



CTB

**AGENCE BELGE
DE DÉVELOPPEMENT**

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COMMUNITY WATER SUPPLY AND SANITATION SYSTEMS IN PERI-URBAN AND LOW INCOME SETTLEMENTS OF DAR ES SALAAM (MAJI YETU)



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1 Project form

Country	TANZANIA
Sector	Health & Infrastructure
Navision code	TAN06211T
Executing agencies	<ul style="list-style-type: none"> - Belgian Technical Cooperation (BTC) - Municipal Councils of Kinondoni, Ilala and Temeke
Funded by	<ul style="list-style-type: none"> - Belgian Government : 1.510.504 €+ 2.400.000 € - Tanzanian Government: 300.000 € - European Union: 3.647.859 €
Partner	Ministry of Water (MoW) Municipality of Kinondoni, Ilala and Temeke
Project start	August 2007 and April 2008 for EU component
Duration	Maximum 7 years (5 years for EU component)
Project management method	Co-management
Final Beneficiaries	The population of 14 selected target areas in Ilala, Kinondoni and Temeke municipality (about 760.000 persons)
General objective	Living conditions of the communities in peri-urban areas of Dar es Salaam are improved
Specific objective	Provision of clean, safe and reliable water supply and sanitation is improved in a sustainable way in 14 selected project areas in peri-urban and low income settlements of Dar es Salaam
Results	<p>Result 1: 60 water supply systems in the selected peri-urban and low income areas are designed and installed in a sustainable manner giving access to safe drinking water for 170.000 persons (i.e. 22 % of the final beneficiaries)</p> <p>Result 2: Hygiene practices and pilot sanitation facilities and services in the selected peri-urban and low income areas are improved in a sustainable manner</p> <p>Result 3: Community Owned Water Supply and Sanitation Organizations (COWSSO) are trained to manage, operate and maintain the water supply and sanitation facilities and services in an efficient, transparent and sustainable manner and are accountable to the users</p> <p>Result 4: Innovative models of O&M by COWSSO and innovative technical options for water and sanitation infrastructure and services are documented and disseminated on city, national and international levels, and information on water supply and sanitation policies and Integrated Water Resources Management (IWRM) are disseminated on local level</p>
Period covered by the report	Year 2010

2 Summary

Basically the project design is coherent and the expected outcomes should contribute to the specific objective. However the project was at the same time very ambitious but also rather vague, especially for the sanitation component. Besides, scattering the sanitation activities with no evidence of potential for replication due to the cost involved, made little sense as to reach any impact on health issues. Sanitation component will be more efficient if it is tackled and addressed as a global problem in some definite area in order to reach some results and should focus on small pilot areas addressing all identified issues (liquid waste, solid waste and drainage).

Regarding water supply the formulation document proposed to drill boreholes and to equip them with motorised pumps and a few distribution points. The number of boreholes foreseen was 60 but the expectation to drill 60 boreholes that would have acceptable water quality was not realistic. Furthermore, for such small schemes, management and sustainability issues would have been obvious. Salinity issues were certainly underestimated but potable water availability is the critical entry point for any water distribution scheme. Mitigation measures as proposed in the formulation document - water schemes that would provide water of different quality for separate use (drinking and washing) - represented a wobbly solution and were probably not achievable technically and/or financially. Fortunately, this “misconception” was acknowledged early at the start of the project and the PMT reduced rightly the number of schemes (provisionally to 15) keeping the same number of potential beneficiaries but increased their distribution network.

The project has been very much affected and delayed by some legal complications and contradictions. Without addressing the gap between the policy intentions and legal coverage of such policy implementation, the registration of viable water service organisations (COWSSOs) will be difficult. The absence of a clear and legally supported guideline for registration of these entities further postpones the discussion in the communities regarding the preferred legal entity, ownership and selection of the most relevant management model for the communities in the project areas.

On the other hand, while the scope and the budget of the project were multiplied by 4 (Water Facility + additional contributions from the Belgian Government), staffing of the project management team was only reinforced with one technical advisor. One of the key assumptions, but that was not specified in the logical framework neither in the TFF, was that the MoW and the Municipalities had sufficient capacities to play their role as expected for implementing the project. Apparently, no prior screening or assessment of these capacities was done. In the decentralisation context where responsibilities for water and sanitation service provision were shifted from central to local government authorities without really transferring the appropriate means, this appears as a fundamental omission that is threatening the planned implementation of the project.

2.1 Analysis of the intervention

Intervention logic	Efficiency	Effectiveness	Sustainability
Specific objective	C	C	B
Result 1	C	C	B
Result 2	C	C	B
Result 3	B	B	B
Result 4	B	B	B

Budget		Cost EUR	Expenses 2008 & 2009 EUR	Expenses 2010 EUR	Balance EUR	% of execution
Project management	Human resources	1.028.304	411.740	236.040	380.524	63,0%
	Travel, vehicles, office equipment & supplies	263.210	92.700	91.960	78.550	70,2%
	Local office & vehicles running costs	239.977	46.320	25.900	167.757	30,1%
	Administrative costs BTC	184.748	0	0	184.748	0,0%
Sub-Total		1.687.735	550.760	353.900	811.579	52,7%
Studies & consultations & services	Baseline study + investigation willingness and affordability to pay	49.500	18.970	31.090	-560	101,1%
	External backstopping	100.000	160	43.780	56.060	43,9%
	Investigation and design of water supply schemes	194.640	88.080	34.780	71.780	63,1%
	Local social engineering for community mobilisation	300.000	135.460	0	164.540	45,2%
	Design sanitation infrastructures and services	57.000	0	100	56.900	0,2%
	Work supervision (water supply)	154.680	0	0	154.680	0,0%
	Work supervision (sanitation)	195.000	0	0	195.000	0,0%
Undefined consultancies	50.000	0	960	49.040	1,9%	
Sub-Total		1.100.820	242.670	110.710	747.440	32,1%
Works	Test borehole drilling	143.000	27.540	101.400	14.060	90,2%
	Construction of water supply systems	1.800.000	0	0	1.800.000	0,0%
	Pilot sanitation infrastructure	1.200.000	0	0	1.200.000	0,0%
	Medium scale drainage	675.000	0	0	675.000	0,0%
	Solid waste management	191.550	0	0	191.550	0,0%
Sub-Total		4.038.054	27.540	101.400	3.880.610	3,2%
Trainings	Training COWSSOs on O&M	142.020	0	1.750	140.270	1,2%
	Training of local organisations for social engineering	49.420	0	0	49.420	0,0%
	Training on monitoring water quality at municipal level	30.000	13.110	1.390	15.500	48,3%
	Training and capacity building at municipal level	60.000	0	1.300	58.700	2,2%
Sub-Total		281.440	13.110	4.530	263.890	6,2%
Various equipment	Equipment for set up sanitation services	79.200	0	0	79.200	0,0%
	Tools on hygiene and sanitation	12.600	0	0	12.600	0,0%
	Set up sanitation services	90.000	0	0	90.000	0,0%
Sub-Total		181.800	0	0	181.800	0,0%
Various costs	Auditing and evaluation costs	111.400	9.940	1.160	100.300	10,0%
	Contingencies	94.989	0	0	94.989	0,0%
	Visibility action	8.000	0	1.430	6.570	17,9%
Sub-Total		214.389	9.940	2.590	201.859	5,8%
Publication & dissemination	Publications & conferences/seminars	36.125	360	6.600	29.165	19,3%
	Organisation of local concertations	18.000	0	130	17.870	0,7%
Sub-Total		54.125	360	6.730	47.035	13,1%
TOTAL		7.558.363	844.380	579.860	6.134.213	18,8%

2.2 Key points

The actual Project Management Team (PMT) is unable to effectively deliver the necessary inputs as expected. The Project Coordinator (PC) cannot dedicate enough time to support the PMT in its daily activities. The PC stated herself that her role (in contradiction with the TFF) was to “*overseeing activities, not to implement them*”. The Municipal Water Engineers are also overloaded with other tasks within their departments and could not support the PMT in an effective manner as expected.

An appropriate leadership is lacking for the implementation of the project and the cope with the extensive workload requested by numerous activities and worsened by the poor outcomes of the local consultants.

The project is far behind schedule and there are serious issues that have to be tackled as soon as possible if the project intends to achieve all the expected outputs.

The project has been severely affected and delayed by the absence of a clear legal framework for the introduction of community manages water and sanitation services in unplanned settlements. This is not only affecting the “Maji Yetu” project but also future sustainable interventions in Dar es Salaam. Without addressing the gap between the policy intentions and the legal coverage of such policy implementation, the registration of viable water service organisations (COWSSOs) will be difficult. The absence of clear and legally supported guidelines for registration of these entities further postpones the discussion in the community regarding the preferred legal entity, ownership and selection of the most relevant management model for the communities in the project areas.

The time invested by the project in the policy formulation and legal advisory services were not part of the services programmed in the project concept, but are considered as essential and basic for any intervention in the water sector in peri-urban and unplanned settlements in Dar es Salaam.

2.3 Lessons learned and recommendations

The PMT early recognizes the misconception of small water schemes (60) that would have been difficult to implement and manage and the re-orientation towards the construction of larger schemes (15) keeping the same number of beneficiaries.

Here are below some of the recommendations coming from the Mid-term review:

- Reformulation of the role and mandate of the project coordinator;
- Find as soon as possible drilling company to drill the production borehole within reasonable delay of 3 to 4 months;
- Review and finalise the designs and tender documents of the selected water schemes after the completion of good pumping test;
- Acceleration of the legal framework for the project;
- One year extension of the International Technical Advisor;
- Prepare ToRs for technical follow-up financed by the BEL-TAN study funds;
- Improve documentation (workshop, meeting, sanitation experience...)

3 Evolution of the context

In 2010 the Municipalities of Kinondoni, Ilala and Temeke received a guideline from the Ministry of Water concerning the water services for unplanned settlements in Dar es Salaam. The title of the guideline is “Water and Sanitary Services for rural areas”, guidelines for establishment and registration of water user entities in rural areas (Water Sector Development Program), April 2010.

Although the instructions are “borrowed” from the approach in rural areas, it is evident that by sending these “Mwongozo” to the Municipalities, the same policy approach concerning community water services is valid for the urban unplanned settlements in Dar es Salaam.

Important aspect of the “Mwongozo” is the “Establishment and Registration of legal entities for water users”. According to the Guidelines, water associations are established by an important part of the community of the specific area. According to clause 33 : 'The proposed members of a community organisation shall prepare a Constitution or Memorandum of Agreement substantively in the form set out in the Second Schedule’ , “and submit such Constitution or Memorandum of Agreement to the local government authority for approval.

Other legal entities under a different Act are also allowed under this Act. These entities are :

1. Water User Association
2. Trust
3. Cooperatives
4. Company
5. Non-governemental organisation
6. Other entities to be established by the responsible Minister

Since 1990 the collection of water fees introduced income for the water committees in Tanzania.

Since the introduction of water fees;

- The management of the revenue by the committees have been problematic,
- Few committees were able to collect more than one million shillings while the sales for many committees exceeds 0.5 million per month,
- Few water committees have been able to expand their services using their own capacity and finances.

The “Maji Yetu” project recommends that the water service organisations which will be registered need to be adequately large to be able to contract a professional accountants, in order to manage their finances according to accounting procedures as required by the law.

The registered legal entities require annual accounts and approval of the accounts by an external auditor. The merging of water committees will allow adequate cash flow for contracting professionals.

Another lesson learnt from water utilities is that the smaller water companies will not have adequate resources and professional support for improving their performance through training and capacity building. Clustering of these small companies is therefore recommended, while it will enable hiring of external professional services.

The major threat of water utilities is “going it alone” or the confidence “that we know it all”. This can be true for the routine activities. But external expertise needs to be hired for continuous improvement and capacity development on the issues mentioned in the second column. A larger water utility will have adequate cash flow to hire professional services for training, consultancy and capacity building.

The water user association and the “Not for profit company” are recommended by the “Maji Yetu” project. However, the registrar for the water association is not yet established at municipal level and a complication is added for registration of this type of entity with the existence of two types of associations one under the municipality and one under the river basin water office. In the case of Temeke by example this would be Ruvu-Wami. The company limited by guarantee can readily be registered by a lawyer in Dar es Salaam under the company's registrar.

4 Analysis of the intervention

4.1 Institutional anchoring and execution modalities

There is actually little synergy between BTC projects in the region although Belgium offers financial and technical assistance to the Tanzanian Local Government Reform Programme. This programme was set up to strengthen local authorities and transform them into effective instruments of social and economic development. It entails the decentralization of government responsibilities and financial resources to the local level. Regarding the expected involvement of Municipal level, the CWSSP project could certainly benefit from BTC's action in capacity building of the local governments, especially in planning and management of the available natural resources.

The Tanzanian Government recognizes the importance of universal access to improved Water Supply and Sanitation (WSS) and the need to develop institutions and methods capable of rapid expansion of services across the country. The implementation of the Water Sector Development Program (2006 2025) is supposed to provide this rapid expansion. The Water Sector Development Program is a sector wide national program funded by basket, ear-marked and government budget covering the MoW's main mandate. WSDP development objective is to strengthen sector institutions for integrated water resources management and improve access to water supply and sanitation services. The Program is implemented by Ministry of Water (MoW), Prime Minister's Office for Regional Administration and Local Government (PMO-RALG), and other Implementing Agencies (IAs), including DAWASA. Funding of the WSDP strengthening activities is mainly done through Basket Funding provided by the World Bank, the European Union, the Netherlands, KfW and the French Development Agency.

The CWSSP falls under "Earmarked project" whereby the financial support goes direct to the Project without passing through the Basket Fund. Thus the project is not strengthening directly national systems and procedures or capacities regarding public financial management, accounting, procurement, auditing, reporting, monitoring and evaluation. Regarding the procurement procedures, this Maji Yetu project is specifically using EU procurement procedures and is not aligned with the recipient country tendering procedures for procurement of services and works.

There are no common arrangements with other donors, concerning planning of activities. The Water Sector Development Program is supposed to manage these topics. However, the aide-memoire of WSDP joint supervision mission (World Bank, September 2010) notices that the WSDP still faces major challenges of systematic planning, monitoring and reporting and has not been able to clearly demonstrate the achievement of program outcomes due to limited monitoring & evaluation. The accomplished output and outcome levels by the program for the last three years are much lower than their original targets. It also states that the coordination between MoWI and the implementing agencies remains very weak and that there are serious accountability issues.

On the other hand the CWSSP Maji Yetu project supports the Government in achieving its National Water Sector Development Strategy (NWSDS) of 2006 and is well aligned with the current institutional reforms in the water sector. NWSDS sets out a strategy for implementing the *National Water Policy* NAWAPO of 2002. NAWAPO aims to achieve sustainable development in the sector through an "efficient use of water resources and efforts to increase the availability of water and sanitation services". It is guided by the principles of decentralisation and delocalisation of management and services.

CWSSP activities are developed in line with *Development Vision 2025* and the *National Strategy for Growth and Reduction of Poverty*, better known under its Swahili name MKUKUTA. Universal access to safe water is one of the objectives of Vision 2025, to be realised "through the involvement of the private sector and the empowerment of local government". The importance of water supply and

adequate sanitation is recognised in the second cluster of MKUKUTA ("Improvement of quality of life and social well being"). Here, one of the primary goals is to achieve "increased access to clean, affordable and safe water, sanitation, decent shelter, and a safe and sustainable environment."

The current legislative framework for water supply and sanitation is based on the *Water Supply and Sanitation Act Nr. 12*, which was enacted in May 2009. The Act outlines the responsibilities of government authorities involved in the water sector, establishes Water Supply and Sanitation Authorities as commercial entities and allows for their clustering where this leads to improved commercial viability. It also provides for the registration and operation of Community Owned Water Supply Organisations and regulates the appointment of board members.

4.2 Specific objective

4.2.1 Indicators

Specific objective: Provision of clean, safe and reliable water supply and sanitation in 14 selected project areas in peri-urban and informal settlements of Dar es Salaam is improved on a sustainable basis					Progress: 20 %
Indicators	E	G	Baseline	Progress year N	Comments
At least 170.000 people are permanently served with 20l drinking water per day and per capita and have permanent access to some form of basic sanitation facilities (latrine emptying, wastewater and storm water drainage) by the end of implementation	X	X	0	0	The logical framework stipulates 20l/cap/day. However in the design we took into consideration that people who collect at the stand pipe will not use more than 20-25l/pers/day, but those who require house connections should be provided with 60l/pers/day. The population in a specific area could be split in 20%/80% up to 50%/50% on house hold connection/stand pipe collection. The percentage split can be individual from sub-ward to sub-ward depending on the community needs, ability and willingness to pay for the water service level.
All provided water meets Tanzanian quality standards especially containing no thermo tolerant E. Coli	X	X	NA	NA	Bacteriological analyses were done for each of the test borehole and some boreholes were contaminated by faecal contamination. Outbreak of cholera happens really often especially during the rainy season. Regarding the very high risk of faecal contamination in almost all sub wards, chlorination units should definitely be included in the scheme designs.
The installed water supply and sanitation systems are functional for at least 350 days per year		X	0	0	Construction not yet started

4.2.2 Risks and Assumptions

Assumptions	Risks	Comments
Development Cooperation between Belgium and Tanzania continues	No specific risk identified	No comment
Water sector is given high priority by the Government	Risk of duplication of effort	No comment
Collaboration among stakeholders in place	No specific risk identified	No comment
Means and management are mobilised for sanitation facilities and services	No specific risk identified	No comment

4.2.3 Quality criteria

	Score	Comments
Effectiveness	C	As the project has not achieved any results yet, we cannot address this topic.
Efficiency	C	After more than 2,5 years of implementation, the design of the water supply and sanitation facilities is not yet finalised.
Sustainability	B	<p>It is difficult at this stage to forecast about sustainability as the management model is not yet defined.</p> <p>The concept of Community management in itself seems to be more appropriate for rural development than for an urban context, where the concept of service should be promoted. Although it was mentioned that according to the law various legal entities are allowed for the water users associations and that even private sector could be hired by the water user utility to perform specific services, it was not advisable according to the officials to have a private sector operator replacing the water user association. Actual experiences with WUA's are mitigated. Community managers of kiosks and public toilets have limited technical, management and financial skills and may experience problems with social cohesion, or interference by interest groups and politics, including local leaders. Many of Dar es Salaam's community managed water schemes have fallen into disrepair or are poorly managed.</p> <p>These various considerations have been well taken in account by the PMT which is now, with the support of the External Referee, working on sustainable WUA models that would have a critical size (clustering of smaller schemes to increase the number of consumers and to achieve economies of scale) in order to have sufficient turnover and to have the possibility to recruit qualified expertise for management and maintenance. However a strong link with the "Owner" is crucial for both long-term maintenance and ensuring that the poor benefit from the operator's economies of scale. A key factor is the existence of appropriate contracts between the "Owner" - in this case the Municipalities - and the "Operator" - in this case WUAs -, that specify the level and extent of services to poor communities.</p> <p>The former will be required to supervise the effectiveness of contractual obligations and to monitor the performances of the operator. Actually the Municipalities do not have sufficient capacities to monitor the performance of existing Water Users Groups (WUGs). Adequate staffing has to be in place at district level and the PMT will have to set up a simple but effective monitoring system and build capacity at municipal level. It might also be necessary to consider hiring staff from outside the WUA if the required skills are not available among existing members.</p>
Relevance	A	<p>DAWASA does not provide piped water supply in most of the project areas but there are a lot of private boreholes and some community boreholes that are still operational. Water is sold at water kiosks and by water vendors equipped with pushcarts at prices much higher than for the utility piped supply. Some people get their supply from water trucks. Water quality is usually poor, lot of boreholes are supplying water that is too saline, even considering Tanzanian standards The issues the project had to address were thus mainly accessibility (distance), high costs and water quality.</p> <p>Regarding sanitation the main problems in several settlements are the difficulties to remove liquid waste (latrines) and un-collected solid waste. Cholera outbreaks are often reported in densely populated settlements due to common practice of flushing pit latrines' excreta in the streets during the raining season. The specific objective of the Project is definitely relevant in addressing these issues.</p>

4.3 Result 1

4.3.1 Indicators

Result: 60 water supply systems in the selected peri-urban and low income areas are designed and installed in a sustainable manner giving access to safe drinking water for 170.000 persons (i.e. 22 % of the final beneficiaries)					Progress: 25 %
Indicators	E	G	Baseline	Progress year N	Comments
Design results per target area, based on investigation results, with following criteria: <ul style="list-style-type: none"> • discharge > 5 m³/h (potential to serve at least 2.500 people) • long term salinity level < 3.000 μS/cm • satisfying Tanzanian criteria for drinking water • overall cost of water < 1TSH/l 	X		NA	NA	To increase the sustainability of the water supply schemes (increase the consumers base) and because of the difficulties to find good quality and quantity of water, we have decided to reduce drastically the number of schemes (without reduction the number of beneficiaries) we are going to build. This decision will have obviously a repercussion on the discharge (we are more looking after 25m ³ /h).
60 water supply systems (20 in 2010 and 40 in 2011) serving 2500 to 3000 people each with 20l/capita and day, installed according to design criteria		X	0	0	
Water quality does not deteriorate over time (salinity, production rates)	X		NA	NA	No specific comment

4.3.2 Evaluation of activities

Activities	Progress:				Comments (only if the value is -)
	++	+	+/-	-	
1. Investigate water supply options per target area and for borehole water supply investigate feasible drilling sites and salinity issues			X		Some problems/difficulties on the realisation of test boreholes drilling (ownership of land, salinity, low yield...) have delay the submission of the investigation report.
2. Test borehole drilling			X		All twenty boreholes have been drilled. However some have high salinity and low yield. Some problems/difficulties on the realisation of test boreholes drilling (ownership of land, salinity, low yield, poor quality of the contractor, lack of follow-up of the company in charge of the investigation...) have delayed this activity with implication on the design.
3. Design water supply schemes per target area			X		The consulting company submitted preliminary designs for 21 water supply schemes with 6 months delays. The overall budget for this 21 schemes was around 3.000.000 € while the budget available is only 1.800.000 €. We used the following criteria (motivation, quality and quantity of the water, feasibility, cost per beneficiary) to select 13 schemes.
4. Install water supply systems				X	Not yet started
5. Protect the areas around the water supply systems from external pollution				X	Not yet started

4.3.3 Analysis of progress made

Baseline survey of the water supply systems:

- The final report was submitted to the PMT in February 2009

Investigate, design and preparation of tender documents on water supply systems

- Evaluation of the proposals submitted was done in July 2009. COWI was awarded for this tender
- The Inception Report was submitted in September 09
- The Interim Investigation Report was submitted in December 2009
- Some problems/difficulties on the realisation of test boreholes drilling (ownership of land, salinity, low yield...) have delayed the submission of the investigation report. However the investigation report was submitted the 14th of June 2010
- The design report together with the tender documents was expected to be submitted on the 31st of August 2010 but COWI submitted preliminary designs for 21 schemes with 6 months delays.

Test borehole drilling

- Opening of the tender proposals was done on the 16th October 2009
- Evaluation was done and ALTTAI was awarded with the bid
- The contractor has started the drilling campaign the 23rd of January 2010
- All twenty boreholes have been drilled. Some have high salinity and low yield

4.3.4 Risks and Assumptions

Assumptions	Risks	Comments
Suitable groundwater resources are available and sustainable, and if not, alternative solutions are financially acceptable.	When an optimal depth between the deeper (often saline water layers) and the higher layers (often polluted groundwater layers) cannot be found, or when the balance is not stable, alternative solutions have to be explored. In some areas this situation is likely to arise. Alternative solutions may be more expensive than the standard solution. This may jeopardise the action's budget, and may result in fewer installed systems serving fewer final beneficiaries than foreseen.	We have decided to reduce the number of water supply schemes and therefore to reduce the number of borehole to be drilled. With the realisation of the test boreholes we managed to secure some area with good quality water especially in Temeke.
Financial sustainability will be obtained by water selling price covering all costs of water supply and a good management of water sale incomes.	In order to reach financial sustainability, key stakeholders, including communities, will continue to prioritise water supply and maintenance of supply systems. Good management of the incomes has to be assured so that resources are available for operation, maintenance, repairs etc.	No specific comments
New installed supply systems are not damaged.	The interest of water vendors and private borehole owners is often to get quick money and profit by selling water including water of questionable quality to low income communities at a price which is higher than that of the utility supply. Fearing for reduced sales, loss of water business and income as a result of this action, (part of) this group may not be interested in the action but instead they may destruct formal water supply infrastructure and services and also mobilize communities against existing water policies and the proposed action.	No specific comments

4.3.5 Quality criteria

	Score	Comments
Effectiveness	C	As the project has not achieved any results yet, we cannot address this topic.
Efficiency	C	After more than 2,5 years of implementation, the design of the water supply is not yet finalised.
Sustainability	B	It is difficult at this stage to forecast about sustainability as the management model is not yet defined.

4.3.6 Budget execution

As our budget is so complex (more than 80 different budget lines) it is not possible to split the budget per result.

4.3.7 Lessons learned and recommendations

Regarding the available budget and the limited timeframe remaining for infrastructure construction and set-up of management structures, that will require “on the job” training and follow-up, it is mandatory to start with the construction works as soon as possible.

Securing the water supply for some schemes will be the first priority. The MTR consultant together with the PMT has re-interpreted the COWI geophysical study and some areas have been identified for the drilling of additional boreholes with reasonable chances to get good quality water supply. These potential drilling sites should be priority confirmed with electrical conductivity measurements in adjacent existing boreholes.

The PMT should prepare ToR and contract as soon as possible a drilling company to drill about 16 to 18 additional boreholes, to ream about 5 of the existing test boreholes to production boreholes (equipped in Ø 8 inch to fit a 6 inch pump) and perform about 23 pumping tests. Clear and precise ToRs for the pumping tests are required as to get reliable results in order to finalize the water scheme design. These works should be terminated as early as possible (tentatively by end of April). Drilling works supervision and pumping test interpretation could be done by the PMT. The foreseeable issue is to find a performing drilling company that will be able to start drilling works and achieve them within a reasonable delay (3-4 months).

Based on the results of these drilling works and pumping test, water quality criteria and target population, the PMT will be able to finalize the selection of about 8-10 schemes within the allocated budget. This final selection has to be approved by JLPC.

Once the water supply will be secured, it will be necessary to review and finalize the designs and tender documents for the selected schemes. These activities should be added to NOR Plan's contract (this company was awarded the supervision of the scheme construction works). This procedure will also increase the responsibility chain and force the supervisor to assume all responsibility for the scheme design and manage any potential claim from the works contractor. Final designs and tender documents to be ready tentatively by end of June 2011.

The tender procedure could then be launched in July (2 months for advertising and submission of tenders, 1 month for evaluation, 1-2 month for contract approval/signature and contractor's mobilisation) with a tentative start of construction works in December (12 months implementation time frame). If this planning can be followed it will leave about 4 months to train the WUAs for management on the job and monitoring.

4.4 Result 2

4.4.1 Indicators

Result: Hygiene practices are improved and pilot sanitation facilities and services in the selected peri-urban and low income areas on a sustainable manner					Progress: 15 %
Indicators	E	G	Baseline	Progress year N	Comments
<ul style="list-style-type: none"> Number of (pilot) facilities: at least 5 pilot latrines per WS, 1 functional waste-storm water drainage per target area Service for latrine-emptying functional Maintenance of rainwater-storm water facilities is functional 	X	X	0	0	No specific comments
<ul style="list-style-type: none"> No toilet flushing where toilet emptying services are put up. Storm water doesn't stagnate more than 2 hours in drained areas 	X		NA	NA	No specific comments
Hygiene practices are adopted : hand washing, reduced misuse of toilet facilities (rain-flushing, "flying toilets"), reduced uncontrolled littering	X	X	NA	NA	No specific comments

4.4.2 Evaluation of activities

Activities	Progress:				Comments (only if the value is -)
	++	+	+/-	-	
1. Training of local organizations, municipal officers and community resource persons responsible for health and education, on adapted methods for hygiene and sanitation			X		The three local organizations were already trained on adapted methods for hygiene and sanitation.
2. Create community awareness on water and sanitation practices and on the relation between water, a sound environment and health and training of communities on fundamental hygiene practices		X			No specific comments
3. Identify potential of financial contribution to sanitation activities per target area, as a source for sustainability		X			No specific comments
4. Investigate financial and technical feasibility of sanitation facilities and services per target area		X			No specific comments
5. Design of feasible sanitation (pilot) facilities and services				X	The PMT was waiting for the water scheme designs as to implement water supply and sanitation activities in the same areas.
6. Construct pilot facilities for on-site sanitation waste- and storm water drainage per target area				X	
7. Set up sanitation services per target area				X	

4.4.3 Analysis of progress made

Baseline survey of the sanitation facilities and services:

- The final report was submitted to the PMT in February 2009

Identify potential of financial contribution to sanitation activities and investigate on financial and technical feasible option for sanitation facilities and services per target area:

- The consultancy started on the 30th of April 2009 (Don Consult)
- The Inception Report was submitted on the 30th of May 2009
- The Draft Investigation Report was submitted in October 2009. The quality of this report was not good (Terms of reference not fully covered, a lot of information missing, the sample size was too small compared to the population of interest...). Don Consult requested a no cost extension to present a new draft investigation report
- The new version of the Draft Investigation Report was submitted in November 2009 and the Final Report in December 2009.
- A workshop for the presentation of the findings was done by Don Consult in all three Municipal Councils from 9 February to 11 February 2010.

4.4.4 Risks and Assumptions

Assumptions	Risks	Comments
Key stakeholders, including communities, continue to support implementation and maintenance of sanitation facilities and services.	Even in communities where sanitation problems are obvious and directly threatening the health (e.g. Tandale), sanitation is perceived as being less important than a reliable water supply. In some other communities, where enough space is available and the unsaturated zone is deep enough (deeper water table) to allow the normal latrine-pit constructions, sanitation is not perceived as a priority at all.	No specific comments
Financial sustainability is assured by a fraction of the selling price of the water being earmarked for sanitation, and by other cash contributions by the beneficiaries.	Given the lack of priority assigned to sanitation by some of the beneficiaries, this earmarking may lead to some difficulties in the action. The target communities will agree that the profit margin on water sales and other contributions to be used for sanitation actions.	There is a need for the three municipalities to enforce policies, legislation and by-laws supporting this approach. Awareness creation activities are also foreseen.
	Another risk is that water committees have learnt to only use water profits on the management and maintenance of the water supply system and the current policies and proposal to also cover sanitation may meet some resistance in the water committees.	No specific comments
	Another risk is that private water vendors (private bore-hole owners and owners of DAWASCO connections) do not contribute to community sanitation.	No specific comments

4.4.5 Quality criteria

	Score	Comments
Effectiveness	C	As the project has not achieved any results yet, we cannot address this topic.
Efficiency	C	After more than 2,5 years of implementation, the design of the sanitation infrastructure and services is not yet finalised.
Sustainability	B	It is difficult at this stage to forecast about sustainability as the management model is not yet defined.

4.4.6 Budget execution

As our budget is so complex (more than 80 different budget lines) it is not possible to split the budget per result.

4.4.7 Lessons learned and recommendations

Sanitation is definitely not the top priority of beneficiaries and there is little evidence of willingness to pay for these services. It is obvious that there won't be any tangible results for sanitation if there is no political willingness to enforce existing bylaws at municipal and ward level. An efficient tax recovery system and imposing fines for non-respect of the bylaws are essential to ensure any durability of the services that could be implemented. We should discuss directly at Municipal level to investigate the feasibility of tax recovery and penalties and to ensure firm commitments from municipal councillors before any further study or implementation activity take place.

The main issues regarding sanitation appear to be solid waste collection and uncontrolled liquid waste disposal. Solid waste is sometimes collected by CBOs at household level but there is no organized municipal system for transit locations and final transport to the dumping sites. In Temeke for instance, it is estimated that 1.035 tons of refuse is produced each day, but only about 280 tons are collected and transported to the official dumping site. Most often solid waste is thrown in the natural drainage worsening the flooding issues and storm water sewage. Thus solid waste management needs to be tackled first before trying to improve sewerage. On the other hand sewerage is probably beyond the scope and the remaining timeframe of the project (although this would need further investigation).

Liquid waste disposal (latrine emptying in the streets during heavy rains) is certainly another priority issue. Several small cesspit emptiers have been tested, in Tanzania as well as other developing countries. These experiences should be documented, discussed and adapted to the local context of the Project.

Scattering of interventions is not advised and we will have to focus on one pilot area mainly. In this regard Tandale ward is certainly a priority area where the above issues of solid and liquid waste are considered as a public health threat. This ward will probably also get full water supply coverage from the Project and that would maximize the impacts.

4.5 Result 3

4.5.1 Indicators

Result: Community Owned Water Supply and Sanitation Organizations (COWSSO) are trained to manage, operate and maintain the water supply and sanitation facilities and services in an efficient, transparent and sustainable manner and are accountable to the users					Progress: 25 %
Indicators	E	G	Baseline	Progress year N	Comments
The installed water supply and sanitation systems are functional for at least 350 days per year		X	0	0	No specific comments
95 % of the COWSSOs have a sound financial situation		X	0	0	Some committee already collected some money as an up-front contribution to the project
1 year after the installation of each COWSSO, 50 % of the adults know 3 responsible people of the COWSSO and know if the financial situation is sound or not		X	0	0	No specific comments

4.5.2 Evaluation of activities

Activities	Progress:				Comments (only if the value is -)
	++	+	+/-	-	
Analyse the best available practices on sanitation facilities and water and sanitation services for Dar Es Salaam, and design efficient and effective management structures on local level			X		A lot of time were spent to prepare the briefing package and to start thinking on how we will prepare the community for the selection of a suitable legal entity. A two days workshop: "A model for sustainable community managed water and sanitation services in informal settlements of Dar es Salaam" was organized with many stakeholders (MoWI, Municipality, DAWASA, DAWASCO, Lusaka Trust, Kiliwater, Hai District, Nzega town, FEWASCO...)
Training of the selected local social engineering organisations and Municipal Staff on management and operation of water and sanitation infrastructure and services				X	A training was not yet organised but many discussions and meeting were organised to discuss this issue
Training of user associations and community resource persons on (technical, financial) management and operation of water and sanitation infrastructure and services			X		These trainings will be conducted after the construction.
Support the communities (and the Community WSS organisations) to design and set up (or to contract out) efficient and effective water and sanitation services on local level			X		No specific comments

4.5.3 Analysis of progress made

Baseline survey of the socio-cultural issues regarding water and sanitation:

- The final report was submitted to the PMT in April 2009

Analyse the best available practices on sanitation facilities and water and sanitation services for Dar Es Salaam, and design efficient and effective management structures on local level

- This consultancy started on the 31st of August 2009
- The Inception Report was submitted on the 9th of September 2009
- The Draft Final Report was submitted on the 28th of October 2009. The quality of this report was not good (Terms of reference not fully covered, a lot of information missing, the sample size was too small compared to the population of interest...). WEPMO requested a no cost extension to present a new draft final report
- The final report was finally submitted the 27th of May 2010
- A workshop with the following title "A model for sustainable community managed water and sanitation services in informal settlements of Dar es Salaam" was organised in Kibaha with a lot of stakeholders (MoWI, MoESW, DAWASA, DAWASCO, Kiliwater, Hai District, Nzega town, FEWASCO, Lusaka water trust, the three Municipals Councils,...) on the 10th and 11th of June 2010

Technical referee on the social engineering component of the project:

- The consultancy started on the 7th of December 2009 (GITEC)
- The inception report was submitted on the 30th of December 2009
- The technical referee is really helping the PMT on many issues (legislation, COWSSO selection process, community mobilisation, preparation of briefing package...)

Social engineering and community mobilisation :

- These consultancies (one per municipality) started on the 15th of July 2009
- The companies are ACHRID, EWAREMA and WEDECO for Ilala, Temeke and Kinondoni respectively.
- Three advocacy workshops were held in the 3 Municipalities with the companies.
- Their inception reports were received in September 2009 and the activities are in progress (investigation phase)
- Their investigation reports containing the following were received in February 2010:
 - Need-demand assessment of the communities and identification of priority action zones within each targeted area in collaboration with municipal water engineers;
 - Socio-economical and environmental feasibility study per project taking into account the different sub-groups (men/women, children, individuals/enterprises, public institutions, lone parent family...)
- A briefing package has been prepared and the three companies have started mobilizing communities
- Some communities have already elected an interim committee, opened a bank account and started contributing (membership fees and up-front contribution)

4.5.4 Risks and Assumptions

Assumptions	Risks	Comments
Communities have the assurance of having the deciding power in the management of the facilities.		We have involved the communities since the beginning of the project
Municipal authorities support management and maintenance of facilities by community organisations	At the moment, municipalities have a budget to support large scale maintenance of water supply systems in their municipality. Their changing role as a facilitator of the WSS may not be accepted.	No specific comments
Trained resource personnel as well as beneficiaries do not leave target communities	No specific risk identified	No specific comments
The involved communities remain organised and unified	In the action's context the community is different from the communities as seen in rural areas, as there is no static composition of inhabitants: people particularly come and go easily; origins of inhabitants are very different and multi-cultural and socio-cultural bonds can be very weak.	No specific comments

4.5.5 Quality criteria

	Score	Comments
Effectiveness	B	As the project has not achieved any results yet, we cannot address this topic.
Efficiency	B	After more than 2,5 years of implementation, the design of the sanitation infrastructure and services is not yet finalised and so it has been difficult to mobilise the communities.
Sustainability	B	It is difficult at this stage to forecast about sustainability as the management model is not yet defined.

4.5.6 Budget execution

As our budget is so complex (more than 80 different budget lines) it is not possible to split the budget per result.

4.5.7 Lessons learned and recommendations

From the beginning there was clearly a lack of confidence from the beneficiaries that had experienced several disillusion in the past with projects that were planned in their areas but for unknown reasons had either stalled indefinitely or had never kicked off.

After nearly 1,5 year of mobilization, most of the beneficiaries still don't know in what areas the facilities will be implemented who they will serve. This has raised a lot of mistrust and frustration. This mistrust is also evidenced by the very slow inning rate of initial contributions.

Although it is evident that communities had to be informed from the beginning about possible activities and conditions of the CWSSP, community mobilization should have wait for sure until the technical studies were finalized as to deliver a honest and trustful message to the beneficiaries.

Non-selected communities should be informed as soon as possible. Hygiene sensitisation activities and capacity building at community level should start in the selected schemes only when construction works have started because of the actual mistrust and lack of confidence of the potential beneficiaries.

4.6 Result 4

4.6.1 Indicators

Result: Innovative models of O&M by COWSSO and innovative technical options for water and sanitation infrastructure and services are documented and disseminated on city, national and international levels, and information on water supply and sanitation policies and Integrated Water Resources Management (IWRM) are disseminated on local level					Progress: 20 %
Indicators	E	G	Baseline	Progress year N	Comments
At least one publication from the lessons learnt of the project is known by all WSS actors in Dar es Salaam and is easily accessible on internet (via search machines)			NA	No publication yet	No specific comments
COWSSOs and municipalities dispose of all relevant water and sanitation policies and strategies and can mention at least one crucial (conflicting?) point for their management			NA	Difficult to evaluate	No specific comments

4.6.2 Evaluation of activities

Activities	Progress:				Comments (only if the value is -)
	++	+	+/-	-	
Dissemination of water policies (including the National Water Policy), Integrated Water Resources Management (IWRM) of Wami/Ruvu Basin, and decentralisation strategies to authorities and COWSSO			X		No specific comments
Organisation of workshops in Dar es Salaam to exchange experiences with other actors involved in by peri-urban community water supply and sanitation		X			No specific comments
Capitalization and documentation of the experiences on community based O&M of water supply and sanitation and on the technical options for infrastructure			X		No specific comments

4.6.3 Analysis of progress made

Belgian Embassy in Dar es Salaam requested BTC to nominate the National Technical Advisor for representing it in all Water Sector reform program. This has been a good opportunity to make other donors/stakeholders know what BTC is doing and share the experience on similar projects in other areas/towns. Contribution in steering forward the Water Sector Development Program, by participating in all Donor Group Meetings, participation in water sector working groups meetings, doing field visit to project areas.

Workshop participation:

- 6th – 8th September 2010: GTZ, DED and Mtwara Municipal Council were jointly organizing a three days workshop on sustainable and ecological sanitation with 4 main topics:
 - Urban sanitation coverage and hygiene education
 - Centralized and decentralized sewer and waste water treatment systems
 - Wet and dry on-site sanitation systems
 - Cost and finance
- 11th November 2010: MoW, EWURA and GTZ were organizing a dissemination workshop: “Baseline study on low-income/underserved urban areas in Tanzania”

4.6.4 Risks and Assumptions

Assumptions	Risks	Comments
The WSS actors in Dar es Salaam are interested in exchanging on O&M experiences and lessons	No specific risk identified	The action will be pro-active in exchanging its own results (reports and brochures) trying to attract interest of other actors.
National and international public stay interested in water and sanitation and the management on community base level	No specific risk identified	The action will be present at all stakeholders meetings concerning water and sanitation and lobby wherever possible to keep the issue high on the political agenda

4.6.5 Quality criteria

	Score	Comments
Effectiveness	B	No specific comments
Efficiency	B	No specific comments
Sustainability	B	No specific comments

4.6.6 Budget execution

As our budget is so complex (more than 80 different budget lines) it is not possible to split the budget per result.

5 Beneficiaries

Important actors

The Ministry of Water (MoW) is the agency responsible for overall WSDP policy setting, co-ordination, monitoring, evaluation and regulating community water supplies. The promotion of hygiene and sanitation is in the hands of the Ministry of Health and Social Welfare. Decentralisation in the Tanzanian water and sanitation sector has transferred responsibilities for service provision to Local Government Authorities (LGA). LGA comprise municipal, district and town councils: they are responsible for the procurement, financing, management and monitoring of service providers in their administrative area. In this, they are advised by the Prime Minister's Office - Regional Administration and Local Government (PMO-RALG). PMO-RALG plays a key co-ordination role in planning and capacity building for local authorities. It is also responsible for allocating resources for service delivery. The Regional Secretariat provides technical support to LGA and monitors their activity.

In 2010, the Ministry of Health and Social Welfare, MoWI, the Ministry of Education and Vocational Training and PMO-RALG signed a *Memorandum of Understanding* for the integrated implementation of sanitation and hygiene activities. The aim of the MoU was to facilitate their cooperation and coordination in carrying out their responsibilities related to sanitation and hygiene. Co-operation will occur through the National Sanitation and Hygiene Steering and Technical Committees.

6 Follow-up of the decisions taken by the JLCB

The Joint Local Partner Committee (JLPC) is composed of representatives of Ministry of Water (chairman), of the Ministry of Finance & Economic Affairs (NAO, EDF/PSU), of the EC Delegation, the Embassy of Belgium, the BTC Resident Representative, DAWASA and the Directors of the 3 municipalities. It was supposed to be the steering committee and its mandate was, among others, to:

- Advise on the technical and financial file for approval by all parties;
- Supervise the implementation of the project by all parties;
- Appraise the progress of the project and the achievement of its specific objective, based on progress reports;
- Approve annual work plans and budgets;
- Formulate to the Parties recommendations on possible necessary modifications in the Project's design, components, budgets and future directions.

Only 4 JLPC Meetings have taken place since the beginning of the project. The last JLPC took place in December 2009. During these meetings the PMT presented the progress reports where activities were elaborated from management through all 4 results on technical activities.

Following table resumes the main issues raised during the last JLPC meeting:

Main issues discussed	Recommendations	Remarks
The three Municipal directors are not attending the meeting (two municipalities are represented by the Municipal Water Engineer also member of the PMT).	The Municipal directors are urged to have close collaboration with the project. More information workshops to be held in the municipalities. A new letter will be sent in January 2010 to remind the importance for Municipal Directors to attend the JLPC meeting.	
It has been a problem for the project consultants to get important information from the Wards because the Ward officials have not been receiving any payment for the services provided to the consultants.	An amount of Euro 300,000 has to be contributed by the Tanzanian Party in Tanzanian Shillings, in cash and kind from Municipalities and communities; and through the Ministry of Water & Irrigation in terms of technical expertise	The WEOs are also supposed to be facilitated from this budget for smooth project operations in their Wards.
Purchase of vehicles instead of motorcycles for all municipalities.	Procurement process has started and an advertisement has been placed in the local newspapers	The project is preparing a Memorandum of Understanding to be signed by the Municipal Director
Relocation of activities from Tandika Nyambela to Tandika Kilimahewa, Vijibwen and Yombo Vituka.	The PMT should go and visit the area in order to make sure that Water Aid will fully provide the needs requested by the community.	
Communities which will not be interested will not be facilitated. The number of community, having members of the community who are willing to own the project, will be one of the criteria for project intervention.		
DAWASA needs to give COWSSO permission to use their income from water supply funds, also on sanitation issues.	Meeting between DAWASA and the PMT was planned for the 3rd week of January 2010.	

7 Annexes

Logical framework

M&E activities

“Budget versus current (y – m)” Report

Operational planning Q1-2011