



Government of Zimbabwe

National Action Committee for Water, Sanitation and Hygiene (WASH)

WASH Sector 2012 to 2018: An Overview Report

Prepared for the National Coordination Unit (NCU) by the

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1.0 INTRODUCTION: THE WASH SECTOR IN ZIMBABWE

Zimbabwe held its last Joint Sector Review for the Water, Sanitation and Hygiene (WASH) sector in November 2011. Since then the sector has seen a number of developments and some set backs that this report captures. The overall purpose of this report is to consolidate sector developments. Preparation of this report was based on review of relevant literature, meetings with the National Coordination Unit, key informant interviews with representatives of stakeholder institutions, focus group discussion (FGD) sessions with WASH structures in Zaka and Umzingwane Districts as well as Masvingo and Matabeleland South Provinces. It is organised into seven (7) sections as follows:

1. Sector organizational structures and the roles of key agencies;
2. WASH policies, policy developments over the 2012-2018 period and a commentary on the institutional framework;
3. Sector strategies and/or implementation approaches;
4. The status and quality of services;
5. Summary of main projects implemented over the period;
6. A synthesis of lessons drawn from WASH sector reviews and evaluations; and
7. WASH sector bottlenecks and priorities moving forward.

Zimbabwe's WASH sector is run an inter-Ministerial Committee, the National Action Committee (NAC). The sector has three sub-sectors of Rural WASH, Urban WASH and Water Resources Management. Activities of the NAC are coordinated by a Secretariat, the National Coordination Unit headed by a National Coordinator. During the period under review (2012-2018) Ministerial leadership of WASH changed from the Ministry responsible for water to one responsible for lands. A multi-stakeholder and participatory framework governs agency interactions across the WASH delivery cycle. NAC leads this framework, coordinates policy development, intervention design and implementation. It also oversees the activities of and interactions amongst national and local government, international development partners, development banks, sector parastatals, research institutions and local non-governmental organizations. These different categories of organizations play different yet complementary WASH roles with the coordination support of the NCU.

1.1 Summary of the WASH sub-sectors

1.1.1 Rural WASH

Rural WASH is concerned with all cycles of activities in relation to water, sanitation and hygiene covering rural areas. Zimbabwe's population is 67% of the resides in rural areas (Zimstat, 2012). This makes Rural WASH an important sub-sector from the perspective of the proportion of Zimbabweans the sub-sector serves. Key Rural WASH entities include Rural District Councils (RDCs)¹ and the District Development Fund (DDF). The sub-sector is coordinated through Provincial, District, Ward and Village Water and Sanitation Sub-Committees. At the point of service delivery and for purposes of social mobilisation other structures exist e.g. Water Point Committees, Sanitation Action Groups and Health Clubs.

¹ Zimbabwe has 60 Rural District Councils or Rural Local Authorities

1.1.2 Urban WASH

Urban WASH covers Zimbabwe's 32 city, town, municipal and local board areas. Each municipal entity (Urban Council) has a statutory requirement to provide water, sanitation and hygiene services to the residents of the area they govern. With the growth of planned urban settlements in rural areas² WASH activities have been undertaken in 'small towns', 'Growth Points' and 'small urban centers' some of which meet the urban threshold but are run by the rural local authorities in whose areas they exist. Key service delivery institutions for Urban WASH are Urban Local Authorities and the Zimbabwe National Water Authority (ZINWA) especially in smaller urban local authority areas.

1.1.3 Water Resources Management

Management of the nation's water resources ZINWA is the lead institution. As a state-owned enterprise or parastatal the authority reports to the Ministry managing the water resource portfolio³ for guidance on policy matters. This Ministry is changeable depending on the design of Zimbabwe's cabinet from time to time. The country is divided into seven catchments⁴ based on the major river basins in the country. Catchment governance is by a Catchment Council established under the Water Act.

The work of Catchment Councils is technically supported by ZINWA whose vision is 'guaranteeing water security'. This is through functions defined in Section 5 of the ZINWA Act, which include advising the Minister responsible on water resource planning, management and development, water quality and pollution control, environmental protection, dam safety and borehole drilling, hydrology, hydrogeology and water resource conservation. The object for which these functions are performed relate to securing equitable access, efficient allocation, use, development and distribution of water resources on a cost effective basis and considering the impacts of droughts, floods and other hazards. The sub-sector's functions are performed within the seven catchments where Zimbabwe has some 8,000 dams and reservoirs for raw water. The majority of the dams were built for irrigation. Partly because of reduced demand for irrigation water post-2000 land reforms Zimbabwe has a favourable water balance. However, there are stressed areas especially the urban water supply areas of Greater Harare, Bulawayo, Gweru, Karoi, and Plumtree.

1.2 Outline of WASH roles for different agencies

WASH services constitute basic rights that the Zimbabwean state is obligated to provide. NAC (the inter-Ministerial approach) provides a whole-of-government framework for fulfilling this obligation. In leading policy development, intervention design, delivery and evaluation functions NAC works with the different categories of organizations. For non-governmental organizations higher numbers participate in Rural and Urban WASH than in Water Resource Management. This concentration arises from the suitability of their financial levels of effort and the need to respond to recent disease outbreaks associated with failing physical and institutional infrastructure, inadequate and inequitably accessed services. With limited state capacity non-state support has increasingly been deployed towards policy development and standard setting. Resource constraints have thus constrained NAC's short to medium term efforts to rejuvenate the sector overall and make it responsive to the pressing demands of

² For Zimbabwe concentrations of populations above 2500 not exclusively reliant on agriculture for their livelihoods constitutes urban areas

³ This covers ground, surface and dammed water

⁴ Mazowe, Gwayi, Runde, Mzingwane, Sanyati, Save and Manyame

the Rural and Urban WASH sub-sectors. Performance of the roles summarized in the tables below is thus generally sub-optimal.

Table 1.1: Roles and responsibilities of the NAC structures

Structure	Terms of Reference/Key functions
National Action Committee (NAC)	<ul style="list-style-type: none"> • WASH policy direction and guidance; • One-stop-entry for monitoring, supervision and resource mobilization;
WRM Sub-Committee	<ul style="list-style-type: none"> • Aiding the pursuing of the vision of 'water security'; • Tracking efficacy, equity and cost-effectiveness of water resource access; • Integrating impacts of climate change and other hazards into water resource planning, development and management;
Rural WASH Sub-committee	<ul style="list-style-type: none"> • Improving sustainable access Rural WASH services, in line with the SDGs and national development goals and targets; • Steering strategies to spearhead sector recovery from emergency to development;
Urban WASH Sub-committee	<ul style="list-style-type: none"> • Improving sustainable access Urban WASH services, in line with the SDGs and national development goals and targets; • Steering strategies to spearhead sector recovery from emergency to development;

Source: Adapted from various sources

Different organisations that sit in the sub-sector committees perform the above broad functions in relation to specific geographical, institutional or sectoral constituencies as shown in Table 1.2 below.

Table 1.2: Key organizations and their roles

Category	Example	Key Roles
Central Government Ministries	Ministry responsible for health	<ul style="list-style-type: none"> • Environmental health, WASH at health facilities and WASH sector research and development;
	Ministry responsible for education	<ul style="list-style-type: none"> • WASH in schools
	Ministry responsible for the environment	<ul style="list-style-type: none"> • Environmental issues in WASH (pollution control, EIA's, wetlands protection etc)
	Ministry responsible for water	<ul style="list-style-type: none"> • Overall WASH policy and implementation lead
	Ministry responsible for local government	<ul style="list-style-type: none"> • Support local authorities on funding (e.g. PSIP) and to comply with WASH policies, standards
Local Authorities	The 92 (32 urban and 60 rural) Councils	<ul style="list-style-type: none"> • Direct WASH service delivery
Government Parastatals	ZINWA	<ul style="list-style-type: none"> • Water Resource Management technical lead
	District Development Fund (DDF)	<ul style="list-style-type: none"> • Rural water infrastructure development e.g. borehole drilling and maintenance
	EMA	<ul style="list-style-type: none"> • Enforcing water pollution control
Research Institutions	UZ, NUST, NIHR, IWSD, SIRDC	<ul style="list-style-type: none"> • WASH sector research and development • Service provider capacity development
Development Banks	WB, AfDB and IDBZ	<ul style="list-style-type: none"> • Program/project funding, public sector capacity building (including WASH sector reform support) and managing donor funds
Donor/Funding Agencies	DFID, JICA, USAID, AusAID, GIZ, SDC, EU, SIDA	<ul style="list-style-type: none"> • WASH sector funding support
NGOs	Oxfam, World Vision, WHH, Mvuramanzi, Christian Care	<ul style="list-style-type: none"> • Intervention design (including piloting innovations), implementation and evaluation; • Participation in policy development processes;

Source: Adapted from various sources

1.3 Section summary

The importance of WASH services in Zimbabwe is clear in terms of public health, environmental management and overall economic development. Recent health emergencies especially in urban areas have re-emphasized the importance of sustainable and equitable sector services. Although served by a mixture of agency types the WASH sector has a structure through which stakeholders interact and are coordinated. The NAC and its Secretariat, the NCU perform coordination functions.

The sector structures, decentralised to the lowest levels have evolved over time. Challenges exist that have increased with state capacity shrinkage amidst emergencies rising in intensity and frequency. Public health emergencies (cholera, typhoid) have arisen due to multiple institutional and physical infrastructure failures. Zimbabwe's stressed economy and society are burdened to a point of failing to provide, maintain let alone expand WASH services. Resultantly, sector coordination is now difficult as public sector practical delivery faltered.

2.0. WASH SECTOR POLICY INSTRUMENTS

2.1 'Policies in/of the WASH sector'

2013 saw significant policy transformations relevant to The WASH sector. First, was the adoption of the National Water Policy in March, the Constitution in May and Municipal debt write-off in July. Full implementation of provisions of the Water Policy (e.g. the Water and Wastewater Regulatory Authority) and the Constitution (e.g. operationalising devolution within WASH) remains. The debt write-off had a serious impact on service delivery.

This section presents the instruments that guide the operations of WASH agencies. It is critical to observe that while WASH sector organizational structures have remained generally the same individual agencies are regulated by a mosaic of instruments (policy, legislative and administrative) shaping the different incentives they respond to (see Table 2.1 and 2.2).

Table 2.1. Inventory of WASH-specific and allied policies

Category of WASH guiding instrument	Examples	Relevant provisions
Constitution of Zimbabwe	Sections 28, 29(3), 73 and 77	<ul style="list-style-type: none"> Right to shelter, prevention of spread of diseases, a clean environment and water Other rights in Chapter 4 also relevant to WASH
Global instruments ⁵	MDG 7 (c & d), SDG 6 and 11	<ul style="list-style-type: none"> WASH, sustainable cities and communities SDGs Other SDGs (e.g. 5) also critical
Macro-economic policies	TSP, 2018-2020	<ul style="list-style-type: none"> Rehabilitation and maintenance of services to original operational levels
	ZIMASSET, 2013-2018	<ul style="list-style-type: none"> Dams and Conveyance Systems Construction Urban and Rural WASH projects
	Medium Term Plan (2011-2015)	<ul style="list-style-type: none"> Rehabilitation and development of WASH under the infrastructure and development pillar
WASH-specific policies	National Water Policy	<ul style="list-style-type: none"> Sustainable utilization of water resources so as to improve provision of affordable and sustainable WASH services
	DRAFT Sanitation and Hygiene Policy (2017)	<ul style="list-style-type: none"> Universal Access to Safe Sanitation and Hygiene Zero subsidy principle Clear roles from user to national government
Allied policies	National Climate Policy, 2017	<ul style="list-style-type: none"> Climate resilient WASH infrastructure and services Sector Master Plans integrating climate change
	Environment Policy	<ul style="list-style-type: none"> Water source & course protection, environmental conservation, pollution prevention EIA's for projects including WASH
	DRAFT National Settlements Policy (2019)	<ul style="list-style-type: none"> Well-planned and sustainable settlements Devolved institutions for planning, delivery and management of settlements and services Clear roles for residents regarding services
	National Gender Policy	<ul style="list-style-type: none"> Equality, equity and empowerment provisions that guide framing of development activities and policies

Source: Various

⁵ Others include Convention on the Eradication of all forms of Discrimination against Women, International Covenant on Economic, Social and Cultural Rights, ICESCR (Articles 11 & 12), the Universal Declaration of Human Rights, SADC Water Policy, Africa Water Vision, Convention on the Rights of the Child, African Charter on Human and People's Rights, relevant AU Resolutions and Conference Declarations (e.g. the N'Gor and Ethekeini) etc.

The guiding instruments in Table 2.1 fall into five categories as follows:

1. The Constitution of Zimbabwe, 2013;
2. Macro-economic (national) policies;
3. WASH-specific and allied policies;
4. Laws governing sector services, service provider institutions and professionals; and
5. Relevant sub-sidiary laws e.g. Statutory Instruments, Municipal by-laws and policies.

Table 2.2. focuses on category four i.e. national laws strategic to the WASH sector.

Table 2.2: Main laws guiding the WASH Sector

Legislative instrument	Provisions relevant to the WASH Sector
Public Health Act (Chapter 15:09)	<ul style="list-style-type: none"> • Section 64(1) provision and maintenance by local authorities of a sufficient supply of wholesome water for drinking and domestic purposes & Section 67 on water supply inspections • Ensuring that every household is provided with a toilet
Urban Councils Act (Chapter 29:15)	<ul style="list-style-type: none"> • Sections 168-181 on sewerage and drainage, 183-187 on water supply, public stream maintenance, protection of water infrastructure and emergency water rationing • WASH-related development planning powers
Rural District Councils Act (Chapter 29:13)	<ul style="list-style-type: none"> • Sections 74 & 75 regarding Councils' development functions and charging for services, First Schedule S28-32 on water, pollution, effluent removal, Second Schedule Parts III, V-VII etc • WASH-related development planning powers
Environmental Management Act	<ul style="list-style-type: none"> • Section 4 on environmental rights and environmental management principles • Sections 57-62, prohibition of water pollution & effluent discharge • Sections 95-6 on Local Authority Environmental Plans & Environmental Management Plans
Water Act (Chapter 20:25)	<ul style="list-style-type: none"> • Vests water in the President, provides for water resource planning and development, use of water, water quality control and environmental protection and, among others dam safety
<p>Other acts governing organizations strategic to WASH issues: The Provincial Councils and Administration Act (Chapter 29:11); The Regional, Town and Country Planning Act (Chapter 29:12); The Traditional Leaders Act (Chapter 29: 17); The Zimbabwe National Water Authority Act (Chapter 20:25); The Housing Standards Control Act (Chapter 29:08); The Housing and Building Act (Chapter 29:07); Older Persons Act (Chapter 17:11); Disabled Persons Act (Chapter 17:01) and Civil Protection Act Chapter 10:06</p>	

Source: Various

2.2. Analysis of WASH Sector institutional framework

Existence of organizational structures based on current law has not precluded challenges associated with inconsistencies that affect coordinated planning and implementation of activities in the sector (UNICEF, 2018). The inconsistencies arise from a fragmented institutional framework. Water supply infrastructure development, operation and maintenance are not in the domain of one agency and these different organizations report to different 'centres' and do not present always present their resource needs on the basis of a national sector plan.

Three examples reflect gaps arising from institutional fragmentation. One is the delays in the approval of the National Sanitation and Hygiene Policy. This has stalled harmonisation of approaches to eradicate open defecation through demand-led sanitation. The second is constrained public sector research and development on WASH technologies and approaches. Investigations leading to approval and technology transfers have become haphazard at best and stalled at worst. This has affected the i) girl-friendly BVIP, ii) wheelchair-friendly BVIP, iii) elephant (water) pump, iv) Upgradeable BVIP, v) re-designed BVIP roofs, vi) 'durawalling' of boreholes, the vii) tippy-tap (handwashing), viii) brick-lined refuse pits, ix) corbel-lined latrine pits⁶ x) ecological sanitation (Ecosan), and xi) a cheaper version of the bush pump. The third example relates to responsibilities for urban boreholes.

2.2.1 Capacity issues: limits of making-do (*kiya-kiya*)

Significant capacity challenges affect the performance of agencies that are strategic to sector delivery. Lack of resources hinders smooth coordination of WASH structures⁷. In some operational areas strategic agencies lack internet connectivity affecting information sharing. Staff shortages also affect delivery on the mandate of affected agencies and the sector as a whole. In Zaka, DDF and ZINWA have no vehicles to support their own work while the Ministry responsible for health has 14 out of 34 Environmental Health Technicians⁸. WASH structures are not always fully functional a neighbourhood/village and ward levels affecting citizen mobilization. Dwindling resources for planning, implementing and evaluating WASH activities also mean that years of 'making do' have influenced interpretation and performance of mandates in ways that need attention. Further, the experience that some officials may have could be shallow.

WASH services anchor Municipal budgets. This is one reason why the proposed ring-fencing of relevant revenues and establishment of strategic business units or standalone utilities has been delayed if not rejected. While critical to Municipal viability the management of WASH service charges is afflicted by local fiscal (collection and application, use of ICT⁹), spatial planning and development management inadequacies. Most urban and rural local authorities have not updated relevant by-laws and lack adequate enforcement mechanisms. Muyambo and Klaassen (2015) observe that towns and utilities are also operating without current master or strategic plans (see also Chatiza and Dube 2018). Government of Zimbabwe (2018)¹⁰ noted that urban local authorities are failing to enforce by-laws resulting in rising informality, un-sanitary and un-hygienic conditions that increase the risk of diarrheal diseases and contamination of water sources.

2.2.2 Evidence needed for 'flexible policy thinking'

The policy framework for water resource management needs further improvement. This will improve the issuance and monitoring of water use permits as envisaged under the Water Act as well as dam inspection and maintenance. ZINWA's dual role as regulator and the operator of large dams presents potential contradictions. Within the context of Zimbabwe, it is therefore possible to align institutional roles and clearly define thresholds for the potable water value chain separately from the irrigation and other value chains (e.g. industrial). Such

⁶ Associated with the one-bag BVIP version

⁷ Key informant discussions with Masvingo PWSSC members, 05/02/2019

⁸ Key informant discussion with Zaka DWSSC members, 04/02/2019

⁹ Most Councils use PROMUN Billing Software while Bulawayo and Harare City Councils use BIQ. Not all properties in Municipal areas are on Valuation Rolls. Use of GIS tools remains low

¹⁰ Transitional Stabilization Plan (2018-2020)

a separation will allow streamlined institutional performance in a devolved framework, protection of the right to (potable) water and developing relevant capacities in Rural and Urban WASH. Further, this will also aid development of resilience guidelines for WASH infrastructure.

WASH policy gaps are also attributed to lack of strategic action plans and non-operationalisation of financing mechanisms or investment plans envisaged under the Water Policy (UN and GoZ, 2014). Related is also the challenge that the assumed transition from recovery (phased) to 'normal development' has been delayed or postponed by repeated crises trapping the sector in emergency mode. The Policy speaks to creation of an information management system that captures WASH infrastructure in the country. Some progress has been made with the Rural WASH Information Management System (RWIMS) now fully operational. However, the Urban WASH dataset, Service Level Benchmarking is yet to be fully functional.

Sanitation and hygiene have had adequate attention. It seems to have perennially slipped NAC structures and individual sector agencies. Enforcement remains both weak and contested (GoZ, 2011). Urban sanitation has slipped significantly in recent years. This is despite it being the responsibility of local authorities as provided for under Regional, Town and Country Planning Act (Chapter 29:12) and the Urban Councils Act. Full treatment before wastewater discharge has not always been enforced, leading to discharge of partially treated effluent into the environment. WASH roles are unclear for rural and urban local authorities in peri-urban areas.

2.2.3 Many laws, many agencies and many 'political economies'

One of the major weaknesses with the current legislative framework is that the various Acts that deal with WASH in Zimbabwe are not synchronised. The EMA Act addresses pollution in general but is inadequate to ensure correction and prevention. Penalties and fines are not linked to better performance and corrective action for instance. The Water Act is not adequately linked to the ZINWA act, Urban Councils Act and Public Health Act (GoZ, 2012). These concerns are raised in the 2013 National Water Policy, but there are no clear signs of legislative reforms to harmonize these laws and more so seriously engaging with the organizational implications of the legislative disharmony. The legislative instruments have not been aligned to the Constitution, which creates different policy and administrative ecologies. These laws and the framework they are part of is not devolution compliant.

2.3 Section summary

WASH sector roles are currently split between several institutions and not fully devolved. The different 'WASH Ministries and departments' also have variable capacities. Some have regulatory and service delivery (implementation) functions. This messes up sector roles and is characteristic of a project-by-project approach to addressing very fundamental development challenges. It is also made inevitable by a combination of limited state prioritization of the sector in national budgets. Implementation of the Constitution of Zimbabwe, relevant global instruments and aspects of the 2013 Water Policy would help address these issues. Delays in implementing fundamental reforms anticipated under the 2013 Constitution has affected WASH and other sectors as well. The WASH institutional environment thus remains fragmented. The mosaic of un-aligned legislative instruments constrain planning, funding and implementation of key sector strategies or approaches including issues of sustainability. These (strategies) are discussed in the next section.

3.0. SECTOR STRATEGIES AND IMPLEMENTATION APPROACHES

Policy ambitions, legislative provisions and administrative processes frame the strategies that WASH sector organizations deploy. Strategies help harmonize ways of responding to WASH needs. They define how to translate set standards as per policies into service delivery realities. They also define the processes through which citizens' rights to WASH services are planned for, delivered, operated, expanded and maintained. Just as with policies, laws and organizational processes, strategies are influenced by the national and local political economy. Zimbabwe's recent history has been characterised by a difficult economy (cash shortage and fiscal constraints) and rising emergency situations including floods, drought and water-borne disease outbreaks.

3.1. WASH sector strategic documents

Table 3.1 presents some of the documents that contain the strategic choices applied during the period under review. These different documents present the different sector strategies, approaches and technological innovations. The section describes these different documents, highlights approaches and strategies used in the three WASH sub-sectors and guidelines used in the WASH sector. In Rural WASH, the government shifted from supply led sanitation delivery to demand-led sanitation. This allowed consolidation of approaches such as Community Based Management (CBM).

Table 3.1: Key sector strategic documents and their focus

Key strategic document	Main focus
1. National Sanitation and Hygiene Strategy, 2011-2015	<ul style="list-style-type: none"> • Elimination of open defecation, increasing total sanitation coverage, and implementing (and sustaining) positive hygiene behaviours in all communities.
2. National Sanitation and Hygiene Strategy, 2018-2022	<ul style="list-style-type: none"> • Demand-led sanitation and hygiene promotion using Sanitation-focused Participatory Health & Hygiene Education (SafPHHE) approaches • Zero subsidy
3. Climate Change response strategy, 2017	<ul style="list-style-type: none"> • Promoting sustainable land-use systems that enhance, among others management and utilization of water resources under changing climatic conditions
4. Zimbabwe Humanitarian Response Plan, 2016-2017	<ul style="list-style-type: none"> • Restoring access to sufficient water of appropriate quality and quantity to fulfil basic needs • Increasing awareness of safe hygiene and sanitation practices (PHHE) and water conservation and • Providing access to key WASH related Non-food items (NFIs) for most vulnerable families in targeted areas.
5. National Sanitation and Hygiene Advocacy Strategy, 2016-2020	<ul style="list-style-type: none"> • Focuses on raising the profile of sanitation and hygiene on the national development agenda with policy-makers

Source: Various

3.2 Demand-focused WASH strategies

In both Rural and Urban WASH a number of common strategies have been applied. This section presents some of the main strategies/approaches that have been applied.

3.2.1 Community-Based Management (CBM)

CBM has been more extensively applied in Rural than Urban WASH. Its implementation is based on the community under the guidance of the local authority sets up structures that receive technical training for them to become responsible for managing WASH facilities. The

training depends on the WASH services and actual facilities to be managed. The common facilities where CBM has been applied include shared sanitation facilities and communal water points. The UNICEF Annual Report for 2017 shows that 13 050 Water Point Committees in 57 Rural District Councils (RDCs) were trained in CBM (see also UNICEF, 2016). CBM was an important mid-2000s response to lack of community ownership of and technical knowledge on installed WASH facilities that saw government or non-state technical officials attending to service outages or downtime caused by breakdowns that trained communities could easily manage. It was therefore a way of transitioning from state to community-managed systems.

With the advent of shared facilities in urban areas (boreholes, public toilets in renewed old urban neighborhoods) aspects of CBM have been applied in Urban WASH. CBM allows communities to run their projects, mobilize and apply user fees to maintain a service and to be directly involved in decision-making. Finances used under CBM can also be internally generated or sourced from outside of the community as grants or loans. Representative bodies of the community including their own local authority provide the necessary legal instruments, backup services to ensure the effectiveness of CBM (NAC, 2015).

Effective CBM remains elusive. Every year, government in partnership with other stakeholders hold training workshops on CBM yet the approach is far from full institutionalisation at local authority and community levels. In some communities boreholes have been dysfunctional for more than 6 years¹¹. Water Point Committees (WPCs) are also not functioning effectively as they are not linked properly to key organizations such as ZINWA, local authorities and catchment councils for support. They are also not recognised as legal entities and they are not linked to appropriate partnership opportunities, a development that undermines sustainability¹².

3.2.2 From PHHE to ZimCATS and SafPHHE

Participatory Health and Hygiene Education (PHHE) is used in both Rural and Urban WASH to create critical user awareness. Application has been in integrated water supply and sanitation programs mainly in Rural WASH. The country's experience has been consolidated through formal guidelines aimed at a complete total hygiene behavior change through knowledge. PHHE also helps communities to prioritize their needs by stimulating discussion on important issues. It can also be used as an investigative tool during program/project evaluations. PHHE has been used in various projects in Zimbabwe and its results have been acknowledged by different stakeholders.

The implementation of PHHE has seen considerable improvements over time. During the period under review a pilot Zimbabwe Community Approaches to Total Sanitation (ZimCATS) in Hwange was instrumental to the development of Sanitation-focused Participatory Health and Hygiene Education (SafPHHE). The pilot was made possible through Australian Government support through UNICEF with Mvuramanzi Trust and the Institute of Water and Sanitation Development as implementing partners. SafPHHE was implemented in 45 of 60 (75%) RDCs during the Overview period as a key demand-led sanitation strategy. 17 648 self-sponsored household latrines were built and 536 villages being certified open defecation free (ODF) as a result (UNICEF 2018). As such, the

¹¹ KII with Executive Director, Mvuramanzi Trust, 06/03/2019

¹² KII with WASH Technical Advisor, World Vision Zimbabwe, 07/03/2019

approach has been proven to work in terms of addressing demand-side constraints to applying the relatively high knowledge on hygiene towards positive sanitation and hygiene behaviors. The strategy was also used under the 14 Small Towns WASH Project reaching 207 538 people (Ibid).

3.2.3 School and Community-Based Health Clubs

There are two variants of the health club strategy. One is school-based and the other is community-based. The school variant focuses on involving school children in school WASH activities for school as well as home-level application of acquired knowledge and behaviour. The health clubs have contributed to improved health and hygiene practices amongst children¹³. The WASH knowledge and experiences gained goes beyond schools to families and communities. School health clubs have also mainstreamed the needs of girl children both at school and in the community. School Health Masters (a teacher who receives relevant training) supports children's school health club activities. The Ministry responsible for education has institutionalised this approach allowing for relative sustainability.

Community Health Clubs (CHCs) are structures of volunteers learning and promoting good sanitation and hygiene practices amongst themselves and in their communities. These existed in some communities before implementation of demand-led sanitation approach. CHC members are trained on PHHE by the Ministry responsible for health and get support from the Environmental Health Technicians (EHTs).

In urban areas community health clubs established under the 14 Small Towns WASH project in other local authorities not on the project established social enterprises around waste recycling and other WASH-based income generating projects. Women and youth generally dominate the participants.

3.2.5 Sanitation Action Groups (SAGs)

SAGs are established (or strengthened) at community level to develop, implement, and monitor community sanitation action plans. Progress is reported on a monthly basis through Environmental Health Workers (EHTs) to the district and province for feeding into the national database. Sanitation Action Groups have been established nationally and play an important role in terms of health and hygiene needs assessment, planning and implementation as part of working towards ODF certification. Village SAGs learn from each other as they plan and implement activities. Once a village is declared ODF free others copy its good practices.

3.3 Supply-related strategies: WASH Public-Private Partnerships

In a context of growing poverty, dwindling donor funding, fragile development results, concern over the sector's donor dependence and the impact of climate change the WASH sector has explored partnerships with the private sector. During the Overview period a WASH Public-Private Partnership Framework was developed (UNICEF 2018).

At the same time, some big corporates partly in response to the urban humanitarian crises also started setting up interventions in partnership with local and national government institutions in the sector. Delta, Econet Wireless (Higherlife Foundation) and Unilever Zimbabwe are among the companies investing in WASH services and responding to water-borne disease outbreaks. For instance, since 2016 Unilever partnered City of Harare on

¹³ KII with Umzingwane and Masvingo WASH sector stakeholders (DWSSC and PWSSC)

refurbishing public sanitation facilities. The National Sanitation Week and other eral business fairs¹⁴ has also been a stage where private sector innovators interact with public sector WASH sector institutions resulting in partnerships.

3.4 Cross-cutting strategies

Zimbabwe has adopted a zero subsidy approach to sanitation. However, there is recognition that access to drinking-water and sanitation services by users in conditions of poverty and extreme poverty requires subsidization within the framework of the country's social protection mechanisms including means-testing to ensure proper targeting. Targeted subsidies for the most vulnerable groups such as the elderly, people living with disabilities and child-headed households are available to make WASH investment more affordable.

Besides this category of subsidies WASH service delivery applies principles of cross subsidies as appropriate through tariff and non-tariff instruments including but not limited to full or partial cost recovery. This may mean that some users pay more than others for services provided. Again the targeting framework is based on agreed socio-economic or spatial variables. Cross subsidies are implemented either among users (whereby tariffs are applied according to income classification), or across regions (see WHO 2017).

Other strategies applied in WASH relate to different forms of community contributions usually in-kind but at times also involve cash contributions. WASH services at institutions (e.g. schools and health facilities) and within communities (e.g. small dam construction) as well as establishment of infrastructure involve community contributions. Common examples include planning or design input, build community capacity and enhance ownership.

3.5 Section summary

Zimbabwe's WASH has applied a suite of strategies over the years. Their efficacy has been stretched as the socio-economic and political circumstances regressed. AT the same time inadequate policy underpinnings for some of the strategies has delayed widespread application. Private sector and direct household participation aspects of WASH service delivery both from the demand and supply end has been rather delayed for a number of reasons. One of these is a mystification of WASH services something SafPHHE and health clubs are helping debunk. The depth of strategies and the widespread application of the ones in longstanding use has also been held back by inadequate institutionalisation especially by local authorities. This is supply-side capacity gap gets deeper when governance challenges of low mutual trust between residents and Councils are considered. Collective strategies are needed to address the gaps and build a robust sector where research and innovation are encouraged.

¹⁴ Agricultural Shows and the Zimbabwe International Trade Fair

4.0. SERVICE STATUS AND QUALITY BY SUB-SECTOR

4.1 Overall status of Rural and Urban WASH services

The state of services is measured in terms of access to defined standards. Urban and Rural WASH services have set standards further explained in the National Definitions of Access to Water, Sanitation and Hygiene of 2012 (GoZ 2012)¹⁵. The table below shows that basic water access remained at about 94% for urban areas and 54% for rural areas while basic sanitation was 54% in urban areas and 32% for rural areas between 2012 and 2015.

Table 4.1: Basic water and sanitation access in Zimbabwe 2012-2015

Year	Basic drinking water			Basic sanitation		
	National	Urban	Rural	National	Urban	Rural
2012	67.45	93.93	54.51	39.31	53.87	32.19
2013	67.15	93.88	54.19	39.06	53.89	31.88
2014	66.85	93.83	53.86	38.82	53.91	31.56
2015	66.56	93.78	53.53	38.59	53.93	31.24

Source: WHO/UNICEF JMP (2017)¹⁶

Table 4.1 shows rural urban disparities and a marginal decline in access over the years. The Rural WASH baseline survey of 2013 showed that 44% of households made 30 minute round trips to fetch water, which was mainly the responsibility of women and girls. The same survey also observed gender-based violence at water points (UNICEF 2013). Table 4.2 below shows all three services (water, sanitation and hygiene) for 2015.

Table 4.2: WASH access data for 2015

Service level	Drinking water			Sanitation			Hygiene		
	National	Rural	Urban	National	Rural	Urban	National	Rural	Urban
Basic	67	54	94	39	31	54	31	24	46
Limited	10	12	4	24	15	42	47	52	38
Unimproved	17	23	3	11	15	4	-	-	-
No service	7	11	0	26	39	0	22	25	16

Source: <https://washdata.org/data/household#!/table?geo0=country&geo1=ZWE>

The state of services keeps regressing. Service Level Benchmarking (SLB) results for 2017 show that urban water property-level connection had dropped to 81% with continuity of supply at 12.1 hours and collection efficiency for water supply charges averaging 44.3% across all 32 urban areas. Regarding wastewater management coverage of functional toilets was at 85.8%, quality of sewer treatment at 20.5% and collection efficiency for wastewater charges at 30.6% for the same year. Non-Revenue Water (NRW) for 2017 was 43.0% with commercial losses being more than technical or physical losses.

Except for large cities, most towns do not have the requisite equipment for water testing. Where tests are done, these tend to be restricted to basic tests such as residual chlorine, pH and turbidity mainly at water treatment plants. Tests are rarely done, or not at all, for intermediate points whilst. There is no standard regime for tests at consumer end level. Councils' utilities therefore need to come up with an appropriate sampling, testing and quality control protocol in order to improve the protection of their water consumers. Overall it

¹⁵ National Action Committee for WASH, Harare September 2012, Ministry of water Resources Development and Management

¹⁶ <https://washdata.org/data/household#!/dashboard/new> (March 13th 2019)

can be sad that that the quality of the water supplied is most often critically below standard, either it be national standards as well as international/regional standards. Councils/utilities should periodically send samples for independent verification. For instance the government Analyst laboratories can do this for free although results might take long to come back

4.2 Water Resource Management status and quality

4.3 Summary of section

UN Water and WHO (2017) note that although the Government of Zimbabwe has a defined funding plan or budget for the WASH sector, which is agreed and published this framework is insufficiently implemented. Expenditure reports are available and allow for comparisons to be made. At local level basic operation and maintenance costs for water are covered from tariffs to the tune of 50 to 80% in urban areas but are not provided for in rural areas.

WASH institutions also lack adequate capacity to absorb or utilise available resources effectively (Ibid). The average absorption capacity in terms of the percentage of official donor and local capital commitments over a three year average was less than 50%. This is in a context where available resources are below the required thresholds. Gaps in capacity in a way further derail efforts at addressing WASH service deficits.

Additional to funding challenges the sector also has policy implementation gaps that drive inequality in terms of access to services. Policies and plans to reach vulnerable groups exist but actual measures are inconsistently applied. Consequently, financial plans to reach women, those in hard to reach areas, people living with disability, the poor, slums and informal settlements and population with high disease burdens and indigineous population for water and sanitation.

5.0. PROGRAMS AND PROJECTS IMPLEMENTED

This section presents the main WASH interventions implemented over the 2012 to 2018 period. Implementation of the interventions followed commitments to rehabilitate existing services to restore them to full functionality. There were interventions that sought to expand services while others were responses to some emergencies that occurred over the period.

5.1 Urban WASH projects

5.1.1 Small Towns WASH Project

The Small Towns¹⁷ project was implemented in 14 towns and managed by UNICEF. AusAID provided project function. Project implementation was done by civil society organizations working closely with Council-level teams. The project aimed at reducing the burden of diarrheal diseases including the risk of cholera. It focused on hardware (water and sewer infrastructure), software (focused on hygiene practices) and institutional support for the targeted local authorities and ZINWA through various trainings such as customer care. The project supported establishment of health clubs and strengthened billing systems providing ICT equipment and relevant billing software.

5.1.2 Zimbabwe Multi- Donor Trust Fund (ZimFUND)

ZimFUND was managed by AfDB and implemented in two phases. The initiative had the support of the Government of Zimbabwe and seven donor countries. It addressed urgent water supply and sanitation challenges in Harare, Chitungwiza, Masvingo, Mutare, Kwekwe and Chegutu (Phase I) and Harare, Chitungwiza, Ruwa and Redcliff (Phase II). The specific project objectives were to: (i) protect public health by providing safe water and disposal of human waste, (ii) preserve water and sanitation physical assets, (iii) resuscitate capacity for improving water and sanitation services provision, and (iv) improve financial sustainability of water and sanitation services delivery in the urban areas.

Phase I was completed in June 2015 with commissioning of Masvingo and Mutare. However several snags and defects were experienced in Chegutu, Chitungwiza, Harare, and Kwekwe resulting in the contract being extended to December 31st 2016 when the contractor finalised all the remedial works. The project rehabilitated the water supply and sanitation systems resulting in the reduction of the incidences of water borne diseases. Additional consolidation works were approved by Project Oversight Committee (POC) and will be completed in 2018. The works sought to improve on the social gains realised by the interventions in Phase I in relation to under 5 morbidity, improving access to Municipal water sources, increasing Municipal water supply to households in terms of hours per day, reduction in exposure to raw sewage and reducing Non-Revenue Water.

Phase II focused on health and social wellbeing as a continuation of the Phase I. It gave greater emphasis to improving water and sewerage network performance, strengthening commercial aspects and enhancing service delivery efficiency.

5.1.3 Integrated Urban Water Management Master Plan for Marondera Municipality

This was a project supported by the African Water Facility. It addressed Marondera's WASH challenges and helping Council to come up with an Integrated Urban Water Management

¹⁷ Bindura, Chipinge, Chiredzi, Chivhu, Gokwe, Gwanda, Hwange, Karoi, Mutoko, Mvurwi, Plumtree, Rusape, Shurugwi and Zvishavane

Master Plan. This will help the town enhance its sector, cope with climate change risks and achieve relevant SDGs. The project has four components of i) *Immediate Needs*: water and wastewater infrastructure repairs while waiting for major interventions to be implemented; ii) *Sustaining the Future*: developing a Master Plan that will pave the way to the sustainable management of water and wastewater including a list of prioritised investments, detailed feasibilities and designs iii) *Capacity Development*: by installing the Integrated Urban Water Management approach at the Council and also supporting staff from relevant Ministries as well as University staff who could support similar activities in future, and iv) *Project Management*: this component includes establishing a Project Management Team (PMT), a Technical Advisory Committee (TAC) and organizing a donor's round table at the end of the project to mobilize resources for downstream investments.

5.1.4 Bulawayo Water and Sewerage Services Improvement Project

This project was made possible by AfDB funding. It aims to improve Municipal water supply and sanitation services with a focus on improving the service delivery, environmental development and management, institutional capacity building and overall project management. The project has an implementation period extending to December 2019. Disbursements are directly to Bulawayo City Council (BCC). Issues such as gender equality and social inclusion are also part of the project.

5.1.5 Zimbabwe Reconstruction Fund (ZIMREF)

ZIMREF is being implemented through donor grants pooled by the World Bank into a Trust Fund. The project seeks “to improve access and efficiency in water services in selected growth centres and to strengthen planning and regulation capacity for the water and sanitation sector”. It targets the seven small urban centres of Guruve (Manyame Catchment), Gutu (Runde Catchment), Lupane (Gwayi Catchment) Madziwa (Mazowe Catchment), Mataga (Mzingwane Catchment), Nembudziya (Sanyati Catchment) and Zimunya (Save Catchment). The project mainly covers water and sanitation systems rehabilitation, upgrades and general improvements. The project is providing technical assistance towards:

- Producing the National Water Resources Master Plan;
- Establishment of the water service regulator;
- Institutional strengthening of ZINWA,;
- Strengthening local authorities and ZINWA in formalizing water service agreements and promotion of sanitation improvements in the centres; and
- Capacity building of Line Ministries and ZINWA.

Implementation of Phase I includes rehabilitation and expansion of services at Guruve, Lupane and Zimunya as well as the Water Resources Master Plan, a baseline survey, sanitation needs assessment, capacity building of the implementing agencies and project management. Governing structures for the project were established. These include a Project Steering Committee (PSC) and a Technical Advisory Committee (TAC). The two governing structures will include the line ministries involved in the project, the World Bank and the Cooperating Partners represented by DFID. Both the PSC and the TAC are chaired by the Ministry responsible for Water.

5.1.6 GIZ supported Urban Water and Sanitation I to III

GIZ has supported the local authorities of Bulawayo, Chinhoyi, Gweru, Kadoma, Kariba and Norton address the vicious cycle of lack of investment in WASH services due to low income to repair and effectively operate or expand services. The major objectives that the support to the local authorities have been i) stabilising waste disposal and provision of water and sanitation services, ii) capacity development in water management including revenue collection and financial management, iii) demand-based policy research support for national institutions, and iv) strategic investment planning support to the local authorities. GIZ support has been delivered through advisory services (including resident Advisors), short-term consultancies, training, workshops, procurement of vehicles as well as other instruments (ICT, measuring instruments, tools, setting up GIS systems) and structural service rehabilitation interventions. Work on improving Councils' understanding of non-revenue water issues has been one major contribution of the project with the Urban Councils Association of Zimbabwe being involved in rolling out the learning to non-project Councils.

5.1.7 WASH projects planned in response to emergencies

Besides specific projects aimed at rehabilitating and in some instances expanding services, improving technical, policy and user capacities the Urban WASH sub-sector has witnessed emergency response projects over the period. These other projects have been initiated as a response to natural disasters (droughts and floods) as well as disease outbreaks. With droughts, most of the traditional water sources dry up leaving the few boreholes remaining have to endure long pumping hours. The floods result in contamination of water sources and also collapse of sanitation and hygiene infrastructure. Some of the emergency-response projects have covered both urban and rural areas and include the following:

5.2 Rural WASH Projects

A number of rural water supply interventions/projects have been implemented by the Government of Zimbabwe with support from international development agencies and local civil society organizations.

5.2.1 Rural WASH Program (2012-2016)

Poor people living in rural areas of Zimbabwe are disproportionately affected by a lack of WASH services. This creates a significant yet preventable disease burden. The majority of Zimbabweans without an improved source of drinking water are located in rural areas. The Rural WASH Programme, running from June 2012 to July 2016, was set up to facilitate a reduction in WASH related diseases, women's workload and improve basic education outcomes and gender equality.

This project was built around four thematic areas of i) WASH infrastructure, ii) demand-led sanitation & hygiene promotion, iii) Public Private Partnership for Operation & Maintenance, and iv) WASH sector governance. The first thematic area focused on provision of new water points (new hand pump equipped boreholes), repair and rehabilitation of existing boreholes and piped water schemes in communities, schools, and clinics as well as provision of sanitation and hygiene facilities in schools. The second thematic area looked at sanitation and hygiene promotion especially targeting communities and households for elimination of open defecation through construction of improved facilities and encouraging adoption of appropriate behaviour especially 'hand washing with soap at critical times'. This component also includes hygiene promotion at school level. The third component concentrated on

sustainable community based operation and maintenance of WASH services through partnership/participation of the private sector. The fourth component aimed at improving the enabling environment through policy support, capacity building of government structures, and establishing a sector information management system (Government of Zimbabwe and UNICEF, 2012).

The programme was implemented by UNICEF and its eight Implementing Partners as part of its Country Programme of Cooperation in Zimbabwe in 33 districts. The districts were chosen as a result of their low WASH access and high propensity to cholera. An extension of the project covered 12 districts bringing the total to 45 or 75% of Zimbabwe's rural local authorities.

5.2.2 C-WASH Program

The Community Water Supply, Sanitation, Hygiene (C-WASH) and Natural Resource Management Program was implemented in Chimanimani, Chipinge, Mutasa and Nyanga covering a two-year period (*July 2015- July 2017*). It targeted improvement of health and sanitation conditions in Zimbabwe. It was designed and implemented by the Development Aid from People to People, Zimbabwe (DAPP-Z) with USAID funding support. The C-WASH incorporated men and women in constructing new sanitation infrastructure in their communities and facilitated the construction of dual latrines at schools to cater for the girl child and people with disabilities. A component of borehole repair and rehabilitation as well as construction of new wells was also included.

5.2.3 Borehole drilling and rehabilitation through DDF

Through Public Sector Investment Program (PSIP) support for the 2017- 2018 period the Government of Zimbabwe made available USD1 million to the District Development Fund (DDF) for the drilling of 214 new boreholes in disadvantaged communities as well as support operations and maintenance of 6,629 non-functional boreholes across Zimbabwe.

5.2.4 Other Rural WASH projects

UK Natcom funded WASH Project (March 2018 to February 2021)

The project was dubbed 'restoration and solarisation of 18 Piped Water Schemes in 5 selected vulnerable rural districts of Zimbabwe. It aims at increasing access to and improving the level of basic water provision for the most vulnerable population (*in communities, schools and health facilities*). The project is focused on rehabilitation of defunct piped water schemes, solarising them, providing training in operations and maintenance of solar powered schemes, community management of the schemes including financial management and cost recovery. The 5 districts are Bubi (3), Bulilima (3), Lupane (3), Mangwe (3) and Mwenezi (2).

Japanese Grant in Response to Droughts and Floods (May 2018 to April 2019)

The project aims to enhance the resilience of drought and flood affected communities through a comprehensive set of life saving health, nutrition, food security and WASH interventions in Tsholotsho, Mt. Darwin, Mbire, Muzarabani, and Mutoko. This will be achieved through the following:

- Rehabilitation of 75 boreholes including the establishment and training of water point committees and associated village pump mechanics;

- Health & hygiene promotion including establishing the capacity of community health clubs in participatory health and hygiene education, linked to mother support/ care group;
- Dissemination of key health and hygiene messages e.g. through IEC materials, posters, road shows; and
- Supporting DRR trainings for district. and drafting of district risk reduction plans including supporting establishment/ resuscitation of ward level resilience committees

DfID Emergency Response to Drought (Dec 2016-March 2018)

Following the declaration of the drought emergency in February 2016, DfID mobilized resources for the WASH response for targeted districts of Chimanimani, Chegutu, Makonde, Guruve, Shamva, Bindura, Matobo, Gwanda and Mangwe and Gweru. The project achieved the following targets:

- Rehabilitation/extension of 20 piped water schemes (including use of solar powered pump sets) in communities with the highest cases of acute malnutrition and health facilities treating children with severe and moderate acute malnutrition;
- Drilling 20 new boreholes in health facilities that are treating children with acute malnutrition,
- Repairing/rehabilitating 460 boreholes to improve access to safe water in health facilities and communities with high acute malnutrition rates;
- Distributing WASH Non-Food Items (soap, buckets, jerry cans, water treatment tablets and IEC materials);
- Dissemination of key hygiene messages to caregivers of children affected by severe and moderate acute malnutrition,
- Training Village Health Workers on key hygiene messages and supporting hygiene promotion through Environmental Health Technicians, Village Health Workers, and Hygiene Promoters; and
- Establishing 229 Community Health Clubs.

Zimbabwe's Emergency Rehabilitation and Risk Reduction Programme (ER&RR) and

The ER & RR program was designed to reduce the cholera risk and other WASH related diseases amongst the most vulnerable population groups through: i) support to supply of essential water treatment chemicals; ii) rehabilitation of critical components of the water and sanitation systems; iii) institutional capacity development for water utilities; and iv) strengthening of WASH policy and institutional frameworks in order to contribute to equitable and sustainable provision of water, sanitation and hygiene services. Additionally, piloting of Community Approaches to Total Sanitation (CATS) in seven rural communities also formed part of the overall ER&RR programme (UNICEF, 2016). The components of the programme within the period under consideration include:

Early Recovery, Rehabilitation and Development

Rehabilitation of critical components of water supply and sanitation systems, to regain their original designed production and treatment capacity. NGOs, and then consultants and contractors, rehabilitated services in large and medium towns, with the focus later shifting to rehabilitation in seven small towns and three cities. The works included rehabilitation and replacement of pumps, mixing and dosing equipment, and repairs on various components of water treatment plants, rehabilitation of water and sewage networks and wastewater treatment plants (UNICEF, 2016).

Capacity development: the departure of so many trained personnel left utilities running with very few staff and who had little professional knowledge. In collaboration with the Institute of

Water and Sanitation Development (IWSD), a Zimbabwean capacity development organization, UNICEF established training for 440 Local Authorities/ZINWA operators at three levels (a practical one-week course, a certificate course and a diploma programme). Training covered O&M, hygiene promotion, customer care, and cross-cutting issues.

Institutional Support: for increased capacity for WASH service delivery included strengthening of billing systems and information and communications technology (ICT) support. This included provision of ICT equipment, network and billing systems and training on the use of these and customer care. Institutional and financial assessments, business plans and support for improved communication between residents and local authorities (customer care, feedback mechanisms, citizen's engagement, etc.) was also carried out.

Sanitation for Success Programme (CAFOD), January 2014-March 2017

The Catholic Agency for Overseas Development (CAFOD) in partnership with Caritas Harare and Caritas Mutare implemented the Sanitation for Success Programme, a three year European Union funded project. The programme's specific objective is '*To sustainably improve living conditions, health, human dignity, and the environment¹ in poor urban and peri-urban areas of Nyanga and Murehwa, through an integrated approach to sanitation*'. Under this objective, three key result areas have been identified;

- Result 1: Comprehensive sanitation coverage increases by 50% in project areas
- Result 2: Hygiene practices and behaviours improve in target areas
- Result 3: A sustainable sanitation service provision structure is in place, managed and maintained by local authorities and community-level structures with active private sector involvement

The project was designed to contribute to achieving MDG 7 (halving the proportion of people without sustainable access to basic sanitation) in Zimbabwe and comprehends a set of 'soft' and 'hard' (infrastructure construction/rehabilitation) activities, within an integrated sanitation approach to address needs of its target groups: the vulnerable and poor communities in urban and peri-urban settlements, community level structures/bodies, local authorities and private companies in the small towns of Nyanga and Murewa. The final beneficiaries are the 6,538 and 12,674 poor people living in those areas, whose access to environmentally friendly sanitation, hygiene related information and solid waste removal services is limited (CAFOD, 2017).

5.3 Section summary

Key projects implemented over the period have covered at least 27 of the 32 urban (84%) directly and 45 of the 60 rural (75%) local authorities. Their design were generally consistent with sector approaches in their focus on infrastructure rehabilitation and repair, institutional capacity development including policy-oriented work and community/user involvement. The magnitude of the service and organizational as well as user capacity backlog appears to have outweighed the mixture of interventions. This is so when considering the sector challenges that remain in terms of access to adequate services.

6.0 LESSONS FROM WASH INTERVENTIONS

A review of some baseline and end-line studies, reports of meetings, intervention design documents, policy documents and other WASH literatures on Zimbabwe yielded considerable lessons. This section discusses these to illuminate foundations on which expanded access, sustainable operation and management, institutional development and enhanced user contributions can be built.

6.1 Key sector lessons

6.1.1 Communities/users willingness to embrace new approaches

Where structured and transferred effectively and implemented in a participatory manner WASH innovations can receive community or user support critical for smooth rollout, operation and maintenance as well as adaptation. Communities or users are willing to embrace new approaches and make significant contributions once they are convinced of the long-term benefits of interventions. This commitment to adopt or apply innovations is across socio-economic groupings and locations. Critically, different contexts may dictate entry points and intervention management structures. Once institutions that locals respect are taken into account, communities are able to rally behind appropriate innovations or co-design options. It is in this context that carefully designed project inception periods become useful. The time spent on developing the right understanding on local contexts is key to success and managing expectations, timelines and achieving results.

6.1.2 Local ‘champions’ and focused leaders as allies

The steering of community-wide implementation of appropriate WASH responses often requires recognised and respected champions as well as *de facto* or *de jure* leaders with a passion for sector interventions. Proper identification, initial capacity development, continuous nurturing and sustainably incentivising these champions and focused leaders is important. Sustainable incentives include connection with formal structures, which recognise their expertise and role (institutionalisation) and provide tokens or symbols of appreciation like T-shirts not necessarily cash rewards. Including leaders in government and from communities increases motivated and engaged participation (Ahmad et al, 2017).

6.1.3 No quick fixes for WASH issues

There is no substitute to transforming institutional and user attitudes regarding WASH issues in Zimbabwe. Proper processes need to be followed for interventions requiring behavioural changes especially for sanitation. Long-term aspects of sanitation improvement should be acknowledged rather than attaching same level of results expectation as is the case with water supply (which is a felt need of the communities and usually provided free in rural Zimbabwe). Sanitation requires self-motivation and resources from the beneficiaries. Transforming behaviours benefits from transparent processes of participatory monitoring¹⁸, which help demystify project theories of change and allow informed implementation amongst project stakeholders. The effect is that mutual accountability for performance increases. The Rural WASH project experience where an innovative monitoring and tracking system was operationalized to measure the progress on key indicators, identify bottlenecks and link the

¹⁸ Innovations in this area have include the U-Report, sub-sector Dashboards, more complex systems like RWIMS and aspects of SLB

progress with fund utilization is instructive in this respect. Deliberate transfer of lessons through national platforms also enhances mutual accountability and joint learning for action.

6.1.4 Sustainable governance critical to service sustainability

The WASH sustainability question revolves around state capacity deployment (technical, moral and financial) at all levels combined with state-steered user ownership of the sector challenge. Exploring sustainable WASH responses anchored on donor funding and external good practices strains efforts. Sustainable WASH services require a delivery structure and process where local authorities, residents and the private sector fully engage each other, have mutual trust and effectively deliver on their roles. This local compact ought to fully own its service delivery challenges and be committed to work together to solve them with national public sector support. Such a more enabling public sector system (technical, financial, managerial and governance/leadership) creates an appropriate environment within which the capacities of different stakeholders can be deployed effectively, at higher levels of value for money and in ways that are not overly 'projectized'. Multi stakeholder and Public Private Partnership approaches used as 'day-to-day' local governance practices allow for sustainable service provision e.g. recycling activities by communities/users help reduce solid waste management operating costs, create a better living environment and sustain local enterprises generating work and incomes for households and individuals. Sustainability is thus not exclusively a function of technical solutions but governance innovations as well.

6.1.5 Reliable and affordable services

Communities require reliable and affordable services. This demand from communities calls for inclusive approaches in the design of the infrastructure (WASH Sector Connector Newsletter, Jan 2017). For water supply, it's an issue of ready access by communities to withdraw sufficient quantities of water of acceptable quality at any given time or as stipulated based on set rationing schedules. In this context reliability is close to service dependability and predictability. The cost structures for the processes of service design, delivery, payment and management models need to be clear to users.

Setting appropriate tariffs needs to be balanced with devising innovative access modalities suited to different social groups in an area. This includes a search for design options and service standards that a society can afford. The conversation, demonstrated in sanitation through the UBVIP can be effectively extended to water and solid waste management recognising that appropriate thresholds of service reliability are critical and that affordability is not static. Building in socio-economic variables for tracking the two (reliability and affordability) helps with planning, delivering, expanding and managing services inclusively.

6.1.6 Capacity Building

Continuous capacity building is critical in view of the brain drain in the WASH sector. This is to underpin the performance of both technical and socio-economic aspects of WASH. Most current staff at water and wastewater treatment facilities has little exposure to fully functioning systems. Other technical areas for ongoing capacity development and performance monitoring include project cycle management, stakeholder management, procurement, contract management and leadership development. The design and delivery of these capacities needs to take account of the different levels (vertical) and spaces (horizontal) as well as categories of actors. Sector knowledge institutions and service

providers including consultants are both providers and recipients of sector capacity development services.

6.1.7 Continuous hygiene promotion

Institutionalising continued or sustained hygiene promotion at every level is critical. This will help entrench relevant behaviours and reduce the risks of disease outbreaks. Participatory processes and activities that promote behaviour change and are relevant to the needs of communities have more positive impact than top-down ones. Targeting the most vulnerable households especially those with children under-fives is important as these are more susceptible to WASH related disease outbreaks. However, a community-wide focus brings better medium to long-term positive results. Appropriate WASH communication campaigns tailored to geographical (urban, peri-urban or rural), social groupings (sex, age etc.) and specific service issues (water saving, WASH crimes like illegal water connections etc.) work better than broad campaigns.

6.1.8 Funding innovations

The gravity of WASH service delivery, management and social mobilization is significant. In some instances responses have overrun in terms of both costs and time. These realities suggest financial innovations are needed if short, medium and long-term responses are to be continuously implemented in the three sub-sectors. Further, public sector funding has mostly been channelled to the Water Resources Management sub-sector. This has left little available for the other two sub-sectors. The scope of funding innovations is limited by the viability challenges amongst the strategic sector agencies (all 92 local authorities and ZINWA). A broader funding basket is needed. Where anchored on public sector funding, private sector support and citizen contributions, international development support enhances delivery. Lack of access to loans from multi-lateral agencies and absence of development cooperation agreements is curtailing significant sector investment.

6.2 Summary of section

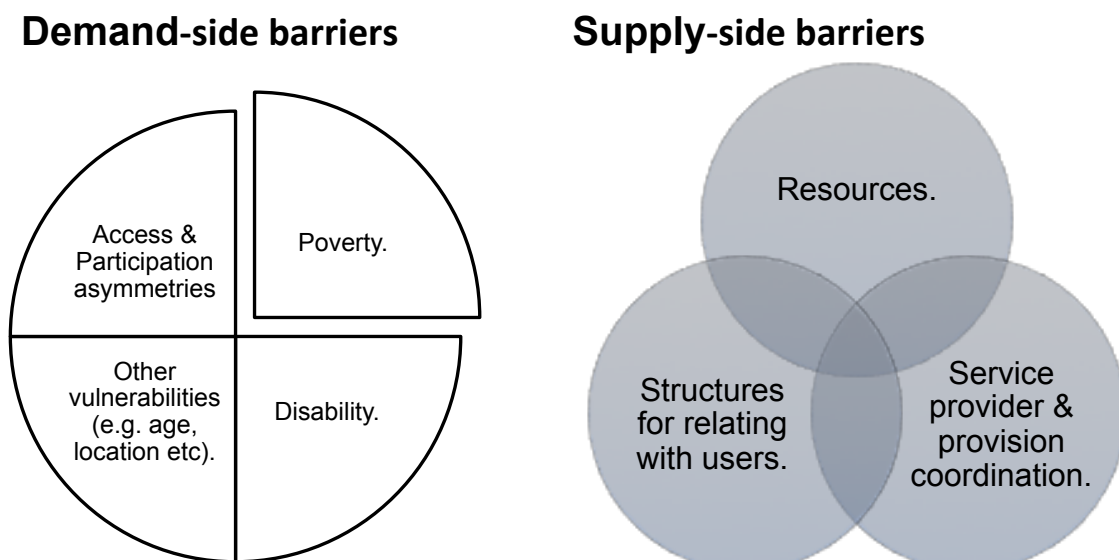
Many lessons were drawn over the years. The ones discussed in this section are the main ones. They are generally ripe for consolidated application. The key lessons relates to sustainable sector governance. This will anchor proper, predictable and accountable sector planning, delivery and performance. Within this framework champions and leaders at different levels will be critical as nodes around which sector transformation is triggered and sustained. The strategic sector agencies (the 92 local authorities and ZINWA), working transparently with users and relevant private sector and civil society actors need focused capacity to rebuild the sector. Processes of rebuilding Zimbabwe's WASH sector capacity need a strong and effectively coordinated public sector financial and technical backbone. This backbone is needed for guaranteeing access to affordable and reliable WASH services in rural, peri-urban and urban areas. It is also the foundation for innovative and sustainable social mobilization, financial and technical solutions in WASH.

7.0. SYNTHESIS OF WASH SECTOR BOTTLENECKS

This section outlines key WASH sector bottlenecks and concludes with some priorities. These were drawn from various literatures reviewed in preparing this report as well as key informant interviews conducted. The bottlenecks or barriers are divided into i) user/demand and ii) supply-side as depicted in Figure 7.1 below. Considering that Zimbabwe did not achieve its MDG targets it is instructive to observe that these barriers or bottlenecks have persisted and threaten the country's implementation of relevant SDGs.

Figure 7.1 Conceptualising WASH sector barriers

Barriers to equitable access



7.1 Demand-side barriers

Rising poverty amongst users is a key constraint to accessing basic WASH services. The greatest number of poor people are in rural Zimbabwe. However, poverty rates are rising fastest in urban areas where population concentrations increase the risk of disease outbreaks. Related to poverty are other vulnerability factors like disability, education and health issues or status, geographical location, economic status and age. The different vulnerability factors affect access to services mainly because delivery modalities often do not sufficiently cater to the needs of different social groups.

A related dimension of demand-side barriers relates to asymmetries in participation or inclusion. This can result from inadequate access to information about how to access services or participate in planning, delivering and managing services in ways that guarantee sustainable access. User attitudes and behaviour may also affect the reliability of service

delivery. For instance, vandalism of public assets, littering, illegal connections to accessing of services, non-payment of bills or general non-participation in local governance pertinent to service delivery.

7.2 Supply-side barriers

These fall into three clusters of i) resource challenges, ii) coordination inadequacies, and iii) weak structures for steering engaged/active citizens or users. The resource challenge covers both human and operational resources for individual agencies and program activities. This is particularly the case with the public sector. Large-scale local and international funding streams were not available during the period under review with few to no development cooperation agreements between the Government of Zimbabwe and key donor governments. The evolving development funding and implementation framework has had sub-optimal coordination instruments between the Zimbabwe state and local non-state actors weakening sector leadership on the part of the state.

Macro governance transitions from the Government of National Unity through 2013 and changes after November 2017 alongside persistent humanitarian challenges have also had a bearing on sector planning and coordination of agencies and service delivery processes. In urban, rural and peri-urban areas local development structures also weakened in sympathy with loss of local authority delivery capacity. As spaces used to shape policy and program choices their weakening further affected local governance. Outcomes like mistrust between citizens/residents and the local state arose from the gaps left by weakened structures. Some of the local civil society organizations that occupied these spaces like Residents Associations did not always act to effectively bridge the governance gaps. In some cases they exploited and expanded these fissures

7.3 Root causes of sub-sector bottlenecks

Demand and supply-side factors discussed above have arisen in a context of a strained WASH sector. The root causes of the sector's challenges are generally structural with intermittent natural disasters constraining or delaying institutional recovery. Sector and sub-sector under-performance has arisen from a number of root causes. Table 7.1 below summarises how the above barriers came about in the three WASH sub-sectors.

Table 7.1: Root causes of bottlenecks by sub-sector

WASH Sub-Sector	Key challenges
Water Resource Management	<ul style="list-style-type: none"> • Changes in demand and usage of agricultural water (main water using sector). Most of the irrigation and related infrastructure in disrepair. New land owners unwilling and unable to rehabilitate; • Dams inadequately maintained. Safety inspections not undertaken regularly. Revenue from raw water sales has diminished, resulting in the reduced institutional capacity at ZINWA and Catchment Councils. Lots of unused stored water in agricultural area dams and reservoirs; • Water pollution is a serious and growing problem. Most sewage treatment plants discharging untreated or partially treated sewage into the environment. Widespread discharge of industrial effluent is dumping nutrients, organic matter and heavy metals into rivers. Gold panning activities also causing riverine destruction and introducing mercury, a powerful neurotoxin, into the country's rivers; and • Weak water allocation and abstraction control.
Urban WASH	<ul style="list-style-type: none"> • Aging WASH infrastructure that is overloaded and in some cases non-functioning sewage treatment plants; • Frequent power outages impacting pumping and treatment plants; • Large funding deficits for operation and maintenance, rehabilitation and expansion; • Widespread skills flight and limited technical capacity; • Low cost recovery due to billing and collection inadequacies including faulty or non-existent meters, reduced willingness and ability to pay, particularly in high-density housing areas; • A tariff-setting process that is not based on actual costs; • An outdated legal framework, lack of adherence to existing legislation and weak policy implementation; and • A breakdown of the "parallel development" process through which urban expansion was managed in the past resulting in new settlements without access to water and sewerage systems.
Rural WASH	<ul style="list-style-type: none"> • Weak operation and maintenance or repair of systems: Government is no longer providing spares, many water point committees stagnated and pump-minders not retained; • New settlements with little access to safe drinking water facilities and sanitation after land reforms from 2000; • Inability of vulnerable populations to access safe water and basic sanitation;

Source: Various

7.4 Bottlenecks in Urban WASH

Urban WASH challenges arise from population pressure amidst economic challenges (UN and GoZ, 2014) in a context of weakening Municipal management and leadership capacity. Local authorities' reduced cost recovery capacity has been due to billing and collection weaknesses and faulty or non-existent meters. The causal relationship between users' reduced willingness and ability to pay and service unreliability and low quality has not been properly and honestly interrogated. Low financial inflows have resulted in large financial deficits in funding operation and maintenance, rehabilitation and the expansion of urban WASH infrastructure. The highly degraded services resulted in inadequate and erratic water supply, poor quality of water provided to residents and limited availability of water in some Councils. It is estimated that operation costs exceed tariffs in 50% of urban local authorities. This case is exacerbated by the lack of a tariff regulator, as local authorities sometimes buy water from the ZINWA at higher rates than they would sell it.

In urban areas sanitation systems collapsed as a result of a lack of maintenance and aging systems (UN and GoZ, 2014). The capacity utilization of urban water supply assets declined from the original design capacities due to obsolete pumping equipment which has not been replaced and lack of rehabilitation and maintenance of water treatment facilities. Standby pumps are missing at most waterworks except for those rehabilitated with donor support (see section 5). Urban WASH is managed as one of many Municipal services, such as solid waste management, urban roads, street lighting and a wide suite of social services. Urban WASH services are not managed by autonomous or semi-autonomous utilities where the objective would be to focus on water supply and sanitation services only and build capacity to this end. WASH revenues are not ring-fenced but are used to pay expenditure anywhere in the administration and notably for staff salaries (World Bank, 2013).

7.5 Rural WASH bottlenecks

WASH services have remained poor due to low investment in infrastructure rehabilitation and sustainable operation and maintenance (O&M) systems. Hand pumps are often non-functional over longer periods. This was aggravated by shortage of and subsequent use of substandard bush pump spares. Water points also dry up owing to the receding water tables as a direct effect of climate change. Continued dependence of communities on external assistance and inadequate mechanisms for sustainability perpetuate service vulnerability. There is a dependence syndrome and ownership of community WASH infrastructure is low. Local WASH investment, both direct and through rural local authorities is currently low. The rural sector has a limited investment absorptive capacity. Councils have some difficulties to prepare and implement rural WASH schemes. Many deconcentrated public sector agencies are involved in Rural WASH. The different state agencies are difficult to coordinate as they tend not to give priority (World Bank, 2013) and Councils are unable to enforce coordination.

Operationalization of the Rural WASH Information Management System (RWIMS) illustrates the coordination challenges discussed above. RWIMS requires periodic data collection on borehole functionality, sanitation and hygiene status at village level. WASH sector line departments at district and sub-district were engaged to provide the service. This initially worked but later experienced problems regarding timely updating for some districts. Enumerators from the various sectors did not necessarily feel obliged to report timely and as priority. To most this was a secondary assignment. Administrators of RWIMS also needed to demonstrate that reports generated were important for the agencies seconding their staff e.g. linking RWIMS data with disease prevalence data (at the health Ministry), and to education i.e. linking RWIMS to the Health and Education Information Management Systems. While the capacity of the various players had to be built and a coordination mechanism established the agency overload and 'cultural tensions' are key barriers in Rural WASH. The place and performance of rural local authorities needs some amplification.

7.6 Bottlenecks in Water Resources Management

Currently, there is inadequate information and data collection throughout the sector which seriously reduces the ability to manage resources. Adequate information is not being collected on dams, rivers, groundwater and water related infrastructure. The system of issuing and monitoring water use permits is not being coordinated adequately as envisaged under the Water Act. There is inadequate inspection and maintenance of dams partially as a consequence of an inherent conflict of interest between ZINWA's dual role of being both the regulator and the operator of large dams (GWP, 2014).

7.7 WASH sector priorities moving forward

In the context of the above barriers and bottlenecks this sub-section pulls together priorities for the WASH sector in Zimbabwe. These are summarised in table 7.2 below.

Table 7.2: Key WASH sector priorities

Sub-sector	Key priorities
Rural WASH	<ul style="list-style-type: none"> • Harmonisation of approaches to promoting demand-led sanitation • Research and development to reduce cost of sanitation technology to boost coverage and quality (which are declining) • Rehabilitation and constructing new boreholes and water points • Addressing spares availability for water infrastructure (boreholes)
Urban WASH	<ul style="list-style-type: none"> • Rehabilitation of reticulated WASH infrastructure (to address the challenges associated with private/household wells), restore quality & expand coverage • Increasing coverage and quality especially to informal settlements that have no formally developed and regulated WASH services (relying on shallow wells and pit latrines) • Strengthening local authorities' capacity so they win the solid waste management (SWM) war • Eliminating urban Open Defecation
Water Resources Management	<ul style="list-style-type: none"> • Pollution control (eliminating industrial and Municipal effluent discharge) • WRM research and development i.e. towards climate change resilient and adaptable to technologies • Strengthening sub-sector coordination and WRM PPPs • Initiating and completing strategic Urban WASH projects • Better monitoring/regulating of groundwater resources (reduce drying of boreholes) • Management and protection strategies at Catchment level
Cross-cutting priorities	<ul style="list-style-type: none"> • Adoption of new sanitation infrastructure technology • Capacity building of WASH governance structures at all levels for effective and efficient management of WASH service delivery • Strengthening (automating) Urban and Rural WASH-IMS • Realignment of regulatory instruments to the Constitution • Finalization of outstanding sector policy instruments • Increasing public sector investments in the WASH Sector, particularly infrastructure renewal and community mobilisation

7.8 Section summary

Inclusive WASH is blocked by supply and demand-side factors. Demand-side factors include poverty and other multiple vulnerabilities at individual, household and community levels as well as participation challenges. Supply-side barriers revolve around resource limitations amongst key sector agencies, coordination gaps and lack of effective spaces for steering user-provider interactions. These barriers are driven by systemic or structural barriers as well as natural disasters that have retarded institutional transformation in Zimbabwe. These root causes are summarised in Table 7.1 (above) and their sub-sector effects are discussed to illuminate the sector agenda moving forward as outlined in table 7.2.

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