



UNDP - World Bank
**Water and Sanitation
Program**

Report

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Introduction

This report reviews the activities of the UNDP-World Bank Water and Sanitation Program for the 18-month period from January 1997 to June 1998.

This year (1998) marked our twentieth year of activity and provided us with a useful vantage point to see both where the sector and the Program have been over the past two decades and where we are heading as we move into the next century. In this spirit we published *Learning What Works*, a critical and insightful examination of the first twenty years of the Program's experience. We encourage you to read or request copies of this and other publications mentioned in this report through our website at www.wsp.org.

Although much has changed since our founding as a series of discrete projects in 1978, our emphasis on field-based learning to support our many partners in helping poor people to gain sustained access to improved water and sanitation services is as strong as ever. The period covered in this report was one of relative stability and consolidation for the Program and much was achieved. A global study, based on detailed field work and case studies from six countries, was published on how to make rural water supply sustainable, and served as part of the basis for the Community Water Supply and Sanitation Conference in May 1998.

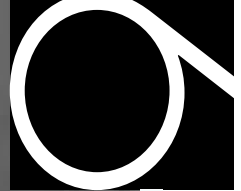
Another feature of this period has been our enhanced ability to reach and facilitate sharing among larger and more diverse audiences through our

continuously expanding, trilingual website (English, French and Spanish). Visitors to the website will find useful Program information, links to partner organizations, proceedings of the May conference, and a number of other publications and reports (including this one).

But the challenge before us today remains essentially the same as twenty years ago: to put our vast store of accumulated knowledge and experience at the service of communities and governments attempting to improve water and sanitation services in the face of enormous political, economic and social challenges. The health, environmental and social costs of unsafe drinking water and inadequate sanitation will continue to plague efforts of developing countries to accelerate economic growth and alleviate poverty as they move into the next century. The Program must continue to pursue its mission through an expanding and increasingly active set of partnerships at the local, national, regional and global levels.

I would also like to recognize and thank our many partners, whose knowledge and resources help us to operate effectively, and the bilateral and multilateral external support agencies that continue to provide the financial grants on which our work depends.

Brian Grover,
Program Manager



Chapter 1

Learning What Works

Meeting Global Challenges



Since 1978, the UNDP-World Bank Water and Sanitation Program has been involved in helping poor communities obtain sustained access to improved water and sanitation services. Despite considerable sector achievements over the last couple of decades, more than one billion people in the developing world still lack adequate supplies of water, and over two billion do not have basic sanitation services.

The Program is a partnership that directly addresses these problems. It is part of a global effort to counteract the enormous health, environmental and social costs of inadequate water and sanitation services by improving the efficiency and effectiveness of the sector and exploring new opportunities for service provision and enhancement. While the Program's scope and activities have evolved considerably over the years, its basic elements – a focus on serving poor communities, emphasis on working through partnerships, and concentration on field-based activities – have remained constant.

Over the last few years the Program has shifted its focus towards more facilitative approaches capable of responding to changing client demands. During the eighteen months chronicled here, the Program developed and consolidated this approach at the global level through greater emphasis on its learning agenda. This included publication of a

six-country study analyzing the impact of demand-responsive approaches on the sustainability of rural water systems; the co-sponsoring of the Community Water Supply and Sanitation Conference in May 1998; and increased use of media such as video and the Internet to facilitate learning and sharing of Program- and sector-related activities and experiences among our partners and clients at all levels. This emphasis on maximizing the potential of new and existing means of communications to improve the collection and dissemination of information and the exchange of knowledge is having a dramatic impact on our efforts to build the capacity of our partners and clients.

The opportunities provided by enhanced communications and progress in promoting more gender-sensitive and participatory approaches to water supply and sanitation service provision are great, but the water and sanitation challenges posed by increases in population, poverty and inequality – particularly in the developing world's growing urban and peri-urban areas – are even greater. This report describes activities which reflect the Program's efforts to keep ahead of this increasing demand by creating an enabling environment for policy reforms, supporting sustainable investments, and making optimal use of Program knowledge and experience and of others working in the sector.

Overview of the Program

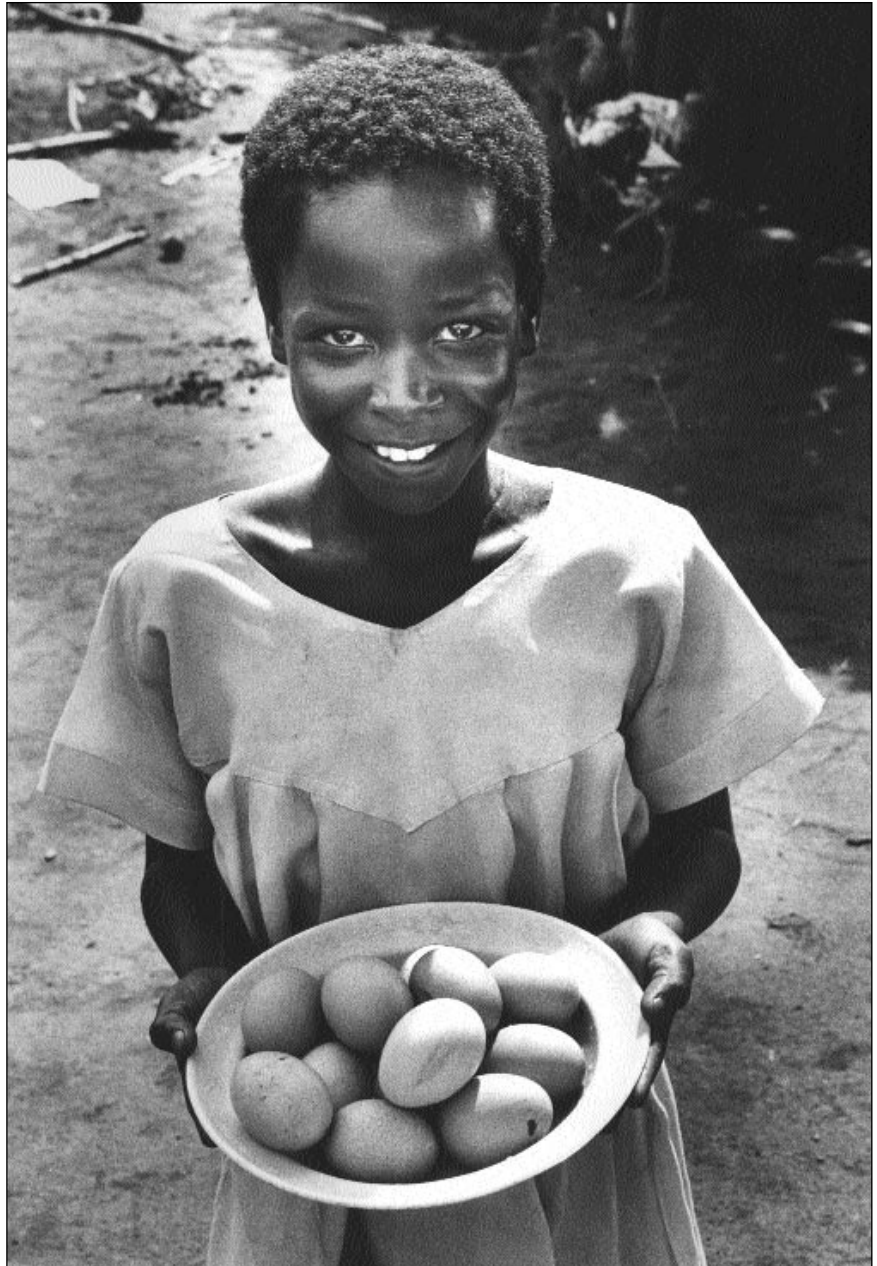
Originally conceived as an applied research project aimed at supporting efforts in the Drinking Water Supply and Sanitation Decade (1981-1990), the Program is now in its twentieth year and has proven to be a unique and influential experiment in development partnerships. Together with partners in government, donor agencies, the private sector, and non-governmental organizations, the Program promotes and facilitates innovative solutions and participatory approaches tailored to local needs and conditions.

The Program's approach to sustainable sector development is based on principles adopted at the 1992 International Conference on Water and the Environment in Dublin and at the 1992 International Conference on Water and the Environment and Development in Rio de Janeiro. More commonly known as the Dublin Principles, these principles form the basis of the demand-responsive approach which guides the Program:

- Fresh water is a finite and vulnerable resource, essential to sustain life, development and the environment;
- Water development and management should be based on a participatory approach, involving users, planners and policymakers at all levels;
- Women play a central part in the provision, management and safeguarding of water; and
- Water has an economic value in all its competing uses and should be recognized as an economic good.

Program Objectives

The Program collaborates with partners to translate these principles into actions. Capacity building is central to Program work. Working with country and external support agency partners, the Program involves sector actors and stakeholders in sector development so that each activity not only promotes sector reform but also offers an opportunity to develop skills to support future reforms. Three objectives provide the framework for working with partners.



Strengthening Sector Policies

The Program encourages policy reform as part of its efforts to help partners create an enabling environment for large investments in peri-urban and rural areas. The Program helps national organizations identify and implement the internal reforms that are needed to support these policies, strategies and programs. For example, the role of government often needs to be changed from the traditional paternalistic one of provider to that of a facilitator of services, through the

establishment of strong institutional rules, regulations, and processes that encourage local decision-making. The Program helps ensure that these elements are embedded in national policies and strategies and are reflected in the structure and operations of national sector agencies.

Supporting Sustainable Investments

Sustainable services are the goal of sector development. It has become increasingly evident that water and sanitation projects that respond to community-demand are more likely to be used and sustained by their beneficiaries. Projects are more likely to be sustainable when communities make decisions about the services that they want, are willing to pay for, and are able to maintain locally with minimal external support.

The Program supports sustainable investments by building national capacity and encouraging adoption of demand-responsive approaches which treat water as both an economic and a social good, and involve stakeholders in the selection, planning and operation of water and sanitation services. The Program helps test, monitor and adapt various institutional, technological and service delivery options to promote the sustainability of large-scale projects. These efforts include pilot projects, implementation assistance, strategic supervision, willingness-to-pay studies, guidance and technical support in project design, and monitoring and feedback mechanisms that generate the information needed to make changes in project rules as implementation progresses.

Through its support for investment projects, the Program works with community organizations, nongovernmental organizations, the private sector, local governments, and local offices of federal agencies. It encourages the participation of these groups and seeks to develop capacity and promote more informed decision-making regarding project design and

implementation. By working at many levels, the Program helps foster change and stimulates progress in the sector.

Learning and Communicating Lessons

The Program identifies and analyzes key sector problems, identifies solutions, documents and shares lessons from the field, and disseminates information at the national, regional and global levels. Learning across projects is possible when it is built into each project and lessons from earlier stages are used to adapt and improve projects. This approach is aimed at giving the Program a more rigorous means of learning and documenting what works, and placing it in a position to disseminate useful lessons. As the adoption of a demand-responsive approach has encouraged more decentralized and tailored approaches to water and sanitation, the Program has concentrated increasingly on fostering communication and sharing ideas and experience among its partners and agencies working in different parts of the world.

To facilitate communications, each regional office has hired a communications officer and an informal network has developed among the regional and headquarters communications teams. A Program communications strategy has been developed that provides a framework to link the Program's networking, publishing and information activities. The strategy layers and links Program information so that the information is responsive to audience needs. The Program website provides global access to information about Program activities and projects in all regions, connects visitors to other development organizations working in the water and sanitation sector, and promotes the exchange of information among organizations and agencies working at all levels. Through the website, other more targeted dissemination efforts, and organization of conferences such as the Community

Water Supply and Sanitation Conference, the Program continues to expand its role as a focal point for sharing lessons among partners and networking among practitioners, decisionmakers and donors.

Demand Responsive Approach

In the past, too many projects have been developed without considering community demand for services and with limited consideration of economic efficiency or sustainability.

The Program has invested considerable effort in developing the ground rules sector planners need to implement an effective demand-responsive approach. Four general rules have been identified. First, not every community in a project area should be regarded as eligible for services; to become eligible it has to seek improvement. Second, decisions about installations and service levels should be made by communities on the basis of options submitted and their cost implications. Third, cost-sharing arrangements should be spelled out. And fourth, emphasis must be placed on sustainability – on determining who would own installations, manage them, and pay for their upkeep in the future.

In 1997, the Program sponsored a six-country global study to clarify demand-responsiveness and to measure and quantify the impact of demand-responsiveness on the sustainability of rural water systems. The study found that using a demand-responsive approach at the community level significantly increased the likelihood of water system sustainability. (See box page 39)

A demand-responsive approach involves more than giving communities choice about service levels. It requires changing the way projects are implemented so that they shift to community management and financing of implementation. This implies new roles for supply agencies and the need for a concerted effort to overcome resistance to change. Overcoming such resistance requires an enabling policy environment, the establishment of

greater trust between governments and communities, provision of support and training, and steps to help the private sector better provide goods and services and simplify contracting procedures. In short, moving to a demand-responsive approach demands greater attention to the roles and incentives of each stakeholder group.

Key Program Themes

The Program activities highlighted in this report fall under one of the following themes: rural water supply and sanitation, urban environmental sanitation (and increasingly, water supply), and participation and gender.

Rural Water Supply and Sanitation

Program teams continue to learn about what works in rural areas and to reach out to partners in the sector to help them apply this knowledge. Experiences applying a demand-responsive approach to rural water supply and sanitation have been distilled and were shared at the Community Water Supply and Sanitation Conference in Washington in May 1998. Sponsored by the Program and the World Bank, the conference focused on the demand-responsive approach and the implications for management and sustainability of services. A series of presentations, 36 case studies, and the Program-sponsored global study on the relationship between demand responsiveness and sustainability provided a framework for understanding the demand-responsive approach. (See box page 39)

Urban Environmental Sanitation

The world's population increasingly lives in cities, a trend which is increasing the urgency of providing reliable and environmentally sound water supply and sanitation services. The strategic sanitation approach developed by the Program draws upon lessons from experience, World Bank urban development work, and from others working in the water and sanitation sector worldwide.

The approach recognizes that urban poverty has no easy solutions and that many urban institutions and local governments are still attempting to develop efficient management structures for water and sanitation services. The goal of the strategic sanitation approach is to foster investment and operational efficiency, and to develop sustainable services even where urban poverty is growing. Through this approach, municipalities and communities base their plans and actions on:

- Choices on technologies and service levels;
- Step-by-step actions which unbundle services both vertically and horizontally;
- Economic replicability; and
- Responsive institutional arrangements.

The Program advocates a strategic sanitation approach designed to be flexible enough to adjust to different

regions and contexts and to incorporate learning and application of lessons from new experiences. This approach has already been successfully applied to sanitation planning in many countries worldwide, with documented results.

Participation and Gender

Stakeholder participation in designing, implementing, and managing water and sanitation projects is key to sustaining coverage for both urban and rural communities. The Program has been active in promoting participation of community members in sector development activities at the policy, organizational and project levels. However, women are still not fully participating in policymaking, economic and sector analysis, and management. They are often impeded by cultural and legal constraints and by their relative lack of time and mobility due to their multiple roles and workloads.

Community Water Supply and Sanitation Conference

Demand-responsiveness as the starting point for community water and sanitation services was the theme of an international conference held in Washington in May 1998. More than 350 people attended, representing over 80 countries and a wide range of stakeholders, nationalities, institutions, donors and professions.

The purpose of the conference was to allow participants to share their experiences with implementing demand-responsive approaches, identify the difficulties encountered, and map out the road ahead. The themes of the conference were organized around key messages. These included the need for flexibility in project design, incentives for stakeholders, appropriate community financing mechanisms, information-sharing, means of identifying community demand, selection of technical options based on demand, eligibility of communities for services, and the many institutional implications of these requirements. Among the concerns expressed by participants were the need to avoid marginalizing the very poor by basing service access on demand; the slow pace of service delivery based on demand; the incentives needed to persuade government institutions to abandon supply-led approaches; the difficulty of overcoming distrust for government felt by communities.

In evaluating the conference, many participants admitted that it had enabled them to appreciate for the first time the full dimensions of demand-responsive approaches, and the importance of community participation for service sustainability. Many resolved to rethink or re-design policies, and pass on what they had learned to colleagues and clients.

Bilateral partners include:

- Australian Agency for International Development;
- Belgium Agency for Development Cooperation;
- Canadian International Development Agency;
- Danish Agency for International Development;
- Ministry of Foreign Affairs-Italy;
- Ministry of Finance- Japan;
- Ministry of Foreign Affairs-Luxembourg;
- Directorate General for International Cooperation-Netherlands;
- Ministry of Foreign Affairs-Norway;
- Swedish International Development Cooperation Agency;
- Swiss Agency for Development and Cooperation;
- Department for International Development- United Kingdom.

The Program works in collaboration with a wide range of partners to develop programs aimed at fostering greater participation by all community members. One such program, the Participatory Hygiene and Sanitation Transformation (PHAST) method, has been pilot-tested in East Africa and was developed in coordination with national governments, nongovernmental organizations, UNICEF, WHO and bilateral donors. The Program has documented the experiences and lessons of PHAST so that it can be adapted and replicated elsewhere.

Building on previous Program experience, work has begun on the first phase of a five-year Participatory Learning and Action Initiative to improve the capacity of sector agencies to respond to user demands for water supply and sanitation services using gender-sensitive participatory approaches. The initiative was formulated at a workshop held in May 1997 in the Netherlands and at two subsequent workshops. It will consist of assessments of projects in 14 countries, examining the links between the use of demand-responsive, gender- and poverty-sensitive approaches in the design and implementation of water and sanitation services in rural and peri-urban communities, and overall impact and sustainability. The results of these assessments will serve as the basis for a program of action-oriented activities in the second phase.

Program Organization

The global program is organized into the following five regional teams in Africa, Asia and Latin America, with resources concentrated in selected focus countries.

- East and Southern Africa:
Nairobi, Kenya
- West and Central Africa:
Abidjan, Côte d'Ivoire
- East Asia and the Pacific:
Jakarta, Indonesia
- South Asia:
New Delhi, India
- Andean Region:
La Paz, Bolivia

The regional teams are supported by headquarters technical and administrative staff located in Washington, DC. Each regional team is made up of staff with diverse skills, including expertise in rural water supply and sanitation, urban environmental sanitation, gender and participation, community development, hygiene education and communications. A staff list is provided at the end of this report.

Program regional staff work closely with developing country partners while the headquarters team helps provide a global perspective, sharing lessons from all the regions. Ongoing communications between regional teams provides an opportunity for staff to learn from one another's experiences. This learning is facilitated by electronic communications, including the Program website. Other opportunities to learn and adapt lessons include workshops, conferences, study tours and publications.

Funding

Financing comes from 12 bilateral donor agencies, the United Nations Development Program, the World Bank and from the countries themselves. Each donor supports initiatives at the national, regional and global levels.

Collaboration and Partnerships

The Program builds and maintains strategic partnerships at the national, regional and global levels. These links help develop consensus on sector development and foster more coordinated water and sanitation efforts. The Program actively participates in the Global Water Partnership and the Water Supply and Sanitation Collaborative Council, and maintains working relationships with many international organizations and agencies.

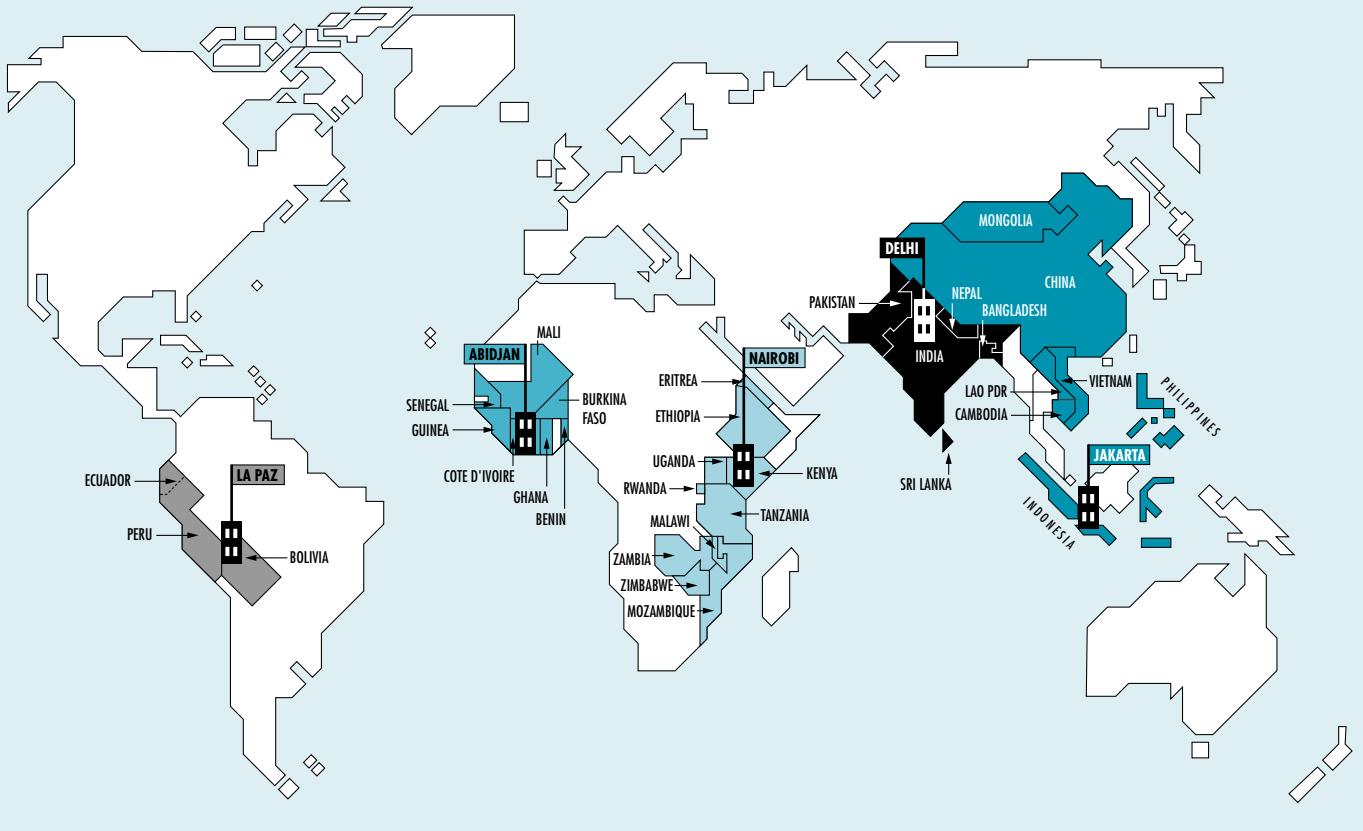
The Program Advisory Committee includes developing country partners, Program donors, and other strategic partners including UNICEF and the World Health Organization. The committee meets annually and guides policies and the planning and implementation of activities.



Regional Reports

South Asia
East Asia and the Pacific
West and Central Africa
East and Southern Africa
Andean Region





Chapter 2

Regional and Global Activities

- South Asia
- East Asia and the Pacific
- West and Central Africa
- East and Southern Africa
- Andean Region



Regional office

The Program has nearly 100 staff working in twenty-nine countries. The organizational structure of the Program encourages flexibility and responsiveness to the needs of its clients as well as to emerging issues in the water and sanitation sector. Decision-making and the allocation of financial and human resources are handled by experienced personnel at the appropriate level: national, regional, or global.

The Program's structure and multidisciplinary staff allow it to function in a number of ways. The decentralized structure encourages unique and independent activities at all levels. The global focus helps foster strong thematic and inter-regional links that allow for information exchange and create opportunities to learn and adapt lessons among countries, within regions, and around the world.

The Program participates at the global level through strategic

partnerships such as the Global Water Partnership and the Water Supply and Sanitation Collaborative Council. Program staff, especially those based at headquarters, provide a global perspective, compiling and analyzing lessons from the Program's experiences worldwide as well as from the experiences of others in the water and sanitation sector. In this way the Program is able to take advantage of its close association with field-based projects as well as benefit from experiences all over the world.

The Program's field presence enables staff to build strong relationships with developing country partners and to work closely with them. Field staff share knowledge of problems common to other countries in a region and are able to apply lessons that they have learned in one area to help find solutions in others. Field-based staff also contribute to Program learning at the global level.

REGIONAL OFFICE:

NEW DELHI, INDIA

FOCUS COUNTRIES:

BANGLADESH*

INDIA

NEPAL

PAKISTAN*

SRI LANKA

**In-country Program field office*

South Asia

Overview

The Regional Water and Sanitation Group for South Asia is active in five countries that have a combined population of 1.3 billion people (representing one fifth of the world's population and about half of the world's poor) and a World Bank Water and Sanitation portfolio exceeding US \$3 billion.

Although the region is faced with severe challenges due to its massive population, high poverty rate and other factors, South Asia features some of the best practices in the water supply and sanitation sector as well. At one extreme are inefficient sector bureaucracies, deteriorating public services, inefficient public investments, worsening water quality and unacceptable sanitary conditions. At the other extreme are numerous small but effective local, innovative, people-centered initiatives. Still, despite significant increases in public investment in the water and sanitation sector in recent years, much needs to be done to further improve overall coverage and quality of services in many parts of the region.

Diversion of capital investments to cover the often redundant costs incurred by centralized sector organizations undermines the impact of increased investments in the sector. In addition, water continues to be treated primarily as a social and political good, leading to serious inefficiencies in the allocation of resources and investments and undermining the long-term sustainability of services. National policies in areas such as subsidized power and water rights provide incentives for users to exploit and misuse water rather than protect and conserve it.

It is against this background that the Program's South Asia office continues to promote policy reforms and pilot projects that demonstrate how the sustainable provision of water and sanitation services in both rural and urban areas can be planned and managed. Working with a number of key partners at national, state and local levels, the Program is developing and promoting new approaches, supporting policies and encouraging investments throughout the region. Through extensive documentation and dissemination of lessons learned in various projects, the Program seeks to bridge the knowledge and action gap among its partners and to support communities (particularly women) and other

key decision-makers in the formulation of appropriate, informed decisions. The Program has also taken steps to decentralize and introduce more participatory decision-making into its own management structure, in keeping with the demand-responsive approach it encourages among its partners and clients throughout the region.

Urban Environmental Sanitation

The Program's South Asia team promotes demand-based, sustainable water supply and sanitation services for the poor, with particular strategic focus on urban environmental sanitation (UES). The Program has participated in the development of a number of urban investment projects in the region, and its learning agenda focuses on identifying and disseminating knowledge about ways to improve delivery of urban services for the poor. In collaboration with the Swiss Agency for Development and Cooperation in Bangladesh, the Program is supporting a pilot project to test alternative institutional arrangements and develop guidelines for implementing demand-driven projects through public-private partnerships in the urban environmental sanitation sector. In Pakistan, the Program is supporting the development of a policy framework based on practical experience gained through local initiatives. And in India, the Program is assisting the Ahmedabad Municipal Corporation in implementing

an innovative program to provide basic sanitation services for the city's slums, and in preparing strategic sanitation plans for small- and medium-sized towns.

More recent emphasis has been placed on building capacity in municipalities to prepare strategic sanitation plans. Urban-targeted activities in water, sanitation, solid waste management and drainage are expected to expand even further in response to the challenges posed by South Asia's unbridled urban growth.

Rural Water Supply and Sanitation

The Program supports reforms in the rural water supply and sanitation sector in each of its focus countries. This support includes facilitating dialogue between governments and encouraging adoption and application of demand-based approaches. The South Asia Group is involved in a number of large-scale rural water supply and sanitation projects funded by the World Bank and bilateral donors in the region.

In Pakistan, the Group has supported major IDA-assisted projects in Azad, Jammu, Kashmir, Balochistan and Sindh, and the multi-donor Social Action Program Project. Putting demand-responsive principles into practice in a historically supply-driven environment has often implied significant changes to the way things operate. In Sindh, for example, the Program has brokered a partnership between formal (Public Health Engineering Department, PHED) and non-formal (Sindh Graduates Association, SGA, and the Orangi Pilot Project-Research and Training Institute, OPP-RTI) sector institutions to develop and test demand-responsive approaches. These approaches are being applied in a number of pilot villages across the province, in which communities are mobilized by the SGA and assisted in the identification, planning, implementation, management and funding of selected projects. The involvement of communities has lowered the costs of these projects and has led to the use of more appropriate technology and service levels. Lessons learned from

these pilots will inform a whole new generation of projects, and will demonstrate how the country's "Uniform RWSS Policy", which stipulates the use of community-based approaches, can best be put into practice. The Program will be documenting the pilots and will prepare field notes and case studies for dissemination.

In Bangladesh, the Program is working in collaboration with the Swiss Agency for Development and Cooperation to develop and

implement a new generation of rural projects to build capacity in user communities, test new roles for public sector agencies and employ strategic monitoring as a tool for adaptive learning in low water table areas. In India, Nepal and Sri Lanka, the Program has been actively involved in the preparation and supervision of a variety of demand-based projects, drawing on its vast resources and experience to supervise, adapt and refine these projects.

Case Study: Uttar Pradesh, India

The policy environment for rural water and sanitation services in India - where according to the Constitution, rural water supply and sanitation are the responsibility of the state government - does not strongly support a demand-responsive approach, but the government of Uttar Pradesh has taken steps in this direction by agreeing to undertake the pilot Program-assisted Rural Water Supply and Environmental Sanitation Project. The 'Swajal project', conceived in September 1994, seeks to implement reform through a newly created institutional structure, in the form of a partnership among the Project Management Unit (an autonomous government agency), non-governmental organizations, and village water and sanitation committees. Progress has been encouraging so far, and it appears that although most of India's water and sanitation delivery services are currently subsidized, cost recovery from relatively poor communities will not be a problem as the demand for sustainable water and sanitation systems is so great. Another encouraging sign is that under the project's new delivery system, the government has so far been willing to play a facilitating and partnership role rather than an implementing one.

The project covers the two most water-scarce regions in the state, and aims to bring water supply, sanitation (latrines and drains), environmental protection works, hygiene and sanitation awareness, and women's development initiatives to 1,000 villages over six years, in four phases. Although implementation of the project in the first group of villages has yet to be completed, all indications are that the demand-responsive approach will lead to a sustainable outcome. The initial challenge in implementing such a project was overcoming the resistance and skepticism of the government and other players in the sector, particularly in an environment of public subsidies and centralized decision-making. There was no such problem with non-governmental organizations and local communities, however, and once local communities expressed enthusiasm for the demand-driven approach, government cynicism diminished.

Looking ahead, the replicability of the Swajal project should be tested by trying a demand-driven approach in other parts of Uttar Pradesh and the county, with local variations and site-specific differences in design but all following the same basic approach. Given the soundness of the project design, if the same level of effort is made, there is no reason the Swajal approach should not be replicable elsewhere.

Strengthening Sector Policies and Reforms

The Program assists governments and external support agencies in improving sector policies and strategies, and promotes partnership and collaboration with other agencies and organizations working in the region. In Bangladesh, we are assisting the government in the development of an effective water and sanitation sector policy with assistance from the Danish Agency for International Development, and contributing to the design of a new generation of rural water supply and sanitation projects in collaboration with the World Bank and the Swiss Agency for Development and Cooperation. In India, the Program has formed a strategic alliance with the Rajiv Gandhi National Drinking Water Mission to accelerate the policy reforms already underway to achieve sustainability in India's rural water supply and sanitation sector.

In Bangladesh, the Program is supporting an effort to address the country-wide arsenic poisoning of drinking water. Bilateral organizations had been very active in the sector but were recently starting to pull out because they felt that their efforts to achieve sustainability were being thwarted by a lack of interest in institutional reform. The Program has managed to rally the bilaterals around a common approach for the new arsenic mitigation project, and has reached agreement with the government on the introduction of new mechanisms focusing on cost recovery, decentralized decision-making and partnership with non-governmental organizations. This initiative will not only affect the lives of some 40 million people, but will be the engine to transform the sector in many ways in the future.

In Pakistan, India, Bangladesh, Nepal and Sri Lanka, the Program actively supports consultation among all stakeholder groups to promote the development of appropriate and effective sector policies and strategies. Recognizing that the understanding of certain key principles requires the sharing of knowledge and experience

across borders as well, the Program also sponsors broader regional consultations to bring together sector professionals working in different countries. In January 1998, for example, in collaboration with the Program's East Asia and Pacific office and the World Health Organization, the Program sponsored the Asian Regional Consultation in Chiang Mai, Thailand to share experiences from across the region and improve understanding of different ways sustainability can be achieved.

Fostering new operational partnerships and collaborative mechanisms is another important part of the Program's agenda. In India, Bangladesh and Pakistan, the Program promotes improved sector coordination through collaboration with donors, governments and non-governmental organizations. In India, the South Asia team hosts an Urban Think Tank to assist municipal governments and state and national agencies in redefining their roles, and in developing and testing new financial, institutional and implementation arrangements.

Supporting Sustainable Investments

The Program supports sustainable investments by helping its partners to incorporate capacity building and learning into their investment projects. Encouraging greater private sector participation is a priority as well. Efforts in this area reflect the pervasive, multi-dimensional and cross-cutting nature of poverty, which affects rural, urban and peri-urban areas in different ways, each requiring situation-specific solutions which engage the private sector differently. This new focus seeks to exploit the unique role and comparative advantage of the Program as a facilitator in the development of partnerships aimed at refining and maximizing the impact of water supply and sanitation programs.

Current projects in India focus on developing new public-private partnerships, identifying promising local initiatives and studying user-managed

regional schemes to determine the most effective ways to incorporate greater private sector participation. Bangladesh has a variety of private initiatives which are being studied to provide models for learning, among them the Privatization of Revenue Collection in Dhaka WASA and the WATSAN Partnership in Low Water Table Areas.

Due to the growing importance of private sector participation in the provision of sustainable water and sanitation services in both urban and rural areas, the Program's initiatives will continue to grow in both scope and quality. The South Asia team also seeks to contribute significantly to the body of work on this theme in the Program's global learning agenda.

Gender and Participation

The Program helps develop and promote gender-sensitive participatory approaches in its operations throughout South Asia. In Pakistan, introduction of innovative process monitoring tools for the Community Infrastructure Project (CIP) has resulted in improved methods and processes for working with communities implementing demand-responsive approaches to water supply and sanitation services. Specific strategies for greater involvement of women are being implemented, and gender and participation issues are also being addressed and mainstreamed into the Program's learning initiatives in RWSS and UES.

In 1997, the South Asia team took the lead in co-ordinating a global Participatory Learning and Action (PLA) Initiative for the Program. The PLA gathers empirical evidence to examine the links between demand responsiveness, participation and gender, and the impact and sustainability of large-scale water supply and sanitation investments. The methodology for carrying out a series of learning assessments in partnership with various stakeholders has been developed and tested, and seven assessments have begun not only in South Asia but in two of the Program's other regions.

The challenge ahead is to capture experiences from diverse economic, social and cultural settings and varying governance and institutional arrangements and attempt a meaningful global-level synthesis to guide future policy. The emerging findings from the pilot assessment in Kerala, India indicates a strong correlation between sustainability and the use of demand-responsive, gender-sensitive, participatory approaches: communities have been shown to enjoy benefits commensurate with the level of their own contribution to water supply and sanitation projects, and lower sustainability appears to be more of an institutional and managerial problem than a technical one. The PLA is not meant to be a mere study but rather a basis for concrete actions based on lessons learned. In Sri Lanka, for example, the assessment has been used in the design of follow-on activities for the Community Water Supply and Sanitation Project (CWSSP). It is expected that the initiative will result in the formulation of specific guidelines for participatory social assessments in the sector which will eventually be adapted to other sectors as well.

Learning and Communications

Communicating learning from implementation experiences on a range of themes has long been a priority of the Program's South Asia team, which continuously analyzes, synthesizes and applies learning from projects both inside and outside the region. The Program has contributed to the preparation of case studies from Pakistan, Sri Lanka, India, Bangladesh and Nepal for presentation in global forums and publications. In addition to its co-hosting of the Asian Regional Consultation, the Program continues to refine and operationalize key lessons and apply them in new local settings and investment projects. The Program actively seeks opportunities to transfer knowledge and experiences within the region and to foster sharing of knowledge and experiences across regions through workshops, conferences and publications.



The South Asia team's learning agenda focuses on ways to improve the delivery of services to the urban and rural poor and on improving the design and sustainability of large-scale rural water supply and sanitation projects. Also important are the testing and promotion of new tools for learning – such as participatory assessments and strategic process monitoring – and mainstreaming gender by linking it to demand for services.

The South Asia regional communications strategy is designed to reflect and adapt to the needs of its clients. The South Asia team publishes a widely read Project Fact Sheet series which showcases important lessons from around the region.

A report was also published in collaboration with the Program's East Asia and Pacific office, documenting implementation experiences drawn from large-scale rural water supply and sanitation projects and investments throughout Asia.

Challenges Ahead

Program activities are evolving to meet the urgent needs posed by region's rapidly expanding population. To better meet these needs, a regional management team has been established with members from individual country teams as well as thematic team coordinators. This new structure will allow a more decentralized and participatory decision-making process for operations,

and parallels the principles it promotes among its partners and clients. This initiative will help the South Asia team develop a greater balance in the structure, composition and skill mix of its own staff.

The South Asia team has become a testing ground for global Program initiatives. The challenge ahead will be to sustain this profile by contributing even more substantially to the Program's global learning portfolio. In the area of urban environmental sanitation in particular, the South Asia team must continue to identify and meet challenges by forming vital new partnerships with municipalities, NGOs and other development organizations.

Selected Activities of South Asia

Regional

- Comparative Analysis Of Three Large-scale Urban Sanitation Initiatives
- Rural Water Supply and Sanitation: Case Studies, Synthesis and Theme Papers
- Second Regional Workshop: Planning Large-Scale Rural Water Supply and Sanitation Projects
- Strategic Sanitation Approach: Case Studies
- Urban Environmental Sanitation: Financing, Institutions and Technology
- Participation, Gender and Demand: Developing the Global Participatory Learning Action Initiative

Bangladesh

- Improving Design and Implementation of Large Investment Projects
- Alternative Service Delivery, Technical and Social Assessment: Community Based Water Supply and Sanitation Project
- Preparation of Rural Water Supply and Sanitation Sector Review
- Improving Rural Water Supply and Sanitation : Comparative Study, Identifying Innovative Approaches
- Workshop on Promotion of Affordable Technologies
- Urban Environmental Sanitation: Case Studies
- Manual, Workshop, Technical Support to International Training Network/Bangladesh University of Engineering and Technology

India

- Analysis of Participation in Rural Water Supply and Sanitation Projects: Case Studies
- Bombay Peri-urban Sewage Disposal Project
- Development and Introduction of Strategic Monitoring System Development and Support of International Training Network
- Development of State-Level Action Plan
- National Conference on Rural Water Supply and Environmental Sanitation Policy
- Rural Water Supply Studies
- Sector Strategy Study for the Second Hyderabad Water Supply and Sanitation Project
- Strategic Monitoring of Rural Water Supply and Sanitation Projects in Karnataka and Uttar Pradesh
- Strategic Sanitation Approach: Case Studies, Action Plans, Workshops
- Structured Learning in Karnataka: Case Studies
- Ahmedabad Parivartan: Technical Support to Ahmedabad Municipal Corporation
- Think-Tank Forum
- West Bengal Rural Water Supply and Sanitation Demonstration Project
- Willingness to Pay Study

Pakistan

- Community Infrastructure Project: Process Monitoring
- Northern Areas: Formal-Non-Formal

Sector Partnership

- Rural Water Supply and Sanitation Pilot Projects in Sindh
- Punjab: Formal- Non-Formal Sector Partnership
- Social Action Program Project: Project Support
- Rural Water Supply and Sanitation: Project Management
- Structured Learning in Azad Jammu and Kashmir and Sindh: Case Studies
- Urban Environmental Sanitation: Facilitating Policy Dialogue, Capacity Building and Technical Assistance

Nepal

- Support to Rural Water Supply and Sanitation Fund Board
- Strategic Sanitation Planning: Workshop
- Community Based Rural Water Supply and Sanitation Project

Sri Lanka

- Sector Advisory Support
- Documentation and Dissemination of Sector Best Practice Examples for the Rural and Low-income Urban Communities
- Strategic Supervision of the Community Water Supply and Sanitation Project: Special Studies on Local Level Management Experiences, Small Towns O&M and Management, Assessment of Private Sector Participation

REGIONAL OFFICE:

JAKARTA, INDONESIA

FOCUS COUNTRIES:

CAMBODIA

CHINA*

INDONESIA

LAO PDR*

MONGOLIA

PHILIPPINES*

VIETNAM*

**In-country Program field office*

East Asia and the Pacific

Overview

The Program's East Asia-Pacific office is active in a diverse group of countries ranging from relatively small, agriculture-based economies (Cambodia, Lao PDR, and Mongolia) to large nations (China and Indonesia) that are rapidly transforming from rural, agricultural societies to urbanized, industry-based economies. Although the region has developed rapidly over the past decade, it faces serious human and environmental problems related to inadequate water and sanitation services for the urban poor. Millions of people in cities in China, Indonesia, the Philippines and Vietnam do not have access to adequate water and sanitation, a problem exacerbated by massive urbanization and by the region's ongoing financial crisis, both of which have compounded the effects of poverty throughout the region.

Despite rapid urbanization, most people in the region still live in rural communities without access to safe drinking water and basic sanitation services. Rural water supply and sanitation

continues to be a major priority, and the Program is working with its partners and clients throughout the region to encourage and support demand-based approaches to the extension of water supply and sanitation coverage.

This trend towards greater decentralization can be found in other countries in the region as well but even where decision-making remains more centralized, project implementation is increasingly being executed at the community level and news of successful programs is spreading quickly. In China, where over 900 million people (84% of the population) live in rural areas, the Program, through the International Development Agency, has supported three, community-implemented water supply and sanitation projects which have had a vast multiplier effect. Of the project's beneficiaries, only 20 percent are from the project area; the other 80 percent are in non-project areas that have been affected by news of the project.

This demonstrates the enormous impact that experiences and lessons learned in one project can have on the replication and development of similar projects in other parts of the region. A number of case studies sharing key learning experiences have been produced, and national and

regional-level conferences and workshops organized to promote sharing of knowledge and experience across the region. In January 1997 the Program hosted a conference in Dalat, Vietnam, where regional sector professionals and representatives from international development organizations met to discuss and debate best practices for implementation of the demand-responsive approach to water supply and sanitation service in the region.

Although the Program's activities have been complicated by Asia's financial crisis, the crisis has also provided new opportunities. For years, the Program has promoted decentralization and the development of more community-based approaches to water supply and sanitation service delivery. This places us in an excellent position to respond to the devolution of project responsibility from national to regional local governments that is taking place in the wake of the Asian financial crisis. But although this trend provides new opportunities for small-scale enterprise and greater involvement by the informal sector, it creates great challenges as well. With decentralization and sudden cutbacks in support from national governments, capacity building and institutional strengthening at

the local level are now more important than ever. To meet this challenge, the Program must continue to test different institutional models and different combinations of public and private involvement to ensure continued progress in the water supply and sanitation sector.

Urban Environmental Sanitation

Urban environmental sanitation continues to be a priority and the Program has taken a number of steps toward developing regional and country strategies for managing excreta and solid wastes in urban areas. In Vietnam, the strategic sanitation approach introduced at the National Conference on Strategic Sanitation in Nha Trang in October 1996 is being used in an urban sanitation project, developed in collaboration with the World Bank, for the cities of Danang, Haiphong, and Halong. Support is being given to a capacity-building program, financed by the Swiss Agency for Development and Cooperation, to improve the performance of water and sanitation companies operating in urban areas. Local-language participatory tool kits have also been distributed in 61 provinces, where women motivators have been trained to use the kits to raise the demand for safe water supply and sanitation services at the community level.

In the Philippines, technical advice on resettlement and community participation have been provided for the preparation stage of the Solid Waste Ecological Enhancement Project. Similar support was provided during all stages of four large-scale World Bank Water Districts Development Projects and to the Local Government Unit Urban Water Supply and Sanitation Project. Plans are also being finalized for the Philippines Water Supply and Sanitation Sector Performance Enhancement Project, which includes the field testing of demand-responsive, incentive-driven approaches through a series of pilot projects to be supported by the World Bank and the Asian Development Bank.

In Indonesia, technical support is being given to the national government and the Asian Development Bank for development of an urban waste management strategy to be used in the development of Indonesia's Seventh Five-Year Development Plan. The East Asia and Pacific office has collaborated with the Australian Agency for International Development in the design of China's Twenty-First Century Urban Water Management Project. And the Program is conducting studies and developing strategies to target previously neglected urban areas in Lao PDR and Cambodia.

Rural Water Supply and Sanitation

The East Asia-Pacific team works with the Program's South Asia office and other regional groups, external support agencies and governments to help develop sector strategies, improve the design and implementation of sustainable investment projects, and identify and disseminate best practices for rural water supply and sanitation service throughout the region. Efforts are being concentrated in countries which are expected to remain primarily rural over the next thirty years, namely Cambodia, Lao PDR, Mongolia, and Vietnam. Large-scale investments are being planned or implemented in all of these countries and continued in China, Indonesia, and the Philippines.

The Program's support for the participatory approach to sector reform in Lao PDR is characteristic of its emphasis on providing customized, facilitative support to nationally led initiatives and programs. During 1997, technical and capacity-building support were provided for the preparatory stage of a World Bank-financed provincial infrastructure project for Oudomxai and Phongsali provinces. The government's National Water Supply and Environmental Health Program worked in partnership with related sector personnel and representatives from mass organizations of Lao women and youth to consult women and men in more than 30 remote villages about their water and

sanitation preferences, beliefs and practices. The findings of this consultation are being used to determine what types and levels of water and sanitation services rural Lao communities want and are willing to pay for and sustain. The consultation also gave communities insight into how they could maximize the impact of services on their quality of life.

Another flagship activity is Indonesia's Water Supply and Sanitation Project for Low-Income Communities (WSSLIC), which works to provide safe, reliable, and accessible water supply and sanitation services to some 2,000 rural communities. Although the project is being implemented by Indonesia's Ministries of Health, Public Works, and Internal Affairs, non-governmental organizations are extensively involved on a contractual basis, mainly to provide technical assistance. The East Asia-Pacific office has provided technical support and advice for all stages of this ongoing project and recently conducted an impact assessment of the project's rules as part of a global Program study of sustainability in large-scale rural water supply projects.

In the Philippines, the Program collaborated with the World Bank and other sector organizations to introduce community handpumps and participatory training in systems operation and maintenance to the First Water Supply, Sewerage and Sanitation Project in 1997. Assistance was also provided to the Department of Interior and Local Government in the implementation of the Community-Managed Water Supply and Sanitation Project, for which the Program prepared a sanitation tool kit, training and installation manuals, and a monitoring and evaluation guidebook.

Design and advisory support were provided for the implementation of a rural water supply and sanitation strategy study and pilot project in Vietnam, which has provided valuable lessons for large investment projects throughout the region. The Program is also working in partnership with government agencies and other sector organizations to support policy reform and demonstrate new approaches in Cambodia and Mongolia.

Strengthening Sector Policies and Strategies

The Program helps national governments in the region with policy analysis and reform initiatives, conducts fact-finding missions, and formulates strategies and technical assistance proposals. In Lao PDR, the Program's policy and strategy collaboration with the Lao government, the Swedish International Development Cooperation Agency (Sida) and other regional and national-level organizations has helped initiate an evolving process of change and the scaling up and better 'tailoring' of sectoral activities.

The Program also encourages regional learning and exchange initiatives to promote policy strengthening and strategy formulation in other countries. For example, the Program organized a working visit for a senior Lao delegation to Cambodia for an intensive exchange of ideas and joint field visits. This has fuelled interest in the development of a similar process of institutional strengthening and strategy development in Cambodia and a commitment by both countries to share ideas and experiences in the future. It has also led to the formulation in Cambodia of a proposal for a three-year Planning and Capacity Building Project.

Policy analysis and reform initiatives are also being supported in Indonesia, Vietnam and China. In addition, the Program will continue to help institutions operating within the Association of Southeast Asian Nations establish systems and capacities for applied policy research, provision of technical advice, and financing assistance among member countries. In all these cases, a gradual, client-led approach is being taken to ensure national ownership of the resulting reforms.

Gender and Participation

The East Asia-Pacific team is contributing to a series of participatory evaluations of water supply and sanitation projects funded by a variety of donors, among them the World Bank, the Asian Development Bank, UNICEF and AusAID. The results are intended to

East Asia
and the Pacific



Case Study: Lao PDR

The Program's recent activities in Lao PDR are typical of its emphasis on working with partner organizations, governments and communities to strengthen institutions and build local capacity rather than simply acting as a funding or advisory body. Since 1994 the Program, in collaboration with the Swedish International Development Cooperation Agency, has assisted the government of Lao PDR in the formulation and implementation of a comprehensive and dynamic sector strategy and action plan for its rural water supply and sanitation sector. Although the Program has offered advice, training, and other backstopping when requested, the process has been led throughout by Lao personnel and facilitated with backstopping from the East Asia and the Pacific regional office and other sector partners. The project has focused on maximizing national ownership of policy guidance, and has already provided a model for other countries and other sectors.

The East Asia-Pacific team is now providing support to a similarly Lao-led provincial infrastructure project and is co-operating with the Swedish International Development Cooperation Agency to bring to fruition a series of second generation projects to provide piloting and learning opportunities for others working in the region.

provide the evidence and impetus needed for policy reform in several countries of the region, where the same donors are heavily invested in the sector.

These studies have been designed as participatory evaluations to elicit the client community's own assessment of the impact of various projects on their lives. Men and women's groups in the project communities are voicing their opinions as to what has worked, what has not, and why. Common methodologies used for all the studies are yielding growing empirical evidence that services are paid for, sustained and used most effectively by communities when project rules allow for informed choice among a range of possible service options, community groups are not passive contributors but rather have sufficient control over investment and maintenance decisions, and both men and women are adequately involved in key decisions regarding implementation, operation and maintenance.

The Program has begun to use findings from these studies as the basis for policy analysis dialogues with sectoral agencies of the government in Indonesia. Two supplementary objectives being pursued simultaneously are the development of an institutional climate for participatory learning, and building national partnerships between government service delivery agencies and NGOs and academic research institutions which are carrying out the community-based assessments.

Since October 1997, as part of a global Program initiative exploring the links between sustainability, demand responsiveness, poverty and gender-sensitive participation, the East Asia-Pacific team has contributed to the development of participatory research methodology and tools for a series of participatory learning assessments. One assessment, funded by UNICEF, has already been completed in Indonesia and three others are planned in the region for 1998-1999 in collaboration with the World Bank and AusAID.

Supporting Sustainable Investments

The Program contributes to the planning and demonstration of new technical and institutional models that are having a major influence on the development of large investments throughout the East Asia and Pacific region. Increased emphasis is now being placed on helping central and local governments develop appropriate investment projects. This includes pilot and demonstration projects that test and introduce innovative approaches, and lead to the preparation of large and sustainable investments by the World Bank and other international donors.

The East Asia-Pacific office has played an important role in the design and implementation of large-scale investments in China, Indonesia, and the Philippines. These efforts include the review and evaluation of several ongoing projects, the organization of workshops and training programs, and the preparation of case studies and best-practice guidelines for planning and implementation of rural water supply and sanitation projects.

To enhance the understanding of how the sustainability of large-scale projects can be improved, the East Asia-Pacific office and the Program's South Asia office co-hosted the Asian Regional Consultation in Chiang Mai, Thailand in January 1998. This workshop, sponsored by the World Health Organization, brought together 80 sector professionals from 14 countries to share experiences from across the region on innovative ways to support sustainable investment in large-scale rural water supply and sanitation projects.

In Lao PDR, institutional strengthening, greater involvement by non-governmental organizations and renewed interest from donors are leading to a new generation of investments, such as the provincial infrastructure project for Oudomxai and Phongsali provinces and the second phase of the National Water Supply and Environmental Health Program. Support is also being provided for the development of national strategies for

water supply and sanitation programs in Cambodia, China, Mongolia and Vietnam.

Learning and Communications

Country and regional forums have been established to foster networks of specialists and decision-makers in each country and throughout the region. National advisory groups have begun work, and the first meeting of the regional advisory group was held in Jakarta in September 1997. This initiative has greatly expanded the scope and relevance of the East Asia-Pacific team's learning and communications agenda.

The Program documents key lessons taken from case studies for use in project modification and restructuring and for dissemination to governments and sector organizations working in other parts of the region. A case study on the link between demand-based project rules and sustainability in Indonesia, for example, was part of an international Program study on which types of project rules are most likely to lead to sustainability in large-scale water supply and sanitation projects. The East Asia Pacific team has also prepared case studies, reports and working papers for presentation at international conferences and seminars, such as the Community Water Supply and Sanitation Conference held in Washington, DC in May 1998.

Regional and national workshops and conferences play a key role in the Program's learning and communications agenda. Along with the Asian Regional Consultation in 1998, the East Asia-Pacific office has supported conferences on urban and peri-urban sanitation in Indonesia and Vietnam and a workshop on urban strategic sanitation in the Philippines. The Program also seeks to build on potential for inter-country sharing by sponsoring initiatives such as an ongoing exchange of field visits between Lao and Cambodian sector officials.

To complement its published materials, the Program has also been moving toward other, wider-reaching

media such as television. In Indonesia, for example, as part of the Water Supply and Sanitation Project for Low-Income Communities, the Program helped produce and obtain free air time for a public-service television spot on safe hygiene and sanitation habits targeted at children.

Finally, listening to communities remains one of the most important parts of the Program's learning and communications agenda. Support for the community consultation phase of the Lao PDR provincial infrastructure project for Oudomxai and Phongsali reflects the emphasis of the Program and its partners on listening to communities.

Challenges Ahead

The Program's rural water and sanitation activities in the East Asia and Pacific region will focus principally on those countries whose economies and demog-

raphics are expected to remain largely rural over the next several years. These countries include Cambodia, Lao PDR, Mongolia and Vietnam. The Program must also continue efforts to promote some of its more successful and innovative programs – particularly the participatory, nationally-led approach to sector policy reform in Lao PDR (soon to be adopted in Cambodia) and the comprehensive study of RWSS projects financed by a wide range of external support agencies in Indonesia – as models for support and advice to governments formulating or modifying rural water supply and sanitation strategies.

The Program must continue to focus on ways to meet the growing need for urban environmental sanitation services as well. Increasing investment in projects which increase the volume of clean drinking water within East Asia's cities are leading to ever-increasing levels of waste water and water

resource pollution. This problem is not being adequately addressed, in part because of inappropriate technical, organizational and financial policy frameworks. The Program must double its efforts to promote efficient and effective neighborhood-level approaches to urban environmental sanitation, in peri-urban areas in particular. To meet this growing challenge, the Program's East Asia-Pacific team must continue to assist governments and neighborhood-based organizations in the design and implementation of pilot and demonstration projects which introduce and test innovative approaches, leading to the preparation of large and sustainable investments.

Selected Activities for East Asia and the Pacific

Regional

- Formation of Regional and National Advisory Groups
- Association of Southeast Asian Nations
- Regional Urban Water and Sanitation Pilot Programs

Indonesia

- Community-Based Solid Waste Management: Best-Practice Guidelines
- Case Studies of Large-scale Rural Water and Sanitation Projects.
- National Workshop and Conference on Urban and Peri-urban Sanitation
- Water and Sanitation Sector Forum
- Water Supply and Sanitation Project for Low-Income Communities: Strategic Supervision
- Water Supply and Sanitation Strategy and Action Plan
- Urban Waste Management Strategy
- Preparation and Supervision Support For Sanitation Component of Second East Java Urban Development Project
- Evaluation of Sanitation Activities Under the Kampong Improvement Program In the Third Jakarta Urban Development Project
- Review of Septic Tank and Solid Waste Management Practices in Palu and Manado

Lao PDR

- HASWAS Project Preparation
- Preparation For Phase II of Sida Support

Cambodia

- Rural Water Supply and Sanitation Sector Strategy and Action Plan

China

- Guangxi Urban Environment Project
- Hubei Urban Environment Project
- Second Rural Water Supply and Sanitation Project: Midterm Review and Evaluation
- Design for 21st Century Urban Water Management Project financed by UNDP and AusAID
- Hubei Nightsoil Management Study

Mongolia

- Development of a National Water Supply and Sanitation Program for the Twenty-first Century
- Water Supply and Sanitation Technical Assistance and Capacity Building Demonstration Project

The Philippines

- Solid Waste Ecological

Enhancement Project

- Philippines Water Supply and Sanitation
- Sector Performance Enhancement Project
- World Bank Water Districts Development Projects
- Local Government Unit Urban Water Supply and Sanitation Project

Vietnam

- National Urban and Peri-urban Sanitation Conference
- Pilot Demonstration Project for Rural Water Supply and Sanitation
- Training Courses on Water Supply and Sanitation
- Support For Design and Supervision Urban Water Supply and Sanitation Projects financed by the World Bank
- Vietnam Women's Union for Participatory Training Project
- Training and Institutional Capacity Needs Assessment for the Water Supply and Sanitation Sector
- Advisory support for National Rural Water and Sanitation Strategy Study
- Design of the Water and Sanitation component of the Mekong Delta Water Resources Development Project

REGIONAL OFFICE:
 ABIDJAN, CÔTE D'IVOIRE
FOCUS COUNTRIES:
 BENIN
 BURKINA FASO
 CONGO
 CÔTE D'IVOIRE
 GHANA
 MALI
 SENEGAL

West and Central Africa

Overview

The West and Central Africa region includes a diverse group of twenty countries with a total population of about 264 million people. About two thirds of the rural population (114 million people) and one third of the urban population (31 million people) of these countries are without safe drinking water. Even greater numbers of people - half of those living in urban areas (45 million people) and 85 percent of the population in rural areas (151 million people) - lack adequate sanitation facilities.

The Program's West and Central Africa team continues to be active in seven countries in the region: Benin, Burkina Faso, Côte d'Ivoire, Ghana, Guinea, Mali and Senegal. In addition, after a long period of instability in Congo and Togo, the Program has re-established contact and is assessing the water supply and sanitation situation in these countries to identify opportunities for the support of program design and implementation. The combined population of these nine countries is over 78 million

and is projected to increase to 114 million by 2010.

The West and Central Africa team collaborates with the Programs' East and Southern Africa office and other international development agencies to document and disseminate best practices for the delivery of water supply and sanitation services in Africa and has sponsored a number of initiatives to support and encourage the emerging trend toward public-private collaboration in the sector. The West African phase of the World Bank Water Utilities Partnership for Capacity Building in Africa (WUP) will be launched with a workshop in Côte d'Ivoire in July 1998.

In the rural water supply and sanitation sector, demand-responsive approaches are being promoted in pilot projects which include demand-based financing mechanisms such as cost-sharing arrangements with the communities benefiting from water supply and sanitation programs. Ghana's Community Water and Sanitation Program is one of the Programs' flagship activities in the region. The Program is sponsoring similar pilot projects in Benin, Burkina Faso and Mali, and is documenting lessons learned from these projects for use in formulating rural water supply and sanitation strategies in these and other countries in the region.

The Program is working to raise the profile of sanitation in the region by supporting and promoting the importance of sanitation components in large-scale investment projects and encouraging national governments and politicians to support the formulation of strategic sanitation policies. Efforts are being aimed at rapidly growing peri-urban areas in particular, which are often neglected due to a tendency to focus sanitation activities in city centers. The Program has supported a number of pilot projects to test various options and strategies and is helping governments use these experiences to develop national sanitation strategies. The West and Central Africa office also hosted the Regional Urban Environmental Sanitation Workshop in Grand Bassam, Côte d'Ivoire in November 1997. Government officials and representatives from international development agencies, non-governmental organizations and the private sector met to exchange ideas, experiences, methods and new strategic approaches in the field of sanitation and to prepare programs of action for the countries of Burkina Faso, Côte d'Ivoire, Ghana, Guinea and Senegal.

Despite considerable progress in the design and implementation

of successful programs, rapid population growth is greatly increasing the demand for clean water and adequate sanitation in the region, particularly in urban and peri-urban areas. Even if investments increase, the number of unserved people will continue to rise unless practices and policies are changed. To meet this challenge, the West and Central Africa team must double its efforts to scale up and spread news of successful demonstration projects, build capacity, and increase stakeholder awareness through dialogue and information exchange among its partners and clients in the region.

Urban Environmental Sanitation

Lack of adequate sanitation remains one of the most serious causes of public health problems in urban areas, and people are paying large amounts of money for unsafe services and to treat water- and sanitation-related diseases. As massive numbers continue to move to urban and peri-urban areas, this problem is exacerbated by over-reliance on the poorly equipped public sector, with its weak institutions and ineffective and inappropriate sanitation approaches. Improvements in urban and peri-urban water supply coverage have increased the need for sanitation services as well, as the amount of waste water in these areas has increased while safe waste water treatment remains virtually non-existent.

Urban environmental sanitation, therefore, continues to be one of the top priorities on the West and Central Africa team's agenda. The Program is supporting demand-driven strategic sanitation approaches throughout the region based on successful pilot projects in the cities of Kumasi, Ghana and Ouagadougou, Burkina Faso. Both projects have provided important lessons about social intermediation and financial contribution by communities, and the Program is now working to replicate the program in cities in Côte d'Ivoire and in other parts of Burkina

Faso. The Program also continues to support initiatives targeted at peri-urban areas, such as the Peri-Urban Water Supply Project in Bamako, Mali and development of a national urban and peri-urban sanitation strategy for Senegal.

The Program assisted in the formulation of national urban environmental sanitation strategies and policies at a regional workshop involving the West African countries of Burkina Faso, Côte d'Ivoire, Ghana, Guinea and Senegal in November 1997. The workshop was part of a broader Regional Urban Environmental Sanitation initiative launched earlier in 1997 and offered an opportunity for country team members to exchange ideas and experiences in the sector and address the need for wider political commitment, greater partnership between the public and private sectors, and the development of cost-recovery methods

and other financing mechanisms to achieve sustainable, demand-responsive sanitation strategies. National and local-level capacity building were a chief focus of the workshop.

Rural Water Supply and Sanitation

Although population growth in rural areas is not as explosive as in the cities, it continues to outpace increases in rural water supply and sanitation service. The Program is working to meet this challenge by collaborating with other regional groups, support agencies, and governments to develop national sector strategies, and by continuing to promote community-based approaches that mobilize water users and enable them to make informed choices about the services they want and are willing to maintain.

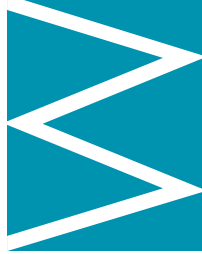
The Program has assisted governments in the formulation of

Case Study: Ghana

Ghana's Community Water and Sanitation Program (CWSP), launched with support from the Program's West and Central Africa office, has proved to be a model case for the demand-responsive approach. Under the new program, the community initiates and makes informed choices about service options. Based on its willingness to pay for the service level chosen, the community also accepts responsibility for all operation and maintenance costs. The Community Water and Sanitation Division sets national policies and strategies and creates an enabling environment for all stakeholders, and the community (along with its legal representative, the district assembly) owns and is responsible for sustaining the water facilities.

Despite the government's initial concerns about managing such extensive change in a small, low-income rural community, acceptance of the demand-responsive approach has been swift: community involvement (including women) is high and there is overwhelming evidence that communities regard the facilities as their own. Having the project coincide with the government's efforts at decentralization and other social and economic reform showed excellent timing, particularly as demand had shot far above the ability of the government to meet it. Still, the districts need to become even more responsible for moving the process along, and would also benefit greatly from increased donor funds.

The West and Central Africa Group is currently working with Ghana's Community Water and Sanitation Division to revise the program to meet these challenges but all in all, great progress has already been made: of the 50 districts in the project area, 23 have formed district water and sanitation teams, and roughly 78 percent of the population served is drinking from improved water sources.



national sector strategies in Benin, Burkina Faso, Ghana and Mali. Although these strategies are tailored to specific national conditions and customs, they all share certain key elements, such as community participation, increased involvement of the private sector and non-governmental organizations, and decentralized management.

In Ghana, the Program is assisting in the preparation of the second, IDA-financed Community Water and Sanitation Project. Although considerable progress has been achieved since the launching of the original project, an impact study has shown that services need to be delivered more quickly to reduce per capita costs, and that poorer communities could benefit more from the program if technical options were more varied and flexible. These findings are being incorporated into project modification and design for both the first and second projects, and efforts are also being made to establish a water fund to ensure that poorer communities can gain access to the program as well.

The Program also supports workshops to bring together sector professionals working in different countries and provinces. In June 1998, for example, a workshop was held in Bamako, Mali, where the Program worked with the Direction Nationale de l'Hydraulique et de l'Energie (DNHE) to update Mali's rural water supply and sanitation strategy. The workshop

convened key actors working in the sector in Mali as well as representatives of the Direction de l'Hydraulique from Benin, who were able to share their more extensive experience in strategy formulation and implementation with their Mali counterparts.

Participation and Gender

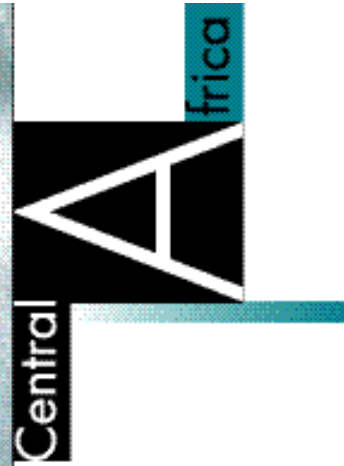
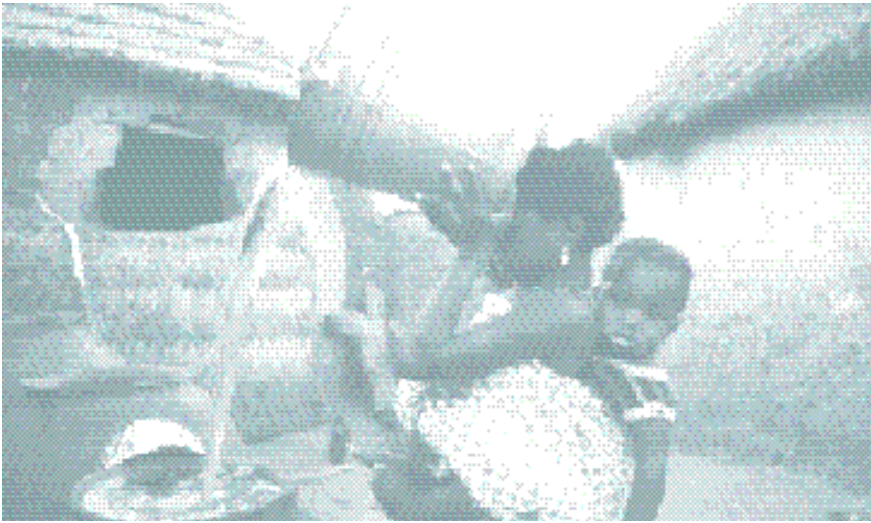
Empowering communities to take greater responsibility for the provision and management of basic services is essential, and ensuring the participation of women in all aspects of the project cycle is necessary for the success and sustainability of projects in both rural and peri-urban areas. Human resource development, institutional strengthening, and greater involvement by non-governmental organizations are important elements of the Program's strategy, which focuses on participatory and gender-sensitive approaches to development in the water supply and sanitation sector.

To promote participatory development and the streamlining of gender into the design and implementation of water supply and sanitation projects, the West and Central Africa team supports collaboration with key partners and has organized seminars, workshops, and retreats focusing on strategic partnership among stakeholders. In the Water Supply Project in the periphery of Bamako, Mali, for example, the Program has introduced participatory methods into project planning and implementation,

and has established several key rules to enhance the participation of women in this peri-urban project, especially at the decision-making level. The project has now been running for nearly six years, and the Program is in the process of documenting the experiences of this project, with particular emphasis on the project's participatory and gender components. In other parts of the region, the Program supervises non-governmental organizations that assist communities in choosing service levels based on their willingness to pay.

Strengthening Sector Policies and Strategies

The development of clear and coherent national strategies for water supply and sanitation is an urgent priority and the Program has been active in the updating of detailed action plans in countries throughout the region. In addition to assisting in the updating of Mali's rural water supply and sanitation strategy, the Program provided similar support to the updating of a detailed sanitation policy action plan in Benin, the results of which are being documented to aid in replication in other projects throughout the region. The Program has also assisted in the formulation of a water and sanitation sector policy in Congo and a national urban sanitation strategy in Senegal, which emphasizes demand-based and participatory approaches to the provision of services in peri-urban areas.



The Program also conducts mid-term reviews of ongoing projects, such as Côte d'Ivoire's Municipal Support Project and Burkina Faso's Project for Improving Urban Living Conditions. These findings are being documented for use in the modification of projects and national sector strategies and policies in these and other countries in the region.

Supporting Sustainable Investments

The Program continues to support the preparation and implementation of investment projects funded by the World Bank and other donors in Benin, Burkina Faso, Côte d'Ivoire, Ghana, Guinea, Mali, and Senegal. To improve access by the poor to safe water and sanitation, the West and Central Africa Group promotes innovative approaches to strategic sanitation planning, demand-based service delivery, decentralized decision making, and community participation. Support for sustainable investments is often preceded by pilot projects and other sector work leading to the formulation of policies and strategies. The West and Central Africa office also plays an important role in fostering communication and coordination between countries and external support agencies.

In June 1998, the West and Central Africa Program sponsored a stakeholder workshop in Dakar, Senegal to discuss, evaluate and refine the strategy of the Senegal Long Term

Water Supply Project. This strategy advocates a community-based approach in which users choose the level of service they want to pay for and encourages the involvement of small enterprises and providers to support the delivery of services. Utilities serve as the institutional anchors and communities are responsible for operation and maintenance at the local level. Both communities and utilities may contract private operators to ensure all or part of service delivery at the local level (for components such as standpipe management, pit-emptying, construction and maintenance of facilities and infrastructures, and operation and maintenance of operating facilities). The strategy seeks to exploit the comparative advantage of all actors: the capacity of utilities to serve communities in poor and underserved areas, the ability of the private sector to deliver services at an affordable price, and the capacity of communities to organize to express demand.

In Mali efforts have been focused on providing support for the development of a national strategy for rural water supply and sanitation. The June 1998 workshop organized in collaboration with the Direction Nationale de l'Hydraulique et de l'Energie (DNHE) focused on four main themes to be incorporated in Mali's national strategy: effective ways to further the decentralization process, the involvement of the private sector in the

provision of water and sanitation, financial aspects (with emphasis on demand-responsiveness and cost-sharing arrangements) and the choice of appropriate technologies. The workshop also resulted in a commitment by the DNHE to assume a new role as a promoter of sector activities and a facilitator of greater private sector participation.

Learning and Communications

The West and Central Africa office documents and disseminates key lessons and approaches in published case studies, and prepares guidelines and manuals based on its own experience working in the region, for dissemination to national partners and training centers. The Program has carried out a regional study on community-managed water supply systems in five countries to determine the impact of management systems on sustainability and user satisfaction. This study was carried out in 26 villages and small towns in Benin, Burkina Faso, Côte D'Ivoire, Ghana and Mali, and covered small piped water systems across a wide range of different technological options and levels of service. The West and Central Africa team has also contributed to a global Program study by assessing the impact of institutional rules on rural water supply sustainability in Benin.

The Program plays a supporting role in supervising, monitoring, and evaluating projects so that lessons can be fed back into the redesign,

Selected Activities for West and Central Africa

Regional

- Regional Networking & Communication
- Regional Case Study: Management Of Community Piped WSS
- Regional Urban Environmental Sanitation
- Water Utilities & Services for the Urban poor

Benin

- Rural Water Supply and Sanitation Project
- Environmental Sanitation Policy Implementation

Burkina Faso

- Urban Environment Project

Congo

- Advisory Support for the National Water and Sanitation Sector Strategy

Côte d'Ivoire

- Municipal Support Project
- Water Resources Management Strategy

Ghana

- Community Water Supply and Sanitation Project

Guinea

- Urban Environmental Sanitation Strategy

Mali

- Peri-urban Water Supply Project in Bamako
- Rural Infrastructure Project

Senegal

- WSS Policy

Togo

- Water Supply Sector Strategy

modification or restructuring of these projects as they are being implemented. Such lessons are valuable because they are often relevant to other ongoing projects and future project design and are useful in developing guidelines for best practices. The findings from the monitoring and evaluation of ongoing projects in Côte d'Ivoire and Burkina Faso have been documented and disseminated to stakeholders involved in these and similar projects, and have been used in the development of new projects and strategies throughout West and Central Africa.

The Program has also shared information on innovative approaches and successful experiences at collaborative meetings and gatherings such as the international, World Bank-hosted Community Water Supply and Sanitation Conference in Washington, DC in May 1998, and regional United Nations Children's Fund/World Health Organization seminars on health and sanitation in Africa. Workshops and seminars such as these play a key role in the Program's learning and communications agenda as they facilitate direct sharing of knowledge and experience among partners working in different countries or regions.

The Challenges Ahead

Given high population growth rates and the rapid depletion of natural resources, the region faces significant challenges in rural water supply and urban sanitation. Even if investments increase, the number of unserved people will continue to rise unless practices and policies are changed. Another challenge is how to meet growing demand for program support in countries emerging from civil conflict. The Program's West and Central Africa team will increasingly focus its efforts on scaling up successful demonstration projects, building capacity, and increasing stakeholder awareness through dialogue and information exchange. Responding to the expressed demand of governments and national stake-

holders, the Program will continue to:

- provide support in formulating and strengthening sector strategies and policies;
- develop partnerships and institutional arrangements to test sector strategies through pilot projects;
- disseminate lessons learned from innovative and successful approaches to strategy formulation and investment projects;
- provide support in the design, preparation and supervision of projects;
- reinforce national and local capacity so that communities develop skills on management of water supply and sanitation services;
- elaborate sound strategies for Post Conflict Emergency and Rehabilitation in countries such as Congo and Sierra Leone; and
- use case studies to test and develop mechanisms and options for financing small service providers in the delivery of water and sanitation services.

REGIONAL OFFICE:

NAIROBI, KENYA

FOCUS COUNTRIES:

ERITREA

ETHIOPIA

KENYA

MALAWI

MOZAMBIQUE

RWANDA

TANZANIA

UGANDA

ZAMBIA

ZIMBABWE

East and Southern Africa

Overview

The Program's regional office for East and Southern Africa is active in five countries – Eritrea, Ethiopia, Kenya, Tanzania and Uganda – and has recently expanded its activities to include Rwanda, Malawi, Mozambique, Zambia and Zimbabwe. These ten countries account for about 80% of the population of the region and include countries where poverty and water scarcity are most prevalent.

Lack of access to water and sanitation services is at the heart of the poverty trap as it is the poor who pay the most for water and who suffer the most in terms of health and lost economic opportunities. Over the last decade, water and sanitation coverage in the region has slightly increased but investments have not kept pace with population growth, especially in the fast-expanding informal urban settlements of East Africa.

The region's move toward market-oriented and pluralistic societies holds promise for increased attention to basic water and sanitation services, and progress is being made. In one of

the most densely populated informal settlements in sub-Saharan Africa, for example, the Kibera Water Distribution and Infilling Component of Kenya's Third Nairobi Water Supply Project has improved the health and well-being of the urban poor through delivery of adequate clean water. A Program-supported impact study of this project has also led to the development of a sanitation pilot program to serve the nine villages of this sprawling settlement.

The Program also supports broader regional initiatives to encourage and support demand-responsive water supply and sanitation programs. One of the East and Southern Africa team's flagship activities is the Participatory Hygiene and Sanitation Transformation (PHAST) program, which has been pilot-tested in Botswana, Ethiopia, Kenya, Uganda and Zimbabwe. Unlike previous, top-down approaches which tended to be more uniform, PHAST is tailored to the needs and wants of each community and has led to a significant reduction in sanitation-related disease.

Nevertheless, the number of people without adequate water supply and sanitation services in the region's urban areas continues to increase. Operation and maintenance of existing

systems is a major problem and if current trends continue unabated, the number of people not served by water supply and sanitation could double by 2020 as more people migrate to the urban centers from rural areas.

The critical challenge facing the region's water supply and sanitation sector is to step up the pace at which the poor are gaining improved access to sustainable water and sanitation services. Meeting this challenge through demand-based approaches will require the updating of policy frameworks, effective decentralization, broader involvement of communities and mobilization of the local private sector. In 1997 and the first half of 1998, the Program – in consultation with various partners and sector stakeholders, including the World Bank – supported policy and strategy formulation through sector working groups (in Kenya, Malawi, Rwanda and Tanzania); helped prepare pilot projects and sector investment programs (in Kenya, Mozambique, Rwanda, Tanzania and Zimbabwe); provided implementation assistance (in Eritrea, Ethiopia, Malawi and Uganda); and supported monitoring and evaluation systems (in Uganda). The Program has also pursued an extensive learning agenda through case studies (on

Eritrea, Ethiopia, Kenya, Malawi and Tanzania), reviews and evaluations (on Eritrea, Ethiopia, Kenya, Rwanda, and on PHAST and other gender-focused programs) and study tours (for Eritrea, Malawi, Mozambique and Tanzania).

Urban Environmental Sanitation

The Program team in East and Southern Africa collaborates with its regional partners in providing opportunities for the exchange of information and best practices on urban environmental sanitation. At a workshop held in May 1997, a regional urban environmental sanitation support strategy was initiated which has helped raise the profile of sanitation in many countries in the region. Follow-on activities include support for urban water and environmental sanitation working groups in Kenya and Zambia.

As part of the Third Nairobi Water Supply Project, the Program assisted in the design and implementation of sociological inputs to the water distribution infilling component in Kibera, a peri-urban area with about 500,000 residents (see box page 29). The preparatory phase included a rapid needs assessment, which revealed that excreta disposal was the highest priority of five of the nine villages. The findings of this study led to the development of the Kibera Urban Environmental Sanitation Pilot, which will support improved excreta disposal and solid waste drainage.

Rural Water Supply and Sanitation

The Program continues to promote demand-responsive approaches to rural water supply and sanitation (RWSS) that mobilize water users and enable them to make informed choices about the services they want and for which they will assume responsibility. A regional workshop was organized in collaboration with the government of Malawi and UNICEF in June 1997 to share learning and build consensus on the practical applications of the demand-responsive approach.

The workshop drew participants from Ethiopia, Kenya, Malawi, Mozambique, South Africa, Tanzania, Uganda, Zambia and Zimbabwe, who resolved to take steps to foster greater use and development of the local private sector and to implement phased transition programs for institutional reform, capacity building and learning. Participants also agreed on the need for enhanced communication and awareness among communities, local authorities and politicians, and for the creation of funding mechanisms that allow direct access by communities. Follow-on activities have included the establishment of RWSS working groups in Kenya and Zambia. The Program continues to support these working groups, made up of RWSS stakeholders, to ensure that the demand-responsive approach moves from policy to practice in the field.

A case study on the Rural Water and Sanitation Eastern Uganda Project Phase I (RUWASA I) was carried out as part of a global comparative analysis of the impact of institutional rules on sustainability of rural water supply programs. The findings of this study have been valuable to the Program in its efforts to further promote the importance of community participation for the sustainability of RWSS projects in Uganda and elsewhere in the region.

Gender and Participation

The Program's East and Southern Africa office has been at the forefront of a number of initiatives to promote the effective involvement of women and to incorporate gender considerations in the design, implementation and sustainability of water and sanitation projects.

A regional workshop entitled 'Women's Participation and Gender Consideration in Water Supply and Sanitation' was organized in collaboration with UNESCO, UNICEF and the South African Water Research Commission in Pretoria, South Africa in November 1997. The workshop promoted better understanding of the importance of gender participation for community-based water and sanitation,

and cultivated commitment to accommodate gender participation in sector policy and projects. It launched a regional network for learning and exchange on gender issues in water supply and sanitation programs and initiated country-level follow-on activities, including regionally coordinated gender assessments. The latter is part of the Participatory Learning and Action Initiative launched in October 1997 in The Hague, the Netherlands, which builds on collaboration between the Program and the International Water and Sanitation Center.

Typical of its emphasis on gender-sensitive, community participation in water supply and sanitation projects is the Program's support for the Participatory Hygiene and Sanitation Transformation (PHAST) method, piloted and implemented in Botswana, Ethiopia, Kenya, Uganda and Zimbabwe. PHAST is a participatory program designed to help communities improve their hygiene practices and manage their own water and sanitation programs. The underlying principle of PHAST is that in order to make a permanent change in hygiene behavior, people must understand the cause of disease and how it is transmitted. PHAST extension workers employ a variety of participatory methods and tools to educate communities and help them decide what facilities they need and who will build them. In the 26 districts in which PHAST has been pilot-tested, there has been an enthusiastic response from communities and a massive reduction in diarrheal disease.

In addition to its support for the pilot-testing phase, the Program has extensively documented and disseminated the methods and progress of this innovative, participatory program so that its success can be replicated elsewhere in the region. PHAST exemplifies the Program's belief that communities, when armed with the necessary information and support, are capable of playing a key role in the planning, implementation, and maintenance of their own projects.

Strengthening Sector Policies and Strategies

The Program has recruited five Country Sector Advisors (CSAs) familiar with sector institutions and policies in their respective countries. The CSAs – who are based in Ethiopia, Kenya, Malawi, Mozambique and Rwanda – facilitate sector reform, provide strategic technical inputs, oversee collection and dissemination of information, and liaise with clients and partners in their respective countries.

In addition to supporting sector policy review workshops in Rwanda and Tanzania, the Program assisted in the review of sector policy and the preparation and implementation of sectoral consultations in Kenya and Uganda. Two volumes of the Rwanda policy workshop proceedings were published by the East and Southern Africa office on behalf of the government and have been widely distributed.

In Kenya, the Program and the RWSS Working Group collaborated on an issues paper for the development of a Kenya Rural Water Supply and Sanitation Pilot Project. The project aims to develop and test strategies for policy implementation through practical application in selected project areas. Other aims of the pilot project include development of a framework for a national RWSS program in which all stakeholders participate, and increasing community involvement in the identification, preparation and implementation of the project and the national program under the guidance of the Ministry of Water Resources. The Program has supported similar working groups in Rwanda, Zambia and Zimbabwe.

Supporting Sustainable Investment

Social Funds in Eritrea, Ethiopia and Malawi have emerged as important sources of funding for community-based water and sanitation projects. Though relatively new, this World Bank financing mechanism is gaining popularity in the region: out of those established in the region since 1994, three have substantial water components.



Improved Water Supply and Sanitation to Residents in Kibera, Kenya

With a population currently estimated at 500,000 the informal settlement of Kibera, at the center of the Kenyan city of Nairobi, is one of the most densely populated human settlements in sub-Saharan Africa. Inadequate water supply and sanitation tops the list of infrastructure problems facing this rapidly growing settlement, which is home to 25 percent of Nairobi's population.

The Kibera Water Distribution Infilling Component of the Third Nairobi Water Supply Project seeks to improve the well-being of Kibera's residents and to deliver adequate clean water to all nine villages of the sprawling settlement. Specifically, the Kibera project aims to reduce the price of water, to effect more reliable water supply delivery and management, and to enhance the role of the independent private sector in the delivery of water and sanitation services in Kibera.

The Program's East and Southern Africa office provided sociological inputs to the project, implementation support, and documentation of all stages of the project so that lessons learned can be replicated elsewhere. Support has focused on forging partnerships between the Nairobi City Council's Water and Sewerage Department and Kibera's communities to reinforce the sustainability of the settlement's water supply system.

The National Sanitation Forum held in Uganda in October 1997 brought together 350 participants, including members of parliament, permanent secretaries, directors and commissioners of relevant government ministries, representatives of NGOs, the private sector, the donor community and training institutions, and religious and cultural leaders. The participants developed a ten-point strategy for action to halt the negative health, economic and environmental impacts of Uganda's poor sanitation situation



Southern Africa



Selected Activities for East and Southern Africa

Regional

- Regional Workshop On DRA to CWSS
- Documentation of PHAST, Including a Videotape
- Regional Workshop on UES
- Regional Workshop on Women's Participation and Gender Consideration in WSS
- Preparation Support for WUP Project on Strengthening Capacity of Water Utilities

Eritrea

- Implementation Support to the Eritrea Community Development Fund Project
- Documentation of Lessons Learned from Eritrea Community Development Fund

Ethiopia

- Implementation Support to the Ethiopia Social Rehabilitation and Development Fund Project
- Support to the Development of a Concept Paper on Operation and Maintenance of RWS
- Documentation of UES Case Study in Addis Ababa
- Support to the Workshop on Integration of Lessons from the UES Case Study in Addis Ababa

Kenya

- Support to RWSS and UES Working Groups

- Documentation of Legal and Institutional Options for Community Management of Water Supplies
- Implementation Support to the Third Nairobi Water Supply Project
- Preparation Support for the Kibera Urban Environmental Sanitation Project
- Facilitation of a Stakeholder Consultation on Sanitation For the Poor In Mombasa

Malawi

- Establishment of RWSS Stakeholder Forum
- Implementation Support to the National Water Development Project
- Implementation Support to Malawi Social Action Fund
- Support to the Project Identification Workshop on the Objectives and Intervention Measures of Water and Sanitation Sector up to the Year 2020

Mozambique

- Implementation Support to the National Water Development Project - I
- Preparation Support for the Inhambane Pilot Project

Rwanda

- Support to the Consultation Process for Sector Policy Development
- Support to the Sector Policy Workshop

- Advice on Community Participation In a Pilot Program For Solid Waste Management In Kigali

Tanzania

- Preparation Support For the Dar Es Salaam Water Supply Project
- Implementation Support To Urban Sector Rehabilitation Project
- Support To the RWSS Policy Review Workshop

Uganda

- Support To the Task Force Of the National Sanitation Forum
- Support To the Small Towns Water and Sanitation Project
- Workshop On Monitoring and Evaluation For Water Sector Practitioners

Zambia

- Implementation Support To the Urban Reconstruction and Water Supply Project
- Support For Establishment Of UES and RWSS Working Groups

Zimbabwe

- Support For Rural Water Sector Review Workshop
- Preparation Support For the Community Action Project

In Ethiopia in particular the Program has been successful in focusing more attention on sustainability and operation and maintenance issues.

In Rwanda, the Program's East and Southern Africa office contributed to an assessment mission for the re-integration of refugees, focusing on water supply and sanitation and urban services, and is now helping the Prefecture of Kigali to develop a sanitation investment program. The Program also worked in close collaboration with the government of Zimbabwe and IDA to prepare the Community Action Project.

In Malawi and Mozambique, the Program, with the CSAs playing the lead role, has supported the preparation of CIDA-financed projects. The RWSS project in Malawi follows a programmatic approach to sector development and includes studies and workshops aimed at facilitating the retro-fitting of ongoing projects.

Learning and Communications

The learning and communications agenda has focused on feeding emerging regional and global experiences into country-level strategies. Case studies are published and disseminated to share learning and experience regarding what practices work best to determine eligibility criteria, technical options, cost-sharing and cost-recovery arrangements. Also essential is the identification of policy and institutional reforms needed to address aspects such as community ownership of assets, legal status of community groups and funding mechanisms.

Through regionally organized workshops, participants have shared practical lessons on thematic areas such as urban environmental sanitation, the demand-responsive approach, and issues of gender and participation. The East and Southern Africa office has also sponsored the participation of regional specialists at international meetings and conferences, including the Community Water Supply and Sanitation Conference held in Washington in May 1998.

Study tours were organized for senior water, health and community development officials in Uganda and Kenya to promote systematic learning and feedback of lessons from policy, program design and implementation in Malawi. Participants had the opportunity to share views on policy and community-based issues with their counterparts in the other countries. In a similar study tour organized for Eritrean officials with the Malawi Social Action Fund, participants shared experience on issues such as community procurement.

Senior Tanzanian water officials visited Ghana in December 1997 to study decentralization and empowerment of communities, promotion of active involvement by non-governmental organizations and the private sector, and implementation of demand-responsive approaches aimed at sustainability of services. They also discussed the issue of donor coordination.

In Uganda, a capacity-building strategy formulated during a national workshop supported by the Program has helped key stakeholders working in water supply and sanitation projects, especially the Small Towns Water and Sanitation Project (STWSP), to implement community-based monitoring. The workshop also produced a user manual which has been disseminated to clients and partners in Uganda and elsewhere in the region who are involved in participatory monitoring, evaluation and capacity building at the community level.

The Challenges Ahead

Greater implementation of the demand-responsive approach requires significant modification of existing institutional and policy frameworks in many countries in the region. Recognizing this, participants at the Demand-Responsive Approach Workshop held in Malawi in June 1997 pointed out the need to plan this transition through the development of phased institutional reforms aimed at reorienting support agencies, capacity building, greater sharing of learning

and experiences, and regular monitoring and evaluation. Participants also identified the need for modification of ongoing projects and programs to make them more demand-responsive, development and dissemination of common rules, and communication and awareness campaigns targeted at groups working at all levels. The Program must continue to complement its support for program design and implementation with workshops such as the one held in Malawi to increase consensus on the need for policy and institutional reform.

Most peri-urban dwellers do not receive water and sanitation services directly from official utilities. They often rely on informal service providers. The emergence of small-scale independent providers of water and sanitation services is breaking long-standing monopolies and is filling an important niche, working in areas of great poverty not typically reached by large utilities. Finding ways to increase involvement by the small-scale private sector in the provision of water supply and sanitation services represents a major challenge for the Program, but one that provides enormous learning opportunities and possible solutions to many current problems, particularly in the area of urban environmental sanitation. The Program will contribute to a better understanding of issues through involvement in the WUP project on Strengthening Capacity of Water Utilities to provide Water and Sanitation Services in Low-income Urban Areas, and the Study on Small Scale Private Sector Participation in Water and Environmental Sanitation Services for the Urban Poor. The Program must also maximize learning opportunities through dissemination of lessons emerging from ongoing projects such as the Kibera program.

REGIONAL OFFICE:

LA PAZ, BOLIVIA

FOCUS COUNTRIES:

BOLIVIA

ECUADOR*

PERU*

*In-country Program field office

Andean Region

Overview

The Program's Andean office is active in the three poorest countries in South America - Bolivia, Ecuador, and Peru. Although these countries are considered lower-middle-income economies, per capita income figures obscure the extreme inequality of their income distribution. Bolivia, for example, has a GNP per capita of US\$ 800, but more than 80% of its rural population lives below the poverty line (as do 75% and 65% of the rural populations in Peru and Ecuador respectively). The Andean region also has the highest concentration of indigenous peoples in the Americas, many of whom now find themselves in transition, migrating from rural areas to the cities.

Although people living in the center of large towns usually have access to water supply and sanitation, this is not the case in rural and peri-urban areas. Only about a quarter of rural Bolivians and Peruvians and fewer than half of rural Ecuadorians have access to safe water. The figures for access to sanitation are even

lower: less than twenty percent in Bolivia, thirty-four percent in Ecuador, and ten percent in Peru.

Nevertheless, the general trend in Latin America towards decentralization of power and resources to local governments bodes well for demand-based programs seeking to increase water supply and sanitation coverage, and there are many examples of this trend in the Andean Region. Ecuador's Decentralization Law hands responsibility, decision-making power, and money for community water supply and sanitation programs over to the municipalities, and its Modernization Law, which seeks to establish national standards for water supply and sanitation infrastructure, is also a step forward. Peru's Popular Participation Law and Decentralization Law offer similar promise, but the success of all of these laws and initiatives will require substantial institutional support. To help realize this potential, the Program is providing technical assistance to governments to help formulate and implement policies and strategies for sustainable investments.

Other challenges facing the sector are the continued use of outdated or inappropriate technologies and the lack of

adequate hygiene education programs. In some cases, efforts to extend hygiene education have been thwarted by inattention to gender issues. To overcome this problem, studies have been undertaken to identify gender- and culture-specific hygiene behaviors and to address and incorporate these findings in new and continuing hygiene education programs.

The concept of community participation is gradually changing in the Andean region as well. A recent study conducted by the Program revealed that in some cases, communities have developed waste disposal practices and sanitation systems that, although not ideal, work better than those left in place by previous NGO interventions. Clearly, there is a great deal to be learned from these communities. Nevertheless, rural health statistics in the region are grave: in Bolivia, 146 of every 1,000 children die before the age of five (compared with 100 of every 1,000 children in Peru) and in Ecuador, 42 of every 1,000 children born die in infancy - mostly due to preventable, hygiene-related diseases. Improvement of hygiene behavior in these rural areas is thus a top priority.



The El Alto Peri-Urban Pilot Project: Testing Models for Improved Service Provision to the Urban Poor

When the private water and sanitation utility Aguas del Illimani was awarded a thirty-year contract to use and extend Bolivia's existing infrastructure to sell water supply and sanitation services in La Paz and El Alto, the Program approached the new privatized concern with a proposal for a pilot project. El Alto, although a city in its own right, is historically the extension of La Paz's peri-urban areas and is typical in many ways of peri-urban areas in the region: the great majority of the population is indigenous and more conversant in its own native language (in this case, Aymara) than in Spanish, annual per capita incomes are low (around US\$ 488), and water supply and sewerage coverage rates (86% and 42% respectively) are similar to those of poverty-ridden areas.

The pilot project has given the Program the opportunity to test a model for offering improved service provision and hygiene education to the urban poor. This model includes non-conventional sewerage options and the establishment of micro-credit financing mechanisms.

The pilot project has almost completed its preparation stage, and implementation will begin in the second half of 1998. Among the most important achievements thus far has been a collaborative planning process involving the El Alto Municipality, Aguas del Illimani, the Departmental Government of La Paz, the Ministry of Housing and Basic Services, the Vice Ministry of Public Investment and External Financing, the Water Regulatory Agency, Swedish International Development Cooperation Agency (SIDA), UNDP, the Andean Group and the residents of proposed intervention areas of El Alto. Despite a change in national government in August 1997, ongoing dialogue among all stakeholders and the transparency of the project have assured the project's continuation and have helped secure the necessary financing. Stakeholders have also reached consensus on the project's objectives, implementation framework, and the selection of target communities.

Urban Environmental Sanitation

Urban growth rates in the Andean Region are among the highest in the world. Massive migration to the cities is straining existing infrastructure in peri-urban areas and raises the already high risk of exposure to epidemics related to the contamination of water sources. In response to this challenge, the Program has undertaken a regional peri-urban initiative with two phases: studies which survey community members to better understand local conditions, and piloting and demonstration projects which test new models and participatory approaches.

The Andean regional team is developing and conducting "participatory rapid urban assessments" (PRUA) in selected cities in Ecuador, Peru, and Bolivia, which bring the community into the research process to analyze water and sanitation conditions in their social context. In addition to analyzing conditions, these assessments look for ways to enhance co-operation between water utility companies and peri-urban communities. In collaboration with the German Agency for Technical Co-operation (GTZ), a survey has been done of more than twenty water and wastewater companies serving peri-urban areas in Bolivia, Peru, Ecuador, and Colombia. The findings and conclusions of this survey are being documented in a final report, which also outlines a project to respond to problems identified in the survey.

In El Alto, Bolivia, the Program is working with private water utility Aguas del Illimani on a pilot project to improve water supply and sanitation service to peri-urban areas through the use of low-cost technology, participatory mechanisms, and micro-credit financing arrangements. Based on the experience from the El Alto pilot, other projects are being developed in the region as well, such as the IDB-funded Neighborhood Improvement Project. Through these two Bolivian-based projects, the Program is developing and testing various social intermediation methodologies – which include community participation,

hygiene education, and institutional strengthening components – for implementation in peri-urban areas.

A study is being done of an association formed by eight small water co-operatives operating in the periphery of Santa Cruz, Bolivia. The Program is documenting its findings on the successes and failures experienced by this association to provide lessons for other groups considering similar opportunities for collaboration.

Rural Water Supply and Sanitation

Rapid decentralization in the Andean region has made capacity building and institutional strengthening at the local level more urgent than ever. Different institutional models have been tested and a variety of public-private partnerships for rural water supply and sanitation (RWSS) provision tried through projects such as the Strengthening and Amplification of Basic Health Services (FASBASE) program in Ecuador.

The Program is also working to improve RWSS service through a regional capacity building and hygiene education initiative co-founded with UNICEF in 1997. The initiative is employing national consultants in Peru, Bolivia, Ecuador, Colombia, and Venezuela to assess the strengths and weaknesses of local capacity building efforts, and will present the findings at a series of national and regional-level workshops to develop consensus about what approaches are working and where new ones are needed.

Technical assistance is being provided to projects and institutions working in the RWSS sector throughout the region. In Bolivia, the Program is carrying out monitoring and evaluation for the UNDP/World Bank-funded Rural Water and Sanitation Project (PROSABAR), and provides technical assistance to the General Director's Office of Water and Sanitation (DIGESBA), which oversees executive committees at the national level.

In Peru, workshops on planning, appropriate technologies and project costs have been organized, as well as

technical assistance for planning, monitoring and evaluation for two pilot projects: Water and Sanitation in the South Sierra (SANBASUR) and the Cajamarca Primary Attention and Sanitation (APRISABAC). The Program also provided water tank specialists to Peru's National Fund for Compensation and Social Development (FONCODES), enabling FONCODES to reduce its costs for water tanks by half.

In Ecuador, training has been provided through the FASBASE program – on subjects ranging from social intermediation to sustainability – to local private organizations and professionals. Technical and planning assistance has also been provided to the PROAGUAS project to ensure that this new project incorporates the principles and lessons learned from FASBASE, the Yacupaj and PROSABAR project.

Participation and Gender

The Program has developed and documented experience from a range of approaches for engaging communities in the planning and implementation of their own water supply and sanitation projects. In Ecuador, a manual was produced on best practices to use in Ecuador and other countries in the region. This manual, produced in collaboration with other sector institutions, describes successful methodologies, participatory techniques, and recommended educational materials applicable to all rural areas.

In Bolivia, an anthropological study was done which found that women in many rural areas have taboos about defecating in the same places as men, explaining why women were less likely to use latrines in certain rural communities. The study also resulted in other findings about gender- and culture-specific hygiene behaviors which must be considered and addressed for hygiene education programs to be successful. A rural hygiene education pilot project is being planned for the region that will engage community members as co-researchers in the spirit of the original study. The

pilot project puts into practice our belief that communities are capable of gathering data, analyzing it and generating new knowledge.

The Program is also sponsoring Bolivia's Neighborhood Improvement Demonstration Project, which is identifying women leaders and working with them to develop a participatory gender assessment that supports and expands their roles. In Ecuador's FASBASE program, project implementers have been successful in the inclusion of women in some local water committees, and women have also played a role in community planning. Still, greater efforts are needed to encourage and foster the acceptance of a stronger role for women in project planning and implementation, as elevating the role of women has created conflict in some communities.

Strengthening Sector Policies and Strategies

Program activities focus on strengthening the sector's national and local capacity for investments and sustainable water and sanitation programs. Toward this end, a study was conducted of the costs of sample rural water supply and sanitation projects in Bolivia, Peru and Ecuador to find out how much different programs and countries were spending on their projects, why, and ways that costs might be reduced without sacrificing quality. The study's findings were presented at workshops in all three countries, and have since been used to make policy decisions and determine project implementation procedures.

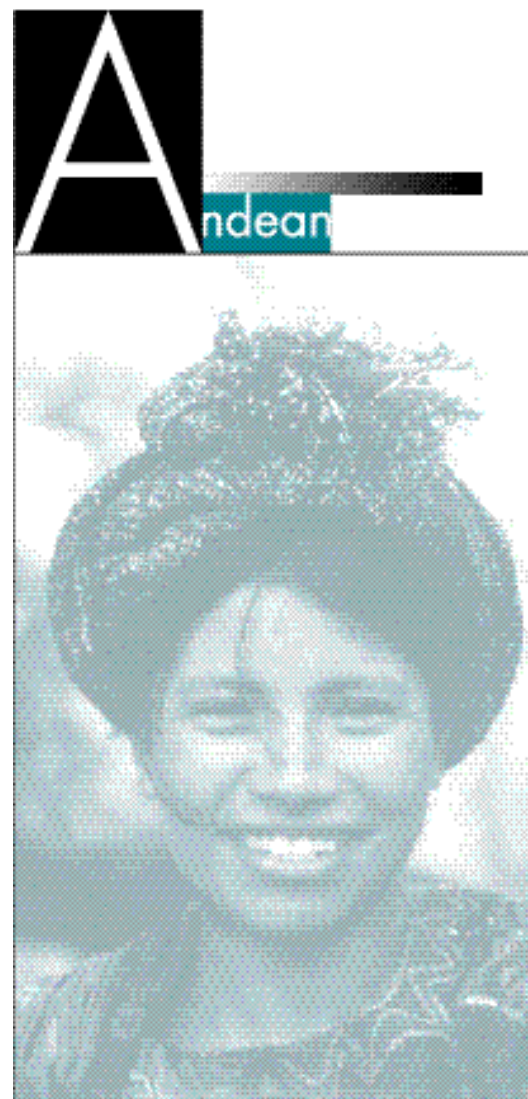
The Program's office in Lima worked closely with Peru's Vice Ministry for Infrastructure on an 'Outline for a Sustainable National Rural Water and Sanitation Program.' This outline served as the basis for a national workshop where government officials and sector professionals discussed ways to enhance sustainability of water supply and sanitation projects. Participants also resolved to launch a pilot project to test the soundness of and make adjustments to the demand-responsive approach for application in Peru.

In Bolivia, the Program is supporting the strengthening of sector policies and strategies in peri-urban areas through the El Alto pilot project and the Neighborhood Improvement Project. In rural areas, the Program is helping build infrastructure, training local executing agencies, and strengthening institutions through the IDB-funded National Rural Water and Sanitation Project (PROAGUAS). Working closely with Bolivia's Ministry of Housing and Basic Services, a decentralized approach was developed in which 25% of operating costs come from the community and 10% come through funds decentralized to the municipality. Similarly, in Ecuador, the Program has supported an informal group composed of members of the State Bank, the Social Investment Fund and various government institutions to establish agreements for the strengthening of institutions and definition of a financial policy for Ecuador's PRAGUAS program, for which project financing arrangements will be based on the ability of municipalities to collect, borrow and manage funds.

Networking and workshops have played an important supporting role in all of these projects. In 1997 and the first half of 1998, over thirty workshops were held in the region, bringing together government officials and members of sector organizations and external support agencies to build consensus on ways to improve and extend water supply and sanitation service throughout the region.

Supporting Sustainable Investments

In Ecuador and Bolivia, the Program has supported rural water supply and sanitation pilot projects such as FASBASE and PROSABAR and is monitoring and evaluating the projects in specific communities to collect and document experiences regarding gender, community participation, training, and the effectiveness of different municipal models. Large investments in Peru's water supply and sanitation sector have been



Region

Selected Activities for the Andean Region

- **Regional Peri-Urban Initiative:** includes the Participatory Rapid Urban Assessment (PRUA) and case studies, piloting, and the development of participatory mechanisms involving the urban poor (El Alto peri-urban pilot project, the IDB-supported Neighborhood Improvement Project, and the Santa Cruz Co-operative Initiative).
- **Municipal Management Models in RWSS:** includes piloting and testing of different models for managing services (FASBASE), regional capacity building, and institutionalization of municipal training (Andean Group/ UNICEF capacity building initiative).
- **Support to Large-Scale Sustainable Investments:** includes monitoring and evaluation (PROSABAR), technical assistance (FASBASE), and policy formulation (PROAGUAS, PRAGUAS, Peruvian National Rural Water and Sanitation Project).
- **Attention to Local Culture and Gender:** includes innovative piloting and studies that engage community residents as co-researchers capable of collecting and analyzing data and generating new knowledge.
- **Emphasis on Learning and Communications:** includes facilitation of more rapid two-way communications through the use of electronic media and integration of communications into project and study planning so that communications goals figure in project/study conception.

hampered by the lack of an adequate institutional framework capable of supporting project execution and sustainability. To fight this problem, the Program supports initiatives led by the Peruvian government and international development organizations, such as the World Bank-sponsored Country Assistance Strategy 2000, which is working to extend rural water supply and sanitation coverage throughout Peru.

A comprehensive manual has been published using Program-supported projects as examples of how to implement sustainable projects in rural areas. This document will be disseminated to non-governmental organizations, executing agencies, and sector institutions throughout the region.

Learning and Communications

Over the last 18 months, the Program has published a wide range of reports, working papers, manuals and case studies documenting programs and sector developments throughout the Andean region. At the same time, the Program has been moving from published materials alone to the combined and complementary use of other media, such as the Internet, to speed up the process of communicating this valuable information, to lower costs and to enhance feedback from others working in the sector.

Among the Program's new learning strategies has been the development of a participatory methodology for working with peri-urban communities. This methodology, the Participatory Rapid Urban Assessment (PRUA), provides researchers with a 'content menu' and a procedure for engaging stakeholders in the process of discovering together how water supply and sanitation infrastructure functions in its social context. Other innovative learning strategies include the "Rapid Participatory Appraisal of Rural Water and Sanitation Services", which gives small municipalities in Ecuador a tool for assessing water supply and sanitation services in the communities in their jurisdiction and for short- and long-term planning of investments.

The Challenges Ahead

In addition to providing municipalities in the region with models and institutional strengthening, the Program must continue to help them develop their networking potential so that municipal leaders in Peru have the chance to share experiences and lessons with their counterparts in Bolivia, Ecuador, Colombia, and Venezuela. Although improved communications will play a key role in this endeavor, there is also a need for greater sharing through national and regional-level conferences and workshops.

The Program's Andean team will continue its work to improve water supply and sanitation service in peri-urban areas, to support the World Bank and the Inter-American Development Bank in large-scale projects, and to look for ways to improve local capacity building and support the decentralization process. Efforts are also needed to enhance the sophistication and sensitivity to cultural and gender issues of executing agencies so that they can devise and implement strategies and programs which respond to the needs and expressed demand of the communities in which they work.

Headquarters

Washington, DC

The headquarters office for the Program is located at the World Bank in Washington, DC. The Program moved to the Finance and Private Sector vice-presidency of the World Bank in 1997 but remains in the Infrastructure Department. The small headquarters team focuses on global sector issues affecting the entire Program. Lessons from Program experience in all the regions are synthesized and shared globally in print, video and electronic formats. Headquarters staff also coordinate and carry out a number of management and leadership functions for the Program.

In 1997, the headquarters team held its first retreat since 1993. The objectives of the retreat were to assess and refine the elements of the Program's vision and to identify key actions, roles and responsibilities necessary for the headquarters team to implement this vision and build the capacity to work together as a team.

Strategic Planning and Work Plan Development

The headquarters team provides management support to the regional

teams, guides the substantive agenda and provides a framework for workplan development. Headquarters staff ensure that Program workplans are developed in full consultation with our counterparts in host governments as well as with other key sector actors, including non-governmental organizations, external support agencies and other partners. This participatory process was undertaken explicitly for the 1998 workplan, a review process that culminated in the meeting of the Program Advisory Committee (PAC) in November 1997. The PAC includes representatives from all of the Program's donors and representatives from developing countries, UNICEF, and WHO.

Management and Administration

Headquarters provides overall management and administration for the global Program. This enables the Program to achieve economies of scale in many areas. For example, fundraising and monitoring of workplans and budgets are more efficient at the central level, leaving regional teams more time for substantive work. The Washington office also plays a key role in recruiting senior staff for headquarters and regional offices, and helps prepare and implement individual professional development plans. During 1997-1998 many steps were taken to decentralize financial management to the Program's regional offices in order to improve tracking and management of resources and outputs, make financial

management activities more transparent, and strengthen fiscal accountability to donors.

The location of the Program headquarters in the World Bank provides staff with direct access to the operations of the sector's largest external investor, and enables staff to contribute their knowledge and experience to the design and supervision of water supply and sanitation projects financed by the Bank.

The headquarters team supports the regional offices through overall guidance, technical assistance, and aid in building field capacity and networks in rural water supply and sanitation and urban environmental sanitation. Assistance is also provided for cross-cutting components such as gender, participation, and implementation of the demand-responsive approach. Headquarters staff offer perspective and expertise that are grounded in global experiences. This support includes consultations about substantive issues and projects, participation in workshops and regional and country consultations, review of proposals, terms of reference, and communications including print, on-line and video.

External Relations and Partnership Building

The Washington office serves as the focal point for building and maintaining the Program's strategic partnerships at the global level. Headquarters staff maintain strong



Healthy Communities

Community Voice...
Community Choice...



working relationships with all the Program's donors, and represent the Program in global forums such as the Water Supply and Sanitation Collaborative Council and the Global Water Partnership. Significant time and effort are dedicated to building and strengthening global partnerships and enhancing cooperation with donors.

Communications

Headquarters is a focal point for sharing lessons and experience among partners in all regions. The Program communications strategy incorporates multiple media to reach target audiences with the most effective and appropriate information. The strategy focuses on linking information, publishing and networking activities and provides a framework for global communications efforts and a context for regional and country level strategies.

Over the last 18 months, headquarters has published numerous case studies, working papers, and reports.

The Washington office also produced three videotapes:

1. an overview of the Program
2. an introduction to the demand-responsive approach (*Community Voice - Community Choice*)
3. *Healthy Communities* on the Participatory Hygiene Sanitation and Transformation (PHAST) method.

Both *Community Voice - Community Choice* and *Healthy Communities* were shown at the Community Water Supply and Sanitation Conference in May 1998.

A number of publications and a wealth of other Program information is posted on the program's website. Launched in September 1997, the website (www.wsp.org) has had an enormous impact on our capacity to provide information on Program and other sector-related activities, to disseminate case studies, working papers and other documents, and to foster greater two-way communication between the Program and its partners. The website layers and links information and communications so that it is tiered, targeted and

responsive to audience needs on-demand. This enables us to break through the information overload of some of our target audience and improve access for others. The website has also enhanced networking possibilities for sector professionals from around the world. For example, the portion of the website dedicated to the recent Community Water Supply and Sanitation Conference provides contact information for those who attended the conference and has a dialogue space where participants and other interested parties can read and reply to messages on issues raised at the conference. The website is updated weekly and is organized so that users can select a range of information about Program themes and activities. It also provides useful links to our partners and to other sites with relevant sector materials.

Global Learning

In collaboration with the regional teams, headquarters staff analyze Program learning and package it for distribution to an international audience. The Program advocates a demand-based approach to water supply and sanitation delivery. This approach requires a new way of thinking about project design and incentives for a wide range of stakeholder groups – communities, non-governmental organizations and other sector agencies, private sector, and government. The Program's learning agenda focuses on this complexity. One focus of global learning in 1997-98 was a six-country, global rural water supply and sanitation study which clarified what is meant by demand-responsiveness in theory and in practice and measured and quantified the impact of demand-responsiveness on the sustainability of rural water systems. (See box below)

Global Study

The Rural Water Supply Global Study, was carried out to clarify what is meant by demand-responsiveness in theory and in practice, and to measure and quantify the impact of demand-responsiveness on the sustainability of rural water systems.

This global study was carried out over a one-year period by field-based teams in six countries: Benin, Bolivia, Honduras, Indonesia, Pakistan, and Uganda. Each field team was composed of local researchers - from nongovernmental organizations (NGOs) and universities - using a common methodology. In all, the study team members surveyed 1,875 households, representing 125 communities served by 10 projects.

The study's major findings were:

- Demand-responsiveness increases sustainability.
- Household demand should guide investment decisions.
- Training, community organization, construction quality, and technology also contribute to sustainability.
- A demand-responsive approach requires appropriate financial policies and accountability to community members.

These findings have been found to have a number of implications for projects:

- Adopting a demand-responsive approach will improve the sustainability of water systems.
- Better focus on implementation of rules by project staff, intermediaries, contractors, or NGOs will improve performance.
- Investing in household and water committee training pays off in terms of sustainability.
- Adopting flexible design standards will prevent ad-hoc modifications that jeopardize water system integrity.

Findings from this study were part of the impetus for the Community Water Supply and Sanitation Conference held in Washington in May 1998. Global learning has also focused on the link between demand-responsiveness and the sustainability of urban environmental sanitation programs.

The headquarters team helps to share Program learning on a global scale by feeding Program information into the World Bank knowledge management system, a source for relevant knowledge that can help Program staff in all offices do their jobs more effectively and efficiently.

Rural Water Supply and Sanitation

The Community Water Supply and Sanitation Conference was held in May 1998 (see box page 7) and focused on demand-responsive approaches to rural water supply and sanitation provision and the implications for management and sustainability of services. A series of presentations provided a framework for understanding the demand-responsive approach and case studies illustrated the approach in a wide range of regional and institutional contexts. For example, one study looked at lessons from the Sri Lanka Community Water Supply and Sanitation Project, a large-scale World Bank-supported project that has attempted to establish project rules and procedures that respond to community demand for improved services. This project adopted a flexible implementation strategy by creating a learning culture within the project and by making adjustments to project rules and procedures as lessons emerged.

Urban Environmental Sanitation

The Program continued to strengthen its focus on urban water supply and environmental sanitation, and is focusing on expansion into peri-urban areas in particular. The first global meeting of the Program's urban environmental sanitation (UES) team was held in December 1997 and brought regional UES specialists together with their colleagues working

at the World Bank to define global objectives for the team for the next two years, to share and review experiences and to foster team building among participants.

A recent publication documents the development of a strategic sanitation approach and the common elements of successful urban environmental sanitation programs. These elements include attention to user preferences and willingness to pay, unbundling services into discrete parts, and involving the creative use of both non-formal and formal institutions.

As it becomes increasingly clear that the public sector alone cannot meet the increasing demand for water and sanitation services among growing urban populations, interest has turned to the private sector, whose participation in operation and management of formerly public utilities is taking various forms. The Program believes that small-scale providers have great potential for improving service delivery to low-income urban populations at a comparatively low investment cost, but a great deal more must be learned before such independent providers can be incorporated as beneficiaries of regular programs. The Program is joining with its partners at the World Bank, IFC, bilateral agencies and representatives of private sector operators to explore possibilities for enhancing the role and capacity of independent providers through a series of studies, pilot projects and networking aimed at providing technical assistance, access to credit and other enabling conditions.

Participation and Gender

The Program continues to build on the achievements of the Promotion of the Role of Women in Water and Environmental Sanitation Services (PROWWESS) project, which advocated and developed techniques to facilitate greater community participation (particularly among women).

Building on these experiences, work has begun, in collaboration with a number of partners, on the first phase of

a five-year Participatory Learning and Action Initiative to improve the capacity of sector agencies to respond to user demands for water supply and sanitation services using gender-sensitive, participatory approaches.



**Program Financing
Staff**



Chapter 3

Program Financing

The Program has a diversified base of financial support that suits its decentralized structure and wide range of national, regional and global activities. The United Nations Development Program (UNDP) and the World Bank are the Program's two founding partners. In addition to their continued support, 16 bilateral donors have provided financial assistance to the Program during the past five years.

Following a 1996 financial crisis and refinancing plan, the period from January 1997 through June 1998 was a time of careful rebuilding and strategic expansion. Most core global and regional funding foreseen in 1996 was realized, and the Program was largely refinanced through 1999. Major core contributors included Belgium, Canada, Denmark, Luxembourg, Netherlands, Norway, Sweden, Switzerland and UNDP's Sustainable Energy and Environment Department and the Regional Bureau for Africa. Many of these funds are earmarked for particular regions and for thematic areas. This support has enabled the planning and development of new country programs, financed by core contributors as well as by other bilateral agencies.

Not all contributions expected in 1996 were approved, however. This

required reconfiguring some activities, in particular in East Asia and the Pacific, which experienced a significant shortfall in core funding. The shortfall was managed in 1997 and 1998 through cost reductions, reallocation of some funds (with donor consent), and generation of additional funds, with the result that Australia will become a significant financial partner in East Asia beginning in FY99. At the global level, reductions in UNDP support have been managed in part by the revenue generated by 5% global program management fee agreed by the Program's major funders in June 1996. This fee, which was initially applied only to core contributions is gradually being extended to all funds managed by the Program.

As shown in the table, disbursements increased to more than \$10 million during 1997 and are likely to exceed \$12 million in 1998. The increased disbursements in 1997 and 1998 restored the Program to the size it was in 1994 and 1995. Given the number of new projects approved over the past 18 months, the Program expects to slow growth and to shift the focus to delivery. One other trend that is expected to continue is the shift in overall funding from UNDP in the early 1990s to bilateral agencies at present.

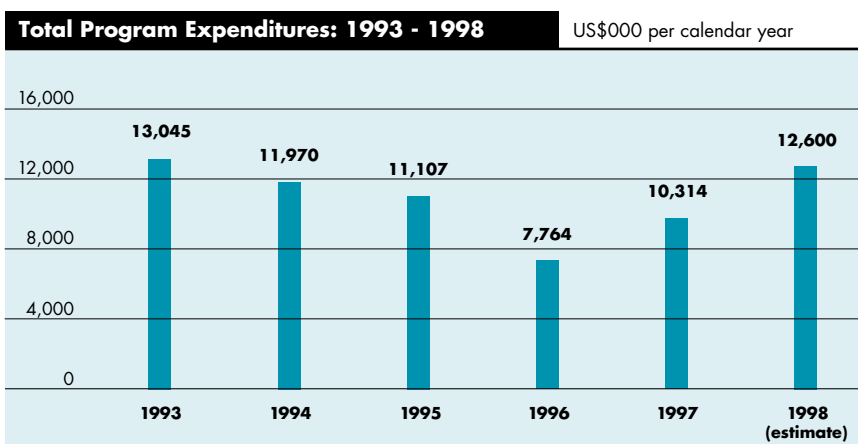
During 1997, the Program set out to establish a financial management information system (FMIS) that would permit task-based planning, costing,

and monitoring, as well as provide the tools to decentralize budget authority and accountability to the regional offices. The FMIS was planned to operate within Bank financial systems. In early 1998 the World Bank committed itself to replacing its major business systems with the SAP (a comprehensive business software package used by many global corporations) by mid-1999. The SAP will include an activity-based costing facility, and the Program's efforts to create a similar facility were suspended. Many other improvements needed to decentralize responsibility for funds management have been implemented. Regional office administrative staff have been trained and are performing many budget tasks previously done from Washington.

In 1998, Program staff began preparing a comprehensive financing plan for refunding the Program for the years 2000 and beyond. Many bilateral donors are directing funds to the country level, and one result is less money for global and sector activities. Given this trend and the Program's experience over the last several years, a different strategy will be needed to fund the Program in the future. Country-level projects and activities will need to cover their proportionate share of regional and global Program management costs and increasingly scarce sector funds (global and regional) will be targeted to global

and regional activities. Program management is also considering:

- the establishment of a fund that can be targeted to correct short-term imbalances;
- moving towards packages of services and deliverables around issues rather than regions;
- expanding sources of support to identify other funding partners; charging staff out to various sources of funds at a uniform charging rate, that would ensure that all Program overhead costs are covered.



Donor Contributions: 1992 through 1997

Bilateral Agencies	1992	1993	1994	1995	1996	1997	6 year total	% of total	Jan 1, 1998 to June 30, 1998	1997 and 1st 6 mos. of 1998
Australia	11	2	30	11	-	-	54	0%	52	52
Belgium	-	-	-	-	-	312	312	0%	299	611
Canada	92	931	29	-	-	95	1,147	2%	133	228
Denmark	326	686	393	399	373	1,397	3,574	5%	764	2,161
Finland	-	111	134	-	-	-	245	0%	-	-
France	-	-	35	80	-	-	115	0%	-	-
Germany	66	-	-	44	-	-	110	0%	-	-
Ireland	-	-	87	26	-	-	113	0%	-	-
Italy	-	-	42	231	89	-	362	1%	-	-
Japan	-	343	1,111	1,402	132	-	2,988	4%	36	36
Luxembourg	-	122	267	235	168	88	880	1%	266	354
The Netherlands	2,062	1,519	653	302	500	1,271	6,307	9%	248	1,520
Norway	1,348	1,474	972	1,554	1,441	1,228	8,017	12%	629	1,857
Sweden	-	202	329	880	1,196	1,041	3,648	5%	492	1,533
Switzerland	953	904	1,175	1,107	1,054	2,143	7,336	11%	860	3,003
United Kingdom	193	180	-	151	60	-	584	1%	-	-
Subtotal, Bilateral	5,051	6,474	5,257	6,422	5,013	7,577	35,794	52%	3,779	11,356
UNDP										
Global/Interregional	4,670	1,298	1,058	1,279	1,206	503	10,014	14%	409	911
Regional Africa	402	1,024	916	561	128	253	3,284	5%	391	644
Regional Asia	328	641	1,319	723	180	707	3,898	6%	600	1,308
Other Regional	445	150	79	52	-	-	726	1%	-	-
Country projects	3,205	2,033	1,985	1,123	389	633	9,368	14%	148	781
Subtotal UNDP	9,050	5,146	5,357	3,738	1,903	2,096	27,290	39%	1,548	3,644
World Bank	1,061	1,425	1,356	947	848	642	6,279	9%	999	1,641
Grand Total	15,162	13,045	11,970	11,107	7,764	10,314	69,362	100%	6,326	16,641

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