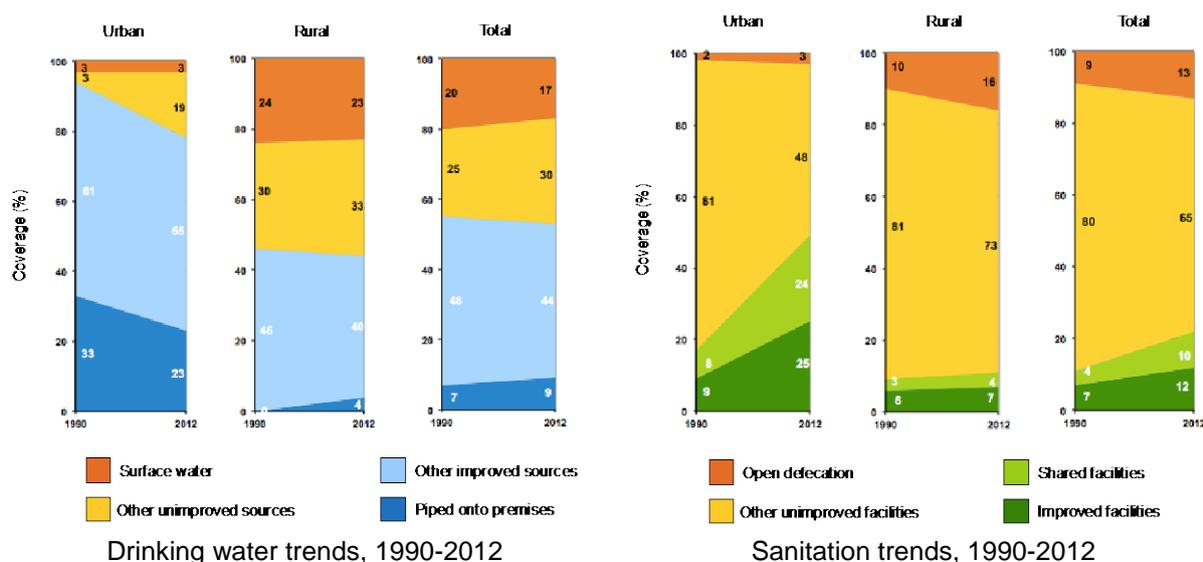


# Tanzania Country Programme Evaluation

## Background

### Country context

Tanzania is East Africa’s largest country by area and population (47 million). A growth rate of 2.7% p.a. implies an annual increment of 1.25 million people, presenting a significant challenge for sustaining development and service provision. The economy is achieving growth rates above 6% p.a., but the benefits are unevenly distributed – 28% live below the poverty line and the number of poor people is unchanged since 2001. Joint Monitoring Programme data show that improved drinking water coverage had reached only 53% by 2012, while improved sanitation coverage stood at 22%, leaving Tanzania well short of its Millennium Development Goal targets.



The water, sanitation and hygiene (WASH) sector is characterised by harmonisation of funding and approaches under the ambitious Water Sector Development Programme (WSDP). Results from WSDP Phase I (2007-14) were hampered by low sustainability of water supplies. Phase II (2015-19) has a massive US\$3.3 billion budget and will place greater emphasis on rehabilitation opportunities and sustainability measures. A stand-alone sanitation and hygiene component is also to be included.

## WaterAid Tanzania

WaterAid has operated in Tanzania since 1983 and its current Country Strategy (2011-16) targets 546,000 people for safe drinking water, 402,000 for improved sanitation, 330,000 for hygiene behaviour change and 3.6 million for influencing work. The Strategy launch was accompanied by a restructuring into Maji (water) and Usafi (hygiene and sanitation), but a more typical Urban/Rural programming structure has since been re-introduced. The Country Programme (CP) budget is growing at 11% p.a. and should reach £2.9 million in 2014/15. WaterAid operates from Dar es Salaam and currently employs 32 staff.

The CP implements domestic and school WASH (SWASH) programmes through partners in Dodoma, Manyara, Singida and Tabora Regions and in slum areas of Dar es Salaam. It supports sector accountability and performance monitoring by civil society, and also aims to improve the performance of urban utilities. In its first major engagement in the health sector, it works in Zanzibar to improve access to, and knowledge of, sexual and reproductive health, and to make birth environments and health facilities safer through WASH provision.

An evaluation of the CP was carried out in September 2014 by an independent consultant and WaterAid's Regional Programme Manager, aiming to provide a high-level assessment of WaterAid's relevance and effectiveness, a review of technical excellence and recommendations for the next Country Strategy.

## Findings

### Sector analysis and alignment

WaterAid's approach in Tanzania is guided by a sector analysis conducted during Country Strategy development. Identified blockages included low levels of sustainability in water supply, under-resourcing of sanitation, weak inter-ministerial coordination, slow pace of LGA decentralisation and weak governance, accountability and performance monitoring. These themes were well captured by an Influencing Approach Paper (2013). There are opportunities too: WSDP has brought a much-needed funding boost; new legislation has clarified roles and responsibilities; and the Government has set targets for improvement in social services under its 'Big Results, Now' initiative. WaterAid's strategy responds to these trends while seeking to further influence and improve the sector environment.

### Geographic and thematic focus

WaterAid supports WASH interventions in 11 districts plus Dar es Salaam, representing a wide range of conditions and livelihood groups. While there is nominal targeting of under-served areas, geographic selection more evidently results from institutional inertia and the locations of implementing partners. A more formal geographic targeting strategy would reduce the risk of unmanageable spread, or indeed of excessive concentration. The CP has wisely not overwhelmed itself with a proliferation of technologies and approaches. The design of programming

nevertheless suggests an interest above all in extending coverage. Given that the five-year water beneficiary target will not match even six months' population growth, this cannot be WaterAid's main contribution and a re-balancing of service delivery and learning and influencing has merit.

### **Suitability of technologies and approaches**

The water supply programme introduces a range of technologies under local management. Domestic sanitation and hygiene promotion follows the 'Mtumba' approach, while SWASH entails the provision of latrines and complementary support for the establishment of children's WASH Clubs and SWASH Funds for facility maintenance. While these approaches generally deliver the right service, there are questions around cost and complexity that may impede management by beneficiaries and scale-up by Government.

For example, the fact that only 55% of Tanzania's water points are fully functional suggests that current designs and management approaches are not effective in sustaining service delivery. However, there is little evidence that this has changed WaterAid's ways of working. Similar concerns apply to the sanitation and hygiene work, where Mtumba relies on face-to-face interaction with a facilitator so offers little opportunity for leveraged scale-up.

The SWASH approach faces similar challenges in going to scale as the prescribed latrines are relatively expensive. In summary, rural service delivery is not sufficiently responsive to the experiences of past implementation that point to a need for simpler, cheaper and more replicable approaches.

### **Marginalisation and exclusion**

The CP targets marginalised and excluded groups geographically, by working in underserved Wards and in areas where there are populations of pastoralists. It is important to see the engineering challenges of providing water to hard-to-reach groups in their wider social context, given that extending coverage has potential to cause conflict in areas dominated by pastoralists whose grazing lands are under pressure from incoming farmers. WaterAid has experience in such areas and should be able to develop solutions that avoid worsening conflict, while meeting the needs of pastoralists effectively.

Efforts to assist children with disability through the design of school latrines are commendable, although the practice of providing dedicated facilities for such children is more exclusive than it is inclusive. It would be preferable (and cheaper) to ensure that all latrines are usable by all people. In its urban work, WaterAid targets marginalised slum communities with commercial pit latrine emptying services, and its partnership in the development of the Gulper has made a useful contribution to providing a technically appropriate and commercially sustainable solution.

## Partnership

WaterAid is emerging from a period of turbulence with implementing partnerships – four partners were dropped in 2014. This decisive action should deliver improvements in efficiency and relations, allowing deeper and more innovative relationships to develop. WaterAid engages with strategic partners at high level, which has enabled it to stay informed of major sector developments and contribute to policy dialogue.

It has a challenging strategic partnership with the CSO network TAWASANET. While it has been assumed that there is a need and opportunity for an umbrella WASH organisation to provide voice for civil society, it has become unclear whether space for such voice exists in a way that cannot be filled by other organisations. Lacking a clear role, TAWASANET is perceived as an extension of its donors and there is potential to redefine its role towards better servicing its own members. WaterAid's Government partners are the Ministries of Water, Education and Health, and LGAs in the areas where its partners work.

Particularly productive partnerships exist with the National Institute for Medical Research (usefully part of the Ministry of Health) and the Ministry of Education (through a consortium approach with UNICEF and SNV). Government nevertheless sees WaterAid primarily as a donor and service provider. Efforts to engage more strategically on long-term collaborative projects are clearly helpful in countering such misunderstanding, but this is made difficult by a one-year project cycle.

## Policy advocacy

WaterAid has appropriately targeted WSDP in its policy advocacy effort and is accepted as a credible advisory organisation by the WSDP partners. The potential for a coherent and implementable influencing strategy to serve as the bridge between sector blockages and WaterAid's own programme design has not yet been fully realised.

Therefore, although there have been several notable advocacy successes – in SWASH and water point mapping, for example – there could be many more. WaterAid's Influencing Approach Paper contains relevant objectives, but these are yet to be translated into specific influencing targets with measurable outcomes. There is also a lack of shared ownership of the influencing approach and objectives across the organisation, particularly in programming. This is resulting in missed opportunities to add further value to the sector.

## Learning

WaterAid has gained considerable institutional experience during its 30 years in Tanzania, and has adapted its approaches over time in response to sector changes and lessons learned. It is nevertheless challenging to retain all lessons and ensure that positive experiences are built upon and failures not repeated. Inconsistency in learning not only affects the internal ability of WaterAid to improve and develop, but

also limits the scope for consumption and adoption of its findings and ideas across the sector. There have been examples of donors rejecting low-quality published outputs, denting WaterAid's reputation.

## Service delivery

Service delivery has been a strong point of the CP and the Country Strategy targets should easily be met by 2016. Given that the Mtumba approach is credited with contributing 78% of CP beneficiaries, however, it is vital that the M&E data on sanitation and hygiene are confirmed as reliable. The quality of water supply and sanitation hardware installed by WaterAid's partners is generally of a high standard, often excellent.

Challenges facing sustained management of water supplies by community-based institutions nevertheless need to be addressed. Service provision in school sanitation is excellent and innovative efforts have been made to reduce construction costs. The training and institution-building aspects of SWASH are delivering less impressive results, with efforts to set up student clubs and WASH Funds not proving sustainable. Teachers do not seem motivated to sustain these institutions, perhaps because they are not part of assessment by the Ministry or a requirement within the curriculum.

Further institutionalisation at ministry level would improve viability. Lastly, the domestic sanitation programme in rural areas is heavily dependent on Mtumba, and LGAs are being encouraged to construct Ward-level San Centres. There are challenging questions around these institutions and insufficient evidence that WaterAid is properly raising these questions to inform learning and innovation.

## Technical review

Low functionality rates of water supplies are a major area of concern across the sector. This is one reason for an additional emphasis on sustainability in WSDP II and a move towards results-based financing by its main donor.

Sustainability is equally challenging in sanitation and hygiene, where improvements in latrine quality may be less impressive than the M&E data suggest, and where the adoption of key hygiene behaviours seems to be short-lived. Schools have been encouraged to establish WASH funds for facility maintenance, but payments into these funds are well below target and have mostly dried up. Two factors negatively affecting sustainability are the perceived inevitability of WaterAid's support and the fact that it does not require community cash contributions. Seeking advance community commitment and a financial contribution would take more time, but it is this proper planning before construction begins that may be key to improving long-term functionality.

Given the sustainability challenges, there is also a need to explore ways to trial new technologies and management regimes. This requires a trade-off between striving

for more beneficiary numbers and engaging in novel and potentially riskier approaches.

## Conclusions

WaterAid has developed a strong organisational reputation in Tanzania and has achieved notable successes in influencing the WASH sector. It is accepted by high-level actors as a credible practitioner capable of bringing valuable experiences to the level of policy.

Technical standards are generally very good, and there has been a sensible effort to rationalise the scale and scope of the CP to ensure a manageable programme of work with potential for achieving depth and impact. The CP is nevertheless focussed on service delivery using models that have not evolved sufficiently in response to limitations around cost, complexity and sustainability. The result is a perception by many in Government of WaterAid as a donor and implementer that exists primarily to extend coverage.

Steps are being taken to remedy the situation and more can be done to pilot new approaches. This will demand high-quality staff capable of intelligent analysis and dynamic thinking, as well as collaborative efforts with cutting edge partners from within and outside the WASH sector. If WaterAid accepts and responds to the shortcomings that affect the sector, then its stature will grow as it perpetuates a reputation for rolling out successful projects and useful research.

## Abridged recommendations

No.	Finding	Recommendation
1	Weak functional links between programmes and policy/advocacy	<ul style="list-style-type: none"> <li>• Reduce influencing objectives</li> <li>• Develop targets and indicators for each</li> <li>• Integrate influencing objectives in programme design, implementation and monitoring</li> </ul>
2	Models of service delivery not evolving in response to identified limitations of cost, complexity and sustainability	<ul style="list-style-type: none"> <li>• Establish life-cycle costs for water supply to evaluate viability and tariffs before installation</li> <li>• Identify, research and implement private leasing and other management models</li> <li>• Innovate in water supply technology for cost reductions</li> <li>• Introduce 1-year lead-in before commitments are confirmed</li> <li>• Introduce cash contributions and competitive bidding</li> <li>• Explore roving mechanics for O&amp;M</li> </ul>
3	Strategic thinking not apparent in geographic targeting	<ul style="list-style-type: none"> <li>• Develop formal strategy for geographic targeting</li> <li>• Work with embedded local partners rather</li> </ul>

		than bringing organisations into new areas; mainstream innovation within those partnerships using outside innovators
4	Mtumba impact likely to be over-stated	<ul style="list-style-type: none"> <li>• Conduct independent verification of sanitation and hygiene data, as starting point for in-depth review of Mtumba</li> </ul>
5	School latrines costly, WASH Funds not being sustained	<ul style="list-style-type: none"> <li>• Innovate further in school latrine design for cost-saving</li> <li>• Work with Ministry of Education to strengthen institutionalisation of clubs and maintenance funds</li> <li>• Work with LGAs on budgets for maintaining school sanitation facilities</li> </ul>
6	Dedicated latrines for children with disability are 'exclusive'	<ul style="list-style-type: none"> <li>• Build latrines with single entrance and one cubicle with wider door and moveable seat</li> <li>• Promote 'inclusivity by design' more widely</li> </ul>
7	Water coverage in pastoralist areas risks exacerbating conflict	<ul style="list-style-type: none"> <li>• Review Kiteto experiences; explore options to disperse herds seasonally</li> </ul>
8	Limited working collaboration with SNV	<ul style="list-style-type: none"> <li>• Reach out to SNV for potential collaboration and joint fund-raising</li> </ul>
9	TAWASANET not functioning as intended	<ul style="list-style-type: none"> <li>• Discuss options to redirect efforts from national advocacy to practical, member-oriented services</li> </ul>

## Lessons learned

The evaluation raises the familiar question of how to balance delivery of beneficiary numbers with leveraging influence over major strategic partners. Through the mechanism of WSDP, influencing and advocacy ultimately promises to deliver more significant and enduring impact. However, pressure to generate ever-higher user numbers can be difficult to resist. Striking a balance between the two speaks as much to WaterAid's global approach and its management of donor expectations as it does to the Tanzania CP. WaterAid's experiences in Tanzania also demonstrate the emerging benefits of a programme that is compact and contained, geographically and thematically. Efforts to work with fewer partners in fewer areas sets the scene for a deeper and more focussed CP, in which selected areas can be chosen for developing niche expertise.