



Fiction, Facts & Future

Norad's Assistance to Water Supply
and Sanitation Development
in Tanzania and Kenya
during the 70s, 80s and 90s

Norad

Norwegian Agency for Development Cooperation

P.O. Box 8034 Dep, NO-0030 OSLO

Ruseløkkveien 26, Oslo, Norway

Phone: +47 22 24 20 30 Fax: +47 22 24 20 31

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The views and opinions expressed in the report do not necessarily correspond with those of Norad.

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Executive Summary (Final)

A descriptive analysis based on
- Archive search
- Interviews
- Site visits

Prepared for Norad by

TRANOR[®]
International Limited

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Preamble

The International Drinking Water Supply and Sanitation Decade (1981-90) ended without reaching its declared goal of providing all people with safe drinking water and proper sanitation. High population growth rates in the developing countries hampered and reduced the coverage. Other hindering factors included the lack of appropriate technology, the preference of the small privileged urban areas over the vast rural areas, the lack of the simultaneous approach in the development of water and sanitation and poor involvement of health education in the activities of the Water Decade. The water and sanitation development activities of the last decade have to be carried forward and continued during the present decade, in a different approach and alternative methods.

In the Millennium Development Goals (MDGs) new targets were agreed upon and the world committed itself to halving by 2015 the number of people without access to water and sanitation. In translating the MDGs into quantitative targets at country level we need to take the key lessons from the “Decade” into account. In the Norwegian government’s Action Plan for Environment in Development Cooperation water is a priority area. Norway intends to assist priority countries in achieving water and sanitation targets, focusing particularly on sanitation.

During the Decade Norway was a major donor to water supply and sanitation. In several African countries Norway supported extensive programs, most of which were closed in the early 90s. Many people have claimed that since the Decade did not achieve its intended goal it was a failure and claims have been made that the Norwegian support was not sustainable. Is this a reality or a myth? As an answer to this question this consultancy was undertaken. The results documented in this report and verified by the receiving governments are quite striking.

The main purpose of this report is to answer the question – fiction of fact? - and to provide an update on the status of the Norwegian investments made on the water supply and sanitation sector in Tanzania and Kenya during the 1970s, 80s and 90s. Can lessons be drawn from these programmes for the benefit of future programmes?

The adopted review methodology is a blend of archive search and literature studies, interviews and field work. This Executive Summary is intended to provide a brief description of the most important features of the review and to present the main conclusions. Chapter 1 provides an introduction to the review’s background, approach and methodology, and a reference to the history behind the programmes. Chapter 2 provides a reference to the Sub-Reports, including an introduction to the “North” and “South” perspectives and the correlation between the two. Chapter 3 presents a summary of the conclusions of the review. Separate Sub-Reports have been prepared for Tanzania and Kenya. They are not enclosed this Executive Summary, but can be found in the Main Report as Annex 2 and 3 respectively, or viewed as separate Sub-Reports.

Not all topics covered by the review have been reported in the Executive Summary. For a full picture the respective Sub-Reports should be consulted. These reports also include the review team's travel itineraries and lists of documents used.

The Review has been undertaken by Mr. Oddwin Skaiaa, Tranor International, under a contract with Norad. We would like to thank all people interviewed and consulted in Tanzania, Kenya and Norway for valuable support and contribution to this work. Without this cooperation, this review would not have been possible. We also would like to thank the Maji Ministries in Tanzania and Kenya for warm reception and assistance in setting up the travel programmes and for logistic support during our visits.

The views expressed in the report do not necessarily represent the official position of the Norwegian Agency for Development Cooperation.

Oslo, 30. April 2008

Hans Olav Ibrekk

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We also would like to thank the Maji Ministries in Tanzania and Kenya for warm reception and assistance in setting up the travel programmes and for logistic support during our visits.

Note

All conclusions presented in this review are those of the review team. The recommendations in this report are the suggestions of the review team and are not binding for Tanzania, Kenya or Norway.

Abbreviations and acronyms

BH	Bore hole
CPHE	Community participation and Health Education
DED	District Executive Secretary
DP	Domestic (water) point = Public water tap = Stand post
GOK	Government of Kenya
GOT	Government of Tanzania
IU	Implementation Unit
KIDEP	Kigoma Rural Integrated Development Programme
MDG	Millennium Development Goal(s)
MOW	Ministry of Water (Maji) Tanzania
MUWSP	Minor Urban Water Supply Programme
MWI	Ministry of Water and Irrigation Kenya
NGO	Non Governmental Organisation
O&M	Operation and Maintenance
pe	Person equivalents
RC	Regional Commissioner
RUDEP	Rukwa Rural Integrated Development Programme
RWE	Regional Water Engineer
Sida	Swedish International Development Cooperation Agency
TOR	Terms of Reference
TP	Treatment Plant
VWC	Village Water Committee
VWF	Village Water Fund
WS(S)	Water supply (sanitation)
WSB	Water Services Board

1. Introduction

1.1. Background

Two important occurrences that happened last year are expected to bring about significant impact to the work of Norad over the next years. In May 2006 Norad launched its new *Strategy towards 2010* and in June the Norwegian Ministry of Foreign Affairs (MFA) launched its *Norwegian Action Plan for Environment in Development Cooperation*. The documents are in this report termed the 'Strategy' and 'Action Plan' respectively.

Of significance to this analysis may be referred that the Strategy a.o. states that:

- *"Norad shall be the professional environment for evaluation, quality assurance and dissemination of results within the Norwegian development cooperation, in close cooperation with partners in Norway, developing countries and internationally."*

The Action Plan a.o. states that:

- *"Effective and sustainable management of water resources is essential for economic growth and for the effort to achieve the MDGs, particularly those related to health, education, equality, food production and the environment. Improved water supplies, sanitary conditions and hygiene are crucial in the fight against poverty."*

In the Action Plan's Section 4.2; *Water resources management, water and sanitation*, are Norway's intentions listed as shown in Box 1. For better understanding of the full perspective a complete reading of the Action Plan is recommended.

Norad aims at being best possible prepared to take on the new challenges related to its advisory role in supporting water resources management and water supply and sanitation in Norway's partner countries. One way to achieve this is to take lessons learned and experiences from previous Norwegian-funded water supply and sanitation (WSS) programmes. It has therefore been deemed relevant to analyse some selected aspects of previous Norad support to the WSS

Box 1. Norway intends to:

- Support the development and implementation of plans for integrated water resources management, including for trans-boundary water courses. Particular emphasis will be place on promoting the ecosystem approach and supporting institutions that are mandated to ensure sustainable management and use of water resources;
- Promote efficient water use, particular in agriculture;
- Focus attention on the importance of sanitation and hygiene, and of reducing contamination of water resources;
- Support the improvement of water supply and sanitary conditions on other sectors, for example by supporting installation of satisfactory water supplies and sanitary and hygiene facilities in schools and health institutions;
- Assist priority countries in achieving water and sanitation targets, focusing particularly on sanitation;
- Promote community based management of catchment areas, including support for rainwater harvesting and other small scale water projects;
- Increase awareness of and promote research on how water resources are affected by climatic change;
- Work to secure all people the right to water and promote acceptance of the principle that water resources are a common good.

sector – to see how these systems work today, and if there is information available that may be applicable and useful for future cooperation. This is the purpose and focus of this report. The Terms of Reference (TOR) are enclosed as Annex 1. They state that the analysis shall be based on a review, limited in size and descriptive in nature.

1.2. Brief history

During the 70s, 80s and 90s, Norad provided significant support to the WSS sectors in Tanzania and Kenya. Of this support the most significant programmes have been selected for this review, in agreement with Norad, namely:

- **Tanzania:** Support to the Rukwa and Kigoma Regions, both located in Western Tanzania, along the shores of Lake Tanganyika. The regions were, and still are some of the less developed in Tanzania. In cooperation with the Government of Tanzania (GOT) the WSS support started in 1979¹ when the consulting firm Norconsult was contracted to develop a Water Master Plan ('the Master Plan') for the two regions². It was completed in 1983 and to avoid loss of momentum, Norconsult was the same year engaged to start implementation of the Master Plan. We call these initial years the 'Implementation Period' and the consultant's team for the 'Implementation Team'. The interventions consisted mainly of rural water supply in the form of hand pumps, some gravity schemes, capacity building, a touch of sanitation, supply to rural towns and personnel assistance. After some years the WSS activities were to be absorbed by two new programmes:
 - RUDEP (Rukwa Rural Integrated Development Programme) was initiated in 1985 and the WSS implementation was integrated from 1989.
 - KIDEP (Kigoma Rural Integrated Development Programme) was initiated in 1989 and WSS implementation was integrated from 1992.

RUDEP and KIDEP were jointly evaluated in 1995 with the result that the programmes needed restructuring, preferably by means of a new pilot programme for rural development and strengthening of local government. However, the discussion on the relevance of the two programmes had been going on within Norad for some times and it was finally decided to close down both programmes in 1996. Unfortunately, the WSS interventions also had to shut down following this decision. Thousands of water points were constructed during these years, more than two thousand in Rukwa alone.

- **Kenya:** Support to the Minor Urban Water Supply Programme (MUWSP) was initiated in 1974, originally under a five-year agreement. However, it went on for about seventeen years, until the diplomatic interruption between Kenya and Norway in 1990. By then, more than fifty projects located in most regions of the country, benefiting thousands of people, had 'visited' the programme with a variety of interventions; piped water supply, also sewerage schemes, capacity building, hygiene education, water use studies, support to Kenya Water Institute (KEWI) and personnel assistance. MUWSP was evaluated in 1982 with the overall conclusion that, although subject to a slow implementation pace, the programme had been making a vital and positive contribution towards the provision of potable water to consumers. The evaluation strongly recommended that the programme should be completed as planned. This also happened, save for the unfortunate diplomatic interruption that prematurely terminated the programme. As a consequence, some schemes were left unfinished. Most of them have not recuperated fully until this day.

¹ WSS support had been provided from early 70s, including the discussion on integrated rural development. For a more detailed background history other documents should be consulted, e.g. the Evaluation Report 4.95: Rural Development and Local Government in Tanzania.

² This was a national trend. Similar regional master plans were developed with support from other donors throughout Tanzania during those years.

- **Use of Experts³:** As was the rule for most donors during this period, assistance of this magnitude were supported by literally dozens and dozens of experts who ventilated in and out of the programmes. The heavy use of experts is also discussed in this report.

1.3. Project objective

The TOR describes the objective of this analysis as follows:

- “Through literature studies, interviews and field work carry out a descriptive based analysis of Norad’s previous support to the WSS sectors in partner countries, with emphasis on Kenya and Tanzania during the period 1975 - 1995.”

The TOR raises some additional questions:

- “Which approaches were good and could be brought forward into new programmes and which did not work out? What is the opinion of the actors and stakeholders who took part in these programmes? But most important, how does it look today 15 – 25 years after intervention? Do the schemes still operate - which types are still operating and which are not? What is the opinion of the national authorities and the end users – are they happy with what was done during this period? There are myths, stories and many perceptions about this period, but very little have been documented. What is *fiction* and what is *fact*, and how can increased knowledge about this period benefit the *future*?” We have given it the working title “3F Project”.

1.4. Methodology

The methodology of this analysis is basically a blend of archive search, literature study, single and group interviews and field work. Emphasis has been put on meeting people who took part during the years of implementation, both from the donor side, the recipient side and also the ‘expert’ side.

- Archive search and literature study: Norad’s and embassies’ archives and to a limited extent local archives (mostly for MUWS identification purpose), e.g. annual reports, progress and completion documents, reviews and evaluations. A list of documents consulted is shown in the Sub-Reports;
- Single and group interviews: Interviews of previous Experts, Norad and embassy desk officers and employees, local employees in Tanzania and Kenya who took part during those years, today’s employees in Tanzania and Kenya for updated status on the current situation, group interviews of community representatives affected by the interventions. Lists of people met is enclosed in the respective Sub-Reports, ref. Annex 2 and 3;
- Field work: Visiting selected project areas in Tanzania and Kenya, inspecting the current status of the schemes and the regional and district water offices. An overall travel itinerary is shown in the Sub-Reports, detailed itineraries are enclosed in the respective Sub-Reports, ref. Annex 2 and 3.

³ ‘Expert’ or ‘expatriate’ is a professional person who normally was hired on the open market in Norway and who spent two or more years in the recipient country, on Norad’s payroll, as advisor or in a national or local government line position. During those years Norway and other donor countries used a high number of Experts in Tanzania, Kenya and other countries. Experts often came together with their families and constituted a cultural society by itself. Veteran Experts often went into Norwegian government positions or to consulting firms after one or more periods abroad.

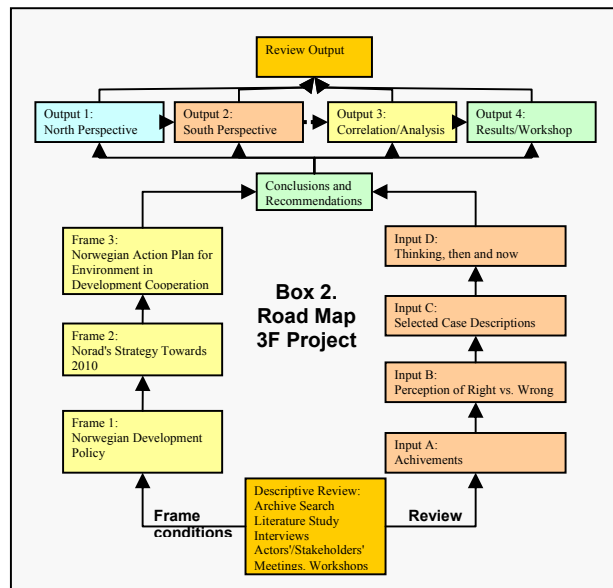
See also the next sub-chapter 1.5 for more information on methodology.

1.5. Analysis structure and phase description

The conclusions of this analysis have been drawn by working along two roads, of which one is obviously the findings of this review, see right hand side of Box 2. The second road is reached by taking due consideration to the set frame conditions of the Norwegian development policy in general, the Action Plan and the Strategy.

The review itself has been divided in three phases:

- Phase 1: The “North perspective” – signifying the results and findings from reviews and interviews made in Norway;
- Phase 2: The “South perspective” – signifying the results and findings from the visits to the respective countries. One of the most important findings of the review is considered to be: What is the situation in the field today? What is working and what is not? What is today’s overall opinion about Norway’s support among regional and district sector actors and stake holders?
- Phase 3 is aiming at providing a correlation between the results from Phase 1 and 2, while at the same time consider the frame conditions mentioned above, to see if the results may be useful for a future WSS strategy.



1.6. The challenge of integrity

The risk of a subjective conclusion of this analysis is significant. The work has therefore been carried out with a conscientious side view to this possible trap. Obviously, also informants and people consulted do present subjective perspectives. All information has been carefully considered and sought qualified from more than one source. A number of written information have been received from regional and district representatives in Tanzania and Kenya. Hard facts have been presented in statistical formats and graphs whenever possible in the Sub-Reports. It must however be appreciated that it has not always been possible to physically verify every bit of written information provided. The received material has generally been considered reliable if it falls within the range of the review’s own investigations in the field.

2. Sub-report reference

The information in this chapter presents the main findings of the Sub-Reports for Tanzania and Kenya. However, not all topics covered by the review have been reported in this Executive Summary. The review’s Main Report or the respective Sub-Reports should therefore be consulted for better understanding of the conclusions and recommendations.

2.1. It works!

Possibly the most interesting finding of this review is that most of the investments made still work today 15, 20 or 30 years after intervention and long after normal life expectancy for this type of work. In Tanzania we had two sources of overlapping information; updated reporting from the Ministry of Water (Maji) and the review team's own investigations. In Kenya, where we have an urban environment, the team could make its own assessment. The results are as follows:

Rukwa: In Rukwa, about 2,000 water points⁴ were constructed, of which between 65 % and 74 % of the Norad-supported investment is still operating and in daily use. After visiting 17 villages, 100 % had functioning Village Water Committees and 94 % had operating Village Water Funds.

Kigoma: In Kigoma, about 800 water points were constructed, of which between 76 % and 78 % of the Norad-supported investment is still working and in daily use. After visiting 21 villages, 95 % had functioning Village Water Committees and 95 % had operating Village Water Funds.

Kenya: In Kenya, more than 50 minor towns were involved in the programme, of which 19 were visited by the review team. 100 % of the visited schemes are working and in daily use today. When we single out the actual Norad-supported investment, which we managed to do in 16 towns, 91 % is still working and in daily use.

The above is in our view an astonishing achievement! Naturally, the term “working and in daily use” does not necessarily mean that everything is perfect. All schemes are in dire need for better operation and maintenance (O&M) and for replacing worn out parts with new parts. However, they do provide mostly safe water to the communities as intended. There are however, some few dark sides also with these programmes, which is explained in more detail in the Sub-Reports, Annex 2 and 3.

In Tanzania, the incorporation of the water programmes into the new integrated rural development programmes led to reduced focus and budget for water development, to significant frustration of those involved on the WSS sector, both local employees and experts alike. Also the very rapid phasing out of these programmes in 1996, and thereby also phasing out the water programmes, came as a shock to Tanzania, as the set targets had not yet been reached. The review team could verify that the communities have not received any significant new investment since the closing of the Norad-supported programmes. The effect of the population increase has therefore brought the WSS coverage quite a bit down since that time.

In Kenya, Norad did follow the programme over a number of years with very positive impacts for the towns involved. However, due to the diplomatic break between Kenya and Norway in 1990, there were a number of towns where the ongoing development came to a halt, partly in mid-construction. Six of these towns were visited by the review team. Some few have received funding after this period but most of them are still standing unfinished.

However, the above does not reduce the overall impression that the results from Norad's support still today are very visible, and that a significant high percentage of the investment is still in working order. The review team also did note that, although the interventions took place partly a generation ago, Norad still has a strong name and standing among the populations visited.

⁴ The water points are a variety of bore holes (deep or shallow), spring protections, gravity schemes, and some other pilot solutions.

There are some similarities and time-typical common features between the programmes in Tanzania and Kenya, some of them quite different from today's thinking:

- There were a high number of expatriate personnel and consultants involved;
- Semi-autonomous project organisations were established for more effective outputs;
- The thinking was high resource input and high production output in shortest possible time;
- Initial years had more focus on technology, but later years had strong software components;
- Long programme presence ~15 years, still some believe this to have been too short.

2.2. Correlation of North vs. South perspectives

The review team's interviews and meetings with persons from Norway, Tanzania and Kenya did reveal a surprisingly overall agreement in their basic perceptions on the relevance of the support provided by Norad. There is however a slight difference in that while North tend to seek justification in the overall national context, South is more preoccupied with consumer needs and benefits. When it comes to the adopted approach and methodologies for the interventions, North tends to be influenced by today's thinking, whereby the tendency clearly is reduced or no use of expatriates and strong focus on recipient responsibility. North therefore tends to have a perception that the interventions became too big and too detached from the ordinary national sector structures. South has absolutely no perception in this direction at all. On the contrary, in both Tanzania and Kenya there is a clear opinion among the people and institutions consulted that the adopted approaches were relevant and adequate under the circumstances prevailing in the countries during that time.

Both South and North do agree that had not these implementation approaches been adopted the outputs would have been a lot less and far fewer communities would have received adequate water supply and sanitation facilities. All parties do agree that we are faced with the same dilemma today in our strive to reach the Millennium Development Goals (MDG): What is better, to introduce a high resource input and to seek less bureaucratic and sometimes temporary implementation channels with the aim of optimal utilisation of resources and highest possible output in shortest possible time or, in the name of recipient responsibility utilising at times imperfect national and local implementation channels, thereby accepting a slower implementation pace and that people must wait longer for improved living conditions. The justification for the latter approach, besides the positive ethical aspect, is that a better capacity-building (CB) result may be expected and that the sustainability of the intervention may be improved. The results of this review however, suggest that the CB and sustainability issues did not suffer from the adopted approach and that this is why South today expresses satisfaction with what was done and the way it was done. At the same time South also confirms that the situation in Tanzania and Kenya today are different for the better and that a different approach would have been appropriate today.

3. Summary of conclusions

For full information on lessons learned reference is made to the respective Sub-Reports. Below is listed some selected results considered to be of importance for future interventions:

Tanzania:

- To integrate water supply development into RUDEP and KIDEP, thereby letting the water sector "compete" with other sectors did not turn out successful in Tanzania. The common

view is that water development is a cross-cutting issue affecting all sectors and should have remained by itself.

- It is a common perception that Norad, once the decision was made, pulled out of the water sector in the provinces too soon and too quickly. There is also unfortunately an understanding in the provinces that this was due to some default on the Tanzanian side, to which we have found no documented substantiation.
- Water schemes have turned out more sustainable in well organized communities, with a sense of solidarity among the people and where there are functioning Village Water Committees and Village Water Funds. This shows how important CPHE work is and that this component must have been successful, albeit arriving a bit late into the implementation process.
- While the Water Master Plans were quite extensive, it is a unanimous perception that they were very useful tools in the process. It is not unreasonable to believe that the master plans are one of the keys to the success of these programmes.

Kenya:

- The basic idea of the MUWSP of increasing the attractiveness of, and provide development in, minor towns throughout Kenya did actually work.
- The size of the task was underestimated for an urban environment and the implementation pace was too slow. The population and corresponding cost increases in the town were at that time considered an obstacle and not taken as a sign that the policy actually did work.
- The adopted technology has turned out to be very adequate and sustainable.
- The approach and methodology adopted started off rather technology focused but were very software-oriented during the later years, and is reported to be similar to the approaches adopted today under the current sector reorganisation.
- It is unfortunate for Kenya that their diplomatic break with Norway resulted in the closure of ongoing construction of some schemes. Some of them have in the meantime received funds from other sources but many have not and are still suffering with unfinished works.

Both countries:

- For both countries we may conclude that most schemes visited, although in working condition, are in dire needs of better operation and maintenance and re-investment;
- In both countries the active presence for Norad's support was about 15 years. It is reasonable to assume that the relatively long presence is another key factor for the success. In some eyes, in particular in Tanzania, the presence should have lasted longer since the set targets had not yet been reached at time of closure. In Kenya it would have lasted longer had it not been for the diplomatic break;
- The use of a high number of expatriates was a success considering the prevailing situation in the countries during that period. The common view today from both North and South is that also in future interventions there is the need to adopt a pragmatic approach towards the use of expatriates. Some programmes may need many, some few and some again none.

- With reference to the previous point, and in a sustainability perspective, the experience has shown that for all infrastructure development assistance, it is of vital importance to start with an analysis of the environment in which the investment shall operate: What are the needs? What is the capacity in terms of resources and knowledge? Where are the gaps and which are the critical issues?

We have tried to comment upon some presumed myths surrounding these programmes in the respective Sub-Reports. It is however not clear to which extent these myths have had a bearing on Norad's decision-making process. The answer to this question would require a study in itself and has not been the main objective of this review. We have only looked into some of the frame conditions surrounding the programmes, to the extent that better understanding of the environments in which the programmes operate are important for correct interpretation of the results.

3.1 Fiction, Facts, Future

Tanzania: Both sides do agree that the high number of expatriates was needed under the prevailing conditions in Tanzania. The bottom-up approach was a bit unfamiliar to Tanzania when it started, but is now applauded by the stakeholders. Otherwise it is clear that North is more preoccupied with national context thinking and development principles while South's focus is more on the local context and local benefits. Both derive the same conclusions however: That the assistance for the greater part was very useful for Tanzania and that the affected communities are still today benefiting very much from the support.

To the extent that there may have been some myths surrounding Norad's water sector support to Rukwa and Kigoma, we may conclude the following:

- Norad thought that the water programs did not function well and pulled out (Tanzanian assumption)? Wrong – RUDEP and KIDEP however was “neither overly successful, nor total failures” (ref. evaluation report 1995). The water programs did function well throughout (ref. evaluation report 1995), albeit with low capacity during RUDEP and KIDEP. The findings of this report prove that the water programmes did function and has turned out more sustainable than could be expected. They are for the greater part still operating – long after having surpassed their theoretical economic life.
- Norad were given to believe that the water programmes were likely to be less successful because they were driven by expatriates. Extensive use of expatriates is costly (equivalent to 10 or more local experts) and may jeopardize sustainability (ref. evaluation report 1995). Wrong – cost-wise yes, but qualified local experts were simply not available in the required numbers during those initial years. This study proves that the sustainability was not jeopardised. On the contrary, the consultants and expatriates introduced CPHE to the regions, an approach which is now highly appreciated and which has counteracted the worries of the 1995 evaluation. Tanzania expresses great satisfaction with this approach.
- The results of this study therefore do not support the static view that phasing out of experts generally gives better and more sustainable results. It proves that a pragmatic approach towards the use of expatriates is needed. Some programmes may need expatriates, some may need many, some may need few, and some may need none at all. It depends on the country, the programme and the local context.

- The Water Master Plans were costly and considered “overkill”? Wrong – The plans have been unanimously appreciated both by North and South sector staff and actors working in the field. The plans have been very useful and are described as indispensable tools – still being used.
- Revolving Funds for spare parts and O&M did work? Unfortunately not. Due to the abrupt close down of RUDEP and KIDEP the funds never came into a sustainable existence.

Kenya: It is full agreement that the idea behind the MUWSP was to make minor towns in Kenya attractive for development in shortest possible time. To achieve this, and to catch up delays in the programme, there was a readiness on both sides to shortcut the GOK bureaucracy by creating a semi-autonomous project organisation.

Both sides do agree that the use of expatriates was very relevant during those years. It would still be relevant but not in the same high numbers as before. Today Kenya is much better equipped with qualified water sector staff.

After some years with high focus on physical outputs and technology, software components, like e.g. capacity building and training, O&M, health and hygiene and water use aspects came into the programme. During the last years of its existence the MUWSP was a programme which to a great extent was carried out along the same lines as programmes are being implemented today.

To the extent that there may have been some myths surrounding Norad's support to the MUWSP in Kenya, we may conclude the following:

- The basic idea of the MUWSP, i.e. to increase the attractiveness and promote development in about 50 minor towns throughout Kenya has been successful, and Norad's support did trigger continued investment.
- The size of the task was underestimated and the initial implementation pace was too slow. However, the rapid population increase in the towns may also be interpreted as a sign that the programme actually did succeed in creating development.
- The technology was appropriate for the prevailing urban settings. This is the confirmed opinion of the people interviewed and also proven by the positive current state of the schemes found by this study.
- The use of expatriates, also in the relatively high number, is still today considered to have been relevant considering the situation in Kenya during that time.

The results of the analysis seem to point in the following direction:

- Always appraise the situation on an individual basis before intervention: What are the needs? What is the capacity in terms of resources and knowledge? Where are the gaps and the critical issues?
- Use a pragmatic approach, without having preconceived solutions. Do what is needed to be done to reach the targets in shortest possible period of time, with the appropriate project management.

- Use expatriate personnel as and when needed. Some programmes may need many, some few and some none.
- Stay in as long as needed, preferably a bit longer, and never leave without a mutually agreed exit strategy.
- Be careful in mixing the water sector with other sectors. The water sector is a cross-cutting issue in all sectors and can easily loose out in this “competition”.

Final comments:

Our review has established that most schemes in both Tanzania and Kenya are still in an astonishing good condition today, long after normal life expectancy for water projects of this kind and that this would not have been possible without a minimum of care, maintenance and replacement of worn out or broken parts. While this definitely gives credit to the communities and towns responsible for the schemes throughout the years, it certainly also gives credit to those actors and participants who took part during the implementation processes, be it from Norway, Tanzania or Kenya, and who provided the original basis for this success.

It would seem like a well-deserved boost to the Norwegian development cooperation on the water supply and sanitation sector if Norway's significant support to Tanzania and Kenya during the 1970', 80s and 90s in the light of history could be appreciated as successful.

Attachments

Annex 1: Terms of Reference

Terms of Reference

FICTION AND FACTS –

An Analysis of Norway's Assistance to the Water Supply and Sanitation Sectors in selected Countries – as Basis for Future Sector Support.

Background

Norway, through Norad and NGOs, has a long and respected history in support to and cooperation on the water supply and sanitation (WSS) sectors in developing countries. Traditionally, and as one element of this support, both Norad and the donor community in general relied heavily on the use of so-called “Experts” in supporting sector programmes. With few exceptions the Experts were selected from private business environments, received a brief training and sent as advisors to the respective country for a minimum period of two years. This cooperation approach, which had picked up considerably during the 1970s, saw a peak during the International Drinking Water Decade 1980 – 1990. It came as a surprise to most sector actors when it turned out that there actually were more people without water after the Decade than before. Donors started re-thinking their approach and one of many changes, which was also founded on other conceptual and political cooperation adjustments through the 1990s, was the reduction in the use of Experts until almost nil.

Towards the end of 1990 and around the millennium, Norway had made a shift in its development assistance policy, whereby WSS sector interventions through direct financing of investment and technical assistance had been significantly reduced, although Norway always has participated actively in international policy and strategy making fora. In the wake of the Millennium Development Goals (MDGs) there is an ever growing realisation that if the MDGs shall be reached by 2015 there is need for much higher investment on the sectors than is within most countries' capability, and that international support is needed. Again, there is need for a paradigm shift on the WSS sector – but how - and how can Norway contribute?

Norwegian Action Plan for Environment in Development Cooperation

Two important events took place during the summer of 2006 with a strong bearing on the work of Norad and Norwegian development cooperation: The new *Norad's Strategy towards 2010* and the *Norwegian Action Plan for Environment in Development Cooperation (NAPED)*. The strategy states that Norad shall be the

professional environment for evaluation, quality assurance and dissemination of results within the Norwegian development cooperation, in close cooperation with partners in Norway, developing countries and internationally. The NAPED states clearly that “*The purpose of Norway's environmental development cooperation is to contribute towards achieving the MDGs, making it possible for people to improve their living conditions and health, and reducing their vulnerability*”. As regards **water resources management, water and sanitation**, the NAPED emphasises that “*Effective and sustainable management of water resources is essential for economic growth and for the effort to achieve the MDGs, particularly those related to health, education, equality, food production and the environment. Improved water supplies, sanitary conditions and hygiene are crucial in the fight against poverty*”. The action plan foresees support at multilateral levels like selected UN organisations, international financial institutions and other initiatives like e.g. GEF, GWP and WSSCC and NGOs, but also state-to-state cooperation. NAPED lists eight bullet points where Norway intends to be particularly active, see box.

Norway intends to:

- Support the development and implementation of plans for integrated water resources management, including for trans-boundary water courses. Particular emphasis will be placed on promoting the ecosystem approach and supporting institutions that are mandated to ensure sustainable management and use of water resources;
- Promote efficient water use, particular in agriculture;
- Focus attention on the importance of sanitation and hygiene, and of reducing contamination of water resources;
- Support the improvement of water supply and sanitary conditions on other sectors, for example by supporting installation of satisfactory water supplies and sanitary and hygiene facilities in schools and health institutions;
- Assist priority countries in achieving water and sanitation targets, focusing particularly on sanitation;
- Promote community based management of catchment areas, including support for rainwater harvesting and other small scale water projects;
- Increase awareness of and promote research on how water resources are affected by climatic change;
- Work to secure all people the right to water and promote acceptance of the principle that water resources are a common good.

Objectives of the Project

Within the frames of the Norwegian development policy in general, and the new Norwegian Action Plan for Environment in Development Cooperation and Norad's Strategy in particular, Norad aims at being best possible prepared to take on the new challenges related to supporting water resources management and water supply and sanitation in Norway's partner countries. For this reason Norad has decided to carry out an analysis of Norway's past performance on the sector in selected countries, suggested to be Kenya and Tanzania. Both countries did receive considerable support during the WSS sectors from Norway and other Nordic and European countries. Which approaches were good and could be brought forward into new programmes and which did not work out? What is the opinion of the actors and stakeholders who took part in these programmes? But most important, how does it look today 15 – 25 years after intervention? Do the schemes still operate - which types are still operating and which are not? What is the opinion of the national authorities and the end users – are they happy with what was done during this period? There are myths, stories and many perceptions about this period, but very little have

been documented. What is **fiction** and what is **fact**, and how can increased knowledge about this period benefit the **future**? We may call it the “3F Project”.

Based on the findings, elements for a future engagement strategy for Norwegian support to water and sanitation in our cooperation countries will be prepared. The strategy will be based on specific Norwegian experiences, best practices, recommendations from international organizations and institutions and Norwegian development cooperation policy.

Approach and Methodology

The analysis is not intended to be based on an evaluation but on a review, limited in size and descriptive in nature. It will be a combination of literature study, single source interviews and field inspections, with the following **Objective**:

- Through literature studies, interviews and field work, carry out a descriptive based analysis of Norad's previous support to the WSS sectors partner countries, with emphasis on Kenya and Tanzania during the period 1975 - 1995.

Methodology

Approach	Activity
Phase 1: Home office information collection; desk studies and interviews:	H1: Search archives of Norad and other actors and stake holders, including other Nordic Countries; scrutinise, analyse and sort available written information; H2: Carry out interviews with selected key persons from a variety of actors, stakeholders and time witnesses; H3: Conclusion Phase 1, summarise: <ul style="list-style-type: none"> • What was achieved in terms of output in broad terms? • What is the general perception of Norad's support during this period: what was good, what was not so good? Use case descriptions. • What was the thinking behind the approaches during that period in descriptive terms? • Prepare programme for the field visits.
Phase 2: Field visits to Kenya and Tanzania	F1: Visit ministry representatives, actors, stake holders and time witnesses at central levels; <ul style="list-style-type: none"> • What is the “official” Kenya's and Tanzania's perception of the interventions made during this period; • If available, collection of written information; • What is the “official” perception of the current technical status of the investment made? F2: Field visits to selected schemes and investment sites. Interviews with end users and local authorities, actors and stake holders. F3: Conclusion Phase 2, summarise: <ul style="list-style-type: none"> • What is the general perception on what was achieved during this period? • What is the country's general perception of Norad's support during this period: what was good, what was not so good? Use case descriptions. • What was the country's thinking behind the approaches during this period in descriptive terms? How is their thinking today?
Phase 3: Home office analysis and presentation	H4: Present a correlation between the findings from Phase 1 and Phase 2 as regards: <ul style="list-style-type: none"> • Achievements; • Positive and negative issues; • Way of thinking; • Difference in opinion between groups, e.g. international versus national central and national local; H5: Actual status of the visited schemes; H6: An overall elaboration on “fiction and facts”. H7: Within the frame of the <i>Norwegian Action Plan for Environment in Development Cooperation</i> in particular and Norad's strategy in general, present an introductory note on how this study may have a bearing on Norad's continued support to the sectors of water resources management, water and sanitation.

In the execution of this work, Norad will cooperate with an external consultant who will act as project team leader. The consultant will be assigned a student from the Technical University in Trondheim working on the thesis “Execution of Water Projects in Developing Nations”. Norad staff will be integral members of the team and take part in field work and in reporting.

Reporting and dissemination

The work will be documented in a final report which will be presented to relevant decision-makers in Norway and to the various embassies. During the work Norad will convene a workshops where the findings of the work will be presented and possible elements for an engagement strategy will be discussed.

Norad

Norwegian Agency for
Development Cooperation
P.O. Box 8034 Dep. NO-0030 OSLO

Visiting address:
Ruseløkkveien 26, Oslo, Norway

Telephone: +47 22 24 20 30
Fax: +47 22 24 20 31
postmottak@norad.no
www.norad.no

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