



MAY 2023 | ISSUE 15

SLH Learning Paper

Learning from ODF Districts in Mozambique

André Uandela and Mimi Coultas

 **institute of
development
studies**

unicef 
for every child



About the SLH:

For over ten years, IDS's Sanitation Learning Hub (SLH, previously the CLTS Knowledge Hub) has been supporting learning and sharing across the international sanitation and hygiene (S&H) sector. The SLH uses innovative participatory approaches to engage with both practitioners, policy-makers and the communities they wish to serve.

We believe that achieving safely managed sanitation and hygiene for all by 2030 requires timely, relevant and actionable learning. The speed of implementation and change needed means that rapidly learning about what is needed, what works and what does not, filling gaps in knowledge, and finding answers that provide practical ideas for policy and practice can have exceptionally widespread impact.

Our mission is to enable the S&H sector to innovate, adapt and collaborate in a rapidly evolving landscape, feeding learning into policies and practice. Our vision is that everyone is able to realise their right to safely managed sanitation and hygiene, making sure no one is left behind in the drive to end open defecation for good.

Acknowledgements:

This learning paper was written by André Uandela and Mimi Coultas, based on research led by André Uandela.

The authors would like to thank all those who contributed to the research and documentation process, in particular Jamie Myers, Naomi Vernon, Ruhil Iyer and Alice Webb from the Sanitation Learning Hub, Julie Aubriot, Americo Muianga and Carlota Muianga from UNICEF Mozambique, everyone who was interviewed as part of the research, and the districts and communities which hosted André during the research.

About the authors:

André Uandela is a trained sociologist with 25 years of experience in water supply and sanitation sector. His main areas of focus are institutional development and capacity building, policy and strategy development, program and project design, management and evaluation, and decentralization and finance/costing. For five years, André was the Country Director in Mozambique of the WASHCost project, an initiative funded by the Bill and Melinda Gates Foundation which worked with countries to identify the long-term costs of sustaining rural and peri-urban water and sanitation services. Currently he is a WASH consultant and Associate at the IRC International Water and Sanitation Centre.

Mimi Coultas is a WASH specialist currently working as a Research Officer with the Sanitation Learning Hub at the Institute of Development Studies. She supports partners across the sanitation and hygiene sector globally to design and conduct timely, relevant and actionable research and learning activities to strengthen policy and practice. Prior to this, she worked for a number of NGOs designing, implementing, evaluating and advising on WASH programmes across Africa and Asia.

Front cover image:

MOZA2014-00099. *Photo:* Alexandre Marques

"Latrine built with support from NAMWASH / Unicef" (Alexandre Marques)

Table of Contents

1. Introduction	3
1.1. Background and context	3
1.2. Purpose and scope of the assessment	3
2. Methodology	4
2.1. Desk review	4
2.2. Key stakeholders' consultation	4
2.3. Field visits	5
2.4. Data analysis and reporting	5
3. The study districts	5
4. Findings	6
4.1. The process	6
4.1.1. Implementation modalities of sanitation activities	7
4.1.2. Targeting strategy	10
4.1.3. Training	10
4.1.4. Procurement of PEC consultants and Contract Management	11
4.2. Roles and responsibilities of the actors	11
4.3. Levers for change	13
4.4. Challenges (looking back and forward)	16
5. Main conclusions	18
6. Recommendations	19
7. References	21
8. Annexes	22
8.1. Annex 1: List of reviewed documents	22
8.2. Annex 2: List of key informants interviewed	23
8.3. Annex 3: Study questions	24
8.4. Annex 4: List of communities visited	27

Acronyms

APE	Elementary Health Agent
CLTS	Community-led Total Sanitation
DAS	Water and Sanitation Department
DNAAS	National Directorate of Water Supply and Sanitation
DPOP	Provincial Directorate of Public Works
EPAR	Estaleiro Provincial de Água Rural (Provincial Rural Water Workshop)
GoM	Government of Mozambique
IDS	Institute of Development Studies
INE	National Statistics Bureau
JMP	Joint Monitoring Programme
MDG	Millennium Development Goal
NGO	Non-governmental Organisation
ODF	Open Defecation Free
OMI	One Million Initiative
PEC	Community Participation and Education
PRONASAR	National Rural Water Supply and Sanitation Programme
SDG	Sustainable Development Goals
SDPI	District Services of Planning and Infrastructure
SDSMAS	District Services of Health, Women and Social Action
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene



A woman washes her hands outside a latrine using a tippy-tap handwashing device. Namagonha. Photo: © UNICEF/UN0256229/

1. Introduction

1.1. Background and context

The water, sanitation, and hygiene (WASH) needs in Mozambique are significant. The recent data from the national bureau of statistics (INE) indicate that rural sanitation coverage is about 16 per cent (INE 2020). The Joint Monitoring Program (JMP) estimates that in 2020, 30 per cent of the population was practicing open defecation and 45 per cent had access to unimproved sanitation services in rural areas. Access

to sanitation demonstrates large inequities with 49.5 per cent of the poorest 20 per cent of the population practicing open defecation against only 2 per cent of the wealthiest 20 per cent of the population (JMP, 2021).

To accelerate results towards the achievement of the SDGs, the Government of Mozambique (GoM) recently approved the Rural Sanitation Strategy (2021-2030) which aims at eliminating open defecation and achieving universal access to basic sanitation by 2030 using Community-Led Total Sanitation (CLTS) as the core approach.

The GoM and partners have made significant efforts to eliminate open defecation for more than a decade. UNICEF is one the key partners of the GoM in the rural sanitation subsector and has been supporting massive sanitation programs in several provinces in the country. More than 4000 communities have been certified open defecation free (ODF) over the past five years through UNICEF supported programmes. Despite challenges including limited ownership of district authorities and sustainability of results, some districts have made significant progress and have been declared ODF, namely Guro, Macossa and Manica in Manica province and Tsangano, Marara and Angonia in Tete province. Changara district (Tete province) is also likely to be declared ODF in 2023.

UNICEF sought to review these success stories and identify levers and blockages of success to inform national and global discussion on how sub-national systems can be strengthened to drive progress towards area-wide total sanitation coverage.

This learning paper consolidates the data analysis and summarises the findings and conclusions of the study, providing objective and balanced assessments, accurate affirmations, and realistic recommendations.

1.2. Purpose and scope of the study

The study sought to review the conditions in which five ODF districts operated (and still operate) to achieve ODF status and identify levers and blockages of success.¹

The specific objectives of this study were to:

- Identify levers of change (technical, financial, or political), that have led to ODF celebration at district level.
- Examine the roles and responsibilities of national and local governments, development partners, elementary health agents (APEs), local activists, community leaders and communities.
- Examine implementation processes that have led to area-wide outcomes.
- Assess the steps districts have taken to leave no-one behind, including how hard to reach areas and communities have been supported.
- Consider lessons learnt for area-wide programming more broadly.

The key questions answered were the following:

- What tangible and demonstrable changes have taken place in local government that led to better sanitation and hygiene programming and results?
- Who has been influenced to change, and what have they changed?
- What may have driven these positive changes?
- What can we learn from these experiences and what could we replicate in other districts to accelerate the pace towards the elimination of open defecation by 2030?

¹ Angonia was not included as it was declared ODF in November 2022, after fieldwork for the study was completed.



*At Ana Paula
Manuel's grandmother
and community leader (rainha/
queen), house in Rapale. Latrine was
built with the support of UNICEF – NAMWASH.
Photo: © UNICEF/UN0256174/Marques*

2. Methodology

The methodology for this study comprised a four-step approach:

- Desk review of relevant documents;
- Key informant interviews and focus group discussions;
- Field visits to the five ODF districts; and
- Data analysis and reporting.

The steps are further detailed in the following section.

2.1. Desk review

A desk-based review of key documents was undertaken. The documents were provided by UNICEF and the Provincial Directorates of Public Works (DPOP) in Tete and Manica Provinces, and include contracts, workplans and budgets, implementation reports (narrative and financial/expenditure), monitoring and supervision reports and evaluation reports. The desk review provided the necessary background information regarding the approaches, implementation mechanisms, financial investment, challenges, and opportunities for scaling up.

The list of documents reviewed are presented in Annex 1.

2.2. Key stakeholders' consultation

Key informant interviews and focus group discussions were undertaken at central, provincial, district and community level. At central level, a presentation of the inception report to the National Directorate of Water Supply and Sanitation (DNAAS) was held where useful insights on the conceptual thinking for sanitation from the central government perspective were given, and interviews with UNICEF WASH Programme staff were held. At provincial and district level, interviews and focus group discussions were held with Provincial Directors, District Administrators, DPOP and District Services of Planning and Infrastructure (SDPI) staff, Heads of Administrative Posts and Localities, Community Participation and Education (PEC) service providers and other stakeholders. At community level, interviews and focus group discussions were held with community leaders of different levels and selected household members to assess their participation and engagement in all activities that led to the district's ODF status. The final list of participants in interviews and focus group discussions is presented in Annex 2. The interview/focus group discussion guides are presented in Annex 3.

At the start of each interview/focus group discussion, the purpose and scope of the research were clearly presented to participants, who were given the choice to participate or not. Verbal consent to proceed with the research was obtained and recorded by the consultant. In cases where it was useful to record discussions, participants were asked for their consent to this additional aspect.

After data collection in each district, a feedback/reflection session was held with the key informants interviewed and other key stakeholders identified by the district authorities. During these workshops, findings were presented back and participants were facilitated to validate or contest the findings, provide additional information and data as well as generate recommendations for others and their own districts moving forward. The sessions had different formats, taking into account the situation found in each district. In Tsangano, the session was attended by 13 people, including technicians from the district infrastructure, health, education and environment services, in addition to the former supervisor of PEC activities. In Marara, Manica and Guro, the session was held only with SDPI and health technicians. In Macossa, the session was held with the District Administrator, the SDPI director and the water and sanitation technicians. The sessions lasted an hour on average, although in Tsangano the session was about two and a half hours.

2.3. Field visits

Field visits to five ODF districts – Marara and Tsangano in Tete province and Macossa, Guro and Manica in Manica province – were undertaken. Two to four days were spent in each district. During the field visits, interviews were held with provincial and district authorities, service providers based at provincial and district level as well as community leaders and beneficiaries/users. Seventeen communities selected by the district authorities were visited, as presented in Annex 4. At least ten interviews were held in each district (not including those held with households and at provincial level).

2.4. Data analysis and reporting

All personal data was stored securely and deleted/destroyed after the research was concluded. Triangulation of data from different sources and methods was undertaken to consolidate the findings and conclusions.

This learning paper consolidates the data analysis and summarises the findings and conclusions of the study, providing objective and balanced assessments, accurate affirmations, and realistic recommendations.

3. The study districts

The five districts present different characteristics as described below:

Figure 1. Map of study districts

Marara (Tete province)

Elevated to the status of district in 2013, Marara used to be an Administrative Post of Changara district. With a projected population of 82,500 inhabitants in 2022, Marara is the smallest district in terms of population in Tete. It is completely rural and its economy relies on livestock and coal mining. Agriculture is carried out in the lowlands of the few existing streams throughout the district. Sanitation activities in this district started in 2008 under UNICEF's One Million Initiative (OMI) when it was still part of Changara district. With its elevation to the category of district, there was an interruption of about six years, until PEC consultants were hired to implement PEC Zonal activities in 2019.

Guro (Manica province)

Guro was the first district to be certified ODF in the country in 2021. Guro is a district in the north of the province and a significant part of its territory is in a semi-arid area. It has a projected population of around 112,200 inhabitants in 2022. Sanitation activities in Guro began in 2007 under OMI, with the contracting of an NGO (APRODES). For many years Guro was considered a model district in terms of sanitation, mainly due to the commitment of the local administrative leadership, particularly its Administrator, who raised sanitation to the top of its governance agenda. After OMI ended in 2013, there was a gap in funding from 2013-14 during which many ODF communities regressed. Since then, there have been smaller, less structured sanitation initiatives but nothing on the scale of OMI.

Manica (Manica province)

Manica is the largest district in the province in terms of population, with about 265,600 inhabitants projected for 2022. It is a district with a relative strategic importance in the province in economic terms. It has enormous agricultural and mining potential and is home to the country's second most important border post, the Machipanda border (between Mozambique and Zimbabwe). Sanitation activities started in 2008 under OMI, with the hiring of a local NGO (PAMBERY) and it had its first ODF Administrative Post in 2012. After OMI ended in 2013, there was a gap in funding from 2013-14 during which many ODF communities regressed. Since then, there have been smaller, less structured sanitation initiatives but nothing on the scale of OMI.

Tsangano (Tete province)

In the northern part of the province, Tsangano was isolated from the country during the civil war and relied heavily on neighboring Malawi for its economic and social survival. Although three decades have passed since the end of the war, Tsangano is still linked to Malawi, though is steadily being reintegrated in the national social and economic fabric. With a projected population of 242,200 inhabitants (INE 2021*), Tsangano is a completely rural district with scattered settlements, many of them nomads moving in search of better agricultural and livestock conditions. Sanitation activities started in 2008 in this district, with the hiring of an NGO (KULIMA) under OMI. After OMI ended in 2013, there was a gap in funding from 2013-14 during which many ODF communities regressed. Since then, there have been smaller, less structured sanitation initiatives but nothing on the scale of OMI.

Macossa (Manica province)

Macossa is the second largest district in the province of Manica in terms of territory, but the least inhabited, with a projected population of around 53,300 in 2022. The district is mostly an animal and forest reserve, with game reserves representing around 90 per cent of the territory. Communities are dispersed from each other, as are the households within communities, and the main activity of the population is agriculture, mainly subsistence although there are also cash crops. It is the only district of these five where OMI was not implemented. Sanitation activities in the district began in a structured way in 2014 with the hiring of an NGO (APRODES), funded by UNICEF.

* INE (2021) Inquérito sobre o Orçamento Familiar 2019/2020, Relatório Final, Maputo, Moçambique

4. Findings

4.1. The process

All five districts' journeys to becoming ODF started in 2007 under UNICEF's One Million Initiative (OMI) Program. This programme adopted CLTS, which has remained the main sanitation approach used across the target areas ever since. However, the intensity and mode of implementing CLTS has varied since the OMI finished in 2013. With no specific programme of

the same magnitude implemented by UNICEF following this, resources were subsequently allocated depending on funding availability. This resulted in some variation in the process implemented across the five districts. In Manica, Guro and Tsangano districts specifically, there was a short discontinuity of activities between 2013-2014 after the end of OMI. Afterwards, there were relatively small but continuous investments made in these districts. The key elements of the process taken and the variations between districts are outlined in the following sub-sections.

Figure 2. Overview of the One Million Initiative (OMI)



4.1.1. Implementation modalities of sanitation activities

While CLTS remained the main approach used throughout, it was delivered through two different modalities, as outlined in Figure 3: PEC Zonal and DDT.

Figure 3. Overview of PEC Zonal and DDT implementation modalities

District-wide Community Participation and Training (PEC Zonal)

Introduced in 2008, PEC Zonal sought to implement holistic activities in a district as a whole. This was a complete shift from the model being implemented until then, which focused on dispersed communities in several districts or in the same district, but without a unifying vision from a service delivery perspective. Through this modality, implementation of community participation and education activities (PEC) and monitoring was outsourced to PEC consultants, hired by provincial governments (DPOP) with technical and financial support from partners.

District Driven Team (DDT)

From 2016, outsourcing PEC activities began to be phased out in some areas in favour of financing the SDPI carrying out these activities directly. The main activities implemented remained the same though. In this modality, the triggering was undertaken by district technicians (from the SDPI and other sectors such as health and education), the follow-up of the village sanitation plans was done by activists (hired by the district government through SDPI), community leaders, the heads of Locality and Administrative Post as well as District Sanitation Forums, who played a role in overall monitoring.

All districts started the implementation process using the PEC Zonal implementation modality. The PEC contracts under this modality were for two years, with the transition to the second-year dependent on good performance. The PEC consultants were responsible for triggering communities based on CLTS, and monitoring the communities in the process of building latrines, hand washing facilities and other components of household hygiene. The Terms of Reference clearly indicated the number of communities to be triggered and declared ODF. PEC consultant teams were composed of a coordinator,² a supervisor³ and animators/facilitators⁴ (whose number was dependent on the number of Administrative Posts existing in the district, or on the territorial extension). Local activists were recruited from the communities (selected by the community leaders and endorsed by the Locality Chiefs) to support the animators in the process of promoting hygiene, sanitation and household monitoring. The number of activists was defined in the Terms of Reference and depended on the number of communities, and the territorial extension of the district. Two of the five districts (Tsangano – 2021 and Marara – 2022) became ODF districts entirely through the PEC Zonal implementation modality.

In the remaining three districts (Guro, Manica and Macossa), the implementation modality switched from PEC Zonal to a modality that became known as District Driven Team (DDT). In 2016 UNICEF suspended funding to Guro district for hiring

PEC consultants, instead opting to finance the SDPI directly to carry out community triggering and monitoring activities. The same approach was then taken in 2018 with the districts of Manica and Macossa. The assumptions behind the switch of approaches were twofold: to give districts more ownership of the process and to reduce implementation costs.

The main difference in the approaches delivered through the PEC Zonal and DDT modalities was that, within the scope of DDT implementation, District Sanitation Forums were established from the onset whereas these were introduced later in the PEC Zonal process. The main objective of these forums was to create a space for planning and monitoring sanitation activities in the communities. The forums were also established at the level of Administrative Posts and Localities, providing space for the participation of almost all community leaders in the accountability process. District Sanitation Plans were developed with support from UNICEF and served as the basis for UNICEF funding.

Under DDT, resources were made available to the three districts for the payment of fuel allowances for SDPI technicians; subsidy for community activists; fuel for Heads of Administrative Post and Locality; and Sanitation Forum meetings held at district and Post Administrative level.

Regular monitoring and supervision were carried out by UNICEF to ensure the districts are carrying out the activities as planned.

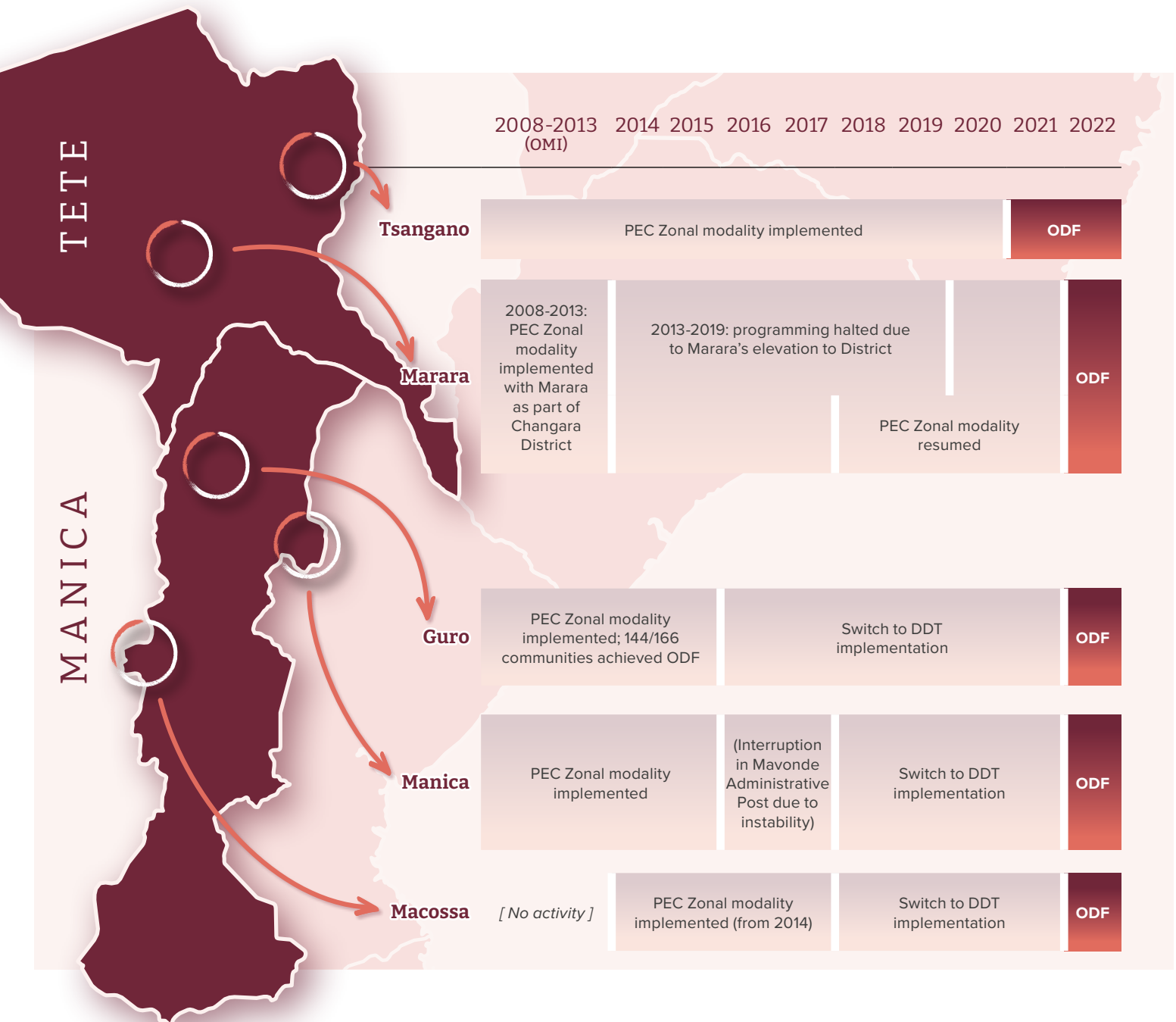
² Responsible for the technical, methodological, and logistical management of activities, and for coordinating the preparation and presentation of all related reports. The coordinator has between 30 and 40 per cent of their time devoted to the project.

³ Responsible for the daily management of the field team, permanent direction of field activities with animators and activists and regular liaison with the SDPI, authorities of Administrative Posts and Localities.

⁴ Responsible for the implementation of community participation and education activities and promotion of hygiene and sanitation in communities and schools; permanent monitoring of activists' activities, permanent connection with community leaders.

Figure 4 below summarises the differences in implementation modalities adopted across the districts throughout the years.

Figure 4. Implementation modalities adopted across districts



Available information indicates that at the time of implementation of the DDT, Guro district had 22 communities that had not yet been declared ODF out of a total of 166 existing communities in the district. In Manica, the Administrative Post of Machipanda and a large part of the communities in the Administrative Post of Messica had already been declared ODF, with work being concentrated in the Administrative Post of Mavonde where, due to military instability, activities had been interrupted for a period of two years (between 2016 and 2017). Beyond this, this review did not find enough information and data to do an informed comparison in terms of efficiency and effectiveness of the two implementation models. It would be interesting for UNICEF to conduct an analysis on this.

4.1.2. Targeting strategy

In an effort to cover the entire district, sanitation activities were initially carried out in a dispersed manner, with PEC consultants triggering communities located in different Localities to create islands of ODF communities. Around 2015/6, this strategy was altered to increase concentration in Localities and Administrative Posts. This allowed many of these territorial units to become ODF, after which the PEC consultant teams moved to other Localities. The strategy seems to have produced much more results from the perspective of district-wide results.

4.1.3. Training

Throughout the process, UNICEF organised a series of training events whose main objective was to equip the different actors with the knowledge, skills and abilities necessary to implement the new approaches and use the inherent tools. UNICEF continued to conduct these trainings annually (or whenever new PEC contracts were signed over the years) to enable all

personnel involved in implementation to have the necessary skills. Although the process started within the scope of OMI, UNICEF continued to adapt the training approaches and content as new challenges arose and lessons were learned, incorporating the lessons learned each year. The trainings to be highlighted are:

Figure 5. Technical trainings implemented with UNICEF Support



Other courses included HIV/AIDS, sustainability (more focused on water sources) and financial management. As part of UNICEF's communication section, trainings were also held

with community leaders on different subjects that boosted their understanding of and capacity to deal with developmental issues in their communities, including sanitation and hygiene.

4.1.4. Procurement of PEC consultants and contract management

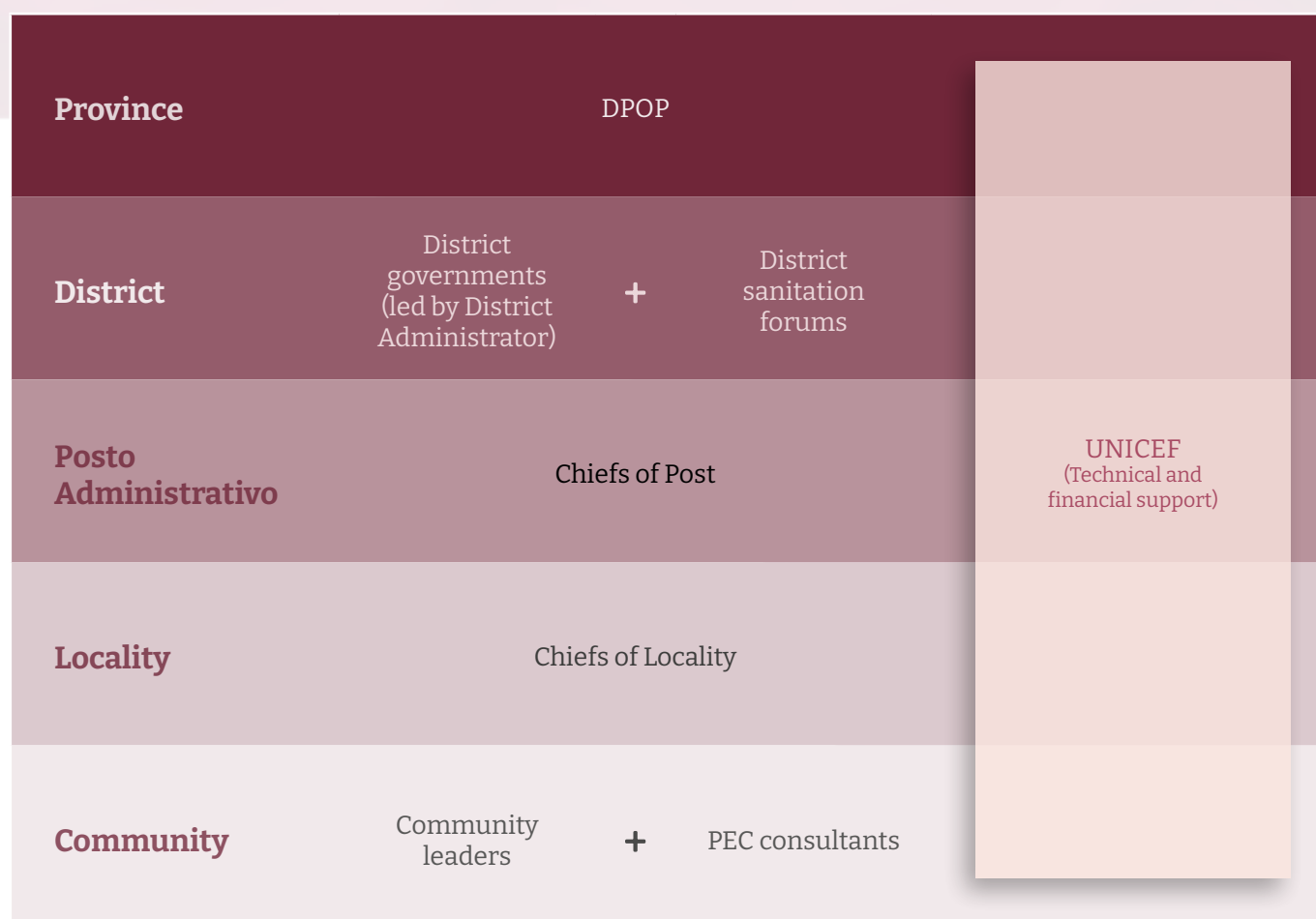
For implementing PEC Zonal sanitation activities funded by UNICEF the government procurement procedures for service provision were followed, which had multiple changes and improvements throughout the years. The tenders were launched by DPOP on behalf of District Government (DG), where each district was tendered as a separate package. This arrangement involved contract management by DGs in theory, although districts were not always clear what this was meant to involve. During the first years of OMI (where Tsangano, Guro and Manica started), payments to PEC consultants were made quarterly based only on submission and approval of reports detailing the activities undertaken. In subsequent years, including beyond OMI, to make sure payments were made where outputs and outcomes were met, the quarterly payment schedule started to be tied to defined indicators.

DGs played an important role in monitoring PEC consultant activities, and DPOP provided general oversight. It was up to the DGs to verify and approve the results and, on that basis, approve requests for quarterly payments. Payments were made directly by UNICEF to the PEC consultants after all confirmations of execution of activities and achievement of indicators by DGs and DPOPHs. In addition to the training mentioned above, UNICEF provided regular technical assistance, providing on-the-job training in all matters related to procurement and contract management to both district and provincial staff.

4.2. Roles and responsibilities of the actors

The main actors involved in the implementation of sanitation activities were the following:

Figure 5. Main actors involved in implementing sanitation activities



<p>Government entities (DPOP at provincial level, District government, Administrative Posts and Localities)</p>	<p>These government entities played an important role in different ways:</p> <ul style="list-style-type: none"> • DPOP was responsible for contracting, monitoring, and supervising the PEC consultants (in the form of Zonal PEC) and monitoring and supervising the activities of the district government, providing the necessary technical assistance for it to carry out its responsibilities. • District governments, through the SDPI, were responsible, among others, for regular monitoring of the PEC consultants (in the Zonal PEC implementation modality), community triggering and monitoring, supporting the implementation of the District Sanitation Plan at the Administrative Posts and Locations) and sensitization and support of community leaderships. The District Administrator, in particular, was responsible for the overall direction of the process, acting as a district sanitation champion, mobilising all members of the district government (including the Heads of Administrative Posts and Localities) and community leaders at different levels. • Chiefs of Post and Locality led the process of mobilising community leaders and monitoring the implementation of community plans through the Sanitation Forums.
<p>PEC consultants</p>	<p>These led the community triggering and awareness as well as monitoring the implementation of community plans to eliminate open defecation. In many cases, the PEC consultants played an important role in raising the awareness of community leaders and even administrative structures at Locality, Administrative Post and district level, so that they became more involved in sanitation activities. They were the front line of a structured intervention in rural sanitation. In practice, PEC consultant supervisors became part of the local government apparatus, working in close coordination with the SDPI. The Marara District Administrator very clearly summarised the role of the PEC consultants working in the district as follows:</p> <p><i>“The young PEC supervisor was the driving force behind all the work, he was always providing all the necessary information and put all the pressure on the district government to intervene in all the cases his team could not solve. He became practically a member of the government team, participated in practically all our sessions, and had an open door to the Administrator’s office. He was a very relevant factor in the success we had.”</i></p>
<p>Community leaders</p>	<p>They had responsibility for ensuring that all households have latrines and practice good hygiene behaviours. Through existing community structures (heads of blocks and ten houses), community leaders were responsible for sensitising families, acting as a model family, and exercising the power to apply the necessary sanctions for families that show resistance. They also ensured that, once the community was declared ODF, it maintained the status and new families that came to the community observed the established rules.</p>
<p>District Sanitation Forums</p>	<p>These were multi-stakeholder platforms responsible for planning, monitoring and supervision of sanitation activities at all levels (District, Administrative Post and Locality). The Sanitation Forums were the only structure that were not implemented consistently across the districts.</p>
<p>UNICEF</p>	<p>From the beginning up to ODF certification, UNICEF provided the necessary financial and technical assistance for the implementation of sanitation activities. Through training to the provincial, district and PEC consultant staff and regular monitoring and supervision of the actions carried out by all these actors, UNICEF played a central role in the success achieved. UNICEF also provided material support in the form of transportation means (vehicles and motorcycles), office equipment (computers, printers, scanners, furniture, etc.). More importantly, UNICEF supported the recruitment of skilled technicians to provinces and districts, ensuring the payment of salaries while the formal admission processes were underway (which took in some cases more than two years).</p>

4.3. Levers for change

The previous chapters describe how sanitation interventions were implemented in the five districts. An analysis of institutional processes, approaches and funding shows that there do not seem to be major differences between what has been done in these districts and what is done in many others, not just in these

two provinces but across the whole country. What could it be, then, that allowed these districts to achieve success that has been pursued for a long time by other districts in the country? What particular aspects can be considered levers of change that allowed the achieved success? Eight aspects were identified as instrumental to success and are described in detail below:

1. Commitment of local government authorities at district level:

In particular, the commitment that the District Administrator assumed in relation to sanitation. This commitment was characterised by placing sanitation as a priority in the governance process, mobilising all government sectors and stakeholders at district level (including the Chiefs of the Administrative Posts and Localities, community leaders of different levels, and technicians from various institutions of the district government) to play an important role in improving sanitation conditions in communities. The Administrator placed sanitation on the agenda of all his governing actions and instructed the government, community leaders and all civic society to mobilise all the necessary efforts so that all families in the district built at least a traditional latrine. In such settings, everyone became aware of importance of their role in improving sanitation as they had to report to the Administrator. In the Administrator's meetings with the population during community visits, the Administrator left a clear message that having a latrine was an obligation for families and that community leaders must mobilise all households for this purpose. The Administrator also encouraged the technicians and gave them the necessary political coverage to carry out their activities with community leaders and families.

Examples of district leadership for and commitment to sanitation include:

- The **Guro** District Administrator demonstrated a strong commitment to sanitation from the start of the OMI programme and for several years after. 90% of communities in Guro were declared ODF by 2015.
- **Tsangano** has had two Administrators who embraced the challenge of eliminating open defecation. The current Administrator has clear ideas on how to maintain their ODF status.
- **Marara** benefited first from a committed Administrator who started implementing sanitation activities in 2019 and was followed by the current Administrator who built on this, bringing valuable experience from a leading locality in Angonia district.

Research participants in Macossa and Manica also considered the Administrators' leadership key to their success.

2. Fostering government commitment:

While government commitment and leadership was found to be key, at the beginning of the process interest in sanitation was often lacking. Provincial, district and central governments were typically more interested in water supply than sanitation. It was therefore important to find ways to increase prioritisation of sanitation. Three main activities proved successful in this regard:

- a. **Incentives:** an initial award system – which rewarded outstanding community and government leaders (at Administrative Post and district level) with prizes such as bicycles, mobile phones and community water points – was abandoned when it was found that i) it was not sustainable in the medium and long term and ii) it created a non-genuine motivation in sanitation and, therefore, did not guarantee the sustainability of the gains obtained once the prize was achieved. Following this, UNICEF established a series of more successful institutional incentives, including those aimed at the district Administrators and SDPI technicians. These included a monthly budget for fuel, allowances for visits to communities, necessary means and equipment (including vehicles) and recruitment of qualified technicians.

- b. **District Administrators'** presence at annual planning and performance evaluation meetings: under the OMI program, district administrators were required to present the progress in their districts to other leaders. Everyone wanted to present satisfactory results, but this necessarily involved continuous work to raise awareness among the Chiefs of Administrative Posts and Localities, as well as community leaders. Therefore, district leadership for sanitation beyond these meetings increased.
- c. **Sensitisation of incoming leaders:** UNICEF organised ongoing sensitisation sessions for incoming leaders (District Administrators, SDPI Directors and District Permanent Secretaries) to help overcome the challenges of transitions. Through its regular monitoring and supervision missions, UNICEF was able to continuously interact with the districts and assess the needs in terms of leadership improvement on sanitation.

3. Community leaders' structured involvement:

In all five districts it was evident that the involvement of community leaders played a key role in success. Although it is not completely clear when and how the structuring of the involvement of the community leaders started, it seems legitimate to consider that this was only possible with the mobilisation made by the District Administrators.

Using their influence in the community, the leaders were instrumental in sensitising families, especially the most reluctant ones, to build or rebuild their latrines and in creating local mechanisms for vulnerable families to receive the necessary community support so they are not left behind. Using their network of collaborators in the community (heads of blocks and heads of ten houses), the leaders regularly monitored the general sanitation situation and established social control mechanisms and sanctions, creating the necessary structures to enforce these sanctions. The sanctions varied from being exposed in the community, paying fines (mainly in kind – goat, chickens, food, etc. – for the people who would build the latrine for the family), to threats of eviction from the community or involvement of the police authorities.

4. Sanitation Forums at all levels (District, Administrative Post and Locality):

Established in four of the five districts (Marara does not have a sanitation forum), the district sanitation forums created important spaces for regular and structured planning and monitoring of sanitation activities in the district. Led by the head of local administration at each level (Administrator, Heads of the Administrative Post and Locality), the forums brought together key stakeholders to discuss sanitation progress, challenges, and opportunities for ever-increasing improvement. During the forum meetings, community leaders presented progress made and plans to continuously improve the situation. In this process, even community leaders who were not initially committed to sanitation felt the need to embrace this cause. The forums were essentially a peer review mechanism, which also worked to pressure everyone involved to do better on sanitation.

5. Commitment of SDPI technicians:

The commitment of the SDPI sanitation technicians proved very important for success. It was these technicians who coordinated all the actors involved at district level. The technicians had a very strong connection with the actors, from the Heads of Administrative Post to community leaders, and knew the sanitation situation in each community. During the debriefing sessions, the participants highlighted this aspect, having indicated that it was the SDPI sanitation technicians who made the greatest efforts to raise the awareness of the less committed community leaders and the most reluctant and 'educated' families in the district headquarters, mainly in Macossa, Tsangano and Marara. In all these districts, sanitation technicians had been there for a long time.

6. Access to building materials and favourable soils:

In all five districts, materials to build latrines are relatively easy to access, including adobe bricks, stakes and grass. Additionally, the soils are particularly favourable for the construction of latrines of all types, without the need for large investments in pit reinforcement.

7. Funding:

The five districts received ongoing funding over many years⁵ to carry out sanitation activities, including institutional capacity building (technical and material). This systematic and repeated financial commitment by UNICEF played an important role in strengthening implementation structures and processes at the local level, which contributed substantially to the success achieved. Financing for rural sanitation is very low in Mozambique and invariably intermittent. UNICEF's commitment to financing sanitation is particularly unique, allowing it to introduce approaches and monitor their evolution, learn lessons, and make the necessary adjustments. However, it should be noted that the sporadic nature of much of this funding following the end of OMI meant that progress often slipped back during periods with no implementation. In Manica, Guro and Tsangano districts specifically, there was a short discontinuity of activities between 2013-2014 after the end of OMI. During this interruption, many communities that had achieved ODF status regressed. Afterwards, there were relatively small but continuous investments made in these districts as UNICEF did not have a dedicated programme like OMI. These smaller investments needed to recoup and build on the previous progress, while facing additional challenges associated with re-triggering communities (acknowledging that a second triggering in a community does not usually have the same impact as the first since the element of surprise is lost).

8. Territorial targeting:

After years of implementation without noticeable and comprehensive results in defined territorial areas, the decision was taken to improve the planning of community triggering and monitoring processes. The new planning focused on undertaking the triggering in a concentrated way in a given Locality or Administrative Post and focus all monitoring efforts until it becomes ODF, then moving on to another Administrative Post until the whole district becomes ODF. This approach appears to have yielded better results in terms of achieving ODF status at district level.

4.4. Challenges (looking back and forward)

Looking back there are three major challenges worth mentioning. These challenges are not inherent only to the five districts, but to the country as a whole:

- **Sanitation has always been relegated to a subordinate position in the WASH sector:** Significant investment was needed to create awareness within the sector and administrative structures at all levels. This investment took time, and the first signs of success began to appear much later than would be expected. UNICEF invested considerable time and resources (financial, human and material) in sanitation and carried out an extensive awareness campaign aimed at sector authorities at all levels. At the central level, UNICEF influenced the planning of the National Rural Water Supply and Sanitation Programme (PRONASAR), which had to include concrete and robust sanitation activities, with clear performance indicators. At provincial and district level, UNICEF supported the implementation processes, with resources and technical capacity, and instituted regular monitoring processes through quarterly meetings in which all Administrators were required to present progress in the presence of the Governor. These actions, over time, created the necessary environment for sanitation to become part of the agenda.
- **Weak institutional and technical capacity at all levels to deal with sanitation:** This capacity (number of staff and skills) had to be created over time. Weak capacity was verified not only in the public sector, but also in the private sector and even international NGOs. A comprehensive capacity-building process was undertaken by UNICEF throughout the years and noticeable progress has been made, though the situation remains far from optimal.
- **Population settlements, poverty, and culture:** many communities in the districts under study are isolated (and families live dispersed) and the use of latrines was not part of their cultural heritage, making it necessary to introduce this aspect in the way of life of populations. They are also populations that live in conditions of environmental, economic, and social vulnerability, with relatively high levels of poverty.⁶ These factors combine to make it hard to motivate people to prioritise sanitation over other aspects of daily life.

⁵ Tsangano (14 years); Guro and Manica (13 years); Macossa (eight years); and Marara (four years – and another five as part of Changara District).

⁶ Mozambique ranked 181 out of 189 countries in the 2020 Human Development Index, with 50 per cent of Mozambicans living in extreme poverty; 29 per cent of persons with disabilities with no accessible toilets (UN 2018); 64.4 per cent of children with disabilities out of school (GoM 2018).

Looking forward, sustainability is the main challenge. Maintaining the achieved ODF status will require paying attention in at least three areas:

- **Institutional and financial (with implications on planning, monitoring and resourcing activities):** Ensuring that the Sanitation Forums continue to fully fulfil their responsibility of promoting comprehensive planning and monitoring of sanitation in communities and that the district government remains committed is highly dependent on the leadership at the top (District Administrator and SDPI director). However, experience has shown a high mobility on these positions. This includes ensuring that the district has the necessary resources to organise and conduct regular forum meetings. The current situation of the districts in terms of financial resources is quite precarious and, except for Manica district where the Administrator indicated that it is possible to find space to finance these activities, in Marara, Tsangano and Macossa the Administrators indicated that it will be very difficult to finance these activities with local resources considering that there is a big budget deficit in the districts. In Guro it was not possible to have information in this regard as neither the Administrator nor the Permanent Secretary were in the district.
- **Latrines' quality:** Most of the latrines are traditional and susceptible to collapse during the rainy and cyclonal season. With weather conditions progressively deteriorating due to climate change, families must annually rebuild their latrines. There should be an effort to move families up the sanitation ladder, with the construction of improved latrines. UNICEF is currently working with the districts in this perspective (in what is known as ODF+ programme), but with UNICEF'S financial support for sanitation activities now ended, the pace of the programme has been very slow.
- **Community dynamics:** in all these districts a large part of the population are farmers and in large periods of the year they spend most of their time working in their production fields (machambas), which are invariably located far from their places of residence. Because of this, little time is devoted to improving sanitation conditions, with the risk of not rebuilding and improving their latrines when they collapse. In Tsangano, for example, there is a tendency for families to move around in search of better land for livestock and agriculture, which makes communities less stable (the number of families in a community can significantly increase or decrease in a short time). All these dynamics could have a huge influence on the sustainability of the ODF status in the communities.

Latrines construction in Cabo Delgado.

Photo: © UNICEF/MOZA2017-00116/Ruth Ayisi



5. Main conclusions

Achieving ODF status was the result of a long process of introducing CLTS through two main implementation modalities: PEC-Zonal and DDT. To implement through these modalities, UNICEF invested considerably in building the necessary institutional capacity, at all levels, both in the public and private sectors, providing technical and financial assistance over years.

Eight levers of success from this process were identified:

- **The commitment of local government authorities at district level:** Predominantly the commitment that the District Administrator assumes in relation to sanitation, which triggered a chain of events that led to all local government structures and institutions as well as community leaders assuming the same commitment.
- **The incentives introduced to motivate government commitment.**
- **The community leaders' structured involvement:** The community leaders played a key role in success as they used influence to sensitise families, especially the most reluctant ones, to build or rebuild their latrines and to create local mechanisms for vulnerable families to receive the necessary community support so no one was left behind;
- **The sanitation forums at all levels:** These created the necessary spaces for regular and structured planning and monitoring of sanitation activities in the district, providing the ground for all community leaders be accountable on their responsibilities on sanitation.
- **Commitment of SDPI technicians:** They were instrumental in coordinating the different actors, organising the sanitation forum meetings and raising the awareness of the less committed community leaders and the most reluctant families.
- **Communities' access to materials and favourable soil conditions** which made it easier for households to construct latrines.
- **Targeting strategy:** Concentrating triggering and monitoring activities in a defined territory (Locality or Administrative Post) provided more ground to achieve the first territorial-wide ODF results that were progressively scaled up for the entire district.
- **Funding:** This was provided across the board over the years to carry out sanitation activities, including institutional capacity building (technical and material). UNICEF's commitment to financing sanitation is particularly unique and allowed it to introduce approaches and monitor their evolution, learn lessons, and make the necessary adjustments to achieve success.

Sustainability is the main challenge looking ahead. Though there seems to be commitment at local level to continuously implement sanitation activities, financial limitations may lead to discontinuity of regular sanitation forum meetings as districts lack the necessary resources for that purpose. Additionally, the issue of the quality of latrines needs to be addressed in a more systematic fashion to make sure most households have improved latrines which will not collapse annually during the rainy season.

6. Recommendations

Recommendations are split into 1) those UNICEF and other partners should consider introducing or changing in ongoing work supporting districts to achieve ODF, and 2) those UNICEF and other partners should consider supporting districts once they have achieved ODF.

6.1. Recommendation to accelerate progress towards ODF in non-ODF districts

Recommendation Number 1: Focus on the levers of change identified through this research to accelerate progress towards ODF in other districts.

Targeting efforts to focus on these areas is recommended to drive ODF progress across more districts. The five districts which have already achieved ODF should be seen as pilot areas, with learning from these used to adapt programming elsewhere to achieve the same results more quickly. Particular efforts should be made to:

- **1.1. Foster district leaders' commitment to sanitation,** for example by inviting and asking them to present progress on sanitation at provincial meetings with other leaders. This motivated leaders to push progress in their districts so that they could present satisfactory results.
- **1.2. Support continuity across political transitions and technical staff rotations** by continuing ongoing sensitisation sessions for incoming leaders and other key positions.
- **1.3. Ensure sanitation forums remain active** as these proved to be an important forum for coordinating planning and monitoring activities, sharing learning to support adaptation, and motivating key stakeholders such as community leaders to prioritise sanitation through their participation in this peer-review mechanism.
- **1.4. Encourage the commitment and longevity of SDPI technicians** by supporting career development and a positive working environment. This could include, for example, ensuring that they have the means to do their job well (including access to computers, vehicles etc). In all five districts, longstanding, committed SDPI technicians were an important part of success.
- **1.5. Concentrate triggering to cover entire communities in targeted Administrative Posts** rather than scattering efforts more widely. All communities in a village should be triggered at the same time to make sure that there are no islands of unsafe behaviours and practices in the village. Whole villages should also be declared ODF at once, not isolated communities within it. The overall strategy should encourage the concentration of activities in a defined administrative area, the most appropriate being the Administrative Post. Only after achieving comprehensive results in an Administrative Post should the activities be spread to others (whilst also setting up the necessary monitoring so that there is no regression of the achieved results).

- **1.6. Provide consistent funding** for specific activities over a clearly defined period to ensure continuity. Funding allocation should be designed with district leaders to complement their plans and resources, with an agreement that districts will absorb these costs over time where possible.

Recommendation Number 2: Support communities to build resilient latrines from the outset. The need to rebuild latrines frequently during the rainy season and following cyclones is a major barrier to achieving (and maintaining) ODF status. Consider ways to support communities to build affordable resilient latrines from the outset. These may include providing more technical support post-triggering as latrines are being designed and built, particularly in terms of advice around optimal locally available materials and designs that are culturally, contextually and economically appropriate; linking communities to appropriate sanitation markets and products; and establishing accessible, pro-poor financing mechanisms for those who would not otherwise be able to afford to build and maintain a resilient latrine.

Recommendation Number 3: Continue to build the capacity of key sanitation stakeholders. Significant gaps in capacity to deliver sanitation programmes remain which need to be addressed in order to increase the quality of implementation and ODF achievements. It will be important to assess where the most pressing capacity gaps remain and design additional capacity building activities accordingly. These may include training, ongoing support through coaching, mentoring and peer-to-peer learning sessions.

Recommendation Number 4: Conduct a study to assess the relative cost-effectiveness of PEC/DDT approaches. This is needed to identify which approach is more efficient and inform decisions on the most appropriate implementation modality to scale up.

6.2. Recommendation to support districts post-ODF

Recommendation Number 1: Review the national ODF protocol and add a post-ODF component to it. The review process should be led by DNAAS, with contributions from all partners to update the current protocol (introduced in 2011/12 and approved in 2019) and the CLTS approach (based on Kar 2008) to reflect Mozambique’s ambition to eliminate open defecation and achieve universal access to basic sanitation by 2030, considering current circumstances, learning and good practice. A post-ODF component is an essential part of this to ensure sustainability.

Recommendation Number 2: Continue support for districts post-ODF. Districts will require support to maintain and build on their ODF status. It is therefore important that UNICEF and other partners do not pull out entirely from ODF districts until effective post-ODF support has been established and institutionalised. The remaining recommendations include suggestions on what this post-ODF support might include.

Recommendation Number 3: Ensure regular meetings between District Administrators and Provincial Governors continue. The regular provincial-level planning and progress meetings organised during the UNICEF programmes were key to motivating District Administrators to champion sanitation as they were required to report progress in their district to Governor as well as other District Administrators. UNICEF should either consider continuing to fund these meetings, or should advocate to Provincial Governors to include sanitation as a standing agenda item in existing government meetings which bring the Governor together with District Administrators on a regular basis. The latter was tried in Uganda pre-ODF and helped maintain momentum and commitment around sanitation.

Recommendation Number 4: Encourage new District Administrators to champion sanitation. The commitment of District Administrators is key to a district’s progress but they move on relatively often which poses a risk to sustainability. It is therefore important that new District Administrators are motivated to continue prioritising sanitation. Incoming District Administrators were appreciative of UNICEF briefing meetings held with them when they started, in which UNICEF presented their programmes and requested their support for sanitation. UNICEF should consider ways to continue to advocate for sanitation with incoming District Administrators.

Recommendation Number 5: Encourage outgoing District Administrators to document commitments to sanitation. Another way to encourage incoming District Administrators to continue existing commitments to sanitation in their district is to get the outgoing administrator to document and share publicly their commitments to sanitation. This was tried in Kenya and found to help smooth transitions as incoming post-holders were reluctant to be seen to be backtracking on previous commitments.

Recommendation Number 6: Support sanitation forums to remain active. Sanitation forums were identified as an effective platform for driving sanitation improvements. To remain active, these will require (a relatively small amount of) funding. UNICEF should consider continuing to fund these platforms for a limited period while advocating for district resources to be allocated to them in the longer-term.

Recommendation Number 7: Ensure SDPI technicians have resources to continue sanitation work. SDPI technicians were identified as key drivers of sanitation progress and were exceptionally committed in the districts visited. To continue their work supporting communities to maintain ODF status, they require a means of transport and limited funding to move around their districts. As with sanitation forums, UNICEF should consider continuing to fund them for a limited period while advocating for district resources to be allocated to them in the longer-term.



7. References

INE (2021) *Inquérito sobre o Orçamento Familiar 2019/2020*, Relatório Final, Maputo, Moçambique

GoM (2021) *Estratégia de Saneamento Rural 2021-2030*, Maputo, Moçambique

Kar, K. with Chambers, R. (2008) *Handbook on Community-Led Total Sanitation*, Brighton: Plan International and IDS

WHO/UNICEF (2021) *Annual Report on Drinking Water, Sanitation and Hygiene 2020*. Geneva, Switzerland: World Health Organization

UNDP (2021) *Human Development Report 2020*, New York, USA: UNDP

8. Annexes

8.1. Annex 1: List of reviewed documents

Author	Date	Title
GoM	2018	Protocolo Nacional de Avaliação, Verificação e Reconhecimento de Comunidades Livres do feccalismo a Céu Aberto (LIFECA)
UNICEF	2022	Discurso da Representante do UNICEF em Moçambique na Cerimónia Reconhecimento de Marara como Quarto Distrito Livre do Fecalismo a Céu Aberto
UNICEF	2022	Nota de Imprensa: Marara (Tete) declarado e reconhecido Distrito Livre do Fecalismo a Céu Aberto (LIFECA) no País
DPOP Tete	2022	Proposta de programa da cerimónia de Reconhecimento do Distrito de Marara LIFECA
DPOP Tete	2022	Estimativa detalhada de custos: Marara – Segundo Distrito LIFECA ao Nível da Província de Tete
Governo do Distrito de Macossa	2021	Saneamento e Histórico de Macossa – LIFECA
Governo do Distrito de Marara	2022	Saneamento e Histórico de Marara – LIFECA
	2009 a 2011	Lista das Comunidades ODF 2009-2011 – Província de Manica
	2009 a 2011	Lista das Comunidades ODF 2009-2011 – Província de Tete
Governo do Distrito de Macossa	2022	Breve Historial do Distrito de Macossa sobre Implementação do Programa de Educação Comunitária (PEC-Zonal) de 2014/ à 2020 Metas de Localidades LIFECA na Província de Tete (2018 e 2019)
UNICEF	2021	Field Notes: Pathways to success lessons learned from ODF certified Districts in Mozambique – Draft
DPOP Tete		Resumo das Despesas de Saneamento na Província de Tete
Lino Augusto Namburete	2022	Relatório de Estabelecimento de Fóruns de Saneamento e Nutrição em 5 Postos Administrativos dos Distritos de Dondo, Gorongosa e Nhamatanda, Província de Sofala
Governo do Distrito de Nacala-a-Velha		Plano de Água e Saneamento do Distrito de Nacala-a-Velha
Governo do Distrito de Ribáue		Plano de Saneamento para o Distrito de Ribáue
DPOP Manica	2022	Lista de Pagamentos para Apoiar os Distritos de Guro, Macossa e Manica
UNICEF	2021	Liquidação de fundos de funcionamento para os distritos: Abril-Junho 2021
UNICEF	2021	Resumo de Fundos UNICEF para DPOP/HRH e Distritos: Julho-Setembro 2021

8.2. Annex 2: List of key informants interviewed

District	Position
Tsangano	<ul style="list-style-type: none"> District Administrator SDPI Director SDPI Technician SDPI Technician Head of Ntengo-Wa-Mbalane Administrative Post Ntengo-Wa-Mbalane Administrative Post Staff SDPI Representative in Ntengo-Wa-Mbalane Administrative Post Former PEC/KULIMA Supervisor Head of Tsangano Sede Administrative Post Head of Tsangano Sede Locality Community Leader – Nhoane Village Community Leader – Tiba Village Community Leader – Tiba Village Community Leader – Cangedza Village Community Leader – Chilungano Village Community Activist – Cangedza Village Community Activist – Cangedza Village Community Activist – Cangedza Village Community Activist – Cangedza Village
Marara	<ul style="list-style-type: none"> District Administrator SDPI Director Head of Marara-Sede Locality Community Leader – Bairro 2 Community Leader – Ponto 8 Village Head of Mufa Locality Community Leader – Nhabulebule Village Community Leader – Luísa Diogo Village Community Leader – Luísa Diogo Village Community Leader Aid – Chibulebule Village Community Leader – Bairro 2
Macossa	<ul style="list-style-type: none"> District Administrator SDPI Director Head – Public Works Division – SDPI WASH Technician – SDPI Head of Locality – Nhamagua WASH Technician – SDPI Community Leader – Nhamapassa Ponte Community Leader – Pista Community Leader – Nhamitembe Community Leader – Chalota Community Leader – Nhamapassa Ponte Community Leader – Chalota

District	Position
Guro	<p>SDPI Director</p> <p>WASH Technician – SDPI</p> <p>Head of Mungari Administrative Post</p> <p>SDPI Technician in Mungari</p> <p>Head of Locality – Chivuli</p> <p>Head of Locality – Bamba</p> <p>Head of Locality – Guro-Sede</p> <p>Community Leader – Bairro Joaquim Chissano</p> <p>Community Leader – Bairro Filipe Jacinto Nyusi</p> <p>Community Leader – 7 de Abril</p> <p>Community Leader – Bamba</p>
Manica	<p>District Administrator</p> <p>SDPI Director</p> <p>WASH Technician – SDPI</p> <p>WASH Technician – Machipanda Administrative Post</p> <p>WASH Technician – Messica Administrative Post</p> <p>Community Leader – Mugoriondo, Machipanda</p> <p>Community Leader – Chizipa, Machipanda</p> <p>Community Leader – Nhandiro, Mavonde</p> <p>Community Leader – Secai, Mavonde</p> <p>Community Leader – Bandula 1, Messica</p> <p>Community Leader Aid – Bandula 1, Messica</p> <p>Community Leader – Bairro Nyusi, Messica</p>
DPOPs	<p>Provincial Director – Manica</p> <p>Head of Water and Sanitation Department – Manica</p> <p>WASH Technician – DPOP Manica</p> <p>WASH Technician – DPOP Manica</p> <p>WASH Technician – DPOP Manica</p> <p>WASH Technician – DPOP Manica</p> <p>WASH Technician – DPOP Manica</p> <p>Head of Water and Sanitation Department – Tete</p> <p>WASH Technician – DPOP Tete</p> <p>Technician – Finance Department – DPOP Tete</p> <p>Former Head of Water and Sanitation Department – DPOP Manica</p>
UNICEF	<p>Sanitation and WinS Manager</p> <p>WASH</p>
Service Providers	<p>PEC Coordinator – Tsangano and Marara</p>

8.3. Annex 3: Study questions

For district and provincial authorities (DPOP and Districts)

Institutional factors

- How the district organised itself to tackle sanitation?
- Have new structures been created by the district along the way, apart from the normal government structures and those provided by national policies and strategies?
- If yes, what are they and how did they work? Why were they created in this way?
- What role might provincial and central level institutions have played in the district's success?
- What role did district leaders (from the Administrator to the heads of the Post and Localities) play in the sanitation implementation process?
- What role did local leaders (community, religious and others) play in the sanitation implementation process?
- What was the most important/significant change/s in reaching the goal, ie area-wide ODF?
- In general, now, what are the aspects you consider having played a major role, from an institutional point of view, for the success achieved by the district?
- Looking forward, are the current institutional capacity, conditions and setup conducive to maintain the district's ODF status?
- What recommendations would be relevant moving forward to maintain ODF in your district?
- What recommendations would you give to other districts to achieve ODF?

Implementation process

- When did sanitation activities begin to be implemented in a structured way in the district?
- Can you describe how the implementation process has been managed over the years?
- What are the main aspects of this implementation process?
- Who are or were the main actors and their responsibilities?
- Have there been significant changes in approaches throughout the process? If so, what were these changes and why were they made?
- What aspects of implementation process do you consider having had the most influence on the district's success?
- Are there some local conditions (in the district) that allowed the success to be achieved? If yes, what are they and how did they contribute to the success?
- Were there some areas or communities that were more challenging to achieve ODF in the district? How did you support them to become ODF?
- Looking forward, are the current implementation processes and mechanisms conducive to retaining the ODF status or for other districts to reach ODF status?
- If not, what recommendations would be relevant moving forward?

Finance factors

- How much was spent, in total, to achieve the district's ODF status?
- How were these resources channelled?
- Do you think the way the resources were channelled had an influence on the success achieved by the district? In what sense?
- Has there been any change over the years in the way resources are channelled? If yes, what were the changes and the reason for their implementation?
- Do you think there could have been better ways or mechanisms for channelling resources to sanitation in the district? If so, what would they be and what advantages would they have?
- Looking ahead, what resources will be needed to maintain ODF status and how should they be channelled?
- What recommendations would be relevant moving forward on financing sanitation in the district?

For PEC Consultants

- When did the company/NGO work in the district?
- Are you aware of any previous work (by another consultant)?
- What were the main implementation approaches used?
- What aspects do you consider having had the most influence on the success of communities in the district?
- Were there some areas or communities that were more challenging to achieve ODF in? How did you support them to become ODF?
- Honestly, do you think your work contributed significantly to the district's success or were there other factors? If yes, what are they?
- Does the company/NGO work in districts other than the ODF? If so, what material differences do you find between ODF districts and those that are not?
- What recommendations would you make for the future of ODF districts and for those that are not yet?

For community leaders

- How long have you been a community leader?
- Is the community ODF? If yes, for how long it has been?
- Can you describe in detail how your community came to achieve ODF status?
- What role did and does the leader play in the implementation of sanitation activities?
- In your opinion, what are the main factors that contributed to the success of the community?
- What were the challenges for the community to become ODF?
- Are there families in your community that have had difficulty building their latrines? If yes, how was the situation resolved for these families?
- What has been the interaction with the Administrative Post-Locality-District?
- Looking ahead, what will you do to keep the community ODF?
- What advice would you give to other community leaders whose communities are struggling to reach ODF status?

For households/users

- How long have you lived in this community?
- Are you aware of the sanitation activities that have been carried out in the community? If so, who carries them out and can you explain what they consist of for you and your family?
- Does the family have a latrine and hand washing facility? If yes, how long have you had it?
- Is this the first latrine you have, or have you had others?
- Can you explain the process that allowed you to have your latrine?
- Did you have any difficulty building your latrine? In your opinion, what are the aspects that most facilitated or hindered the construction of the latrine?
- Looking forward, what are the main challenges do you see as far as your household sanitation is concerned?

8.4. Annex 4: List of communities visited

Province	District	Administrative Post	Community
Tete	Tsangano	Ntenga-Wa-Mbalane	Nhoane Tiba
		Tsangano-Sede	Cangedza 1 Cangedza 2
	Marara	Marara-Sede	Bairro 2 Ponte 8
		Mufa	Nhabulebule Luísa Diogo
Manica	Macossa	Macossa-Sede	Pista Nhamitembe
		Nhamagua	Chatola Nhampassa Ponte Muceuantoto
	Guro	Guro-Sede	Bairro Joaquim Chissano Bairro Nyusi
		Mungari	7 de Abril Bamba
	Manica	Machipanda	Mugoriondo Chizipa
		Mavonde	Nandiro Secai
		Messica	Bandula Bairro Nyusi

MAY 2023 | ISSUE 15




SLH Learning Paper

Learning from ODF Districts in Mozambique



With 30 per cent of Mozambique's rural population still practicing open defecation (JMP 2021), the country urgently needs to accelerate results if it is to achieve Sustainable Development Goal 6.2. After over a decade of work by the Government and key partners including UNICEF, six districts have recently been declared open defecation free (ODF). This paper shares findings from a review commissioned by UNICEF in 2023 to understand the enablers and barriers to success in these districts, and inform national and global discussion on how sub-national systems can be better supported to drive progress towards area-wide sanitation. Eight enablers were identified, ranging from government and community leaders' commitment and active involvement to programmatic strategies and funding and local market and environmental conditions. The review recommends focusing on these enablers in non-ODF districts and continuing them in ODF districts (particularly across political and staff transitions), while increasing focus on sustainability and post-ODF support throughout.



 /SanitationLearningHub
 @SanitationLearningHub
 @SanitationLearningHub

Uandela, A. and Coultas, M. (2023) 'Learning from ODF Districts in Mozambique', *SLH Learning Paper 14*, The Sanitation Learning Hub, Brighton: IDS
DOI: 10.19088/SLH.2023.008

ISBN: 978-1-80470-107-2

For further information please contact:

Sanitation Learning Hub, Institute of Development Studies, University of Sussex, Brighton, BN1 9RE
Tel: +44 (0)1273 606261
Email: SLH@ids.ac.uk
Web: <https://sanitationlearninghub.org>

This is an Open Access publication distributed under the terms of the Creative Commons Attribution Non Commercial 4.0 International licence (CC BY-NC), which permits use, distribution and reproduction in any medium, provided the original authors and source are credited, any modifications or adaptations are indicated, and the work is not used for commercial purposes.
<http://creativecommons.org/licenses/by-nc/4.0/legalcode>

For any reuse or distribution, you must make clear to others the licence terms of this work. If you use the work, we ask that you reference the SLH website (<https://sanitationlearninghub.org/>) and send a copy of the work or a link to its use online to the following address: The Sanitation Learning Hub, Institute of Development Studies, University of Sussex, Brighton, BN1 9RE, UK (SLH@ids.ac.uk). Consent has been given to take and use all of the photos in this publication.



This document has been financed by the Swedish International Development Cooperation Agency, Sida, and UNICEF. Sida and UNICEF do not necessarily share the views expressed in this material. Responsibility for its contents rests entirely with the authors.

