

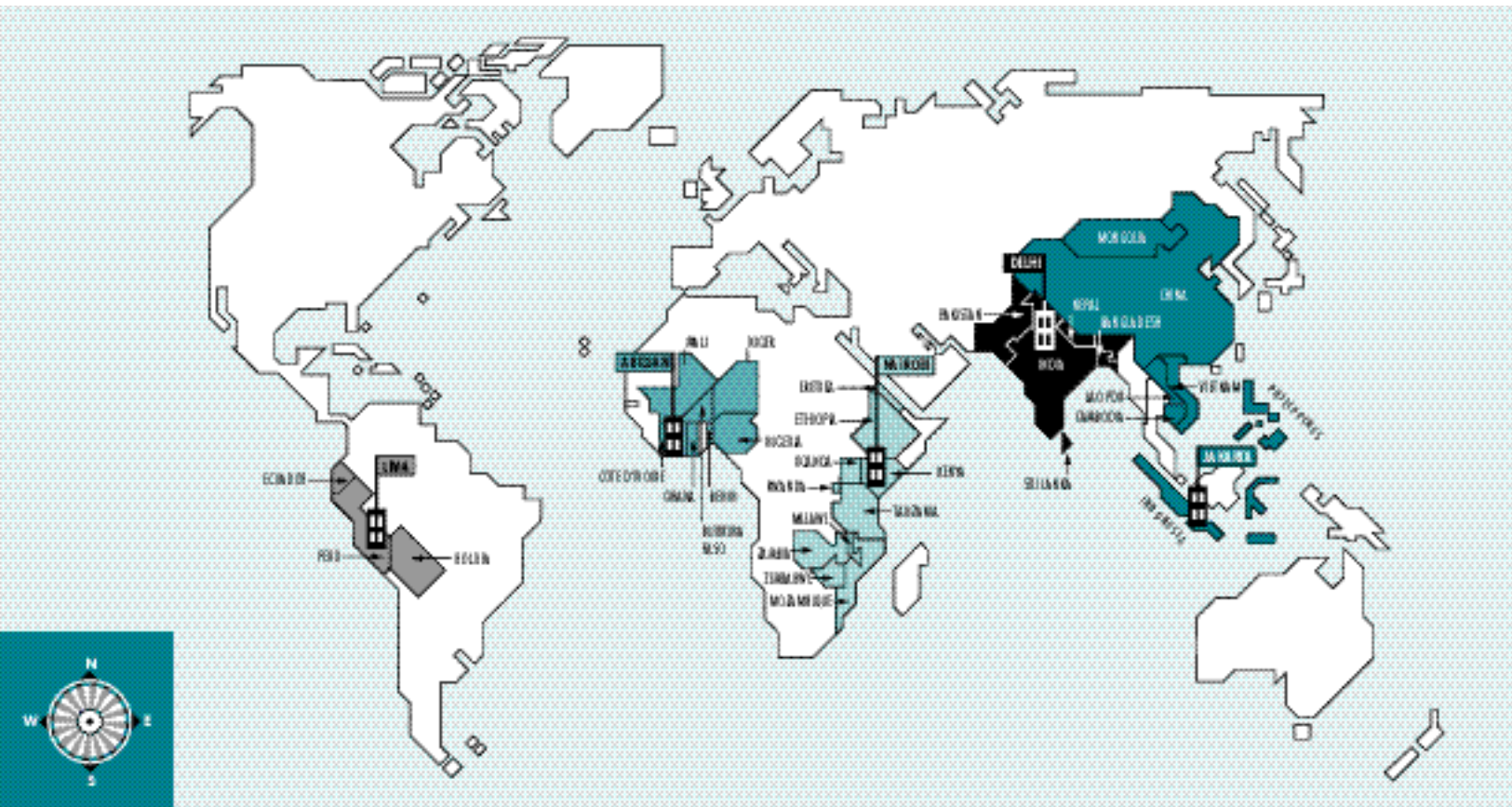


Water and Sanitation Program

Report

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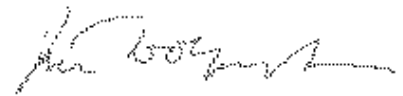
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 Regional office

Foreword

Reducing poverty is not only about raising incomes. Improving access to basic services is a critical goal for the poorest people in developing countries. Often, the problem is availability, not just affordability. As shown by the World Bank study “Consultations with the Poor”, the lack of safe drinking water and sanitation is seen by the poor as one of their most important problems. But despite decades of efforts, one quarter of humankind still has no access to clean water and nearly half lack decent sanitation facilities. Indeed, more than 3 million people die every year as a result of water-related diseases.

This unacceptable crisis has lasted too long. While many successes have been achieved at local levels, they have not been replicated on a large scale. Community-driven approaches and low cost technology options have proven their value, but have not become mainstream solutions. To take such solutions to scale, reform is needed in the policies governing water supply and sanitation, and new roles are needed for government, civil society and the private sector. Women and men in poor communities should be empowered to make informed choices about the services for which they are willing to pay. Reforms are also needed to create conditions that attract private investment to the sector, with incentives to reach the poor. This is critical because the financial requirements to solve the crisis far outstrip the availability of public finance.

These are precisely the areas on which the Water and Sanitation Program is focused. I am proud that the World Bank anchors this international partnership funded by 12 donor countries and the United Nations Development Program, aimed at helping the poor gain sustained access to improved water and sanitation services. Working with partners to seek solutions in the field, the Program has been at the forefront of innovations in low cost technology options and in validating community-driven approaches, but we must now push for their broad adoption. We must foster partnerships between the private sector, municipalities, and community groups. The Water and Sanitation Program is well placed to help make real our shared goal of universal access to water supply and sanitation services.



James D. Wolfensohn
President
The World Bank

Chapter 1

Continuity and Change in the Water and Sanitation Program

Years of national and international efforts have not resolved the world crisis in water and sanitation. More than a billion people still do not have access to clean water supply and more than 2 billion people lack access to safe sanitation.

The sector is characterized by serious under-performance, and this crisis will continue unless there is a fundamental reform of service arrangements. Consensus is growing on the principles of successful approaches, and many local success stories have been identified. However, these successes are not being implemented at scale in the countries where they occur, nor are they transferred sufficiently to other countries or regions. These problems compound with increasing water resource constraints, population pressures, service expectations, and environmental challenges. The sector requires more aggressive efforts to catalyze change in policies and investment modalities.

Much of the structure and approach of the Water and Sanitation Program (WSP) has remained constant in recent years. To meet future challenges, however, the Program undertook a significant renewal effort during the fiscal year that began July 1, 1998. An updated strategy strengthened management processes and sharpened the

Program's learning and communicating focus. A global learning agenda was developed to guide thematic focus, planning processes were revisited, and products were clarified. The Program management also undertook an ambitious renewal of personnel and systems, to bring in new skills, increase quality assurance, and improve value-for-money. The 21st year of WSP operations has been a year of reflecting on future roles while increasing productivity.

Historical Perspective

The WSP began implementing research and pilot initiatives in the late 1970s to improve poor communities' access to water and sanitation services. Together with its partners across the world, including national governments, local authorities, donor agencies, the private sector, and non-governmental organizations (NGOs), the Program has sought and promoted solutions tailored to local needs and conditions. The Program's work and approach has evolved over two decades and is documented in Maggie Black's 1999 publication, *Learning What Works: A 20 Year Retrospective View on International Water and Sanitation Cooperation*. Much of its work is based on widely accepted principles that emerged at the end of the International Drinking Water Supply and Sanitation Decade and were adopted at the 1992

International Conference on Water and the Environment: Development Issues for the 21st Century in Dublin and at the 1992 Earth Summit: United Nations Conference on Environment and Development in Rio de Janeiro.

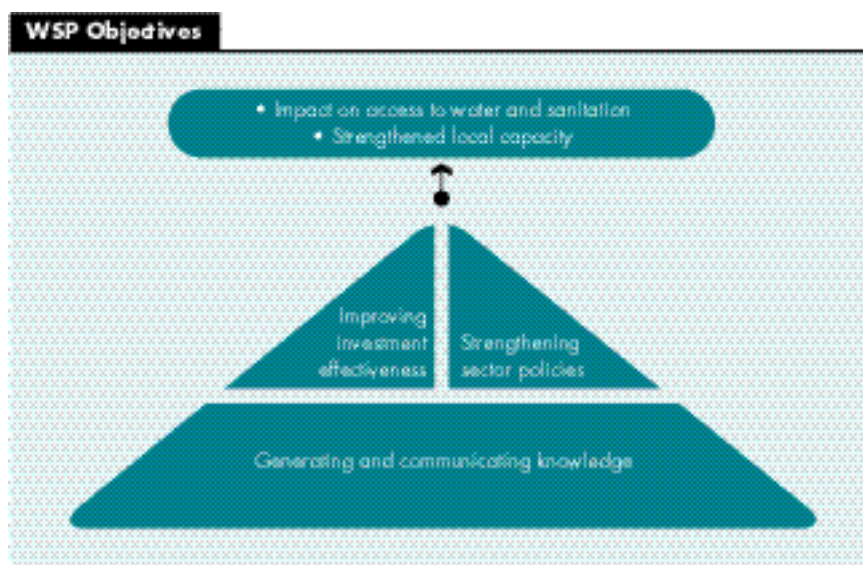
Organizational Summary

The Program is an international partnership of the world's leading water and sanitation agencies and is managed by the World Bank. Through 1999, Program activities remained organized into five regional teams in Africa, Asia, and Latin America with resources concentrated in focus countries. Technical and administrative staff members at the World Bank headquarters in Washington support the decentralized regional teams. Financing comes from 12 bilateral donor agencies, the United Nations Development Programme (UNDP), the World Bank, and the countries themselves. The main operational partners of the WSP are national and local public agencies and other front-line agencies. The Program helps to better serve their clients, poor communities in rural and urban contexts. The continuity of the Program's engagement with key national agencies over time also builds these agencies' capacity to develop insightful policy and implement effective investments. The Program's

leading partners and clients are represented on country, regional, and global advisory committees. These committees constitute the Program's governance structure and enable stakeholders to provide feedback directly to the Program and to the World Bank. The Program undertakes formal external evaluations of its performance approximately every five years in addition to other external reviews.

Mission and Comparative Advantage

The Water and Sanitation Program's mission is to help the poor gain sustained access to improved water and sanitation services. The Program's strengths lie in its field network of staff and partners looking to find practical solutions to the obstacles faced by poor communities and promoting these solutions in the design of national policies and major investment programs. The Program is also strengthened by its ability to transfer knowledge of field successes globally. Advances in communications have helped, as the Program today supports Internet conferences and global thematic debate while continuing to manage study tours, publish studies and field notes, and to support local, national and regional learning events.



Strategy and Objectives

In 1999, the Program produced a document outlining its strategy over the next five years, through 2003. Entitled, *Water and Sanitation Services for the Poor: Innovating Through Field Experience*, its three mutually supporting objectives are: strengthening sector policies, improving sector investments, and learning and sharing practical lessons of good practice. The new strategy emphasizes the dynamic links among these objectives: using knowledge from the field to develop effective policies and investments that improve services and build local capacity.

Developing a Global Learning Agenda

In 1999, a newly defined global learning agenda addressed critical constraints to service access by the poor. The agenda divides the sector into urban, small town, and rural themes, and speaks to specific crosscutting issues, such as water resource management, gender, and hygiene promotion. Themes in 1999 included scaling up demand-responsive rural water and sanitation programs, gender and participation, the role of small private providers, and urban environmental sanitation. In addition, the Program launched several new learning themes (see chapter 2).

Consolidating Quality and Improving Value-for-Money

The Program launched five parallel initiatives in 1998–99 to help consolidate quality and improve value-for-money. These efforts will be continued and intensified in 1999–2000.

First, **strategic planning and reporting** is being streamlined to help improve focus in each region and to strengthen accountability for outputs and impact. Logical framework analysis is the main tool, working from long-term aspirations of impact defined country by country with national partners.

Second, a critical step forward in managing the Program has been **the tighter definition of products**.

Activities are now grouped along five product lines: (a) *knowledge sharing*, the identification of innovative solutions based on field experience that can be scaled up and replicated, and the active dissemination of these lessons; (b) *pilot projects* and the validation and refinement of new approaches through implementation monitoring; (c) *policy support*, strengthening of sector policies through dialogue, technical support and active follow-up with national governments and key stakeholders; (d) *investment support*, strengthening the effectiveness of selected investment

projects through technical assistance in project preparation and at strategic moments in implementation; and (e) *support to networks*, improving knowledge sharing and coordination in the sector by catalyzing and facilitating country and multi-country networks of sector professionals and/or institutional stakeholders.

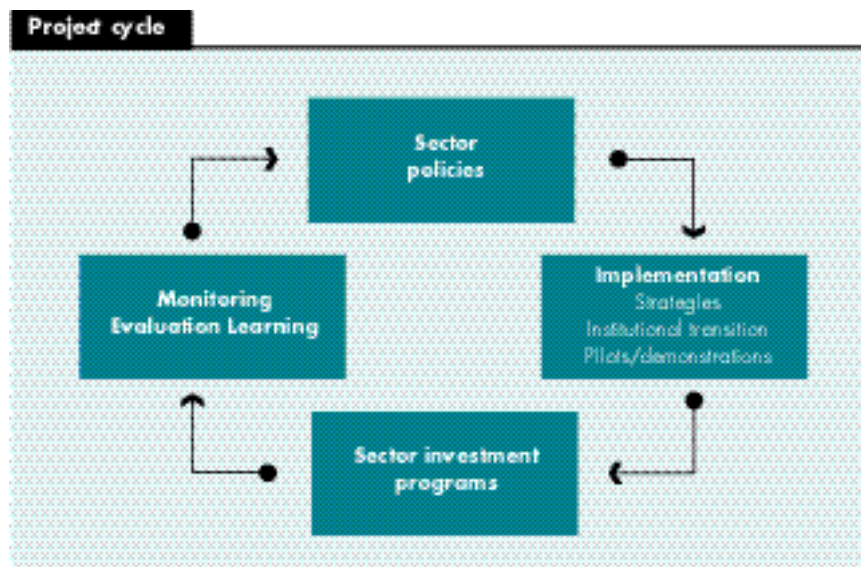
Third, **a new financial management system** is being implemented as of July 1, 1999, as part of a systems renewal process underway across the World Bank. This is expected to simplify financial transactions and to improve budget control and transparency in financial reporting.

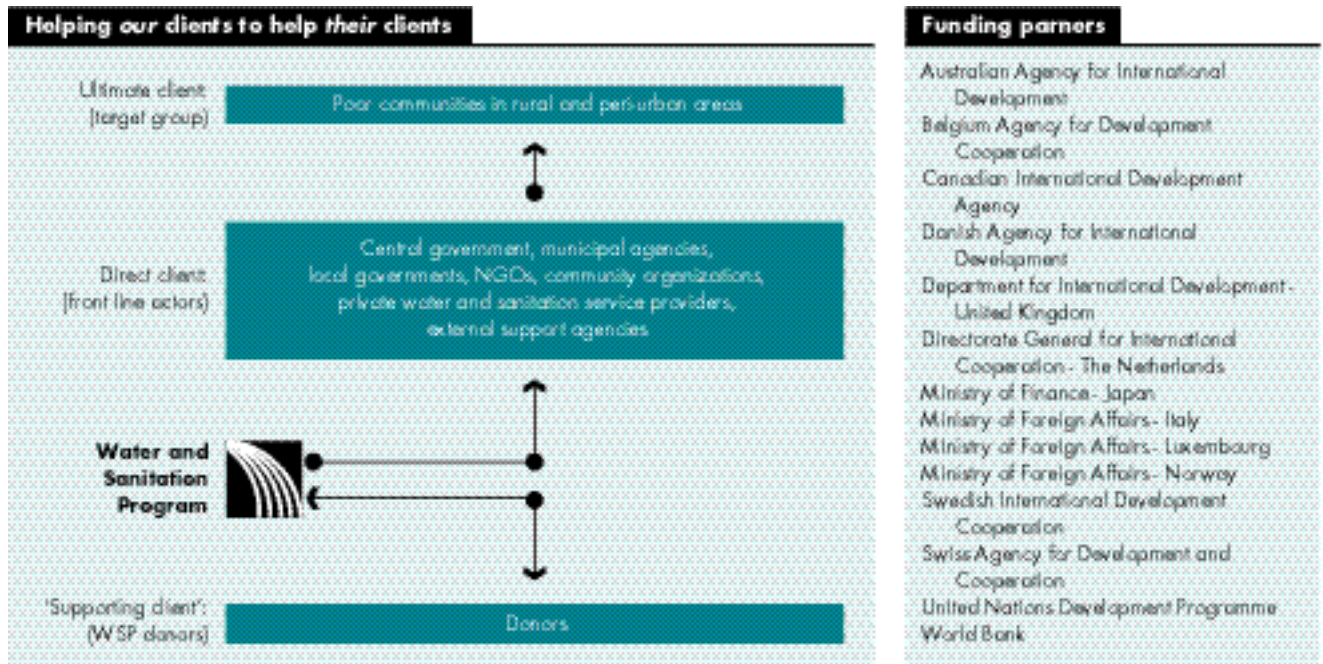
Fourth, team-based **quality assurance processes** are being defined and piloted for each product line. Key features of the approach include establishing thematic networks across regions with active global thematic leadership to promote inter-regional cooperation and quality assurance, and involving lead internal or external experts in backstopping tasks from the beginning of product preparation.

Fifth, a **human resource renewal** effort has been launched to adapt the Program's skills mix to its new focus and strategy and to strengthen its culture of performance. As part of this effort, five of seven members of the Program's global management team have changed in recent months. Diversity has improved, with a much greater proportion of WSP lead staff being women and nationals of developing or transition countries.

Partnership Development

The partnership supporting the Program has grown and strengthened in recent years. During the year under review, the Program received continuing support from the governments of Australia, Belgium, Britain, Canada, Denmark, Italy, Germany, Luxembourg, the Netherlands, Norway, Sweden, and Switzerland as well as UNDP and the World Bank. New support was received from the government of Japan





and the level of support from Australia and Britain increased significantly. The Program also strengthened alliances with leading NGOs and private investors.

Partnership with the World Bank

Program management by the World Bank places the Program in a good position to contribute to global and country-specific policy debate and to influence large-scale investments. In four of the five regions in which the Program has a regional office, the Program has clarified the terms of its collaboration with World Bank operations in Memoranda of Understanding. These agreements are designed to ensure clarity of roles and to capture synergies from the Program's location within the World Bank. Program staff also participate in the thematic groups within the water sector of the World Bank. These groups promote collegial exchange of ideas and discussion on specific topics, increasing the Program's opportunity to influence major investment programs. WSP and former WSP staff now are a significant proportion of the pool of expertise that the World Bank uses to guide its growing portfolio focused on improving water and sanitation services for the poor.

The Global Water Partnership

In March 1999, the Program was endorsed as an Associated Programme of the Global Water Partnership (GWP). A review by the Technical Advisory Committee of the GWP confirmed the Program's strategic alignment with the goals of the GWP. The Financial Support Group of the GWP recommended that its members support the Program's funding gap of US\$21 million for the 2000–02 calendar years. Discussions with several donor governments are progressing well.

External Reviews

Several external evaluations of the Program's regional activities were conducted in 1998–99. Denmark, assisted by Norway, reviewed the Program in South Asia and Western and Central Africa, while Sweden, also assisted by Norway, led a multi-donor review of the Program in Eastern and Southern Africa. Sweden also conducted an independent review of the Program in the Andean region, while Switzerland reviewed Program operations in Peru.

While the reviews confirmed the Program's strategic importance and general effectiveness, they also

highlighted needed improvements. Specifically, the reviews suggested improving strategic focus and activity selection, streamlining planning and reporting processes, clarifying the Program's relationship with the World Bank's lending operations, expanding partnerships beyond World Bank-financed programs, and addressing organizational issues, including Program governance and organizational structures in each region. The reviews also suggested that the Program clarify its role in knowledge management and develop a more coherent communications strategy. These recommendations have given further momentum and focus to the Program's renewal effort. Beyond those actions already undertaken, an action plan developed in consultation with donor partners to address the evaluation recommendations is being implemented.



Chapter 2

Global Learning Initiatives and Launched Activities

One aspect of the Program's mission is to learn what works and to share the lessons globally. Learning activities could range from a pilot test of an innovative service delivery model to a case study of a successful project to a multi-country assessment of project sustainability.

In 1998-99, the Program focused on four ongoing global learning initiatives: small-scale independent providers, sustainability in rural water supply and sanitation, urban environmental sanitation, and gender and participation.

Small-Scale Independent Providers

The Program initiated groundbreaking research and networking activities this year on the scope and operation of small-scale independent providers of water and sanitation services. Research in six Latin American and 10 African countries has confirmed the importance of independent providers—it is estimated that 25 percent of urban residents in Latin America and 50 percent in Africa depend on independent providers for water. These levels increase to 50 percent and 85 percent, respectively, for sanitation. Independent providers develop in response to demand. Where they provide network services, common in Latin America, they compete for clients and sometimes

charge lower prices than official companies, which are subsidized.

This research culminated in two regional conferences that for the first time brought together independent providers and government representatives to review the services and coverage offered by independent providers, the potential they represent, particularly in service provision to the poor, and the constraints to their development.

The Program has published three working papers on the theme as well as field notes based on case studies in Bangladesh and Pakistan. In addition, two videos on Paraguay and West Africa are available on the Program's web page and commercially. Program staff members have published related articles in *Viewpoint*, *The Environment and Urbanization Journal*, and *The Wall Street Journal*, and three publications will be forthcoming in 2000. Moreover, the World Bank Institute plans to host a conference on independent providers in Washington in mid-2000. As a result of this Program initiative, several World Bank divisions are developing instruments to permit loans to small-scale and independent water and sanitation providers.

Rural Water Supply and Sanitation

In May 1998, the Program conducted a major international conference on the sustainability of rural water supply and sanitation services. The conference

focused on the results of a global study on the merits of the demand-responsive approach (DRA). The study concluded that the use of this approach and community-based management of services are key drivers of sustainability. DRA lets consumer demand guide investment decisions by allowing users to select the level of service, technology and location of facilities, with a clear understanding of the costs and responsibilities that these options bear.

While much has been learned through studies and pilots about modalities that need to be used at the local level, many projects and programs have failed the test of a large-scale rollout. The “scaling up” issue has become the central focus of the Program’s rural theme. It is about finding ways to scale up demand-driven processes and developing responsive providers of goods and services. Learning initiatives in rural water and sanitation launched during this report period draw from a strong portfolio of Program policy and investment support work in Benin, Bolivia, Ecuador, India, Indonesia, Kenya, Lao PDR, Malawi, Mali, Mongolia, Mozambique, Nepal, Pakistan, Peru, Sri Lanka, Tanzania, Uganda, Zambia, and Zimbabwe. They include i) a global study of supply chains, in particular of spares and repair services, associated with large scale rural initiatives; ii) a global study of institutional arrangements for service delivery in small towns; and iii) a global study of good practices in devolving procurement responsibilities to community groups.

Provision of Sanitation Services to the Urban Poor

As the crisis of urban poverty deepens, grossly inadequate sanitation services to the urban poor remain among the most serious challenges facing the developing world. The need for increased capacity to deliver appropriate and sustained services is urgent. Established authorities need to plan new approaches and engage a wider array of players, in particular local communities themselves.

Increased participation of the private sector creates opportunities for efficiency and innovation, but needs to be managed to retain a focus on poverty alleviation. Information about technical and institutional innovations should be shared within international professional circles and with field operators so that innovations can be improved and implemented.

Responding to this crisis, the Program launched a global urban learning agenda in 1998–99, expanding its urban portfolio and working with new partners. The agenda focuses on: appropriate partnering arrangements, contract design and regulation in securing services for the poor in concessions, benchmarking service delivery to the poor; the effective delivery of ancillary services such as microcredit to the poor, and the role of the small-scale private sector in formalized service provision. The Program was instrumental in developing the Urban Environmental Sanitation Network (UESNet), an international collaborative initiative endorsed by the GWP that will generate advocacy material and provide information to communities. The network will build on the Program’s existing local networking initiatives, such as think tanks and policy roundtables in South Asia and the Water Utilities Partnership in Africa. The Program is also beginning to focus on ecological sanitation, seeking to identify incentives and interventions that encourage collection, treatment, and reuse of wastes as close as possible to the source of pollution.

Gender and Participation

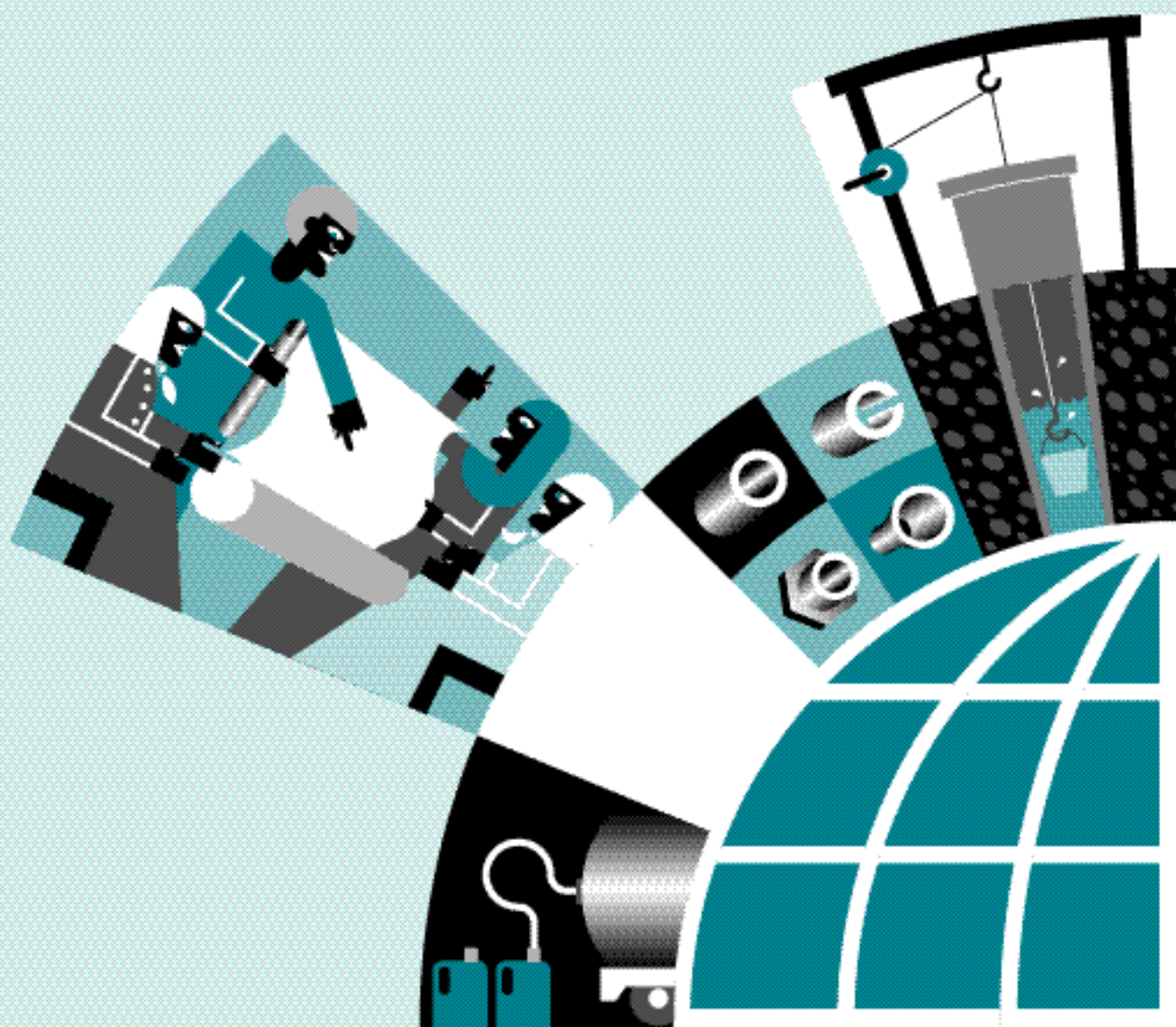
The Water and Sanitation Program launched the global Participatory Learning and Action initiative (PLA) in 1997 in close collaboration with the International Water and Sanitation Centre (IRC). Its objective is to increase the sustainability of water and sanitation services for poor communities by better understanding the links among gender, demand, and sustainability, and consequently giving

poor women in particular a greater voice and choice in their services.

During Phase I (1998–99), the PLA team carried out learning assessments in partnership with 88 communities from 18 projects in 15 countries worldwide, using an innovative methodology developed by the PLA team. Projects selected were predominantly village-level water supply and sanitation projects, though some larger water systems with treatment and piped distribution were included as well. The assessment findings suggest that services that are participatory, and gender- and poverty-sensitive are more sustainable. Another significant outcome of Phase I is the new methodology used in the assessments. The methodology integrates gender and poverty analysis with assessments of demand-responsiveness and sustainability, and combines participatory tools for self-assessment with program-level statistical data analysis. Phase I is nearly complete; key documents presenting the findings and the methodology are forthcoming. The team is now planning Phase II, which will include further development of the methodology, training in its use at the field level, and integrating PLA approaches into new investments.

Chapter 3

Regional Highlights



REGIONAL OFFICE:

DELHI

FOCUS COUNTRIES:

BANGLADESH*

INDIA*

NEPAL

PAKISTAN*

SRI LANKA

*WSPOffices

South Asia



Thematic Highlights

Rural Water and Sanitation

The rural water and sanitation sector in South Asia is undergoing a slow but significant revolution, with the gradual adoption of demand-responsive and sustainable approaches. The Program's regional office in South Asia has promoted these changes and continues to foster a dialogue on rural water and sanitation approaches across the region. A highlight of this process was the all-Asia consultation held in Thailand in January 1998, which brought together 80 experts from 14 countries to discuss ways to increase the sustainability of rural water and sanitation investments.

The Program promotes learning from a series of large-scale pilot investments. For example, its pilot project in Sindh Province, Pakistan, demonstrating that new forms of public-private partnership result in better-managed services is ready to be replicated in other provinces. In Bangladesh, lessons on the role of microcredit in rural water development can serve to increase domestic financing of this sector. In India, lessons drawn from leading reform projects in Uttar Pradesh and Karnataka are influencing a future generation of investments as the Program works with the Rajiv Gandhi National Drinking Water Mission to implement the reforms nationwide.

Urban Water and Sanitation

The Program is significantly expanding its portfolio of activities focusing on the access to services by the urban poor. The portfolio includes three interrelated clusters of activities: improving municipal management, streamlining financing mechanisms, and building learning networks. For example, a new generation of pilot projects and learning activities builds on the partnerships between municipalities, communities, and the private sector in Ahmedabad, India. In Khulna, Bangladesh, the Program provides technical and management assistance to a local NGO in implementing the market-leading Khulna Solid Waste Management project in partnership with Khulna City Corporation. In Pakistan and Nepal, the Program has supported national urban sanitation planning initiatives. It also has reviewed microcredit provision for infrastructure in selected Indian cities and facilitates networking among key urban decisionmakers through the Think Tank in India and Policy Roundtables in Pakistan.

Small Towns Water and Sanitation

As the small towns agenda gains momentum, the Program is documenting innovative approaches that address the characteristic problem cycle of low investment, weak capacity, and a growing population of poor, urban residents.

Lessons have been identified from small town experiences in Sri Lanka and pilot projects have been launched in Indian Gram Panchayats and Municipal Councils, self-governing bodies at the village and local urban levels, respectively.

Sector Reform

The Program plays a significant role in working with governments to redefine sector policies and strategies. It regularly brings together local partners and external support agencies to initiate policy debate, often scaling up lessons from small investments by bilateral partners, providing strategic support in the formulation of policy reforms, and implementing pilot projects that help turn policies into reality. The Program also plays a

critical role in coordinating external support agencies in the sector. In Pakistan, for example, it assists the Social Action Program, while in India it chairs the United Nations interagency water group, and in Bangladesh it helps coordinate arsenic mitigation efforts.

Partnerships, Staffing, and Management

Program partnerships have been deepened and enriched with public agencies, including urban authorities such as the Bangladesh Local Government Engineering Division and the Indian Ministry of Urban Affairs and Employment, and through a strategic alliance with India's Rajiv Gandhi National Drinking Water Mission. Partnerships with the bilateral financing agencies of Britain,

Denmark, and Switzerland have been extended, and the Program entered into a formal understanding with World Bank's South Asia infrastructure and rural development operations to clarify modes of collaboration. Project collaboration with NGOs such as the Self-Employed Women's Association and the private sector is bringing new perspectives to operations. At the regional annual meeting in Cox's Bazaar, Bangladesh, in late 1998, the Program's South Asia partners endorsed its focus on knowledge generation and assisted in increasing attention to communications support. Consequently, the Program has produced significantly more regional publications and advocacy material.

Credit Connections in South Asia

The role of consumers in financing water and sanitation services is widely recognized as a key component of long-term sustainability of services. Consumers who have a financial stake in their services will often invest additional effort to ensure that appropriate technologies are used and that the services are planned, constructed, and maintained at the highest possible standards. Small-scale credit services are widely used by poor communities to facilitate their financial participation. However, the use of these credit services to finance infrastructure investments remains poorly documented and poorly understood. To explore the mechanisms of successful microcredit provision for infrastructure, the Program's South Asia team has conducted two studies of microfinance institutions.

The first study, conducted in urban India in partnership with the Mahila Housing SEWA Trust, documents how four microfinance institutions have facilitated the provision of water and sanitation services to poor women in the informal sector. The study, which also included an action research component, documented the SEWA Bank's first separate initiative for the financing of housing and infrastructure. The study confirmed the enormous potential of microcredit to improve service delivery at the lowest income levels. It also identified a direct relationship between investing in housing and infrastructure and increasing incomes of targeted families.

The findings have been presented in print and video format as *Credit Connections*. *Credit Connections* provides concrete evidence to convince policy makers that the sector is viable as well as specific guidelines for microfinance institutions that wish to enter the market. While the study focused on urban India, the positive infrastructure outcomes suggest that more attention should be focused on this aspect of water and sanitation service provision in other countries as well.

A second study was conducted in rural Bangladesh to examine the impact of microcredit in the water and sanitation sector and to document the work of five organizations that offer such services. The study confirmed that individual households are willing and able to pay for services, and it showed that substantial numbers of poor families already finance investments through credit. However, the study found that a lack of effective microcredit providers and obstructive institutional structures hinder the delivery of suitable financial products in rural areas. While the direct procurement of goods and services by rural users was found to be viable, improved access to credit and the promotion of appropriate technologies will enhance the access of poor consumers to services. Study findings were presented at a national workshop that reinforced the interest in this important sector.

REGIONAL OFFICE:

JAKARTA

FOCUS COUNTRIES:

CAMBODIA*

CHINA*

INDONESIA*

LAO PEOPLE'S DEMOCRATIC REPUBLIC*

MONGOLIA

THE PHILIPPINES*

VIETNAM*

*WSPOffices

East Asia and the Pacific

Thematic Highlights

Rural Water and Sanitation

The Program's regional office in East Asia and the Pacific plays a leading role in assisting sector agencies to reform the rural water and sanitation sector. Governments are gradually adopting demand-responsive approaches, decentralizing governance, and shifting their focus from coverage targets to sustaining the services already in place. The Program facilitates this shift, supporting structured learning, for example, in large rural investment projects in Indonesia and Vietnam and long-term programs for policy reform in Cambodia, Indonesia, the Lao People's Democratic Republic (Lao PDR), Mongolia, and Vietnam. The Program has helped enhance the poverty focus of large investment projects financed by the World Bank, the Australian Agency for International Development (AusAID), and other external support agencies both by directly managing some projects and advising others on project design, supervision, and evaluation. Notable examples include the First and Second Water Supply and Sanitation for Low Income Communities projects in Indonesia, the Oudomxai-Phongsali Rural Infrastructure Project in Lao PDR, and the Mekong Delta Water Resources Development Project in Vietnam.

Urban Water and Sanitation

East Asia's burgeoning megacities and accelerating urban migration make

urban water and sanitation a large and growing challenge. The Program's urban portfolio focuses on environmental sanitation, with activity in China, Indonesia, the Philippines, and Vietnam. The Program's strategy links urban policy analysis with practical applications through a process of learning and communication. It has carried out a case study of successful community-based sewerage programs in Malang, Indonesia, and supported the scaling up of the model through World Bank investments. The Sanitation Technical Assistance Group project in Indonesia will help motivate urban communities to develop demand-based sanitation programs within the broader context of environmental sanitation planning. In Vietnam, the Program has supported the design and supervision of major urban investments by the World Bank and has executed an urban water and sanitation capacity-building program in conjunction with a number of national training institutions.

In China, the Program carried out a participatory assessment of sanitation options that resulted in the reformulation of the Guangxi Urban Environment Project to incorporate a demand-responsive approach. In addition, it designed an urban water management project in the city of Shijiazhuang for financing by the UNDP and AusAID. In both the Philippines and Indonesia, the Program has established links with private water utilities, to develop effective and replicable models for water



and sanitation service provision to poor urban communities.

Small Towns Water and Sanitation

Small towns are the most rapidly growing human settlements in East Asia, yet they are the most neglected in terms of policy formulation and resource allocation. Consequently, the Program is expanding its portfolio of activities in this arena. It currently includes case studies of service provision by small domestic

entrepreneurs in Vietnam and the Philippines and sector policy development in Indonesia for small towns not served by formal water utilities.

Sector Reform

The Program plays a significant role in sector reform, working with governments to redefine sector policies and strategies. Major policy reforms are underway in Cambodia, Indonesia, Lao PDR, and Mongolia. The Lao PDR program, started in 1996, is notable as a model of

facilitation, an approach that fosters rather than supersedes national initiatives. It has resulted in a rural water policy framework with a strong national identity, one to which the donor community also adheres. Newer AusAID-supported programs, like the Water Supply and Sanitation Policy Formulation and Action Planning Project in Indonesia and the Water Supply and Sanitation Sector Performance Enhancement Project in the Philippines, are adopting similar approaches.

Partnerships, Staffing, and Management

The Program builds and diversifies partnerships with a range of public, private, and donor agencies. These include private utilities such as P.T. Thames Pam Jaya (a water supply concessionaire in Jakarta), publicly affiliated bodies like the Vietnam Water and Sanitation Association, and NGOs like CARE International. Important partnerships continue with the bilateral funding agencies of Australia, Britain, and Sweden and with other financing agencies like the Asian Development Bank and the National Economic Development Authority of the Philippines. Moreover, new links with the private sector are leading to more innovative approaches to resource sharing and to serving the urban poor.

The Program has established national and regional sector advisory groups comprising sector leaders from the public, private, and non-governmental sectors both to advise on Program work and to discuss national and regional sector policy and strategic issues. In addition, water and sanitation sector discussion forums have been created in Indonesia, Lao PDR, and the Philippines as venues for information sharing and collaboration among projects, implementing agencies, and funding agencies. For example, the Program hosted a regional retreat in Lombok, Indonesia, in November 1998 at which sector professionals and representatives from international development organizations met to discuss best practices for implementing demand-responsive approaches to water and sanitation service provision.

East Asia in the Participatory Learning and Action Initiative

The Program's global Participatory Learning and Action (PLA) initiative is an attempt to determine whether gender- and poverty-sensitive approaches improve the use and sustainability of water and sanitation services. During phase I of the PLA initiative, 18 projects in 15 countries were assessed. Three of the projects were located in East Asia, Indonesia and the Philippines. National teams carried out participatory assessments with project staff and user communities in those countries. They used a common methodology developed for the global initiative by the Program and the International Water and Sanitation Centre of the Netherlands. As a spin-off benefit outside our sector, other groups at the World Bank are using this methodology in community-driven development projects.

Three-step assessments were conducted to determine whether there was a causal link between national policies and to examine the ways in which sector institutions implement projects and how projects are sustained at the community level. In this process, poor men and women from project communities were asked to assess their water and sanitation services. Using participatory methods, they rated, diagrammed, scaled, and voted their assessments of service performance, the quality of management and financing of the services by users, the use-effectiveness of the services by the community, and equity in service access. They also measured the extent to which the services satisfied users' demands and project personnel used gender- and poverty-sensitivity in implementation. Project staff members participating in the assessments were often surprised to discover what the community thought of their approaches and capacity.

The implementers listened to and learned from users, and then, in the second step, assessed their own institutional systems and environments in light of the lessons highlighted by the community.

Finally, the findings from the community and implementing agency self-assessments were presented to policymakers at the national level. In view of the results, the policymakers reviewed existing sector policies and identified gaps.

This year-long exercise lays the groundwork to address specific hurdles in the policy environment, so that community roles can be better institutionalized in the sector, leading to greater sustainability and responsiveness of services. The Program supports this process by guiding the learning assessments, documenting and disseminating the results for advocacy through print and video media, and developing capacity-building strategies and local capacity-building materials.

REGIONAL OFFICE:

ABIDJAN

FOCUS COUNTRIES:

BENIN +

BURKINA FASO +

COTE D'IVOIRE*

GHANA

NIGER +

MALI +

**Regional Office, + Primary focus country*

West and Central Africa

Thematic Highlights

Rural Water and Sanitation

In West and Central Africa, the rural water and sanitation sector has evolved significantly in recent years.

Governments in Ghana and Benin in particular have launched major policy reforms. Key policy elements promote a demand-driven approach and the private sector's involvement in providing goods and services to rural community projects. The policies have already been applied successfully in large projects in Ghana and Benin and pilot projects in Nigeria and Mali.

Some important challenges remain, however, such as increasing the level of decentralization through community contracting, adopting financial policies that can be replicated on a national scale, and strengthening the capacity of the private and non-governmental sectors. The Program has conducted study tours in Mali, Niger, and Burkina Faso to promote learning and the exchange of experience on these issues. It also documents innovative experiences on community contracting, supply chains, and financing. In addition, it supports a pilot initiative in Ghana to transfer rope-pump technology, which is low-cost and can be manufactured locally and operated at the household level, from Nicaragua to West Africa countries.

Urban Water and Sanitation

The Program's urban water and sanitation agenda comprises three

main activities: developing and promoting nonconventional service delivery arrangements in poor urban areas, adapting the demand-driven approach to peri-urban areas, and developing learning networks. Through the Water Utility Partnership (WUP) and the Small-Scale Independent Providers (SSIP) initiatives, for example, the Program highlights the role of small private providers in servicing the urban and peri-urban poor in 10 countries in the region, seeking ways to enhance complementarity between independent providers and formal utilities. In Burkina Faso, it works closely with the main stakeholders in urban environmental sanitation. Experience in an urban environment project in Ouagadougou and Bobo-Dioulasso indicates that community participation can greatly improve municipal management in urban areas.

The Program continues to draw lessons from five years of implementing a large strategic sanitation program in Ouagadougou to inform regional dialogue on the urban sanitation sector. In Niger, findings from a willingness-to-pay study shaped the design of a pilot project on peri-urban water and sanitation development, part of a larger investment in the country's water sector.

The Program is also preparing to pilot the Participatory Hygiene and Sanitation Transformation (PHAST) initiative in three countries and will coordinate the effort with its urban environmental sanitation country teams.



Small Towns Water and Sanitation

The Program plays a key role in developing the regional small towns agenda, with an emphasis on viable management models. This year it prepared groundwork for a regional program of case studies in Mauritania, Benin, Senegal, and Nigeria and study tours of small town approaches in Ghana and French-speaking countries. In Nigeria, the Program is developing monitoring and evaluation systems for a small towns water and sanitation pilot project. It is also raising awareness of the importance of sanitation, which is often ignored in small towns investments.

Sector Reform

The Program supports its partner countries in strengthening sector policies and strategies, for example, helping the governments of Mali and Congo (Brazzaville) to finalize their

rural water and sanitation strategies. In Benin, the Program has completed support for developing national sanitation policy: a stakeholders forum is being planned to launch the implementation of the strategy.

Partnerships, Staffing, and Management

The Program has developed partnerships on the WUP and SSIP programs with a number of national agencies and water boards, such as the water utility Société de Distribution d'Eau de la Cote d'Ivoire, and the Ghana Water Company Limited. It also works closely with national institutions, including Ghana's Community Water Supply Agency and Benin's Direction Nationale de l'Hydraulique et l'Energie, to implement new approaches and prepare investment programs in the rural water and sanitation sector. Partnerships have been fostered with external support

agencies like the Danish Agency for International Development (DANIDA) in Benin and the UNDP in Burkina Faso, as well as with UNICEF and the World Health Organization. In Nigeria for example, the Program will collaborate with UNICEF to develop monitoring and evaluation components for rural and small towns water and sanitation initiatives, and with the WHO for the regional piloting of the PHAST initiative.

The Program networks with two International Training Network centers, the Regional Center for Potable Water and Low-Cost Sanitation (CREPA) and the Training Research and Networking for Development Center (TREND), to identify and develop new resource centers. Finally, the Program collaborates with programs such as the Managing the Environment Locally in Sub-Saharan Africa program (MELISSA), the Municipal Development Program, and the Programme Solidarité Eau.

Water Utility Partnership – Project No. 5 in West Africa

The Water Utility Partnership for Capacity Building in Africa (WUP) is working to strengthen the capacity of utilities to improve the coverage of water supply and sanitation services in Africa through six projects. Two of these projects, one focusing on environmental health and hygiene and the other on building utilities' capacity to serve low income communities, have been consolidated to form what is now called Project No. 5: Strengthening the Capacity of Utilities to Deliver Water and Sanitation Services to Low Income Urban Communities. It is a joint project of the Union of African Water Suppliers (UAWS), Abidjan; the Regional Center for Low Cost Water and Sanitation (CREPA), Ouagadougou, Burkina Faso; and Training, Research and Networking for Development (TREND), Ghana. WUP was established in 1995 with a US\$1.5 million, three-year grant from the World Bank. Several donors provided additional funding, and the European Union funded part of Project No. 5. A quality assurance committee comprising key actors at the global level will provide substantive input to the project, and the IRC, WHO, UNICEF and the Water and Sanitation Program will provide additional technical support.

Project No. 5 aims to develop a better understanding of the conditions necessary for water and sanitation services to reach low income

communities. It will conduct in-depth case studies on particular best practices to learn what is necessary to replicate these practices elsewhere. The selection of practices is carried out during workshops in each of the participating countries. All the actors playing a role in providing Water Supply and Sanitation (WSS) & Health & Hygiene Education (HHE) in low-income areas of these countries are invited to share their experience and give their opinion on which practices seem to be worth closer examination. It is essential that the main domestic water utilities play a key role in these workshops, as the aim is for the main provider of WSS services to become involved in low-income communities by collaborating with local informal providers.

In West and Central Africa, the first workshop was held in July 1998 in Cote d'Ivoire. A variety of key actors in the sector participated, from water vendors in low-income areas of Abidjan to high-ranking representatives of the national water utility (SODECI). During this workshop, each participant voted for four priority practices. They then identified the key practices on which cases studies would be conducted. Based on the results of the Abidjan workshop, similar activities were begun in five West Africa countries in fiscal year 1999. A synthesis of the different case studies is ongoing.

REGIONAL OFFICE:

NAIROBI

FOCUS COUNTRIES:

ERITREA*

ETHIOPIA*

KENYA*

MALAWI*

MOZAMBIQUE*

RWANDA*

* In-country presence through Country Sector Adviser

East and Southern Africa



Thematic Highlights

Rural Water and Small Towns and Sanitation

Most countries in East and Southern Africa have policies that engage communities in rural water supply and sanitation development and recognize a larger role for the private sector. Consequently, the Program targets its rural assistance in the region toward implementation strategies, often beginning with pilot projects, and institutional transition plans to scale up these approaches. In Zambia, for example, it supports the formulation of a community water and sanitation strategy, while in Kenya, the rural water and sanitation working group focuses on institutional reform and the hand-over of water supply schemes to communities. The Program helped to prepare pilot projects in Mozambique, Rwanda, and Tanzania and supported the refinement of demand-responsive approaches in the Social Fund projects in Eritrea, Ethiopia, and Zimbabwe. In Malawi it provided implementation assistance to the Community Water, Sanitation, and Hygiene project, financed by the Canadian International Development Agency (CIDA).

In Uganda, the Program conducted a study of the challenges posed by decentralization, which helped develop a model for rural water and sanitation implementation at the district level, including small towns. The Program also developed operational guidelines

for sanitation promotion and delivery as input into this district-level model.

Finally, the Program has supported rural water and sanitation working groups in Ethiopia, Kenya, Malawi, and Zambia to strengthen country capacity for communication and learning in this sector.

Urban Water and Sanitation

The Program contributes to policy development, conducts case studies, and prepares pilot projects to foster the development of replicable models that extend and improve urban water and environmental sanitation services. For example, its case studies of community-based environmental sanitation have shaped the design of the community water and sanitation component of a large investment project in Addis Ababa, financed by the European Union. A strategy being formulated in Zambia under the supervision of the Program-supported Peri-Urban Working Group has sparked donor interest, as has the Kibera pilot project in Kenya, prepared by the East and Southern Africa team. The Program also prepared the community-based component of the Dar es Salaam Water and Sanitation Project proposed for financing by the World Bank. Finally, strategic sanitation planning concepts have been introduced in Mozambique and in Rwanda, where a sanitation task force will develop such a plan for Kigali.

Participatory Hygiene and Sanitation Transformation in Africa

A prospective review of the PHAST initiative was conducted during 1998 in six countries in East and Southern Africa. The main purposes of the review were to assess the effectiveness of participatory methods on changes in hygiene behavior and to identify country support requirements.

The review was a joint effort of the Program and the WHO, with country-level support from the governments of Botswana, Kenya, Mozambique, Tanzania, Uganda, and Zimbabwe and a variety of local and international organizations. It was conducted by NETWAS (from Nairobi) and IWSD (from Harare), which examined relevant literature, interviewed sector professionals and community members, made field observations, and reviewed existing participatory tools to make the assessment. The country reviews culminated in a regional workshop held in Harare, in November 1998.

The reviewers found that diarrheal diseases and others related to poor sanitation are still prevalent and that improved water and sanitation remains a priority for most governments in the region. They also found that participatory methods like PHAST are widely used in the region in a variety of sectors and are generally well understood.

The reviewers also noted that the effects of participatory methods have not been monitored or documented systematically. However, there is ample anecdotal evidence of their positive impact. At the institutional level, they noted the increased use of demand-responsive and team approaches, as well as improved management and targeting of services; at the professional level, they found evidence of improved communication and a better image of technical field staff. At the community and household levels, they found evidence of more frequent hand washing, improved sanitation facilities, and fewer water-borne disease outbreaks. The assessment deemed the PHAST methodology in particular as an effective method for promoting sustainable hygiene behavior and improved sanitation.

Important lessons were also identified in the review, including the importance of establishing institutional arrangements and a supportive but decentralized national framework to the successful application of participatory methods. In addition, the review noted that NGOs have been very important in increasing the coverage of participatory methods.

In general, participatory methods were found to hold significant promise for improving hygiene behavior and sanitation, and expanding the use of these methods should receive further support from the sector.

Regional and Global Learning

Surveys of small-scale independent providers of water and sanitation services in Dar es Salaam, Kampala, Mombasa, and Nairobi underline the importance and potential of the local private sector. With the Water Utility Partnership for Africa, the Program has initiated case studies in Lusaka, Addis Ababa, Blantyre (Malawi), and Dar es Salaam to learn how partnerships among communities, the private sector, and utilities can be made to work for the urban poor.

Program staff also participated in a task force to propose the creation of a regional support network for the PHAST initiative. In addition, the Program assisted in integrating participatory approaches to hygiene and sanitation into pilot and investment programs in Ethiopia, Malawi, Mozambique, and Tanzania.

Finally, the Program has conducted country assessments in Kenya (with the United Nations Educational, Scientific, and Cultural Organization), Malawi, Zambia, and South Africa to contribute to the global PLA initiative on gender, project performance, and sustainability.

Partnerships, Staffing, and Management

The Africa Division of the World Bank has been a close working partner, both through sector operations in Ethiopia, Tanzania, and Mozambique and through social funds in Eritrea, Ethiopia, and Zimbabwe. The Program has developed close working relationships with many donor partners, in particular CIDA, notably in Malawi, and the Belgian Administration for Development Cooperation in Kenya.

The Program has developed partnerships with several NGOs, including WaterAid, CARE, and the Mvula Trust of South Africa; the latter partnership focuses on demand-responsive approaches and financing for community-based water and sanitation. In the region, UNICEF and the International Training Network centers in Nairobi (NETWAS) and Harare (IWSD) have been closely

associated with the Program's global activities, notably the PLA and PHAST initiatives.

These and other regional and country partners were represented at the March 1999 meeting of the Regional Program Advisory Committee, which endorsed the East and Southern Africa team's three-year business plan, including its problem analysis and regional tasks. In response to demands by the Advisory Committee, echoed by an assessment led by the Swedish International Development Authority later that month, the Program initiated efforts to improve financial management and linked its objectives, outputs, and activities more closely through a Logical Framework Analysis.



REGIONAL OFFICE:

LIMA

FOCUS COUNTRIES:

BOLIVIA

ECUADOR

PERU

Andean Region

Thematic Highlights

Rural Water and Sanitation

The Program team in the Andean region plays a central role in developing innovative public-private partnerships, scaling up pilot projects and implementing approaches that enable low-income communities access to sustainable rural services. In Bolivia, the principal lessons learned from the Program's Yacupaj project (1991–94) have been transferred into the National Rural Water and Sanitation Program (PROSABAR), which has improved services for more than 370 thousand people in Bolivia.

In Ecuador, the Program has played an important role in monitoring and documenting lessons from the implementation of FASBASE (Project to Strengthen and Expand Basic Health Services in Ecuador). These lessons have been incorporated into the design of PRAGUAS (Water and Sanitation Program for Rural Communities and Small Towns), a new sector investment project heavily based on municipal-local community empowerment to manage the water services. Through PRAGUAS, 671 thousand people are expected to gain access to sustainable water and sanitation services.

The Program's impact on the sector in Peru is quickly gaining momentum; it played a major role in designing the national rural supply and sanitation strategy. Partnerships between the Program and sector authorities involve

support in the design of national programs, most notably with PRONASAR (National Program of Rural Water and Sanitation), a new rural water and sanitation project currently under preparation, to be launched in 2001.

The Program participates in the World Bank's rural thematic group on water and sanitation, which organized a workshop in June 1999 on improving the sustainability of water and rural sanitation projects. The meeting brought together a diverse group of stakeholders and representatives (social funds, national projects and bilateral funded projects) from 23 institutions in 10 Latin American countries to discuss the demand-based approach and implementation methods.

Peri-Urban Water and Sanitation

The Andean team's peri-urban activities revolve around studies, diagnostics, identification of non-traditional project implementation models, and the documentation of successful cases. Its innovative pilot project in El Alto and La Paz, Bolivia, is a leading global model of a public-private partnership and has drawn significant attention worldwide. The condominal sewerage technology and integral community participation are key to the project's success. Cost savings have been substantial; implemented in the context of a concession, total cost has been 65 percent of the cost of traditional systems. Plans to scale up the implementation model are being prepared in Bolivia and Peru.

Small Towns Water and Sanitation

The Program is seeking to identify successful management models for the provision of water and sanitation to small towns. In Latin America, several innovative management models for small towns' water and sanitation services have been identified as alternatives to traditional municipal-run systems; these include a model implemented by a private operator in Marinilla, Colombia, and another implemented by a water cooperative in Montero, Santa Cruz, Bolivia. WSP intends to apply knowledge about successful experiences to help introduce improved management models in small towns of other countries of the region.

Sector Reform

In all three of its focus countries, WSP contributes significantly to sector policy designs, including preparing reforms to sector laws. In Bolivia, the demand-driven approach first promoted in the

Yacupaj project and applied in the PROSABAR project has been included as a national policy in the General Law for Water and Sanitation Services. In Peru, the Program has helped draft a rural water and sanitation strategy, at the request of the government, and World Bank operations, to support the reform of the sector.

Partnerships, Staffing, and Management

Partnerships are important to the WSP-AND's work and its ability to maximize its impact on the sector. For instance, the Peruvian national rural strategy was the fruit of an informal sector network for which WSP was a catalyst. In this

network WSP staff worked in partnership with public and private actors in the sector. In Bolivia, the El-Alto project is built on the partnership between the WSP and Aguas del Illimani, a private concessionaire. The project also involves close partnership with the local authorities and the national regulator. In addition, the WSP maintains close partnerships in the region with the Swedish International Development Cooperation Agency (Sida), Swiss Agency for Development and Cooperation (SDC), and UNDP. With their support and collaboration in addition to the support of the Netherlands, the WSP has greatly leveraged its impact in the region .



Small Towns Water and Sanitation in the Andean Region

Small towns water and sanitation is a topic that has received very little attention worldwide. This oversight is critical, as it is often noted that more people live in small towns than urban centers. The distinction between rural and small towns and between small towns and urban cities is not clear and depends on country circumstances. But certain characteristics do emerge. Small town water supply systems need to be planned, designed, managed and operated by more than voluntary committees, as they are in more rural settings. They require a staff of more experienced professionals, but they do not need the capacity of the large utilities found in urban centers.

Several innovative management models have emerged around the world. In 1999, the World Bank's rural thematic group launched a global study on management models for small towns water and sanitation provision. The WSP plays a lead role in this initiative, which consists of at least three joint studies to be undertaken in 2000: in Colombia, Mauritania, and the Philippines.

In Latin America, successful management models have been identified in Marinilla, Colombia (private operator), and Santa Cruz, Bolivia (water cooperative). Why have these management models been successful? Although they have different management models, they have the following factors in common: high tariff-collection efficiencies, excellent community-water provider relations, foresight to plan for future investments, good quality products and services, minimal political interference, and continuity in the employee knowledge base.

In conjunction with the global initiative, a regional small towns data collection effort is paving the way for potential pilot work to be undertaken in the region once more has been learned from the global study. The successful models being studied will therefore offer alternatives to traditional municipal-run systems and will contribute to the global effort to increase sustainable access to water and sanitation in small towns, within the region as well as throughout the world.

Chapter 4

Program Financing

The Water and Sanitation Program has a diversified base of financial support appropriate to its decentralized structure and the wide range of its national, regional, and global activities. Its two founding partners, the United Nations Development Program and the World Bank, continue to support the Program. However, over the years the financial support of its bilateral donors has steadily increased in importance. During 1998–99, five major donors—Denmark, the Netherlands, Norway, Sweden, and Switzerland—supported the global aspects of the Program across various regions and activities, while the contributions of Australia, Belgium, Britain, Canada, and Luxembourg had a regional focus.

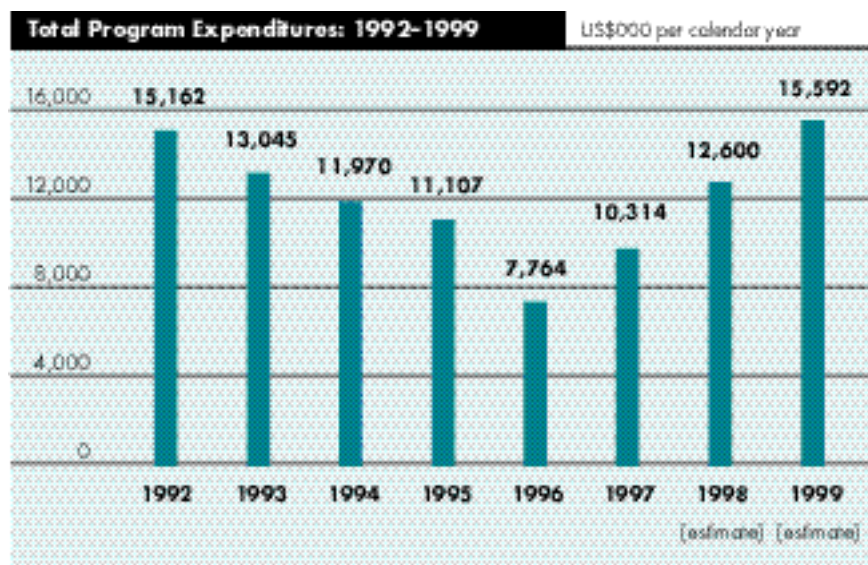
The Program continued to grow in 1999 with estimated disbursements climbing back to pre-1993 levels of approximately US\$15 million. In fiscal year 1999, three regions were responsible for the largest shares of expenditures: Africa (27 percent), East Asia and Pacific (22 percent), and South Asia (20 percent). The shares of the Andean region (13 percent) and Global Projects (10 percent) were more modest. Global program management and administration accounted for 8 percent of total Program expenditures.

In the spring of 1999, the new three-year financing plan was presented to the donor community through the Global Water Partnership platform. This was followed in

November 1999 by detailed discussion of financing needs and strategy with the Program Advisory Committee, comprised of key donors. The financial strategy was well received and bilateral donor discussions are underway. The financing gap is estimated at less than 50 percent of the total Program needs in the next three years. One main objective of the Program financial strategy is to smooth out the financing flow by staggering major donor contributions.

Detailed donor evaluations carried out in 1999 in West Africa, South Asia, East and South Africa, and the Andean region identified weaknesses in the financial reporting and management systems. The Program management has been acutely aware of these weaknesses and in 1997 set out to establish a financial management information system that would permit task-based planning, costing, and monitoring. In early 1998, the World Bank committed itself to replacing its major business systems with a state-of-the-art integrated system with similar capabilities; thus, the Program's parallel effort was suspended.

The Program is currently implementing a new, more robust system of financial planning and management as part of an overall system renewal at the World Bank that began on July 1, 1999. The new system is considered to be the most advanced, organization-wide, integrated, information solution



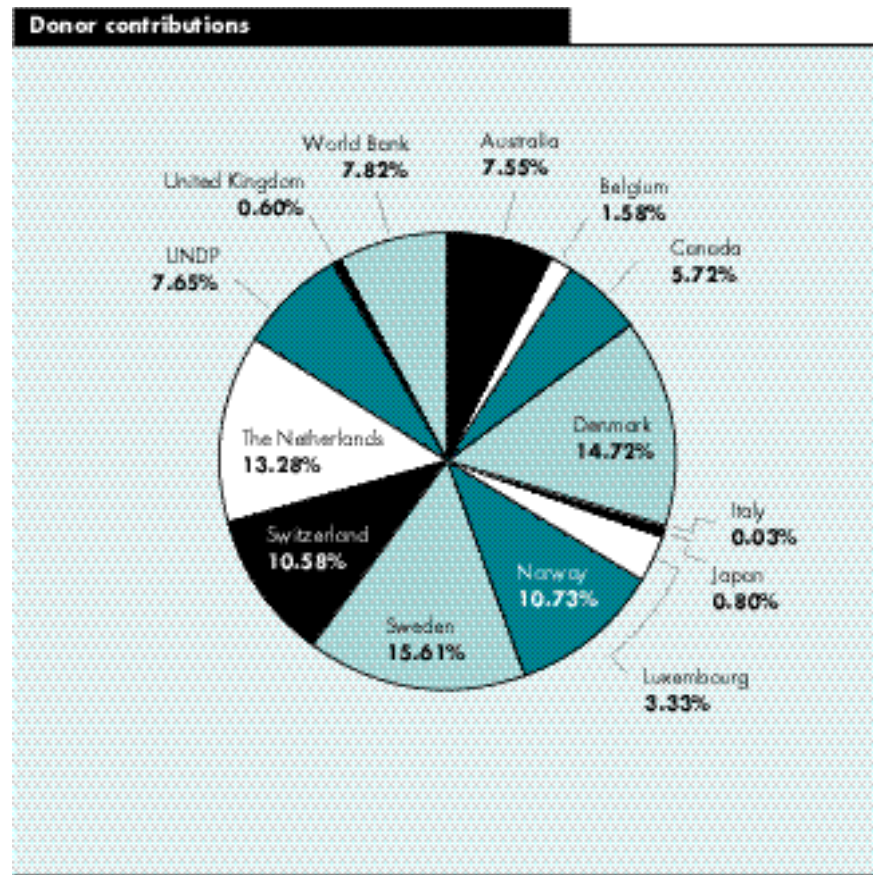
Donor's share of disbursements US\$000

Bilateral Agencies	1992	1993	1994	1995	1996	1997	6 year % of total	January 1, 1998 to June 30, 1998	July 1, 1998 to June 30, 1999	% of total January 1, 1998 to June 30, 1999
Australia	11	2	30	11	-	-	0%	52	988	5%
Belgium	-	-	-	-	-	312	0%	299	206	2%
Canada	92	931	29	-	-	95	2%	133	748	4%
Denmark	326	686	393	399	373	1,397	5%	764	1,925	13%
Finland	-	111	134	-	-	-	0%	-	-	0%
France	-	-	35	80	-	-	0%	-	-	0%
Germany	66	-	-	44	-	-	0%	-	-	0%
Ireland	-	-	87	26	-	-	0%	-	-	0%
Italy	-	-	42	231	89	-	1%	-	4	0%
Japan	-	343	1,111	1,402	132	-	4%	36	104	1%
Luxembourg	-	122	267	235	168	88	1%	265	436	3%
The Netherlands	2,062	1,519	653	302	500	1,271	9%	248	1,737	10%
Norway	1,348	1,474	972	1,554	1,441	1,228	12%	629	1,404	10%
Sweden	-	202	329	880	1,196	1,041	5%	492	2,041	12%
Switzerland	953	904	1,175	1,107	1,054	2,143	11%	860	1,384	11%
United Kingdom	193	180	-	151	60	-	1%	-	79	0%
Subtotal, Bilateral	5,051	6,474	5,257	6,422	5,013	7,575	52%	3,779	11,056	72%
UNDP	9,050	5,146	5,357	3,738	1,903	2,096	39%	1,548	1,000	12%
World Bank	1,061	1,425	1,356	947	848	642	9%	999	1,023	10%
Programme Management Fees (*)								377	869	6%
Grand Total	15,162	13,045	11,970	11,107	7,764	10,313	100%	6,703	13,948	100%

* Program management fees are financed by all program donors. That data series is not available prior to January 1 1998.

available. It replaced more than 60 systems and 100 databases used by the World Bank and necessitated nearly 90 significant changes to the institution's standard business processes. The Program will benefit from the significant improvements that the new system is expected to generate: consistency of data, timely access to information, and better tracking and accountability. After a period of implementation and adjustment, the Program's financial management and monitoring capabilities will be strengthened significantly.

Parallel to the introduction of the World Bank's new financial management system, the Program introduced detailed financial planning and monitoring. Fiscal year 2000 budgets were developed from the bottom up on both an expense category basis and by approximately 60 tasks/themes. The new system eventually will enable precise and continuous tracking of expenditures on both a task/theme and regional unit basis. Midterm budget review and adjustments will begin in January 2000, and internal quarterly financial management reports will be implemented in the spring of 2000.



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Personnel
Contacts et remerciements

Personal
Contactos y créditos



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