



USAID/Mozambique Water and Development Country Plan

I. Executive Summary

The water, sanitation and hygiene (WASH) needs in Mozambique are significant. The Joint Monitoring Program (JMP) estimates that in 2019 only 56 percent of the Mozambican population, 84 percent of urban households, and 40 percent of rural households have access to at least basic water service. With regards to sanitation, 29 percent of the population had access to basic sanitation facilities, and rates of open defecation were as high as 27 percent. In light of the above, Mozambique ranks 12th out of 193 countries (with 1 indicating highest need) on the USAID WASH Needs Index.

The challenges within the WASH sector are significant, but not unique to Mozambique, and include weak governance and institutional capacities, gaps in sector financing, particularly for rural sanitation, and low sustainability of WASH service delivery. To address these challenges, ongoing and planned Mission WASH activities will achieve “Increased use and sustainable management of water and sanitation services.” This purpose will be gained through our planned intermediate results, which include strengthening WASH sector governance, expanding availability of safe water and sanitation services, and accelerating adoption of key WASH behaviors. Achievement of these outcomes and purpose will contribute to the overall goal of improving the well-being of target communities, especially among women and girls. Dissemination of good hygiene practices and access to clean water and sanitation services are particularly important now to help mitigate the spread and impact of COVID-19.

In 2019, USAID designated eight new countries, including Mozambique, as high priority WASH countries for 2020, pursuant to requirements by the Senator Paul Simon Water for the World Act of 2014 and guided by the U.S. Global Water Strategy (GWS) issued in November 2017. Following this, the USAID Mozambique Mission prepared this Priority Action Plan, which defines the current socio-economic context of the country and the planned activities aimed at achieving the Mission’s WASH development goal. The Mozambique Country Plan is budgeted based on prior year resources still available for programming, the Fiscal Year (FY) 2019 allocation of \$18.7 million, and the FY 2020 President’s Budget Request estimated at \$19 million.

II. Introduction

Over the past decade, Mozambique’s economy has expanded at a rapid rate, as evidenced by its gross domestic product (GDP) growing between five and seven percent per year. However, economic growth has not resulted in significant improvements to health, gender and poverty indicators. With a population of around 28 million people, Mozambique ranks 180th out of 189 countries on the United Nations Development Program 2018 Human Development Index (HDI). Almost half of the country’s population still lives in poverty, with the highest concentration in Nampula and Zambezia provinces, where almost half of the 11.2 million poor live. Mozambique has one of the highest under-five mortality rates in the world (71 per 1,000 live births), 16 percent of which can be attributed to inadequate water and sanitation and poor hygiene practices. Sixty percent of the country’s population lives in low-lying coastal areas, vulnerable to floods and associated water borne diseases. According to UNICEF and USAID, 43 percent of children under five years of age are stunted, but regional variations persist, with the highest rates of stunting in

Nampula (55 percent) and Cabo Delgado (52 percent) provinces, and the lowest rates in Maputo Province and Maputo City (23 percent each).

In 2019, USAID designated eight new countries, including Mozambique, as high priority WASH countries for 2020, pursuant to requirements by the Senator Paul Simon Water for the World Act of 2014 and guided by the U.S. Global Water Strategy (GWS) issued in November 2017. In response to USAID Mozambique's designation as a high priority WASH country, the present document outlines the Mission's WASH Action Plan for 2019-2023.

III. Water and Sanitation Context in Mozambique

Over the past 20 years, Mozambique's WASH sector has been registering significant improvement in terms of basic WASH service delivery to the population. However, the service access levels remain far below the ideal universalization levels. To date, most of the investment has been to improve drinking water access in urban areas (approximately 84 percent coverage) while sanitation and hygiene get much less investment focus. The gap in access to basic WASH infrastructure is most acute in northern and central Mozambique, where poverty and population density is higher than in the south. In 2017, the national rate of open defecation in rural areas was around 50 percent among the poor majority; in Zambezia, only 13 percent have access and use improved sanitation, and 65 percent are still practicing open defecation.

Mozambique's steady economic growth has also been coupled with population growth and rapid urbanization. From 1990 to 2015, the population more than doubled, from 13.6 million to 27.1 million, while the number of people living in urban areas tripled. Water and sanitation service provision has not been able to keep up with the growing population in which the rich and richest segments of the population, who are primarily urban dwellers, have greatest access to basic water services while the poor, who make up the majority of the population, do not. National water coverage for the wealthiest population is above 80 percent, but below 30 percent for the poorest inhabitants. In terms of basic sanitation access, the inequity is even greater with over 40 percent of the richest population segment having access, as compared to only 8-10 percent for the poorest members of the population. The increased demand for water and sanitation services in cities and small towns has also impacted the hours of service that can be provided due to limited water supply. For example, the capitals of Cabo Delgado (Pemba) and Niassa (Lichinga) Provinces, can only provide water for six and eight hours per day, respectively. In Maputo, the capital city of Mozambique, water provision in some areas has been cut to less than five hours per day.

With support from development partners and non-governmental organizations, the Government of the Republic of Mozambique (GRM) has been making substantial investments, particularly in expanding both production and distribution of water supply in both rural and urban areas. In the late 1990s, the GRM embarked on a sector reform process in urban areas, with the implementation of the Delegated Management Framework (DMF), which enabled the transfer of operational responsibilities for water supply to professional service providers, and created new sector institutions, including the Water Asset Holder Government Agency (FIPAG-Fundo de Investimento e Património do Abastecimento de Água), which managed the main urban water systems in the country; the Water Regulatory Council (CRA, now the Water and Sanitation Regulatory Authority-AURA); and more recently, in 2009, the Water and Sanitation Infrastructure Administration (AIAS-Administração de Infraestrutura de Água e Saneamento). AIAS is a public

autonomous entity established to expand the delegated water supply management of the public secondary (small) water supply systems in 130 small cities and towns, and public wastewater and drainage systems in 152 cities and towns. AIAS is responsible for asset management of small public water supply systems outside FIPAG's scope. In 2010, the National Rural Water Supply and Sanitation Program (PRONASAR) was developed as the main implementation modality for the GRM and has since been jointly implemented by various partners. Mozambique's newly revised Constitution provides opportunities for advancing decentralization of planning, investment and management of government services, including water and sanitation services, to provinces and districts. The GRM and development partners have committed to support the decentralization process in the WASH sector.

Government of Mozambique Water and Sanitation Priorities

The GRM National Strategy for Development (2015-2035), includes the following WASH and water resources management goals:

- Increase access to basic water and sanitation services by 2035;
- Service pricing that ensures full cost recovery and increased service coverage; and
- Sustainable sharing of international river basin and integrated water resources management.

In addition, the GRM's "Action Plan for the Implementation of the Sustainable Development Goals (SDG's) in the Water Supply and Sanitation Sector 2015-2030" prioritizes the following SDGs:

- End open defecation by 2025;
- Achieve universal access to basic drinking water, sanitation, and hygiene services, for households, schools, and health facilities;
- Increase household access to safely managed drinking water and sanitation services by 50 percent; and
- Progressively end access inequity.

Government of Mozambique's Current and Planned Strategies and Approaches to Water and Sanitation

The GRM addresses the WASH sector priorities through the Ministry of Public Works and Housing (MOPHRH) and the respective Water and Sanitation National Directorate (DNAAS), which is responsible for policy development, strategies and investment mobilization for water supply and sanitation in rural and urban areas. In order to meet the WASH goals and address the service deficit through the reforms initiated in the 90's, the GRM promulgated a new Water Law and a Water Tariff Policy. Through the Delegated Management Framework (DMF) the GRM established organizations and tools to improve efficiency and sustainability of water systems management through the engagement of the private sector in service delivery. The organizational plan of those providing water and sanitation services in Mozambique is diverse, fragmented and consists of multiple Government agencies, Donors, Civil Society (international and local organizations), and the Private Sector.

In 2011 the GRM approved the 2011-2025 Water and Sanitation Strategy based on the ongoing plan to decentralize WASH sector functions, relegating them to district and municipal governments. With the adoption of the SDG's, the GRM developed the "Action Plan for the Implementation of the Sustainable Development Goals in the WASH sector 2015-2030". This Action Plan sets the WASH sector targets, the investment needs and the performance monitoring mechanisms that are expected to guide the sector's key stakeholders toward the achievement of the SDG's. For the rural areas, DNAAS leads the implementation of the National Program for Water and Sanitation in Rural Areas (PRONASAR) with funding support from donor entities, now including the USAID.

Challenges and Opportunities in the Sector

Beyond increasing access to WASH, the GRM faces significant challenges, which include:

- **Weak governance and institutional capacities.** The MOPHRH, through DNAAS, has overall responsibility for water management. Policies and institutional arrangements exist for the water sector, but implementation remains weak. The evolving and still uncertain legal and regulatory framework weakens transparency and predictability of market signals from government to private investors—individuals and companies—in the water sector, which increases investment and business risks. Mozambique's newly revised Constitution provides opportunities for advancing decentralization of planning, investment and management of government services, including water and sanitation services, to provinces and districts. The GRM and development partners have committed to support the decentralization process, which is led by DNAAS in the water and sanitation sector. Given the high rates of female representation in all tiers of the GRM, there are significant opportunities to elevate the issue among provincial and national level female decision-makers who can influence government investments in the WASH sector.
- **Sector financing gaps, particularly for rural sanitation.** The GRM estimates that approximately \$4.16 billion in WASH sector financing (75 percent water and 25 percent sanitation) is needed to achieve universal access by 2030. The GRM plans to invest \$70 million in water and water resource management between 2020-2024. At this rate, the annual investment needs for the sector will reach less than a quarter of the goal. About 75 percent of these funds are allocated to urban areas while 25 percent to rural areas. In the last seven years, about 80 percent of the funding for the WASH sector came from external resources.
- **Low sustainability of WASH service delivery.** Approximately 30 percent of water points are nonfunctional at any time. Communities are left to maintain water points after they are constructed because District Water Offices do not conduct routine monitoring and maintenance. The challenge to maintain water points increases in remote areas with low population density. Engaging the private sector on developing and/or scaling up sustainable business models to improve access and increase sustainability presents a key opportunity for USAID, particularly in small towns and peri-urban areas.
- **Poor nutritional status compounded by weak health infrastructure.** Currently, there are only 1,300 health facilities in the country, many of which are in a poor state of repair and lack essential services, such as water, functioning sanitation and waste disposal systems, and electricity. Malnutrition and stunting rate increases are linked to deficiencies in basic water and sanitation services and, coupled with inadequate health care facilities,

could exacerbate the growing COVID-19 pandemic. Chronic malnutrition (stunting or low height-for-age) affects more than two million children under the age of five (43 percent). Dissemination of good hygiene practices and access to clean water and sanitation services are particularly important now to help mitigate the spread and impact of COVID-19.

IV. USAID Response

Theory of Change

Mozambique continues to lag behind in access to safe water and sanitation services due to weak governance and institutional capacity, insufficient public sector investments, inadequate operation and maintenance of water systems, and poor hygiene practices. Through its WASH activities, the Mission’s main purpose is to achieve “Increased use and sustainable management of water and sanitation services.” Achievement of this purpose will contribute to the overall goal of improving the well-being of target communities, especially among women and girls. To achieve this purpose, the Project will strengthen WASH sector governance through participatory dialogue with GRM counterparts coupled with a focus on capacity building to strengthen local systems, expand availability of water and sanitation services by catalyzing domestic private sector resources to complement public sector investments, and accelerate adoption of key WASH behaviors that not only lead to improved health outcomes, but also address sustainability by ensuring that investments in physical infrastructure are used and maintained. If USAID Mozambique strengthens WASH sector capacity to manage (and/or implement) policy/procedures, expands availability of water and sanitation services and products, and increases adoption of key WASH behaviors, then increased (and/or improved) use and sustainable management of water and sanitation services will be achieved.

Relationship to the Journey to Self-Reliance

USAID/Mozambique’s Water and Development Country Plan includes strengthening the capacity of public and private sector actors, strengthening the business climate to attract more private sector participation, and testing/scaling innovative models for finance and service delivery, which closely aligns with USAID’s vision of self-reliance. Improved capacity and commitment are essential to ensure that markets for water and sanitation services are robust and thriving, with human and financial resources available and mobilized to implement those sectoral strategies and plans. Countries also demonstrate their commitment when they develop and enforce laws and regulations on service delivery and have systems to measure, monitor and manage progress. Sustainability is best achieved when host country partners and communities take ownership of development processes and local systems are in place to deliver and maintain impacts beyond the life of the program.

Country Plan Components

To achieve this purpose, the Country Plan will focus on three components (also referred to as Intermediate Results or IRs). The first component will ***strengthen WASH sector governance*** through participatory dialogue with GRM counterparts coupled with a focus on capacity building to strengthen local systems. The second component will ***expand availability of water and sanitation services*** by catalyzing domestic private sector resources to complement public sector

investments. The final component will *accelerate adoption of key WASH behaviors* that not only lead to improved health outcomes, but also address sustainability by ensuring that investments in physical infrastructure are used and maintained. Underlying all three components of the Country Plan is an intentional focus on increasing women’s empowerment, defined as women’s leadership, decision-making, and active participation in all aspects of the WASH sector.

Intermediate Result (IR) 1: WASH sector governance strengthened

Water and sanitation policies and strategies exist in Mozambique, however, the legal framework can be strengthened by addressing the needs of various government and non-governmental stakeholders (e.g., addressing barriers that restrict the private sector from providing water and sanitation in underserved areas, and supporting monitoring and management of water systems). Strong institutions, at both the central and decentralized levels, are important to ensure sound management of water resources, and to align incentives, promoting a favorable environment for both public and private organizations to help deliver, directly or indirectly, better water quality and WASH services and to achieving the SDGs.

To strengthen WASH governance, USAID will support government and non-governmental water management institutions and water and sanitation providers to improve the policy and regulatory frameworks, strengthen institutional capacity at national and sub-national levels, and improve the investment and business climate to attract private sector investment towards achieving universal access and sustainable service delivery.

IR 2: Availability of water and sanitation services expanded

USAID’s Water Supply and Sanitation Standard Indicators (HL.8) aligns with a definition that is embraced globally: Drinking water services refers to the accessibility, availability and quality of the main source used by households for drinking, cooking, personal hygiene and other domestic uses. Sanitation services refer to the management of excreta from the facilities used by individuals, through emptying and transport of excreta for treatment and eventual discharge or reuse.

To expand the availability of sustainably managed water and sanitation services USAID aims to rehabilitate or develop affordable, women friendly WASH infrastructure (including for productive uses); work with the government and private sector to test and scale new innovative service delivery models and financing mechanisms; build management, financial and technical capacities of public and private providers and communities to manage water resources and services; and invest in identifying new sanitation products that meet the demands of men and women.

IR 3: Adoption of key WASH behaviors accelerated

Human behavior is a critical factor in WASH program success. For example, an evaluation of an MCC rural water project in Mozambique found that nearly 50 percent of household samples of stored drinking water (collected from hand pumps) had unsafe levels of fecal contamination, likely from poor water storage and handling practices. In order for households to reap the full health benefits of infrastructure investments, individual behaviors must also be addressed.

In relation to water and sanitation in Mozambique, “human behavior” usually means “women’s behavior.” In 84 percent of Mozambican homes without water on the premises, the main persons

responsible for carrying water are women (80 percent) and girls (4 percent). As the primary gatherers of water, women also have a key role in ensuring that water management and water point committees are able to influence the design, placement, and cost recovery of water systems to meet the needs of all community members. The decision-making of women related to sanitation is less clear, particularly in relation to women’s ability to influence the use of household financial resources for sanitation improvements.

The Mission WASH Country Plan will include a significant focus on social and behavior change (SBC). The key WASH behaviors targeted include, but are not limited to ceasing open defecation, latrine adoption, hygienic latrine use, hand washing, COVID-19 avoidance, menstrual hygiene management (MHM) and safe disposal of child and animal feces.

Mission’s goal and ongoing activities

The Mission’s main goal, namely, “improved well-being of communities, especially women and girls”, and the associated IRs are aligned with the CDCS DOs, particularly with DO no. 4, “Health Status Improved”. At the outcome level, the plan aims to strengthen women’s empowerment, thereby, increasing resilience capacity at the household and community levels. Climate risk management will be considered during the activity design and implementation phases. The plan also aims to improve the nutrition status, especially for pregnant and lactating women, adolescent girls, and children less than two years of age. The budget of this plan is based on prior funding still available for programming, the FY 2019 allocation of \$18.7 million, and the FY 2020 President’s Budget Request estimated at \$19 million.

Ongoing WASH Activities

Activity Name	Start date	End Date	Province	Areas of Intervention
1. Speed+ (Supporting the Policy Environment for Economic Development)	August 2016	August 2020	Nationwide	Support to private sector water providers’ licensing and capacity building.
2. WASH-FIN (Water, Sanitation, and Hygiene Finance)	November 2018	September 2021	Nationwide	Linking small town private and public water providers to financial opportunities and institutional capacity building.
3. Transform Nutrition	September 2019	September 2024	Nampula	Integrated Nutrition activity that includes sanitation and hygiene behavior change.
4. UNICEF: WASH in Health Facilities	September 2018	December 2022	Sofala, Zambezia, Nampula	Installation of water and sanitation systems in 70 health facilities and behavior change and system sustainability training. Additional funding for post-cyclone emergency WASH activities.

5. PRONASAR Joint Fund	April 2020	May 2023	Nationwide	Rural WASH infrastructure development under DNAAS/DAR; capacity building.
6. Resilient Gorongosa	April 2020	May 2023	Sofala	Installation of well points in communities and latrines in schools located on the perimeter of the Gorongosa park.

At the end of five years, USAID/Mozambique aims to achieve the following results:

- Increased value of new funding mobilized to the water and sanitation sectors as a result of USG assistance, including Government of Mozambique financial resources allocated to WASH on an annual basis
- Number of water and sanitation sector institutions strengthened to manage water resources or improve water supply and sanitation services as a result of USG assistance
- Number of basic sanitation facilities provided in institutional settings increased as a result of USG assistance
- Number of people and institutional settings gaining access to basic drinking water and sanitation services increased as a result of USG assistance
- Number of people gaining access to safely managed drinking water services increased as a result of USG assistance
- Percentage of households increased that are practicing the correct use of water treatment technologies and with soap and water at hand washing stations commonly used by family members

USAID/Mozambique is still in the process of designing additional water and sanitation activities and defining targets for this WASH plan and will consult the GRM and other stakeholders in the process. Inclusion of a resilience-focused integrated agriculture, water resource management and biodiversity activity that will expand water service access and delivery to people, livestock, and crops is being investigated and may be added to the plan in the future.

V. Stakeholder Engagement

The development of this WASH plan was shaped by stakeholder consultations in the last two years in Mozambique, including field visits to multiple provinces. It was also based on inputs from other USAID technical teams from health, democracy and governance and education. In addition, USAID carried out a Rapid Water and Sanitation Market Assessment in 2019, which looked at the key actors within the government, development partners, and service providers, and the relationships between these parties. The dynamics of the relationships among these stakeholders will be further explored during the design phase of future projects in order to better understand, influence and monitor systems-level changes in the WASH sector.

To achieve the expected results, the Mission will participate in the following WASH platforms:

- **Water and Sanitation Partners Group:** Facilitates cooperation and information exchange between the Government and sector stakeholders to contribute to the implementation of the sectors strategies.
- **Water and Sanitation Group:** An open WASH forum to share technical knowledge and experience that is led by the DNAAS. This group influences and informs central and provincial government WASH decision making processes.
- **Annual Joint Meeting:** An annual joint meeting of the MOPHRH and donors to discuss the performance results on their joint activities.
- **Policy Dialogue Platform:** Created in 2019, this is a high-level dialogue platform involving the Heads of Cooperation, National directors, and the Heads of Mission with relevant Ministers, and is technically supported by the working groups of each sector.