

71
WHO 84

THE INTERNATIONAL DRINKING WATER SUPPLY
AND SANITATION DECADE
WHO/BMZ EUROPEAN DONOR CONSULTATION

Königswinter/Rhein
16 - 18 October 1984
organized by **cdg** Carl Duisberg Gesellschaft e.V., Berlin



REPORT BY THE SECRETARIAT



REFERENCE
ONLY

BONN/GENEVA FEBRUARY 1985

71WHO84-
427



World Health Organization

THE INTERNATIONAL DRINKING WATER SUPPLY AND SANITATION DECADE

WHO/BMZ EUROPEAN DONOR CONSULTATION

Königswinter/Rhein
16 - 18 October 1984
organized by **cdg** Carl Duisberg Gesellschaft e.V., Berlin



BMZ

REPORT BY THE SECRETARIAT

1984
 17 OCT 1984
 71 WHO 84
 4127
 17



1981-1990

BONN/GENEVA FEBRUARY 1985

This Report has been prepared by Peter Lieser and Ronald Faust in cooperation with Ingvar Åhman (WHO), Werner Knipschild (BMZ) and Peter Lowes (UNDP/WHO), chairman of the meetings' final session. Each bilateral and multilateral statement has been reviewed by its presenter and all comments by participants on the conclusions have been included in the final report completed by the secretariat.

Bonn/Geneva, February 1985

TABLE OF CONTENTS

<u>I. INTRODUCTION: Overview of the Königswinter Meeting</u>	<u>1</u>
<u>II. SUMMARY OF THE MEETING</u>	<u>3</u>
1. Opening Remarks	3
2. Presentations of Sector Policy	5
2.1 Bilateral Donors	5
2.2 Multilateral Agencies	18
3. Thematic Discussion	26
3.1 Thematic Contributions	26
- Problems in Implementing Sector Strategies	26
- Necessity + Acceptability of Low Cost Technology	30
- Human Resources Development	33
- Maximizing Health Benefits	35
3.2 Working Groups	37
- Economic and Financial Aspects of Operation and Maintenance	37
- Necessity + Acceptability of Low Cost Technology	42
- Structure, Management and Staff Performance Problems of Partner Institutions	45
- Maximizing Socio-economic and Health Benefits	47
4. Conclusions of the Meeting	49
4.1 Final Discussion	49
4.2 General Points of Agreement	50
4.3 Specific Points of Agreement	53
4.4 Preparations for the OECD-DAC Meeting	58
4.5 OECD-DAC Meeting May 1985 - Agenda Suggestions	59
<u>III. ANNEX</u>	<u>60</u>
1. Annotated Agenda	60
2. List of Participants	64
3. List of Documents	72
4. Final Words	74

I. INTRODUCTION: Overview of the Königswinter Meeting

The Consultation provided a special opportunity for an open, informal and technical dialogue on experiences - from external support to drinking water supply and sanitation programmes - and on what measures ought to be taken to increase coordination and improve the performance of development assistance. This was the first meeting since the launching 1980 of the International Drinking Water Supply and Sanitation Decade (IDWSSD) 1981-1990 where a majority of bilateral donors and some multilateral development organizations exchanged sector related experience and in the process provided each other with guidance for the future.

All representatives of bilateral donor agencies restated the commitment of their agencies to the IDWSSD effort and their interest in finding ways and means to optimize their assistance to developing countries. A high degree of consensus on general Decade Approaches was shown in presentations (1) by all participants. These reflected an agreement on the principles and recommended sector strategies which emerged from the Mar del Plata Conference in 1977 and which were adopted at the beginning of the Decade as the so-called Decade Approaches. These principles and strategies include:

- (i) complementarity in developing water supply and sanitation;
- (ii) strategies giving precedence to underserved rural and urban populations;
- (iii) programmes promoting self-reliant, self-sustaining action;
- (iv) socially relevant systems that people can afford;
- (v) community involvement at all stages of project implementation;
- (vi) association of water supply and sanitation with relevant programmes in other sectors, particularly with primary health care, concentrating e.g. on health education, human resources development and the strengthening of institutional performance.

(1) Complete texts corresponding to all presentations made by participants and the reports of the working groups are available on request from: BMZ - Bonn; CDG - Berlin; WHO - Geneva.

There was a consensus on the need to improve coordination among agencies at global and country level. Ways and mechanisms to accomplish these objectives were discussed and it was recommended that several countries should be chosen to initiate on a pilot basis the improvement of country related exchange of information and coordination. It was also recognized that UN agencies can play an important role in this regard and that the role of UNDP Resident Representatives as focal points for the IDWSSD at country level should be improved and supported by all.

In some cases new policies for the agencies' water supply and sanitation operations were presented in the form of agency strategies for their work towards Decade objectives. There was a recommendation on the usefulness of agencies to work out strategies to support the direction of the work in the sector during the Decade.

Given the basic priority of meeting water and hygiene needs, donor agencies and international funding organizations generally agreed to support Decade Approaches as a means of improving in the water, sanitation and health situation in developing countries. This was regarded as being of particular significance at the present time because of a shortage of funds and time to reach Decade goals.

These conclusions will be considered by each of the participating agencies in preparation for the OECD-DAC meeting on the IDWSSD due to take place in Paris on 13-14 May 1985, and in preparation for the UN Mid-Decade Review in late 1985. This meeting will thus provide an opportunity to formalize the conclusions reached among different donor agencies.

II. SUMMARY OF THE MEETING

1. Opening Remarks (1)

Opening addresses to the meeting were given by:

- Dr. Herbert Theierl, head of the Infrastructure Section of the German Federal Ministry for Economic Cooperation (BMZ), who, in welcoming the 27 participants - almost all of those invited - from 10 European and 2 North American Donor nations and 12 members of 6 multilateral agencies involved in the Decade programme, pointed out the common goal of the meeting: the improvement of the implementation of the Decade's targets and policies;

- Dr. Bernd Dieterich, Director of the WHO-Division of Environmental Health, mentioned the fruitful cooperation with the BMZ in preparing this "first" donor meeting in the context of the Decade, and mentioned as well the drawbacks in undertaking discussions for the benefit of developing countries without their representatives being present. However, this meeting should be seen as a preparatory step for such a dialogue later in 1985.

- Dr. Volkmar Köhler, Parliamentary Secretary of State in the BMZ, reflected on the idea of the meeting as an useful exchange of views and information one year before the official UN "Decade review meeting", and mentioned the completion of an important phase ('Nr. V') of the WHO/BMZ Cooperative Programme; discussed also the new BMZ Sector Strategy Paper, focusing on natural resources, financial resources, acceptability of basic water supply and sanitation projects and the increasing need for local financing, with the aim of reaching at least most of the Decades goals with only a third of necessary funds (500-600 billion US \$) for the improvement of the drinking water supply and sanitary conditions for almost 2.000 million (2 billion) people in developing countries.

(1) For all names, functions and organizations see: List of participants.

An introduction to the meeting was given by Mr. Ingvar Åhman of WHO, who summarized the proposed questions of the meeting as follows:

- What have the experiences, bottlenecks and obstacles been during the first years of the Decade?
- Which improvements should follow the observed changes during the first third of the Decade?
- How to improve the coordination among Donor Nations?
- What support could be given by the international organizations?

2. Presentations of Sector Policy

2.1 Bilateral Donors



D Mr. Werner Knipschild, reporting for BMZ, started his presentation with an outline of the organizational structure of the Federal German development assistance programme.

Mentioned as impacts of the Decade were the following:

- the increase of interest in broadening the extent of cooperation in this sector, recognized in developing countries as well as in his own organization and in the executing organizations;
- the increase in the share of sector projects of all German bilateral aid from 2.7 % to 4.5 % within about three and a half Decade years (in total 900 million DM in this period);
- the awareness of the urgency of implementing "adequate" Decade projects or programme in cooperation with all other donor nations involved, as well as with international organizations and recipient countries.

Explained some aspects of the new sector strategy paper that has been worked out over the past few years by various German institutions and experts within this sector. Given the shortage of available money, and learning from a number of experiences and studies, the new strategy requires of new supply and rehabilitation projects in urban and rural areas the following:

- the protection of natural resources;
- the integration of water, sanitation and health components;
- the intensified use of - generally lower - situation adapted technologies and technical standards;
- the inclusion of operation and maintenance as part of institutional performance;
- recognition of the cost recovery principle (progressive tariffs);

- recognition of the need for community participation and hygiene education.

Pointed out the urgent necessity for all donors to find coordinated ways and means of convincing the recipients to accept these appropriate strategies in order to avoid the establishment of "Development Ruins" and the Decade's ending in a disaster.

Invited the World Bank to support the bilateral agencies in taking a leading role in implementing the ideas they themselves have developed during the past few years.



MINISTRE DES AFFAIRES ETRANGERES.
DU COMMERCE EXTERIEUR ET DE LA
COOPERATION AU DEVELOPPEMENT
A.G.C.D.

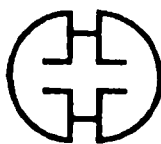
B Dr. Jean Burke, reporting for Administration Generale de La Cooperation au Developpement (AGCD), described the three main channels of Belgian aid: multilateral, bilateral and co-financing support.

Noted that since 1982 there has been an increase in the expenditures for water supply projects (and others), with the focus on co-financing with the World Bank (agreement signed in 1982).

Noted further the creation of a "Cooperation Fund" in 1982 and also a "Fund for Survival" to provide aid to ensure survival of people suffering from hunger and malnutrition in LDC's. Pointed out that priority is given to drinking water (and crop irrigation) as an essential factor in reducing disease and mortality.

Reported that at present there is some stagnation due to internal reorganization in the water supply and sanitation sector.

Remarked that there are 73 ongoing projects in 30 countries, mainly providing water supply, well drilling, maintenance, reservoirs and manpower. Most of these are in Africa. All these 54 are cofinanced and implemented by NGO's.



CH Mr. Armon Hartman reported for Swiss Development Cooperation (SDC). Noted that an amount of about SFr. 25 million was spent in 1983 for activities related to the Decade, almost all being spent on rural water supplies (10 % being spent for urban water supply projects).

Pointed out that there are very few activities in urban and rural sanitation, but plans exist to include sanitation and health aspects in future programmes.

Reported on a special technical service (to augment the operational sections) formed in 1982 to provide technical advice, to control and monitor sector activities, and to exchange information at the national and sector policies.

Noted that detailed sector evaluations since 1982, and field questionnaires in 1982, show priorities given by the field staff to the issues of community participation, maintenance of systems and training.

Remarked that in 1984 guidelines were formulated for the preparation, execution and evaluation of village water supply projects, these being used as a basis for a sector paper on water and sanitation that corresponds almost exactly to the BMZ sector strategy paper.

Stated that his main interest in the following discussions would be: the recognition of institutional aspects as key to ensuring a proper continuation of construction and maintenance programmes.

Danida

DK Mr. Erik Jensen reported for the Danish International Development Agency (DANIDA) on Danish bilateral assistance, in which about 15 % for 1984 and 1985 is channeled into the water sector in 20 countries, mainly for rural water supply.

Noted that there has been a doubling of aid for water supplies since the beginning of the Decade as a result of long term master planning and implementation of water programmes, and because of increased requests by receiver countries.

Pointed out that there is strong competition among Ministries in the recipient countries between so-called "productive investments in agriculture and social projects", which include water projects. So whether the 15 % for the water sector will remain constant beyond 1985 is still to be seen.

Reported on some fruitful experiments with community participation since 1980 which have led to agreements between Water Ministries and Project Villages that the operation and maintenance of new or rehabilitated supply systems should be a village responsibility.

Noted that there has been some good response to low cost technology schemes.

Remarked that DANIDA has limited experience in sanitation, since the latter involves mostly local costs and therefore is unsuitable for tied Danish assistance. But noted that the importance of sanitation is underlined by some ongoing pilot rural sanitation projects.

RÉPUBLIQUE FRANÇAISE
MINISTÈRE DES RELATIONS EXTÉRIEURES

COOPÉRATION ET DÉVELOPPEMENT

Direction des Projets de Développement

- F Mr. Nicolas Samuel noted some of France's main strategies (described in a special paper) for contributing to the Decade. These include:
- Participation of the recipient population given highest priority when determining local needs and local techniques.
 - Participation of community and national institutions, contractors and local craftsmen in the implementation, operation and maintenance of projects.
 - Participation of both community and national institutions in cost recovery.
 - Rehabilitation and completion of existing systems through increased support for technical, institutional and educational programmes, in-

cluding resource protection programmes.

- Integration of water, sanitation and hygiene components in general development plans.

Pointed out that the French focus is on water supplies for rural areas (though there are some urban projects), with support to date given to some 2 million people in Africa leading to good results in the reduction of water indicated diseases.

Remarked that, for him, the two most important points are:

- control of project planning and implementation by consultants;
- the idea to "let people do it themselves".

Mr. Hugues Le Masson, of the French Caisse Centrale de la Coopération Économique (CCCE) noted the following points:

- The supply of water involves a cost which must be paid by the consumer, the tax payer or the international aid. It is CCCE's view that the main contribution must come from the consumer.
- It is not sufficient to agree on this principle: you have also to put it in operation. A water supply system, owned by the government or by a private company, must be managed as a business. This means that you must have meter readers, an organisation able to send the bills and collect the money, etc. For if you have no cash on hand you can't pay your suppliers, your personnel etc., and the system will not work.
- It is clear that in almost all the countries we help, and especially in Africa, these functions are not properly carried out due to a lack of people who are specialists in organisation and technical management.
- It is useless to make plans, and it is useless to give money, if you don't have people able to implement plans and use of money.
- The success of the Decade will depend on the priority given to the strengthening of the management capacity of the water supply systems. This requires people able to carry out such reorganization. CCCE thinks that the best way to do this is to organize "Jumelage" or "twinning" between European and African companies (e.g. Ivory Coast, Djibouti, Burkina Faso, Mauritius, Ruanda, etc.).
- An important condition for the success of a jumelage is to twin

organizations with the same background (French in French speaking countries, British in English speaking countries, etc.).

- It is better to provide loans with soft conditions than grants: loans train people to take responsibility for themselves and for the operating costs of the projects they implement.
- The lending agencies responsibilities, as the source of funds, include providing proper advice, refusing unrealistic projects and avoiding competition between themselves.



GB Mr. Mark Brian Grieveson presented the statement of the Overseas Development Administration (ODA).

Reported that there was a low response from developing countries to the Decade during 1981, 1982 and part of 1983 (no rapid Decade take-off) but noted that since last year there have been more requests in the water and sanitation sector than previously.

Remarked that the ODA's focus is on rural areas, without neglecting the urban population, and that this reflects the ODA philosophy of aid to the poorest people, among which are included many millions of very poor people in urban areas (with the rate of urban growth in Africa being, in fact, the highest in the world).

Recognized that the Decade is not only about low cost but also about the necessity to keep options open when designing and implementing systems, which includes recognizing that some solutions require high cost technology.

Pointed out the importance of concentrating on operations and maintenance and institutional performance rather than on technical functions alone.

Pointed out also the importance of getting a grip on dysfunctioning systems by means such as tariff structures and other revenue sources that would provide for safe long term operation and maintenance, while at the same time keeping costs as low as possible.

Described a "flexible approach" to the strengthening of the management

and institutions ("A Twinning Partnership"), and pointed out as well the importance of systems rehabilitation.

Expressed the need for further development of local technology, particularly in the fields of borehole construction and urban sanitation. He noted that community involvement is seen as an essential factor in the sector, one that must be dealt with, however, in a manner specific to each case; and noted in this connection some good results obtained with the training of women to become water supply system operators, and also that hygiene training programmes are being incorporated wherever possible in all water supply projects. Ended with a reference to a new water sector project appraisal manual, which is still in draft form.



Ministero degli Affari Esteri

DIPARTIMENTO
PER LA COOPERAZIONE ALLO SVILUPPO

- I Mr. Salvatore Ficara reported for the Italian Ministry of Foreign Affairs (Dipartimento Cooperazione allo Sviluppo), describing the proposed goal of Italy to double by the year 1990 its present aid, amounting roughly to 1.7 billion US dollars, which is in the form of two thirds bilateral and one third multilateral and emergency aid.
- Noted that priority is given to agriculture, health, infrastructure, training, energy and transportation, and that, while Dip.C.S. aid is directed mainly toward Sahel, other African countries and some Latin American countries are included as well.
- Remarked that Italy has entered the international donor community only quite recently and therefore it considers with attention the institutional and technical support of UN organizations.
- Reported in this connection that Italy is running rural water supply projects in 12 African countries in cooperation with UNICEF and WHO, while on the bilateral aid the Dipartimento is evaluating several water supply projects in the Sahel area.

Pointed out that Italy has not yet formulated a sector policy paper, and would like to profit from the strategies of other donors.

Noted that some strategic focal points - based on experience - would be: operation and maintenance, institutional performance and rehabilitation of systems.



N Mr. Jakob Storaas reported for Norwegian Agency for International Development (NORAD), noting that all Norwegian aid is in grant form (in 1984, \$ 600 million) and is concentrated in a few (the poorest) countries (5 in Africa, 4 in Asia).

Pointed out that high priority is given to water and sanitation sector by aid programme (7% of the entire budget), with the bulk of this going to rural areas.

Observed that the impact of Mar del Plata includes the following:

- an increase of for water and sanitation projects;
- the beginning of an international discussion within the sector,
- a heightened awareness of the complexity of the water and sanitation sector.

Reported that present (both new and rehabilitation) water projects in fact include:

- sanitation and health education, and local participation in planning, implementation and operation and maintenance;
- programmes training women in the use and distribution of water, and in hygiene education;
- institutional building and training in general.

Pointed to some examples where completely funded water projects failed due to inadequate operations and maintenance planning, which resulted in general plans being implemented without having detailed background information concerning local conditions thereby placing greater demands on local communities (available resources, capacities, possible level of participation) than they could bear.



NL Mr. Joep Blom presented for the Directorate General of International Co-operation (DGIS) some details of experience with domestic water activities undertaken by the Netherlands (there are about 120 projects of all sizes running at present).

Remarked that there was no special sector policy until 1984, when a general development policy was adapted placing emphasis on rural and industrial development.

As a result:

- water supply as a part of the basic infrastructure, is to receive great attention;
- projects for big cities are to be financed with their donors.

Noted that the organization of Dutch bilateral aid is very decentralized, being administered by country desks headed by programme officers who are not sector specialists and who therefore rely for the most part on external advisors.

Observed that a report of the Dutch review unit (Report and Recommendations on Domestic Water Activities undertaken by the Netherlands 1975 - 1980, No. 154/S-I, Ministry of Foreign Affairs, The Hague 1983) came to several important conclusions, among which are the following:

- there existed no strong sector policy or strategy;
- target groups in the designed projects (the poorest) were not the same as those in implemented projects (the better off);
- most project plans prepared by the proposing countries were accepted without knowledge of background conditions and possible bottlenecks;
- too high standards were applied, even if recipients couldn't afford them;
- there existed only limited ways of linking together water, sanitation and hygiene education.

Pointed out further in this connection that internal criticism of projects started as early as 1975 and continued through 1980, with improve-

ments beginning to be seen now. The first step in improving DGIS's performance was the organization of a sector management group, and at present DGIS is in the process of formulating a sector policy inspired both by its self criticism and by the new sector strategies of other donors. Ended with an account of some difficult examples, showing how operation and maintenance programmes depend heavily on national and local conditions if they are to succeed.



S Ms. Ervor Edman reported for the Swedish International Development Authority (SIDA), noting that SIDA has supported rural water supply programmes in developing countries since 1965. The total support to date amounts to some SEK 1,250 millions. The support is grant aid and solely provided for rural areas.

Observed that declining economic conditions proved the prevalent diesel powered techniques of the 70's to be inadequate and too costly for basic rural water supply services in many developing countries. Such experiences as well as the Decade approaches led to a reorientation of the SIDA-support policies for the 80's, the emphasis of which is placed on:

- community involvement, aiming at transferring the responsibilities from Government/donors to the beneficiaries of the services
- appropriate and affordable technical solutions
- improved sanitation and hygiene behaviour
- adapted/improved community administration
- functional support at national level (e.g. water resources management, sector policies, standardization, training and manpower policies etc.).

Noted further that the present Swedish assistance is concentrated in five regular RWS programme countries, namely Botswana, Ethiopia, India, Kenya and Tanzania. The total RWS support to these countries amounts to some SEK 110 - 115 millions a year. Since the beginning of the 80's, the SIDA-assistance has gradually been concentrated on "integrated area program-

mes", directed to some regions or districts of the regular programme countries. These "area programmes" form a basis for convergent and joint activities by the local water and health authorities, carried out within existing/adapted local organizations. At present such SIDA-supported area programmes are being developed in: the three Lake Regions (Lake Victoria) in Tanzania, the Eastern Province in Kenya, the Haraghe Region in Ethiopia and three districts of Rajasthan in India. In addition, SIDA is supporting certain nation-wide "functions" within the sector, mainly in the field of central training and administration.



CAN Mr. Walter Marshall spoke for the Canadian International Development Agency, noting that the bilateral aid for 32 programme countries (7 in Latin America, 17 in Africa and 8 in Asia), together with multilateral and special (NGO's) programmes would target 0.7 % of GNP for aid by 1990 (present level: 0.45 %). This aid is allocated and implemented in programme countries, and is concentrated on energy, agriculture and human resources development.

Pointed out that there is no explicit identification of a water and sanitation sector, the Decade rather being seen as a "developing countries' exercise" with the agency responding when requested. The result has been an increase in the number of projects since the outset of the Decade, but these generally have been smaller (though water and sanitation projects will apparently still remain in 4-5 % range of total budget aid over the next five years). The shift to smaller projects is seen as an indication that the Decade is finding a momentum in countries.

Noted that the focus of aid is on extensions of existing systems, covering both urban rural projects.

Underlined the importance of:

- regional efforts implemented by specific local strategies
- flexibility of loan agreements, to enable the recipients to decide in

detail the division of money and its use, following some broad criteria.

Described some new projects around the world dealing with water resources (irrigation) in Asia and some "first intervention" projects closely related to Decade goals in Africa (small sanitation components).

Ended with the suggestion that all future projects reflect the objectives of low cost, appropriate technology, user involvement, institutional development and training, with the selection and design of systems reflecting realities and the requirements of both the recipient and donor.



USA Mr. Eugene McJunkin, in giving his presentation for the Agency for International Development (AID) noted that there are AID activities in water and sanitation in about 50 countries around the world, involving about 250 million dollars of long term obligations (5 to 7 % of the total aid budget).

Pointed out that though there are organizational accounts for agriculture, population and health there is none for water. There had been some hope to get an account for water when the Decade began; however, the educational process which the Decade preparations did for AID leadership was attenuated with the change of administration. Although there is no de jure Decade programme there is a de facto programme which has resulted in an acceleration of aid to the sector since the onset of the Decade (the budget for water projects has doubled since the early 1970's).

Remarked that AID organization is very much decentralized, with 5500 employees, working in missions or as representatives in about 70 countries under regional bureaus.

Noted that AID is involved in "housing programmes" (50 million dollars for water and sanitation), "disaster assistance programmes" (which involve flying in water aid) and "long term drought prevention systems" (a pragmatic approach effective in many rural areas) and assistance through NGO's, e.g. CARE.

Pointed AID's strong relation to the Peace Corps, and also to WASH (Water and Sanitation for Health), a private contractor working closely with the agency, thereby enabling a larger programme without additional staff.

Summed up the aims and focus of policy reforms as including:

- emphasis on recurring costs, level of service and the choice of technology
- institutional development and the need for improved cooperation between donors
- emphasis on human resources development and training
- preference for 'software' programmes
- emphasis on rural programmes (Near East).

Ended by mentioning a project digest, organized by country, and which includes available information on policies and programmes; as well as where to find AID, in different countries and in Washington.

2.2 Multilateral Agencies



CEC Mr. Pierre Peligry reported for the Commission of the European Communities (CEC).

The Commission is the executive administration of the European Economic Community (EEC), responsible for - among other things - development, and has a relationship with three groups of developing countries:

- the ACP countries (64 Countries associated by the Lomé II convention to the 10 EC member states)
- the Mediterranean countries (bilateral conventions to the community)
- countries in Latin America (13) and in Asia (12).

The amount of about 5 billion ECU of aid for Lomé-associated countries is broken down into: 40% rural development, 20% transport and communication, 19% health and education, 9% industry, 6% housing and town development and 13% others.

It was noted that Lomé III convention negotiations are under way and the official signing will take place in December 1984.

Water supply and sanitation is not explicitly identified as a separate sector, but seen as a component of different sectors. Within the period 1981 - 1985 (Lomé II Convention) the contribution to water and sanitation sectors amounts to about 200 million ECU (increase of 18% in the 5 year period).

The financing of NGO-implemented projects is about 30 million ECU p.a. Mentioned a document, formulating "basic principles emerging from the ex-post evaluation of investment projects" in the field of water supply and sanitation sector, called 'Principles of Bamako' of November 1979.

ACP countries: African Caribbean Pacific signatory countries

1 ECU = 1 US \$

Main conclusion:

- different approach to the urban and rural sectors
- urban water supply and sanitation sector first of all a component of urban development
- future focus on institutions, financial resources for operation and maintenance, progressive tariffs and training of local people at all levels
- rural projects as whole development projects founded on the participation of recipient population
- development of self-reliance (locally produced and maintainable, low-failure appropriate technology required)

Pointed out the contradictions between "theoretical exercise" (by all existing documents, without regard to origin) and reality of implementation (in the field).

Remarked on the availability of a "manual for preparing and appraising project request" (see documents).

Ended by presenting three examples of the Commission's principle great interest:

- rural water supply in Burkina Faso (network of selling spare-parts, involvement of villagers, women and private pump caretakers)
- study of recharging of aquifers in the crystalline basement for cultivation in Africa.
- establishment of a map for underground water resources in West- and Central-Africa (to be extended, depending on finances) with a view to take greater account of ground water resources to meet basic domestic needs and for preservation.

OCDE

ORGANISATION DE COOPÉRATION ET
DE DÉVELOPPEMENT ÉCONOMIQUES

OE Mr. George Krivicky represented the Organization for Economic Cooperation
CD (OECD) and expressed gratitude to WHO and BMZ for invitation to attend
the European Donor Consultation.

Informed the participants that DAC (Development Assistance Committee) had

decided, in view of the forthcoming mid-term review of the Water Supply and Sanitation Decade, to hold a meeting to review recent experiences in this sector. The meeting is scheduled at present for 13-14 May 1985.

Noted that the organization is in the process of identifying, in consultation with its Members, the key issues which will be addressed at the DAC meeting. In this context, the outcome of the discussion in Königswinter could constitute an important contribution. One of the objectives of the meeting could be to reach some consensus among Members on appropriate aid policies and practices in this sector. As an example, one such issue which had been referred to on a number of occasions during the consultation, and which has also been receiving considerable emphasis in recent DAC work, is the need for improved aid co-ordination.

Pointed out his interest to hear what the discussion identifies as key issues and concerns regarding this sector. Indicated that he was personally very encouraged by the high degree of consensus that seemed to be reached on many of these points.



**UNITED NATIONS
DEVELOPMENT PROGRAMME**

UN DP Mr. Michael Potashnik reported for the United Nations Development Programme. The UNDP and the other member organizations of the UN Inter-Agency Steering Committee for the Decade have been exploring ways of mobilizing increased support by the donor community for Decade programmes at the country level. There has been much discussion of the use of Round Table and consultative group meetings for this purpose, as well as more informal sectoral meetings with governments and donor agencies. At the DAC Aid co-ordinators meeting in Paris on 3-4 October, there was agreement on the usefulness of convening periodically sectoral meetings back-to-back or in follow up to the Round Table meetings to examine sectoral issues and resource needs in greater depth. One such meeting on the Decade following a Round Table is being planned in Lesotho for 1985 and UNDP and WHO are helping the government with the preparation. The UNDP and the World Bank are considering providing assistance to other govern-

ment in preparing sectoral reviews for eventual discussion with the donor community. This item will be discussed further at the steering committee meeting in Vienna at the end of October. It is hoped that the bilateral agencies will actively collaborate with UNDP and other UN organizations in helping governments prepare for these sectoral reviews.

Noted that the discussions at the meeting provide very useful input to the preparation of the Mid-Decade report now being drafted. It would be highly beneficial, therefore, if the European donors could discuss the report as soon as possible so that their views could serve as input to the discussion of the report in April by the UN Committee on Natural Resources and by the General Assembly towards the end of the year. The findings and recommendations of the report should provide the basis for cooperation by the international community in the second half of the Decade.

Pointed out that while some progress has been made in improving coordination and cooperation at the country level, there is considerable room for improvement. More regular consultations on the Decade are needed between the UN system representatives and the bilateral agencies working at the country level.

The UNDP Resident Representatives as Decade Focal Points have taken the initiative in some countries to include the bilateral agency representatives in meetings of the UN Technical Support Teams (TSTs). However, the bilateral agencies could take initiatives as well to bring together those who are working in the country to improve co-ordinated approaches for the support of the Decade at the country level.



UNI Mr. Martin Beyer reported for United Nations Children's Fund (UNICEF) on CEF cooperation with governments in one hundred countries in their programmes and projects for low cost domestic water supply and environmental sanitation, especially for target groups in the poorest rural and peri-urban areas.

Inputs of water and sanitation are to be planned and implemented as components of primary health care and part of the efforts to improve integrated basic services. Special emphasis is set on "The Child Survival and Development Revolution", with low cost and prevention components.

Described the general programme trends, which are to support community based activities designed according to the prevalent health and socio-economic situation, especially by promoting and spreading environmental sanitation, paired with human resources development, including community motivation and health/hygiene education.

Noted that there is an amount of about 70 million US-dollars per year of UNICEF inputs into water and sanitation programmes (25% of total programme expenditure), of which 60% are spent on supplies of equipment and materials, 15% for project support staff, the remaining 25% for training components.

Pointed out that UNICEF is highly decentralized, working out country plans of operation and the contents of cooperation for each programme and project, in discussions between individual governments and UNICEF country representatives. (140 project officers in 30 countries, specialized in low-cost water supply, sanitation and the social approaches, including health and education. Their task: assistance in planning, monitoring and evaluation and support of implementation and training). Coordination and technical support is provided by a small water and environmental sanitation team within the division for programme development and planning.



WB Mr. Michael Cohen, representing the World Bank (WB), reflected first of all on the existence of both crisis (in the sense that the global economic context of development assistance is difficult) and opportunity (for change in thinking, policies and approaches), then turned to the general questions of generating new resources and using resources effectively. Mentioned the "Progress Report" which reviews the Bank's lending programme, focusing on the effects of policy and the impact of interventions.

(Lending sum of the Bank over the past four decade Years has been about 2.7 billion dollars for 70 projects; while the contribution of governments has doubled).

Noted that total project expenditures are on the order of 6.5 billion dollars, broken down into support in terms of water supply, and water components of urban and rural projects. The Bank is expecting a 10% increase over the next few years.

Underlining the well known financial problems of recipient countries, he declared the necessity of counter-part financing as well as development of institutional capacity for more effective use of money. Noted that in this regard rehabilitation, operation and maintenance questions are increasingly important (no new capacity and new networks if existing networks do not work effectively).

Reported that the Bank, in trying to define sector priorities, has an increasingly active sector work programme providing a basis for coordination with many donors and international organizations.

The Bank has two major papers in preparation:

- a framework for water supply and sanitation investment, giving more priority to the technological questions (more than ever before in the last ten years)
- a Rural Water Supply strategy paper, guiding the Bank's divisions and moving the institution to focus more on this field; (expected to be finished by March); and noted in this connection that quite a few major rural water supply projects are supposed to be undertaken within the 70 projects coming up in the next four years.

Emphasized the Bank's attempt to shift some of the technological work towards institutionalization (from testing of handpumps to manufacturing of handpumps) in order to stop the process of continual development of technology and to get on with providing services.

Coming to the point of "coordination" he noted the use of the "same technological language" around the conference table, and valued it as an opportunity to develop a "coordination of conditionality" (picking up Mr. Grieveson's term). The point of the latter is to translate coordination at the sectoral level into coordination at the country level, thereby avoiding divergent donor policies, while also improving the project pre-

paration process, which should be linked to co-financing.

Noted the importance of disseminating both the successes and the failures of experience, and of a more coordinated approach in taking practical steps together (bilaterals and multilaterals) in experiments such as the Bank's proposed "network of training centers".

Concerning the impact of water and sanitation on health, he mentioned that there need not be a proof or a measurement of this fact, the need being shown by the demand itself and by the economic need for water. He noted as well, in summarizing some of the contributions to the meeting, the implication of regarding water supply as a service for which the charging of reasonable fee aimed at financial cost recovery is required. Remarked on the rural-urban relation and the necessity to deal in longer term perspectives, and described some scenarios indicating strong urban growth in Africa (80 cities with the size of Nairobi, 60 the size of Lagos in the year 2000).

Finally noted the risk of setting up at present priority for rural water supply while forgetting urban water supply, and thereby missing the long term trend.



WHO Dr. Bernd Dieterich represented the World Health Organisation (WHO), and announced a review and a rather formal evaluation presented by the Programme Committee of the WHO Executive Board in the beginning of November. In preparing this report WHO made an analysis of actual Decade-activities and programmes.

Some results are:

- total bilateral aid in water and sanitation sector of about 1% to 2% at the beginning 1970's rose to 6% to 7% at the beginning of the Decade
- external support to rural projects increased
- stronger emphasis was given to human resources development, health education, community participation and low cost options
- the proportion of funds only shows a modest increase in sanitation com-

ponents, indicating that the priority given to sanitation by recipients is much lower than by the donor community (1981: 6,6% of total funding for water supply and sanitation is allocated to urban sanitation and hardly anything to rural sanitation)

- changes have been made in the policies and programmes of bilateral agencies whereas the international agencies are less receptive to change than the bilateral ones.

Reported on the opinion of a mid-year meeting which reviewed the Decade's first three years: the lending agencies as well as some bilateral donors have been slow in accepting the need for change.

Declaring that quite a few productive changes have been made, and that yet more needs to be done, he mentioned the four 'new' initiatives which ought to accelerate the Decade's programme:

- mobilization of local money
- linkage with Primary Health Care
- rehabilitation of facilities
- operation and maintenance

Criticized some publications concerning the impact of water supply and sanitation on people's health.

Remarked that integration of water and sanitation, well-done operation and maintenance and proper use of the components would have a definite result: health improvement.

Stated that proof for this is no longer needed.

Expressed his opinion that recipient peoples will decide what their priorities are based on their needs, even when money is in short supply, and that this means that arguments cannot be based on rates of return, shadow prices and effectivity of investment alone.

Ended by reflecting on the question of whether the Decade targets should be withdrawn and redesigned, for it is evident that the global target will not be met by 1990 in most of the developing countries. The goals to be reached need no redefinition and no reduction; and if any change needs to be made, it will be in the time taken to reach the targets and to expand the total spectrum of coverage.

3. Thematic Discussion

3.1 Thematic Contributions

As an introduction to the discussion of the four working groups, thematic contributions covering several topics and questions were presented by experts from some of the agencies involved.

Problems in Implementing Sector-Strategies

Dr. Klaus Erbel, from the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), reported on the GTZ's experience concerning that topic. He started by pointing out the importance of institutional aspects as a central concern of Technical Cooperation and argued that, since properly structured and managed institutions are probably the most important basis for future investment in water and sanitation projects, improvements in institutional performance should be the first step towards reaching the Decade goals.

He noted that existing institutional problems are attributable in part to certain structural weaknesses found in partner-institutions. These include: the dissipation of responsibility between different institutions resulting in uncoordinated work; the political dependence of the institutions due to financial dependence on taxes or subsidies; a tendency towards centralization resulting in the discouragement of local initiatives; and finally the ranking of water and sanitation organizations as "second-class institutions". Next to be considered were the often encountered management and organizational deficiencies in the partner-institutions. Among these are: a lack of (or poorly defined) management concepts and a lack of (or poorly structured) information management systems; contradictory goals and priorities defined separately by different agencies and then left uncoordinated; insufficient delegation of authority and an unclear decision-making process; little effort made to consult and integrate project target groups in the course of project work; a lack of accumulation of experience due to frequent job-rotations and short planning horizons; poor project logistics and a lack of standardization; and, finally, insufficient priority given to operations and maintenance and to financial management.

The presenter moved on to an analysis of the frequent deficits in staff-performance resulting from a lack of motivation attributable in turn to inadequate staff-management. Problems here include: hiring staff on the basis of personal relations, political affiliation, etc., rather than ability; the overstaffing of lower, and the underqualification of middle and upper management levels; a lack of experienced field staff and performance control; no long-term development strategies for staff; inadequate pay and a lack of incentives and career opportunities leading to frequent fluctuation in staff and job-rotation, lack of responsibility and a "braindrain", all contributing to poor work quality; and finally a lack of training.

Offering some proposals for solutions, Dr. Erbel next described the ideal structure of a partner organization. It would be a para-statal-authority institution, commercially oriented (with autonomy concerning tariff- and salary structure, budget matters and choice of technology), and would be responsible for as large a part as possible of the entire water and sanitation sector and would work in close coordination with government bodies. The organization should have the flexibility to cooperate with private and self-help organizations and be decentralized to encourage such local initiative, and it should have a clearly defined working field and the power to negotiate and coordinate directly with external support agencies. He turned next to the improvement of the management and organization of the partner-institution and suggested in this connection that they be approached on the principles of clarity and flexibility of concepts and planning, delegation of authority and participation of target-groups to the greatest possible extent. He noted in this field the particular importance of the advisory services of bilateral and multilateral donors, and the necessity of a long-term process of confidence building and patient demonstration of the effectiveness of the offered advice.

Then he discussed the psychologically touchy and difficult task of building and maintaining good staff performance. He pointed out in this connection that staff members must come to feel high quality work is rewarded and poor performance leads to negative consequences, and that good work can lead to career advancement either as a result of the accumulation of on-the-job experience or by being selected for formal training. In addition, advisory services should be reduced and responsibilities shifted to local staff in step

with the development of their knowledge and skills, a process that might require in some cases the exertion by head-office project managers of "smooth pressures" on field staff.

He ended by reasserting that top priority should be given to institutional building.

Dr. Hermann Diebold from the Kreditanstalt für Wiederaufbau (KfW), stated that the Bank's experience gained so far in appraising and evaluating projects in the sector shows, with regard to economic aspects, that

- to a very large extent full cost recovery has not been achieved in the past and will not be achieved for a substantial number of projects in the foreseeable future;
- only in a limited number of cases operating costs are covered, moreover since necessary tariff adjustments may not be sufficient or may not be in time, the situation may even change for the worse in the future.

He noted that as a result of this development, an increasing number of projects will not be economically viable without Government subsidies, since the economic situation has changed dramatically and Governments of many developing countries are no longer in a position to subsidize a growing number of needed projects.

He pointed out in this connection that in order to achieve the economic viability necessary and to justify investment in the sector, the cost side must be considered as well as at the revenue side. With regard to costs, it must be admitted that project design standards in the past were often rather on the high side, leading to high specific investment costs and high operating costs.

Dr. Diebold remarked that experience shows that adaptation of consumption and design standards to the economic capacity of the target group is hardly achievable within the framework of implementing and financing individual projects. A coordinated effort of donors would certainly facilitate this process.

He argued that sector projects, in employing appropriate technologies should generate sufficient revenue to ensure long term economic viability and added that an important precondition for achieving sufficient revenue is a well designed tariff system that also permits the meeting of social targets e.g. by

way of cross-subsidization. He noted that experience shows it is very difficult, and at times impossible, within the framework of financing individual projects to implement tariff system meeting these requirements. In this field a coordinated effort by donors, therefore, could also be very fruitful.

The presenter observed that, given the tariff system as the means of generating sufficient revenue, a number of additional conditions will have to be fulfilled to make it efficient. Experience shows the following are of great importance:

- Satisfactory technical operation of the system;
- Efficient collection of tariff rates;
- Improvement in accounting and financial management.

He remarked in this connection that major deficiencies exist in these fields which require improvement in the operating of the agencies concerned. To strengthen the operating agencies a coordinated effort of donors is necessary if long lasting improvements are to be achieved.

Summing up, experience shows that in order to achieve economic viability of projects in the sector, a coordinated approach of donors, together with recipients, will be necessary to adapt standards and technologies, to implement suitable tariff systems efficiently and to strengthen operating agencies.

Necessity and Acceptability of Low-Cost Technology

Mr. Ingvar Andersson, for the Swedish International Development Authority (SIDA), reported on Swedish experience in Tanzania in connection with low-cost technology.

The conclusion drawn from this experience is that the "limited impact of the improved water supplies programme can be related to problems of reliability and accessibility (inadequate density and location of supplies). In order to achieve the expected benefits of improved health and increased convenience, the improved schemes must be able to compete with the traditional sources in terms of both these factors. Otherwise there are no advantages for the consumers, except for the small minority who happen to be close to the few improved supplies installed. The shallow wells must be located to ensure easy access and there must be sufficient density of wells so that all members of the community benefit, and all polluted sources can be abandoned completely. Nowhere have these conditions been met and it seems unlikely that there will, or can, be any improvement on the immediate future, given the limitations of the strategies as implemented at present. What is needed are alternative strategies which can guarantee accessibility and reliability".

As an alternative Mr. Andersson proposed as a more appropriate strategy the improvement of existing traditional sources by employing the "user-choice" concept in adapting programmes to the physical, social and economic context in each community. The improvement of a system should be based, in other words, on an understanding of existing water-use, water-organization and water-values rather than on the construction of a completely new supply system. Only the improvement of traditional supplies can guarantee that accessibility will not be worsened, while permitting the improvement of quality, quantity and reliability to varying degrees.

The communities would not be asked to change existing practices, only to improve on them by quite simple means within the reach of all villagers, thus satisfying the political goal of equality among the communities.

The active involvement of women in the community life would increase since the improvements concern already existing resources widely used at present by women. Their participation in planning, implementation, operation and maintenance, and health care would both facilitate the improvement process and

broaden its impact on the community.

The improvement of traditional sources could also lead to the use of sources rejected for domestic needs for non-domestic purposes such as livestock watering and irrigation, resulting in a general increase of the community's living standard.

Success in one village could by diffusion encourage other villages to seek assistance to carry out further improvements, rather than, as is now in case, the slow rate of construction and the high failure rates of constructed improvements hindering the generation of enthusiasm. Improvements of traditional sources could be linked to the construction of one or two shallow wells with handpumps for each village in an integrated, simple and improved system which would ensure that all water consumed is of the best possible quality.

Mr. Andersson next presented steps for the practical implementation of improvements of traditional sources. These include: assessment of accessibility, consideration of chemical standards, investigation of reliability and assessment of bacteriological standards (with the aim of reducing contamination as much as possible even though existing high national standards are unreachable at present), as well as consideration of domestic/non-domestic use and use of seasonal sources.

He then noted some areas for further discussion and argued that adequate planning should include:

- planning of the whole operation, including costs, and informing the community completely on the plan,
- initial discussions with village leaders and assemblies, thereby insuring respect for traditional and seasonal factors,
- taking into account existing priorities, felt needs and ownership,
- stimulation of felt need and enthusiasm for the project,
- working out guidelines as the project gets underway.

He noted that flexibility in planning is needed above all to avoid a rigid technical "package" and to permit inputs from the community at the design stage of the project. Turned next to the importance of integration with health education/sanitation/other inputs as an integral part of any programme to improve traditional resources.

Health education should aim in the future more at ensuring an understanding of the linkage between water and health than at establishing regulations and

restrictions.

Existing sanitation and housing standards must be taken into consideration before communities can be expected to construct improved latrines. Furthermore, water supplies should be viewed from the perspective of the total needs of the community (e.g. livestock and afforestation problems).

Mr. Andersson ended by emphasizing the need for adequate knowledge based on local conditions. This is a basic prerequisite for the planning of appropriate improvements, for the achievement of community participation and for effective health education and sanitation inputs.

Mr. Andersson remarked that generalizations concerning water and sanitation are of limited value due to differences between countries. Information needed to build suitable national strategies must be collected at local level and it should concern (i) functioning, (ii) utilization and (iii) impact of improved supplies.

Human Resources Development

The presentation by Mr. Neil Carefoot (WHO) examined the linkage between institutional performance and the need to improve management and training. To do this, the presenter provided participants with information about:

- A case study from Brazil;
- Feedback on an "Opinion Survey" among the participants;
- An interview with a regional water engineer;
- A summary of an agency's HRD projects; and
- Suggestions on what participants could do.

The brief case study described a state-run water supply and sanitation agency in the State of Parana, Brazil. It explained how the state agency, SANEPAR, was able to improve its performance over a period of 2 1/2 years. A "profit and loss" graph was shown which illustrated that the agency moved from a deficit operation in 1979 of US \$ 2,338,766 to a profit in 1981 of US \$ 969,551. This was accomplished through a programme of institutional reform and human resources development. The institutional reform focussed mainly on updating and streamlining systems, e.g.: maintenance, construction, accounting, etc. HRD work focussed on improving managerial performance with the aid of a set of performance indicators.

An "Opinion Survey" had been conducted among the participants by way of a single page questionnaire. The survey listed 10 factors which affect human performance, viz.:

- | | |
|----------------------------|--------------------------|
| - Skill and knowledge | - Attitude and ability |
| - Working conditions | - Incentives |
| - Tools and equipment | - Supervision |
| - Standards and procedures | - Feedback |
| - Motivation | - Opportunity to perform |

and asked the following questions. Is the KEY influence: the individual worker himself/herself? Is it management? Or, is it the organization? The majority of the respondents indicated that for "skill and knowledge" as well as "attitude and ability", the worker himself/herself probably had the most influence. For the remaining 8 factors, however, it was the opinion that "management" or the "organization" have the controlling influence. Thus, it is clear that if performance of the individual is to be improved, managerial and

organizational factors must be taken into consideration in addition to any skill training for an individual.

The presenter recounted an interview with a regional water engineer in a developing country. At the outset of the interview the engineer had pointed out that the top priority problem in his region was pump maintenance. His solution was to train 35 pump maintenance mechanics. However, further questioning by the interviewer revealed that the quick solution of training 35 people had not taken into account the fact that:

- There was no transport to carry pump maintenance out into the field.
- There was an inadequate supply of spare parts; and
- There were no tools available for 35 pump maintenance mechanics.

The interview illustrated the need for managers to use a "Dual-Focus" approach to problem solving, i.e. examine individual training needs as well as system improvement needs.

The presenter provided participants with a summary list of what one international agency had referred to as its "HRD Projects". The list consisted solely of training events - no institutional development activities whatsoever. It was apparent that training by itself was seen as the "quick fix".

In conclusion, the presenter suggested that personnel dealing with HRD matters in the various agencies should:

1. recognize there is no magic formula - no quick easy solutions
2. have a broader perspective of what is required to improve performance
 - institutional development and HRD
3. be aware of strategies and references - not be an HRD specialist, but know where to look, e.g.: Basic Strategy Document and HRD Handbook
4. be familiar with some tools and use them, e.g.:
 - HRD Planning Model
 - Systematic Approach
 - Dual-Focus Approach

In other words, a balanced approach is called for to improve institutional performance, which integrates human resources development and institutional.

Maximizing Health Benefits

Dr. Richard C. Ballance (WHO) presented some ideas on how to achieve higher frequency of success in water supply and sanitation projects.

Improved health and other social benefits are the objective of water and sanitation programmes. Benefits are not rapidly evident when only the technical facilities are supplied. A WHO study reveals that health benefits from water supply and sanitation are most likely to be achieved in communities where:

- health conditions are bad;
- existing water supply is deficient;
- new water supply is an improvement in terms of quality, quantity, reliability and user convenience;
- existing sanitation is inadequate;
- new sanitation is an improvement in terms of coverage, sanitary effectiveness and cultural acceptability;
- there is support from health programmes and staff;
- the people perceive a need for improved facilities;
- the population is high and dense, (relative to other communities);
- There are educational facilities for children and adults;
- the programme provides information to the people through whatever communications media are available;
- some form of local organization exists and there has been favourable experience with development projects in other sectors.

In addition, the national programme needs to provide support - before, during and after construction. This includes information, training, supply of spare parts and back-up service for major maintenance.

Since resources for construction of new facilities are scarce, it seems logical to make investments at those locations where the prospects for success are the greatest. It may also be necessary to redistribute resources to place less emphasis on installing hardware and instead to provide some assistance to the provision of software, including the promotion of community involvement, health education and the training of local people in management, operation and maintenance.

A precedent for this approach can be found in private enterprise where substantial effort and skill is allocated to the marketing of goods or services.

Marketing includes market surveys to assess the consumer reaction to a product, promotion (including advertising) to heighten demand, and the establishment of local agencies to handle sales and after sales service. In private enterprise the cost of marketing ranges from eight to more than twenty-five percent of the firms' operating budget. Water supply and sanitation programmes rarely support any of the non-construction costs of a project.

Perhaps there is something to be learned from this analogy.

3.2 Working Groups

Group A: Economic and Financial Aspects of Operation and Maintenance (including tariffs and cost recovery)

The group discussed five selected questions:

1. What cost recovery levels should be aimed at for water supply as well as for sewerage/sanitation?
2. What tariff structures should be suggested?
3. What financial management considerations should be proposed?
4. What support activities could bilateral programmes finance?
5. Which approach is valid?

Participants of Group A were:

Mr. Cohen	Mr. Peligry
Mr. Jensen (Chairman)	Mr. Sperandio
Mr. Knipschild	Mr. Storaas
Mr. Krivicky	Mr. Winpenny
Mr. Neubauer	

Mr. Winpenny reported for Group A:

Urban System

1. There are several reasons for setting water tariffs at "economic" levels, which provide for full capital recovery rather than merely covering the operation and maintenance outlays. These are:
 - i. Generating resources for the replacement and expansion of the system and to break the dependency on continuing foreign aid.
 - ii. Provide revenue sufficient to cover recurring expenses and periodic rehabilitation.
 - iii. Where there is no separate, or adequate, charge for sewerage, the water rate may have to cover this as well.

- iv. To provide an incentive to the consumer to reduce the extravagant use of water, and to attend to leakage and waste.
 - v. In the long run, if water usage becomes more cost-conscious, it will act as a curb on extravagant design.
2. The Group accepted full cost recovery as an objective in urban water schemes. It was accepted that some countries had national objectives which were incompatible with this aim. Our function, though, as aid donors was to use such influence as we had to bend national objectives in a more realistic direction.
 3. There was no particular case for setting a uniform national urban tariff. Certainly, the tariff levels of the various urban water authorities should be based on common principles in order to reduce anomalies, but the actual level of tariffs should be allowed to vary to reflect differences in the real cost of supply to various communities. It was, however, anomalous when - within the same town - different water projects charged different rates reflecting the requirements of different donors!
 4. The Group turned to the practicability of putting these principles into effect. There is a widespread belief that "water is free" and that it is a sin to charge for it. Obviously the water is free, but its collection, treatment and reticulation costs money. It was observed that many of the wealthier urban users did not pay nearly enough for their water, while poorer unserved populations paid a great deal more for various irregular sources. There was evidence that all urban people could pay an economic tariff. There was also support for metering. In order to ease its initial acceptability, users could be offered the choice of a high flat rate or a lower metered rate.

Rural Water Supplies

5. There was a consensus that tariffs should at least cover Operation and Maintenance (O and M) but the World Bank argued strongly for full cost recovery to be applied in order to generate future resources. Some of the bilateral donors said that they were prepared to finance some future recurring costs, in the shape of spare parts. Donors invariably wanted a

contribution, in cash or kind, from the village, and the formation of a Water Committee was another common precondition. Another frequent condition was that the Water Committee should include a representative selection of women, and that women should be considered for the position of pump attendant, or stand-pipe controller. It was noted that one of the problems in getting more financial resources for this sector through higher charging is that operation is often a separate responsibility from maintenance and is done by different agencies.

6. The very high cost of maintaining hand-pumps was noted. The cost of vehicles, time and energy in attending to the needs of a widespread network was prohibitive in view of the high incidence of breakdowns. This was the rationale of the Village Level Operation and Maintenance programme that various donors are financing. The VLOM is developing and testing PVC pumps that could be made locally, at lowcost, and maintained by unskilled labour. This is an example of technological change in response to high economic and financial costs of maintaining the present generation of pumps.
7. The Group deplored the use of national guidelines for rural water coverage. Stipulations of a certain number of water points per thousand inhabitants ignored variations in hydrogeological and economic circumstances and were misleading. Turning to the modalities of charging, the Group noted many solutions to the problem of charging for the use of water from village standpipes. This is not now considered a problem, provided the local community is intimately involved in such cost recovery. There were however, very few examples of successfully charging for hand-pumps. One interesting solution to overcoming resistance to charging was to offer the water free in the wet season but charge double in the dry season (when users were accustomed to paying quite highly for their water).

Sanitation and Sewerage

8. These programmes tended to be under-financed. A fundamental difficulty in cost recovery is that social and health objectives normally point to encouraging widespread use of sanitation and sewerage, while the principal of cost recovery would deter many users who are accustomed to the

old methods. Where water is metered, usually in the urban context, a sewerage charge can appear on the same bill and the consumer cannot choose to pay one and not the other without risking the supply of the first. In housing projects, for example where wet cores are provided in site and service plots, the cost of a latrine can be recovered through the overall rent and service charge. Many developing countries charge for the provision of a slab in a pit latrine.

Financial Management

9. The management of the water and sanitation sector tends to be fragmented. Sewerage is normally done separately from the supply of water, and often is entrusted to the municipality. In water schemes, operation may - as in rural situations - be done by the community, while maintenance is the responsibility of the regional water authority. Thus the water sector is not like telecommunications or power. There is no necessary direct link between increasing the tariffs to the user and the generation of resources for new investment and/or maintaining the existing system. In an interesting SAL for Ivory Coast, the World Bank is concentrating on the water sector in order to stem the outflow of funds from this sector and develop sectorwide institution-building.

Forms of Bilateral Support

10. The Group agreed on the need long term commitments by donors to the institutional development of the target water and sewerage authorities. It was insufficient to merely finance tariff studies on their own, or to stipulate the rate of return covenants, or to offer a large training programme. Each of these elements fell into place as part of a more comprehensive programme of support, but by itself each was doomed to failure. The notion of twinning was widely approved. (The Wessex - St. Lucia project of the ODA is an interesting one, featuring the long term commitment by the ODA to St. Lucia, the flexible use of the resources of Wessex, and the attack on the problems of St. Lucia in sequence).

Aid Co-ordination and Conditionality

11. Most members of the Group acknowledged need for a better exchange of information amongst donors in a particular country, and common understandings about requirements, conditions, technology, pricing, etc. This was in order not to bewilder the recipient, and not to undermine the efforts of other donors to improve matters. On pricing, bilateral donors tended to take a more cautious approach than the World Bank, which was more concerned with the generation of resources for the whole sector than were bilaterals, whose preoccupation was usually with the success of their own particular projects. The Group agreed not to start by setting conditionality sights too low. Longstanding participants noted the growing convergence of donor attitudes towards the development of this sector. Donors were also becoming more worried about aid effectiveness and concerned with projects in this sector that were clearly failures. These were the encouraging signs for a co-ordinated approach in persuading LDC governments of the need for reforms.
12. At present co-ordination took place in two dimensions. At the country level there was a wide variety of practice, but in many countries there were regular informal meetings of aid donors, hosted by various multilateral and/or bilateral agencies. At the sectoral level, there were international meetings of specialists. The problem was to bring these two dimensions together. It was impractical to envisage regular meetings of specialists in each of the main aid receiving countries. There was, however, agreement on the usefulness of occasional meetings in developing countries of expert groups, and Tanzania was considered to be ripe for a meeting on water. Finally, reference was made to the convergence of donors' views and practices on road maintenance as a hopeful augury for concerted action in the water sector.

The follow-up discussion deepened the understanding by all of the problems mentioned through an exchange of experience and details, resulted in the expansion of some of the proposals and led to agreement by all on the main points of the report of Group A.

Group B: Necessity and Acceptability of Low-Cost Technologies

The group was asked to consider, concentrating on rural drinking water supplies and sanitation facilities, the choice of technology as seen from three different viewpoints: producer choice, user choice and sponser choice. Suggested output: list of fundamental points to be considered by sponser in choosing technology; suggestions for support programmes undertaken by producers to facilitate user choice; and suggestions for changes in bilateral programme priorities.

Participants in the group were:

Mr. Åhman	Mr. Kalbermatten
Mr. Andersson	Mr. Lenstra (chairman)
Mr. Casini	Mr. Marshall
Mr. Ficara	Mr. Samuel

Mr. Marshall reported for Group B:

The first concern was a definition of "low cost", which the group thought to be an important criterion, but one which must be seen as part of the overall objective of "appropriateness" in its broadest sense. They arrived at the following definition of "appropriate technology":

that technology which, among several alternatives, satisfies the identified demand and/or need in a technical, socioeconomic and culturally acceptable manner, and which is affordable to the user.

The group discussed the importance of alternatives, something which still has not been given enough attention in many cases.

Regarding choice of technology, the group first discussed choice of technology by the user, assembling criteria that affect user interests in the form of a priority list:

- convenience/accessability
- reliability

- ease of operation
- quality and quantity
- affordability
- social/cultural acceptance
- local skills and material in respect to supply, operation and/or maintenance
- replicability (standardization/continuity)
- political visibility
- user participation
- support and extension of services required
- energy input (operation/maintenance)
- tied source (bilateral) requirements.

The group noted that these fundamental points or criteria are to be taken into account by both the user and the sponsor in choosing the appropriate technology, and that this is to be accomplished by means of a two-way decision process that fixes clearly the different foci of interests and the different priorities of sponser and user. These include:

- sponser's concern for the quantity of healthy water in terms of bacteriological quality, and user's high interest in quantity itself and in quality in terms of taste;
- social/cultural acceptance as a factor of great importance to the user and which is to be recognized by the designer;
- replicability, standardization and continuity of products of little interest to the user but of great interest to the donor and to the producer; and so on.

The group next discussed the question of what donors could do to insure the use of the most appropriate technology. It was suggested that the donors should:

- provide maximum opportunities/facilities for thorough knowledge of the setting with respect to the criteria above;
- facilitate communication with and between the groups involved (producer/user/donor)
- provide promotional facilitator personel
"communications director"
- provide professional/technical education/training/updating etc. for maxi-

mum awareness of technical options with means such as:

- existing journals/brochures
 - training material, curriculae for schools etc.
 - professional exchanges
- ensure thorough understanding of definition of project objectives, scope etc., followed by extensive discussion and specific agreement and/or approval of resulting designs in terms of the listed criteria.

Regarding sponser's choice, and with reference to a bit of philosophy of technological change (Whyte and Burton: 1977), the group tried to develop an analysis of possible programmes along this line. They came up with three models, each of which includes four main factors of project implementation: technology, human resources, institutional development and community participation and education. These models are

- the very traditional, and incorrect, model in which technical input was followed by a response accomodating the other three factors as best as possible;
- a second model, which followed the first historically, and which started with human resource and institutional development, then joined technology and finished with community participation;
- a third model, presently in use, in which community participation is the starting point, leading to technology, the latter itself linked to institutional and human resources aspects.

The follow-up discussion considered an expanded role for the "communications director", who, it was proposed, should have greater status in the table of organization in order to emphasize the need for communication among interest-groups, as well as to facilitate communication itself. Some questions concerning the background and implication of several criteria (affordability, tied sources and acceptance) showed the need to discuss further the definition and, more important, the real practicality of these criteria. There was a large consensus within the group concerning the more general points of discussion but not on details and practices.

Group C: Structure, Management and Staff Performance Problems of Partner Institutions

Participants in Group C were:

Mr. Blom	Mr. Grieveson (chairman)
Mr. Carefoot	Mr. Hartmann
Ms. Edmann	Mr. Le Masson
Mr. Erbel	Mr. Lowes

Mr. Grieveson reported for Group C:

The group recognized that performance problems of partner institutions as highlighted in the papers presented to the donor consultation are complex and individualistic. Root causes of performance deficiencies relate to organization structure, management or staffing, or combinations of all three.

The group did not see specific solutions which would be applicable across the broad range of recipient countries. What it did see, however, is a need for donor coordination in identifying and dealing with the problems on a country by country basis. Such coordination would take the form of joint meetings between donors and counterparts at as high a technical level as possible to get decisions taken. At these meetings performance would be analyzed, problems identified and solutions agreed upon so that all could work together on a common front towards the solution.

The group believed that the approach in dealing with institutional problems for urban, peri-urban and similar systems will be different from that needed in handling the rural situation. An approach which has proven successful and which could be considered in the urban situation, is twinning between a developed country organization and an L.D.C. parastatal able to operate outside of rigid civil service or government department procedures. Preferably this cooperation should be between organizations of culturally and administratively attuned backgrounds.

In the rural setting a more loosely structured and decentralized operation may be more appropriate, with higher expatriate input in the early stages to initiate programmes but with such inputs declining over time as schemes

demonstrate their effectiveness and become more acceptable to local communities.

Group C suggested that in dealing with these issues the reviews of institutional performance and the solutions put forward for improvement should embrace the need to incorporate where appropriate the complementary operations of water supply, sanitation and hygiene education.

The group recommended that a coordinated donor approach of the type described should be attempted at an early date in two or three countries on a trial basis to see if it can be made to work.

The follow-up discussion included reflections on appropriate and immediate measures to complement institution building; on the possibility of providing effective services operating on a private commercial basis; and on the improvement of institutional development by decentralization of responsibilities. It was proposed to strengthen coordination, and to prepare for country meetings, by reviewing and analyzing all available information relevant to the country in question, and to discuss further at such meetings, with country representatives at the sector level, how coordination would work in practice.

Group D: Maximizing Socio-economic and Health Benefits

The group discussed five main problems related to the socio-economic and health benefits of water and sanitation programmes (components of water and sanitation programmes, order of importance of different interventions, producers role, desired changes in bilateral programmes and relevance of evidence of socio-economic benefits).

Participants in Group D were:

Mr. Ballance	Mr. McJunkin (chairman)
Mr. Beyer	Mr. Merchers
Mr. Burke	Mr. Potashnik
Mr. Diebold	Ms. Wahlstrøm

Mr. Ballance reported for Group D:

It was noted that water supply and sanitation interventions impact on 20 or more diseases, and have other socio-economic benefits in addition, as opposed to other interventions that produce a positive impact on only one or a few types of adverse conditions.

Integrated programmes cutting across one or more sectors would be preferred, although these may be difficult to organize since both donors and recipients usually have vertical structures.

It was suggested that the interest surrounding a water supply project might provide an opportunity to initiate a sanitation programme but that this can not always be made a condition - at least not sine qua non.

Ideally, water and sanitation systems should be installed in such a way and in such locations that they will be self sustaining, recognizing that this will not be feasible in rural areas of many countries.

Cost recovery should therefore be an optional consideration as a project/programme selection criterion, in recognition of the social objectives of government and donor.

Cost effectiveness was seen as an important consideration, exemplified by the attempts to reduce the cost of construction of technical interventions such

as dug wells, drilled wells and latrines.

Consideration was given to identifying conditions which were grounds for rejection of a project proposal. Three such conditions were identified:-

- inadequate management capacity and structures;
- a project is not technically feasible;
- project is not necessary, i.e. service levels already adequate.

The working group agreed that the construction of systems that are adequate for their purpose and that will be maintained and continue to operate and serve their purpose is a prime objective. Achieving this objective can be aided by interventions such as:

- "advocacy" role of government which encourages self-reliance, e.g. Mahatma Gandhi;
- national support to local projects in all aspects of training and other backup for operation and maintenance;
- Community participation;
- health education.

The rapporteur ended with the comment that a conclusion of the discussion is that, since everybody agrees that these are factors which contribute to project success, then the lender/donor community should insist on their inclusion as project components and ensure that adequate funding and staff resources are allocated for their implementation.

The follow-up discussion focused on the relation of "effective" cost recovery to "maximized" health benefits, and revealed two very different points of view. These are:

- the economic standpoint, which stresses the effectiveness of a given loan (or grant) in terms of its assuring (by cost recovery) the financial resources necessary for the self-reliant operation, maintenance and further development (or replacement) of systems;
- the social standpoint, which stresses the need for maximization of funding in order to provide direct and immediate impacts on health, as well as longer term socio-economic effects.

The two different ways of thinking could not be resolved. The discussion, therefore, ended "open" and should be continued.

4. Conclusions of the Meeting

4.1 Final Discussion

Mr. Peter Lowes (UNDP/WHO Decade Coordinator) was appointed chairman for the final discussion and conclusion of the meeting.

As an introduction to the summing-up Mr. Ingvar Åhman presented several suggestions for strengthening the dialogue within the sector in order to achieve an improved effectiveness of Decade development cooperation efforts.

It was noted that already implemented changes in donor sector policies indicate a more positive commitment by donors to the Decade, although in general priority is still not given to the sector. A lack of coordination at all levels in countries and among donors still leads to a great deal of confusion and a lack of cooperation in exchanging specific information still exists.

To promote the Decade, and to facilitate an exchange of information among all parties concerned, WHO, the World Bank, UNDP and UNICEF are continuing to support and organize Decade consultations in close cooperation with some of the bilateral donor organizations during 1985-1986.

The following kinds of meetings are proposed:

- actions at country level such as:
 - roundtables (along the lines of donor consultations promoted by UNDP)
 - sector specific meetings
 - World Bank consultative group meetings
- regional meetings on Sector policy strategies
- global IDWSSD consultation in 1985.

The final discussion that followed reflected all the criticisms, proposals and contributions that emerged during the two and a half days of the meeting and reviewed and affirmed the agreements that were reached on a "common denominator" basis, mainly in the working groups.

4.2 General Points of Agreement

(a) Consensus on Decade Approaches

A high degree of consensus on Decade Approaches (1) was apparent in the discussions. There are still points of divergence among donors, and between donors as a group and multilateral funding agencies. It would be desirable, therefore, if policies should be reviewed in preparation for the DAC Meeting in May 1985 with the aim of preparing a statement defining the "common denominator" of consensus existing among agencies. However, it is appreciated that the Decade Approaches applied by some bilateral donor agencies and banks have not yet been adopted by all external support agencies although it is clearly preferable that the external support community should not operate in different ways using different approaches in countries. This is especially evident in view of the fact that many joint funding arrangements are made between donors and financing agencies. It is therefore suggested that further consultations take place with external support agencies which were not present at the Königswinter Meeting.

(b) Meetings at the Country Level

A strong need was expressed for Decade meetings at the country level rather than global or similar meetings involving many countries. It was argued that national idiosyncracies make country situations so particular that global approaches are often impractical for all but general statements. Decade meetings at the country level are government meetings, and the role of external agencies is a responsive one to support preparations and to participate as individual parties. The meetings should be technical meetings concerning national strategies, implementing structures, plans, programmes and major projects, with the aim of increasing dialogue and coordination at the national level and with the external support community. Therefore, they should not be pledging meetings but rather consciousness and profile raising exercises.

(1) For an outline of the Decade Approaches see p.1

These meetings would be most useful in countries where many donors are involved, and where there are general problems of coordination. The participation of national and international NGO's was considered highly desirable.

(c) Country Information

A widely felt need was expressed to provide updated project and programme information on a country basis. This is particularly useful to donors if the information covers items such as external development assistance, organizational data on national implementing agencies, names of responsible persons, examples of successful approaches and problem oriented analyses. Rapid dissemination of such information is needed due to frequent changes and new developments. Regional organizations could be approached for cooperation in collecting country information. It was understood that donor agencies would share information to build up such a system starting as soon as possible on a pilot basis with a limited number of countries.

(d) OECD-DAC Meeting

It was felt that the coming months would offer an opportunity for everyone to review their policies and strategies in the light of the Königswinter Meeting, and be prepared to agree on a consensus "common denominator" at the OECD-DAC Meeting in May. Also expressed was the need to review differences among donors so as to be able to more clearly define problem areas. This information would also be useful at a later stage, when the IDWSSD mid-decade report is reviewed by the UN.

(e) Coordination

The need was stressed for bilateral agencies to instruct their field staff on UNDP's role, for increased coordination among donors and for field missions as part of their terms of reference to visit UNDP Resident Representatives offices, and when appropriate World Bank, CEC and major donor representatives, to exchange information and help coordinate Decade activities.

(f) Promotion

The need was expressed to promote the Decade outside the usual small group of the already convinced by reaching out to the professional community through meetings, the media, and the existing network.

(g) Value of the meeting

There was general and explicit agreement on the great value of the meeting as a way for people to get to know one another, share individual experiences and learn about each other's activities. It was pointed out that coordination is best achieved not so much between organizations as between people.

(h) Further meetings

The need was expressed to continue this type of meeting on a regular basis. It was felt important to maintain contacts between people responsible for the sector during the IDWSSD which would help counteract the impression that the Decade was becoming a "paper decade". These meetings, however, should not be too frequent and they should be structured in such a way that the discussion is concentrated on divergences in viewpoints and practices rather than constantly presenting donor profiles. It was suggested that coordination among the international organizations supporting this type of meeting be carried out by WHO.

4.3 Specific Points of Agreement

From the foregoing three main points of agreement conclusions were reached concerning (a) Coordination, (b) Country level information, (c) Sector performance.

(a) Coordination

There was wide agreement on the need for coordination among external support agencies and at all levels within recipient countries. This agreement included recognition of the following:

- the need for strategies (1) and sector policies for each external support agency to direct development assistance towards the Decade Approaches.
- the need to update the information among external support agencies on strategies and on major programmes, names of responsible persons etc.
- the need to formulate guidelines based on the strategies for bilateral administrative staff, consultants and NGO's to plan and carry out field work as well as training, and follow-up activities.
- the need to coordinate sector activities in countries between external support agencies by harmonizing strategies in order to avoid unproductive competition.
- to support through Decade meetings at country level the coordination of the dialogue on sector development between national authorities and the external support community.
- to support the UNDP/RR role as focal point for international support to national Decade programmes.

(1) e.g. Strategies prepared or in preparation by: BMZ, SDC, SIDA, US AID.

(b) Country information

To accelerate the coordination and implementation of Decade Approaches the necessity for the improvement of country information was seen. To bring about this improvement the following points were recommended:

- systematizing and collecting profiles of projects (statistics, background, analysis and plans),
- exchanging collections of project profiles ("digests") for each country, starting with a limited number of countries (1),
- instructing project missions to visit UNDP/RRs and other offices of major donors and financing agencies in countries to exchange information,
- efficient coordination of sector information in countries through the UNDP/RRs.

(c) Sector performance

There was a broad consensus on the need to provide support in improving sector performance, particularly in the areas of (i) institutional, (ii) financial, (iii) social and (iv) technical issues.

(i) Institutional performance

Concerning institutional performance, sector work should be improved by:

- holding Decade meetings at country level aimed at developing resource mobilization and utilization within recipient countries,

(1) To initiate this on a pilot basis in 3-4 countries, WHO will contact as soon as possible, under the aegis of WHO/BMZ-Cooperative Programme (Phase VI) bilateral agencies to enquire about their specific IDWSSD related activities in these countries. The results of this survey would be used to identify and structure possible further donor coordination in those countries.

- performing evaluations of water supply and sanitation programmes, aimed at uncovering the reasons for malfunctions and underutilization of resources and developing corrective actions,
- developing evaluation methods such as the WHO's Minimum Evaluation Procedures (MEP), that could serve the needs of governments, communities and external support agencies (WHO will have a consultation in late 1985 on lessons learned from evaluation studies),
- using the guidelines for striking an optimal balance among programme components (health education, sanitation, community participation) embodied in the "maximizing benefits to health" concept, since improved health is one of the ultimate goals of the Decade,
- ensuring that sufficient weight is given by the governments of recipient countries to all components needed to successfully build, maintain, operate and use drinking water supply and sanitation improvements, in particular emphasizing "institutional building".

(ii) Financial performance

When mobilizing resources for the sector it should be remembered that the main source of financing will be from the countries themselves. This points to the future need of additional emphasis on the mobilization of local money concentrating on alternative sources of finance for water supply and sanitation projects. However, when considering financing through national as well as external resources the following points should be borne in mind:

- setting a minimum goal of 5 percent of total future investment for providing adequate funds to support needed software components of programmes,
- aiming at full cost recovery (including investment, operation and maintenance, rehabilitation, replacement; and cost recovery for sanitation) in urban and rural areas. This would be reached by increasing revenues through for adequate tariff (and, where possible, cross subsidization) structures based on a realistic analysis of social, economic and political possibilities.

Nevertheless in the first instance donors may find it necessary to increase local financing by donor funds despite the decreased use of sophisticated, imported technology and the use instead of appropriate, low-cost technology, since the financial resources particularly of LDC's remain in general limited.

(iii) Social performance

It is now being belatedly recognized that social issues are of paramount importance and that without grassroot community involvement at all stages, no projects will flourish. Therefore all investment must respond to the beneficiaries requirements.

Concerning social issues, sector work should:

- give priority to support for the urban and rural poor and to the provision of the basic needs of all,
- take note of local social structures,
- attempt to use all local human resources and knowledge by respecting local traditions and seeking to appropriate their potential,
- recognize the vital role of women as users, managers, acceptors and agents of change in water supply and sanitation at all levels of Decade Activities.

(iv) Technical performance

Concerning technical issues, sector work should concentrate on:

- resource protection, assured by water management (including both the water contamination and the control of water waste by leak detection and other measures like metering of water) as well as by regeneration and resource management,
- the integration of water, sanitation and hygiene/health components in urban and rural projects,
- the adaptation of standards, technical components and project im-

plementation to the local and regional conditions of the country concerned, using appropriate technology to ensure operation and maintenance and to provide for the rehabilitation of the system,

- the acceptance of new or existing facilities and services through the participation, training and education of the population, thereby ensuring long-term self-reliance.



1981-1990

4.4 Preparations for the OECD-DAC Meeting May 1985

In preparation for the OECD meeting bilateral Donors should review the following areas of activities within their agencies in light of the points discussed and the proposals made at the Königswinter meeting. As a result they should be prepared to:

1. Report on how far they could agree on a "common denominator" for Decade work.
2. Identify points of divergence where agreement is not possible.
3. Consider the possibility, in cases where this has not already been done, of preparing an agency Decade strategy, as well as guidelines for consultants, NGO's and agency staff involved in planning and carrying out field work (including training and follow-up).
4. Review coordination at country level and with other support agencies. The review should include actions and decisions already taken, as well as those planned, and lead to:
 - Instructions or recommendations to agency field staff that they coordinate with UNDP RRs, and when appropriate with WB, CEC and other external support agencies.
 - Inclusion of a standard paragraph instructing consultants, agency staff and country missions to meet regularly during the course of preparing projects and programmes, as well as during follow-up discussions, with UNDP RRs, and when appropriate with WB, CEC and other external support agencies involved in the sector.
 - Sharing of information on country activities in order to build a country activity information system among donors. The information would include project and programme information, a "who's who", addresses, examples of successfully implemented projects and a short analysis of problems.
5. Identify bottlenecks as seen by donor and analyse the reasons why Decade approaches are not fully accepted by recipients and also why requests for assistance in these areas are not forthcoming.

4.5 OECD-DAC Meeting May 1985 - Agenda Suggestions

The following are observations from the Königswinter meeting and suggestions for agenda points to be considered by the organizers of the OECD meeting:

1. The meeting should define and state a "common denominator" of consensus among bilateral agencies reflecting their Decade strategies.
2. The meeting should identify the divergencies among individual donors, and between donors as a group and financing and other multilateral organizations.
When proceeding with (1) and (2), areas of importance to increased sector performance as identified at the Königswinter meeting would also have to be reviewed (i.e., institutional development, cost recovery, technology, health education, community participation, training and the link between water and sanitation).
3. The meeting should include reports by agencies on their preparations of strategies and staff guidelines.
4. The meeting should include a discussion on the progress of the WHO / BMZ - Cooperative Programme (Phase VI), particularly regarding the information sharing and coordination pilot project to be carried out in a limited number of countries.
5. The meeting should agree on a set of actions to establish coordination among donors, particularly at the country level.
6. The organizers of the meeting should invite those international organizations that participated in the Königswinter meeting.
7. The meeting should include input from one or more international agencies concerning the status of the Decade, bottlenecks and prospects.
8. The meeting could include inputs from International Agencies on:
 - theory and practice of project implementation at country /regional /local level
 - health education with respect to social costs and benefits
 - impact of water supply and sanitation on urban and rural structures and population distribution
 - cost recovery, loans and grants.

III. ANNEX

1. Annotated Agenda

1. Opening

Participants will be welcomed by a representative of BMZ.

An opening address will be given by Dr B Dieterich, WHO.

An official welcome address on behalf of the BMZ will be given at the end of the first day by Dr V Koehler, Parliamentary State Secretary.

BMZ will act as chairman for the first day.

2. Introduction

The secretariat for the meeting will introduce the purpose of the meeting, its setting and expected outcome. The introduction will also include methods of work and comments on the various issues to be dealt with.

3. + 4. Presentation by Donors

All European bilateral donors as well as US AID and CIDA will be requested to give a short (max 15 min) presentation. Opportunities should be provided for a limited number of questions subsequent to each presentation. Donors might prefer to support their presentation with a paper on the subject.

The presentation should start with a brief description of type of aid and the organizational setting in the country.

The main part of the presentation should concern analytical aspects drawn from experiences of bilateral cooperation. Participants are asked to identify main bottlenecks in providing more effective development support as well as giving indications on desired changes in implementation of bilateral programmes. It is suggested that the presentation concentrates on the following aspects:

- operation and maintenance
- low cost technologies
- institutional performance
- promotion of community involvement.

Also, an indication should be given as to how far the coordination between water and sanitation aspects has advanced in the bilateral programmes.

Donors who have produced sector strategies or are in the process of doing so might link their strategy work to the experiences at this point of the programme.

Within the scope of the consultation, agencies will be asked to update the information available in the Catalogue of External Support which provides statistical details on each agency. Hence, the verbal presentation should avoid going into statistical details. Three copies of the update should if possible, be delivered to the secretariat at the meeting.

Thematic Contributions :

5. Problems in Implementing Sector Strategies

GTZ and KfW will highlight problems of implementing sector strategies based on their experience of bilateral cooperation. The presentations will focus on economic and financial aspects of operation and maintenance

including necessities of restructuring tariffs for cost recovering and institutional structure problems.

6. The Necessity and Acceptability of Low Cost Technologies

I. Andersson from SIDA will make a presentation on the socio-economic needs for low cost technologies and their acceptability in the rural setting. The presentation will be based upon recent research results and will be linked to the Swedish strategy work for the sector.

7. Human Resources Development

N. Carefoot from WHO will make a presentation on central issues linked to institutional performance and the need to improve management and training.

8. Maximizing Socio-Economic and Health Benefits

R. Ballance from WHO will make a presentation on possible ways of maximizing socio-economic and health benefits when implementing drinking water supplies and sanitation solutions. The need for promotional aspects and community participation will be highlighted.

9. + 10. Group Work

Participants will be divided into four working groups each headed by a chairman:

- A Economic and financial aspects of operation and maintenance including tariffs and cost recovery
- B Necessity and acceptability of low cost technologies
- C Structure, management and staff performance problems of partner institutions
- D Maximizing socio-economic and health benefits

A number of questions will be formulated for each group. Of particular interest is to see how the different issues could be dealt with in the future within bilateral programmes.

11. Presentation of Group Work

The Group work is presented in plenum by a rapporteur chosen by the group.

12. Outlook for future Cooperation

Suggestions for future cooperation at country, regional and global level will be made with emphasis on coordination and mobilization of resources for the sector.

The Decade planning and project preparation of WHO in cooperation with other agencies as well as the Sector Review Cooperation which has been agreed between WB, UNDP, UNICEF and WHO will be highlighted.

WHO will also present suggestions for activities to take place in connection with the Mid-Decade-Review, 1985.

Report of the Meeting

A report of the meeting will be prepared and distributed to the participants including summaries of presentations and group work and plenary discussions.

Secretariat of the Meeting

The meeting will be supported by a secretariat consisting of

Ingvar Å h m a n (WHO)
Werner K n i p s c h i l d (BMZ)
Peter L i e s e r
Yvonne S a l a z a r (CDG)

2. List of Participants

Bilateral Organizations

- B - Ministère des Affaires étrangères
AGCD -
Administration Générale de la
Coopération au Développement
Place du Champ de Mars 5
B - 1050 Bruxelles
Telephone 02/ 5139060
- Dr J B u r k e
Division Chief for The Medical Service
- CH - Directorate of Development Cooperation
and Humanitarian Aid
Federal Department of Foreign Affairs
SDC -
Swiss Development Cooperation
CH - 3003 Berne
Telex 911440 c eda ch
Telephone 031/ 613407
- Armon H a r t m a n n
Head of Water and Sanitation
Development (Technical Matters)
- DK - Ministry of Foreign Affairs
DANIDA
Danish International Development Agency
Asiatisk Plads 2
DK - 1448 Copenhagen K
Telephone 01/ 920966
Telex 31292 etr dk
- Erik Sjørsløv J e n s e n
Technical Advisor on Water Supply
and Sanitation Projects

- F - FAC -
Ministère des Relations Exterieurés
Services de la Coopératió et du
Développement
Direction des Projets de Développement
20 rue Monsieur
F - 75700 Paris
Telephone 01/ 7831079
- Nicolas S a m u e l
Chargé de Mission
- CCCE -
Caisse Centrale de la Coopératió Economique
35/37 rue Boissy d'Anglas
F - 75379 Paris Cedex 08
Telephone 01/ 2669366
Telex 212632 f
- Hugues L e M a s s o n
- GB - ODA -
Overseas Development Administration
Eland House
Stag Place
GB - London SW1 E5DH
Telephone 01/ 213 : 3000
Telex 263907/8
- Mark Brian G r i e v e s o n
Principal Engineering Adviser
Phone: 7710
- James T W i n p e n n y
Senior Economic Adviser
Phone: 7799
- I - OIC -
Italian Foreign Affairs Ministry
Technical Cooperation Department
Planning and Policy
Multilateral Office
I - Rome
Telephone 06/ 3964930
- Salvatore A F i c a r a
Water Supply Programmes
- Paolo C a s i n i
Dirigente Ricerca "Igiene Applicata"
Istituto Superiore di Sanita
00100 Viale Regina Elena 299
I - Rome
Telephone: 06/ 493760

- N - NORAD -
Norwegian Agency for International
Development
Victoria Terrasse 7
P.O. Box 8142 DEP
N - 0033 Oslo 1
Telephone 02/ 314055
- Jakob S t o r a a s
Head of Division
Building and Construction
 - Gerd W a h l s t r ø m, Ms
Head of Division
Health, Family Planning and Education
- NL - Ministry of Foreign Affairs
DGIS -
Directorate General of International
Cooperation
Plein 23
NL - 2511 Den Haag
- J B l o m
Sector Management Water Supply
and Sanitation
 - Dr C L e n s t r a
International Organizations Department
- S - SIDA -
Swedish International Development Authority
S - 105 25 Stockholm
Telephone 08/ 150100
Telex 11450 sida sthlm
- Ervor E d m a n, Ms
Senior Programme Officer
 - Ingvar A n d e r s s o n
Senior Programme Officer
Swedish Embassy
Development Cooperation Office (DCO)
P.O. Box 9303
Dar es Salaam/ Tanzania
Telephone 51/ 23501
Telex 41013 svensk dar es salaam

Non-European Guests

- CAN - CIDA -
Canadian International Development Agency
200, Promenade du Portage
Hull, Quebec K1A 0G4
Telephone 819 997 1276
Telex 534140
- Walter Marshall
Chief, Water Sector
- US - AID -
Agency for International Development
Washington D.C. 20523, USA
Telephone 703/ 235 9823
- F Eugene Mc Junkin
Chief, Community Water Supply and
Sanitation Division
Office of Health

International Organizations

- CEC - Commission of the European Communities
Directorate-General for Development
Berlagmont 9/51 A
200, rue de la Loi
B - 1049 Bruxelles
Telephone 322/ 235 3495
Telex 21877 comeu b
- Pierre Peligry
- Administrateur Principal
- OECD - Organization for Economic Cooperation
and Development
2, rue André Pascal
F - 75 Paris
Telephone 01/ 5248200
- George Krivicky
Principal Administrator Development
Cooperation Directorate

- WB - The World Bank
1818 H Street, N.W.
Washington, D.C.
Telephone 202/ 676:
Telex 440098 i tt
- Jozsef B u k y
Chief, East Africa Water Supply and
Urban Division
Eastern Africa Projects Department
 - Michael A C o h e n
Chief, Operations Support and Research
Division
Water Supply and Urban Development
Department (WUDOR)
Telephone: 1451
 - John M K a l b e r m a t t e n
Senior Advisor
Applied Technology Unit
WUDOR
- UNDP - United Nations Development Programme
304 East 45 Street, 12th Floor
New York, N.Y. 10017 USA
Telephone 212/ 906500
Telex 236286
- Michael P o t a s h n i k
Senior Programme Officer
Global and Interregional Division
- UNICEF - United Nations Children's Fund
United Nations
New York, N.Y. 100 17 USA
Telephone 212/ 754 7955
Telex 62346 wui
- Martin G B e y e r
Senior Policy Specialist
Drinking Water and Sanitation
- UNDP/WHO - Peter L o w e s
Coordinator
UNDP/WHO International Water Supply and
Sanitation Decade
GWS/EHE Unit
World Health Organization
CH - 1211 Geneva 27
Telephone 022/ 91 - 3578

WHO - World Health Organization
CH - 1211 Geneva 27
Telephone 022/ 91 - 1
Telex 27821 oms

- Dr Bernd H D i e t e r i c h
Director
Division of Environmental Health (EHE)
- Odyer A S p e r a n d i o
Manager
Global Promotion and Cooperation for
Water Supply and Sanitation (GWS)
- Ingvar A h m a n
Senior Economist
Global Promotion and Cooperation for
Water Supply and Sanitation (GWS)
Telephone 3548
- Neil C a r e f o o t
Engineer/ Scientist
Environmental Health Technology and
Support (ETS)
Telephone 3555
- Richard C B a l l a n c e
Sanitary Engineer
Environmental Health Technology and
Support (ETS)
Telephone 3538

German Organizations

BMZ - Federal Ministry for Economic Cooperation
Karl-Marx-Str. 4-6
D - 5300 Bonn 1
Telephone 0228/ 535 - 1
Telex 8869452 a bmz d

- Dr Volkmar K ö h l e r
Parliamentary Secretary of State
- Dr Herbert T h e i e r l
Head of Section for Infrastructure
Telephone 535 - 338
- Werner K n i p s c h i l d
Water Supply and Sanitation Programmes
Telephone 535 - 748

- GTZ - German Agency for Technical Cooperation
Dag-Hammarskjöld-Weg 1
P.O. Box 5180
D - 6236 Eschborn 1
Telephone 06196/ 79 -0
Telex 41523-0 gtz d
- Dr Hinrich E y l e r s
Head of Department for Infrastructure
Telephone 79 - 1201
 - Dr Klaus E r b e l
Head of Division for Water Supply and
Sanitary Engineering
Telephone 79 - 1265
 - Klaus K r e s s e
Head of Section for Water Supply and
Sanitation
Telephone 79 - 1279
- KfW - Reconstruction Loan Corporation
Palmengartenstraße 5-9
P.O. Box 11 11 41
D - 6000 Frankfurt/ Main
Telephone 069/ 7431 - 1
Telex 411352
- Günter N e u b a u e r
Head of Water and Sanitation Programmes
Telephone 7431 - 2377
 - Dr Hermann D i e b o l d
Division of Infrastructure
Telephone 7431 - 2386
- CDG - Carl Duisberg Gesellschaft e.V.
Lützowufer 6-9
D-1000 Berlin 30
Telephone 030/ 25482-0
Telex 184628 cdgbl d
- Yvonne S a l a z a r
for Section for Water Supply and
Environment Protection
Telephone 25482 - 107

DSE

-

Deutsche Stiftung für Internationale
Entwicklung
Economic and Social Development Center
Reiherwerder
D - 1000 Berlin 27
Telephone 030/ 4307 - 1
Telex 181405 dseed d

- Rüdiger M e r c h e r t
Programme Officer
Section for Health Population and
Social Affairs
Telephone 4307 - 311

Peter L i e s e r
for BMZ
Riedlinger Straße 37
6100 Darmstadt
Telephone 06151/ 22211

3. List of Documents (available on request from: BMZ, CDG, WHO)

1. Opening and Introduction

1	Theierl	BMZ
2	Dieterich	WHO
3	Köhler	BMZ

2. Presentation of Donors and Agencies

1	Knipschild	BMZ
2	Burke	B
3	Hartmann	CH
4	Jensen	DK
5	Samuel	F
6	Le Masson	F
7	Grievesson	GB
8	Ficara	I
9	Storaas	N
10	Blom	NL
11	Edman	S
12	Marshall	CAN
13	McJunkin	USA
14	Peligry	CEC
15	Krivicky	OECD
16	Potashnik	UNDP
17	Beyer	UNICEF
18	Cohen	WB
19	Dieterich	WHO

3.1 Thematic Contributions

- 1 Problems in Implementing Sector - Strategies
Erbel GTZ
Diebold KfW

- 2 Necessity and Acceptability
of Low Cost Technologies
Andersson SIDA

- 3 Human Resources Development
Carefoot WHO

- 4 Maximizing Socio-Economic and Health Benefits
Ballance WHO

3.2 Working Groups

- Q Questionnaire
- A Economic and financial aspects of operation and
maintenance including tariffs and cost recovery
- B Necessity and acceptability of low cost technologies
- C Structure, management and staff performance problems
of partner institutions
- D Maximizing socio-economic and health benefits

4. Conclusions

- 1 Suggestions for Strengthening Dialogue
Ahman WHO

4. Final Words

THE INTERNATIONAL DRINKING WATER SUPPLY AND SANITATION DECADE
WHO/BMZ/ EUROPEAN DONOR CONSULTATION
OCTOBER 1984

De Aquae et Vinibus et Temporibus Passatis

(Address of retrospective thanks to the hosts of the Meeting
in the wine cellars of Mr. Boels, Königswinter,
17 October 1984)

by

Martin G. Beyer
UNICEF

Domine Praesedens, Mulieres et Homines, Amici:

Your previous allusion to the Latin language not only stops with Latin but it goes on to include more than just sanitation. It was a very logical thing that this particular meeting on the International Drinking Water Supply and Sanitation Decade, among mainly European donors but also with our brethren from the other side of the ocean was held here in Europe. After all, the traditions in terms of water supply and sanitation of this continent go back far in time.

Maybe we should look a little bit at our own archeology in order to see how the developing countries in those days, particularly around the Mediterranean, did it. I think it's very appropriate that our hosts from the Federal Republic of Germany should have been those calling this meeting, since they partly live on something that was once Roman ground 2,000 years ago and remained so for several hundred years. Community water supply and sanitation with community participation were there then, although they were somewhat strongly enforced by Julius Caesar in his time.

We are here in the border region of the old Roman Empire. There are in fact quite a number of old water installations that have been unearthed in the Rhine valley. There are several of the famous spas with Roman origins around, in Wiesbaden and Baden-Baden ("bad" in German mean "bath").

Sanitation of course also was taken care of. Our congenial hosts for this occasion really have taken the opportunity to perpetuate that spirit. Some of the matters we have discussed here actually are not very, very new. If you go back to the old Roman Empire, not only did they have spas but also the most beautiful sanitary installations. I recall seeing in Corinth, in Greece, in the lower part of the ancient city, close to the bay, one of the most

beautiful toilets I've ever seen in my life. This is from Roman times, built in the Second Century. It consists of a huge marble installation that was built over a small creek with a very rapid flush. It's a 12-holer with the seats arranged in two semi-circles facing each other for more convivial sessions among the Greco-Roman squatters.

Coverage of the populations in those days was not universal, however. There is one inscription in Pompeii which says, in Latin (and I guess that our colleagues from Rome would have that very classical background to follow the sense of the text)

"Quisquis hic minxerit aut cacaverit Iovi Optimi
Maximi iram provocabit", which means:
"Whosoever would pee or shit here, will provoke
the wrath of Jupiter, the Biggest and the Best".

So you see, health education is nothing new and the Romans were very motivated in that respect. Only, unfortunately, their toxicology was not very advanced, and there were consequently some errors in the selection of materials especially in the water distribution system in Rome. At least some researchers assume that the cause for the decline and fall of the Roman Empire was in the lead pipes that were installed in those days, the lead slowly incapacitating the ones among the Romans who drank water. Those who survived were those who drank wine.

I really hope that we shall be able to continue that tradition. In another 2,000 years time some of our descendants may then be sitting here and quoting Bernd Dieterich, Brian Grieverson, Walter Marshall and the others and trying to decipher the English that was spoken then. If this text on a withered palimpsest would happen to fall into the hands of our descendants they would shake their heads in wonder and say to each other: "That Königswinter wine must have been really good!"

It was. So let me thank you all ever so much.

DECADE APPROACHES

- complementarity in developing water supply and sanitation
- strategies giving precedence to underserved rural and urban population
- programmes promoting self-reliant, self-sustaining action
- socially relevant systems that people can afford
- community involvement at all stages of project implementation
- association of water supply and sanitation with relevant programmes in other sectors, particularly with primary health care, concentrating e.g. on health education, human resources development and the strengthening of institutional performance.



1981-1990

THE INTERNATIONAL DRINKING WATER SUPPLY AND SANITATION DECADE

DECADE APPROACHES

- complementarity in developing water supply and sanitation
- strategies giving precedence to underserved rural and urban population
- programmes promoting self-reliant, self-sustaining action
- socially relevant systems that people can afford
- community involvement at all stages of project implementation
- association of water supply and sanitation with relevant programmes in other sectors, particularly with primary health care, concentrating e.g. on health education, human resources development and the strengthening of institutional performance.



THE INTERNATIONAL DRINKING WATER SUPPLY AND SANITATION DECADE