

Summative Evaluation of Masibambane II



ENVIRONMENTAL & RURAL
SOLUTIONS



Partners in
Development



MALUTI GSM
Consulting Engineers



Objectives

“...to evaluate the effectiveness and efficiency of the programme to determine whether the EU support should be redirected if necessary. The evaluation will cover activities from April 2004 to end March 2007...”

- **Inception Report approved by MCC, with focused set of objectives**
- **Focused on**
 - **Water & sanitation services;**
 - **Water sector support**
 - **Cross-cutters (gender, civil society, AT, environment)**
 - **Programme management & finances**



Methodology

- Survey of 1025 beneficiaries of completed WS projects from MIG database (i.e. sector base, not MSB-specific)
- Survey of PMU Managers
- Survey of WSA Managers (inc. control group)
- Visits to 5 provinces including WSAs and 17 site visits
- IDIs with 80 sector stake-holders
- Sector meetings in KZN, W Cape
- Document analysis, data analysis



Start at the end

- Evaluation is about judgement. Telling the story is important - but at the end of it, you need to reach a conclusion.
- Main criteria for evaluation - as instructed - is EU/RSA Finance Agreement
- Judgement complex when have +-70 items in ToR and multiple methods, areas, etc.
- Scored across 2 axes - 5-part index (efficiency, effectiveness, impact, relevance, sustainability) - and overall judgement index (highly satisfactory, satisfactory, less than satisfactory, highly unsatisfactory)
- Don't over-emphasise the negative



MSB II: conclusions

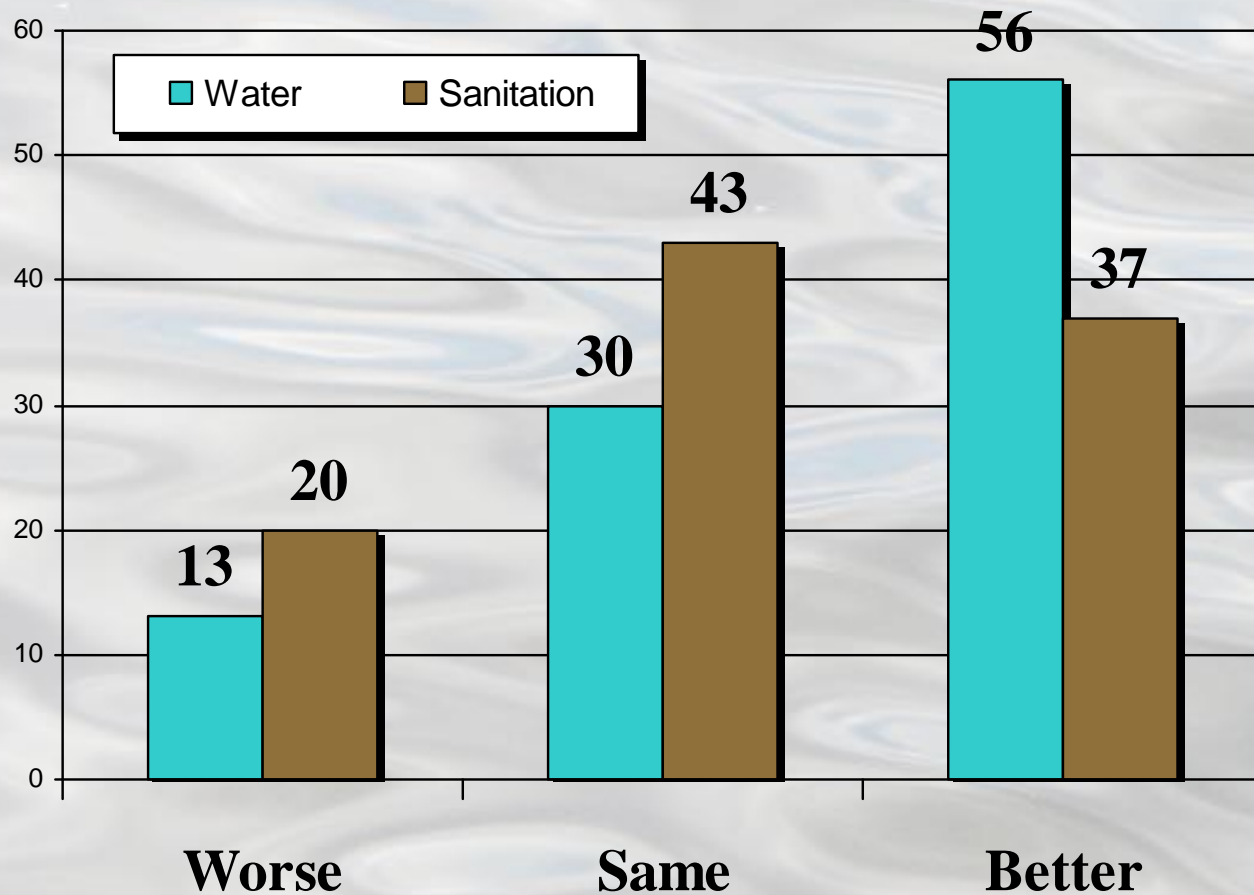
- During MSB II, 6.4m people served with water, sanitation provided to 1m homes!
- Capacitating local sphere + transfers were critical interventions; alignment good; targeting good
- SWAP approach working well - though can be deepened and broadened (resources; DEAT) - M&E coming together, institutional development very well rated
- **But O&M a critical concern - can undercut all gains**
- X-cutters also weak - and particularly concerning that little progress since MTR evident. Evaluations are moments to take stock, learn, and adapt - not continue regardless.
- For MSB III to function optimally, must take seriously aftercare as well as provision; cross-cutters should be centralised; and O&M should be overriding concern.

MSB II conclusions .../ctd

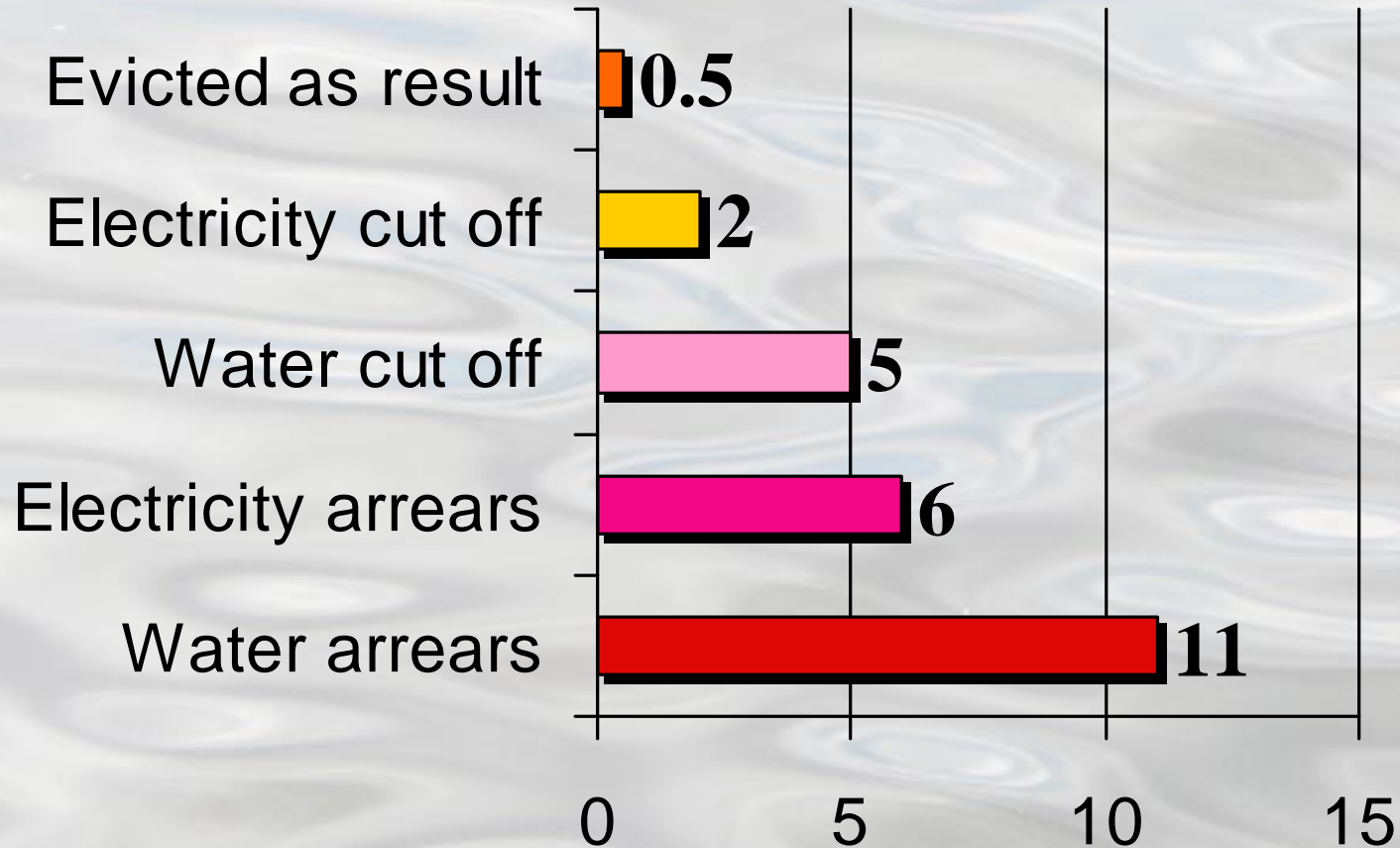
- MSB II rated as ‘satisfactory’.
- Many items rated ‘highly satisfactory’ including institutional development and others key to MSB II
- Massive achievements noted and not to be under-scored or ‘not heard’
- But concern about long-term sustainability of delivery - O&M, environment, transfers, etc. - make ‘highly satisfactory’ impossible as overall judgement.



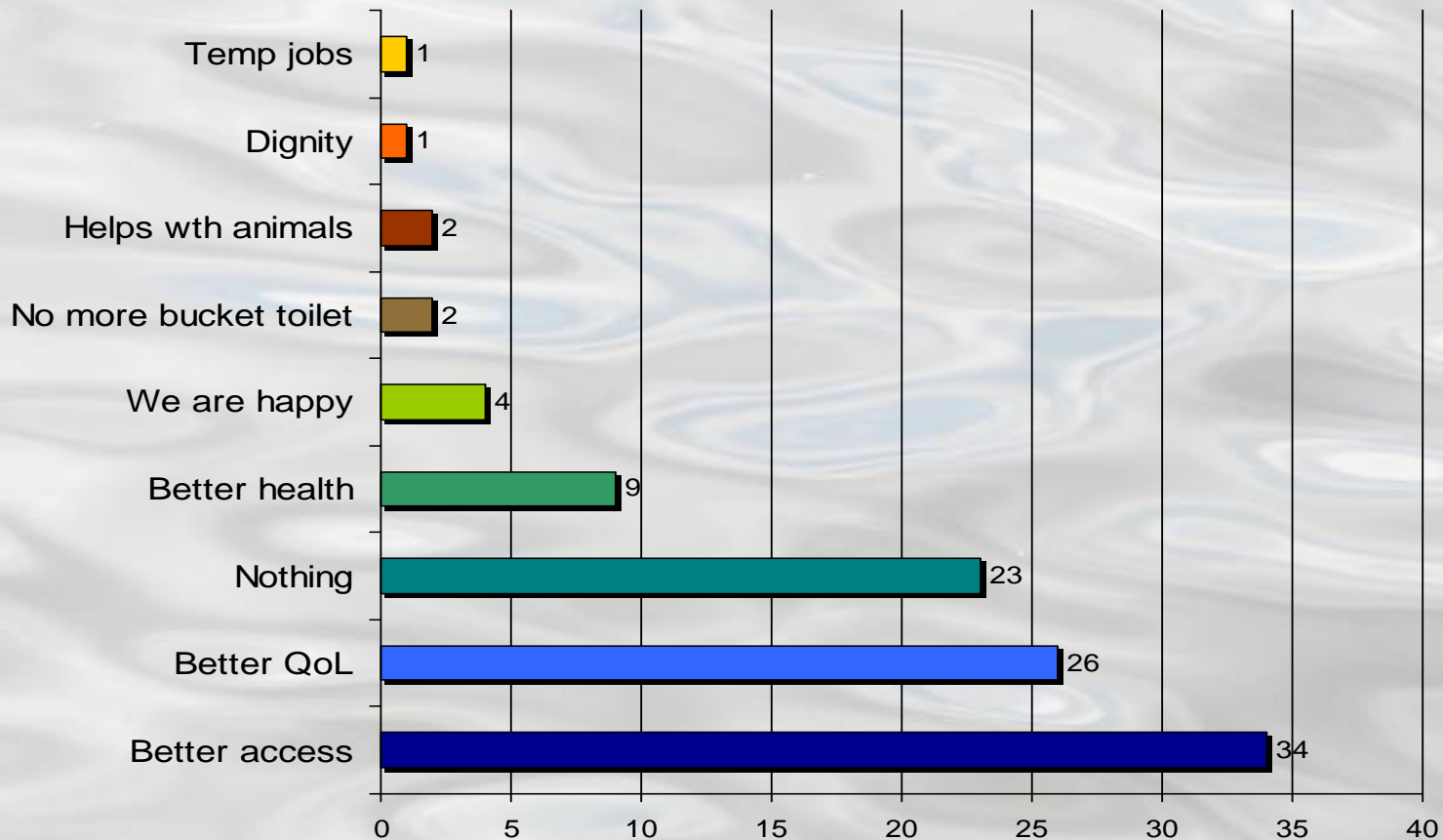
Water & sanitation since 1994



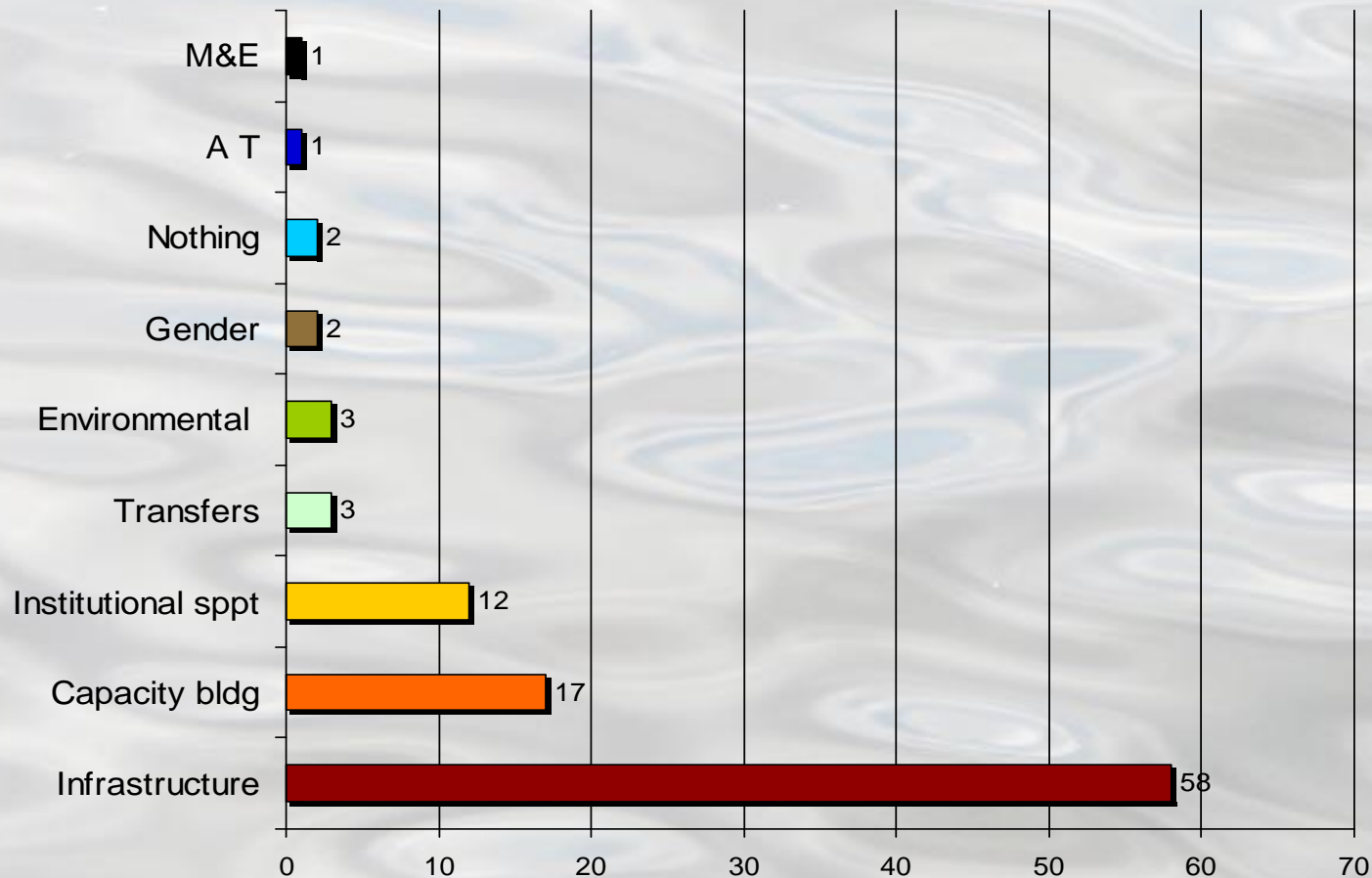
Cut-offs & evictions



What has the sector done for you?



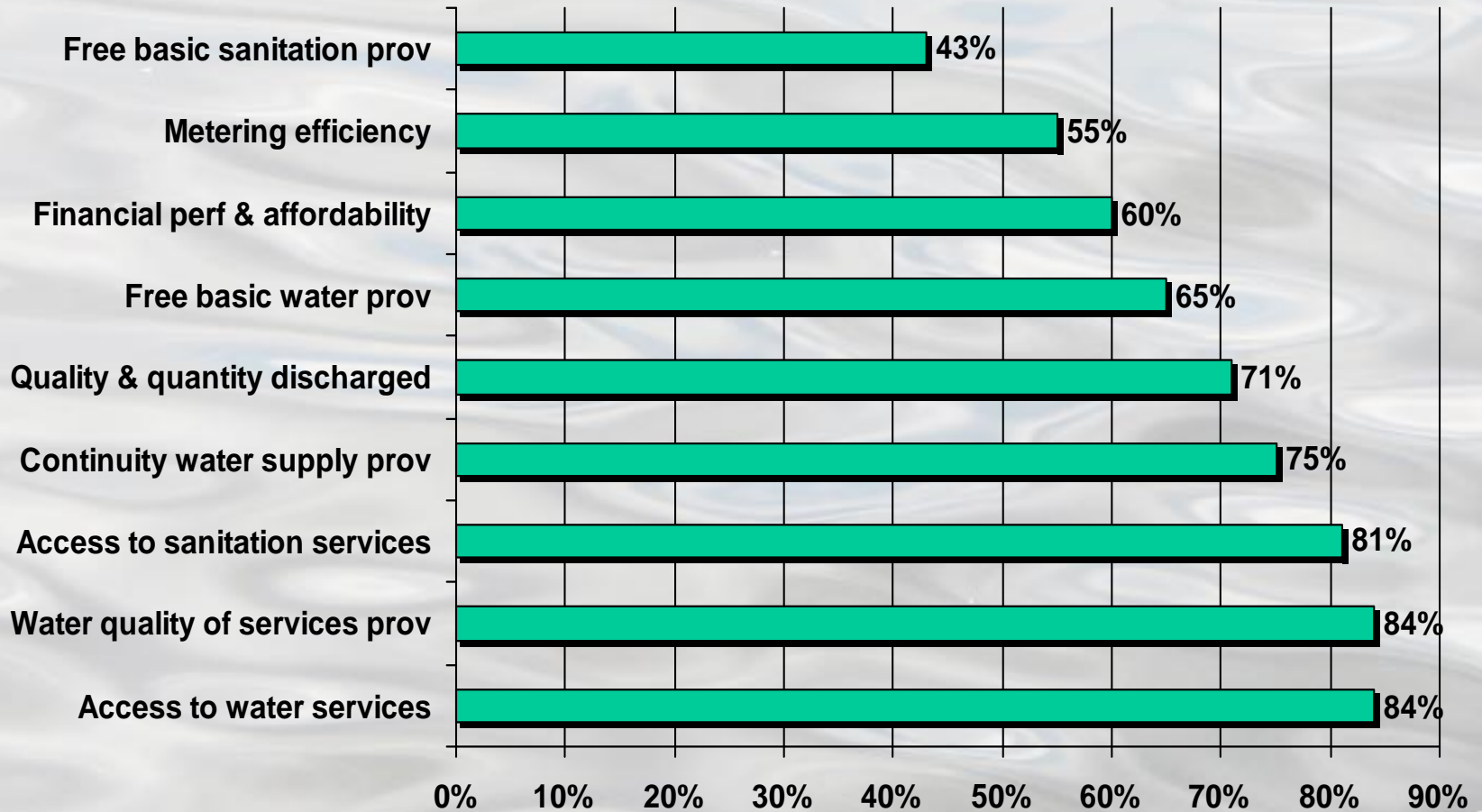
Which MSB deliverables do you most value? (WSA Managers)



Support

- Support from Masibambane rated highly by WSA and PMU managers (86% positive rating)
- PMU managers rated support from consultants less favourably (half believed using consultants did not build long term capacity)

KPIs Monitored by Municipalities WSA Managers



Crosscutters: Findings

- Gender Mainstreaming

- National Implementation Strategy in place, some Provinces
- Site visits – some WSA's have no policy in place
- Misunderstood – associated with events (Woman's Day)

- CSO's

- Had impact on policy affecting service delivery at National sphere
- R42m channeled through CSO's compared to R100m envisaged in Finance Agreement
- Who is civil society? Ward committees municipal structure



Crosscutters: Findings

- Environment

- Good legislative framework & policies at national sphere
- Project specs are often below NEMA EIA thresholds, environment overlooked as not an MIG reporting requirement
- At LG sphere, EIAs seen as a 'necessary evil'
- DWAF water resources concerned about compliance

- Appropriate Technology / Solutions

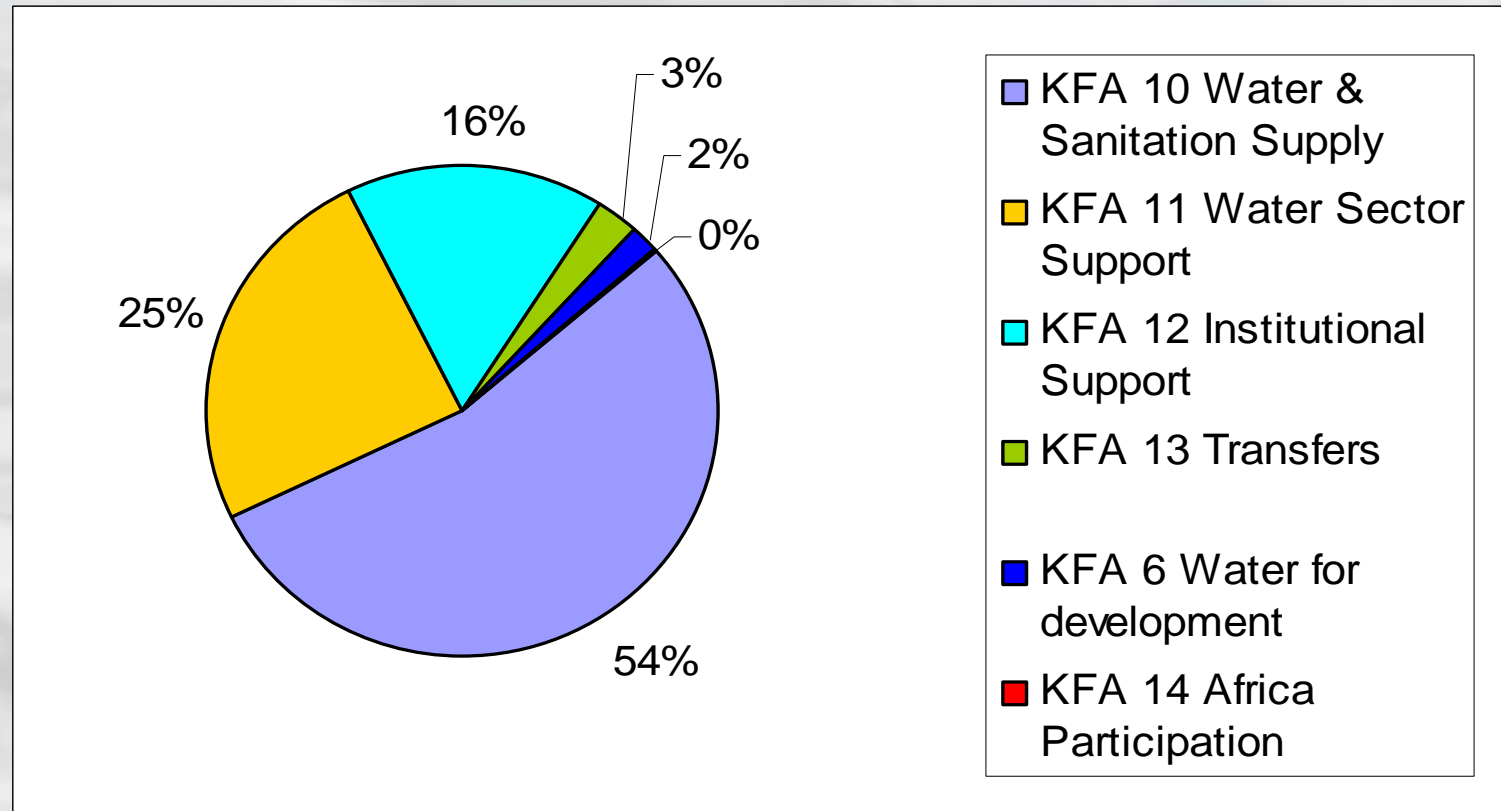
- Almost no implementation of planned activities
- Basic sanitation documented (except O&M)



Financial

- MIG – more than 50% on sector
- Sector funding pro-poor
- Water project costs increased by over 50%
- Sanitation projects double in cost

MSB2 expenditure



Free Basic Services (FBS)

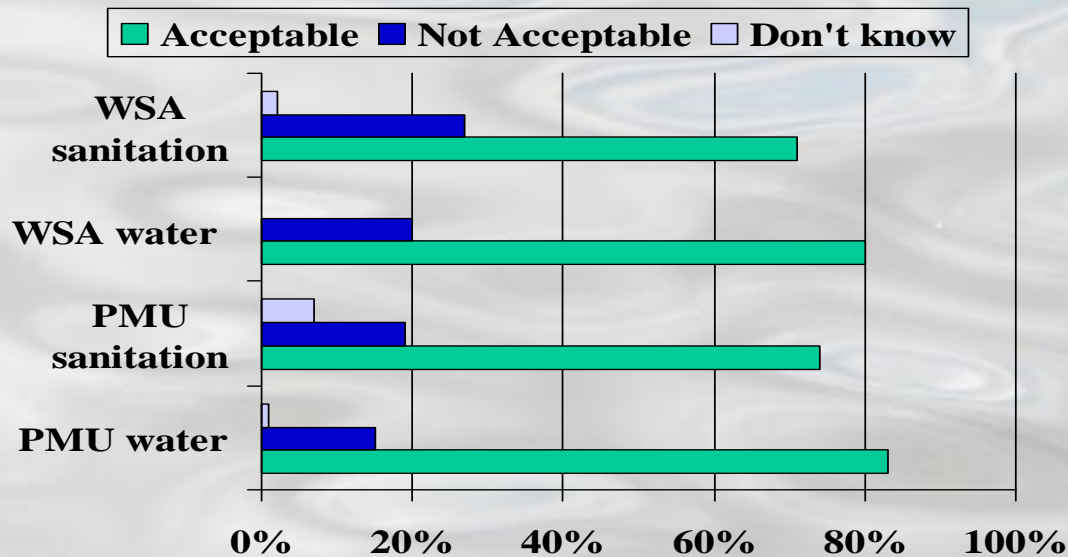
- Most WSAs now have robust FBW policies in place
- FBSan is only being implemented by a few WSAs. In reality few WSAs provide operation and maintenance of basic sanitation services, such as VIP pit emptying.
- FBSan policy and guidelines eagerly awaited
- Sustainability of FBS and equitable share expenditure
 - Poor reporting to National Treasury on equitable share (ES) use by WSA's
 - ES expenditure on administration not dedicated O&M
 - ES spending on water services is good but sanitation is lagging behind



Quality of end products

Municipalities are primarily responsible for ensuring quality of water and sanitation projects, BUT

- Lack capacity to project manage and check work of consultants and contractors
- Consultants relied on for quality control
- 21% of municipalities not satisfied with the quality of projects implemented while 76% satisfied with quality



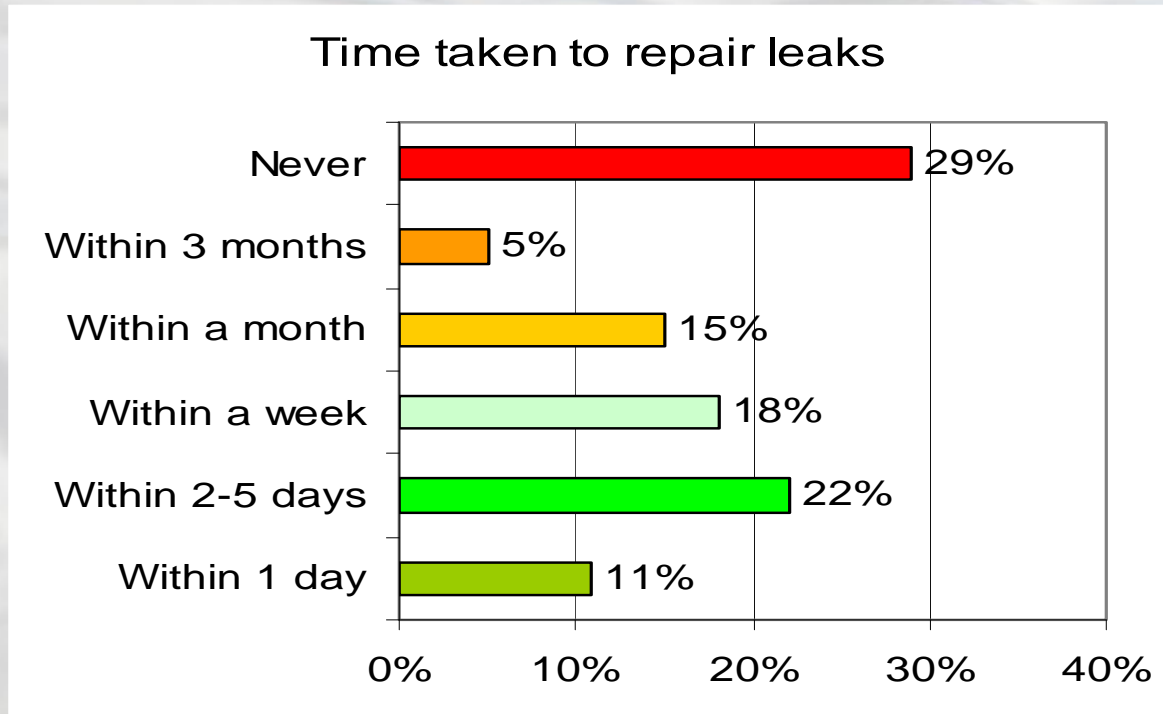
Transfers - Findings

- 68% of WSAs thought transfers had a positive impact
- Staff transfers generally well received, though not always the right staff
- Health and safety items not always adhered to, but documentation for schemes generally good.
- Large schemes more likely to be recorded than small schemes
- A significant proportion (54%) of respondents felt that transfers would result in superfluous staff in their organisations, creating a long term salary liability.
- Municipalities feel empowered through taking ownership but wary of refurbishment (immediate) and O&M (long term) costs/financial sustainability.
- Municipalities are looking for support in the form of staff in their offices not people that appear to give advice and demand additional accountability

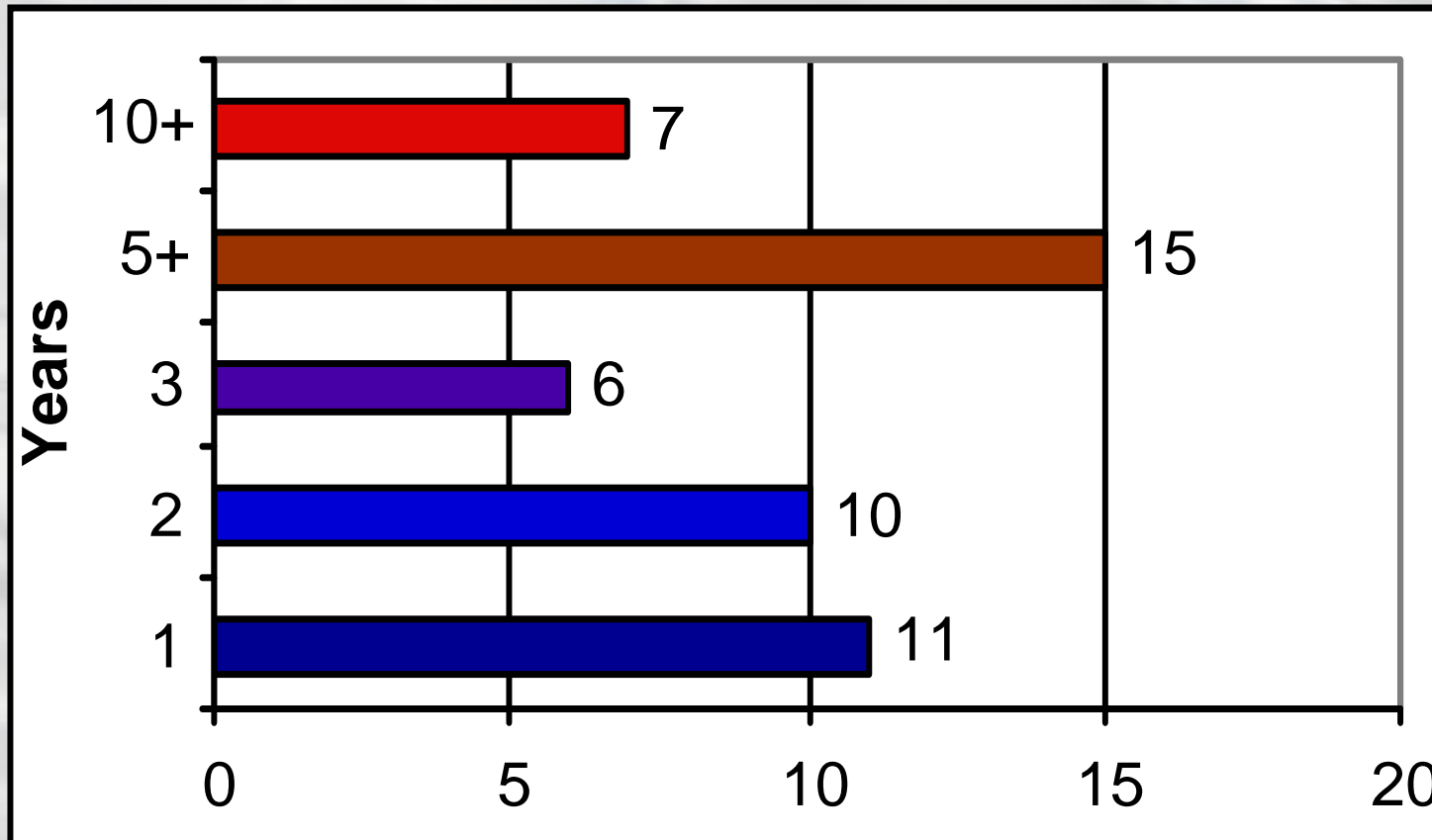


O&M: Whose Problem?

- O&M is the responsibility of the WSPs and WSAs
- But when this responsibility is neglected, it becomes DWAF's responsibility as the sector leader and sector regulator



How long will it take your WSA to eliminate your water supply backlog?



Some recommendations

The report includes scores of recommendations, small and large. We offer a small set here.

1. **O&M must form a core component of MSB III**
2. **Realistic targets need to be set**
3. **A holistic approach is needed for MSB III that covers everything from resource to supply**
4. **Sanitation remains the sector Cinderella and needs to move centre stage - esp. rural sanitation and O&M of sanitation**
5. **M&E must include functionality of end-products (MIG doesn't do it)**



Recommendations .../ctd.

6. Municipalities need targeted project management support (including mentorship)
7. All transferred assets - not just the big ones, and not just DWAF ones - require accurate listing and support
8. DWAF must move fully into playing its legal role as sector regulator including quality assurance, rigorous monitoring, etc.
9. Environment needs to become a KFA and appropriate consciousness raising, capacity and so on required
10. All civil society funding should be ear-marked for CSOs only

Recommendations .../ctd

- CBOs could (should) be key strategic allies - engage dplg re Ward cttees
 - MSB III must use local contractors more
 - Gender needs to be supported, explained, understood, indicators developed, budget earmarked and progress monitored
 - Appropriate Technology - MSBII activities must be implemented
11. Pro-poor funding (macro level) should be strengthened



Process

- Draft report presented to Masibambane III Reference Group 25 July
- Task team considered report then organised stakeholder workshop 7 August - Feedback
- Sector develop action plans
- MCC to consider and provide feedback & sign off
- Evaluation report to be corrected and edited and final report submitted - 30 August 2007

Feedback

- The report needs a summary - completed
- Factual errors and contradictory statements in the document corrected
- Differing opinions documented
- Health section expanded - include HIV/Aids
- Specific comments on the SWAP approach and knowledge management sections
- The report is long - cut where possible



Feedback continued

- Differentiate between DWAF and sector and other sector partners
- Flag for action the investigation of findings that could be misinterpreted by public (quality of end products and MIG project status reporting)
- Concern that some people were not interviewed – future TOR's
- Overall - positive feedback received especially bottom up approach
- Action plans required – WS Sector taking forward



International Perspective – Success!

Much has been achieved in the short period since 1994:

- Very high coverage in Water and Sanitation and Sanitation was not left out!
- Institutional structures in place; DWAF as the regulator and local governments in the driving seat for planning and implementation
- SWAP and Decentralisation have been implemented
- MIG and LGES funds are well handled
- Transfer of water systems to WSA/WSP
- The structures for M&E are in place and the system is working



Weaknesses

- **Hardware oriented, service delivery approach with little focus on user involvement**
- **Strict adherence to RDP standards effect high cost per capita**
- **Quality of the systems seems to be critical**
- **Concentration on investment did not incorporate enough emphasis on O&M**

Opportunities

- South Africa has achieved a lot in a very short time BUT the capacity to maintain the quality of the services has to grow on all levels
- Integration of appropriate technologies in rural water can help to reach those who have been left out until now
- The theme for MSBIII “Water for growth and development” is an opportunity for cross-sectoral development (various departments working together)
- Using the results from M&E can lead to timely action for repairs and O&M



**People don't do what you
expect, they do what you
inspect**

