

## Increasing municipal finance for sanitation: towards a sanitation tariff in Maputo

This Practice Note is one of a three-part series reporting the findings of recent action research to encourage greater municipal investment in sanitation in three African cities. The advocacy process in Maputo (Mozambique) involved engaging the media with ongoing efforts to promote implementation of a sanitation tariff raised via water bills.



Local residents celebrate the one-year anniversary of their Communal Sanitation Block, Maputo

### What is the level of sanitation coverage in Mozambique?

According to the UN/WHO Joint Monitoring Programme (JMP) and the Mozambican National Institute of Statistics, improved sanitation coverage in urban areas of Mozambique stood at 44% in 2012. It is likely that this number overstates the percentage of the urban population with access to safe sanitation. No disaggregated data is available for Maputo.

### Who are the key players in the sector?

The sanitation sector in Maputo is characterised by a profusion of actors and stakeholders, with few clear and widely agreed-upon roles and broadly overlapping mandates. The Water and Sanitation Department (DAS) of the municipality is formally responsible for storm-water drainage and wastewater management, and has recently taken over the management of both of Maputo's sewerage systems. The city's main water utility is AdeM, which serves over two thirds of the population through a piped network. Other key players include CRA, the independent national water and sanitation regulator; FIPAG, the national water asset holder; and AIAS, a semi-autonomous asset owner responsible for capital investment in urban water supply in small and medium-sized cities not covered by FIPAG, and for capital investment in sanitation in all major towns and cities. There is a strong movement underway to clarify sanitation mandates and a strong sector stakeholder community is well-situated to conduct effective advocacy for clearer lines of responsibility.

### How much does municipal government spend on sanitation in Maputo?

Municipal budget information for Maputo is available in aggregate form on the Municipality website; detailed budgets on planned water and sanitation investments are held by the Municipality but not publicly available. No sanitation-specific revenues are collected, other than small fees for use of the municipally-owned exhauster truck and a tipping fee taken at the treatment plant (recent reports suggest this is no longer being collected). Sources indicate that in 2015 about US \$350,000 was earmarked for general capital investments in roads and drainage by the Municipal Directorate of Infrastructure. The sources of this funding are not defined, as all allocations come from the municipal general budget.

This work was part of a two-year action research project looking at how to influence municipal finance allocations for sanitation in Maputo, Accra (Ghana) and Nakuru (Kenya). Researchers from the Urban Institute and Johns Hopkins University SAIS worked with WSUP country teams to develop and roll out an advocacy strategy from 2013 to the end of 2015. On the next page, we summarise the process and results of designing an advocacy strategy for increasing pro-poor municipal finance for sanitation in Maputo.

# Designing and implementing the advocacy strategy

## Identifying key barriers: lack of information sharing

The development of the advocacy strategy began with semi-structured interviews – conducted by Urban Institute researchers with key actors in Maputo – to understand the financial and political landscape of the city's sanitation sector. The communication methods and tools used by Maputo WASH stakeholders to advocate for increased spending on pro-poor sanitation were assessed, alongside budget analysis of any available information on municipal spending on sanitation and any related revenue. Together with established barriers – such as insufficient technical and financial capacity of the Municipality – interviews revealed lack of transparency and information sharing as an important barrier to implementing increased municipal spending for pro-poor sanitation. This was partly due to a widespread reluctance among NGOs and civil society to engage with high-level actors such as municipal administrators and politicians, for fear of jeopardising their 'apolitical' reputation in what can be a difficult municipality to navigate politically.

## Solution: targeting the media

The WSUP Maputo team worked with researchers to design and implement an advocacy strategy and action plan that responded to the above insights, supported by sample work plans for a one-year advocacy campaign and an implementation toolkit. A specific goal was to promote the implementation of a sanitation tariff to be raised via water bills, the development of which WSUP has been supporting for a number of years. The strategy was deliberately depersonalised: for example, the strategy sought to avoid entanglement in the high-level arguments over who should control the revenue collected from the proposed sanitation tariff (the municipality or the national regulator), focusing instead on engaging the media to ensure external scrutiny of how the new revenue would be spent. To further this aim WSUP convened a day-long dialogue for a group of WASH stakeholders, moderated by the President of the High Council of Social Communication. Actions on the ground were fairly organic, reacting to opportunities to influence stakeholders and the media as they arose.

## Results

Achieving significant policy change within the two-year lifespan of a research project is enormously challenging. As time went on the research team became convinced of the need to participate directly in high-level political dialogues on sanitation responsibilities. Consultations around one of the specific advocacy goals – enacting the new sanitation tariff – have advanced significantly, but continue to be impacted by a high-level debate about the respective jurisdictions of local government and nationally managed authorities including the water and sanitation services regulator. Notwithstanding the wider economic and political issues currently affecting Mozambique, WSUP is optimistic that progress will be made towards implementation of the tariff over the next year; this would represent a huge step forward in strengthening the enabling environment for at-scale sanitation service provision in Maputo. In October 2015 the Municipal Directorate of Infrastructure published their annual budget, which indicated that the allocation for sanitation was due to greatly increase. Although it is unclear to what extent (if at all) this was due to increased advocacy efforts, it is a very welcome development.

## Conclusion

Influencing municipal allocations to sanitation is complicated in Maputo – as in many other cities – by the ongoing lack of clarity around mandates for sanitation. The WSUP team continues to explore ways to influence inter-governmental discussions, for example around who would ultimately control the expenditure of revenues from a sanitation tariff; as identified by the research team, WSUP's local reputation and the expertise of team members could form the building blocks of a coalition of national and international actors capable of advancing the discussion. The research team proposed an advocacy strategy focused on linking sanitation with wider municipal concerns, such as health outcomes (already an integral part of WSUP's local messaging) and tourism: such a strategy would be sufficiently apolitical to avoid entanglement in intra-governmental debates while still promoting the importance of increased municipal spend on sanitation.

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