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Water Utility Partnership

Project Number 5



WATER UTILITY PARTNERSHIP
FOR CAPACITY BUILDING - AFRICA

RENFORCEMENT DES CAPACITES
PARTENARIAT EAU & ASSAINISSEMENT - AFRIQUE

Water Utility Partnership Project No. 5/SSIP Workshop

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Hosts



WUP

April 20, 2001

Dear Participant,

Subject: Proceedings of the WUP5/SSIP Workshop

Enclosed is the final copy of the summary proceedings of the WUP#5/SSIP Workshop held in Nairobi, Kenya on 19-23 June, 2000, for your records. A summary of the proceedings is also available on the WSP website on <http://www.wsp.org>. The full proceedings will be launched on the WUP website (<http://www.wupafrica.org>) in June.

For those who may be interested, a complete volume of the workshop papers and presentations is also available on request.

Sponsors



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Yours Sincerely,

A handwritten signature in black ink, appearing to read 'Mukami Kariuki'.

Mukami Kariuki
Project Manager
Water Utility Partnership, Project No.5



European
Union



GTZ



WSP-ESA

Improving Water Supply and Sanitation Service Delivery to Low Income Urban Communities in Africa

*Summary of Workshop Proceedings
Nairobi, June 19–22, 2000*



Insights and Lessons from:

- Water Utility Partnership Project No. 5
– *Building Capacity to Serve Low Income Urban Communities*
- Water and Sanitation Program
– *Case Study Series on Small-Scale Independent Providers*

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- Dennis Mwanza, Managing Director, WUP, and Lucien Angbo of WSP-West and Central Africa, both of Abidjan, Côte d'Ivoire; and,
- Sylvie Debomy (AFTU2), Francis Ato Brown (AFTU1), and Chantal Reliquet (WBI), of the World Bank, Washington, DC (USA).

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GLOSSARY AND ACRONYMS

CBO	Community Based Organizations
ESA	East and Southern Africa
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit GmbH (German Technical Assistance Agency)
IEC	Information, Education Communication
ILO	International Labor Organization
IRC	International Reference Centre
ITDG	Intermediate Technology Development Group
JICA	Japan International Cooperation Agency
KWAHO	Kenya Water and Health Organization
NCC	Nairobi City Council
NETWAS	Network for Water and Sanitation
NGO	Non-Governmental Organization
PHAST	Participatory Hygiene and Sanitation Transformation
SARAR	Self-esteem, Associative strength, Resourcefulness, Action planning and Responsibility
SODECI	Société Des Eaux et de l'Énergie Côte d'Ivoire
SSA	Sub-Saharan Africa
SSIP	Small Scale Independent Providers
TREND	Training Research and Networking for Development
TTOA	Teshie Tanker Owners Association
UADE	Union Africaine des Distributeurs d'Eau
UAWS	Union of African Water Suppliers
UNDP	United Nations Development Programme
WBI	World Bank Institute
WCA	West and Central Africa
WSP-AF	Water and Sanitation Program - Africa
WSS	Water Supply and Sanitation
WTP/ATP	Willingness To Pay/Ability To Pay
WUP	Water Utility Partnership
WUP5	WUP Project No. 5 -- "Strengthening the Capacity of Water Utilities to deliver Water and Sanitation Services, Environmental Health and Hygiene Education to Low Income Urban Communities"

In this document, the following definitions have been used:

- Alternative providers - SSIPs, CBOs and NGO-based systems
- Utility - main service provider

PREFACE

A workshop on **Improving Water and Sanitation Service Delivery to the Poor in African Cities: Insights and Lessons from the Water Utility Partnership Project No. 5 (WUP5) and Small Scale Independent Providers (SSIPs) Case Studies** was held in Nairobi, Kenya, on 19-22 June, 2000. The workshop was organized by the Water Utilities Partnership (WUP) in collaboration with the Water and Sanitation Program - Africa. The workshop was also supported by the World Bank Institute, with funding from the European Union and Germany's Technical Assistance Agency, GTZ.

Public and private water sector participants from Côte d'Ivoire, Ethiopia, Ghana, Kenya, Malawi, Mali, Nigeria, South Africa, Tanzania, Togo, Senegal, Uganda, and Zambia attended the workshop. Other participants included staff from WUP, WSP-AF, and the Infrastructure Divisions of the World Bank (AFTU1 and AFTU2) from Kenya, Rwanda, Côte d'Ivoire, India, and USA while resource persons were drawn from Côte d'Ivoire, Ethiopia, France, Kenya, Ghana, the Netherlands, Nigeria, Uganda, Zimbabwe, UK, and USA. Also represented were the UNCHS, the European Commission, GTZ, KfW, NETWAS, and the International Union of Local Authorities.

The 80 participants shared experiences on water and sanitation service delivery in African cities. Meeting in small groups, they recommended what they considered the most practical tools for broadening the application of lessons among utilities and smaller providers and distributors of water and of sanitation services, especially to low-income and unserved areas in African cities. These recommendations were consolidated and a plan for preparing a toolkit formulated.

This workshop report comes in two separate volumes: Volume 1 - A summary of the workshop proceedings, including the list of participants, the presentations and details of working group meetings' proceedings. Volume 2 is a compilation of the presentations made during the plenary sessions. It will not be widely disseminated but copies of it or of individual presentations may be obtained on request from the WSP-AF offices or from the WSP website at <http://www.wsp.org>.

EXECUTIVE SUMMARY

A three-day workshop held in Nairobi from 19th to 22nd June, 2000, brought together 80 practitioners from water utilities, municipalities, national governments, the small-scale private sector, non-governmental and community-based organizations, and regional and international organizations from 14 sub-Saharan African countries, to share experience and knowledge on good practice in improving water and sanitation service delivery to the urban poor.

The workshop marked the culmination of the case study phase and launched the dissemination phase for two closely related initiatives that have been proceeding in parallel but will henceforth be combined. These two efforts are the Water Utility partnership Project No. 5 (capacity building for utilities in water and sanitation service delivery and hygiene education for low-income communities) and the SSIP initiative (study on small-scale independent providers of water and sanitation services). Participants in this workshop had earlier participated in country workshops or regional meetings in one or the other of these efforts. This workshop was the first regional gathering bringing together the entire spectrum of stakeholders throughout sub-Saharan Africa.

Workshop participants were all experts in their own fields, with wide-ranging experience in utility management, municipal finance, small-scale private service delivery, water supply and sanitation development, community organization, institutional development, training, hygiene education, policy formulation, law and regulation. Drawing from this wide range of rich experience, 14 participants gave short presentations on case studies to illustrate key lessons and good practices in five theme areas: (1) Policy, Legislative, and Regulatory Framework for Service Delivery, (2) Service Delivery Arrangements, (3) Institutional Frameworks for Partnership and Collaboration, (4) Hygiene Education and Awareness, and (5) Financing and Cost Recovery. Each cluster of presentations was followed by intensive group discussions, during which participants highlighted and discussed key issues within each theme area and recommended concrete tools for disseminating good practice to other institutions and countries.

Key Conclusions

Workshop participants identified priority actions for improving services to the urban poor. A work program for developing a **toolkit** for expanding water and sanitation services to the urban poor based on workshop and study findings was prepared. The toolkit will be prepared on website, CD, and printed forms and is planned for distribution during 2001. It was also agreed that future gatherings include broader representation, including more elected representatives at the national and local level to create awareness and increase the priority placed on water, sanitation, and hygiene education for the urban poor.

Part I

Overview

1.0 BACKGROUND

In most African countries, utilities have not been able to meet the water and sanitation requirements of low income urban communities, particularly those in unplanned low income urban settlements. Community organizations, NGOs, and private small-scale independent providers (SSIPs) have made a substantial effort to bridge the gap, but due to rapid urban growth and increasing poverty, the number of unserved households continues to rise. Meeting this challenge requires a collaborative approach that draws on the knowledge and experience of utilities, communities, governments, the formal and informal private sector, and support agencies.

Over the past two years, the Water Utility Partnership (Project No. 5) and its partner utilities in nine sub-Saharan African countries organized a series of country-level workshops aimed at improving awareness and understanding, among key stakeholders, of the problems facing the delivery of water and sanitation services to low income urban communities. Through these workshops, stakeholders analyzed problems, assessed capacities of different service providers, and identified good practices implemented by public and private actors that have improved water supply and sanitation services to low income urban communities in each country. Case studies analyzing these good practices have been prepared describing about 40 different practices in 12 different cities or municipalities. The good practice case studies range from utility regulation of private providers to community cost sharing for installation of distribution networks.

During the same period, the Water and Sanitation Program conducted a series of case studies on small-scale independent providers (SSIPs). These private providers, belonging primarily to the informal sector, constitute the primary means of service delivery to many low income areas. A report summarizing case studies in ten African countries was published in April, 2000. The case studies documented the experience of SSIPs, assessed their advantages and risks, and identified the constraints that will need to be addressed in order to improve services to the poorest sections of the population, and encourage better performance and collaboration among all partners of the sector.

Originally, it was envisaged that two conferences be held back to back: the first one on WUP5 followed by one on SSIPs. But the complementarity of the subjects being addressed by these two efforts necessitated a joint workshop. It is against this background that the 80 participants from 14 SSAn countries (see Box 1 for list of participants) gathered in Nairobi to share experience and knowledge on good practice in improving water and sanitation service delivery to the urban poor.

Box 1: Participants at a Glance (see appendix A for full addresses)

Participants' names are arranged alphabetically and their countries of residence are given in parentheses.

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1.1 Workshop Objectives and Approach

The objectives of the workshop were to:

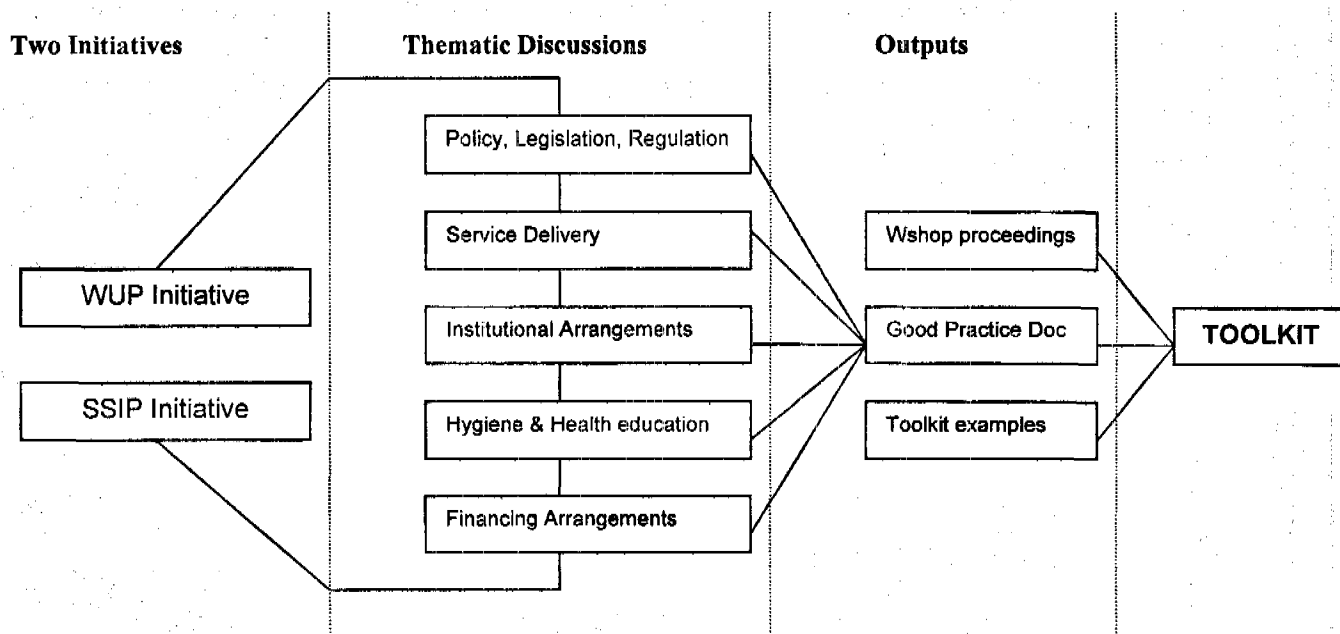
- (i) Review and discuss information from case studies conducted in nine countries in SSA
- (ii) Share information and experience across utilities/countries, and,
- (iii) Contribute to the outline (content and format) of a toolkit for improving WSS services to low income urban communities.

Discussions at the workshop were guided by five main themes:

1. Policy, legislative, and regulatory frameworks
2. Service delivery arrangements
3. Institutional frameworks for partnership and collaboration
4. Hygiene education and awareness
5. Financing and cost recovery

Presentations under each theme were followed by small group discussions during which participants identified issues and good practices, drew up recommendations on actions to be taken to strengthen links between utilities and other service providers, and specified the materials and activities needed for extending services to the urban poor. Figure 1 below summarizes the workshop process and outputs.

Figure 1: Workshop Process and Outputs



1.2 Expected and Actual Outcomes

At the onset of the workshop, both the organizers and participants outlined their expectations. Evaluation results indicate that these were fully met. The participants' expectations were clustered under three areas:

- Learning
- Partnerships
- Outputs

Learning

Learn about SSIPs and community organizations

Learn about successful strategies and replicable successes

Learn about decision making tools and how to adopt best practices

Learn about WUP

Get a better understanding of requirements for WSS for the poor

Partnerships

Forge partnerships, build a network across Africa and have the opportunity to network with specialists

Learn how partnerships can be advanced

Provide an ongoing forum for consultation and feedback on best practices

Reinforce the advantages and enhance collaboration between utilities and SSIPs

Share experiences in legal and regulatory frameworks

Outputs

Develop real strategies, policies, and practical solutions to the problems of WSS for the poor which can be replicated

Agreement on the need for toolkit and outline its contents

Provide concrete definition of good practices

Implement the conclusions from the different WUP seminars

In planning the workshop, the organizers' expectations were that:

- Utility managers and policy makers would better recognize the role of various actors—small-scale independent providers as well as community groups and NGOs—in the delivery of water and sanitation services.
- All participants would have a better understanding of alternative approaches and constraints to service delivery in sub-Saharan Africa.
- Participants will have contributed, as experts, to the formulation of a toolkit for improving delivery of water and sanitation services and hygiene education to low-income urban communities by enhancing performance by all providers, and making recommendations about capacity building activities for utilities.

1.3 Conclusions and Recommendations

The workshop's conclusions were drawn along the lines of the five main themes as follows:

1.3.1 Policy, Legislation and Regulation

Policy

Policy matters! Most countries have national policies (Water, Urban Development, etc) that highlight the importance of addressing the needs of the poor, but the majority have broad and overarching themes such as equity and poverty eradication and do not explicitly address the particular problem of informal settlements. Often, these policies focus on either urban or rural settlements, and assume that by so doing they have catered for the needs of peri-urban or informal settlements. The majority are not backed by specific strategies that spell out how barriers will be removed to facilitate service delivery. Similarly corporate and/or operational plans of most service providers do not include specific objectives for low income communities, or allocate the necessary resources (human and financial) to meet specified targets.

Box 2: The Challenge of Urbanization in Africa

The rate of urbanization in Africa is the fastest in the world. From 300 million in 2000, Africa's urban population is expected to grow to 700 million by 2025 and the share of Africa's population living in cities is expected to grow from 30 to 50 percent during the same period. In many countries, 40 to 70 percent of these urban residents live in low-income settlements. Across the continent, lack of access to basic water and sanitation services is an issue with consequences for the environment, health, mobility, productivity and poverty.

For the urban poor the reality of water supply and sanitation service delivery is that:

- Most low income urban households do pay for water and many often pay as much as 10 times more per unit (often 20 litres) than high income households;
- Low and/or irregular household incomes limit the ability to purchase large quantities of water (cubic meter) or pay for water on a periodic (monthly) basis;
- Most households depend on alternative, and informal services provided by the small scale private sector, communities and NGOs; and
- Inappropriate technical and service standards often result in inappropriate solutions or constrained service delivery to low income areas (unplanned or lack secure tenure).

Unprecedented urbanization, leading to rapid growth of low income urban settlements, calls for an urgent review of existing policies. Low income consumers form the largest block of future customers for water supply and sanitation service providers. It is therefore essential that utilities, national and local governments develop pro-poor policies that explicitly target the poor, and require service providers to make a deliberate effort to provide these services. Policies should also be supported by specific strategies that spell out how the various actors should address themselves to improving service delivery to low income communities (see Box 2). Key features of policy include:

- recognition of the right to a basic services for all residents including those in low income unplanned settlements
- recognition and accommodation of informal settlements in water supply and sanitation development programs and plans;
- offering choice to consumers through a range of public and private sector service providers (including non-profit organizations); and,
- providing the necessary incentives for formal and informal private sector and alternative service providers to extend services to the urban poor.

Legislation

Polices need to be supported by appropriate and up-to-date legislation. Inappropriate laws retained by post-independence governments have created a widening gap between the law and reality. As a result a growing number of consumers receive water supply and sanitation services through informal means. Faced with the urgent need to deliver water supply and sanitation services under declining operating conditions some service providers have developed relations with and/or authorised the activities of alternative providers. For most service providers, however, urgent attention is required to remove legal barriers to service delivery in low income communities. Governments should:

- require service providers to ensure a basic (lifeline) service is available to all urban residents
- recognise and enable alternative water supply and sanitation service providers (such as SSIPs and CBOs) that tailor their services to the special needs of low income areas
- discourage monopolistic behavior (exclusivity), promote competition among the various service providers
- clarify ownership of assets for community based schemes and provide a framework for investments in public services to be made by other service providers
- encourage innovation in technical and service standards to improve service delivery in complex areas

Regulation

Many countries in the region have weak regulatory capacity. Only 2 of the 9 countries studied had regulatory agencies for water supply services. The majority regulate water supply and sanitation through government agencies that often lack sufficient finances and staff to carry out their functions effectively. Furthermore regulation of water supply and sanitation services has been undermined by inappropriate legislation that is difficult to enforce. Although in Francophone countries privately managed water supplies are often regulated through contracts, sanitation services throughout the region are regulated by municipal authorities through one or more departments (public health) and/or water sewerage departments. Effort is required to introduce coherence among the various regulatory functions (public health, water quality, etc) and to introduce regulatory capacity at appropriate levels.

- coordinate regulation of sanitation and water supply and ensure independence of the regulator
- develop guidelines and regulate the activities of all service providers - large and small, formal and informal.

- enable the main municipal service provider to regulate (through contracts) alternative providers who are connected to their networks. Regulation of stand-alone, independent water supplies should be undertaken by the water supply service regulator.
- establish technical and service standards that are flexible and provide the right incentives for improving services to all types (low, middle and high income) of consumers.
- ensure that regardless of size or legal status of the service provider, water quality standards are not compromised
- regulate price through contracts, allow the market to determine prices, and encourage competition as a means of improving services
- create access to information as a tool for self-regulation and consumer participation in monitoring service standards
- guard against excessive regulation of service delivery to low income communities by setting realistic targets and standards.
- develop enforcement mechanisms that operate at the appropriate levels and involve users through appropriate agencies.

1.3.2 Service Delivery

Water Supply - Different users require different types of service. In response to consumer demand a wide range of service providers have emerged offering door-to-door water delivery, packed bottled water, and water kiosks, among others. While the main service provider (mainly water supply utilities) should endeavor to deliver services directly to low income consumers, where appropriate they should work (i) with alternative service providers connected to networks or (ii) through alternative service providers operating independent networks or water points. Where services are provided directly by the main utility, efforts should be made to improve understanding of low income customer requirements, and intensify efforts to meet their particular needs. This could include mechanisms for financing new connections, payment systems that correspond to the earning patterns of consumers, and billing periods for vendors that correspond to their capacity to save/retain earnings.

A thriving water supply market with a range of service providers who meet the demand of their consumers should be encouraged by:

- recognising and regularising the operations of alternative service providers through issuance of contracts, licences, permits, etc.
- reducing investment risk to informal providers by providing a legal framework
- creating a conducive legislative and regulatory environment for the main service provider to work through and with alternative providers
- building capacity of alternative providers through awareness raising, consultation, and specialised training, and
- encouraging and enabling small scale service providers to deliver quality service based on sound commercial principles.

Sanitation - Unlike water supply, sanitation services are not as well developed or institutionalized. Onsite facilities (mainly household) predominate and offsite (network) services are often not affordable to low income households. Private sector involvement in household and public sanitation services is growing and local governments are increasingly accommodating the private sector through franchising, leasing, and licencing of sanitation services. Due to

(i) the interlinkages between water and sanitation – such as the potential for mobilizing financing for sanitation through a surtax on water or bill jointly for services; (ii) upstream and downstream environmental linkages; and, (iii) other synergies including hygiene awareness creation, the main service provider for water (and often sewerage) is often best placed to facilitate access to on and off-site sanitation by:

- securing land and financing for minimum infrastructure such as tipping stations, treatment facilities and road access is required.
- creating incentives for alternative providers to deliver sanitation services and dispose of waste properly.
- engaging communities in enforcement of sanitation standards at local (neighbourhood) level
- encouraging innovation in sanitation service delivery (e.g. condominal systems)
- financing onsite sanitation

1.3.3 Institutional Arrangements/Partnerships

Municipalities – Many Governments have made the decision to move away from direct delivery of services to a regulatory and policy making role. Some are currently implementing decentralisation programs with several objectives, including improved efficiency of service delivery. In line with these policies, a growing number of municipalities are outsourcing these functions to private providers. To create the right conditions for improved services to low income communities, efforts will be required to:

- regularize or recognize informal settlements to enable the extension of services
- retain an arms length relation with service providers, protect consumers and improve enforcement of regulations
- outsource the provision of water supply and sanitation services to other actors,
- facilitate community/consumer-driven service delivery and development programmes
- identify poor consumers, source funding for service extension and monitor and oversee activities of other actors
- remove legal barriers (by laws, regulations) to alternative service provision,
- clarify the roles and responsibilities of various actors working within their jurisdictions.
- raise awareness and disseminate user-friendly information, regulations, and legislation.

Utilities – A wide range of utilities currently operate WSS schemes in Africa. These include public sector actors such as municipal authorities, line ministries or parastatals; and, private operators under a variety of contractual arrangements. The nature of operations and the performance of utilities in extending services to the poor varies widely. While some water supply and/or sewerage utilities have extended services *directly* to low income communities, others work *with* and *through* small scale providers and NGOs. While some utilities do not appear to have constraints to the delivery of services in low income areas, others will require legislative or regulatory reforms to remove existing barriers to service delivery in low income areas (e.g. monopoly in service provision, inappropriate standards, etc). To improve their operations in low income areas, service providers should develop a multi-pronged approach that includes:

- awareness raising programs for utility staff to improve understanding of issues and encourage appropriate programs for extending services to low income communities

- service delivery plans, strategies and programmes that place priority on extending services to low income communities,
- specialized teams/units (inhouse or outsourced) that work towards the goal of improving service delivery to low income communities,
- setting aside/targetting investment financing in projects and service delivery contracts, and
- establishing agreements and contracts (permits, licences, and agreements) to improve business relations with alternative service providers

NGOs and CBOs – In some countries (e.g. Malawi, Tanzania) CBOs play a key role in extending and managing water supply systems/points in low income communities. CBOs are grassroots organizations that rely on community participation in planning, financing and managing community schemes. Most CBOs operate informally, often without legal registration and many lack the requisite skills to operate and maintain systems. Given the complex nature of NGO assisted projects, many of which receive their funding through donor grants (public funds) secured from development agencies, autonomy may be a more desirable strategy than independence. The principles of autonomy and subsidiarity should be applied to improve operations and performance of community based water supply and sanitation initiatives strengthened by:

- improving management skills (e.g. hiring professional management staff),
- introducing greater transparency and allowing more participatory processes in planning and managing community schemes
- developing clear transitional plans at the start of projects (with NGOs/funding partners) to ensure sustainability after funding and technical support ceases
- clarifying ownership of assets (e.g. cost sharing arrangements) and responsibility for maintenance and replacement costs; and
- developing rules for connecting or disconnecting consumers who may have contributed funds (e.g. membership fees) toward the project.

Small Scale Private Providers – In some countries, the market for water supply and sanitation services in low income areas is dominated by small scale private providers (SSIPs) who either buy water from the network or develop an independent source. Although significant investments in infrastructure improvements have been made through SSPs, the extent and importance of their role has only recently been recognised (see Box 4). As SSIPs are privately financed and operate with a profit motive, their ability to provide an effective and affordable service is prevented by (i) limited access to financing due to high risk associated with informal business, (ii) unfair competition from subsidized operations, and (iii) legal monopoly of most utilities whose service extension plans may disregard (duplicate) investments made by alternative providers.

To improve their effectiveness, SSIPs require:

- a level playing field that recognises the role of alternative service providers and limits unfair competition from other actors (e.g. public sector agencies) that do not operate on a cost recovery basis or are allowed to operate under different terms and conditions
- training in financial management, pricing methods, marketing, and technology innovation to improve their operations
- partnerships and contractual arrangements with other actors such as utilities, local authorities, NGOs and CBOs

- appropriate technical and service standards that take into account the conditions and physical constraints in the informal and unplanned settlements
- fair pricing policy that recognises the full cost of delivering the service through intermediaries (e.g. bulk rates for kiosks) and
- user friendly payment systems that reduce intervals between bills, and improve access to payment centers/banking facilities
- capacity to lobby development partners for recognition, and to initiate formal relations with regulatory agencies and main service provider (e.g. through formation of membership associations).

1.3.4 Hygiene and Health Education

Urban hygiene and health education programs currently lag far behind water and sanitation in terms of priority and resource allocation. A wide range of actors are involved in hygiene and health education, often uncoordinated and sometimes with overlapping areas of responsibility. For the most part, Municipalities, NGOs and Line Ministries have taken the lead but due to limited financing, they have had marginal impact. Most water supply and sanitation service providers (primarily utilities) do not get engaged in hygiene awareness programmes and where they are involved have focussed more on consumer awareness (see Box 3), or sanitation promotion activities. Several service providers have played a key role in mobilising financing (e.g. sanitation surtax) for activities carried out by NGOs, small scale artisans and public health staff. Lessons learned from these experience should be built on by:

- limiting the role of Government to setting policies, preparing guidelines, promoting learning, coordinating and financing activities
- establishing networks with, and developing contractual arrangements for, NGOs and the private sector to carry out these activities
- developing a holistic approach to hygiene and health education that ensures linkages with water supply and sanitation services (e.g. water quality), infrastructure management (e.g. consumer awareness), and credit or microfinance (e.g. in-house facilities)
- incorporating hygiene and education into water supply and sanitation service development budgets and operating programs,
- building capacity in specialized units or working with other agencies to develop appropriate curriculum
- financing activities through general or surtaxes, or direct private sector financing of awareness campaigns

1.3.5 Financing arrangements

Sources of financing for water supply and sanitation services should be internal and external. Subsidies designed as appropriate should be focused on financing investments rather than operations and maintenance. The workshop recommended different approaches for each of the sources of financing: Central and local governments should levy taxes and establish dedicated funds for water and sanitation development, while utilities should develop cost recovery tariffs that also allow the use of generated funds for investment in low income areas. Donor funding should be used sparingly and cautiously so as not to develop dependence on unsustainable sources. However, clear policies and guidelines should be a pre-condition for donor financing.

The barriers to financing were identified as uncertain tenure, political interference, and poor financial management. To enable consumers gain access to water supply and sanitation services, microcredit schemes should be established (e.g. for connections, indoor facilities). Bulk credit could be obtained by groups of consumers to finance extensions (e.g. from a national fund, or on a revolving basis) and utilities could extend better payment terms for connections through installment plans and charges built in to water tariffs for an initial period.

Cost recovery and Billing - Consumers should be aware of what they use and what they are paying for (volumetric charge). Progressive tariffs or other regimes that enable social objectives should be further developed (to take into account possible impacts on multifamily units, domestic vending). Frequent and timely billing should be introduced to accommodate the low income consumers and SSIPs who often suffer from poor liquidity. Prepayment systems should be introduced to improve revenue collection and installment plans introduced to help with large bills. Payment sites should be created within proximity of customers to reduce inconvenience and increase security for SSIPs.

Conclusion

The rich mix of participants, each with extensive expertise in delivering services to the urban poor, and the truly participatory nature of the workshop contributed to making the workshop a real learning experience and also contributed to its success in meeting its objectives. The Honorable Member of Parliament and Chairman of the Parliamentary Select Committee on Public Works in Ghana who kicked off the workshop with a paper on the role of policy in ensuring service delivery to low income urban communities, and closed the workshop with a summary of lessons learned over the three days, highlighted the importance of the workshop theme for the sub-region. In both his opening and closing remarks, he stressed the importance of bringing policy makers along on the "journey of discovery" for improving service delivery to low income urban communities. He concluded that future workshops should include or target more parliamentarians to create awareness of issues and increase the level of priority placed on programs that effect improvements in services for the urban poor.

1.4 Next steps

Good Practice Document – A synthesis of Lessons from Nine Utilities

A regional good practice document synthesising and summarising the key lessons from the Water Utilities Partnership – Project no. 5 case studies in nine countries.

Toolkit - Water Supply and Sanitation Services for Low Income Communities

A toolkit to enable users make their own decisions about what will improve their operations. Each topic will provide principles, experience, sample documents, training materials, and knowledge resources (contacts, publications).

Capacity Building of Service Providers

An in depth assessment of capacity building needs in one utility to enabling learning by doing. Lessons learned from a capacity building exercise in one utility will be made available for use by other utilities.

Workshop Series

A workshop series *on Improving Service Delivery to Low Income Communities* to allow participants to meet on a periodic basis to continue sharing experience and understanding of the issues.

Part II

Proceedings

2.0 SUMMARY OF THE WORKSHOP EXPERIENCE

The workshop agenda (see Annex B) began with opening remarks from the Regional Team Leader of the Water and Sanitation Program – AF and the Director of the Water Utilities Partnership. Thereafter, the Permanent Secretary of the host country's Water Ministry delivered the Keynote Address on behalf the Minister and officially opened the workshop. This was followed by an update on water sector and related courses offered by the WBI and the history and findings of the WUP5 and SSIP initiatives.

Discussions of the five thematic areas proceeded as follows:

- Theme 1: Policy, legislative, and regulatory frameworks (Monday afternoon)
- Theme 2: Service delivery arrangements (Tuesday morning)
- Theme 3: Institutional frameworks for partnership and collaboration (Tuesday afternoon)
- Theme 4: Hygiene education and awareness (Wednesday morning)
- Theme 5: Financing and cost recovery (Wednesday morning)

Each of these sessions began with brief presentations of case studies of good practice from different countries to the full plenary, followed by question and answer period. The plenary group then broke into smaller working groups to discuss sub-themes and to formulate proposals for toolkit content.

The capacity building requirements from these 16 working groups were consolidated and a CD toolkit example presented, during the plenary discussion on the final workshop session. The workshop team leader urged participants to submit their written contributions for a funding proposal for the fourth phase of WUP No. 5 for consideration.

The last activity of the workshop was a tour of the Kibera informal settlement on the city's southern end. Participants had the opportunity to meet various actors including SSIPs and CBOs, and see existing water kiosks and new water lines being laid as part of a Water Distribution-Infilling Component of the Third Nairobi Water Supply Project, being implemented by the Nairobi City Council with support from the World Bank and WSP-AF.

2.1 Opening Plenary and Setting the Context

The opening session, chaired by Jean Doyen, Regional Manager of WSP-ESA had six presentations, setting the tone for the official launch of the workshop.

2.1.1 Opening Remarks by Dennis Mwanza, Managing Director, Water Utility Partnership

The Water Utility Partnership (WUP) is a joint program of three institutions with headquarters in West Africa. The aim of WUP is to form partnerships between utilities and other key water sector institutions and create opportunities for sharing experience and building capacity. It was founded in 1995 at the initiative of the Union of African Water Suppliers (UAWS) in Abidjan, the Regional Centre for Low Cost Water and Sanitation (CREPA), in Ouagadougou, Burkina Faso, and the Centre for Training, Research and Networking for Development (TREND), in Kumasi, Ghana. UAWS has members from 35 countries and holds a triennial congress, the most recent one having taken place this year (2000) in February. It also supports WUP through studies by its Scientific and Technical Council.

WUP has recognized that well-functioning utilities are needed to meet the challenge of providing water and sanitation services to the urban poor. But utilities are not operating at maximum capacity due to a lack of resources. WUP's goal, therefore, is to increase access to water and sanitation through six projects covering:

- (1) Institutional reform
- (2) Utility performance standards and benchmarking
- (3) Management of unaccounted for water
- (4) Capacity building for hygiene education and awareness
- (5) Capacity building for service delivery to low-income communities, and
- (6) Information dissemination

Sector reform is needed because poor choices with regard to sector policies and institutional arrangements have been shown to be the root causes of poor access by low-income urban populations. Benchmarking and management of unaccounted for water are the first steps in improving internal operating efficiency for the utilities.

This workshop focuses on WUP Project No. 5, which combines project 4 and 5 on capacity building for service delivery; and, hygiene education to low-income communities. WUP5 has identified broader constraints to low-income service provision and identified good practices that work in improving service to the poor. The SSIP study, which began two years ago, has found that over 30 percent of low-income urban residents in Africa depend on SSIPs for water and sanitation services, so there is a need to develop ways and means of partnering with them and with NGOs and CBOs.

The beginnings of this partnership are demonstrated here today: 80 participants from 19 countries representing utilities, local governments, NGOs, vendor associations, government ministries, and other key sector actors have convened here today. Thanks are due to the team that organized the workshop, and to the sponsors of the workshop—the European Union, Germany's GTZ, and the World Bank Institute, which has also supported the SSIP work. We all share the same vision of increasing accessibility to water and sanitation for the urban poor in African cities.

2.1.2 Summary of Keynote Address from Kenya's Minister for Environment and Natural Resources, presented by the Ministry's Permanent Secretary

The workshop was officially opened by Kenya's Permanent Secretary in the Ministry of Environment and Natural Resources, Mohammed Isahakia, on behalf of the Minister for Water Development, the Hon. Kipng'eno arap Ng'eny. In this address, Dr. Isahakia hailed the workshop for creating the opportunity for sector actors from all across Africa to review case studies in 12 countries and exchange experiences and information. He thanked the World Bank for its continued support to Kenya's water sector and hoped that it would continue to sponsor such regional seminars.

Dr. Isahakia explained that the Government of Kenya considers urban water supply management a priority, because Kenya's urban population is expected to more than double, from 5.3 million in 1995 to 11.5 million by 2010. The Government has been encouraging slum dwellers to form water user associations and open their own water kiosks, and is implementing an innovative water distribution component in the Kibera settlement of Nairobi. (A field trip to Kibera took place at the end of the workshop. See trip report in Chapter 5)

Speaking on Kenya's new National Water Policy which he had the honor of launching officially in August 1999, the Permanent Secretary said that the 1972 Water Act was currently under revision to give appropriate legal backing to the policy. The new water policy provides for private sector involvement in urban water supply, financing and management. He added that Kenya's newly formulated Poverty Reduction Strategy proposes a sharp focus on peri-urban areas in order to remedy past neglect of low-income areas in utility planning and distribution.

2.1.3 World Bank Institute Training Activities in Support of WUP5 and SSIP by Chantal Reliquet, WBI, Environment and Natural Resources Group

The World Bank Institute (WBI) specializes in enabling learning and generating and disseminating knowledge for the World Bank's staff and its member countries. WBI's Environment and Natural Resources Group has been working in partnership with both WUP and WSP's SSIP projects over the last few years, and is also developing core courses on water management. Support to SSIP has included organization of the first two regional gatherings of independent operators, one in Latin America in February, 1999 and one in Bamako in September, 1999. WBI also supported production of the new SSIP video which will be presented at this workshop. WBI will be involved in preparation of capacity building and training materials for the joint WUP5 and SSIP toolkit, and will adapt toolkit materials into training modules for the core course on water management now in preparation.

2.1.4 **Merging WUP5 and the SSIP Initiative** by Sylvie Debomy, WSP & World Bank Africa Infrastructure Group

This workshop presents a double challenge because of the decision to merge the WUP5 project and the SSIP initiative. Both efforts have now reached the critical stage of producing a toolkit that will promote the kind of partnership between utilities—the primary focus of WUP—and independent providers—the subject of the SSIP case studies—that is required to bring water and sanitation services to the urban poor in Africa's cities.

While utilities have made great strides in expanding coverage, it is the independent providers who currently supply the bulk of water and sanitation needs to the urban poor in Africa. And some water utility operators have come to recognize that the independent operators are part of the solution to serving the urban poor, rather than part of the problem. A variety of new kinds of partnerships are being formed, and their potential is of great interest to the sponsors of this workshop: the World Bank, GTZ, the European Union, and the Water and Sanitation Program.

Of the outputs expected from WUP5, the documentation of ongoing experience of water utilities has already been completed. Seven national workshops have already been held in Côte d'Ivoire, Ethiopia, Ghana, Nigeria, Senegal, Tanzania and Zambia, where national working groups continue the dialogue between different types of operators. On the basis of case studies in nine African countries, many of which are being presented at this regional workshop, key lessons have been identified and a good practices report is being prepared.

Likewise, the SSIP initiative which began in Latin America, has produced case studies of independent operators' experience and achievements in ten African cities, three videos, and a series of 15 posters, each portraying the operations of one SSIP. At least one new association of independent operators has grown out of the contacts initiated in the course of case study work.

And word has been spreading: results from both WUP5 and the SSIP initiative have been publicized at the major international water fora, such as the February, 2000 UADE Congress, April 2000 World Bank Water Forum and May, 2000 meeting in London, where the issues of water service to low-income urban communities and of the role that small independent providers can play have been put on the agenda and attracted new potential international sponsors, such as the ILO, ITDG, etc.

This workshop represents the launch of the next phase of work for both efforts, now integrated into a single initiative. The purpose of the toolkit which is the focus of this workshop is to translate the lessons and practices of both WUP5 and the SSIP initiative into operational tools that will permit the replication of sustainable and successful mechanisms for delivering water and sanitation services to all low-income urban communities in Africa through partnerships between utilities and independent providers. A program of capacity building, including training and institutional best practices would accompany the toolkit.

The kinds of tools envisaged would include:

- Partnership agreements and contracts
- Materials for environmental health and hygiene education
- Financing and cost recovery methods and procedures
- Institutional models for low-cost sanitation
- Model contracts for utilities and water resellers or franchises
- Municipal regulations and national legislation regarding urban water and sanitation services for low-income communities
- Technological and institutional options
- Models of community management of water and sanitation services

The final phase of both WUP5 and the SSIP initiative would involve testing of the toolkit and capacity building measures, and development of advocacy tools to market and spread the use of the toolkit for the formation of successful partnerships between utilities and SSIPs.

2.1.5 Lessons and Good Practices from WUP5 by Mukami Kariuki, WUP/WSP-ESA

Through the dialogue developed over the past four years with water utilities in nine African countries, all of which are represented at this workshop, WUP5 has established, beyond reasonable doubt, the following key constraints to WSS service delivery to the urban poor.

(i) Lack of political will, resulting in omission of poor from policy, legislative and regulatory frameworks. Governments' objective of "water for all" is not supported by a clear plan, because informal settlements were not part of anyone's plan.

(ii) Limited dialogue and interface among sector actors. Communication between utilities and low-income consumers has been generally limited or ineffective. Some utilities are starting to work through or with other service providers (including SSIPs) that have been filling the gap, but these innovative approaches have been isolated and ad hoc.

(iii) Inadequate knowledge of the low-income market. Utilities in Africa recognize the potential size of the low-income market and the needs of consumers in low-income communities. But most utilities are not well equipped to deal with the complexities of low-income areas, and their lack of success in cost recovery is often the result of inappropriate systems or services.

(iv) Low levels of awareness about environmental health and hygiene. Many low-income consumers need more information about safe practices in handling water and excreta. But public education is not typically included in utility work programs.

(v) Lack of financing. Although the perception is widespread that the poor cannot pay for services, in fact they are doing so. But the informal or illegal status of low-income communities and the perception of investment risk create serious constraints to financing infrastructure for this huge market.

In response to each of these key constraints, the following cases of good practice have been identified as pointing the way to widely applicable solutions:

Box 3: Case Examples of Replicable Good Practices

(i) Frameworks: National water and poverty policies that focus on the water delivery to the urban poor (Ghana, Kenya); deregulation of pit emptying services (Tanzania, Ethiopia)

(ii) Utility-SSIP partnerships: Utility recognition and licensing of domestic water resellers (Abidjan - Côte d'Ivoire); Vendor and tanker associations in contact with utilities (Kano - Nigeria, Abidjan - Côte d'Ivoire, Accra - Ghana)

(iii) Service delivery systems: Utility operating policies that focus on the poor and specialized peri-urban units within utility (Lusaka - Zambia, Abidjan - Côte d'Ivoire)

(iv) Environmental health and hygiene education: Innovative and successful public information program encompassing schools, posters, radio, and street theater (Durban - South Africa)

(v) Financing: Water taxes and surtaxes to generate capital for system extensions to poor areas (Abidjan - Côte d'Ivoire, Dakar - Senegal, Ouagadougou - Burkina Faso)

These experiences need to be consolidated, distilled, and regularized, standardized if possible, and packaged for wider replication or adaptation. This is the purpose of the toolkit.

2.1.6 New SSIP Video by Ato Brown, WSP & World Bank Africa Infrastructure Group

"Journey of Discovery", a 20-minute video about SSIPs in Africa, Asia, and Latin America was shown for the first time. The overall theme is summarized at the video's outset by Bill Wandera, a workshop participant and case study consultant, who said, "Vendors are there because the utility fails to get to the people, so the vendors are acting as pipes, in a sense, human pipes to get water from one point to another."

The four key lessons from the SSIP case studies:

- (i) SSIPs need to be recognized as part of the solution—they act as "human pipes"—getting water closer to the poor.
- (ii) SSIPs need to be protected by leveling the playing field while developing better arrangements for delivering services to poor.
- (iii) Policy is the primary way of leveling the playing field
- (iv) Partnerships are important because they recognize, protect and lead to better service delivery arrangements.

The video documents the important role small-scale providers play and the constraints they face. It illustrates ways in which partnerships between the utilities and independent providers are the key to extending water and sanitation services to all poor urban households. This is captured in a statement by the Area Manager of the Nairobi Water and Sewage Department who says: "We need to be partners with the independent providers. We need to enable them to provide the services because we are not able to give 100 percent coverage of the situation. Our partnership, for example consists of enabling, especially the water kiosks, by giving them licenses, and water connections to be selling to the people. We facilitate the installation of pipes.

We give them connection points and then they are supposed to put a meter, sell the water, and sell to the people at reasonable prices.”

The video ends by emphasizing the role that policy plays in enabling partnership. In the words of Narrator-Producer-Director, Georges Collinet, “Policy makers need to acknowledge the advantages of providing a wide range of services to the consumers and particularly the poor. The challenge is to develop an enabling environment which promotes the widest and the most efficient coverage.”

A copy of the video can be obtained from Ato Brown (AFTU1), Sylvie Debomy (WSP, HQ), or Chantal Reliquet (WBI, USA). Please refer to the participants list for their full addresses.

Box 4: Plenary Discussion on SSIPs and WUP5 Case Study Findings

Origins and Problems of SSIPs

- Q. What problems do SSIPs create and are they a recent phenomenon? (Darren Hedley, CARE International, Zambia)**
- A. SSIPs started to grow during the 1970s when urban infrastructure and service delivery began to break down. (Joshua Kalebu, Kalebu Ltd., Uganda)
- A. Government cost recovery policy discouraged water infrastructure extensions to serve the poor. When service to low-income consumers contributes only 20 percent of total water receipts but absorbs 60 percent of the resources, there is no incentive to serve them. (Mohammed Iliyas, Darl-Hab Ltd., Nigeria)
- A. Historically, in Abidjan, piped water service started only in the city center with residential areas having their own private wells. So in these areas, SSIPs have been there from the beginning. But the water company's legal monopoly meant that SSIPs reselling piped water were technically illegal. It is encouraging that now, the water company has recognized that the resellers, whom they used to persecute, are making good business for them too.
- A. I agree. The water company in Abidjan can't do without us, the resellers, because it would cost too much to get the water mains out to the customers we serve. (Patrice Any, Water Vendors Association, Côte d'Ivoire)
- Q. Why has the perspective on SSIPs been so negative and how can this be changed? (Meera Mehta, World Bank, India)**
- A. Problems with SSIP service quality stem from a lack of recognition; for example, quality of water delivered by tankers in Accra improved once they were recognized and regulated. (Mukami Kariuki, WUP/WSP, Kenya)

Regulatory models for serving low-income areas

- Q. Are there any examples of good regulatory structure in Africa? For example, in Colombia (Latin America), there is a legal requirement that water be supplied to peri-urban areas. (Chantal Reliquet, WBI, USA)**
- A. There is a law about public water distribution in Mali as well and the law authorizes local governments to do it but they do not have the resources to provide the service. (Oumar Traoré, National Water Service, Mali)
- A. The best regulatory agents that exist are the consumers themselves, within a open, competitive market. Administrative-style regulation can be counterproductive when it limits competition. (Bernard Collignon, HydroConseil, France)

Partnering with SSIPs

- Q. I have been involved with the SSIP case studies and other projects and have yet to see the kind of demand on the part of the utilities to partner with SSIPs. Yet I see a number of utilities represented at this workshop. Do they feel the same need to partner with SSIPs? (Bill Wandera, AquaConsult, Uganda)**
- A. The partners do have different motivations. The utilities want to stop water poaching and leakage, and the low-income customers want water service. In Kumasi, we conducted a social mapping exercise in a low-income area in order to profile customers. This will allow the utility to get the contract with water distributors right so that the incentives and interests are evenly balanced. (Kwabena Maru, MIME Consult Ltd., Ghana)

3.0 THEMATIC PRESENTATIONS AND WORKING GROUP SESSIONS

Presentations at the workshop highlighted WSS issues and provided case examples in the five thematic areas. This section gives an overview of the presentations and a summary of the group discussions. For a copy of individual presentation or the detailed report on group discussions, kindly contact the WSP-AF offices or visit our website at <http://www.wsp.org>.

3.1 Policy, Legislative and Regulatory Framework for Service Delivery

(i) *Policies and Strategies for the Underserved in Ghana* by Hon. Franklin Ahetto

A Ghana national water supply and sanitation survey conducted in 1993 showed that an estimated 76% of the urban population had access to potable water and about 61% to safe and adequate sanitation. In rural Ghana, 46% of the population was served with potable water while sanitation services were available to only 11% of the population. Under Ghana's broad development framework dubbed "Vision 2020" the government has targeted to attain 100% and 90% coverage in urban areas and in rural areas, respectively. To achieve this, the Ghanaian government has embarked on sectoral restructuring including policy reform. During an interview with a Kenyan daily, Hon Ahetto was quoted advocating for privatization of water utilities (see Box 5 below).

Box 5: Editorial Article in Kenya's Newspaper, The Nation, June 21, 2000

"PRIVATIZE WATER SUPPLY IN NAIROBI"

The water crisis in Nairobi and its environs requires a policy shift and reorientation of attitudes. It calls for a new way of looking at the problem so the life-giving stuff can be made available to all. That is why a suggestion by a visiting Ghanaian MP, Mr. Franklin Ahetto, that, African governments should consider privatizing water supply is worth considering. His argument is that it is not enough to call for privatization for the sake of it. Rate-payers must also understand that water is no longer a free gift of nature. Talk about privatization of essential services, like water, education and health, has been in vogue in recent years, especially since the advent of the cost-sharing policy. In fact, the Ministry of Water Resources has been talking of community water management, in which the people themselves take care of their water sources.

The problem with Kenyans, however, is that we lack the drive to implement the policy, whose overall objective is to ensure sustainable resource use. Nairobi, for instance, has been in the news in the recent past as councilors haggled over the modalities of privatizing supply, some sections welcoming the idea and others resisting it for parochial, and most probably selfish, reasons. The naked truth is that the [Nairobi City] Council, in its present structure, can no longer provide essential services to the ratepayers. It lacks the resources and the motivation to make things happen. In fact, for all practical purposes, the council is broke. Many of those who have been running it have preoccupied themselves with acquiring material wealth.

The advantage of privatizing services, like the water supply, is that delivery will be greatly enhanced. Private establishments are known for quality and effective service. They will, therefore, do a much better job of collecting revenue, thus boosting the government's kitty through taxes. The water crisis facing Nairobi and its environs should jolt City Hall and other local authorities as well as the Ministry of Water Resources to think of more innovative ways to ensure a constant supply. Privatization and community water management should be tried as soon as practicable.

(ii) *Legislative Reform to Improve Service to Low-income Urban Areas in Zambia* by Oswald Chanda

In Zambia, the water sector is characterized by lack of a comprehensive sector policy, inadequate financial resources, low revenue collection and shortage of skilled personnel. In 1996, access to WSS was estimated as follows:

Table 1: Access to WSS in Zambia (1996)

Area	Water	Sanitation
Urban	69%	47%
Rural	46%	32%
National	57%	38%
Peri-urban	<30%	<25%

To arrest the deteriorating situation, a number of water sector reforms were introduced. To date, notable reforms include: A comprehensive water policy and strategy; an institutional framework; a water supply and sanitation act; and, establishment of a regulatory body.

(iii) *Regulation of Water Tanker Services in Accra, Ghana* by George Acolor

The Teshie Group is one of three private tanker water vendors operating in Accra area where 25% of household do not have piped water connections. Formed in 1998, the group has a membership of 15 Tankers whose operations are guided by regulations stipulated by the Ghanaian water regulatory body. The regulations touch on issues such as membership, rate fixing, hygiene of water and roadworthiness of tankers, among others.

(iv) *Institutional Framework of the Water Sector in Côte d'Ivoire* by Jacob Angofi

The Côte d'Ivoire Government, through the Infrastructure Ministry and Water Department, is responsible for outlining the development strategy and making decisions on pricing and tariffs while water supply, and management of customers and development funds has been entrusted to SODECI, the country's water utility.

Policy - As water and sanitation services are a basic right for the urban poor, there should be deliberate effort by governments and utilities to provide these services. The national policy of individual countries should uphold every urban resident's right to basic water and sanitation services in sufficient quantities, quality and at affordable rates.

Legislation - Whereas legislation on water resources generally exists, water and sanitation service delivery is not legislated and where it is, it is usually outdated and/or scattered in various laws and decrees. With the understanding that there are different political, economic and social environments, existing policies and legislative frameworks will affect the implementation of proposals on legislation allowing free participation of actors and improved service delivery especially to the poor. However, clear enforcement mechanisms to safeguard against abuse must be incorporated in the legislation, in order to ensure equitable service provision.

Regulation - A number of items that need to be regulated were listed, chief among them - price. The point was made that regulation should cover all service providers, large and small, although the nature of the regulations may vary to avoid over-regulation which is counterproductive. In addition to price, quality of water and leveling of playing field to eliminate monopolies were listed as areas for regulation. Principles of good regulation were identified as protection of consumers, fairness, independence and simplicity.

3.2 Service Delivery Arrangements

(i) *Coin Vending Water Points in Côte d'Ivoire* by Patrice Any, Water Vendors Association

AREQUAP-CI, is the umbrella body of independent water vendors in Côte d'Ivoire whose primary objective is to obtain recognition from the Ivorian water utility (SODECI) and improving their members' working conditions. The association is lobbying for, among other issues, an appropriate tariff system, lower cost of obtaining approval from SODECI, and protection from unfair competition by unregistered/illegal vendors. AREQUAP-CI would like to transition from an informal sector association to a professional one.

(ii) *Private Management of Public Conveniences in Kano, Nigeria* by Mohammed Iliyas

Since 1960, the Kano City Government has been privatizing the building and management of public toilets and bathrooms. Located in public places like car parks, markets and congested low income residential areas, the facilities are built and either (i) operated by individuals and private organizations or (ii) built by a government institution and leased to private individuals. By 1999, there were over 200 privately managed public conveniences registered in the city.

(iii) *Christian Village Community Water Network in Accra, Ghana* by Kwasi Adu-Ntiamoah

This is an example of how collaboration between high income and low income neighborhoods can mutually benefit the two communities. The Christian Village Community Water Network was formed to find a cheaper alternative to getting water for its residents who were buying it at high prices from tankers. Through the association, a community of 5000 people is supplied with clean and treated piped water. As a result, sanitation has improved, the alienation between the low income and high income residents has been eliminated, and petty crime has been reduced.

(iv) *Private Water Supply Network in Kampala, Uganda* by Joshua and Winnie Kalebu

Kalebu Limited is a private company whose core business is the development and management of community water supply in underserved areas. A poem by Mrs. Winnie Kalebu highlighted the issues in water supply to the poor (see Box 6). The Kalebu water supply portfolio includes automated community taps (cycontrol), yard taps, house connections and bulk supplies. House connections and cycontrol and account for 55% and 30% of their sales, respectively.

Box 6: Voice of the Poor- Water for my Child

What does the voice of the poor call out for? It is saying to you and me:

"Give me clean water so that my child does not die of dysentery, choiera, and other diseases.

"Bring it close enough so that my child can collect it without crossing the highway where many have been killed by fast-moving cars.

"Bring it close enough so that my child does not go to over-crowded springs where all sorts of evil activity takes place.

"Bring it close enough that my child does not get raped along the way.

"Give me the water at a reasonable cost so that I can save something to feed my family."

Composed and presented by Winnie Kalebu

(v) *Private Cesspit Emptying Services in Dar es Salaam -Tanzania* by Bill Wandera

Seventy percent of Dar es Salaam residents live in unplanned areas with 85% dependent on on-site facilities (pit latrines). This presentation showcases the impact of SSIPs in providing sanitation services where utilities have been unable to meet customer demands. Whereas the city's utility has a customer backlog of 3-6 weeks and empties only 3 pits a day, SSIPs have no consumer waiting list, have nil waiting time for service, and have helped reduce prices from US\$ 12.5 to US\$ 6.5 per trip.

Working Groups Summary on Service Delivery Arrangements

Public Water Standposts - Effective management of public water standposts can be achieved through involvement of the municipalities; contractual agreements with water utilities; appointment of the management by the community; and, agreement on the tariffs by the community and the utility. Although sale of water from households is illegal, the practice is widespread in many low income neighbourhoods. Such selling points should be regulated to ensure the water quality meets the established standards and that there is no overpricing.

Secondary Service Providers - There are a number of ways in which secondary providers can be managed: by the service providers themselves; by the primary provider (usually the utility); by establishing rules of Management Agreements; by the primary provider through contractual agreements; and by independent source providers (self management under regulation). Regulation of the secondary service providers can be done by a regulatory body, the public utility and market forces to ensure consistent and hygienic supply of water at affordable prices.

Public and Private Sanitation - Sanitation services in low income areas are not as well organized or as institutionalized as water. The group proposed that sanitation services be supported in three ways: (i) reviewing legislation to facilitate private participation; (ii) providing minimum infrastructure like tipping sites; and, (iii) encouraging private sector to participate in provision of toilets and transporting waste and sewage to tipping sites. Consensus in the group was that utilities also need to be responsible for the provision of sanitation because water supply leads to sewage.

Excreta Disposal - The group discussions focused on the general principles of good practice in excreta disposal and pit emptying in low income urban areas. The group observed that on-site sanitation is not planned in poor urban areas and therefore, in most cases, there are no plans for pit emptying or sludge disposal. In terms of management, the group agreed that SSIPs manage emptying pit latrines and other providers while the utilities were best suited for disposal and treatment. The utilities could provide treatment plant investment financing through specific taxes on water, land and housing. The role of the local authority would be to ensure a regulatory mechanism and provide for disposal of sludge.

3.3 Institutional Frameworks for Partnership and Collaboration

(i) Lusaka Water & Sewerage Company's Peri-urban Team - Zambia by Henry Mtine

The LWSC is a private company wholly owned by the Lusaka City Council charged with the responsibility of supplying water to all peri-urban areas of Lusaka. To achieve its objective, the LWSC has developed an institutional framework that incorporates and collaborates with other actors and stakeholders such as NGOs.

(ii) Monitoring and Enforcing Technical Standards in Malawi by Billy Banda

In order to supply water to low income areas economically, the Blantyre Water Board (BWB) changed its approach from supplying the resource through kiosks (which were uneconomical and usually vandalised) to providing the resource to the community only after assessing the feasibility in terms of demand, existing supply network, accessibility of the area and the pressure of water. Donors are usually approached to fund feasible projects and BWB supervises the works. Independent agents carry out checks to ensure compliance with specifications and standards.

(iii) Teshie Tanker Owners Association: Collaboration with Utility by Adjetey Mensah

Before the recognition of Teshie Tankers by the Ghanaian water utility, individual tanker water suppliers drew water illegally from the utility's hydrants, priced the water arbitrarily and were not answerable for the quality of water they distributed. Formal recognition of the role of these SSIPs by the utility began by the formation of a tanker's association. The association is run by a constitution and developed a code of conduct for its members with respect to hygiene and pricing. The utility then established water hydrant points for the water tankers to fetch water. Benefits of this initiative include price control and quality assurance.

Working Groups Summary: Institutional Frameworks for Partnerships and Collaboration

Water Utilities - Providing water to the urban poor requires a collaborative effort between utilities and private service providers. In order to ensure that such partnerships are successful, it was pointed out that utilities need to establish contractual relations; convince their own staff about job security even after such partnerships are formed; and, separate the functions of production and distribution.

Municipalities - To the question "what capacity do municipalities need to work better with other partners in delivering services to the urban poor?" the following remarks were made:

- Adequate financial resources. Municipalities should also be entitled to financial allocations from Central Government
- Expansion of revenue base
- Develop a business-like approach in their operations
- Better remuneration of employees
- Autonomy from undue government interference
- Cross-subsidies and other measures to provide services to the poor
- Higher priority for water and sanitation activities

NGOs and CBOs - Instead of absolute independence of NGOs and CBOs in peri-urban service provision, it was noted that autonomy is a more appropriate goal. Autonomy has the advantage of fostering ownership, accountability and freedom from government bureaucracy (where it exists). Disadvantages may exist where costs are higher or real autonomy is not practical. Tools needed include guidelines for legal and participatory formation of CBOs, curricula for NGO/CBO training, and guides for developing partnerships and networking relationships, with particular emphasis on exit strategies and dealing with challenges from politicians and opinion leaders.

SSIPs - The main objective of SSIPs was recognized as providing service at a profit. Members shared experiences of the barriers they had faced in getting recognition from government entities. They expressed the need for continual awareness efforts, a level playing field in financing input, project design, and implementation by the government and utilities. They expressed a need to form associations to address such concerns as training, lobbying, and licensing.

3.4 Hygiene Education and Awareness

(i) Durban Metro Sewage Disposal Education Program – by Teddy Gounden

In 1997, the Durban Metro Water Services (DMWS) launched an education and public information program on hygiene and sanitation (mainly sewerage) issues. The strategy involved an education campaign targeted at schools and communities. To ensure its sustainability, DMWS developed a curriculum guide for learners and educators, conducted roadshows and street theatre performances; set up an education awareness center and amended its sewage disposal bylaws to first world environmental standards. DMWS worked with a wide range of actors including industries, marketing firms, NGOs to implement the campaign. As a result of which, sewage blockages were reduced by one third over a 12-month period. The program received an excellence award in recognition of its impact in uplifting the quality of life of disadvantaged citizens.

Working Groups Summary on Hygiene Education and Awareness

Delivery of Hygiene Education - Group members preferred to address the question “who should participate in...” rather than “who is responsible for...” delivery of hygiene education. It was agreed that there is a range of actors responsible for the delivery of hygiene education, financing and cost recovery namely Ministries of Health, Education, Water, Local authorities, utilities, NGOs, CBOs, private sector. However, government should take a leading role and allocate a budget for hygiene education. It was noted that the various stakeholders have different interests or incentives for participation. While utilities’ focus is to increase customers and safe guard investment, public health sector mandate is not profit making but rather improved health. It is therefore critical that a network for all stakeholders involved to be formed in order to provide policy setting and guidelines for service delivery (hygiene education) and promoting learning and sharing of experiences.

3.5 Financing and Cost Recovery

(i) Financing of Water for the Urban Poor in Côte d’Ivoire by Nobila Traoré

SODECI, Côte d’Ivoire’s water utility has taken the following steps in order to provide water to the urban poor: (i) subsidized connections for planned areas; (ii) installed public vending machines; and, (iii) authorized vending from private connections in unplanned areas.

Working Groups Summary on Financing and Cost Recovery

Financing of Water and Sanitation Services

Although water should be priced economically, a number of options could ensure the delivery of the resource to the poor at affordable rates, namely: cross-tariffs, inter-consumer cross-tariff, government sponsorship, utility sponsorship and donor support. Barriers to increased financial support were identified as lack of recognition of unplanned residences; mismanagement of available resources; political interference and land tenure problems.

Cost Recovery and Billing

It was suggested that volumetric usage be reflected in bills so that consumers know what they are paying for. Tariffs should be progressive taking into consideration social issues. Such tariffs can consider operation and maintenance costs for the low tariff block which will be used by the low income groups and charge full cost recovery tariffs for higher income users.

4.0 THE WAY FORWARD: SHAPING THE TOOLKIT

4.1 Toolkit

By Mukami Kariuki, WUP/WSP-AF

The decision to develop a toolkit grew out of the WUP Kampala Planning Workshop held in November, 1997. The identified need was not for a prescriptive set of rules or guidelines, but rather, a diagnostic procedure plus tools—such as case studies, video clips on effective techniques in the field, sample contracts used in partnerships—that would enable users to make their own decisions about what will improve their operations. For each topic included, the toolkit could provide principles, experience, sample documents, training materials, and knowledge resources (contacts, publications). Box 7 summarizes what the toolkit is about.

The results of this workshop will provide input for a draft framework that will be circulated for comment. The draft may also include examples from other regions. In addition, WSP will be publishing a good practices report from which the toolkit can draw.

Box 7: The Toolkit in Brief

- **Objective:** The toolkit is a collection of tools and techniques that facilitate access to water and sanitation services by the urban poor.
- **Format:** Simple and easily accessible. Documents will be posted on the website and be available on CD and in printed form. Format will allow for quick and easy updating.
- **Target audience:** Providers of service (utilities as well as independent providers), local governments
- **Content:** Organized along five thematic areas: policy, legislation and regulatory framework; service delivery; customer outreach; institutional arrangements; financing, and, hygiene education.

Box 8: A Toolkit Example: CD on Upgrading Urban Communities—A Resource Framework by Paul Taylor

The toolkit on upgrading urban communities, available as a CD and also on the web offers a good example of how a toolkit can be structured and what it can include. The information is organized under five headings and presented as descriptive text, questions, images, a 10-slide show, and worksheets.

There are different levels of information under each of the headings. Topics at all levels can be accessed in whatever order the viewer wishes, with key words providing greater detail. The viewer determines in what order access the information. The website version of the toolkit is also participatory—the viewer can add an issue or tool to the toolkit when using the website.

The issues and tools section is presented in sections corresponding to the phases in project implementation: (a) getting started, (b) setting it up, (c) carrying it out, and (d) capturing experience. The content of each section is displayed in two pages or less, with issues and tools displayed across from each other in two parallel columns. Issues are expressed in the form of questions and provide options, tradeoffs and debates as aids in making decisions. Tools are presented as sample documents, worksheets, checklists, indicators, training materials, and detailed step-by-step examples. They provide practical procedures for carrying out and performing actions.

On completion of the workshop, the resource persons discussed the objective, content and format of the toolkit and prepared a workplan for its development:

The work-plan envisions a sample section of the toolkit being ready in time for an initial presentation to the Global Water Partnership meeting in Stockholm in August, 2000. A first draft would be ready for initial testing and presentation at the WUP Meeting of Utilities in Kampala, Uganda, as well as to potential donors, by December, 2000. Funds will be sought for testing the toolkit and for related activities (advocacy, dissemination, networking, technical assistance to utilities, and a capacity building pilot). The toolkit will be widely circulated for comments by April, 2001 and a first edition completed by June, 2001. A summary of the workplan schedule is presented in the table below.

Table 2: Toolkit Preparation Workplan

Toolkit Item	Due Date
1. Prepare sample section of toolkit	August, 2000
2. First draft	December, 2000
3. Circulation of draft for comment	April, 2001
4. Completion of first edition	June, 2001

In the meantime, studies of key aspects of SSIPs and a good practices report will also be completed, along with the development of specific training material for SSIPs. An African partner (to be identified) will host the website. It is expected that WSS and WBI will make extensive use of the toolkit. WBI will adapt the toolkit into training modules of the upcoming WSS core course.

4.2 Synthesis of Working Group on Toolkit and Capacity Building Proposals

By Sue Coates, Loughborough University (UK) and Lukman Salifu, WSP-ESA)

This is a consolidation of the toolkit and training recommendations of the working groups and the capacity building priorities of all participants who filled out cards on the first day.

The toolkit content recommendations are summarized in the matrix in Appendix C. The same ten content types recur across all recommendations and priorities, for the toolkit, capacity building, and also in the cards for participants' expectations of the workshop:

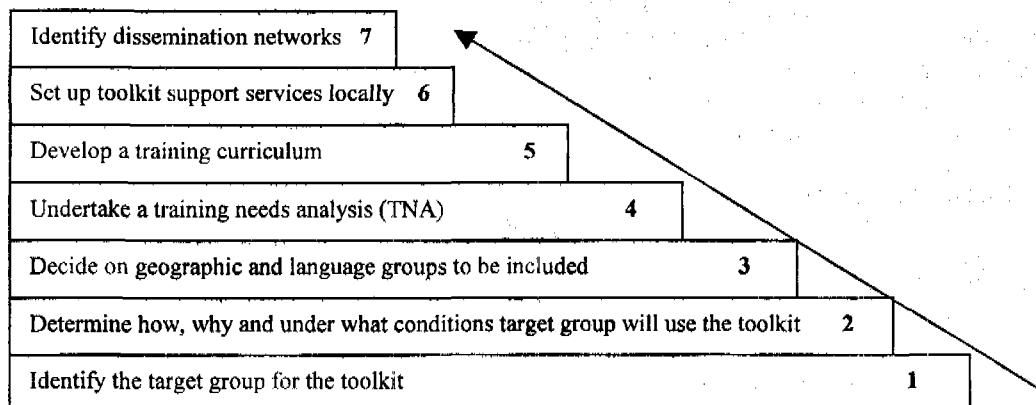
1. Directories of contacts & networks (resource people, appropriate technology, local and international)
2. Advocacy and dealing with challenges from politicians & opinion leaders
3. Participatory methods and Information, Education and Communication (IEC) tools
4. Financial management, pricing, costing, tariff setting, billing policies and procedures
5. Models of management contracts, licenses, partnership agreements, regulation
6. Laws and rights of provider, customers
7. Market research, commercialization, marketing approaches

8. How to work with customers, partners and communities
9. Standards and performance monitoring indicators
10. Codes of conduct

Training needs also specifically included gender equity and health and hygiene education skills for all stakeholders.

The next steps in the toolkit preparation process are outlined in Figure 2 below.

Figure 2: Toolkit Preparations: Next Steps



The plenary discussion raised a number of issues which are captured in box 9.

Box 9: Suggestions from Toolkit Plenary Session

Project Cycle Framework

- It would be a good idea to relate practices to the stages of project identification, preparation, appraisal, implementation and evaluation. That way you can make sure you don't leave any stones unturned. (Linus Materu, Dar es Salaam Water and Sewerage Authority)
- Project cycle framework is good for showing how things fall into place, but the World Bank's picture of the project cycle is different from that of the community. (Sue Coates, Loughborough University)

Ambiguities and tradeoffs

- Can the toolkit materials reflect some of the ambiguities and tradeoffs of experience? For example, CBOs are supposed to be autonomous, but should local councils not also be involved in their auditing? Also, which parts of the toolkit should be prepared first, and can the toolkit be disseminated before everything is in place? How can we avoid locking in material that goes out of date? (Darren Hedley, CARE International, Zambia)
- Despite regional differences, it would still be interesting to see and compare local costs and prices. For example, I would like to see comparative tables for sanitation SSIPs. (Vasilis Petrides, EU, Nairobi)
- Unit costs from the East Africa SSIP case studies are given in the summary WSP publication, *Small Service Providers Make a Big Difference in East Africa* (Lukman Salifu, WSP-ESA) and for East and West Africa sanitation SSIPs in the annex tables of the WSP publication, *Independent Water and Sanitation Providers in African Cities* (Suzanne Tesh, consultant).

Best practices

- Success stories are motivating but many so-called "best practices" are still under observation. The toolkit needs to incorporate some sort of disclaimer so that people do not believe that best practices always work. (Bernard Collignon, HydroConseil, France)
- The success of best practices depends to some extent on the context in which they are developed. So the toolkit needs to include information about this context where necessary. (Lucien Angbo, WSP-WCA, Côte d'Ivoire)
- Sometimes the best lessons come, not only from best practices, but best examples of failure. When you have seven failures and then one success, the whole story is more important. (Apollo Njonjo, Business & Economics Research, Kenya)
- Best practices can also end up being advertisements for a specific agency. Is there a way to present them in generic form? They need to include indicators and definitions of what constitutes best practice, anyway. (Marc Vezina, IRC International Water and Sanitation Centre, the Netherlands)

Ownership and process

- The topics seem wide-ranging and diverse. How can the toolkit preparation process ensure ownership of the material? (Meera Mehta, World Bank, India)
- We will need to make hard decisions in the early stages of toolkit preparation and start with a limited scope. If some people are willing to be champions through the first round of toolkit material preparation for certain topics, this could be a criterion for selecting which topics will be done first. The topics with champions could be those with the best chance of succeeding on the first round. (Barbara Evans, WSP-SA)

4.3 Capacity Building of Service Providers

A second meeting to review recommendations made during the workshop concerning capacity building for utilities was held with representatives of key training institutions in the region (TREND-Ghana and NETWAS-Kenya, the University of Kumasi, Ghana, and the University of Malawi), plus representatives of the Water Engineering Development Centre-University of Loughborough, UK, and the IRC International Water and Sanitation Centre of the Netherlands. The meeting concluded that rather than carry out an extensive needs assessment, the WUP team should work with a few willing utilities to put together a package of specific reforms that would enable utilities to implement a more effective response to low-income consumers. The package could build on the Lusaka Water Companies Peri-Urban Unit, for example. Terms of reference are being drawn up for this task and initial consultations with selected utilities will begin immediately. A capacity building pilot will be carried out as one of the toolkit-related activities for which funding will be sought early in 2001.

An in depth assessment of capacity building needs in one utility to enabling learning by doing. Lessons learned from a capacity building exercise in one utility will be made available for use by other utilities.

4.4 Workshop Series

A workshop series *on Improving Service Delivery to Low Income Communities* to allow participants to meet on a periodic basis to continue sharing experience and understanding of the issues.

5.0 KIBERA FIELD TRIP

About 40 participants spent the morning of the last day of the workshop on a tour of the Kibera informal settlement, home to a fifth of Nairobi's population (about 500,000 people).

The group set out to assess:

- The appropriateness of the proposed new arrangements for water distribution (NCC sells to village associations who sell to kiosk owners through a pre-payment metering system)
- The degree of consumer involvement in choosing the water distribution arrangement
- The likelihood of technical problems arising during reconnection to the new system and replacement of old meters
- The feasibility of the pre-payment system
- The benefits expected by the community from the change

The group was divided into two and visited different villages within Kibera.

Participants made several stops to talk to water vendors and ask questions about variations in supply and price of water. Prices can range from a few shillings for a 20-liter jerry can up to more than 10 shillings when water is scarce. On sanitation issues, the group saw several abandoned public toilets, now used as bins and refuse and litter strewn everywhere.

The group also visited the existing and new replacement water lines being laid under the water distribution infilling component. Engineer John M. Kamwai, the Supervising Engineer of the Kibera Water Distribution Infilling Component of the Third Nairobi Water Supply project explained the unusual aspect of this work: In addition to consulting with the community, the engineers have given the decision-making power to the community. So, for example, instead of improving existing drainage ditches first as they would normally have done before replacing water lines, the engineers started with the water lines because that was the community's priority. They hope to widen the existing drainage channels as soon as the water lines are completed. In Kibera, drainage is not a major problem because there is considerable slope.

Working closely with the community added about six months to the implementation time for this component, which will replace about 21 km of water lines. A new mapping of the area was required, carried out by GTZ. It took about two days per village to walk through the path that the new water pipes would follow and agree with village representatives on the exact placement, or about a month to cover all nine villages. Meetings were held with CBOs to choose village representatives.

The work progresses at a pace of about 14-21m per day. The work crew excavate to a depth of 3" using manual and small motor-driven excavators, lay and connect the pipe and backfill on the same day because the lanes are too narrow to leave trenches open overnight. This means that the joints will need to be re-exposed when the lines are tested in order to inspect for leaks.

The group made two observations: (i) the existing meters were virtually impossible to read, as they are hard to reach and covered with grime. When meters are replaced, they will need to be situated and housed in such a way that they can be easily read and not easily tampered with (ii) The Nubian community leader expressed his difficulty in contacting the project team members and the desirability of more regular contact.

6.0 WORKSHOP EVALUATION AND CLOSING

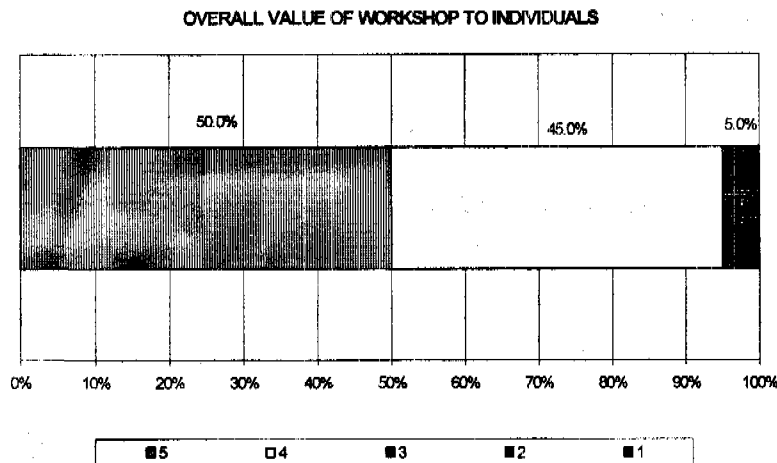
6.1 Evaluation Summary

The following are the results from the analysis of the workshop evaluation forms distributed at the WUP#5/SSIP Workshop held in Nairobi, Kenya on 19-22 June, 2000.

The results were compiled from 41 questionnaire responses which represent 60% of the targeted participants. (Out of the 80 participants who attended the workshop, 12 were organizers and did not therefore, fill in the questionnaire).

Overall, individual impression of the workshop was favorable with most participants rating the workshop as very interesting (73%), well organized (56%), fairly relaxed (64%), at just the right pace (61%) and at a comfortable level of ease (77%).

As is demonstrated below, 95% of the participants valued highly the workshop by giving it a rating of 5 (50%) or 4 (45%).

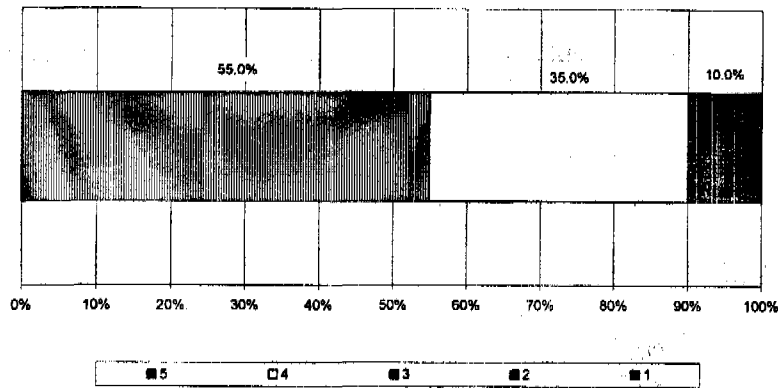


Reasons for this high rating included:

1. The opportunity it provided for learning and sharing experiences
2. Networking with colleagues in fields of interest
3. Relevance of content to the participants' current area of work

Not only was the workshop of value at the present time but 90% of the participants were of the opinion that even in future, the workshop will be a useful reference.

WORKSHOP'S USEFULNESS FOR FUTURE REFERENCE



What did the participants like the most about the workshop?

Three aspects of the workshop were outstanding:

1. The atmosphere and participants mix which received comments such as:
"The camaraderie and sharing of experiences from both Anglo and Francophone countries."
"Range of country as well as sector representation; translation - excellent."
"The mix of participants. Good balance between presentations ("listen") and group work ("discuss")"
2. The group-work got comments like:
"Open discussions on the different subjects - group work."
"The open discussions and participation of the participants which is a result of very good organization."
"The group discussions"
"Group discussions and prior arrangement in the form of questions to facilitate the group discussion."
3. Case Studies and Presentations, with comments such as:
"Case studies but at least one should have come from Kenya."
"The various case studies brought a whole range of innovative ideas and methods being used to improve WSS delivery."
"Field presentations from the various countries."

The views expressed on the program content attest to the relevance and coherence of the program in addressing the issues facing water and sanitation issues on the continent.

What did the participants like least about this workshop?

A significant proportion (48%) of the participants had nothing to dislike about the workshop but the remainder (52%), had varied dislikes that revolved mainly around time allocation and workshop organization. These ranged from need of more time for discussion after presentations, to lack of time for leisure, to flaws in workshop organization and translation limitations.

In terms of follow up after the workshop, the participants proposed issues dealing with capacity building, WSS projects, follow up meetings, advocacy and information dissemination, toolkit, and reforms in the institutional, legal and regulatory frameworks.

6.2 Key Conclusions and Recommendations

By Dennis Mwanza, WUP Managing Director

The highlights of the workshop are summarized as follows:

Policy: The most important feature of the policy framework is to level the playing field and introduce necessary incentives for sustainable services delivery particularly for the poor and suppress entry barriers.

Legislation and Regulatory Framework: Legislation should pay attention to services to low income areas, roles and responsibilities of actors, ownership of assets; and, lifeline provisions for the poor. Legislation should also prevent monopolies as well as remove conditions conducive to the formation of cartels among service providers.

Service Delivery: Customer demand for service from a menu of options and service providers should guide sector investments and operations. Appropriate contractual arrangements and licensing of service providers should help regulate service provision.

Institutional Arrangements: Formal institutional linkages and relationships between service providers (utilities, CBOs and SSIPs), and local governments or municipalities need to be developed. These should be structured on the basis of comparative advantage and the strength of each actor.

Financing: Internally generated revenue in service provision (public or private) constitutes the only sure guarantee for sustainable service delivery. All investments whether loans or grants should meet the sustainability criteria. A financially healthy water and sanitation service market is the surest guarantee for services to the poor but targeted strategies will also be needed: densification of the network in low-income communities, social connection, lifeline tariff within a regime of long term marginal cost of water, appropriate cross-subsidization, private and public financing targeted to the poor, and billing systems and cost recovery strategies designed to fit the cash flow pattern and household affordability constraints.

Hygiene Education: Hygiene education is an essential component of water and sanitation services. Institutionalization of hygiene education within overall customer care program of service providers should be a targeted objective. Hygiene practices and quality target should be incorporated into contractual documents and incentives should be introduced to achieve this goal.

6.3 Closing remarks

by the Honorable MP from Ghana, Franklin Aheto

This was an exciting and excellent performance in an ambient and modern setting. The comments flowed freely, the presentations mean that we from Ghana will go home with a well-informed opinion. We have learned a lot and you will be hearing from us. We were impressed by the work accomplished in the working groups and by the summaries the group rapporteurs gave us.

Before returning home, we will be engaging the Kenyan politicians and sharing our ideas with them. There is a need to involve policy makers, both within government ministries and local councils and in parliament, including committee members dealing with water and sanitation. Parliamentarians speak a common language regarding water.

Part III

Annexes

ANNEXES

Annex A: LIST OF PARTICIPANTS

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Annex B: WORKSHOP AGENDA

DAY 1 - JUNE 19, 2000

INTRODUCTION

08.30 Registration

09.00 Opening Ceremony

Presided over by the Permanent Secretary in the Ministry of Environment and Natural Resources Dr. Mohamed Isahakia on behalf of the Minister, Honorable Kipng'eno arap Ng'eny

10.00 TEA BREAK

10.30 Workshop Agenda, Objectives, Process, Approach, Expectations

11.00 WUP 5 – Setting the context

Background to the Water Utility Partnership Project No. 5 and the study on Small Scale Independent Providers

11.15 Overview of Water Utility Partnership Project No. 5 – Findings from Case Studies in 9 countries

11.45 Overview of Small Scale Independent Providers Study - Findings from 10 African Countries/Video

12.30 Discussions, Q&A session

13.00 LUNCH BREAK

Theme: Policy, Legislative, Regulatory Frameworks for Service Delivery

14.00 Presentations

- ◆ **Policies and Strategies for the Underserved, Ghana**, by Hon Frank Ahetto
- ◆ **The Role of Legislation in Improving Service Delivery, Zambia**, by Oswald Chanda
- ◆ **Regulation of Water Tanker Services in Teshie, Ghana** by George Acolor

15.00 Introduction to Group Work/Group Work

16.30 Plenary

DAY 2 - JUNE 20, 2000

Theme: Service Delivery Arrangements

08.30 Presentations (A sample of Alternative Service Providers)

- ◆ **Coin vending water points in Cote d'Ivoire**, Patrice I. Any
- ◆ **Private management of public conveniences, Kano Nigeria** Sirajo A. Garko
- ◆ **Christian Village Community Network in Accra, Ghana**, Kwasi Adu-Ntiamoah
- ◆ **Private water supply networks, in Kampala, Uganda**, Joshua Kalebu
- ◆ **Private Delivery of Cesspit emptying Services, Dar es salaam, Tanzania**, Bill Wandera

10.00 TEA

10.30 Introduction to Group Work/Groupwork

12.00 Plenary

13.00 LUNCH

Theme: Institutional Frameworks for Partnerships/Collaboration

14.00 Presentations

This session will focus on how utilities are working with other service providers to delivery services to low income urban areas. It will look at whether utilities have any special policies/units, types of contractual/licensing arrangements, partnerships/agreements, regulation, technical support/backstopping to partners.

- ◆ **Lusaka Water Supply Company Periurban unit/policy, Zambia** - - Henry Mtine
- ◆ **Malawi - Monitoring and enforcing technical standards, Malawi**, Billy Kampinda Banda
- ◆ **The Role of Associations in Building Institutional Linkages (10 min)**

Comments from Chairman, Teshie Tanker Association and Chairman, Cote d'Ivoire Water Vendors Association

15.00 Introduction to Group work/Groupwork

16.30 Plenary

DAY 3 - JUNE 21, 2000

Theme: Hygiene Education/Awareness Financing and Cost Recovery

09.00 Presentations

Track I - Hygiene education/awareness raising and the role of the utility and/or other partners in carrying out this activity

- ◆ **Durban Water and Wastewater's Hygiene Education Programme, South Africa, - Teddy Gounden**

Track II - Financing/Cost recovery - mechanisms for ensuring that low income households have access to services – e.g. subsidies, water taxes/funds, payment mechanisms (pre-payment)

- ◆ **Financing of Water Supply Services for the Poor, Cote d'Ivoire, – Nobila Traore**

09.30 TEA BREAK

10.00 Introduction to Group work/Groupwork

11.30 Plenary

13.0 LUNCH BREAK

Theme: The Way Forward – Shaping The Toolkit/WUP Phase IV

14.00 Introduction to the toolkit for improving water and sanitation services for the urban poor

15.00 Introduction to Group work/Group work

16.30 Plenary

17.30 Closing Ceremony

18.00 RECEPTION

DAY 4 – JUNE 22, 2000

Field Trip

08.30 Overview of Field Trip

09.00 Depart for Field Trip

11.30 Discussion and Feedback

13.30 LUNCH BREAK

NOTE: A planning meeting for Resource Persons for the Toolkit will be held parallel to the Field Trip.

Annex D:

Matrix: Working Group Recommendations For Toolkit Content By Target Audience

Target Audiences	Topics	Policy, Legislation & Regulatory Frameworks	Service Delivery	Partnership Arrangements	Health & Hygiene Education	Financing & Cost Recovery
SSIPs		<ul style="list-style-type: none"> -Advocacy -Law and rights of provider and customers -Industry standards -Codes of conduct -Investment protection -Service and delivery options 	<ul style="list-style-type: none"> -Models of management contracts and licenses -Financial management -Monitoring of service delivery -Performance monitoring indicators -Operational models -Regulatory models 	<ul style="list-style-type: none"> -IEC tools -participation in high-profile committees -Accessing commercial credits through guarantee funds -Project design to include SSIPs -Abstraction rights -Bylaws for CB providers -International networking 	<ul style="list-style-type: none"> -Participatory education tools (PHAST, SARAR) -Information on resource people & networks -Guidelines for implementation & financing -Best practices -Assessing potential -School programmes & model curricula -Performance indicators 	<ul style="list-style-type: none"> -WTP/ATP -Contact information for appropriate technology equipment and supplies -Commercialization & marketing approaches -Pricing & costing procedures -Billing to reflect use
Legislators		<ul style="list-style-type: none"> -Advocacy -Models of good practice 		<ul style="list-style-type: none"> -Institutional reform models 	<ul style="list-style-type: none"> -Awareness and advocacy 	<ul style="list-style-type: none"> -Awareness and sensitization for political leaders to service for poor
Utilities		<ul style="list-style-type: none"> -Advocacy -Law and rights of provider and customers -Industry standards -Codes of conduct -Investment protection -Service & delivery options 	<ul style="list-style-type: none"> -Models of management contracts & licenses -Financial management -Monitoring of service delivery -Performance monitoring indicators -Operational models -Regulatory models -Demand-driven and process approaches -Strategic planning & marketing 	<ul style="list-style-type: none"> -Working with informal operators -Market research & marketing -Approaches in working with communities -Community-based project development -Specialized working teams for low-income customers & communities 	<ul style="list-style-type: none"> -Participatory education tools (PHAST, SARAR) -Information on resource people & networks -Guidelines for implementation & financing -Best practices -Assessing potential -School programmes & model curricula -Performance indicators 	<ul style="list-style-type: none"> -Domestic lending & borrowing systems for infra-structure development -How to engage low-income communities in micro-financing -Price-setting, tariff & billing policies -Cap investment planning -Contact options -Conducting WTP/ ATP & social surveys -Organizational structures & staffing plans for working with low-income clients -Community-based education -Performance indicators -Appropriate technology options -Directory of contacts & networks -Commercialization & marketing
Regulators		<ul style="list-style-type: none"> -Codes of conduct, including incentives & sanctions -Customer charters -Model contracts & licenses -Industry standards 	<ul style="list-style-type: none"> -Legal framework -Model contracts -Model guidelines -Arbitration mechanisms -Performance standards 		<ul style="list-style-type: none"> -Awareness & advocacy 	<ul style="list-style-type: none"> -Calculating prices (unit costs)
CBOs & Communities		<ul style="list-style-type: none"> -Advocacy -Consumer laws & rights -Consumer charter 	<ul style="list-style-type: none"> -Operation & maintenance -Financial management & accountability -Community mobilization, volunteer vs. staff roles 	<ul style="list-style-type: none"> -How to develop partnerships -Mechanisms for collaboration -Examples of good practice -Dealing with challenges from politicians & opinion leaders 	<ul style="list-style-type: none"> -Localized tools: Audio-visual materials and how to use (posters, media, theatre) - Program guidelines 	<ul style="list-style-type: none"> -Cost of water, responsibilities; ATP/WTP -Micro-financing

Topics Target Audiences	Policy, Legislation & Regulatory Frameworks	Service Delivery	Partnership Arrangements	Health & Hygiene Education	Financing & Cost Recovery
		<ul style="list-style-type: none"> -Committee & association management skills -Community contracting -Hygiene education (PHAST & Social marketing) -Knowledge of options 	<ul style="list-style-type: none"> -Exit strategies -IEC tools -Gender equity -Models of constitution registration & recognition 		
NGOs	<ul style="list-style-type: none"> -Advocacy -Consumer laws & rights 	<ul style="list-style-type: none"> -Partnership agreements -Management training -Financial management -Participatory methods & IEC -Community contributions relationships with other stakeholders -Community management strategies 	<ul style="list-style-type: none"> -How to develop partnerships -Mechanisms for collaboration -Examples of good practice for auditing -Exit strategies -IEC tools -Gender equity -Models of constitution -Registration and recognition -Coordination of activities 	<ul style="list-style-type: none"> -Participatory education tools (PHAST, SARAR) -Information on resource people & networks -Guidelines for implementation & financing -Best practices -Assessing potential -School programmes & model curricula -Performance indicators 	<ul style="list-style-type: none"> -Directory of contacts & networks
Local Governments + Municipalities	<ul style="list-style-type: none"> -Advocacy -Consumer laws & rights -Local government development funds from central government -Administrative & financial reform 	<ul style="list-style-type: none"> -Planning models -Bylaws for regulation -Monitoring indicators -Working with informal operators & SSIPs -Participatory methods & IEC tools -Community management strategies -Communication & marketing strategies -Code of conduct 	<ul style="list-style-type: none"> -How to develop partnerships -Mechanisms for collaboration -Examples of good practice -IEC tools -Decentralization 	<ul style="list-style-type: none"> -Participatory education tools (PHAST, SARAR) -Information on resource people & networks -Guidelines for implementation & financing -Best practices -Assessing potential -School programmes & model curricula -Performance indicators 	<ul style="list-style-type: none"> -Calculating unit costs -Directory of contacts & networks -Urban planners: network expansion

IEC: Information, Education, Communication

WTP/ATP: Willingness To Pay/ Ability To Pay

PHAST: Participatory Hygiene And Sanitation Transformation

SARAR: Self-esteem, Associative strength, Resourcefulness, Action planning and Responsibility