

WaterAid in Mozambique

Country programme evaluation

This evaluation of WaterAid's country programme in Mozambique was carried out in March 2011 and focuses on the relevance and effectiveness of the country programme's work in relation to national priorities and WaterAid's global aims. WaterAid works in rural Niassa and Zambezia provinces and there are urban programmes in Maputo and Quelimane (the provincial capital of Zambezia).

This briefing note presents a summary of the key findings and draws out messages that may have wider implications for both WaterAid and the WASH sector.



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Context

Mozambique has a relatively small population (22.9 million) which is predominantly rural; Maputo is the only city with a population exceeding one million (1.589 million). Water supply coverage is 77% for urban and 38% for rural areas. Sanitation coverage is much lower at 29% for urban and only 4% for rural areas.

3.4% of the national infrastructure budget in 2008¹ was for water; there is no separate budget for sanitation. The commitment for sanitation in 2008 was US\$36 million (MZN 1 billion), 86% of which was funded through Official Development Assistance (ODA)². ODA reached 22.5% of gross domestic product (GDP) in 2007, making Mozambique the 11th most aid-dependent country in the world. WaterAid's programme budget was US\$2.7 million in 2009/10.

At the national level the Government of Mozambique is proactive with sector coordination; a national forum (GAS) meets monthly and a 'common fund' (sector basket fund) has been established for the rural water supply and sanitation programme (PRONASAR).

Findings: relevance

The relevance of WaterAid's country programme is rated as good; a particular strength is the response to the government's decentralisation policy whereby WaterAid has structured its own planning and financial procedures to align with those of the government.

The geographic locations of WaterAid's programme are highly appropriate, targeting some of the most remote and vulnerable communities. There is little evidence of inequity

on the grounds of ethnicity, age or religion. There are good examples of inclusive latrine design for disabled people in Maputo, but more attention needs to be paid to this in rural programmes. WaterAid could improve targeting through a more detailed analysis of its annual monitoring data on service use, assessing intra-community differences in uptake, coverage and exclusion.

WaterAid's lack of capacity due to unfilled positions, particularly the lack of technical support within the senior management team, is clearly a major constraint to advancement. There are several reasons for this, including the remoteness of some of the locations where WaterAid works and the lack of technical expertise in the sector in areas such as urban sanitation.

Findings: effectiveness

The effectiveness of WaterAid's country programme is rated as good. WaterAid has been successful in promoting appropriate and productive relationships with both civil society partners and the government. Overall, the programme has been successful in service delivery, although there are some issues to be addressed, in areas such as urban sanitation (outlined below).

Partnerships

WaterAid works directly with non-governmental organisation (NGO) partners in each district. These partners are responsible for mobilising and sensitising communities in preparation for managing and using water and sanitation services, including the sharing of information on improved hygiene practices and safe management of water.

The nature of the relationship is positive; in some cases the partners have been developed by WaterAid as outreach organisations. WaterAid has shown a willingness to address weaknesses and to replace partners where performance is not effective.

In urban areas, the lack of formal service provision has given rise to a number of small scale independent service providers (SSIPs) in

both water supply and sanitation. WaterAid does not currently engage with these SSIPs and is missing an opportunity to work with existing service providers, particularly in urban sanitation.

Technical approaches

The rope pump has been successfully introduced and used to protect and improve shallow wells in rural areas; it is now a government-approved technology. WaterAid can take much of the credit for the rope pump's sustained promotion and installation with support from the Swiss Development Cooperation. The Afridev pump is widely used and functionality is regularly monitored; protected springs are used where appropriate.

Rural latrines are appropriately designed and generally well-built; where quality control issues arise these are identified and addressed. While it was not possible to specifically evaluate hygiene behaviour change, positive indicators include the presence of water and ash or soap for hand-washing in the vicinity of latrines and the observed use of wash areas.

In Maputo, WaterAid has been involved with the successful introduction of water kiosks, facilitated by excellent working relationships with the utility. Experience with urban sanitation is mixed; for example, the piloting of urine diversion latrines has proved unsuccessful as the subsidy (up to US\$750 per latrine) is neither affordable nor sustainable, children do not use the latrines and collected urine is often deposited on the ground. It is important that WaterAid engages with local private sector material suppliers and pit emptiers, in addition to supporting local NGOs that may be duplicating local private sector services.

Sustainability of rural water

The rope pump appears to perform well. As long as spare-parts are available, communities can manage repairs. However, without a reliable long-term option for spare parts provision, the sustainability of the pump is open to question. Spare parts for Afridevs are not always accessible and as a result repairs are not always carried out.

Government-sponsored rehabilitation programmes for non-functional water points take place each year; however, the criteria to assess whether the local government or the community should pay for the work are unclear. WaterAid now proposes to undertake a sustainability pilot project to investigate the problems further.

Planning

WaterAid works closely with the government in the planning process. District governments plan the installation of new water points following a review process coordinated by community development committees. WaterAid agrees with the government which aspects are to be funded and agrees an annual programme of work with the district government. The district government then manages the procurement process and pays for the required services through its Planning and Infrastructure Service section.

WaterAid's excellent water mapping data demonstrates that target districts have low rates of coverage but it is not clear how this informs community selection. Similarly, WaterAid undertakes a comprehensive annual monitoring survey which represents a significant investment of time and resources. It is not clear if or how the data collected informs future community selection for new or remedial work. Similarly, existing monitoring data and tools could be applied to improve poverty-based targeting of interventions in the urban sanitation programmes.

Messages from Mozambique

Taking the government seriously

WaterAid's partnerships with provincial and district governments are strong, and both the operational and financial support are highly valued. The relationship with the national government is equally valued; central to this is the alignment with the government's decentralised planning processes. There is a strong sense of government ownership of WaterAid's programme, with relations appearing to be both cordial and productive. One district administrator in Zambezia reported WaterAid as being 'at one' with the government.

The commitment of WaterAid to this government-led approach is verified by the direct flow of funds from its programme in Maputo to the District Administration which manages the disbursement for WaterAid's projects. The government views this as a demonstration of trust. Tracking financial flows is arguably one of the most powerful means of measuring commitment to a partnership.

Technical capacity within decentralised government is very weak and constitutes, along with the lack of financial commitments, the principle blockage within the sector in Mozambique. WaterAid has begun to address this by providing appropriate embedded support at district level.

Sanitation: subsidy, sustainability and scale

National progress on improving water and sanitation coverage is slow, with only 4% coverage for rural sanitation. This raises a number of issues with respect to rural programming approaches.

WaterAid supports a small number of target communities with the aim of achieving 100% coverage. Latrine slabs and pit lining materials (where required) are fully subsidised (US\$20-25) for all households (except in Namarroi in Zambezia, where vulnerability criteria are applied; as a result, approximately 80% of households qualify for this subsidy).

The positive aspect of this approach is that it appears to be producing sustainable solutions with positive local impacts. The downside is that it involves a high intensity of effort and a concentration of financial resources for a limited number of beneficiaries. The 'sanitation footprint' is small and the approach is not workable at the scale required.

The Community-led Total Sanitation (CLTS) approach is being promoted via the government's PRONASAR programme (this does not involve subsidy for latrine components). While initial uptake is good, its sustainability in Mozambique is unproven³. WaterAid could modify its current approach to increase its sanitation footprint while retaining the positive

aspects of its achievements to date by focusing on demonstrating the positive effects of latrine use. For example:

- 1 Focus efforts on the promotion of latrine use and reduce both the level and availability of the subsidy through more rigorous application of the vulnerability criteria.
- 2 Review annual monitoring data to assess the unsubsidised uptake of latrines.

Striking the balance: service delivery and influence

WaterAid is working in Niassa and Zambezia provinces. Niassa is one of the most sparsely populated and remote provinces with no other active donors. Zambezia is the most highly populated provinces but has one of the lowest rates of water and sanitation coverage in the country.

This presents major service delivery challenges to the programme, which are made more difficult by the significant number of unfilled technical positions in the WaterAid team. Finding the right balance with the non-service delivery aspects of the programme is problematic.

This is reflected in WaterAid's low visibility and low profile in Mozambique's national water and sanitation sector, where it is not perceived by other sector actors to actively engage in debate. There is a strong sentiment in support of WaterAid and a belief – correctly – that it has a lot to offer based on years of field experience. However, there is no particular sense of what WaterAid's position is on current hot topics in the water sector (for example, the promotion by other agencies of CLTS, which is not currently espoused by WaterAid in Mozambique) or of what it wants to advocate for.

Major opportunities now exist to create alliances with like-minded agencies and individuals to develop the evidence-base and messages to support advocacy positions and engage actively in sector discussions.

Recommendations

Resolve the internal human resource constraints through rebuilding the senior management team and strengthening the technical capacity of the organisation.

Increase the visibility of WaterAid in the national sector – decide on the key issues for advocacy and advance these positions in alliance with other WASH sector organisations.

Develop a sector engagement strategy with the government's new rural WASH programme, specifically with approaches to WASH sustainability and CLTS.

Modify programming approaches to focus on scale and sustainability to move away from full subsidy of household sanitation and make more use of the small scale private sector. Investigate partnerships with district governments in the proposed sustainability pilot project for rural water.

Make planning more dynamic by capitalising on existing relationships, data and project experience through promoting tripartite links between district governments, NGO partners and WaterAid. Use monitoring and mapping data to improve planning and targeting of investments and operations.

Document and disseminate experience in order to embed learning. Prepare briefing notes on key technical and operational experience with a dissemination strategy that identifies appropriate audiences, channels and formats.

Endnotes

¹ [http://www.undp.org/mz/en/content/download/1453/6512/file/2008 Mozambique Report on the Millennium Development Goals.pdf](http://www.undp.org/mz/en/content/download/1453/6512/file/2008%20Mozambique%20Report%20on%20the%20Millennium%20Development%20Goals.pdf)

² AMCOW/WSP (forthcoming 2011) *Country Status Overviews on Water Supply and Sanitation 2010: Country Case Studies*. Commissioned by the African Ministers' Council on Water. Data reported in Cotton et al (2011) *Mapping EU Support for Sanitation to Africa*. Africa Working Group of the EU Water Initiative, European Commission.

³ This was a key finding from an independent evaluation of WaterAid's involvement with CLTS in Nepal, Nigeria and Bangladesh in 2008.



WaterAid transforms lives by improving access to safe water, hygiene and sanitation in the world's poorest communities. We work with partners and influence decision-makers to maximise our impact.

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