

## **Making Decentralization by Devolution work in Water and Sanitation Service Delivery a**

### **“Case study Water Point Density Mapping”**



#### **Overview**

Since 2001, Tanzania has been undergoing several sector reforms with new policy formulations, all geared at ensuring effective and efficiently provision of development initiatives. The National Water Policy (NAWAPO) was revised in 2002, and a National Water Sector Development Strategy (NWSDS) was formulated in 2004. The Government of Tanzania has developed a new National Strategy for Growth and Reduction of Poverty (NSGPR or MKUKUTA), and is now actively pursuing their policy of 'decentralisation by devolution'. WaterAid also has a new International Organisational Strategy for the period 2005 - 2010. This paper looks at the process so far reached in sector reform, analysis of the sector and the mechanism of achieving effective decentralization with planning's one tool for involvement of stakeholders

#### **Tanzania - the country**

The United Republic of Tanzania is a single sovereign state who's territory consists of mainland Tanzania and Zanzibar (Unguja and Pemba islands). With a Population of 33.5 Million people<sup>1</sup> Access to protected water source is at 46% rural and 90% in urban and estimated sanitation 87% both rural and urban.<sup>2</sup>

Mainland Tanzania covers an area of approximately 937,000 sq.km. It's highly indented coastline of some 800km borders the Indian Ocean to the east. Officially Dodoma is the capital of Tanzania and the parliament is based there, but Dar es Salaam remains the 'economic capital' and all foreign diplomatic missions remain in Dar.

#### **WaterAid programme in Tanzania,**

WaterAid started working in Tanzania at Dodoma in 1984. Between 1989 and 1991 contacts were established with the Government's water department and they became our main partner in Dodoma. **This partnership has developed into the well-known WAMMA programme.** Subsequently WaterAid expanded into Tabora, Kiteto, Dar es Salaam and Singida Urban. In its service delivery programmes WaterAid works in partnership with government, communities, NGOs and the private sector. Recently WaterAid established its policy programme based in Dar es Salaam and working in closely with the Directorate of Policy and Planning in the Ministry of Water

In recent years the WaterAid programme in Tanzania has focused on implementing the Government of Tanzania's Water Policy. We now have over 14 years of experience in

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<sup>1</sup> National Census 2002

<sup>2</sup> National census 2002

developing project methodologies to deliver sustainable water, sanitation and hygiene promotion programmes to some of Tanzania's poorest communities.

WaterAid Tanzania is one of WaterAid's biggest country programmes. The organisation has a total of 60 staff and an annual budget of over \$2 million and contributing over 70,000 water beneficiaries annually for the past 5 years

## **1. Water sector Reform - WATSAN Sector Analysis**

### **Water Resources**

Tanzania is relatively dry with more than half the country receiving less than 800mm of rainfall per year on average. Central and northern parts of the country (referred to as semi-arid zone) receive less than 700mm/year and are dry for an average of seven consecutive months each year, and river flows in these areas are seasonal. In the southern, western and northern highlands, which receive more than 1,000mm of rainfall per year, rivers are perennial. The Ministry of Water asserts that "Tanzania has sufficient surface and ground water resources to meet most of its present needs<sup>3</sup>". Ground water is a major source of water, especially in the semi-arid zones. The country is divided into five major drainage systems, and further divided into nine river and lake basins for the purpose of management of water resources by Basin Authorities or Office.

### **Water Supply coverage, access and equity**

The 2002 Census<sup>4</sup> reports that 42% of rural households and 85% of urban households have access to improved water supply (being households that get their main source of drinking water from a piped supply or protected well or spring). Urban data can be further split into Dar es Salaam 88% and other urban 84%. The Ministry of Water routine data typically understates urban coverage most probably due to the fact that they report only municipal piped schemes, and omit private sources and households accessing piped water from neighbours. On the other hand for rural areas despite significant discrepancies there is no clear pattern of over or under reporting.

According to Ministry of Water statistics at least 30% of all existing water systems do not function<sup>5</sup>. While some of these official figures seem inconsistent and trends over time do not reflect investments there is general agreement on the inequitable access. Average coverage figures tend to mask very uneven distribution between Regions (excluding Dar es Salaam, these range from 20% to 77% combined urban and rural). There is further inequity between districts (ranging from as low as 4% and 5% for example in districts in Tabora Region up to over 80% in other areas), and again within Districts between wards and villages.

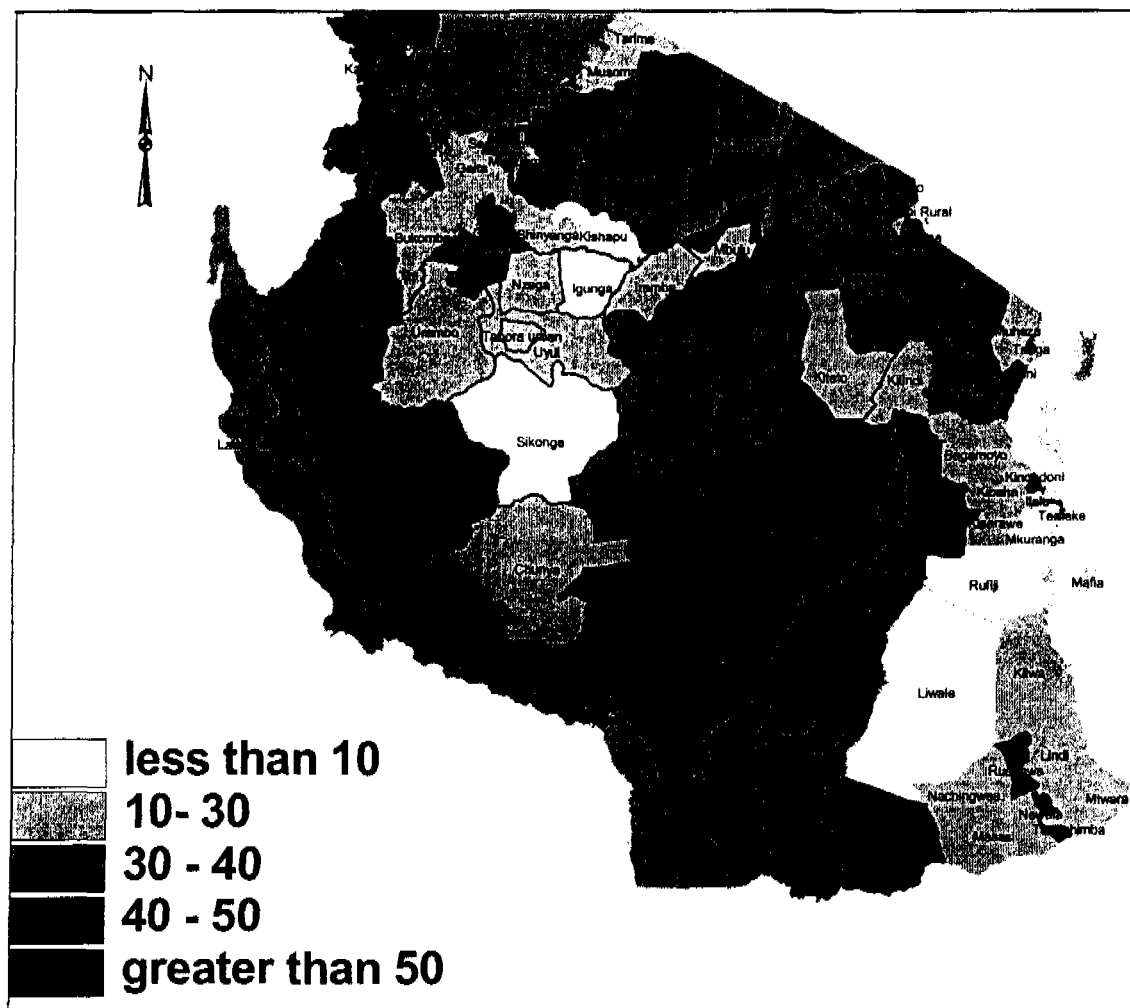
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<sup>3</sup> United Republic of Tanzania, Ministry of Water and Livestock Development, National Water Sector Development Strategy [Draft June 2004]

<sup>4</sup> United Republic of Tanzania, National Bureau of Statistics, 2002 Population and Housing Census

<sup>5</sup> United Republic of Tanzania, National Water Policy 2002

**Map 1. % Of households accessing safe clean water in rural areas of Tanzania in 2000/1**



*[The area outlined in blue indicates WA Tz nominal rural area of operation in Dodoma, Tabora, Manyara and Singida Regions, although we are not currently operating in all districts]*

**Water supply technologies and costs**

Tanzania mostly uses only 3 water supply technologies, with significantly different cost implications. Protected spring or **shallow well** with handpump **costs approx \$25 per capita**, Piped scheme distributing water from borehole or spring to village or small town **\$50 per capita** and Piped scheme distributing water from surface source (lake, dam or river) used mainly for town and urban water supply is approximately **\$150 per capita**.

Clearly use of lower cost options can enable more people to be served with the available resources, and in principle these are likely to be more affordable to poorer

communities both in terms of contributing to the capital investment and for running and maintenance costs. These water sources also carry considerably less of a 'latent' national burden, in terms of rehabilitation, than the larger piped water supply schemes.

### **Water Policy in Tanzania**

Considerable efforts were made during the International Drinking Water Supply and Sanitation decade in the 1980's to improve water coverage albeit with negligible long-term effect. The Government's response to the failed decade was to introduce a new National Water Policy in 1991 that emphasised community empowerment and control, but paid little attention to cost-effectiveness, sector coordination and decentralisation.

In 2002 the Government published a revised National Water Policy. The main objectives of the 2002 National Water Policy are to;

- Address cross-sector interests in water resource planning, development and management
- Lay a foundation for sustainable development and management of water resources in the light of the changing role of government away from service delivery
- Ensure full cost recovery in urban areas whilst endeavouring to ensure services to vulnerable groups
- Ensure full participation of beneficiaries in planning, construction, operation and maintenance of community based domestic water supplies in rural areas

The new policy accepted that the Central Government would **"change its role from being an implementer to a regulator, facilitator and coordinator"**. The policy failed to recognize clearly the role of Local Government to "to ensure service delivery" by appropriate means - a role clearly enshrined in the Local Government Reform Agenda. **The National Water Sector Development Strategy, developed in 2004, sets out how the National Water Policy will be implemented, including outlining the institutional and legislative changes required.** The strategy does finally acknowledge the role of Local Government in service delivery.

### **Rural water policy**

The National Water Sector Development Strategy outlines a number of goals relating to rural water supply. It recognises the role of water services in reducing poverty, and the need to target low-income groups in both rural and urban areas. Strategies proposed to achieve this include; to mobilise additional resources and direct these to priority areas, to place more emphasis on low-cost alternative technologies, to promote community ownership and management of rural water schemes, to encourage NGOs and CBOs in financing, developing and managing water supply in low income areas, and to increase private sector participation in water service delivery. But the Strategy is weak on how to support Local Government to fulfill its role in water service delivery, and weak on how to support and regulate community water management entities.

### **Regulation**

The Energy and Water Utilities Regulatory Authority (EUWRA) was established in 2001 to regulate autonomous water supply and sanitation organizations, to protect

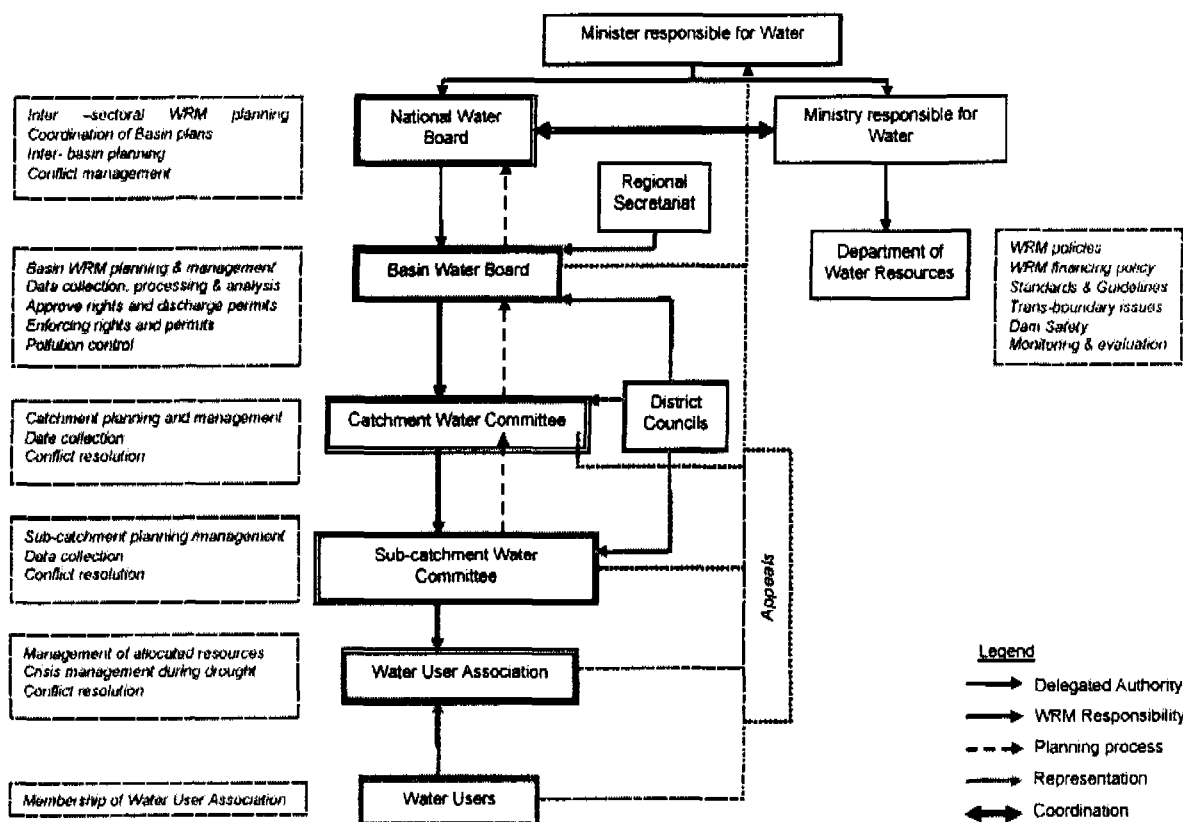
consumers and ensure fair tariff setting. EUWRA is not yet operational in the water sector as its functions have yet to be determined.

According to the National Water Sector Development Strategy, regulation of community owned water supply organisations would be exercised by the Ministry responsible for water.

### Water Resource Management

In the National Water Sector Development Strategy it is recognised that, with the role of MoWLD and its Department of Water Resources changing to that of co-ordination, policy and guideline formulation, and regulation, new institutions will be needed for water resource management. The new institutional framework<sup>6</sup> will consist of autonomous 'Basin Water Boards' in each of the 9 river basins of Tanzania reporting to a National Water Board. At local level there will be Catchment / Sub-catchment Water Committees and Water User Associations.

FIGURE 3.1: FINAL INSTITUTIONAL FRAMEWORK FOR WATER RESOURCES MANAGEMENT



### Institutions set up WRM<sup>7</sup>

#### Sanitation Sector

<sup>6</sup> United Republic of Tanzania, MoWLD, National Water Sector Development Strategy [Draft June 2004]

<sup>7</sup> Water resources management institution set-up, National Water Sector Development Strategy [Draft June 2004]

Official latrine coverage figures are currently 87%, which is surprisingly high. Recent research in Dodoma Region<sup>8</sup> confirms this high coverage, as do the 2002 Census figures. High official coverage figures mask inadequate facilities, as they fail to differentiate between 'adequate sanitation' or just 'having a pit latrine'

Responsibility for sanitation is not clearly defined. The MoWLD is responsible for sewerage, but not on-site sanitation. The MoH recently started the process of developing a 'sanitation strategy' aimed at achieving the MKUKUTA targets and eventually MDGs indicating its now taking a lead in sanitation.

### Hygiene

The core approach used by nearly all programmes has been PHAST, which is strongly endorsed by the MoH. Monitoring behaviour change is difficult, but evidence (including WA's own preliminary Bath Indicator research) indicates that, although PHAST is effective at information dissemination, it has minimal impact upon behaviour change. Supporters of PHAST approach believe it can achieve behaviour change but is often poorly and not fully implemented.

Despite the prevalence of hygiene related health problems, investment in hygiene promotion as a preventative intervention remains low priority for both government and external donors. To date little attempt has been made to adopt more innovative marketing approaches, although these are widely used for other preventative programmes such as malaria prevention and HIV/AIDs.

### Water & Sanitation targets

Over the past five years three sets of targets have been announced. The Poverty Reduction Strategy I, July 2000 aimed to increase access to adequate, **safe and clean water for the rural population from 48.5% coverage in 2000 to 85% by 2010**, with an **interim target of 55% by 2003**. The MDGs commit the global community to halving the proportion of the population without access to safe drinking water and adequate sanitation by 2015. The second Poverty Reduction Strategy, The National Strategy for Growth and Reduction of Poverty (NSGRP), commonly known as MKUKUTA, was approved in February 2005, is the successor to the PRS I, informed by Tanzania's own Vision 2025 and committed to achieving MDGs in Tanzania. WaterAid has estimated the numbers of people who will need to be served if these targets are to be achieved.

## 2. Local Government Reform.

### Decentralization by Devolution

Tanzania is administratively divided into 21 Regions. Each Region is divided into Local Government Authorities comprising rural Districts Councils and Urban Authorities. At the last count there were a total of 122 LGAs (97 rural and 25 urban). Rural Districts are sub-divided into wards which have a coordinating role, and villages with Village Governments of which there are over 10,200. Urban Authorities are similarly sub-divided into wards and then *mitaa* (or streets).

In 1998 Tanzania embarked on the process of 'decentralisation by devolution' (outlined in the Local Government Reform Agenda 1996), driven by the core reforms, especially Local Government Reform (LGR) and Public Service Reform (PSR). **LGR involves fiscal decentralisation, HR autonomy and legal harmonisation**, while the whole process is intended to be underpinned by the principles of good governance.

<sup>8</sup> Preliminary findings by LSHTD researcher, Colin McCubin, and joint research by WA and WAMMA

**The goal of LGR is poverty reduction, and the main purpose is to improve service delivery** based on principles of subsidiarity and participation, that government can be most effective and efficient if decisions can be taken at the lowest appropriate level, and, by increasing participation by citizens, local government can be made more accountable to those they are meant to serve. The assumption is that 'basic needs poverty' can be alleviated by providing better and more equitable services (health, education, water and sanitation, infrastructure, and agricultural support).

Central ministries, like the Ministry of Water and Livestock Development, are no longer responsible for direct implementation of service delivery. Their new role ("hands off, eyes on") is one of policy formulation and dissemination, support, coordination and monitoring. Within the agreed policy framework, **it is now the responsibility of the autonomous Local Government Authorities to ensure effective service delivery** through appropriate means (e.g. direct implementation, contracting private sector, or in partnership with NGOs and/or private sector). In both urban and rural areas it is the role of LGAs to coordinate development activities in their area.

Of these reforms the one that impacts most directly on WaterAid work is the **Local Government Reform, or 'Decentralization by Devolution'**.

### **3. Sector Stakeholders**

#### **Government**

Central ministries, such as the Ministry of Water and Livestock Development, have a new role ("hands off, eyes on") of policy and guideline formulation, coordination, monitoring and regulation. In rural and peri-urban areas **it is now clearly the responsibility of Local Government Authorities to ensure effective service delivery** through appropriate means (e.g. direct implementation, contracting private sector, in partnership with NGOs and/or private sector). **However, currently the majority of LGAs are characterized by low capacity to effectively delivery services, lack of skilled human resources, limited financial resources, and poor accountability.** Local Government Reform processes are devolving decision making and Fiscal Decentralisation is intended to create fiscal autonomy, and increased accountability, but the process is slow and hampered by resistance both at central ministry level and by lack of understanding at LGA level.

#### **Communities**

Rural and peri-urban communities are expected to prioritise and plan for their needs through participation in the **O&OD planning** (*opportunity & obstacles for Development*) process. They are expected to contribute to the capital costs (typically about 5%), and are then responsible for operation and maintenance of their water scheme.

There are approximately **10,000 villages in Tanzania with around 5,000 village water committees** and a further **1,000 autonomous water user entities**. These institutions are responsible for managing water supplies for over half of rural Tanzania. They reportedly have **-\$1.2 million in their bank accounts**.

There is currently little of no support for or monitoring of the community management of schemes, despite the fact that this represents the main service delivery mechanism for the rural population. The **National Water Sector Development Strategy** recognises this weakness, but responsibility for monitoring and regulation still rests with the central ministry, which remains an impractical solution.

### NGOs / Civil Society

In 1990 there were only 163 NGOs registered, compared with over 2,700 registered NGOs in 2000. Only a small percentage of those now registered could be considered capable, value-based and effective, but there is growing evidence that civil society has potential to both deliver services and engage in policy development. Distribution of local CSOs is patchy with concentrations in Dar es Salaam, Arusha and refugee affected areas. Most are heavily dependent on external funding from large donors or INGOs.

**There are relatively few LNGOs in with specific focus or expertise** in the WatSan sector. WaterAid Tanzania currently works with nine LNGOs;

### Private Sector

For much of Tanzania's post independence period, the private sector was not encouraged. Since the mid 1990's with the adoption of economic liberalization, this has begun to change and both the local and international private sectors have grown rapidly. Unsurprisingly for such a young private sector, competition is not strong and consequently costs for many goods and services tend to be high. Also the distribution of private sector players is largely focused around major urban centres, and in many rural districts there is very little formal private sector capacity. One of the objectives of the 2002 National Water Policy is to promote participation of the private sector in the delivery of goods and services, but the sector remains relatively weak for the role it is being assigned.

### External Support Agencies (Donors and Banks)

External Support Agencies have invested an average of approximately **\$50 million per year for the past five years in the water sector**, of which about one quarter has been loans. Four major ESAs (the EU, World Bank, African Development Bank and German Government) are responsible for 80% of all external support. Other significant donors include French, Chinese, Japanese and Swiss Governments. **Currently over 70% of these external funds are allocated to urban supplies, although only 23% of the population resides in urban areas, cities and towns.**

Progress seen in rural water supply over the past decade is likely to diminish as key donors like the Netherlands, Danish, Norwegian, Swedish and German Governments have withdrawn in favour of budget support and support to urban water supply. Only the Netherlands Government appears inclined to reconsider this position in the light of the MDG challenge. JICA is one of the few donors remaining in the rural sector and is focusing on Lake Victoria, Coastal zone and Dar es Salaam peri-urban areas. **The World Bank (IDA) is funding the biggest rural water supply initiative (RWSSP).** The Programme is implemented through the Ministry of Water. RWSSP, initially envisaged for 36 Districts, has recently been expanded to include all **100 rural Districts** and estimated to cost **~\$90 million, this is to be launched in 2006.** To date it has directly implemented projects in 3 pilot districts mainly through contracting private sector service providers.

Cooperation between donor agencies is generally weak, although information exchange has recently begun to improve with the establishment of an Informal Sector Donors meeting initiated by GTZ/KfW.

### Working with Local Government in Watsan sector



In the current reform process the role and responsibility each stakeholder has been defined, both at policy and legislative level. Its now Cleary the LGA role has changed its now recognized that **it is now the responsibility of the autonomous Local Government Authorities to ensure effective service delivery** through appropriate means (e.g. direct implementation, contracting private sector, or in partnership with NGOs and/or private sector. Local authority is now responsible to ensure that all development initiative originates at the lowest possible level. Though majority of LGA have limited capacity to take on their new roles effectively.

Local planning in principle originates at a village level assembly and discussed approved by a ward level assembly subsequently these ward level plans are adopted into a district comprehensive plan

The Major strength of most of local authority is on the governance structure and constituency, however there are several weakness which hinders effective development initiatives that includes, weak planning capacity, weak and unmotivated human resources, limited resources and poor sector governance.

There are several participatory and extractive methods of **sector planning**, among them, **Water point density mapping** is seen as a new method in Water sector planning and as explained in section below.

**WaterAid Tanzania aims to support the new roles of the local authority through the following strategic Aims.**

1. Develop and strengthen decentralized Local Government Authority led partnerships to deliver water and hygiene services in selected rural Districts and peri-rural areas of Municipalities
2. Pilot and demonstrate effective water and hygiene service delivery to poor urban communities not currently served by the utility
3. To build capacity and support for communities to sustain water supplies
4. Improve access to water, hygiene and sanitation services for specific poor and vulnerable groups by contributing to increased knowledge and understanding of poverty issues in the sector.
5. To develop and test new more effective approaches to promote sustainable sanitation & hygiene for poor and vulnerable people;

#### 4. Case Study: Water Point Mapping

##### What does the Census Data tell us?

Access to water supply services is often defined with respect to the presence or absence of particular technologies. **The MoWLD routine Monitoring and National Bureau of Statistics definition of access to improved water supply, includes three components: *distance, quantity, and quality.***

Tanzania is using the following criteria for determining coverage in rural areas:

- Minimum of 250 persons are making use of an improved water source;
- Distance between the user's dwelling and the improved water source should not exceed 400 meters; or 30 minutes to and from a water point and
- Consumption is 25 litres per capita per day.

##### National 2002 Census Data<sup>9</sup>

The 2002 census asked over a million households about their main source of drinking water and the toilet facilities they use. The key findings were that

- ➔ Only 42% of rural households had access to an improved source of drinking water, making the NSGRP target of 65% by 2010 look even more challenging.
- ➔ In 7 districts, fewer than 10% of households had access to an improved water sources
- ➔ In urban areas, 85% of the households had access to an improved source of drinking water. Access in non-regional towns was below 75% and in peri urban areas below 50%.
- ➔ In Dar es Salaam, although 92% of households had access to an improved water sources, over 50% of households in Ilala Municipality were getting their drinking water from wells, 9% of which were not improved.
- ➔ Over 90% of all households used toilet facilities but its is not possible to tell if these facilities amount to basic sanitation

The Water and sanitation data from the 2002 national census, although basic are an invaluable baseline for everyone working in the sector, and will no doubt be used by all Tanzanians to monitor the progress of the sector toward universal access to water and sanitation

A water point density mapping is a tool, which can be used if adopted for routine data monitoring, planning for development and maintenances. This methodology can be

<sup>9</sup> Water and sanitation in Tanzania an update based on 2002 population and housing census \_ WaterAid Tanzania

used to qualify the national census data and update on a regular basis. Below is an example of mapping exercise.

#### Strength of Mapping

- Is able to estimate access to water supply with details
- Is able to estimate the sustainability of projects
- Is able to evaluate effectiveness of technology used in any particular project area
- Is able to assist in the long term planning of water sector
- Can be used to influence resource allocation in the sector
- Can be used by local communities/Civil society to demand for better services
- Is a tool for planning maintenances of completed projects
- Can be used to monitor resources consumption
- Is also a tool to evaluate project achievements

#### Challenges of Mapping

- How to regular update the database and maps
- How can this information be accessible to the public
- Dissemination of skill in mapping analysis and data collection at local level.

Presentation on Power point Mtwapa district mapping findings - On power point

#### Conclusion

**Currently Tanzania has approx 12 Million<sup>10</sup> people who have no access to clean and safe water in rural areas and with a financing gap of US\$ 23 Million<sup>11</sup> annually there is clear need to support the process of decentralization at the lowest possible level, both fiscal and administrative. This no doubt will improve Local authority efficiency and accountability for ensuring service provision to its people if done properly. Though decentralization process is slow local authority must be given chance to work by engaging in development initiatives and advocacy for better services to its people and take up. This could be achieved by demonstrating effective and innovative service delivery models such as the water point mapping for planning and monitoring.**

<sup>10</sup> Current rural is at 53% coverage Ministry of Water routine data

<sup>11</sup> WaterAid (2005). *National Water Sector Assessment, Tanzania*.