

A.I.D. EVALUATION SUMMARY PART I

(BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS)

15A 5/21/83

A. REPORTING A.I.D. UNIT:
USAID/Ecuador
 (Mission or AID/W Office)
 (ES GP 003/90)

B. WAS EVALUATION SCHEDULED IN CURRENT FY ANNUAL EVALUATION PLAN?
 yes skipped ad hoc
 Eval. Plan Submission Date: FY 89Q 3

C. EVALUATION TIMING
 Interim final ex post other

D. ACTIVITY OR ACTIVITIES TED (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report)

Project #	Project/Program Title (or title & date of evaluation report)	First PROAG or equivalent (FY)	Most recent PACD (mo/yr)	Planned LOP Cost ('000)	Amount Obligated to Date ('000)
518-0015	Integrated Rural Health Delivery System	81	12/89	14/86	13,463

E. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

Action(s) Required	Name of officer responsible for Action	Date Action to be Completed
A. Recommendations 1 through 16 were taken into consideration in the design of the new project.	USAID/FHO	9/29/89
B. The actual implementation of these recommendations was a basic requirement from the AID staff to IEOS, in order to consider the new project.		

F. DATE OF MISSION OR AID/W OFFICE REVIEW OF EVALUATION: mo 08 day 27 yr 90

G. APPROVALS OF EVALUATION SUMMARY AND ACTION DECISIONS:

Signature	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
<i>[Signature]</i>	Adalberto Arandia	Ing. Marco Morillo Subsec. Saneamiento Ambiental	<i>[Signature]</i> Guido Páez	Charles E. Costell
	Date: <u>9/27/90</u>	Date: <u>9/27/90</u>	Date: <u>9/27/90</u>	Date: _____

H. EVALUATION ABSTRACT (do not exceed the space provided)

Purpose of the activity: The purpose of the project is to develop a model low-cost health delivery system in three integral rural development areas which can be replicated nationwide as they are developed and tested.

Purpose of the evaluation: To review experience with water supply and sanitation assistance to date and make recommendations that can be used for the design of a new five-year project, which the Mission is planning to design and initiate in FY 89. The primary sources of the evaluation included reviews of project documents, interviews and field visits.

Findings and Conclusions:

* The project used a team construction method called an "operational module" to demonstrate the effectiveness of decentralizing rural water supply and sanitation systems (RWSS).

* The modular system has proven to be an efficient means of organizing construction.

* Long-term T.A. to influence policy toward decentralization, and Grant funds for construction for demonstration purposes are essential to promote GOE's willingness to establish decentralization as an institutional policy.

Delegation of authority to provincial decision makers is integral to decentralization.

* One of the strongest achievements has been to institutionalize the concept of local participation, community ownership and management of RWSS.

* Community-determined and enforced tariffs are too low to cover recurrent costs, very few Community Water Boards (CWBS) adjust rates annually as they should.

* Systems are being operated and maintained by CWB in the proportion of 60 percent good, 20 percent fair, and 20 percent poor. IEOS support to O & M activities has been weak.

* Sociocultural factors must be considered in the optimum use of water and sanitation.

Women should play a prominent role in health education and system promotion.

* Each operational module can build six to seven RWSS systems per year.

Recommendations:

* A decentralized rural water and sanitation delivery system through IEOS is the key to effecting 70 percent sectoral coverage by 1995.

* The operational module concept and the delegation of financial, technical, and community selection authority should also be major elements.

* Increased technical assistance should be provided in the follow-on project.

* An inventory of all CWB's and water system classified as good, fair and poor, in order to set up a plan for operation and maintenance.

* Research should be continued for alternatives to chlorine or for lowering chlorine costs, for low cost construction, and for other areas of emerging need.

* All systems should be targeted to raise operation and maintenance to an 80 percent level of efficiency.

* Enhanced operation and maintenance through systems development and stronger health and hygiene education should be an integral part of the follow-on project.

I. EVALUATION COSTS

1. Evaluation Team		Contract Number OR		Contract Cost OR		Source of Funds
Name	Affiliation	TDY Person Days	TDY Cost (US\$)	TDY Person Days	TDY Cost (US\$)	
Daniel Edwards	Task # 30 WASH Camp Dresser & McKee					S & T Health

2. Mission/Office Professional
Staff Person-Days (estimate) _____

3. Donor/Grantee Professional
Staff Person-Days (estimate) _____

A.I.D. EVALUATION SUMMARY PART II

I. SUMMARY OF EVALUATION FINDINGS, CONCLUSIONS AND RECOMMENDATIONS (Try not to exceed the 3 pages provided)

Address the following items:

- Purpose of activity(ies) evaluated
- Purpose of evaluation and Methodology used
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office: USAID/Ecuador

Date this summary prepared: 06/89

Title and Date of Full Evaluation Report: Integrated Rural Health Delivery System Final Evaluation Report.

Purpose of the activity: The purpose of the project is to develop a model low-cost health delivery system in three integrated rural development areas which can be replicated nation wide.

The subpurpose includes: institution building for the National Health Council, decentralization and training for the Ministry of Health, and institutional strengthening and equipment for IEOS.

Purpose of the evaluation: To review experience with water supply and sanitation assistance to date and make recommendations that can be used for design a new five-year project, which the Mission is planning to design and initiate in FY 89.

Specifically, the evaluation team will review in a systematic fashion progress of assistance to date with focus on six items mentioned. WASH team will be expected to review inputs of AID and other organizations and explain how they relate to achievements or lack of achievements in these areas. The primary sources of the evaluation included reviews of project documents, interviews and field visits.

Findings and Conclusions:

- 1) The project used a team construction method called an "operational module" to demonstrate the effectiveness of decentralizing rural water supply and sanitation systems (RWSS).
- 2) The operational module should be part of any new project.
- 3) The modular system has proven to be an efficient means of organizing construction. The project demonstrated that a team of one engineer, three promoters, and one administrator can construct six to seven systems a year.
- 4) Decentralization is not a current policy for construction projects not funded by USAID, but the government is interested in reestablishing it with a USAID-assisted project.
- 5) Grant funds for construction have been essential for demonstration purposes, and decentralization probably would not have occurred to the extent that it did without them.
- 6) Long-term technical assistance has influenced policy towards decentralization and community participation and ownership.
- 7) The delegation of authority to provincial-level decision makers is integral to decentralization.
- 8) During the past year, the Ecuadorian Institute of Sanitary Works (IEOS) has trained approximately 1,200 project-related personnel.
- 9) This training has been effective in manual skills, less so in promotional skills and hygiene and health.
- 10) The training department will need strengthening in curriculum development and higher-level skill training for promoters and engineers.
- 11) One of the strongest achievements of the project has been to establish community ownership and management of RWSS.
- 12) The concept of local participation, ownership, and self-management has been totally institutionalized.
- 13) Community-determined and enforced tariffs are too low to cover recurrent costs in most systems.

- 14) The team found that very few CWBS adjust rates annually as they should.
- 15) The selection of communities according to technical and socioeconomic criteria has never been used by IEOS in FONASA-funded projects. In USAID-funded projects, selection has been governed by a community's proximity to the office and the ease to access to materials, community demand and willingness to work, and technical feasibility. No priority seems to have been given to communities with special needs.
- 16) There is evidence that 900 communities registered by IEOS are willing to undertake the responsibility of administration and maintenance of their RWSS.
- 17) Communities have demonstrated the ability to maintain their own systems.
- 18) The WASH team estimates that community water systems and community water boards are being operated and maintained in the proportion of 60 percent good, 20 percent fair, and 20 percent poor.
- 19) Sustainability of constructed systems could be enhanced with better promotion and more in depth knowledge of community culture.
- 20) The relatively high-level of community maintenance of constructed systems (50-60 percent) is a good indicator of project success.
- 21) Promotion of health and hygiene education for community members and board officials has been weak.
- 22) The follow-up by IEOS staff of community operation and maintenance has been weak.
- 23) Women play a prominent role as community leaders but are underrepresented as IEOS promoters and on community water boards.
- 24) Operators' supervision by IEOS had grown less frequent over the past three years.
- 25) The average cost of each RWSS is \$22,000.
- 26) A number of appropriate technology experiments have been tried without positive results.
- 27) The social marketing approach to health education is to be attempted in the final year of the project.
- 28) Latrines with concrete pour-flush device are not being used because the people find them hard to clean and unaesthetic.
- 29) User education in sanitation needs improvement, particularly in latrine promotion, construction, and water usage.
- 30) The prospective social marketing approach does not target the usual caretakers of children such as older children, grandparents, and other extended family members.
- 31) Sociocultural factors must be considered in the optimum use of water and sanitation. Too many communities do not understand the health benefits of latrine use.
- 32) The linkage of the water and sanitation project to other efforts to improve child survival is important.
- 33) Little attention has been given to health education in the project.
- 34) In reality each operational module can build six to seven RWSS systems per year.
- 35) Construction targets of 18 systems per year for each operational module are unrealistic.
- 36) Logistical problems and lack of transportation have hampered the achievement of construction and promotion goals.
- 37) FONASA funding has been erratic and projects depending on these funds have sometimes been left uncompleted.

Recommendations:

1. A decentralized rural water and sanitation delivery system through IEOS is the key to effecting 70 percent sectoral coverage by 1995.
2. The operational module concept and the delegation of financial, technical, and community selection authority should also be major elements:

3. Training and human resource development should target 90 percent of current operators and water board members and all new system communities.
4. T.A. can be improved if the dual roles of the USAID project offices as quality control monitor and skill transfer trainer-mentor are separated.
5. Increased technical assistance should be provided in the follow-on project.
6. Attention to lessons learned should be structured into a project learning system for project participants.
7. USAID should assist IEOS to make an inventory of all CWB's and water systems (current tariffs, costs of o & m, status of books) classified as good, fair and poor, in order to set up a plan for operation and maintenance.
8. Research in appropriate technology should be continued for alternatives to chlorine or for lowering chlorine costs, for low cost construction, and for other areas of emerging need.
9. Delegation to provincial chiefs of the authority to select at least 50 percent of the communities financed by IEOS, from various funding sources, with required use of specified socioeconomic, health, and technical feasibility criteria which will be developed as a project activity and for which management could hold provincial operations accountable.
10. All existing and future systems should be targeted to raise operation and maintenance to an 80 percent level of efficiency.
11. IEOS should increase the number of promoters, at least 50 percent of whom eventually should be women.
12. The construction and use of latrines should be targeted in the follow-on project, and options for latrine improvement packages should be developed by IEOS.
13. Construction targets for each operational module should be set at a minimum of nine systems per year.
14. Making the entire rural population aware of the economic health benefits of improved sanitation.
15. Enhanced operation and maintenance through systems development and stronger health and hygiene education should be an integral part of the follow-on project.
16. Counterpart funds should be essential for the financing of RWSS.

K. ATTACHMENTS (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier)

Evaluation Report Integrated Rural Health Delivery System ECUADOR final evaluation by WASH task no. 030.

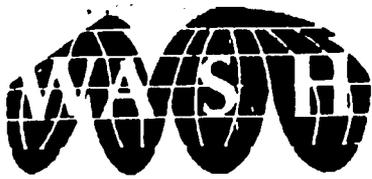
ATTACHMENT 3

L. COMMENTS BY MISSION, AID/W OFFICE AND BORROWER/GRANTEE

The team responded positively to all of the requirements stated in the scope of work.

As a result of the evaluation, a new project (518-0081) providing assistance to IEOS was developed.

The evaluators spent an important period of time in the field. House to house interviewing method proven to be effective in isolating the effects of the activity from other concurrent factors.



**WATER AND SANITATION
FOR HEALTH PROJECT**

Operated by CDM and Associates

Sponsored by the U.S. Agency
for International Development

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1611 N. Kent St., Room 1001
Arlington, Virginia 22209-2111 USA

Telephone (703) 243-8200
Telex No. WUI 64552
Cable Address: WASHAID
FAX No. (703) 525-9137

TAS 003

MEMORANDUM FAX

TO: AMEMB Quito
USAID

ATTN: Goldman/Arratia

FROM: A. Dennis Long, S&T/Health
Janice Burns, WASH

SUBJECT: Confirmation of WASH Assistance for Evaluation

REFTEL: A) State Cable 15956
B) Goldman/Hafner Telcon 1/26

1. S&T Health has agreed to fund evaluation of AID assisted rural water supply and sanitation activities.
2. Identification of candidates begun.
3. Aiming for early March.
4. Small suggestions related to SOW to be faxed.
5. Request any relevant background documentation.
6. S&T/H FAX No. is 703-875-5490; WASH FAX No. is 703-525-9137

ADL/JB: mm

VZCZCQ11
RR RUEHC
DE RUEHQT #5956/01 357 **
ZNR UUUUU ZZH
R 222015Z DEC 88
FM AMEMBASSY QUITO
TO SECSTATE WASHDC 0801
BT
UNCLAS QUITO 15956

CLASS: UNCLASSIFIED
CHRG: AID 12-21-88
APPRV: FHD:WGOLDMAN
DRFTD: FHD:WGOLDMAN:PSC
CLEAR: FHD:AARRATIA
PPD:MRIVADENEIRA
A/PPD:PMALDONADO
DISTR: AID2 DCM 3

AIDAC

FOR ST/H, J. AUSTIN; LAC/DR/EN, P. MOSER

E.O 12356: N/A
SUBJECT: HEALTH: REQUEST FOR WASH ASSISTANCE FOR
EVALUATION

1. MISSION REQUESTS WASH ASSISTANCE IN CONDUCTING
EVALUATION OF AID-ASSISTED RURAL WATER SUPPLY AND
SANITATION ACTIVITIES.

2. PURPOSE OF EVALUATION IS TO REVIEW EXPERIENCE WITH
WATER SUPPLY AND SANITATION (WSS) ASSISTANCE TO DATE AND
TO MAKE RECOMMENDATIONS THAT CAN BE USED FOR DESIGN OF
NEW FIVE YEAR PROJECT, WHICH MISSION IS PLANNING TO
DESIGN AND INITIATE IN FY-89. SINCE 1981, AID HAS
PROVIDED OVER U.S. DOLS. 10 MILLION OF ASSISTANCE (D.A.,
ESF AND PL-480 LOCAL CURRENCY) MAINLY TO THE MINISTRY OF
HEALTH'S INSTITUTE OF SANITARY WORKS (IEOS) BUT ALSO TO
CARE, CRS, AND DIRECTLY TO COMMUNITIES FOR RURAL WSS
CONSTRUCTION, TECHNICAL ASSISTANCE, TRAINING, APPROPRIATE
TECHNOLOGY DEVELOPMENT, AND RECENTLY EDUCATION AND
COMMUNICATIONS. ANECDOTAL EVIDENCE INDICATES PROJECT HAS
BEEN VERY SUCCESSFUL ESPECIALLY IN SIX AREAS: (1)
DECENTRALIZATION OF AUTHORITY TO PROVINCIAL OFFICES FOR
PLANNING AND CONSTRUCTING RURAL WSS SYSTEMS USING MODULAR
SYSTEM DEVELOPED WITH AID ASSISTANCE; (2) COMMUNITY
MANAGEMENT, ADMINSTRATING AND FINANCING OF MAINTENANCE
OF SYSTEMS; (3) DEVELOPMENT, ACCEPTANCE, APPLICATION, AND
USE OF COST-SAVING NEW TECHNOLOGIES; (4) WIDE SCALE
TRAINING AND HUMAN RESOURCES DEVELOPMENT AT PROVINCIAL
AND COMMUNITY LEVELS; (5) LONG TERM TECHNICAL ASSISTANCE
INFLUENCE ON POLICIES AND PROGRAMS; AND (6) DEVELOPMENT
OF MODEL MASS MEDIA, COMMUNICATIONS AND EDUCATION PROGRAM
TO IMPROVE HYGIENE BEHAVIOR AND INCREASE HEALTH IMPACT.

3. SPECIFICALLY EVALUATION TEAM WILL REVIEW IN
SYSTEMATIC FASHION PROGRESS OF ASSISTANCE TO DATE WITH
FOCUS IN SIX ITEMS MENTIONED ABOVE. TEAM WILL BE
EXPECTED TO REVIEW INPUTS OF AID AND OTHER ORGANIZATIONS
AND EXPLAIN HOW THEY RELATE TO ACHIEVEMENTS OR LACK OF
ACHIEVEMENTS IN THESE AREAS. TEAM WILL BE EXPECTED TO
ANSWER FOLLOWING QUESTIONS:

(A) WHAT PERCENTAGE OF COMMUNITIES ARE PROPERLY
MAINTAINING AND FINANCING AID-ASSISTED RURAL WSS SYSTEMS?

ACTION:	
DIR	
D/D	
RLA	
RCO	
EXO	
CONT	
PPD - 2	
GDO/PSD	
ARDO	
FHD	
RH/DO	
HE/DO	
RP - 2	
MTR - 2	
FMB	
WASH	

9

(B) WHAT CAN BE DONE TO IMPROVE MAINTENANCE AND OPERATIONS AT COMMUNITY LEVEL?

(C) HAS IEOS ACCEPTED MODULAR SYSTEM AS METHOD OF CONSTRUCTION FOR GOVERNMENT FINANCED CONSTRUCTION? HOW MUCH IS GOVERNMENT SPENDING IN CONSTRUCTION?

(D) WHO HAS BEEN TRAINED? HOW HAS TRAINING AFFECTED THE PROGRAM?

(E) HOW HAVE APPROPRIATE TECHNOLOGIES BEEN APPLIED TO IMPROVE EFFICIENCY AND COST-EFFECTIVENESS?

(F) WHAT HAS BEEN IMPACT OF TECHNICAL ASSISTANCE?

(G) IS DESIGN OF NEW SOCIAL MARKETING PLAN APPROPRIATE?

(H) WHAT KIND OF IMPACT HAS AID ASSISTANCE HAD ON HEALTH STATUS AND CONDITIONS TO DATE? AND HOW COULD THIS BE IMPROVED IN NEW PROJECT?

4. AS STATED PARA. 1, FOCUS OF REPORT SHOULD BE TOWARDS MAKING RECOMMENDATIONS FOR IMPROVEMENT BASED ON EXPERIENCE AND WRITTEN IN FASHION TO BE USED FOR DESIGN OF NEW PROJECT.

5. MISSION BELIEVES TEAM OF TWO INTERNATIONAL EXPERTS WORKING FOUR WEEKS IN CONJUNCTION WITH ONE OR TWO ECUADORIANS WOULD BE SUFFICIENT TO CONDUCT EVALUATION. TEAM SHOULD HAVE SKILLS IN EVALUATION, INSTITUTIONAL DEVELOPMENT, ADMINISTRATION, MANAGEMENT, CONSTRUCTION, AND MAINTENANCE OF WSS SYSTEMS, COMMUNITY ORGANIZATION, AND IF POSSIBLE RATE SETTING. TEAM MEMBERS SHOULD BE SENIOR, EXPERIENCED PERSONS, FLUENT IN SPANISH AND FAMILIAR WITH DESIGN AND IMPLEMENTATION OF WSS PROJECTS.

6. MISSION MUST HAVE DRAFT REPORT IN ENGLISH AND SPANISH CONTAINING FINDINGS AND RECOMMENDATIONS BEFORE TEAM LEAVES COUNTRY. TEAM SHOULD COME PREPARED TO PAY AND CONTRACT FOR TYPING, TRANSLATING, AND OTHER ADMINISTRATIVE COSTS OF EVALUATION. EVALUATION REPORT IS NEEDED FOR DRAFTING NEW PROJECT PAPER. MISSION NEEDS REPORT BY END OF MARCH AT LATEST THUS EVALUATION HAS TO START BY BEGINNING OF MARCH, EARLIER WOULD BE PREFERABLE.

7. BECAUSE OF SHORT LEAD TIME AND FACT THAT MISSION HAS NOT YET RECEIVED PDS BUDGET, MISSION REQUESTS ST/H FUNDING FOR PROPOSED EVALUATION. MISSION REQUESTS THAT WASH IDENTIFY CANDIDATES FOR TASK AND TELEPHONE MISSION HEALTH OFFICER ABOUT CANDIDATES OR FAX CURRICULA VITAE TO MISSION ASAP.

8. MISSION REQUESTS ST/H ADVISE MISSION OF ACCEPTABILITY OF PROPOSED EVALUATION WITH COMMENTS OR SUGGESTIONS, USE OF WASH TC CONDUCT EVALUATION, AND CONFIRMATION THAT ST/H WILL PAY FOR EVALUATION. HOLWILL

BT
#5956

NNNN