



## **WATSAN – a case study from Dar es Salaam**

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IN 1998, DAR ES SALAAM Water and Sewerage Authority (DAWASA), in conjunction with other stakeholders including the British Department for International Development, requested WaterAid to help establish community managed watsan services in some of the city's unplanned settlements.

WaterAid had already helped establish the WAMMA process<sup>1</sup> in rural areas, but up to then had little experience of working in urban areas. However, the increasing severe water supply situation in Dar es Salaam required urgent action.

The resulting project, established in Temeke municipality, was designed to explore how communities could participate in the planning, implementation and operation of watsan projects. This reflects national water policy, which stresses the need for community participation throughout the project cycle.

So far, the project has supported seven community projects in an area with a combined population of about 40,000.

Management committees have been established and water and sanitation facilities improved with the provision of 92 communal taps. WaterAid estimates that these are being used by about 70% of the local population. This process has been helped with the support and participation of local government.

A team of government extension workers carried out much of the social mobilisation and facilitation.

This paper examines the role that local government has played in watsan delivery in Temeke municipality, focusing on its capacity and how it can be engaged. Although based on a single case study, there are wider lessons to be learnt.

### **Dar es Salaam – an overview**

Dar es Salaam has population of 3.5 - 4 million people, living in low, medium, and high-density zones. As a result of its population growth rate (estimated at 8% per annum<sup>2</sup>), a considerable proportion of the city is unplanned. These areas are characterised by very poor water supply and sanitation services and a rapidly deteriorating environment.

In 1994 the Government of Tanzania decided to reform and restructures the local government in Dar es Salaam. A lack of progress resulted in the dissolution of the city council in 1996. The city's administration was split into three municipalities (Temeke, Kinondoni, and Ilala), while retaining a central city council for co-ordination, trunk communications, security and emergency services. The aim

was to establish autonomous and accountable local authorities that would be in a position to respond to the needs of the people and improve service delivery.

### **Temeke municipality**

Temeke has an estimated population of 1.3 million, 80% of which resides in unplanned urban settlements<sup>2</sup>. The problems affecting the community reflect those facing the city as a whole, although it is particularly badly off for water and sanitation. With poor water services, many people still use traditional sources like open wells, ditches and streams few of which, if any, are safe. DAWASA has no plans at the moment to extend the existing piped services which are already over stretched.

### **The project**

The WaterAid supported project is based on establishing street level watsan management committees. Each of these is based around a local borehole, installed by the government in 1997 as an emergency response to water scarcity.

Technically, each borehole is equipped with a pump and connected to a simple reticulation network, distributing water to a number of communal taps.

Water is sold at nominal 20 Tanzanian shillings per 20-litre jerry can. The resulting revenue is sufficient to sustain this service. Recent research has indicated significant demand for private connections, although it has not yet been confirmed that there is sufficient water available to provide these<sup>3</sup>.

Parallel with improvements in water supply, sanitation and hygiene are being promoted using PHAST<sup>4</sup> techniques, and by working with teachers to ensure these issues are included in the school curriculum. The project has also supported the creation of a community based water users organisation, PEVODE (People's voice for Development).

### **Involvement of local government**

#### **Senior level**

The Temeke Municipality has been actively supporting the project, which is seen to complement existing policy and priorities. The Municipal Director currently chairs the project co-ordination committee. This also involves the municipal water engineer, the heads of relevant departments, community representatives, CBOs and WaterAid.

The strong support has enabled the project to use government extension staff from various departments (see below) and expand into new areas.

### Departmental field staff

The wide support for the project expressed at senior level and from different departments within the Municipality has led to the establishment of a multi-departmental facilitation team- WAHECO. This involves Government extension staff from four Municipal Departments: water, health, education and community development. In some respects, it has parallels with the WAMMA system.

WAHECO is an important part of the Temeke project, and has the following roles:

- It provides a link between the Municipality, watsan user committees and WaterAid.
- It facilitates the process of community mobilization.
- It is actively involved in capacity building and training in various aspects, including construction work.
- It ensures that the community interests are reflected in municipal plans.
- It assists the community by clarifying various government policies.
- It undertakes monitoring, evaluation and follow up.

The WAHECO team already have some skills and experience. These are reinforced by learning ‘on the job’ as the process develops, with support being provided by WaterAid.

WAHECO fills an important institutional gap, providing users with the skills and knowledge they need to initiate, implement and manage watsan initiatives. Its work supports the concept of community ownership and responsibility.

### Department of education

Local government has also been heavily involved in supporting a successful school-centred hygiene awareness campaign. This has involved teachers using PHAST techniques and the child-to-child approach. Partly as a result, this has led to hygiene being strengthened within the school curriculum.

To facilitate the child-to-child programme, which is currently being piloted in five schools, a co-ordination committee has been established. This involves a ward education officer, a municipal education officer, two head teachers and a health worker.

### Lessons learnt

Involving local government has greatly facilitated the delivery of improved watsan services in Temeke:

- Effective, two-way communication between users in informal areas and the Municipality have been improved.
- Planning has been more effective because field data has become more available.
- Additional human resources are available for facilitation, training and supervision, and to continue to provide

support to the project after improvements have been implemented.

- The increased capacity has enabled the project to expand to more areas, increasing its impact.
- The participation of municipal officers, teachers and health workers in the child to child programme has increased awareness of hygiene and sanitation.

However, the involvement of local government has in one way has slow down WATSAN activities through bureaucratic systems, supply driven culture. Whilst this has implications in terms of the time needed to get things done, other issues are also important:

- The municipal departments involved have insufficient essential facilities especially at the ward level (communications, administration services and reliable transport) if truly they need to be effective this have to be improved.
- Local government has less effective mechanisms for monitoring and it is necessary to support the project after infrastructure has been completed.
- The incentives for government staff to be committed to providing a responsive service are limited. In some cases, field staff may lack the perception, patience and sensitivity to be effective.
- The capacity, knowledge and experience of field staff is also limited, with few opportunities for training and development. The high turn over off staff has also been counterproductive.

### Conclusions

In a project of this type, the effective engagement of local government is needed for sustainability. Government organisations have a reducing role in terms of *implementing* watsan services. However, they still have key responsibilities and authority in supporting the process, and this should be recognised and if necessary, supported.

Sustainable mechanisms for collaboration are therefore necessary to reinforce the project process. Municipal and Government departments also need to appreciate the strengths, capacities and limitations of NGOs to effect change.

For government staff to be effective, different departments have to work together. The WAHECO model provides one answer, but it still needs to be supported and its capacity developed to be truly sustainable. Changing the culture of organisations and the culture of individuals will also take time.

To overcome the problems mentioned, WaterAid is learning together with its key partners, developing and implementing solutions with WAHECO. Currently WaterAid has a supportive role, but is gradually phasing

out to leave the Municipality and its staff to develop and expand the programme.

## References

Dar-es-Salaam Water and Sewerage Authority Divestiture - supplementary information paper, volume 3, presidential parastatals sector reform commission, Dar-es-salaam June 1999.

National Bureau of Statistics (1998) estimated population change in Dar-es-salaam.

- <sup>1</sup> WAMMA is a system for promoting and implementing rural watsan, based on the collaboration of four government departments. The WAMMA programme was initiated in Dodoma in 1991 and is now also active in Kiteto and Tabora.
- <sup>2</sup> National Bureau of Statistics, 1998. Estimated population change in Dar-es-Salaam.
- <sup>3</sup> Tim Ndezi, WaterAid's Programme Manager in Dar es Salaam, is to present a paper '*Assessing demand in peri-urban areas in Dar es Salaam*' on this research at the 27th WEDC conference in Lusaka.
- <sup>4</sup> Participatory Hygiene Awareness and Sanitation Transformation.

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