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**Beyond water service coverage for slum dwellers:
multiple water uses for livelihood enhancement**

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National Water and Sewerage Corporation and Loughborough University implemented a research project 'Livelihoods from Enhanced Water Access for the Poor in Slums' (LEAPS), funded under the DFID's Water Security for the Poor (REACH) Program. The overall aim of LEAPS was to improve water security for development growth for the urban poor and was implemented in Kampala slums in Uganda. Data was collected through community meetings, observations, focus group discussions, key informant and household interviews. This aided development of a slum-specific MUS framework. Key findings were (i) piped water was predominantly used for productive uses; (ii) access to water services was still perceived a challenge for some residents; (iii) community groups and households interested in MUS activities require start-up funding; and (iv) stakeholder organisations were willing to work with NWSC to implement the MUS framework. The developed framework could be adapted by utilities in other cities to enhance livelihoods for slum-dwellers.

Introduction

National Water and Sewerage Corporation (NWSC) and other progressive water utilities have improved access to water services in low-income urban settlements, e.g. NWSC's Social Connections Programme in which over 20,000 PSPs and 1600 prepaid meters have been installed in low-income urban settlements since 2006 in Kampala alone. However, there is still high poverty prevalence in these urban settlements. The 'Livelihoods from Enhanced Water Access for the Poor in Slums' (LEAPS) project intended to explore further opportunities from advances made by progressive urban water utilities such as Uganda's NWSC to improve water service coverage to high-density, low-income urban settlements. The overall aim of the LEAPS project was to holistically improve water security for development growth for the urban poor, by exploiting improved water services in selected slums, beyond basic household use – and extend its utility to productive uses, in line with the multiple water Uses Services (MUS) approach.

Specific objectives of LEAPS

The key objectives of the LEAPS project were as follows:

1. Analyse opportunities for Multiple Water Uses Services (MUS) in low-income urban settlements, and develop a draft MUS framework that is relevant for application in slums.
2. Work with NWSC's Urban Pro-Poor Department to create conditions for implementing the MUS framework.
3. Work with key stakeholder organisations and community groups to develop and validate the MUS framework.
4. Pilot the slum-specific MUS framework with selected vulnerable households.

Methodology

A review of literature on application of MUS framework in rural and peri-urban areas (e.g. Adank, M., van Koppen, B. and Smits, S., 2012; van Koppen et al, 2015; van Koppen, B.; Moriarty, P.; Boelee, E., 2006)

was done. Rather than re-inventing the wheel, LEAPS project adapted the tools and instruments that have been designed and applied by the MUS group in rural and peri-urban areas, as building blocks for the slum-specific MUS framework. In the field (Kampala), a rapid stakeholder analysis was conducted to identify all stakeholders relevant to the project. These were scored based on the level of importance, level of interest and level of influence. With the help of these stakeholder organisations, we organised an inception workshop in January 2017, which was attended by over forty delegates, made up of representatives of the project partners; relevant organisations involved in upgrading the livelihoods of slum dwellers, civic and community leaders. In the inception meeting, the objectives of the LEAPS project were presented, and views were solicited from the participants on how attain the given objectives.

Based on the enthusiasm depicted in the inception workshop by relevant stakeholder organisations, six organisations were invited to act as the Project Stakeholder Group (PSG), which steered the activities of the project. The stakeholder organisations were KCCA, National Slum Dwellers Federation of Uganda, ACTogether (Uganda), Shelter and Settlement Alternatives: Uganda Human Settlement Network (SSA: UHSN); Community Integrated Development Initiative (CIDI) and WaterAid Uganda. In total, four stakeholder meetings were held over the one-year project period – in January, April, July and October 2017. Several data collection tools were developed, mainly (i) Guidelines for Rapid Baseline Assessment; (ii) Vulnerability and Capacity Assessment Tool; (iii) Guide for community meetings; (iv) Guide for Focus Group Discussions; (v) Key Informant Interview Guide; and (vi) Guide for Household Interviews. These data collection tools were then pretested with members of the PSG, and improvements were accordingly made. We then engaged with worked with KCCA ward administrators, who were members of the PSG, to select the case study sites.

Eight (8) study sites in three divisions were selected for the pilot study, namely: Central Division (Kisenyi III Parish, Kitti and Kiguli zones), Rubaga Division (Ndeeba Parish, Kayanja, Nsike I, Nsike II and Mutawea zones) and Makindye Division (Kibuye I Parish, Nkere and Nabisalu zones). Community meetings were convened in each study site to introduce the MUS framework and focus group participants were identified then. The local leaders provided support in mobilising the communities.

Focused group discussions, one in each study sites (i.e. a total of eight), were conducted. Household (HH) interviews were conducted in the eight zones involving 42 participants – 17 males, 25 females. In addition, key informant interviews were conducted with senior managers of NWSC, KCCA and other key stakeholder organisations involved in uplifting livelihoods of slum dwellers. We also held group discussions with five community groups already involved in using water for productive uses.

The data collected was analysed and a draft slum-relevant MUS framework was developed. This draft framework was presented to the PSG and extensively discussed. Based on the contributions from the PSG, minor changes were then made. The second version of the draft slum-specific framework was then presented to 15 WASH sector professionals that attended and organised LEAPS side event at the 40th WEDC conference in Loughborough. A few minor suggested changes were incorporated. Finally, the final draft slum-relevant MUS framework was presented to a validation workshop in November 2017, attended by community leaders, representatives of households in study areas, key stakeholder organisations, and the press – a total of 62 participants.

Results and discussions

The key results and findings from the research are presented and discussed in the following sub-sections, categorised according to the research objectives.

Objective 1: Analysis of opportunities for MUS activities and development of a draft slum-relevant MUS framework

Consultations through community meetings, group interviews, focus group discussions, key informant interviews and household interviews showed that residents in high-density, low-income urban settlements are already predominantly using piped water for productive uses. Main legitimate activities include (i) second hand shoe washing; (ii) car washing; (iii) recycling plastic bottles; (iv) charcoal briquette production; (v) production of juice and other beverages; (vi) salons; (vii) production of liquid soap and/or shampoo; (viii) carpet washing; (ix) restaurants/tea shops; (x) grocery shops; (xi) tie and dye cloth production; (xii) handicrafts; (xiii) horticulture; (xiv) chicken breeding; (xv) drip irrigation farming; (xvi) brick/paver making; (xvii) paint mixing; (xviii) building construction; (xix) public toilets and bathrooms; (xx) ice cream production; and (xxi) hotel/lodges. However, some of the MUS activities such as packing drinks in polyethylene bags were not authorised by KCCA, for hygiene reasons. Although other sources of water are

used for some productive activities that are not sensitive to water quality (e.g. car washing, charcoal briquette production, piped water is preferred).

Some of the productive uses of water are gender-segregated. For instance, car-washing was dominated by men, while laundry services and making liquid soap was done mainly by women. However, NWSC the water service provider does not officially recognise these productive activities. Many of these activities are carried out by organised community groups, which are supported by the Welfare and Production Division of KCCA and NGOs. The main NGOs involved in supporting community groups and households to use water for productive purposes are ACTogether (Uganda) and National Slum Dwellers Federation of Uganda. Supporting activities include training and capacity-building, advocacy and sourcing for start-up capital. During fieldwork, we did not come across slum residents who were involved in exploiting sanitation services for business activities.

Objective 2: Work with NWSC and its Urban Pro-Poor Branch to create conditions for implementing the MUS framework

Since many residents were already using piped for MUS, the focus was put on limitations and how to improve the MUS activities. Availability of water was perceived as a challenge for some communities in terms of quantity, access and distance – which negatively affects the level of production. Secondly, for some productive uses requiring good quality water, the water quality was also mentioned to be an issue. However, it could be argued that recontamination through water transportation and storage are the main contributors to reported cases of poor water quality. Hence, these challenges justify the ambitious Target 6.1 on drinking water, for the recently launched Sustainable Development Goals (SDGs), in which the optimum service level for consumers is when they access ‘...drinking water from an improved water source which is located on premises, available when needed and free of faecal and priority contamination’ (UNICEF and WHO, 2017).

Respondents pointed out that although the official price set by NWSC for water drawn from Pre-Paid Metered (PPM) taps is affordable to most slum residents, many residents do not have direct access to these water points for various reasons. In the first instance, there are insufficient PPM taps for the size of the slum population. For instance, there was only one PPM tap in one of the study areas. Secondly, some PPM taps are unfunctional and require maintenance. Thirdly, some residents are denied access by the caretakers. Fourthly, some PPM taps are closed in the evening and at night. All these issues were noted by the Urban Pro-Poor Branch, whose senior staff were part of the study team. It was also established that groups and households willing to or already involved in MUS activities require start-up/top up funding. All the stakeholder organisations that were involved in the research, some of which could support organised community groups and individual households to obtain start-up loans, expressed willingness to work with NWSC to implement the MUS framework in Kampala slums.

Objective 3: Development of the draft slum-specific MUS framework and its validation

We adapted concepts developed in the MUS framework for rural and peri-urban areas to come up with an initial rough draft of a MUS framework that could be applicable to high-density, low-income urban settlements. This initial framework was then presented to the PSG and other key informants for their inputs. Following several iterations, a finer draft was developed. The elements of the draft framework were then tested with slum dwellers - through community meetings; group discussions with organised community groups; focus group discussions and individual household interviews.

The resulting final draft framework is comprised of four key steps, as shown in Box 1 below. All elements of the draft slum-specific MUS framework were systematically presented to a half-day validation workshop attended by community leaders, representatives of community groups, a sample of heads of households - all these from the study areas; representatives of KCCA, NWSC; and representatives from the NGOs involved in uplifting the welfare of slum dwellers. The workshop participants agreed that all essential elements were covered in the presented framework. It was further noted that for the slum-specific MUS framework to be successfully implemented, certain pre-requisites must be met, the key ones being (i) there must be a water utility already providing basic pro-poor services; (ii) the utility's top management should agree to spearhead the MUS initiative; and (iii) other key stakeholder organizations involved in the welfare of slum dwellers should be willing to support the water utility in implementing the MUS initiative.

Box 1. Overview of the slum-specific MUS framework

- Introduction to MUS which involves introductory meetings with Senior Management of the water utility, mobilization of key stakeholder organizations and civic leaders and holding an inception workshop.
- Problem Identification and Stakeholder Analysis: Rapid baseline assessment, stakeholder analysis, fostering interest of MUS activities within households and/or community groups in the target areas and engagement with/and enrolment of potential participants.
- Detailed Situational Assessment: evaluation of actual water use and barriers to accessing water services in the project areas; MUS potential in the targeted area; water demand for Domestic-plus MUS, water supply capacity in the targeted area, scanning of business opportunities, enabling environment and MUS feasibility.
- Implementation, Monitoring and Evaluation: Visioning and strategic planning, fitting the financial framework, acquire funds and carry out infrastructural improvements, implementing the strategic plans, continuous support Dissemination and advocacy and monitoring and evaluation



Photograph 1. A cross-section of participants at the validation workshop on 9 Nov 2017

Objective 4: Pilot the slum-specific MUS framework with selected vulnerable households

It was not possible to carry out piloting of the slum-specific MUS framework within the one-year project period. There were delays in starting off the research activities, due to reasons beyond the control of the research team. By the last month of the project, we drafted a policy paper to be presented to NWSC's Executive Management Meeting (EMM), in which we were requesting for approval of our recommendation that MUS activities be mainstreamed within the Urban Pro-Poor Branch's structures, procedures and systems. Piloting of the MUS framework will take place after approval of the policy paper.

Way forward

The LEAPS project activities were undertaken between January-December 2017. Although one of the objectives of the project was to pilot the slum-specific MUS framework with at least ten vulnerable households, the project period was inadequate. Senior Managers of NWSC that were interviewed, and those who attended the validation workshop expressed their willingness to implement the MUS framework as part

of NWSC's corporate social responsibility. An important enabling factor for effective implementation of MUS is NWSC's network intensification programme, which will kick off soon as part of Kampala Water Lake Victoria WATSAN Project. The improvements in water accessibility will benefit more households and groups engaged in MUS activities. The NWSC Pro-Poor Branch is already working to strengthen their capacity to monitor and regulate the prices at which water is purchased from the PPM taps.

Much as NWSC is set to improve water services to the slums - in terms of quantity, quality and accessibility, the community groups and households interested in exploiting the improved water services will need capacity development and start-up funding, to effectively engage in profitable MUS activities. As stated above, all organisations that were part of the PSG expressed their willingness to partner with NWSC in effective implementation of the MUS activities. Particularly, ACTogether is most suited to play this role, as ACTogether is '...the national support NGO charged with providing technical and financial assistance to the National Slum Dwellers Federation of Uganda (NSDFU). ACTogether, established in 2006, facilitates processes that develop organizational capacity at the local level and promote pro-poor policy and practice in Uganda's urban development arena' (<http://actotogetherug.org>, accessed on 24 February 2018). We had an extensive discussion with the management of ACTogether at the end of the project, and they were strongly willing to partner with NWSC in this noble cause. It was recommended that NWSC signs MoUs with the stakeholder organisations for smooth implementation of the MUS framework, starting with ACTogether. When approval process for the mainstreaming of MUS activities is finalised, we already have champions in place, i.e. the local LEAPS project team comprised of the Manager, Research and Development; Manager, Urban Pro-Poor Branch; and senior sociologists to provide leadership in the implementation of the slum-specific MUS framework.

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