

Ex Post-Evaluation Brief

Rwanda: Rural Water Supply to 8 Municipalities Around Kigali, Phase I + II



Programme/Client	Rural Water Supply for 8 Municipalities around Kigali, BMZ Ref. 1998 66 351 + 2001 66 538	
Programme executing agency	Ministry of Infrastructure (MININFRA)	
Year of sample/ex post evaluation report: 2011*/2011		
	Appraisal (planned)	Ex post-evaluation (actual)
Investment costs (total)	EUR 8.1 million	EUR 10.7 million
Counterpart contribution (company)	---	EUR 2.6 million
Funding, of which budget funds (BMZ)	EUR 8.1 million only budget funds	EUR 8.1 million only budget funds

* random sample (only Phase II)

Project description: During the programme (totalling about 925 km²), 40 gravitational and three pump-assisted drinking water systems were built in the rural area around Kigali, and 14 more rehabilitated, altogether installing 468 water supply points for approximately 524,000 inhabitants (83 enclosed wells and 385 standpipes). Complementary measures included the preparation of users for assuming operational responsibility for the facilities and setting up or strengthening financially self-sustaining, local self-governance capacities (user committees).

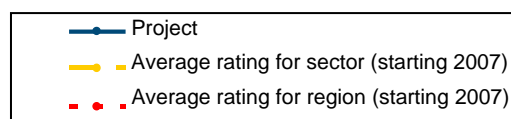
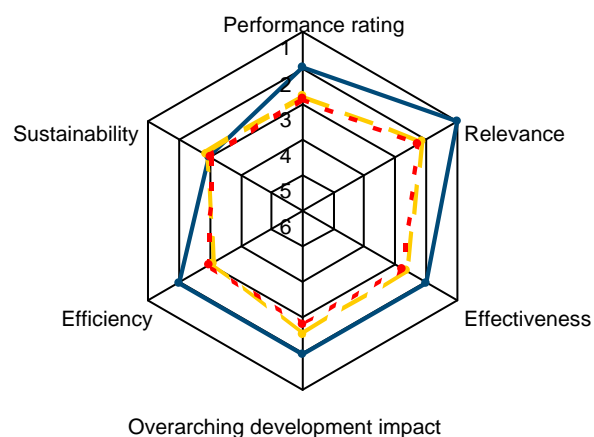
Objective: The programme was to contribute to reducing water-induced health risks and improving the sanitary conditions for the population in the programme region (overall objective) through the provision of hygienically safe drinking water. The programme objective was reliable supply to meet the basic needs of the largely (about 70%) poor rural population (**target group**). Access to safe drinking water supply in the programme region was to be raised from 45% to above 60%. Financially self-sustaining, self-governance capacities were to be strengthened to take over responsibility for the sustainable operation of the facilities.

Overall rating: 2

The demand-side programme approach proved to be effective, even in the difficult Rwandan setting with its dispersed settlements across the hills and adverse socio-economic conditions. The sector is also a priority for Rwanda and international donors.

Of note: The programme was one of the first in the rural water sector in Rwanda, in the aftermath to the genocide, to switch implementation design from 'emergency mode' towards sustainable operation. It continues to be rated as a reference programme to date.

Rating by DAC criteria



SUPPLEMENTARY INFORMATION TO THE PROJECT DESCRIPTION

Lack of access to clean water and its adverse effects on health is seen as a major development constraint, above all in rural areas of Rwanda. Improving water supply is still one of the priority fields of government activity. Accounting for approximately 4.3% of government expenditure, the water sector constitutes the fifth largest item in the national budget.

For the population, access to water is often more important than its quality, as full awareness of health hazards tends to be scarce (particularly where supposedly 'easy' alternatives are available, such as surface water). Since water is generally abundant in the rainy country, there is traditionally little willingness to pay for drinking water. There is therefore a continuing need for hygiene education to promote awareness on the importance of safe drinking water.

EVALUATION SUMMARY

Overall rating: Due to their close conceptual inter-relation, both programme phases are evaluated jointly. **Overall performance rating: 2**

Relevance: In a country like Rwanda with serious supply deficiencies and a high incidence of water-induced diseases, a rural water and sanitation programme is highly relevant almost by default. The basic design of the programme was sound and appropriate, even though the scope of subsequent decentralisation and privatisation policies was underestimated; their consequences could not be foreseen. The programme's underlying intervention logic was plausible; furthermore, the programme's emphasis on sustainability served as a pilot function nationwide, since previously support had largely been delivered as emergency aid. The programme design relied very heavily on the initiative of the population, initially excluding weak government institutions for the most part. After those progressively strengthened, responsibilities were redefined. The programme was aligned with Rwandan sectoral policy and the priorities of German development cooperation at the time. Donor coordination was largely smooth. Rural water supply is accorded high priority, as reflected in the exceptionally high counterpart contribution of 22%. The programme directly supported the MDGs for improving health and water supply. With its strong emphasis on improving hygiene and user participation, the concept can be rated as good practice (Sub-rating: 1).

Effectiveness: Considering the use of the capacity created and the beneficial broad impact, the programme was effective, i.e. it achieved the specific programme objective:

- Drinking water quality meets national and WHO standards.
- Supply interruptions (≤ 30 days per system and year) have hardly occurred so far.

- Operating costs are recovered through water sale revenues.

Sub-rating: 2

Efficiency: Production costs were adequate. Site selection responded to local needs, resulting in most boreholes being well frequented and incurring low specific costs per inhabitant. Only some pump systems displayed technical problems due to initial miscalculations. Requisite repairs or adjustments are now evidently under way and readily financed by the Rwandan Government. With operating costs covered, allocative efficiency can be assessed at least as satisfactory (Sub-rating: 2).

Overarching developmental impact: The programme addressed a clear supply bottleneck for the population, it was carried out as planned and included intensive hygiene education. The overarching developmental impacts are assessed as good. Required changes in hygiene practices needed for impact achievement have largely materialised. It can therefore be plausibly concluded that a significant contribution was also made to improving health conditions. However, little information is available on suitable indicators – even more so, as administrative boundaries have been repeatedly redrawn and some health stations have only been set up recently. Available information suggests that a beneficial impact was achieved, but as it was gathered in aggregate form beyond the limits of the demarcated area, a stringently clear methodical attribution to the programme is not possible.

The additional financial participation by the target group in the programme has set an example nationwide (Sub-rating: 2).

Sustainability: Operational performance is generally good, with facilities in at least satisfactory condition. Systems established under Phase I and in operation for 10 years have hardly recorded higher outages than those from the second phase, which is considered a particularly positive aspect. Spare parts supply for gravitational systems is sufficient and poses no significant problem; while requirements for pumped systems tend to be substantially higher in terms of costs and complexity. Maintenance and repair based on cost reimbursement has proven to be largely adequate and functional. As only smaller repairs have been needed to date, the costs entailed have not exceeded the target population's financial capacity. Thanks to suitable site selection, the interest in keeping wells functional is so high that respective repairs are performed promptly. Cost recovery for larger-scale repairs is still unclear, but the responsible district authority now intends to provide for those. The responsible public agencies have so far proven to be reliable and efficient in dealing with smaller repairs. With advancing age, the facilities will need more funds for repairs, and the district authority has only recently been assigned responsibility for this. Due to this uncertainty, sustainability is assessed as satisfactory (Sub-rating: 3).

Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being relevance, effectiveness, efficiency and overarching developmental impact. The ratings are also used to arrive at a final assessment of a project's overall developmental efficacy. The scale is as follows:

1	Very good result that clearly exceeds expectations
2	Good result, fully in line with expectations and without any significant shortcomings
3	Satisfactory result – project falls short of expectations but the positive results dominate
4	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
5	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
6	The project has no impact or the situation has actually deteriorated

Ratings 1-3 denote a positive or successful assessment while ratings 4-6 denote a not positive or unsuccessful assessment

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability) The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The overall rating on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Ratings 1-3 of the overall rating denote a "successful" project while ratings 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (rating 3).