particularly because it favours work through Church structures and the Caritas network, CAFOD often works over the longer term with particular partners, on a range of projects within the same diocese. Where previous projects have been implemented in this way prior to the Match Fund, impacts are easier to achieve and to sustain, because partner relationships are established, constraints and capacities are better understood at the outset, and communities are often familiar with the partner and its approaches. All of this facilitates the development of plans and activities, as well as offering the potential for longer term monitoring and support.

There is generally no defined strategy for building partner capacity (although we understand that CAFOD is in the process of publishing central guidance on this issue); nevertheless capacity is built in terms of technical and administrative skills and experience, through projects and through core grant support that accompanies projects.

In Swaziland, for example [SWA029], CAFOD wanted to support Women and Law in Southern Africa (WLSA) but decided that WLSA did not have the institutional capacity to handle the grant. The grant agreement was therefore made with another partner, SCCCO, which passes the money to WLSA and ensures proper financial management.

To build capacity during the project period, technical financial support (e.g. helping them prepare financial reports and budget tracking) was provided to both partners by CAFOD financial staff in Harare. CAFOD now receives regular monthly financial reports from the project. Meanwhile CAFOD has encouraged and assisted WLSA to establish a Board of Management, which is now working to support WLSA with fundraising and setting up systems. Through the Match Fund CAFOD also supported visits from WLSA Regional Office to provide institutional and professional support to WLSA Swaziland. This has concurrently strengthened learning and sharing within WLSA.

In some countries the number of partners with relatively small grants is questionable. The ILR (CAFOD, 2014b) argues that better value for money would be provided by focusing investment on a smaller number of tried and tested partners with larger project size, so that sector skills can be more efficiently built and maintained and so that projects have sufficient funding to fully achieve important outcomes.

Reporting has been achieved regularly from partner to project and country to London, with required half-yearly reports to the donor being submitted on time and found satisfactory. Managers reported that the Fund Coordinator had been instrumental in this process.

Because financial reports returned to London are not structured by activity heading (such information remaining between partner and field office), it is not possible in London to analyse for example the division of spending between water supply and sanitation. This makes a detailed value for money assessment problematic.

There has been an improvement in the quality of reporting from field offices, from Year 1 to Year 2, which has come about partly as a result of many questions about Year 1 reports being raised by the Fund Coordinator. Many of the Year 2 project reports (compiled by programme staff from partner submissions) are full and interesting documents. However, in some instances (such as DRC) field staff still need to become much more proactive in understanding partner reports and clarifying questions before the reports are sent on to London. There are instances where the Team suspects that quality control on reporting needs to be improved: for example, where achieved outcome numbers for several villages are reported as exactly the same as the objective (e.g. LIB041 Year 2 report) it suggests that a proper post-implementation analysis may not have been carried out. In other cases (such as South Sudan and Darfur) the unstable context makes communication for all purposes, including reporting, difficult, as well as dissuading qualified staff from remaining long in the field.

In Mozambique one project of £10,000 [MOZ304] is designed to provide resources to accompany two gender projects [MOZ294, 295]. The PSGA appears incomplete with unclear activities, linkages or added value to the two other projects. Despite the small size of this project, it is of concern for transparency and governance that no reporting was found (and reportedly was not required).<sup>17</sup>

The quality of monitoring and evaluation seems to be quite variable. Although CAFOD (undated) indicates the role of monitoring in programme management, and describes the Monitoring Summary and Grant Approval (MSGAs) form needed for additional tranches of project funding to be released, and a variable number of reports was found for different projects.<sup>18</sup> CAFOD has not required independent reviews of project performance. (The evaluation policy (CAFOD, 2012a) requires external evaluation only of projects with a budget exceeding £500,000.) In some cases, care was taken to get good quality M&E: for example the requirement of WLSA [SWA029] to repeat the baseline survey using external consultants and ensuring appropriate and adequate data was collected to enable measurement of the log frame indicators.

In Darfur [SDN004], despite the impossibility of systematic monitoring due to the difficulties of access and security, an initial baseline survey covered hygiene behaviours and staff and community workers from time to time carry out house-to-house visits (ideally at least monthly) to follow up on hygiene messages and judge certain indicators, using project-specific hygiene monitoring forms with pictorial indicators. To monitor waiting times at water points, monitors agree with a small number of women that they can watch them at the water point each day for a week and average the time taken. This exercise is then repeated, observing the same women, at a later date to find out whether conditions have changed.

In East Africa, Oloo (2014) found that M&E frameworks were developed late and have not been fully implemented.

Risk assessment during project design is a vital component of good stewardship. The review found it of variable quality. A good example is provided by SSD007, which includes project-specific risks such as the potential for biased views of the goals for a project run by a Catholic organisation in a country where religious denomination is very sensitive. Unfortunately many of the project documents did not provide this kind of analysis. In Mozambique for example the PSGAs for the gender projects only have two risks that are required to be addressed (supply chain risks and potential for child abuse) and they are deemed not applicable. No other risks were identified when there are clearly other risks to implementation which could perhaps have been foreseen (see box).

#### **External and Internal Risks in Mozambique**

As reported in the 2014 Annual Report to DFID, localised conflict in Mozambique in the latter part of 2013 affected target communities and prevented partner and CAFOD staff from implementing and monitoring project activities.

More significantly in terms of project progress, the responsible staff member left CAFOD in April 2013 and was not replaced until March 2014. The Country Representative also left in June 2013 and since then the position has been covered out of London.

The new CAFOD Programme Manager is attempting to reinvigorate the two projects, most likely by encouraging the partners to employ service providers to carry out the necessary activities. The new Country Representative is due to start in September 2014.

It is certainly possible that more thorough risk assessment would have improved the review of project designs and contributed to more realistic planning and management that was pointed out to be needed in Section 3.1.2.<sup>19</sup>

<sup>17</sup> The review was not required to examine financial reports which may exist.

<sup>18</sup> MSGAs, for example, were rarely available in the documentation provided by CAFOD.

<sup>19</sup> We note that CAFOD is now updating its risk management approach from project up to International Department level to help iron out inconsistencies in both approach and use.



### 3.4.3 Exceptions or qualifications

As noted in Section 3.2.3, there are cases of problems with technology choice or specific design.

Where partners are new to WASH work there have been difficulties in providing sufficient technical support. For example in BAN155 the partner was expected to construct latrines but did not have much experience in construction works. Particularly in a relatively short-term programme this is not an efficient way of working. There can also be difficulties in communication because of the remoteness of some of the working areas and because of the security situation in project areas such as Darfur [SDN004], which can result in incomplete or late reporting in some instances.

Occasionally adequate resourcing has not been provided: in the construction of rainwater tanks in Bangladesh, funds were not available for good platforms (PMID, 2014). One partner, ITNBuet, built temporary platforms as a result; the other, Caritas Bangladesh, built stable platforms with money from another project. Insufficient budget in this case clearly jeopardised quality and sustainability.

There are also significant geographical challenges when partners are very spread out. In Mozambique one Programme Officer noted that projects are so dispersed that it is expensive and inefficient to visit and there is a resulting capacity constraint. It is not clear whether the CSP that is currently under preparation will address this.

These and other factors have underlined some difficulties with staffing that have undermined the provision of good support and management in a number of cases, as described in case study C, Appendix G.

## 3.5 Impact and Added Value

### 3.5.1 General statement

Communities are unanimous in stating that the projects provide impact through water and sanitation provision. They also report the benefits of hygiene improvements; however the health changes in particular are not possible to verify.

For women's empowerment there is rather less clarity. The impact of gender-focused programmes such as that through WISH (Ethiopia) and WLSA (Swaziland) would be well illustrated through individual case studies. These case studies could also describe the range and scope of interventions, and provide valuable gender training or motivational materials.

CAFOD's particular added value stems principally from its place in the Catholic Church family and the long-term partnerships that result.

### 3.5.2 Examples

Community members were always able to describe the benefits of projects, as illustrated by the quotes in the text boxes.

In Mlibizi [ZIM413]: "In the past we walked 11 km to the river. We had to leave at 4 am and returned at 10." "The ladies were overburdened, sometimes carrying a baby, 20 l water on the head and another 5 l in the hand, plus firewood." "Still it was too little water, because i have children, so i have to go back again." "Now we can plaster our huts in the traditional way, wash our clothes and our children's school uniforms; we provide water for bathing for our men and everyone bathes daily." Some women lost out on their marriage ("during time taken for water carrying a mistress was entertained!"); their heels would be split from the walking.

Rukwi [DRC227]: "I used not to wash the water container"; "Now I can drink water any time"; "I didn't bathe"; "We did not wash hands after going to the toilet"; "I used to go to school without washing"; "The children used to arrive at school very dirty and always used to ask if they could go to get water"; "We sent kids to school late after fetching water".

The difficulty of proving health benefits was demonstrated unwittingly by the manager of the health post at Rukwi [DRC227], who reported that he had statistics to show the reduction of diarrhoeal disease in the community since clean water was installed. However, when the statistics recorded in the six months since installation were examined by the evaluator, no trend was found.

For a technically knowledgeable partner such as CRS [AFG043] it has been very useful to have, in CAFOD, a donor with technical understanding that could appreciate particular issues that came up when discussing progress and strategy. The provision of qualified and experienced staff to support partners and projects is identified as important added value. Cross-country learning opportunities are also fed into the project planning (such as the recent Kitui workshop).

The particular quality of CAFOD's partnerships is commented on in Section 3.4, and is central to the particular value that CAFOD brings to its work in the water sector as much as to other sectors. CAFOD (2014b) also notes that, as a generalist agency, it should be able to avoid the pitfalls of over-compartmentalisation of development work and benefit from the integration of work on multiple uses of water, water resource management and gender, emphasising the elements that are important in each particular community context. Beyond this, CAFOD can build on the interrelationship between water, livelihoods and DRR through its cluster approach.

### **3.5.3 Exceptions or qualifications**

Where water quality is not adequately tested there may be unintended negative consequences of water projects. An example is in Rukwi [DRC227], which we were told has a known problem of high fluoride concentrations<sup>20</sup>, and where CAFOD has not analysed the fluoride concentration of water provided through its project with Caritas. The lack of bacteriological testing provision for pond water used in Bangladesh [BAN157] is another case in point, although here the project is not worsening conditions since this is the water already used by the population.

There are few documented examples of advocacy impacts; this is an area in which the Match Fund experience might be enriched through learning from CAFOD's Latin American programmes and perhaps the Ethiopian, Congolese and Swazi gender projects [HIB243, DRC249, SWA029]. There are further opportunities to integrate advocacy into existing projects. For example PMID (2014) suggested that an advocacy campaign with the local administration to confine shrimp farming to specified safe zones could help protect rehabilitated fresh water ponds from the intrusion of saline water.

## **3.6 Learning**

### **3.6.1 General statement**

The Match Fund programme has provided a huge organisational opportunity for CAFOD to improve its knowledge and the quality of its work in water-related projects. How much of the learning and new (technical) capacity built both with partners and internally is sustained depends significantly on the organisation's future plans.

M&E is generally seen to be important by CAFOD. It has been noted, however, that there is a large variability in its effectiveness between countries and regions.

Some field staff expressed the feeling that CAFOD had not capitalised on the potential learning between countries who are working on this programme. On gender-focused projects in particular, and regarding some of the good M&E practice highlighted by this review, there are potential opportunities for sharing experience and lessons from implementation between countries.

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<sup>20</sup> The effects were observed in the field as severe tooth mottling, but can cause more critical problems of skeletal fluorosis. Fluoride is commonly found in volcanic and crystalline rock groundwater and is presumed to be naturally present in the project area.

### 3.6.2 Examples

Learning has clearly been taking place through the project work that has been carried out. This is as true for CAFOD itself as for partner organisations. CAFOD has engaged additional staff and been able to resource specific technical support; and in several cases CAFOD staff reported significant improvements in partner capacity over the last two years. Important advances are being made in technical standards, quality assurance, methods and approaches.<sup>21</sup> The additional staff funded through the programme have been instrumental in this, both at a country level and at an organisational level. A number of CAFOD staff participate in national-level water networks.

CAFOD has set up communities of practice to share ideas between staff involved in similar work internationally. Water is expected to be included in CAFOD's community of practice for livelihoods and DRR, which will meet and communicate regularly. Centrally, an internal web space (the "Water COW") has been provided to hold a library of documents. It may be useful to consider the development of a learning and communications strategy for important investment themes (such as water), so that valuable lessons can be captured and used appropriately.

Sharing between countries is rare, although the use of common CAFOD staff for example in Southern Africa and the regional water and M&E posts do facilitate this. Managers and staff interviewed both felt that more opportunities for sharing would be beneficial to project quality. The recent Kitui workshop (part of the ILR) was a much-valued exception, and some very useful outputs were seen to be emerging from that process.<sup>22</sup>

Mid-term reviews have been carried out in some areas and used for learning purposes. A good example is the Kenyan review (Oloo, 2014), in which partners agreed to assess each other's work during field visits and discussions.

Monitoring has been discussed above, and where it is well done is of course an important learning tool. Useful examples that are worth sharing include Southern Africa's PHHE index (Section 3.2.2), positive use of feedback to improve activities (e.g. Darfur, Section 3.2.2), Darfur's water use measurements (Section 3.4.2) and community-based gender and hygiene monitoring in Zambia (Section 3.3.2).

Zimbabwe and Kenya offices have M&E officers supported by the Fund, who support projects in their region. Other programmes, such as DRC and South East Asia, have no dedicated M&E staff at all.

In Southern Africa interviews with monitoring staff indicated that M&E work is valued: most recommendations from visit reports and reviews have been taken up by project teams. M&E and Programme staff meet and the Programme staff value the feedback. When designing new projects they always consult on the formulation of outcomes and monitoring systems.

Tools and approaches developed under the (now closed) DFID-funded PRP are still in use (e.g. hygiene monitoring tool, gender approaches in SA). This indicates that institutional learning is happening where there is continuity of staff and programme approaches. However in some places tools are lacking and M&E has therefore not been well developed.

CAFOD is to be applauded in its acceptance of a number of proposals that are innovative to their contexts, such as the use of solar pumped surface water schemes where potable groundwater is difficult to find in northern Zimbabwe, or the promotion of latrine use in nomadic communities of Kenya. Working in innovation underlines the need for experienced and well-connected professional staff, who can take advantage of knowledge generated in other similar projects and organisations.

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<sup>21</sup> These advances were consolidated by recent internal discussion (CAFOD 2014a,b).

<sup>22</sup> Interestingly, the workshop included several partner representatives, and their contribution, including facilitation of field visits, enriched the process and outputs of the event.

## 4 THEMATIC DISCUSSION

### 4.1 Gender

#### 4.1.1 Gender policy

Gender equality is a corporate commitment, listed as CAFOD's International Priority 2 (CAFOD, 2010). Key corporate gender activities included the establishment of a 'Gender Community of Practice' in 2006; an external gender review of the organisation in 2008 and the creation of a dedicated Gender Adviser post in early 2009 (CAFOD, 2014e).

The Catechism of the Catholic Church leaves no room for doubt: 'Man and woman have the same dignity and are of equal value'. The CAFOD Gender Strategy (CAFOD, 2013b) asserts that this truth needs '*continuous and active promotion*'. In regard to gender equality, even 50 years ago Pope John XXIII approved of women '*demanding both in domestic and in public life the rights and duties which belong to them as human persons*'<sup>23</sup>. The CAFOD policy is not to ally with one gender alone against the other, but the realities of world poverty are such that, "*the situation and concerns of women deserve special attention*" (CAFOD, 2013b). It is clearly important that CAFOD's gender work is rooted in Catholic theology and responds directly to the Catholic identity.

In the 'equity' session of the Approach to Water Workshop, CAFOD (2014a) noted:

*Within the water sector there is an inextricable link between gender and water, with women and girls carrying the greatest burden for managing water in the home and frequently acting as guardians of water within the wider community.*

Curiously, the CAFOD Gender Strategy is not one of those displayed on the main policy page of the website (CAFOD, 2014d) while HIV and AIDS, climate and energy, food, economic justice, private sector etc. are all clearly presented.<sup>24</sup> The logic of this is not clear but the Team hopes no lack of commitment in CAFOD's approach to gender is reflected.

#### 4.1.2 Addressing gender issues in practice

Discussion with experienced field staff suggests that working on gender issues in Catholic organisations is not particularly problematic and some partners such as Caritas Monze, in Zambia, have already developed interesting approaches. As in any new environment, sensitisation needs to be done well. Reportedly good gender allies are found among nuns and sisters and that it is essential to identify the change agents to move things forward.

There has been successful work with long-standing CAFOD partners, shifting the focus of projects to incorporate clear gender approaches. CAFOD has realised that an understanding of gender is essential, but there still appears to be a lot work to be done to move gender from the theological analysis to programme action. When there is any push back on gender by partners, it is easier to just meet the current core thematic standards:

- ensuring gender-disaggregated data,
- basic gender analysis, and
- building partners' capacity on gender.

This 'mainstreaming gender' approach is definitely a good start, but not enough for what must be a particularly strategic field for a leading Catholic development agency.

<sup>23</sup> Pacem in Terris : Encyclical Of Pope John XXIII on Establishing Universal Peace in Truth, Justice, Charity, and Liberty, April 11, 1963

<sup>24</sup> The policy can be found at CAFOD (2014f) but this is separate from the cited policies that are easily located.

### 4.1.3 Gender in Country Strategy Papers

From a brief analysis of CSPs,<sup>25</sup> there appear to be three broad categories of gender inclusion in these country strategy documents:

**Mainstreaming gender:** CSPs acknowledge the need for gender-disaggregated data and that no programme should be gender-blind, however they make little or no other mention of gender-specific activities (examples include Mozambique, Darfur and Cambodia)<sup>26</sup>

**Integrating gender:** mainstreaming gender plus some additional activities with a specific gender component and allocated budget (e.g. Liberia, Kenya and Zimbabwe)

**Targeting gender:** proposing activities directly addressing gender inequalities and strategic gender needs (such as Bangladesh, DRC and Swaziland).<sup>27</sup>

At the extreme, there are country strategies with no mention of incorporating gender within their programme approach (Gaza, Niger<sup>28</sup>).

More detailed discussion on the background and the implications of this would be the subject of a separate study. As noted in Section 3.2.2, CAFOD has commissioned a separate external gender review that is currently underway. It is encouraging to see programmes that respond to gender inequality both institutionally and through projects (e.g. CAFOD Ethiopia, 2012).

### 4.1.4 Gender in the Match Fund

While the merging of gender-specific projects with WASH and WRM projects in the Match Fund has perhaps encouraged the 'mainstreaming' approach and potentially 'integrated gender' components within projects, the Match Fund's use of a single log frame has not helped much beyond that. Laudably, two of the seven Outcome indicators are gender-focused:

**Outcome Indicator 4: women's empowerment:** number of women and girls participating in activities to increase opportunities and confidence in decision-making

**Outcome Indicator 5: gender mainstreaming:** number of CAFOD civil society partner organisations with evidence of sex-disaggregated data, gender mainstreaming policies or strategies in place

And at the output level, the indicators relate to the number of activities and partners supported. None of these indicators measure any meaningful change in attitudes or behaviour that may result. CAFOD has recognised the issues with outcome/output indicator 5, in particular, and has indicated in its Year 2 report that it will be revising these in future.

Two of the three gender-focused programmes reviewed in detail – Swaziland and Ethiopia – specifically and directly target gender issues.<sup>29</sup> For these projects, any significant achievements at project level struggle to get reflected at programme level.

### 4.1.5 Project level analysis

The across the board requirement for gender-disaggregated data has been well addressed in nearly all WASH and WRM projects. As previously noted, promoting the use of female

<sup>25</sup> Provided by CAFOD: MF Analysis master; Sudan and South Sudan CSPs reportedly not available.

<sup>26</sup> It is recognised that, in many cases, this review did not have access to particularly recent CSPs.

<sup>27</sup> A recent CSP was not available for Ethiopia where the most advanced gender interventions were identified.

<sup>28</sup> This is despite the CSP acknowledging that women are discriminated against in education and employment; that only men can be the head of household; that property rights are only extended to men and that the illiteracy rate among women is 92 percent.

<sup>29</sup> The project in Mozambique, while gender-focused, is working to build capacity of partners to address gender and unfortunately did not have the necessary staff support to make any significant headway.

caretakers and membership of management committees has been found to be widely applied. This is starting to address strategic needs, but deeper analysis has not necessarily followed. Where management roles are voluntary, they can increase a woman's workload with little beyond a barely acknowledged increase in social status (as is suggested by PMID, 2014).

#### 4.1.6 Conclusions

Addressing gender as a Catholic agency is not always an easy task;<sup>30</sup> but CAFOD has rightly identified gender as an area to which its staff are required to give special attention. CAFOD has taken important strides in this direction, not least with its Gender Policy.

Within the WASH sector, gender mainstreaming is relatively uncontroversial given the key role that women play in the water, sanitation and hygiene for in the family. This has been well exploited under the Match Fund, which has provided resources and the framework within which to promote gender mainstreaming in WASH and WRM. However, the mixed messages created by the single log frame, while it supported mainstreaming, may have inadvertently constrained country programmes from taking up more specifically gender-focused projects.

On the evidence of the Match Fund projects, CAFOD has made considerable progress in implementing its Gender Policy, with some shining examples of effective gender programming and more widespread (but not universal) progress on gender mainstreaming. But resources and staff capacity are still needed to address the lack of recognition of gender issues among the male leadership both of the Church and, more proximately, of many of CAFOD's development partners. This will require more meaningful analysis of attitude and behaviour change, supported by continuing technical advice and additional resources.

## 4.2 Water Resources Management

Up until 2012, and the beginning of the UKAid Match Fund, water had not been a themed priority for CAFOD, and although projects based on resilience may have included some water resource management activities, WRM has not been a clear focus. Consequently CAFOD has lacked clear thinking around WRM and this is reflected in the definition set out in guidance for Match Fund bidding: "any water project which was designed to increase access to water for domestic or economic uses (rather than potable, drinking water)" (CAFOD, 2014c). This definition suggests projects designed for the productive use of water, and the WRM projects funded have therefore focused at least as much on providing water for animals and crops as they have on understanding and safeguarding the resource, which is inherent in the more usual understanding of the term (e.g. GWP, 2014).

Consequently, although some of the projects have included measures to conserve water resources (such as control of soil erosion and augmenting groundwater recharge), they have not addressed the need to define the net availability of water in semi-arid lands, for example, or attempted to negotiate the use of water in difficult contexts such as in Mombasa. One particular Match Fund project [KEN679] is described as the first to address water management at a catchment scale (CAFOD, 2014b).

The creation of the Water and Environment Advisor position under the Match Fund has allowed the opportunity for CAFOD to think more strategically about these issues; and WRM sits squarely between water and environment. The ILR is part of this strategic thinking, and was coordinated by the Advisor. It describes how CAFOD will now consider a strategy for water resources with a revised definition of WRM: "planning, developing, distributing and promoting effective monitoring of the optimal and equitable use of water resources to achieve water balance within regional and/or local catchment areas, as locally defined" (CAFOD, 2014b). In this sense, WRM can act as an overarching approach that pulls together the logic of CAFOD's future interventions in the water sector.

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<sup>30</sup> It is particularly challenging when working with more orthodox or conservative church leaders.

It has been difficult in our review to find coherence among the various WRM initiatives that have been supported, but the Team agrees with the new approach that is set out in the ILR, and in particular the emphasis on promoting multiple uses of water, and on assisting communities to integrate work on resilience and sustainability. Such a focus will gain strength from CAFOD's partners' long-standing generalist approach to community work and at the same time strengthen the impact and sustainability of related work in the WASH sector.

The Team does not believe that CAFOD's strengths lend themselves to leading on integrated water resources management (IWRM) in the sense of facilitating and coordinating a group of stakeholders working across a sizable catchment. CAFOD is better suited to the kind of work described above, although it should look for opportunities to engage in IWRM discussions where these are established in relevant geographical areas.

### **4.3 Water, Sanitation and Hygiene**

In general terms, CAFOD's approach to WASH programming has developed considerably since 2012. The Match Fund provided both the opportunity and the impetus to start an organisational discussion about work in the sector; those countries with previous WASH experience have further developed into new areas and greater knowledge, and countries with little previous experience have been enabled to enter the debate. Meanwhile, the potential and difficulties of linking humanitarian and development work in WASH have been brought to the fore.

It is unsurprising in such an ambitious and wide-ranging programme of work to find considerable variation in the successes and difficulties reported by different projects. At this stage of the programme it appears that some of the projects will over-achieve against their targets, while others will contribute very little. Some of the difference relates to the variable management and technical support that projects have received; in other cases contextual difficulties, such as the scarcity of water or political instability and insecurity, have resulted in delays and problems. It is clear that the better-established regional programmes in Southern Africa and in the Horn and East Africa have been in a position to better grasp the opportunities offered by the Match Fund; they have tended to be more innovative in their programming, however, and their projects are therefore not always successful. In other areas CAFOD has not always paid sufficient attention to the significant support needs of new partners, or of established partners inexperienced in WASH projects.

Taken in the round, CAFOD appears to be progressing well in its work in community mobilisation and organisation, hygiene promotion and water supply provision. Its sanitation approaches are weaker and need more development; and the short timescales of the Match Fund projects inhibit a thorough assessment of behaviour change outcomes.

### **4.4 The Future of WASH Programming at CAFOD**

Guidance for Match Fund project proposals stated: "In an ideal world the matched funding should allow CAFOD and its partners to increase understanding of WASH and WRM programming across a broad range of contexts and could enable us to establish networks, communities of practice and otherwise gain useful experience that will allow us to take this type of programming forwards beyond 2015" (CAFOD, 2012b). As it comes towards the close of the main set of Match Fund projects, CAFOD now needs to determine how it will take its ideas and experience forward.

The organisation has identified two thematic "clusters" for its work; one of these is called "Resilience and Sustainability", and includes water and environment, alongside disaster risk reduction, climate and energy, and livelihoods. As discussed in Section 4.2, addressing water in a holistic manner in combination with related sectors would build on CAFOD's strengths.

CAFOD has initiated a consultation about its distinctive contribution as a development agency. This discussion will help to determine whether WASH is taken up as an

organisational priority for the next five years and beyond. To support the consultation a paper has been drafted that sets out possible routes ahead for WASH programming, ranging from obtaining funding to continue the current level of investment to determining an exit strategy and withdrawing from the current WASH focus.

A number of CAFOD's country programmes have prioritised WASH or WRM work within their CSPs. A draft analysis provided by CAFOD indicates that 11 of 15 current CSPs<sup>31</sup> indicate the need to work in this field. Through CSPs or other means, CAFOD needs to ensure that it knows in which countries it can make the greatest contribution. This will tend to be where there is significant need; where CAFOD and partners have good capacity; and where the water sector more generally is weak. Some of the technical, management and sustainability challenges that are described in this report can be most effectively addressed by focusing work on a smaller number of larger projects, guided by this kind of prioritisation.

There is interest in working in water in both humanitarian and development contexts. The Match Fund has used staff managed under both the Humanitarian Department and International Programmes; there is also flexibility in that Programmes staff sometimes work under Humanitarian projects. (Experienced water officers were seconded, for example, to the Philippines after the 2013 typhoon.)

One Head of Region spoken to by the Team felt that the Match Fund had given CAFOD much greater articulation and consistency in its water sector actions. An organisational conversation had developed, which reinforces staff capacity and project quality. "We'd be crazy to drop it. Our partners consistently put it up near the top of their priorities."

Work in the water sector (whether with a development or humanitarian focus) requires quite specific technical expertise. As a direct result of the Match Fund opportunity CAFOD has been able to build up significant experience, capacity, learning and knowledge. Good stewardship of these gains requires that CAFOD is now clear on its strategy for harnessing them to support future water programming across humanitarian, development and advocacy functions.

Senior staff at the Southern Africa office feel that it is quite self-sufficient in this regard, given the existing capacity of staff and long-term partners. Opportunities for detailed technical conversation were still felt to be very helpful; these are most fruitful during visits e.g. by London-based advisers. On the other hand a Programme Officer in a different region suggested that developing partner capacity will be critical, and that for weaker countries this means either choosing different partners (more experienced organisations with better sector understanding) or ensuring a sustained CAFOD staff support.

Consideration might be given to linking to local or international organisations with technical strengths. In Southern Africa CAFOD has developed links with a regional NGO, IWSD, but found that IWSD offices have very variable capacity. The Latin American region has links with universities in the UK. Funding of this kind of technical support would need to be built into work programmes.

London-based staff feel that it is critical to maintain sufficient staff capacity if further institutional funding for the sector is to be sought: without the capacity bids for substantial funds are unlikely to be credible (as was found in CAFOD's bid for the DFID WASH Results fund, for example). This view is backed by the ILR. Sector capacity in recent times has included the Water and Environment Advisor and the Fund Coordinator in London, and thirteen regional and national posts (including those in Latin America).

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<sup>31</sup> According to the analysis, several countries either had outdated CSPs or were preparing new ones.



## 5 RECOMMENDATIONS

The recommendations in this section are presented to CAFOD with the intention that the Match Fund Performance Management Group produce a management response paper. Progress against the actions proposed in that paper should then be reviewed at any final evaluation.

### 5.1 Programme Management

PM1. **Meaningful Outcomes:** Design future programme log frames around meaningful project outcomes, considered at community or other appropriate level. (Partners then need support to monitor, analyse and report these, beyond activity level.)

#### PM2. Programme Planning and Project Selection:

PM2.1 Build on the existing processes for selection of project areas and targets; and for careful project selection for funding. In the latter, however, ensure that staff and partner capacity are considered.

PM2.2 It is beyond the remit of this review to look at CSP processes, but good procedures along with adequate staff resource for active management, project monitoring and oversight are important dimensions of strategic planning.

#### PM3. Staff Capacity and Roles:

PM3.1 Avoid overstretching available capacity, both in technical support and management. Consider the workload inherent in a programme, bearing in mind existing staff and partner skills as well as the variety and geographical spread of the programme. Where regions or countries are relatively inexperienced, build in the use of staff capacity and experience from elsewhere to support them.

PM3.2 Because humanitarian response is likely periodically to require the reallocation of staff roles, maintain some "slack" in the system (perhaps by allowing relatively elongated project time frames), so that movement of key personnel does not unduly disrupt project delivery.

PM3.3 Where CAFOD capacity needs augmenting, promote the use of (preferably local) consultants.

PM3.4 Ensure that advisory staff have a formal mechanism for influencing decision-makers; this might be an audit process or a management committee on which they sit.

PM4. **Quality Assurance:** Convene the Match Fund Performance Group urgently to review progress to date and likely achievements as of March 2015; where there are particular challenges (as with projects in Bangladesh and Mozambique), ensure specific action plans are developed in response.

#### PM5. Learning:

PM5.1 Take pains to document in particular the sanitation experiences of Match Fund work, so that more coherent approaches can be developed in future on the basis of the current projects.

PM5.2 Consider the value of a global learning process around the gender-focused projects that have emerged in association with the Match Fund – Asia, Africa and Latin America. This could valuably inform CAFOD's future approaches to gender, including staffing and priorities.

### 5.2 Project Management and Partnership

PP1. **Partner Selection:** Continue the practice of partnering with local Caritas branches and other organisations with real community roots and responsibilities. Consider the

development of specific partner capacity building plans. Where Caritas does not have relevant expertise, continue the practice of building links with appropriate partners, ensuring an effective working relationship between them.

**PP2. Project Design and Monitoring:**

- PP2.1 Ensure that adequate technical data and expertise are available, especially where innovative work is concerned (e.g. work in a new region, with a new technology or using a new approach.)
  - PP2.2 Ensure that project designs comply with relevant national or other guidance and standards, as set out in CAFOD's minimum standards for water projects.
  - PP2.3 Use the ongoing update of CAFOD's risk management approach to build staff capacity and commitment to carry out more detailed risk assessment to inform project design and funding decisions.
  - PP2.4 Allow adequate time for behaviour change projects. This means developing appropriate outcome indicators for behaviour change at an early stage in planning, and considering realistic time scales for reaching those outcomes.
  - PP2.5 Develop better indicators, tools and processes for monitoring behaviour change, building on the existing good Match Fund examples by sharing good practice.
- PP3. **Build Sector Coordination:** To maximise effectiveness, avoid working in isolation: coordinate with local government wherever it has responsibility for relevant service provision, and with sector coordination groups.

**5.3 Technical Aspects of Projects**

- TA1. Ensure the technical quality of remaining work in WASH and WRM, by making available sufficient technical capacity – with limited support from outside CAFOD where needed.
- TA1.1 Focus attention particularly on sanitation and sustainability.
- TA1.2 Ensure that relevant water quality parameters are always assessed in potable water projects.
- TA1.3 Assess all infrastructure plans in terms of the need for erosion control.
- TA1.4 Institute regular recording of water resource measurements, including spring flows, pump or pipeline yields, and water levels in ponds, dams and wells.

**5.4 Future Programming**

These recommendations assume that the current organisational discussion produces commitment from CAFOD's management to water as a key element in achieving the *Just One World* objectives.

**FP1. Future Resourcing:**

- FP1.1 Urgently resolve the current lack of clarity on future funding of the technical posts now supported by the Match Fund. Technical support that can reach partners is required for effective management of water projects. If organisational learning and coordination on water is desired - for example on standards - capacity at the centre is also needed.
- FP1.2 Put in place a strategy to raise funding to support core water sector costs in the medium term (five years). This may come from new grant funding (to succeed the Match Fund) and/or from CAFOD's core grant-making. This strategy should answer the requirement of safeguarding and building on the gains in capacity developed through the Match Fund.

- FP1.3 In the light of difficulties with technical design in new work areas, consider the need for a budget line for contingency funding and/or feasibility study funding for projects, possibly to be held by the London office.
- FP2. **Efficiency:** Focus water sector work on specific countries and regions that prioritise it; and on larger, longer-term projects that provide opportunities for the kind of integrated work towards which CAFOD is moving. At the same time, avoid isolated and short-term projects that do not allow the maintenance of sufficient technical and management capacity to ensure sustainable outcomes.
- FP3. **Integration:**
- FP3.1 Actively pursue the development of integrated thinking within CAFOD's community-focused projects, to cover the links between development, resilience and disaster relief; and between WASH services, multiple uses of water and water resources management.
- FP3.2 CAFOD's focus on gender and its integration into the work in other sectors in the last three years is applauded and should continue.

## 5.5 Final Evaluation

The Team was asked to comment on the potential for carrying out a final evaluation of the Match Fund Programme in 2016. Given the conclusions of this review and the knowledge that CAFOD is currently planning new approaches to working in the water sector, we feel that a standard end-of-project evaluation would not be the most useful exercise. Impact assessment is likely to be of limited use because there is little baseline material available and because of the short time scale available for behaviour change.

Rather, we believe that CAFOD would benefit from a more detailed strategic review. This would be based on its forthcoming revised approaches and would work especially with regard to expected focus countries for the water sector in the future. We suggest that there are three particular areas that would be productive to examine.

The first is to look back at the Match Fund experience in focus countries, work with country staff to examine their CSPs and capacity (including partners), and develop strategic objectives for water work to build on Match Fund results in these countries.

The second is to pick up the important lessons that have been learned through the Match Fund work; it would be advantageous to include an allowance for documentation of the more interesting lessons.

Thirdly, the review would also include a higher level analysis that would provide an appropriate prioritisation of CSPs for CAFOD funding, and would also review the Match Fund experience of developing the organisational capacity for water sector work, again with a view to formulating strategy that fits with the conclusions of the current review of approaches.

Any such review would be most beneficial at a relatively early stage, to inform and support the transition from Match Funded water work into the future.

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