

unicef   
for every child

ZIMBABWE

Water, Sanitation & Hygiene

Budget Brief



# Water, Sanitation and Hygiene (WASH) 2018 Budget Brief

## Key Messages and Recommendations

- ❖ **Public sector investments in WASH remains below sustainable requirements.** At 0.4% of the total budget and 0.13% of GDP, the WASH allocation for 2018 falls short of international targets. Hence, without improvements in public investment in WASH, the country, having missed the Millennium Development Goal (MDG) targets, will not be able to achieve the Sustainable Development Goal (SDG) targets in WASH and will not be able to instill investor confidence for non-public sources of financing.
- ❖ **Against the background of low public investments in WASH, the country has relied on development partner support, which is however, on the decline.** Despite the importance of donor support in the WASH sector, sustainability requires new innovative ways of domestic resource mobilization which will help in sustaining the gains realized through donor support.
- ❖ **The country's water and sanitation situation remains weak with uneven outcomes.** Only 29.7% of households in Zimbabwe have access to improved water sources and sanitation, hence the role of public investments in the sector should be to address the twin deficits of **access** and **equity** of access to WASH services and ensuring that affordable quality service provision is sustained.
- ❖ **Better coordination of the WASH sector is needed.** This will help in enhancing reporting and accounting for WASH resources at the same time creating avenues for better resource mobilisation for the sector. Currently, it is very difficult to track and report on WASH resources, as these are being managed by several Ministries and departments. Hence improved coordination will help increase spending on such critical issues as community mobilisation and hygiene promotion.



## 1. Introduction

**This Budget Brief is one of five that explore the extent to which the 2018 National Budget allocation towards water sanitation and Hygiene (WASH) addresses the needs of children under 18 years in Zimbabwe.** The Briefs analyse the size and composition of budget allocations for WASH in 2018 as well as offer insights into the efficiency, effectiveness, equity and adequacy of past spending. Their main objectives are to synthesize complex budget information so that it is easily understood by stakeholders and put forth key messages to inform financial decision-making processes.

## 2. Background and Context

**The WASH sector falls under a number of government Ministries and departments.** A total of 3 Ministries, 2 departments and local authorities are responsible for different aspects of WASH, as follows:

- Ministry of Environment Water and Climate – oversees issues relating to all water resources;
- Ministry of Health and Child Care – responsible for environmental health for all health facilities;
- Ministry of Primary and Secondary Education - oversees WASH in schools;
- Zimbabwe National Water Authority (ZINWA) – oversees the management of all water resources in the country;
- District Development Fund (DDF) – under the Office of the President and Cabinet, is responsible for rural infrastructure development including roads, irrigation development and borehole drilling;

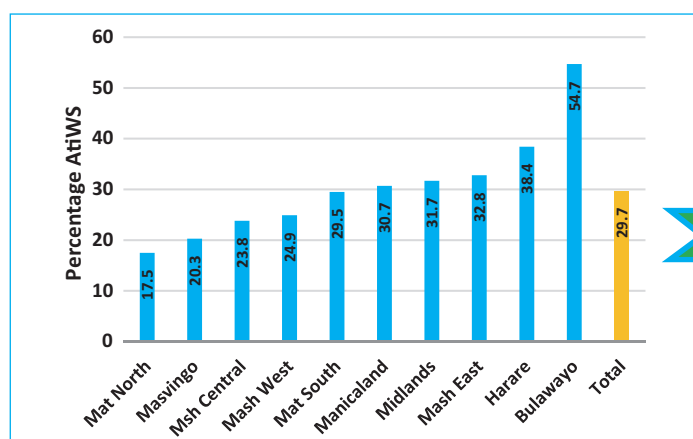
- WASH National Action Committee (NAC); and
- Local Authorities – these are local governance structures responsible for the provision of WASH services within their areas of jurisdiction ie. Towns and Rural District Councils. These however, are autonomous institutions as they collect their own revenues and makes independent expenditure decisions. Thus, this is analysed in a separate Brief on Decentralised Budget Monitoring and Tracking.

### Cordination in the sector remains weak, affecting outcomes.

The absence of a coordinated institutional framework and National Sanitation and Hygiene Policy, have been identified as major weaknesses of the sector. Hence, going forward, this should be a key priority for the government and stakeholders, as this will not only help sector coordination but improve resource mobilisation and better targeting of such resources to areas/districts in needy. This should be complemented by improved size and quality of public investments in the sector, particularly for infrastructure renewal and community mobilisation.

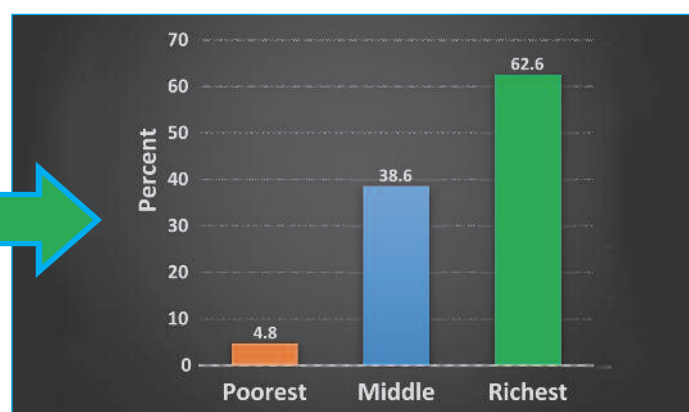
**In view of the foregoing, Zimbabwe's WASH situation remains fragile as both coverage and access remains weak and unevenly distributed.** For example, the Multiple Indicator Cluster Survey (MICS) (2014) shows that only 29.7% of households in Zimbabwe have access to improved water sources and sanitation. This ranges from as low as 17.5% in Matebeleland north to 54.7% in Bulawayo, (Figure 1a). Though the situation is better in urban areas, still less than half (46.9%) have access to improved water and sanitation compared to only 23.1% in rural areas. This, therefore, means that with 53% of the households lacking in improved water and sanitation, outbreaks of diseases such as cholera and typhoid have become common in Zimbabwe<sup>1</sup>.

Figure 1a: Access to Improved Water Sources and Sanitation



Source: Multiple Indicator Cluster Survey (MICS), 2014

Figure 1b: Access to Improved Water Sources and Sanitation by Wealth Quintile



Source: Multiple Indicator Cluster Survey (MICS), 2014

<sup>1</sup> Recent typhoid outbreak was recorded in October 2017 with a total 2,994 cases reported and 184 confirmed cases to December 2017. On the other hand, Cholera cases have been reported every year since 2008/9, with cumulative cases amounting to 100,806 and 4,360 deaths. In 2017, 6 cases and 3 Cholera deaths were reported.



**Furthermore, significant geographical disparities exist in the access to improved water sources and sanitation.** Bulawayo ranks highest at 54.7% of households compared to 17.5% in Matabeleland North. The situation is further compounded by income inequities with 62.6% of households in the richest wealth quintile having access to improved water source and sanitation in contrast to only 4.8% for the poorest household members, (Figure 1b). Therefore, public investments in WASH should focus on addressing these wealth and rural / urban disparities in access, to achieve improved WASH outcomes for all, including children in marginalized areas.

**Matabeleland North province is significantly lagging behind other provinces regarding access to improved sanitation and hygiene.** As reported in MICS (2014), 42.2% of child faeces are being disposed of unsafely, with the situation worse in Matabeleland North (80.2%) and Masvingo (65.3%) (See Table 1). This can be attributed to inadequate attention that has been given to the promotion of hygiene practices, as evidenced by the absence of a National Sanitation and Hygiene Policy, to guide resource allocation and mobilization. This is regardless of the huge potential of improved hygiene facilities to significantly cut morbidity and mortality. Worse still, WASH in schools remains very weak, with wide disparities in student-toilet ratios and a majority of rural schools lacking suitable hygiene facilities for girls. In addition, UNICEF reports that one in five schools use unsafe water sources, and 35% of all primary health care facilities have limited water facilities which underlines the need for the government to ensure minimum standards of sanitation and hygiene at all facilities, as per the SDG commitments.

**At a regional level, Zimbabwe still lags behind its regional peers on WASH services.** Comparison with regional peers show that access to improved water sources is 96% in Botswana, 93% in South Africa, 82% in Lesotho and 72% in Swaziland, against 20% for Zimbabwe.

### Key Takeaways

- There is no single institution managing WASH sector in Zimbabwe, hence the need for better institutional and



sector coordination, including through a National WASH Policy.

- Zimbabwe's WASH situation remains fragile as both coverage and access remains weak with uneven geographic outcomes, hence the need for improved, equity focused public investments.

## 3. National Budget Allocation to WASH

### Budget allocations to Water have been increasing over time.

The Ministry of Environment Water and Climate which houses the National Action Committee, NAC, was allocated a total of US\$87.6 million in 2018, which ranks 13th compared to other ministries. Of this allocation, US\$77.9 million was for Water Resources Management and Development (WRMD), which translates to 89% of the total allocation to the Ministry and is 145% higher than the US\$31.8 million allocated in 2017. While this upward trend is positive, this needs to be sustained over time and backed by actual disbursements.

Table 1: WASH Indicators in Zimbabwe

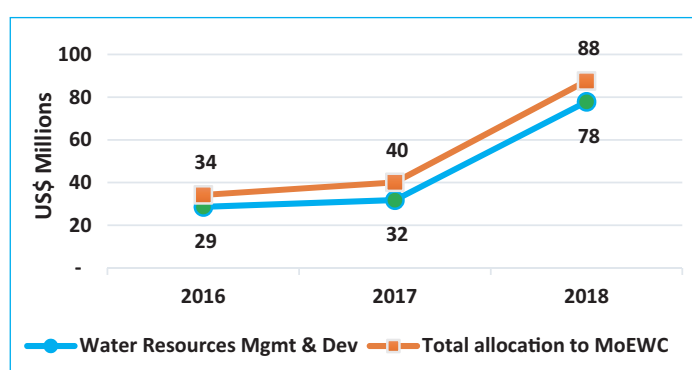
Indicator (%)	Total	Rural	Urban	Best Province	Worst Province
Improved sources of drinking water	76.1	67.5	98.4	98.9 (Bulawayo)	64.3 (Masvingo)
Improved drinking water sources and improved sanitation	29.7	23.1	46.9	54.7 (Bulawayo)	17.5 (Mat North)
Open defaecation	31.7	43.5	1.1	0.1 (Harare)	69.6 (Mat North)
Percent of children whose last stools were disposed of safely	57	46.9	86	84.8 (Harare)	19.8 (Mat North)

Source: Multiple Indicator Cluster Survey (MICS), 2014

### The budget allocation to Water Resources Management and Development (WRMD) has been trending upwards.

The Budget allocation for WRMD increased from US\$29 million in 2016 to US\$32 million in 2017, further increasing to US\$78 million in 2018, (Figure 2). However, 98.4% of the resources go towards water resources management, mainly capital transfers to the Zimbabwe National Water Authority (ZINWA), whose mandate is to manage the country's water resources, including dam construction for irrigation development.

Figure 2: Trends in Allocation to Environment, Water and Climate



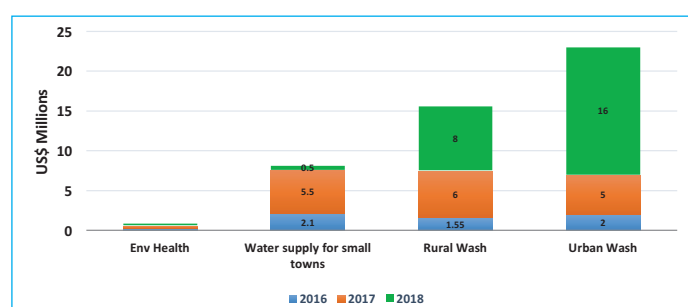
Source: Various Estimates of Expenditures (2016 - 2018)

Unlike other Ministries, the budget for WRMD remain skewed towards capital expenditures. Capital expenditures were allocated US\$77.3 million, representing 99.2% of the total budget for 2018. This is mainly on account of the fact that a significant share of the budget is earmarked for dam construction and irrigation development. Employment costs account for only 0.3% while the other 0.4% was allocated for other recurrent programs. Over the years, the budget for WRMD has been heavily skewed towards capital expenditure as shown in Table 2 though Environmental Health promotion would be required to support these investments to achieve optimal impact and sustainability.

## 4. Composition of Spending for WASH Resources

On a programme basis, allocations to WASH have also been on the increase. A combined total of US\$24.5 million was allocated to Environmental Health, Rural WASH, Urban WASH and Water Supply for Small Towns, in 2018. This allocation is 48.5% higher than US\$16.8 million allocated in 2017 and is approximately equal to 0.43% of the total national budget and is 0.13% of GDP. The allocation is divided into US\$0.5 million for small towns, US\$16 million for Urban WASH and US\$8 million for Rural WASH, (Figure 3). The US\$8million is mainly for borehole drilling and rehabilitation under the District Development Fund (DDF).

Figure 3: Trends in Government Non-wage allocations to WASH Programs



Source: Various Estimates of Expenditures (2016 - 2018)

Despite the improved allocations, the current levels of investments in the WASH sector fall far below government commitments. At US\$1.70 per capita and 0.4% of the total National Budget, WASH resources are 6.6 percentage points below the government commitment to allocate 7% of the budget to WASH at the 2014 Sanitation and Water for All High-Level Meeting (SWA HLM). Furthermore, the allocation is below the ideal funding for WASH as proposed under the Africa

Table 2: Trends in the Budget Composition of WRMD

	2016		2017		2018	
	Allocation (US\$)	% Share of Total	Allocation (US\$)	% Share of Total	Allocation (US\$)	% Share of Total
Employment Costs	290,000	1.0	268,000	0.8	265,000	0.3
Other Recurrent	199,000	0.7	228,200	0.7	330,000	0.4
Capital Expenditure	28,075,000	98.3	31,280,000	98.4	77,258,000	99.2
<b>Total</b>	<b>28,564,000</b>		<b>31,776,200</b>		<b>77,853,000</b>	

Source: Budget Estimates for the 2017 and 2018

Infrastructure Country Diagnostic (AICD) (2008) which requires Sub-Saharan African countries to allocate 0.9% of GDP to achieve improved WASH outcomes for all citizens, particularly children.

**The public investment in WASH remain skewed towards Urban areas.** Approximately 67.3% of the 2018 allocation is towards the Small-Town Water Supply project and Urban WASH. This is despite evidence suggesting that rural areas, particularly the marginalized provinces (Matabeleland North – refer to Figure 1), face significant challenges with regards to access to improved WASH. It is also clear that the very small allocation to Environmental Health has even further decreased from 2017 and 2018 and needs substantial increases to effectively address the serious sanitation and hygiene challenges.

**Furthermore, with consistent low levels of funding, the country was not able to meet its 2015 Millennium Development Goals (MDGs) sanitation target.** With 24% of Zimbabweans still lacking access to improved water sources, and 32% of the people practicing open defecation, risks are high that the country will miss out on progress towards the WASH SDGs, given the current funding levels.

### Key Takeaways

- Despite improved allocations to WASH, funding remains inadequate, unbalanced and below regional thresholds. The government would need to double its funding efforts to address the existing funding and equity gaps.
- Having missed the MDG targets, the country remains at risk of failing to meet its SDG targets unless funding is significantly increased.

## 5. WASH Budget Execution

**Expenditure disbursements to Water Resources, Management and Development out-performed allocation in 2017.** By end-September 2017, 204.2% of the water resources budget had been disbursed. Given the capital-intensive nature of the sector capital programs achieved an execution rate of 206.4% by September 2017 and constituted 99.5% of total disbursement to the program, (Table 3). The high budget execution rates were on account of commitments toward completion of some long outstanding capital projects such as Tokwe Murkosi Dam and Beitbridge Water Supply and the resuscitation of Sengwa and Gwayi Tshangani dams. As such, resources were diverted from other programs within the sector which recorded lower execution rates.

**However, disbursements for the other WASH programs have been weak.** Whilst full year data is not available, the 2018 Budget shows that disbursements to September 2017 under Environmental Health amounted to US\$31,482.00, approximately, 9.3% of the 2017 Allocation. Other programs such as Rural WASH and Small Town WASH achieved disbursements of 59.7% and 9.1%, respectively, by end-September 2017. WASH programs, therefore, suffer from low public investments, with low disbursement rates thereby affecting the implementation of the planned programs and hence WASH outcomes. It is therefore, critical for the government to instill some confidence in the sector by increasing its funding commitment and ensuring the actual allocations are fully disbursed.

### Key Takeaways

- Public investments in WASH are not only low but suffer from weak disbursement rates as well, thereby affecting outcomes. In that regard, the need for greater resource mobilisation, whilst enhancing efficiency of available resources cannot be over-emphasized.

**Table 3: Budget Performance of the WRMD Program**

	2017 Budgeted Allocation (US\$)	% of Total	Expenditure to Sept 2017 (US\$)	Execution Rate (%)	% of Disbursement
<b>Employment Costs</b>	268,000	0.8	188,996	70.5	0.3
<b>Other Recurrent</b>	228,200	0.7	146,760	64.3	0.2
<b>Capital Expenditure</b>	31,280,000	98.4	64,548,560	206.4	99.5
<b>Total</b>	<b>31,776,200</b>		<b>64,884,316</b>	<b>204.2</b>	<b>100</b>

Source: Budget Estimates for the Year Ending December 31, 2018



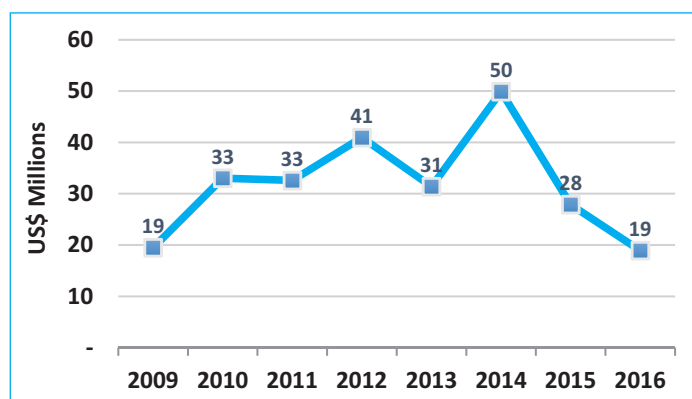
- Government would need to show greater commitment to the WASH sector, to crowd-in donor and private sector support, by increasing both size and execution rates of public investments in the sector.

## 6. Financing for the WASH Sector

**The government budget remains an important source of WASH financing in Zimbabwe.** For the 2018 financial year, public funding is projected to account for 68%, whilst 32% is expected to come from other sources, particularly development partners channeling their support through government systems. While development partner support remains crucial in a fiscally constrained environment, the government needs to consider other innovative sources of finance such as Public Private Partnerships (PPPs). In the same vein, it is crucial for the government to drive multi-sectoral partnerships in mobilizing resources for WASH, in which local authorities, civil society organizations, and the community to complement government efforts.

**Development partner support has been an important source of financing for the WASH sector, although a significant portion is channeled direct to programs.** Whilst this has helped preserve the sector, sustainability requires that resources be channeled through the government system for better prioritization, accountability and coordination. Development partners have contributed a total of US\$251.34 million over the period 2009 to 2016, reaching a peak of US\$50 million in 2014 before declining to US\$19 million in 2016, (Figure 4). Such support has contributed to significant improvements in the WASH sector, but given the declining ODA landscape, continued reliance on donor support is not sustainable and put to risk the gains that have been achieved in the sector.

Figure 4: Trends in Donor Support to WASH



Source: MoFED - Development Aid Statistics, 2017, provided upon request

**UNICEF has been a key development partner in funding for WASH.** Substantial investments in the WASH have been made in a bid to improve equitable access to WASH services. To date, UNICEF has been involved in major rehabilitation of water and sanitation infrastructure in urban and rural areas as well as in sanitation and hygiene promotion. These efforts are meant to eliminate open defecation in communities, improve school hygiene, and build capacity to strengthen WASH sector coordination and efficiency as well as building more equitable service outcomes and quality.

### Box 1: Achievements with UNICEF Funding to the WASH sector

- One million people in urban areas have received improved water supply,
- Six thousand (6,000) households benefitted from rehabilitated sewage collection,
- One hundred and sixty-six thousand (166,000) people received hygiene messages and
- 384 new bush pumps have benefitted 78,000 households.

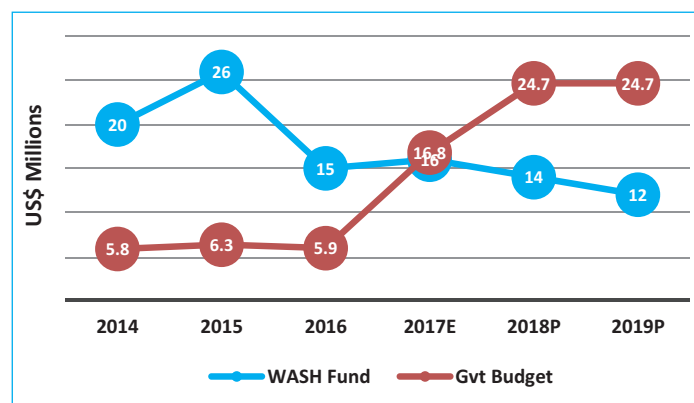


In addition, UNICEF has also supported the implementation of a WASH information management system. The system is aimed at improving data reliability, equity analysis and use of technological innovations, including emergency preparedness and response, and engagement with the private sector.

**Although the support of Development Partners coordinated by UNICEF is highly commendable, sustainability requires the government to up-scale investments in WASH programs.**

Figure 5 indicates a declining trend in such support, from about US\$20 million disbursed in 2014 to a projected US\$10 million by 2020. The decline in WASH support should be viewed within the context of declining global Official Development Assistance (ODA) landscape. The outlook for global ODA is projected to continue on a declining trend given economic challenges in donor countries and the need to respond to in-country refugee costs in most donor countries. Already, recent signals from some donor countries on future aid levels suggest the declining trend will continue in the near term, with an increasing focus on the neediest countries, whilst paying more attention to where the money is going and efficient use of the available resources. Thus, government must strive for achieving value-for-money (V-f-m) from such funding given the declining trends in global ODA support not only in WASH, but other sectors as well.

**Figure 5: Trends in UNICEF WASH Fund Vs Gvt Budget**



## Key Takeaways

- Development partner support remains important to a fiscally constrained country like Zimbabwe. However, this is on a declining trend calling upon the need to enhance efficiency of both public and donor resources, whilst strengthening public sector accountability so that donor support can be channeled through official government systems.
- While development partner support remains crucial in a fiscally constrained environment, the government needs to consider other innovative sources of finance such as Public Private Partnerships (PPPs) in financing WASH programs.

## List of Acronyms

AICD	Africa Infrastructure Country Diagnostic
DDF	District Development Fund
MDGs	Millennium Development Goals
MICS	Multiple Indicator Cluster Survey
NAC	National Action Plan
ODA	Official Development Assistance
PPPs	Public Private Partnerships
SDGs	Sustainable Development Goals
SWA HLM	Sanitation and Water for All High-Level Meeting
WASH	Water, Sanitation and Hygiene
WRMD	Water Resources Management and Development
ZINWA	Zimbabwe National Water Authority

For further information, please contact:  
Tawanda Chinembiri  
Chief of Social Policy & Research  
UNICEF Zimbabwe  
email: [tchinembiri@unicef.org](mailto:tchinembiri@unicef.org)  
Phone: +263 8677 020888

**unicef**   
for every child