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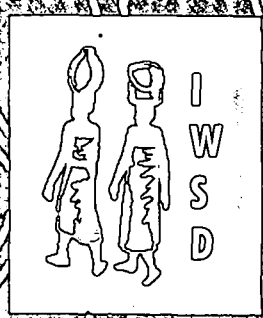
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# AFRICA 2000

## *Initiative for Water Supply and Sanitation*

# *Guidelines for Co-ordination & Networking*



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# Abbreviations

<b>CLC</b>	Country Level Collaboration
<b>ESA</b>	External Support Agencies
<b>Gvt.</b>	Government
<b>GWP</b>	Global Water Partnership
<b>ITN</b>	International Training Network
<b>NCU</b>	National Co-ordination Unit
<b>NGO</b>	Non Governmental Organisation
<b>O &amp; M</b>	Operation and Maintenance
<b>PHAST</b>	Participatory Health and Sanitation Transformation
<b>Pvt.</b>	Private
<b>SADC</b>	Southern Africa Development Community
<b>SATAC</b>	Southern Africa Technical Advisory Committee
<b>UAED</b>	Union of African Water Suppliers
<b>UNDP</b>	United Nations Development Programme
<b>UNICEF</b>	United Nations Children's Fund
<b>WASAI</b>	Water Supply and Sanitation Africa Initiative
<b>WASAM</b>	Water and Sanitation Monitoring System
<b>WG/CLC</b>	Working Group on Country Level Collaboration
<b>WHO</b>	World Health Organisation
<b>WSP-ESA</b>	Water and Sanitation Programme – East and Southern Africa
<b>WSP-WCP</b>	Water and Sanitation Programme – West and Central Africa
<b>WSS</b>	Water Supply and Sanitation
<b>WS&amp;S</b>	Water Supply and Sanitation
<b>WUP</b>	Water Utilities Partnership
<b>WSSCC</b>	Water Supply and Sanitation Collaborative Council

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# Foreword

**E**very one should be concerned about the water and sanitation problem in Africa because of the millions of deaths each year from water-borne and water-related diseases. Growing water scarcity, rising demand, diminishing supply, deteriorating water quality, low level investment in the sector and endemic drought in almost 60 percent of the total land area of Africa have resulted in significant social, economic and environmental costs, with the poor bearing most of the consequences.

African governments, external support agencies including NGOs, the public and the private sector, communities and individual professionals should work together to meet the water supply and sanitation needs of about two-thirds of the rural population and one quarter of the urban population. The sharing of Africa-wide experiences on hygiene, sanitation, community water supply and environmental programmes has provided better focus and sustainability. And the closer to the people this happens, the better. Particularly where it enables individuals, communities, governments and their partners to make informed choices regarding resources, technologies and programmes.

These Guidelines on Coordination and Networking were prepared to keep the momentum created by two regional Meetings on AFRICA 2000 Water and Sanitation for All Initiative. The AFRICA 2000 Initiative establishes closer and better collaboration among UN agencies, regional institutions and countries by creating and maintaining an active network to achieve common goals. The Initiative also facilitates enhanced coordination for a wide variety of hygiene, sanitation and water programmes.

Coordination and networking are crucial to accelerate the achievement of universal access to safe water and sanitation in Africa. There is a clear evidence that where there is a strong coordination, sustainable achievements are made in expanding water and sanitation services. Without coordination donors and sector agencies will continue providing water and sanitation services in fragmented ways, supporting narrow goals, duplicating each others initiatives and undermining the efforts of national governments. On the other hand better coordination and networking will foster Pan African partnership by promoting intercountry dialogue, sharing of experiences and best practices and strengthening of data collection and information system.

We trust that these Guidelines on Coordination and Networking will serve as a key milestone to transform the vision of working together in partnership in to reality. WHO/AFRO for its parts will continue to provide technical and financial support to Member States to make these Guidelines operational in a number of countries.

# Acknowledgements

The Guidelines on Coordination and Networking were prepared by a team of experts led by Eng. N.R. Mudege, Executive Director of the Institute of Water and Sanitation Development, Harare, Zimbabwe, and Dr. P. Taylor a freelance consultant. It has also benefited greatly from numerous individuals as well as representatives of Governments, International Organizations, International Training Networks (ITNs) and Non Governmental Organisations. We wish to thank them all for their valuable contributions.

From the outset guidance and useful support was provided by Mr. Firdu Zawide, Regional Advisor, Water, Sanitation and Health, WHO/AFRO. The important contributions made by participants of the Workshop on Coordination and Networking, held in Harare (October 7-8, 1999) from Ethiopia, Gabon, Ghana, Malawi, Rwanda, Swaziland, Sweden, Togo, Uganda and Zimbabwe in reviewing the draft document is highly acknowledged. Thanks go also to the members of the Steering Committee of the three workshops on PHAST, Ecological Sanitation and Co-ordination and Networking, for their support in the successful production of the Guidelines.



**WHO/AFRO**  
World Health Organisation  
/Africa Regional Office



**IWSD**  
Institute of Water &  
Sanitation Development



**UNICEF**  
United Nations  
Children's Fund



**NETWAS**  
Network for Water &  
Sanitation International



**CREPA**  
Centre  
Regional Pour l'Eau Potable et  
l'Assainissement à faible coût



Training Research & Networking  
Development Group

## 1.0 Introduction

The report by the United Nations Secretary General to the Committee on Natural Resources (UN, 1991) entitled "Strategies and Measures for the Implementation of the Mar del Plata Action Plan for the 1990s" included capacity building among the seven areas for action within national water strategies for the 1990s. The main objective of capacity building is to improve the quality of decision making, sector efficiency and managerial performance in the planning and implementation of water sector programmes and projects (IHE Report Series 24). Capacity building includes institutional strengthening as well as human resources development.

To achieve effective capacity building there is need for effective information sharing. This means that institutions are able to share experiences, best practices and pull their resources together for their own good. This process results from a co-ordinated effort in approach and analysis of issues and problems and results in networks being established for the generation and dissemination of information.

Co-ordination and Networking have been weak in the water and sanitation sector both in-country and at regional/international levels. In supporting the preparation of these guidelines Africa 2000 aims at providing some basis upon which countries could co-ordinate and network.

## 2.0 Background

In 1993, the Africa 2000 Initiative was adopted and formally launched by the ministers of Health of 46 countries in 1994 at the 44<sup>th</sup> session of the WHO Regional Committee for Africa. The initiative was seen as a way to increase water and sanitation coverage, through optimal use of locally available skills and materials.

The main principles of the Africa 2000 Water and Sanitation Initiative are that the African countries have decided to :

- ✓ actively take the lead in their own development and to promote empowerment at all levels
- ✓ form partnerships and collaboration (both local and external) to optimise the mobilisation of all possible resources for water and sanitation;
- ✓ promote development based on local skills and resources

It is clear from this that the Africa 2000 Water and Sanitation Initiative's main focus is on facilitating the establishment of systems in which ownership for sustainable development rests with the countries and the local beneficiaries. These principles, which present the philosophical position of the Africa 2000 Water and Sanitation Initiative, are used as the mainstay for the guidelines for co-ordination and networking proposed in this report.

The first regional consultation on the Africa 2000 Initiative was held in Brazzaville, Republic of Congo in 1996. A major outcome of this consultative meeting was the endorsement of the Brazzaville Declaration by the representatives of the 46 member countries and NGOs.

The second consultative meeting was held in Harare, Zimbabwe in 1998. The Harare meeting identified the major issues affecting the development of water supply and sanitation in both rural and urban communities within the following thematic areas:

- 1) country-level collaboration and co-ordination;
- 2) community empowerment and management;

- 3) involvement of the private sector in water supply and sanitation; and
- 4) sanitation and hygiene education for health improvement.

Twelve priority issues were identified as:

- a) political commitment
- b) intersectoral co-ordination, collaboration and co-operation
- c) institutional and legal framework
- d) support to local initiative and community approaches
- e) capacity building
- f) private sector involvement
- g) promotion of hygiene and sanitation
- h) popularisation of the PHAST approach
- i) information management
- j) involvement of women
- k) information, education and communication
- l) improvement of environmental sanitation at community level

Guidelines were prepared indicating how countries could best realise these priority issues.

It has, however, been realised that co-ordination and networking play an important role in ensuring that countries quickly address some, if not all of these issues. WHO/AFRO has therefore supported the rationalisation of the issues identified at the Harare meeting and also commissioned the Institute of Water and Sanitation Development (IWSD) to prepare guidelines for countries to enhance co-ordination and networking

## 3.0 Approach

The Institute of Water and Sanitation Development (IWSD) reviewed the Africa 2000 reports and guidelines with a special focus on the issues that had been prioritised at the Harare meeting of Africa 2000. A review was also made of the co-ordination and networking mechanisms already obtaining in some of the countries in Africa. Reference was made to reports by the Water and Sanitation Collaborative Council. From these short presentations are made on the existing networks and the priority issues they are addressing. The six case studies (Benin, Cameroon, Gabon, Ghana, Uganda and Zimbabwe) presented at the Networking and Co-ordination workshop in October 1999 were reviewed to identify how compliant they were with some of the observations noted in the Collaborative Council's case studies.

It is important to note that there are different levels of networks. The emphasis of the current guidelines is on establishing at country or regional levels, local area networks based on themes or areas of interest, which are co-ordinated at the national level or regional level depending on the theme. At national and regional levels the co-ordination and networking has a primary function of referring information seekers to the relevant local area networks and providing synthesis of lessons and best practices from and to the local area networks.



## 4.0 FINDINGS

### 4.1 A review of mechanisms adopted by countries for the co-ordination of the water supply and sanitation sector including their effectiveness as given in the Africa 2000 Initiative progress report.

#### 4.1.1 Coordination mechanisms at country level.

The 46 countries participating in the launch of the Africa 2000 Initiative agreed to three basic principles which were to:

- actively take the lead in their own development and to promote empowerment at all levels;
- form partnerships and collaboration (both local and external) to optimize the mobilization of all possible resources for the water and sanitation sector;
- promote development based on local skills and resources.

Coordination mechanisms established by the participating countries and reported at the meeting of Africa 2000 in 1998 are summarized in the following Table.

Country	Focal Point	National Committee	Sub-national structures	Comments
Algeria	✓	✓ (gvt ministries only)	✓	Information exchange system established
Angola	✓	✓		No detailed information
Benin	✓	✓ (Gvt, aid agencies and NGOs)		
Botswana	✓	✓ (already existing committee)		
Burkina Faso				No information on national coordination of the sector
Burundi				Carried out a status assessment in 1998
Cameroon		✓ (enabling Act awaiting approval)		Two year national Action Plan developed.
Cape Verde	✓	✓		
Central African Republic	✓	✓	• (some local committees trained)	No national action plan
Chad	✓	✓ (already existing)		Apparent attempt to create a second national committee for Africa-2000
Comoros	✓	✓ (provisional)	Village development structures	
Cote d'Ivoire		✓	✓	Existing extensive infrastructure of community management
Democratic Republic of Congo	✓	✓ (Existing interministerial committee)		Separate network of partners for Africa 2000
Equatorial Guinea				No government policy on water supply and sanitation

Ethiopia	✓	✓		No meetings taking place
Gabon	✓	✓ (interministerial committee)	Villages manage O&M	Technical committee formed to advise the national committee
Republic of the Gambia	✓	✓		
Ghana				National strategy launched in 1994
Guinea	✓			National Action plan in place
Guinea-Bissau	✓	✓ (Existing interministerial committee)		Decision to avoid duplication and assume responsibility in existing structures
Kenya	✓	✓ (gvt, donor and NGO)		
Lesotho				No data on national collaboration mechanisms
Liberia	✓	✓ (technical committee gives guidance to gvt)		National Action plan drawn up.
Madagascar				No data on national collaboration mechanisms
Malawi				No data on national collaboration mechanisms
Mali	✓	✓		Lack of support for Africa 2000
Mauritania	✓	✓ (gvt, local authority, NGOs, internet. agencies)		National plan of action adopted
Mauritius				No data on any coordination meetings or structure
Mozambique				No data on any coordination meetings or structure
Namibia		✓ (Existing inter-ministerial committee)		No uniform approach to community participation
Niger				No data on any coordination meetings or structure
Nigeria	✓	✓ (Existing inter-ministerial committee)	Community participation institutionalized	National Action plan in place
Republic of Congo				No data on any coordination meetings or structure
Rwanda	✓			Focus on emergency response in recent years
Sao Tome & Principe	✓	✓ (proposed only)		Master plan pending approval
Senegal				No data on any coordination meetings or structure
Seychelles		✓ (for small water supply projects only)		
Sierra Leone				No policies in place
South Africa	✓	✓ (several existing committees and task forces)	Mixed – local authority, community & private sector.	Wide cross section from sophisticated urban arrangements to poor rural communities
Swaziland	✓	✓		Water sector committee also established
Togo	✓	✓		National action plan developed
United Republic of Tanzania	✓	✓		

Uganda	✓	✓ (national sanitation task force)		Sanitation focus of the programme
Zambia		✓ (Existing inter-ministerial committee)	District Water Sanitation and Health Education Committees	Coordination well established since 1994
Zimbabwe		✓ (Existing inter-ministerial committee)	District subcommittees	Coordination well established since 1989

#### Notes to Table 1

1. Algeria has community level counterparts for the national committee, which encompass partnerships of local village authorities and communes for implementation of national plans. A National committee was established by Decree in 1996. An information component is assigned to each ministry member of the national committee and at community level information exchange is organized around a network of Community Health Committees.
2. Burundi, due to its recent history of instability, embarked first on a status assessment for water supply and sanitation to enable it to best determine the way forward.
3. Cape Verde recognized significant institutional weaknesses in the sector requiring much greater coordination
4. Chad has an existing National Committee on Water and Sanitation whose relationship to Africa 2000 Initiative is not clear and there appears to be attempts to create a new National Coordination Committee for Africa 2000.
5. In Gabon 51% of urban systems have been privatized. National plan of action has been developed. Technical committee meets frequently and there is strong collaboration between government departments and NGOs. There is a national data bank.
6. Ghana has a water and sewerage company as the national responsible agency. A Community Water and Sanitation Division deals with rural communities and publishes newsletters.
7. Namibian Water and Sanitation Coordinating Committee has been active since 1993, representing all concerned parties.
8. South Africa has mixed systems of local authority management, local water committees and BOTT (Build, Operate, Train, Transfer). Water and Provincial Affairs ministries maintain national databases.
9. Swaziland established a Water Sector committee to coordinate and guide development efforts in the sector and ensure inter-sectorial planning until the National Water Authority is established.
10. Zambia has been undergoing many reforms with the guidance of the inter-ministerial Programme Coordination Unit. A documentation center, newsletters and district substructures enhance coordination.
11. In Zimbabwe coordination at village level is through the village development committee. At National level a National Action Committee coordinates water and sanitation development although Africa 2000 coordination is within the Ministry of Health and Child Welfare.

Mostly there is no information given on the composition of the National Committee, its linkage (overlap) with other established water and sanitation initiatives, and its performance. It is notable that sanitation is often severely neglected. Health ministries are

mainly involved in the Africa 2000 Water and Sanitation Initiative to the neglect of reporting what is happening amongst water agencies, thereby weakening the possibilities for improved benefits from coordination and collaboration. Senegal, Ivory Coast and many other West African countries have well established water utilities whose participation and role is not mentioned in these reports.

**Table 2. National Action Committee membership given in the Africa 2000 reports.**

Country	National committee membership
Algeria	Min Interior, Population and Environment; Hydraulics; Agriculture & Fisheries; Health and Population; Commerce; Industry; Settlements. Benin 9 members, Gvt, aid agencies and NGOs
Kenya	Water Resources; Health; NGOs and International agencies
Liberia	7 members, Gvt, Private sector, International NGOs and donors
Mauritania	Health, Rural development, environment, Women's Affairs, City Council, National Association for water and electricity, international agencies and NGOs.

### 4.1.2 Constraints

Constraints to progress, and especially those related to coordination and collaboration were given in country reports as follows:

- Overlap and lack of coordination (repeatedly)
- Civil unrest with closure and destruction of offices, Political crisis, War, Political upheaval
- No government policy on WS&S
- Lack of effective maintenance,
- Lack of communication with the Africa 2000 network
- National Action Committee not meeting, not meeting frequently enough, ineffective.
- Weak intersectoral collaboration
- Centralized decision making
- Confusion of roles between gvt and private sector
- Top down approaches
- Lack of follow up to support promotion of sanitation.

### 4.1.3 Mechanisms for coordination of the water and sanitation sector

The amount of information provided in the progress report of Africa 2000 is inadequate to either describe the coordination mechanisms or their effectiveness. Most countries rely on some form of national committee. Some of these committees have been established as a direct result of Africa 2000 whilst the majority were already in place and a few countries provide no information on national coordination mechanisms or do not have any systems.

As Africa 2000 and the Brazzaville declaration emphasize the need for collaboration and coordination, it would be valuable if the report back on progress could focus on the establishment of the correct environment for the water and sanitation sector as implied in the Brazzaville declaration rather than on the construction targets and achievements. The reports could thus benefit from providing further information on the institutional arrangements. It is notable that the many water utilities in Africa are hardly mentioned yet have wide reaching responsibilities for water and often sanitation services for a large proportion if not all of the country and are usually autonomous or semi-autonomous.

Likewise the collaboration and coordination between water, sanitation and health is not always evident and may reflect the interest of the report writer rather than the reality of collaboration in the particular country.

The few cases where the composition of national Committees was mentioned usually show the traditional inter-ministerial structure where the purpose is to enhance collaboration and coordination between ministries. The alternative approach used by some countries of involving non government agencies and donors will maximize the impact of collaboration with all actors and is more in keeping with the Africa 2000 objectives and the Brazzaville declaration.

As one country report put it, the reporting and evaluation of Africa 2000 should be done against the declaration and not against coverage statistics. This would ensure that the principles of collaboration, coordination, self-determination and partnerships remains at the forefront of the approach as the means to achieve better coverage.

## **4.2 Selected Successful Case Studies on Intersectoral Collaboration and Coordination.**

### Sources:

*WSSCC Working group on country level collaboration, African case studies is quoted extensively below.*

*(CLC Working Group of the Water Supply and Sanitation Collaborative Council. Report for consideration at the Rabat Meeting of the Council. 7 – 10 Sept 1993. Vol. 2 Main Report)*

*The synthesis of 10 case studies on intersectoral collaboration has come up with some useful analyses of what makes it work. The case studies were conducted in the following countries of which six were from Africa: Burkina Faso; The Gambia; Ghana; Mali; Nigeria; Zimbabwe; Indonesia; Pakistan; Sri Lanka; Paraguay.*

*Specific case studies including collaboration and coordination mechanisms have been submitted to Africa 2000 by Uganda, Cameroon, Benin, Rwanda, Ghana, Gabon and Zimbabwe and are used in drawing together the conclusions on the importance of collaboration and coordination.*

### **4.2.1 Types of collaboration and purpose.**

There are six main types of Collaboration at country level:

Overall Sector Coordination;

ESA – Government coordination

- Sector planning and strategic investment plan
- Programme and project implementation;
- Issues resolution and problem solving; and
- Informal collaboration.

Collaboration can be an integrative process whose products, or outputs, can greatly facilitate WSS improvements. The case studies provided multiple examples. The major benefits to be expected from effective collaboration include the following:

- Better planning, implementation and operation of sustainable WSS Systems through greater involvement of relevant interest groups, particularly communities and women, as well as local governments, the private sector, other NGOs and higher level government organizations;
- Greater involvement of support agencies and other partners needed to help improve WSS services;

- Mobilization of additional financial resources, particularly from domestic sources, for system construction and operation;
- Better performance from sector institutions and individuals through increased transparency and accountability in providing WSS services;
- Efficiency gains (better use of scarce resources: water, funds, staff and time) by reducing waste, overlap, administrative procedures, delays and corruption in providing WSS services. In other words, more and better services can be provided with the available resources.
- More equitable distribution of resources, supports and services.

The following table shows the tools used for collaboration in many different countries and where these are reported in the Africa 2000 case studies.

**Table 3. Mechanisms and tools used for collaboration and co-ordination and those reported by African case studies.**

<b>Purpose of Collaboration</b>	<b>Mechanisms and tools for collaboration used by African countries</b>
Overall sector co-ordination	National Co-ordination Committee (Uganda, Rwanda, Ghana, Zimbabwe, Gabon), Water Resources Management Group (Benin), National Co-ordination Unit (Uganda, Zimbabwe), Technical committee (Gabon)
ESA-Government co-ordination	Donor consultations (Ghana, Rwanda), National workshops (Ghana, Zimbabwe), Special topic conferences/seminars, workshops Consultative groups, Technical support teams (Uganda), Technical reviews (Ghana), UNDP donor meetings WHO consultations
Sector & Strategic Investment	Sector investment plans, Five-year development plans, Master Plan studies Planning (Zimbabwe), Sector studies, Rapid assessment reports, Steering Committees (Ghana), National Water Resources Committees Working Groups, UNICEF National Program UNDP–World Bank sector analyses
Program and project planning and implementation	Water sector round tables, Interagency co-ordinating committees (urban-rural) (Uganda, Gabon, Zimbabwe), Regional co-ordinating councils, Environmental Action Programs, Emergency relief programs Project management committees, Information reference centres, Directories and manuals, Workshops and seminars (all), Resource and equipment sharing, NGO forums (Ghana, Rwanda)
Issues resolutions problem solving	Task forces (Uganda), Demonstration projects, Action committees
Informal collaboration	Water Club, School, University batchmates, Engineering Institutions, Professional Associations, ESA meetings

## **4.2.2 Guiding Principles for Improving CLC**

Guiding principles for collaboration have been developed, based on the experiences of the case studies and on the collective advice from WG/CLC.

### **4.2.2.1 Overall Sector Co-ordination**

There is a natural inclination to create structures for sector co-ordination at the national level. Most countries have tried this and many have run into difficulties. A review of those that have succeeded suggests that:

- The co-ordinating body should be perceived (and in reality be) neutral and not subject to the principal government agency or ESA of the sector.
- Service and co-ordination go hand-in-hand. Effective “co-ordination” is best achieved through providing a service, in collaboration with sector actors, rather than co-ordination through control. Examples of such service provision include

planning advice, technical assistance, the holding of sector workshops and information exchange.

- A responsive and capable secretariat is an important asset to the national co-ordinating body, especially a secretariat that is independent and enjoys the respect and support of the principal sector agencies and ESAs.
- Collaboration will only take place between parties which perceive a net gain from doing so. The co-ordination secretariat would do well to carefully identify the needs of the various sector organisations and position itself to satisfy those it can.
- The co-ordination body can play an important role in endorsing the policies and roles played by those it attempts to coordinate. In this way it increases their legitimacy and responsibility. This is particularly pertinent to NGOs and local governments.

#### **4.2.2.2 ESA Government co-ordination**

It is apparent that ESAs play stronger more pro-active roles in sector policy formulation and program planning in the smaller countries and less developed WSS sectors. Conversely, in the larger countries with more developed WSS sectors, national governments (e.g.: Indonesia, Zimbabwe and Nigeria) have taken the lead, sometimes minimizing direct input from the ESAs. Practical suggestions include:

- ESA consultation meetings offer a forum of exchange on sector issues. They are most effective as a series of workshops, rather than one-off, single day events.
- Consultation meetings are best held in an informal workshop atmosphere, allowing time for social interaction and open, frank exchanges of views.
- Although commitment is seldom possible during consultations, it is always desirable to have participators who are in positions of authority so that their institutions are credibly represented. Any informal agreements reached can then be more easily followed up.
- Reliable funding for consultative workshops series is essential. There are many possibilities, including its funding as part of a project grant or loan.
- -Zimbabwe and Indonesia are highlighted as models in which ESAs have little involvement in policy and sector planning and programming, but the ESAs have come to respect the annual planning procedures in which national agencies recommended projects for ESA support.
- A major irritant among developing countries and NGOs was the wide variety of formats and procedures by which ESAs require information to be presented. Such inconsistent project approval and reporting requirements are deemed to be highly inefficient from the perspectives of the sector managers within the developing countries.

#### **4.2.2.3 Sector Planning and Strategic Investment Planning**

All case studies reported sector planning as a collaborative process involving government and ESAs. Frequently, ESAs provided the necessary funding and, working through consultants, had a substantial influence over the outcome: It is observed that:

The objective of collaborative planning is to bring all sector actors into the process, especially the users or consumers, the communities, NGOs and local government. This,

however, was an exception rather than a rule in the country case studies, but an important element in demand-driven, community-managed programs.

The Pakistan strategic investment planning provided a useful example whereby several ESAs had the opportunity of selecting projects and assisted in preparing them during the planning process.

Too strong ESA influence is to be avoided lest it results in "ganging-up" and subverting national perceptions and interests.

Opportunities for policy change and investment occur at times when government undertakes new policy initiatives such as towards poverty alleviation or decentralization. Such opportunities for strategic investment planning occurred in Pakistan, Sri Lanka and Ghana.

Complementarity of needs enhances collaboration in sector planning. Each partner brings different resources to the table. Where needs of one agency can be met by another, collaboration is very effective.

The Water and Sanitation Monitoring System (WASAMs) being promoted and implemented by WHO and UNICEF is recognized as a potentially useful system to facilitate sector planning.

#### **4.2.2.4. Program and Project Planning and Implementation**

Steering Committees are commonly used to guide the process of project planning and implementation. These are useful in bringing together sector agency views and interests on a regular basis, from planning through implementation.

Joint funding is less common during project preparation than during overall sector planning. Thus only one ESA is usually involved, along with the various government departments.

The underprivileged, such as low-income and low caste groups, is frequently ignored and suffers the consequences of not being given voice. This is also true for women who should be the focus of collaboration at community level but are commonly left out of the planning process. Participatory methods are now available to encourage their collaboration but it may well be that women will have to assume management roles before they have more significant impact on program design.

Care needs to be taken to avert exogenous factors by which ESAs may constrain the consultative process. These include factors which may not be specifically related to the WSS sector such as tied aid, human rights issues and corruption.

Unfortunately the user/consumer, the community and its organizations are seldom represented, but should be, from the inception of the project planning process. Similarly NGOs, when relevant should also be represented.

Membership of the project steering committee should be limited and relevant to the project. Deliberations should be pragmatic. The committee's smooth functioning and support is essential to the success of the project.

Some of the project steering committees and sub-committees (for example in Indonesia and Nigeria) are large and complex in structure but necessarily go where central, state and local interests are all involved.

Project Information Sharing. Transparency of project details during project implementation is a key ingredient for project success. Project implementation usually



involves collaboration of several bodies and interest groups. Working from a common understanding goes a long way to improve collaboration during the project.

Wide distribution of project procedures and guidelines, delineating roles and responsibilities of all parties, helps to establish a common framework from which all can contribute.

Information is power. All too often this translates into the hoarding of project reports in offices of project officials, whereas open sharing and distribution of reports goes a long way towards creating understanding and trust between collaborators.

Project Resources are frequently shared between collaborating institutions during project implementation. Complementarity of needs gives rise to this sharing, particularly when the unexpected happens and borrowing equipment for a specific task is urgently required.

The loan of drilling rigs to drill through unanticipated rock structures is reported. Sharing in this way builds a trust and gratitude between organisations, paving the way for the other forms of collaboration in other areas.

Secondment of personnel between government departments is a particularly valuable form of resource sharing which builds horizontal links between organisations.

NGO Collaboration. NGOs are valuable assets to sector development yet they are often perceived to be too independent and working outside of government policy and planning. The collaborative process is well suited to building trust and confidence between government and NGOs, while at the same time drawing on their considerable knowledge and institutional resources to support sector development.

Collaboration through workshops and joint participation in the field goes a long way to breaking down barriers and creating trust and respect between NGOs and government.

Support to NGOs (rather than control) which respects their individual interests and plurality of approaches goes a long way in reducing differences between policies and operational strategies, thereby encouraging compatibility between government and NGO programs.

NGOs are not all limited in size and capacity. There are examples of the very large NGOs having sizeable full scale programs (Saravodaya in Sri Lanka, Dian Desa in Indonesia and CARE for example) from which government can often learn, especially in community managed sustainable programming.

Due attention must be given to the needs and objectives of all partners in the collaborative process. There are sensitive issues (including political objectives and mandates) which demand due attention.

NGOs by their very nature operate independently, yet collaboration between them yields important benefits. NGO co-ordination councils, which are specific to the sector (NGO Decade Services in Sri Lanka, NGO Forum in Bangladesh), are efficient channels for funding, sharing experiences, harmonising policies, technology upgrading and training.

#### **4.2.2.5 Issues Resolution/Problem Solving**

The task force is a useful and effective collaboration mechanism through which specific sector issues can be resolved. Examples include local handpump manufacture in Nigeria, cholera prevention in Paraguay and local waste management in Ghana. The advantages of collaborating task forces are:

- The work is task oriented and focused.
- Time commitment is defined. Once the task force meets its specific objectives, it is disbanded.
- The task force is low profile. Membership can be limited to those participating or directly involved.
- The task force can directly address the objectives, interests and perspectives of each collaborator.
- The issues being resolved are usually highly specific, thereby motivating the collaborators' active participation.
- The nature of task force issues lends themselves well to follow-up action.
- The size and focus of the task force can encourage its being accountable for its recommendations to the sector at large.

#### **4.2.2.6. Informal collaboration**

Both formal and informal collaboration is essential to the smooth operation of the sector. There are times when only trusted friends can resolve seemingly insurmountable difficulties. Informal collaboration builds on long standing friendships between sector practitioners. It can cut through bureaucratic red-tapism and build much needed horizontal linkages between institutions.

The old school network or "batchmates" is one of the strongest networks within the sector through which, information is shared and avenues opened with ease.

Professional colleagues (including DSA and ESA staff) also form networks or clubs and should be encouraged. This may be by forming a "Water Club", as in Burkina Faso, or by holding social events to enhance collaboration between counterparts in the various organizations.

Continuity of personnel is important in building trust between professionals and between institutions. It takes time to build confidence which can only be based on individuals and their relationships. All too often, high turnover and short tours of duty work against the collaborative process.

CLC between ESAs (exclusive of government) seldom occurs on a formal basis but relies on expatriate staff getting together, usually on a social basis. However care must be taken to avoid the "ganging-up" of ESAs which can be detrimental to the sector and jeopardise the confidence of national sector authorities.

### **4.3 A Review of Priority Issues Identified During the 2<sup>nd</sup> Regional Meeting on Africa 2000 Initiative**

The Priority issues in general will benefit from having results or outputs assigned to them so that it is clear why the activities are being performed and who is performing them. At present there is some confusion of objectives with indicators and results which we have tried to address.

Africa 2000 is an initiative aimed at improving access to water and sanitation services. Africa 2000 is sometimes presented as if it is the end point itself. This does not do credit to Africa 2000 and may also distract from the goal of improved service. The wording of the activities and outputs must therefore be more carefully phrased.

The issues presented in the 2<sup>nd</sup> Regional Meeting report on Africa 2000 Initiative have been restructured into critical stand alone themes, by separating out tools from themes. These are presented below. It is these themes that any network should try and address and structures and levels of concern of the network will therefore differ by theme.

### **4.3.1 Political commitment**

#### **Justification**

Government leaders, politicians and other decision makers need to be kept informed about the problems of water supply and sanitation in their respective countries and in the region as a whole in order to rally their support for the development of the sector. Progress will not be made without leadership to bring about policy reform, legislative changes and mobilisation of the people.

#### **Objective**

To create a high political profile of the water and sanitation sector and rally substantial support from government leaders and politicians.

#### **Output**

Political leadership which is publicly committed to addressing basic water and sanitation needs of the people and is actively places water and sanitation on the political agenda.

#### **Activities**

Awareness generation amongst politicians by:

- Africa 2000 and the African Political leadership's participation in the Second World Water Forum;
- dissemination of information on Africa 2000 and the Brazzaville declaration;

Support to political and civic leaders to develop country visions and action plans for water and sanitation.

#### **Means of implementation**

Lobbying amongst political and government leaders;  
Financing attendance at key planning and awareness meetings;

#### **Responsible institutions**

United Nations agencies and other external support agencies

#### **Indicators**

One or more politicians taking public leadership position on WSS;  
Country Action plans  
WSS policy in place  
WSS Vision for the country  
Funds mobilised for water and sanitation services

### **4.3.2 Intersectoral collaboration, cooperation and partnership.**

The responsibility for the provision of water and sanitation services at country level rests with several government departments and agencies such as water, health, education,

public works, municipalities, etc. Several external support agencies and local and international NGOs are also working as partners in the development of the sector but they do not assume responsibility for it. Past experience, however, shows that external support agencies often influence sector policies. Preference for inappropriate technologies, lack of social and cultural sensitivity, inadequate community participation and conflicting approaches and priorities amongst themselves and with government agencies has created problems. NGOs also face the problem of lack of co-ordination and application of widely varying policies. In some countries NGOs meet regularly and collaborate with each other without including other partners and government representatives. Lack of co-ordination and collaboration has resulted in creating gaps, overlaps and competition among national and external support agencies.

### **Justification**

Collaboration, partnership and coordination can greatly facilitate sustainable WSS service improvements. The major benefits to be expected from effective collaboration include:

- Better planning, implementation and operation of sustainable WSS Systems through greater involvement of relevant interest groups, particularly communities and women, as well as local governments, the private sector, other NGOs and higher level government organizations;
- Greater involvement of support agencies and other partners needed to help improve WSS services;
- Mobilization of additional financial resources, particularly from domestic sources, for system construction and operation;
- Better performance from sector institutions and individuals through increased transparency and accountability in providing WSS services;
- Strategies developed and implemented in a coordinated way to address gender imbalances in water and sanitation service planning and management;
- Efficiency gains (better use of scarce resources: water, funds, staff and time) by reducing waste, overlap, administrative procedures, delays and corruption in providing WSS services. In other words, more and better services can be provided with the available resources.
- More equitable distribution of resources, supports and services.

### **Objective**

To promote cooperation among sector agencies and partners in implementing agreed policies, strategies and plans of action to derive maximum benefit from available resources.

### **Outputs**

Partnerships and mechanisms for collaboration and coordination of water and sanitation activities established or strengthened at country level and providing a platform for promoting and disseminating new sector approaches and sharing knowledge, resources and experience among sector professionals.

## **Activities**

Government should provide a policy statement which explicitly supports and encourages collaboration and partnerships amongst all sector actors. In other words, create a suitable enabling environment.

Review and evaluate the coordination mechanisms and experience at country level. Determine what gaps exist and what improvements can be made. Ensure that clear and systematic institutional arrangements are provided to develop or sustain collaboration and coordination, including a small and neutral secretariat.

- Encourage participation and partnership by all relevant parties, including private sector, NGOs and local authorities when appropriate.
- Clarify the roles and responsibilities for all support agencies active in the WSS sector.
- Provide, or arrange for, sufficient personnel and financial resources to support collaboration and coordination at the appropriate levels, national and regional.
- Encourage and support activities for lower levels within the country (state, district, municipality, etc.) to facilitate effective cooperation between the various levels active in the sector.

Use the collaborating mechanism to foster partnerships and share experiences and to develop agreed strategies for implementation of the national WSS programme including e.g.:

- capacity building;
- hygiene and environmental sanitation;
- gender balance;
- cost recovery;
- decentralisation and community management;
- private sector involvement.

Collaborate effectively on WSS sector topics internationally, especially with nearby countries.

Ensure that all coordination mechanisms and activities are effectively publicized and communicated to relevant audiences, particularly WSS system users, as well as to all those involved in providing support so as to foster transparency and accountability concerning WSS systems and services.

Develop information systems and provide common access and inputs as a basis for coordination.

## **Means of implementation**

National Sector Review

Formation or strengthening of National Action Committee and supporting Secretariat

## **Responsible Institutions**

Sector ministries

Non government organisations

External support agencies

## **Indicators**

National and district forums established, meeting regularly and bringing together all sector actors

Experiences of sector agencies and actors being shared

Coordination at implementation level bringing in the beneficiaries

Agreed policies and strategies.

## **4.3.3 Institutional and legal framework**

### **Justification**

In many countries in the African region, institutions responsible for the management of water supply and sanitation sector are ineffective and financially weak. A legal and regulatory framework does not exist to establish and maintain efficient water supply and sanitation services at all levels. The water supply and sanitation sector is presently undergoing reform and this calls for a thorough review of existing institutional and legislative arrangements.

In the process of decentralisation and privatisation of water supply and sanitation services, appropriate legal framework should be put in place for the involvement of the private sector. This brings potential advantages of flexibility and cost effectiveness to operation and maintenance activities. Large schemes serving several communities may decide to contract the job of operation and maintenance to the private sector.

Alternatively communities might themselves operate a system but arrange to contract preventive maintenance and repair to an external body. The private sector has a crucial role to play in the provision of spare parts and the right environment needs to be created to stimulate local manufacture of such parts.

### **Objective**

To strengthen the institutional and legal framework for the sustainable development of the water supply and sanitation sector.

### **Outputs**

A legal framework which provides for and regulates the delivery of water and sanitation services to all sectors of the population allowing for the implementation of principles of management at the lowest appropriate level and cost recovery.

Institutions delivering water and sanitation services are accountable to the consumer, transparent in their tariff and service level setting and operate on a basis of cost recovery.

Decentralised decision making and control over service level, resource allocation and management of services.

Increased involvement of the private sector in management and maintenance of water and sanitation facilities.

### **Activities**

National review of legislation addressing water and sanitation service delivery.

Strengthening or development of legislation, which addresses issues of accountability, privatisation, service level, regulation and cost recovery.

- establish a legal and regulatory framework enabling the involvement of the private sector and community based organisations;

- decentralise decision making authority and control over resource allocation;
- incorporate the principles of Dublin and Brazzaville into legislation;
- establish a regulatory body to oversee the legislation
- Capacity building of regulatory agencies

Institutional reform to encompass capacity building of existing institutions and development of new institutions operating on a fully commercial basis.

- introducing improved organisational, personnel and accounting systems;
- development of performance standards and indicators;
- training of staff;
- establishing public reporting systems.

### **Means of implementation**

Guidelines and examples of water supply and sanitation reform from other countries;

Advocacy meetings;

Consultant support both local and international;

### **Responsible institutions**

Lead ministries (legal and institutional reform, regulation)

Municipal, local government authorities and utilities, (Institutional reform, regulatory)

Training institutions (Capacity building)

External support agencies (Promotion)

Private sector (manufacture, utilities)

### **Indicators**

Legal framework addressing modern management principles and enabling involvement of private sector and community organisations in service delivery;

Regulations controlling service provision in place and enforced;

Private sector roles in delivery of services;

Institutions operating to agreed performance standards;

Institutions reporting regularly to both government regulators and consumers.

## **4.3.4 Support to local initiative and community approaches**

### **Justification**

It is now an accepted principle that management of water and sanitation services should be at the lowest appropriate level. For several years African governments have been taking initiatives to introduce community management of water and sanitation services, especially in rural areas but also in unserved poor urban communities. People, along with their local organisations including NGOs and municipal authorities, constitute the key stakeholders. They not only have a right to basic services such as drinking water and sanitation but they also have many skills and untapped resources.

Central government implementation and management of water and sanitation services has been shown to be inefficient and often not directed at the real needs of the people. To make more effective use of limited government resources and to take advantage of the skills and resources of the community, the community needs to be more involved in the planning, implementation and maintenance of their basic services.

Considerable experience has been gained in Africa of using participatory methods to mobilise people and involve women more effectively in decision making. This has received most attention in the PHAST programme.

PHAST seeks to help communities to improve hygiene behaviours and prevent water and sanitation-related diseases and to encourage community management of water supply and sanitation facilities. Recent reviews of the PHAST approach in some "pilot" countries have indicated increased appreciation and understanding of the value of water supply, sanitation and hygiene education for better health and better living as well as a commitment of people to solve their own problems and plan their own development.

### **Objective**

To empower communities to plan and decide on the arrangements for the delivery and management of services and to maximise the benefits from those services.

### **Outputs**

Policies and strategies in place for community management of water supply and sanitation services;

Participatory methods being widely used to involve all community members, with respect to gender and social class, in planning and management of water and sanitation services as well as for the promotion of hygiene and good environmental sanitation.

### **Activities**

Development of policies and strategies for decentralisation of water and sanitation services.

Training extension workers and community groups in management of water supply and sanitation facilities.

Promotion of PHAST as a method for mobilising communities toward better health and hygiene practices and as a development tool for planning with communities.

Incorporation of PHAST into planning with communities for all extension agencies and agents.

Development of locally suitable participatory materials and training of trainers in participatory methods.

A monitoring and evaluation system is established at all levels to monitor the impact of community management and the effectiveness of PHAST.

### **Means of implementation**

A core group of PHAST trainers in each country to lead the promotion and adoption of the approach and learn from other countries through the Regional Support Network for PHAST.

PHAST is co-ordinated with service delivery programmes and used as the method for mobilising and planning with communities.

Targeted external support is used to stimulate community management initiatives and provide training in operation and maintenance.

The programme is founded on genuine community participation, ownership and empowerment with co-ordination of external support to ensure that communities are facilitated to take the lead in their own development.



### **Responsible institutions.**

All development agencies for co-ordination and implementation  
Motivation and financial assistance from international agencies  
Training and research institutions.  
Regional PHAST Support Network

### **Indicators**

Policies supporting community management of services.  
Communities managing water and sanitation services.  
PHAST methods widely practised by trained extension workers.  
Hygiene behaviour following acceptable practices  
Communities participating in development planning and implementation and an acceptable balance of participation between men and women.

## **4.3.5 Promotion of hygiene and environmental sanitation**

The high morbidity and mortality from cholera, diarrhoea and other water and sanitation related diseases in rural, peri-urban and high density urban areas are attributable to the lack of proper excreta and garbage disposal facilities, poor personal and food hygiene and the use of water from unprotected sources. Health conditions can be improved considerably through improved hygiene and environmental sanitation.

Hygiene and sanitation have not been high on country agendas and often sanitation is not clearly assigned as a responsibility of any particular agency. Sanitation is usually given a lower priority than water although it is now becoming clear that health benefits are most significant when improved water supplies and sanitation are accompanied by improved hygiene practices. To overcome the enormous burden of poor health on poor people in the developing world greater attention must be given to sanitation and hygiene.

This can be accomplished by developing an integrated approach to environmental sanitation which should include solid waste disposal, drainage, vector control, personal and food hygiene, safe and convenient sanitary facilities, housing and protection of drinking water from pollution at the source and place of consumption.

### **Objective**

To create a commitment at the highest political level to making hygiene and environmental sanitation major components of national development policy and integrating this approach into development activities at household and village level.

### **Outputs**

Legal and institutional framework for the effective implementation of hygiene and environmental sanitation programmes.

Action programme for implementation of sanitation and hygiene in rural and low-income urban villages and communities supported by systems at regional and national levels.

Villages with an established concept of environmental health and an action plan to reach community targets.

## **Activities**

Situation analysis of hygiene and environmental sanitation sub-sector as a basis for institutional and legal reform.

Definition of roles and responsibilities of partners in the sub-sector and incorporation of sanitation and hygiene into the collaborative framework for service development.

Training of extension staff and communities in sanitation and hygiene and adoption of participatory approaches for full involvement of communities in planning and management.

Use of PHAST methods for communities to establish their own goals for environmental sanitation in the context of healthy villages.

Development of an action plan which identifies the goals and outputs for the next 10 years and specifies the strategy to be followed with regards to:

- institutional arrangements;
- capacity building;
- role of women;
- technology choice;
- advocacy programmes at all levels.

## **Means of implementation**

Mobilisation meetings at national level with key agencies, government and non government;

Training and study tours;

Regional sharing of experience on legal and institutional reform;

Lead role of National Action Committee and co-ordination structures.

Implementation at village level in co-ordination with water and sanitation programmes and by extension staff trained in PHAST methods. Communities setting own targets.

## **Responsible Institutions**

Government ministries,

Non government agencies

Private sector

External Support agencies

Training institutions

## **Indicators**

Responsibilities defined.

Enabling legal and institutional framework;

Action plan developed and implemented for Hygiene and environmental sanitation;

PHAST methods adopted and widely used.

### 4.3.6 Information Management (IEC)

#### Justification

Monitoring and evaluation are recognised as important tools for sector management and development. Effective information exchange across the sector is not possible if an efficient information management system is not in place. Data on water and sanitation is both insufficient and unreliable using different measurements between countries and within countries. This renders much of the information that is collected of very limited value and it is thus difficult to measure progress. The identification of data that should be collected and the means to process and disseminate that data are tremendous challenges for most member countries and requires proper planning, training and funding.

The communication of information is an essential component of water and sanitation programmes allowing beneficiaries, implementing agencies and others to understand problems, situations and takes appropriate action. Information systems which do not ensure that information is analysed and communicated to the right level for action quickly fall into disuse and often alienate the persons tasked with collecting the information.

#### Objective

To provide decision makers and other sector stakeholders with reliable data on performance of the water and sanitation sector.

#### Outputs

A reliable and manageable information system for data collection, analysis and reporting of the water supply and sanitation sector.

A monitoring system which meets the needs of the users at all levels including the community.

Stakeholders, implementers and decision-makers receiving communications on various aspects of the performance of the water and sanitation sector on a regular basis.

#### Activities

Identification of a manageable set of indicators for use in the monitoring system and related to the information needs of each agency.

Development or review of existing information system (forms, procedures, guidelines) to ensure manageable information flows. Including processing and interpretation at the level at which the information will be used. Data bases to be held at agency level and consolidated information made available to other sector actors.

Training of personnel in monitoring, analysis and reporting.

Allocation of responsibilities for the information system within the collaborative framework developed for the sector.

Linkage with key partners nationally and internationally in development and management of the information system. The data should be compatible with international commitments on reporting and where possible allow comparisons between countries and regions.

Communication systems established through meetings, reviews, reports, newsletters and the press for the dissemination of reports on aspects of the water, sanitation and hygiene programme.

### **Means of implementation**

National Action Committee and national Co-ordination Unit.

Stakeholders brought together for training and identification of information needs.

Data consolidated at each level for use at that level.

Community identifies and develops own information needs.

### **Responsible Institutions**

National Action Committee

Ministries,

Support agencies

Training institutions

District level agencies

### **Indicators**

Reliable reports available on sector performance

Information being collected on key performance indicators.

Information is being analysed and used at the appropriate level.

Communities aware of latest sector status.

## **4.4. Networks to Address the Priority Issues**

There are many networks which could be tapped to address some or all of the issues identified above. These networks each have specific skills and resources which could be used by the national co-ordination network or its members to address specific aspects of the programme. Each network has its own interests and areas of operation and a summary of each is given below.

<b>Priority issue</b>	<b>Existing Networks</b>
Political commitment	WASAI, SADC Water Sector, SATAC, Africa 2000
Intersectoral coordination, collaboration and cooperation	WASAI, WSP-ESA, ITN
Institutional and legal framework	WUP, UADE, SADC Water Sector, ITN, WATERNET
Local initiative and community approaches	ITN, PHAST Regional Support Network, Africa 2000
Promotion of hygiene and environmental sanitation	ITN, PHAST Regional Support Network, SATAC Africa 2000
Information management	SATAC, SADC Water Sector, Africa 2000, Waternet, WASAI, ITN

### **Existing Networks**

In the next section some of the existing networks in Africa are outlined. In this some are nodes that capture and make available information on water and sanitation initiatives in Africa, others are resource centres for co-ordination of activities (SADC Water Sector), while others nodes that facilitate networking (PHAST Regional Support Network) or promote advocacy of policies(WASAI).

In themselves these networks are an important stepping stone in the realisation of a co-ordinated water and sanitation programme in Africa.

#### **4.4.1 Africa 2000,**

Africa 2000 is an international co-operative effort to expand water supply and sanitation services in Africa. The partnership of African Countries and WHO has four complementary principles documented in the Brazzaville Declaration:

- priorities to be based on the expressed desires of the people;
- development to be founded on local skills and resources aimed at producing appropriate solutions;
- partnerships to be formed among communities, local governments, NGOs, private sector and development agencies; and
- external support to be based on national plans and programmes not on donor driven priorities.

Africa 2000 focal points have been established in many countries and an Africa 2000 secretariat has been established in the WHO Regional Office for Africa. Africa 2000 has held regular consultation meetings and has contacts across Africa. It has a special ability to assist with mobilisation of political commitment, community based initiatives and information dissemination.

#### **Contact:**

Africa 2000, World Health Organisation, Regional Office for Africa, P.O. Box BE773, Belvedere, Harare, Zimbabwe. Tel 263-4-706951.

#### **4.4.2 ITN**

The ITN (International Training Network for Water and Wastes) is a network of experienced professional organisations in Africa which provide qualified advice, information and training in the water and sanitation sector. There are currently six centres covering most of Africa and they are:

- IWSD, Harare, Zimbabwe;
- NETWAS, Nairobi, Kenya;
- CREPA, Ougadougou, Burkina Faso;
- TREND, Kumasi, Ghana;
- NCWSTI, Petersburg, South Africa;
- Water Research and Training Institute, Nigeria (in the process of being established)

The centres are self-financing and provide the following services on a cost recovery basis:

- Training courses both scheduled regular courses and commissioned;
- Consultancy;
- Research;
- Information exchange through libraries, conferences and publications.

The ITN have extensive experience in many areas of the water and sanitation sector and can act as a valuable resource for capacity building, advisory support and information. They can play a role in addressing all of the priority issues mentioned above but particularly community management, promotion of hygiene and sanitation and information management.

**Contact:**

IWSD, Box MP422, Mount Pleasant, Harare, Zimbabwe. Tel 263-4-738120,  
email: Admin@iwsd.icon.co.zw and web page: www.icon.co.zw/iwsd

NETWAS, P.O. Box 15614, Nairobi, Kenya. Tel 254-2-890555,

TREND, P.O. Box 6808, Kumasi, Ghana. Tel 233-51-28294

CREPA, 03 BP 7112, Ouagadougou 03, Burkina Faso. Tel 266-310359

### **4.4.3 PHAST Regional Support Network**

The PHAST regional support network was established in 1999 and brings together the major actors working on PHAST in the Eastern and Southern Africa region. These are IWSD, NETWAS, UNICEF, World Bank, WHO, and participating government agencies.

The Regional Support Network is committed to supporting participatory approaches through the promotion of hygiene and sanitation programming, networking, information exchange, application and up-scaling of PHAST, and identifying support mechanisms for improvement of health, socio-economic and general living conditions of the people of the region.

The Network has several key functions:

Advocacy for policy supporting PHAST;

Promotion of wider collaboration in the use of participatory methodology;

Facilitate training in PHAST;

Institutional capacity building and technical support;

Gender mainstreaming in PHAST, and

Supporting monitoring and evaluation of the PHAST approach.

The Network will be valuable in assisting the promotion of participatory approaches, community planning, promotion of hygiene and environmental sanitation, and community management.

**Contact:**

Country UNICEF office or

Mrs N Musabayane, IWSD, Box MP422, Mount Pleasant, Harare, Zimbabwe,  
Tel 263-4-735017 or

Mrs R Lidonde, Water and Sanitation Program, World Bank, Box 30577, Nairobi,  
Kenya. Tel 254-2-260303

### **4.4.4 SADC Water Sector**

The SADC comprises fourteen member states and recognising the importance of water resources in the region, the SADC ministers responsible for water formed the Water Sector Co-ordination Unit in 1995. A Water Resources Technical Committee (WRTC) made up of representatives from water departments of member countries advise the Co-ordination Unit. More recently, the Co-ordination formed a subcommittee of the WRTC specifically to deal with water supply and sanitation.

An overall aim of SADC is to promote regional integration and capacity building and the Water Sector Co-ordination Unit is specifically charged with "the sustainable integrated planning and management of water resources that contribute to the attainment of SADC's overall objective of an integrated regional economy on the basis of balance, equity and mutual benefit for all member states."

Given its formal regional position, the close ties with politicians and its overview of the water sector in the southern Africa region, SADC water sector can play an important role in lobbying for political commitment to water supply and sanitation, the development of legal and institutional frameworks, especially the regional sharing of experiences and regional legislation, and information exchange.

**Contact:**

Coordinator

SADC Water Sector Co-ordination Unit, Red Cross Building, 23 Mabile Road,  
Private Bag A 440 Maseru, Lesotho. Tel. 266-3-10022 email: sadcwscu@lesoff.co.za

#### **4.4.5 SATAC**

The Southern Africa Technical Advisory Committee (SATAC) is the regional committee of the Global Water Partnership for Southern Africa. The advisory committee has a secretariat based in Harare. Among some of its current activities is the development of the Vision 21 for Southern Africa, which is part of the global effort to create a Vision for water, life and environment for the 2025. The secretariat compliments other regional programmes such as the Research fund, the Consultancy Fund (both managed by the Institute of Water and Sanitation Development), the Water Demand Management Project, Waternet and SAWINET (a proposed regional networking project in Integrated Water Resources Management ).

**Contact:**

Zeria Banda (Information Officer) or  
Wonder Banda (Water Specialist) or the  
Chairperson, GWP-SATAC  
IUCN-ROSA, Lanark Rd, Harare

#### **4.4.6 UADE**

Union of African Water Suppliers

An inter-African agency representing water supply companies in Africa.

Objectives: to co-ordinate the search for knowledge in the area of water production, supply and of sanitation;

promote exchange of information and experiences. It disseminates information, organises congresses, publish reports and carries out activities aimed at improving the means of public water production and supply and of sanitation. It has held several congresses and represents over 60 water utilities in Africa.

The organisation will be useful for advice on institutional issues regarding the operation of water and sanitation utilities, privatisation and cost recovery.

**Contact:**

N'dri Koffi, UADE, 01 BP 1843 Abidjan 01, Cote d'Ivoire.

#### **4.4.7 WASAI**

The Water Supply and Sanitation African Initiative (WASAI) is a regional chapter of the Water Supply and Sanitation Collaborative Council (WSSCC). The general objective of WASAI is the placement of water supply and sanitation on the development plans of African governments through advocacy with national governments, sub-regional and

regional groups/ institutions. The group is especially concerned with developing collaboration and partnerships within Africa to improve the sharing of experiences and to better co-ordinate initiatives taking place on the continent.

As a member of the WSSCC the chapter also has linkages into the global level of consultation. The chapter has been endorsed by the Organisation of African Unity and is likely to be based in Addis Ababa, Ethiopia. WASAI has already commissioned a status report on WSS in Africa and is presently forming a secretariat. An African meeting of the WASAI membership will take place every two years.

WASAI is best placed to lobby African governments for political commitment to WSS and fostering partnerships at an International level.

**Contact:**

Mr Sekou Toure, High Commissariat for Hydraulics, BP V278, Abidjan, Cote d'Ivoire.  
Tel 225-322172

#### **4.4.8 WATERNET**

Waternet is a Southern Africa Regional programme to build capacity and strengthen regional capacity for the integrated management of water resources through education, training and research. Waternet further aims to enhance regional co-operation. The network will recognise, be composed of, and owned by existing institutions active in the water-related education, training, and research in the Southern Africa region.

The Waternet is in the process of being established.

**Contact:**

Dr. P. van der Zaag,  
P.O. Box MP 600, Mount Pleasant, Harare, Zimbabwe  
Phone (263-4) 303211 ext. 1637 or 1484

#### **4.4.9 WSP-ESA, WCA**

The Water and Sanitation Program – East and Southern Africa and West and Central Africa, are part of a global partnership to help poor people gain sustainable access to improved water and sanitation services. The Program aims to develop and disseminate innovative solutions and to build capacity to foster their widespread implementation.

Many International donors support the Program which operates through five regional groups of which two are in Africa. The ESA group has 15 technical and management staff and they provide advisory services and support to sector partners as a strategic complement to their own capacity. The Program works systematically with regional partners such as ITN and UNICEF. The Program has specific countries of focus where targeted support is provided and in addition there is a regional programme of priority tasks which encompass demand responsive approaches, services to the urban poor, hygiene and sanitation promotion (PHAST) and gender participation.

The WSP is well placed across Africa to assist in political commitment, legal and institutional reform, community management and hygiene and sanitation promotion.

**Contact:**

WSP-ESA, World Bank, P.O. Box 30577, Nairobi, Kenya. Tel 254-2-260303, or  
WSP-WCA, World Bank, Abidjan



#### **4.4.10 WUP**

The Water Utility Partnership is a project initiated by UADE, ITN and the World Bank. The main components of the project are:

- development of performance indicators for utilities;
- improving management of utilities;
- delivery of water and sanitation services to low income urban communities and
- information dissemination.

The partnership seeks to bring together those interested in improving service delivery by utilities and provides a valuable opportunity for learning and the development of best practices under African conditions.

WUP is a useful partner for legal and institutional issues as well as community management approaches for urban communities.

#### **Contact:**

Denis Mwanza, Managing Director, WUP, UADE, 01 BP 1843 Abidjan 01, Cote d'Ivoire

### **4.5 Organisational and Management Structure**

Key priority issues identified for networking are political commitment; intersectoral co-ordination, collaboration and co-operation; institutional and legal framework; local initiative and community approaches; promotion of hygiene and environmental sanitation; and information management.

The Brazzaville Declaration came about as a result of the African continent's recognition of the need to address the pressing problem of low water and sanitation coverage. The Declaration itself is an attempt to redirect efforts aimed at increasing access based on four complimentary approaches, which can be summarized as:

- Setting priorities through bottom up planning which captures the true desires of beneficiaries;
- Mobilization of local skills and resources;
- Ensuring that water and sanitation partnerships for health and development involve all essential stakeholders; and
- Ensuring that external support is based on nationally prepared plans; demonstrated political commitment which results in powerful social and economic arguments for greater government investments in the water and sanitation sector, while allowing for efficient use of resources that builds national capacity and reduce dependency.

At country level, different strategies are used to achieve the set goal of sustainably increasing access to water and sanitation services.

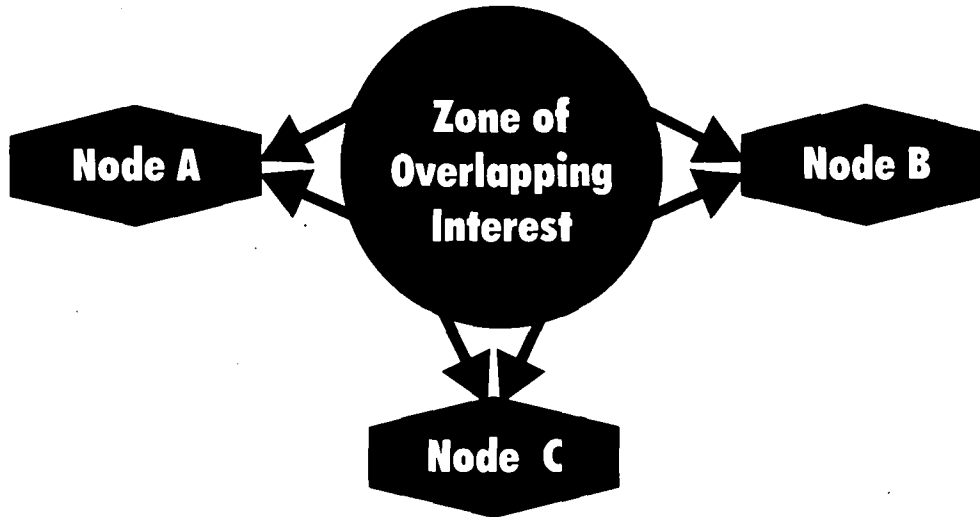
#### **4.5.1 Purpose of Co-ordination and Networking**

While there is interest in increased access and coverage (which is a result), effective information networking should be based on the sharing of what systems work/do not work and why, which leads to an understanding of the processes. The challenge for Africa 2000 is to provide an avenue through which countries and people can share experiences so that good practices are captured and shared among a wide group of people at different administrative, economic, political and social levels.

## 4.5.2 Nodal systems for Networking

Factors that give rise to effective co-ordination have been highlighted in the previous section. These include the neutrality of the co-ordinating body, the perceived benefit by all from participation, the co-ordinating body's responsiveness and the overall conducive framework within which co-ordination is taking place.

It is an important fact that in order for networking to take place there must be two or more active nodes that recognise each other as being of mutual benefit. All networks therefore depend on one or more core centres (or nodes).



An important area for the nodes' effective operation is the "zone of overlapping interest". This zone may be exemplified by considering nodes involved in a similar activity (well sinking, latrine construction, etc), or providing service to the same target group (e.g. rural area, peri-urban, urban), or providing service to a particular religious or social group (the elderly, the blind, etc), or being in the same area of expertise (e.g. research, training, information) or indeed just being in the water and sanitation sector.

The "zone of overlapping interest" raises one important issue: *exclusiveness versus inclusiveness*. The "zone of overlapping interest" can be defined so loosely that all nodes that have anything to do with water and sanitation can automatically qualify to be members of the network. The major risk being that the network can be too big, ineffective and may fail in special areas such as where policy direction is required. Too restrictive a zone may leave out important players in the sector.

It is recommended, that to address some of these problems it is necessary to develop networks around thematic areas. This is illustrated later. These thematic area networks grow and link with other thematic networks in the water and sanitation sector, to form a comprehensive networks.

Two types of nodes are envisaged: (a) self containing nodal system, and (b) referral type of nodal system.

In the self-containing nodal system, each node contains all the information needed. It collects, stores updates information and may be the one-stop-shop for all information-seeking customers. This type of nodal system for networking is expensive to run, needs regular updating, tends to be voluminous and complex, and does not provide enough incentives for other nodes to want to link up.

In the referral nodal system, the nodes contain enough information to be able to direct an information customer to relevant nodes that contain more detailed information on

the subject under request. The node does not have to be big and adequately recognises the role of other nodes thereby making partner nodes important and relevant.

The referral type of nodal system would be appropriate for effective co-ordination and networking in the water and sanitation sector in Africa. It is recognised that while a node may be referral it should contain adequate information on its core domain of activities. A National Co-ordination Unit, whose main function is to co-ordinate water and sanitation activities in a country, should contain enough information on its core business in addition to referring an information customer to other nodes on details. It is stated before that a National Co-ordination Unit is important for effective co-ordination, but this can only be one node in a country to which certain information may be posted. A National Co-ordination Unit may contain such as project types, sector partners, experiences, form of co-ordination, summary of lessons, new initiatives, coverage (both geographic as well as numbers of people served), technology types, among others. In addition reference should be made to partner institutions describing their roles and key lessons and good practices.

Other partner nodes may include government departments, NGOs and the private sector. These partner nodes may contain information details on disease types and frequency of outbreaks, ground water or surface water resource potentials of catchment, social and administrative structures to which the National Co-ordination Unit should refer potential information customers.

Nodes can be arranged vertically (national, provincial or district) or horizontally, providing information networks at all levels and facilitating information flow up, down and across. Nodes arranged horizontally tend to have a core role of co-ordination. In Zimbabwe these nodes appear as government departments and NGOs at different levels forming water and sanitation sub-committees (the Provincial Water and Sanitation Sub-committee or the District Water and Sanitation Sub-committee). Nodes arranged vertically tend to be managerial, with each higher node responsible for the synthesis of information flowing into it and distilling policies, strategies, procedures, lessons and guidance in addition to identifying best practices for the future. At national level these nodes form a command chain.

### **4.5.3 Classification of Nodes**

Nodes can be classified broadly according to their core business. This classification can be arrived at in a country or region by grouping information customers into categories determined by need or most "frequently-asked-questions". If this approach were used then some of the most-frequently-asked questions would be:

- where can one get training?
- which projects are under implementation, by who?
- what mechanisms are there for community organisation and management?
- what lessons have been learnt?
- what are the effects of the interventions?
- what policies are in place and how have they been made?
- what technologies are in use?
- which institutions participate?
- who finances?
- how are costs recovered?

While there are several ways in which nodes can be classified, one way would be to categorise them into thematic groups such as:

- (a) regional and country nodes for Capacity Building
- (b) regional and country nodes for Policy and Institutional Development
- (c) regional and country nodes for Programme Implementation
- (d) regional and country nodes for Research

Each country can decide on the thematic areas of interest to group nodes. Parallels of this approach can be drawn from Zimbabwe. During the early part of the formation of a National Action Committee, nodes (as represented by government departments and NGOs) were classified in sub-groups which were commonly referred to as sub-committees. The membership to the thematic area was based on the role of the node in the sector. These thematic committees were (i) Planning and Budgeting Sub-committee (as a thematic group it was responsible for preparation of project proposals. It was the largest, with the widest "zone of overlapping interest" and hence included all major sector ministries involved with water and sanitation projects), (ii) the Donor Co-ordination Sub-committee (was made up of selected institutions from the National Action Committee and ESAs), (iii) the Technical Sub-committee (made up of institutions and co-opted NGOs and private sector, that were heavily involved with technology development and standardisation, (iv) the Research and Manpower Development Sub-committee (responsible for human resources development, including training and research and was made up of institutions or key nodal departments involved with research and training). The initial group of thematic areas were later expanded or some evolved into other areas, such as the formation of the Sustainability Sub-committee as a key thematic area in the 1990s.

Within each thematic area some of the six types of collaboration systems (described in section 3.2.1) may be identified. For example:

- how can ESA – Government co-ordination be achieved by Capacity Building nodes and networks?
- how can sector planning and strategic investment be influenced and facilitated by Research nodes and networks?
- how can issues and problems be resolved by programme implementation nodes and networks?
- how can all the nodes and networks be co-ordinated to achieve overall sector co-ordination?

Nodes and networks in thematic areas provide a platform for increased interest, sector staff career-paths development and their sustainability depends on the commitment of a core group of active members. Such an initial core group can easily transform itself into a co-ordinating body responsible for the management of the network, taking care of the network logistics.

### **Capacity Building**

These can be regional and country institutions, which focus on training and human resources development. These institutions, may also look at

- mapping out career paths for water and sanitation sector personnel through standardisation of curricula,
- exchange of staff and students,

- sharing or joint development of training materials.
- establishment of joint training activities at country and regional levels
- influence training and human development policies, and
- generally influence the working environment of water and sanitation sector staff.

At regional level, the ITN centers form one group of such institutions, while a number of formal and non-formal training institutions operate at country levels. Training can focus at different levels (practitioner, local level personnel as opposed to middle to senior level management), and for different purposes (academic, credited training as opposed to non academic; in –service training).

In the Southern Africa region, in addition to the already established ITN centers, the Waternet will soon be established, which is a network aiming to build capacity through linking academic and other capacity building institutions, professionals and individuals. The Waternet, once fully operational, will establish a web page providing information on issues relating to Integrated Water Resources Management (who are the professionals in this area of activities, what programmes are underway, what research is being undertaken, what are the results, etc). This virtual node will be in support of the practical activities being undertaken on the ground. Such networks are expected to be established in other regions as part of the Capacity Building Programme in Integrated Water Resources Management (CAPNET).

Networking for these at both country and regional levels include sharing of information on training courses, demand for training, training methods and approaches, harmonisation process with the formal training curriculum, such as incorporating water and sanitation issues into the schools' programme. This group needs to keep information details only on issues that are central to their core business.

### **Policy and Institutional Development**

These can be regional or country institutions that focus primarily on policy development and the associated institutional reform processes. Such policy changes may include

- decentralisation,
- cost recovery measures,
- gender equity in development,
- integrated water resources management,
- ecological sanitation,
- community management,
- demand responsive approaches, among others.

Largely government departments (with NGOs and the private sector playing a quality check, reference, implementation and capacity building role) drive policy and institutional changes.

Among this group of nodes will be National Co-ordination Units or National Action Committees, government departments and NGOs. Networking under this subject heading needs a central node that captures in country-data on policies and institutional needs. A National Co-ordination Unit would be the most appropriate. At regional level key institutions keep track of the processes of change, the lessons and the best practices. The regional nodes therefore play an analytical role on issues of best practices and processes. These regional institutions will have a wider view of practices and be able to synthesize these (on the basis of some clear criteria) so that other nodes can benefit from

this synthesis. Ideally these nodes can be academic or capacity building institutions. Purely academic institutions tend to be compartmentalised into their areas of expertise (law, social science, engineering, etc) and hence lose the integrated approach desirable for water and sanitation development.

Regional capacity building nodes, such as the ITN centers become ideal to provide this integrated analytical support needed to ensure proper distillation of best practices.

### **Programme Implementation**

Government departments, local authorities, NGOs, communities and the private sector implement programmes. The major purpose for implementing water and sanitation projects is to increase access, hence coverage with sustainability at its core, is a central issue. It is therefore necessary to have nodes that capture project types, physical and geographical areas of operation, financing levels, coverage, technology used, data collected (hydrometric, social and technical data). At country level it has been recognised (from country reports and experiences, the WG/CLC) that a National Action Committee, with a National Co-ordination Unit as its secretariat is essential to capture data on project types, financing levels and coverage, while government departments store hydrometric (rainfall, runoff, storage, etc), social (health, community organisations, gender, etc) and technical (system types, system performance, O & M, etc) data. The National Action Committee is the entry point into the country programme (this is illustrated diagrammatically in the concluding section of this report). NGOs link into the government or local authority network depending on their area of specialisation. The nodes keep information that is relevant to their area of specialisation and all other nodes recognise this and refer customers to the appropriate node. However, because of the divergence of issues and the variety of data stored there is need for a one stop shopping counter which directs customers to the appropriate nodes. This is the major role of a Co-ordination Unit in networking. While best practices are synthesised from reports and other reviews by the Co-ordination Unit, these are fed into a regional node which will consolidate these for wider dissemination. It is not appropriate therefore for a regional node to store data on implementation procedures and coverage.

### **Research**

Few of the nodes directly responsible for implementation, will have the spare capacity to be involved in research, rather they will provide opportunities for researchers to carry out research without themselves being fully responsible for it. Academic institutions, few NGOs and limited government departments are involved with research. Due to the academic interest that research brings networking, both at country level and regionally, tend to be driven by academic interests.

Applied research (for processes, practices and innovations) feeds into the implementation, policy and capacity building database. It is important that research results are widely disseminated and used. Regional nodes, such as the ITN centers, would be appropriate to disseminate such information.

#### **4.5.4 Management**

In country, there is need for a National Action Committee (supported by an active Co-ordination Unit which becomes the focal point of the network). Below this, it is proposed that there are networks built around areas of interest. For example, a network of institutions responsible for capacity building, another for research institutions and yet another for projects implementing institutions.

Membership criteria and overall objective of these networks are easy to define and focus. It is essential to define clearly who can be or cannot be a member of a thematic area network. As indicated earlier, the "zone of overlapping interest" is a good indicator of who can or cannot be a player in the local area network. Each node must therefore see value and be seen by others to be of value. Membership criteria must also give room for growth and change to suit the sector in-country priority issues. As issues in the water and sanitation sector become many and varied, adhering to a single overall network for co-ordination becomes difficult and potential or existing network members find recognition difficult.

It has to be recognised that networks like all management systems grow (in membership, area of interest, etc) and hence functions and activities will have to be decentralised with time so that local area networks and co-ordination units become prominent.

Zimbabwe's water and sanitation sector co-ordinating process is an example of growth with decentralisation. However, as more units and networks on thematic areas are born, the parent Co-ordination Unit should transform itself into a facilitating centre of excellence, with documentation and dissemination of lessons (the one-stop-referral node) and best practices as its core business. It means a node (in this case a National Co-ordination Unit) may start off in the project planning and implementation thematic area but transform with time to capacity building or research.

### **Virtual Node**

As local area networks become stronger with decentralisation, training, enhanced capacity building, increased access to latest technologies (email, internet) a virtual node can be created at the National Co-ordination Unit level, containing information on the institutions that are available under the subject domain (such as training). If the National Co-ordination Unit has a web page then it would have on its web page names of institutions and contact persons that are active under the subject domain. If the National Co-ordination Unit has no web site then a register can be kept of these institutions. The actual networking takes place between the institutions themselves.

### **Rotational responsibility**

Networks need to be sustained initially by capital injection of funds into the establishment of systems and support mechanisms. But to ensure long term viability, in country networks of the institutions can be facilitated through "rotational responsibility". "Rotational responsibility" means that on a rotational basis an institution facilitate the co-ordination and networking activities for a specified period. "Rotational responsibility" ensures effective recognition of all actors. There is limited financial cost attached to this as institutions directly meet some of their participation costs. By keeping the area of interest well focused, common thematic issues can be generated around which interest will be kept high. For example, a network of institutions responsible for training in the water and sanitation sector can have key thematic issues built around curriculum uniformity, accreditation, standards among others. While institutions can share information on a number of issues, including training courses and materials, these key thematic (within the broader thematic area of capacity building) issues keep the interest high.

Networking can be facilitated through regular meetings, annual workshops, newsletters and seminars, the results of which can be captured on the virtual network node managed by the National Co-ordination Unit.

## **National Coordination Unit**

The National Co-ordination Unit captures information from the local networks described in the above section. This information is then made available on the National Co-ordination Unit web page, email directory, hard copy or through Newsletters to other networks in country and outside. It is the function of the National Co-ordination Unit to ensure that the information is presented in a form that brings credit to the networks and encourages them to want to contribute.

## **Regional Institutions**

Regional Institutions synthesise information from the National Co-ordination Units and present it in a form that will try to make a first attempt at answering the most-frequently-asked questions. While this may not be a direct question and answer service, it can summarise best practices and refer information customers to the National Co-ordination Units for details. Regional Institutions should not only point information customers to their own region but to other regions as well. As indicated earlier, the regional centers such as the ITNs should be the "synthesis and distillation centers" to ensure quality marketable information that can be easily utilised by other networks and/or regions.

## **4.6 Guidelines for the adoption of effective policy and strategies for the co-ordination of the water supply and sanitation sector and establish networks using tools like e-mail.**

The Guidelines for the implementation of the Africa 2000 Water and Sanitation Initiative at country level (AFR/CWS/99.1) outlines activities and means of implementation for most of the priority issues identified. Box 1 gives some of these. Both the actions and the means of implementation recommended have a strong bias towards quantifiable products at the expense of qualitative outputs. While this is important water and sanitation projects in developing countries need support systems that allow for cross flow of information and documentation and sharing of experiences.

The Brazzaville declaration which forms the basis of the Africa 2000 Water and Sanitation Initiative, focuses on the 4 approaches:

- setting of priorities based on the expressed desires of the people
- development to be based on local skills and resources
- partnerships to be formed among communities, local governments, NGOs, the private sector and development agencies
- external support based on national plans and programmes

The focus of these approaches is on the establishment of systems on how to set priorities based on people's desires, how to capture, develop and utilise local skills, how to ensure effective public, private, partnership; how to streamline external support so that its based on expressed country plans and needs. The focus of these guidelines will therefore be on the creation of systems to ensure the realisation of the Brazzaville declaration, through a process of information sharing. This is therefore an additional tool for countries to forge ahead with the processes of establishing strong in-country and regional networks.



## **Box 1: Activities and Means of Implementation for Selected Priority Issues**

### **Political Commitment**

#### **Activities:**

- Launching formally of the Africa 2000 Initiative at country level
- Disseminating information on the Africa 2000 Initiative and the Brazzaville declaration to all stake holders
- Advocating support for the implementation of the Brazzaville Declaration
- Affirming political commitment and a will through policy formulation and empowerment of communities
- developing strategies which define clearly the institutional and legal framework

### **Means of Implementation**

- Lobbying for and mobilization of public awareness
- Identification of committed, well recognized top level government functionaries
- use of mass communication media (news papers, radio, TV)
- Organizing meetings and visits of politicians to project sites
- Allocation of appropriate funds to the sector

### **Institutional and Legal Framework**

#### **Activities**

- Carry out appropriate reviews of institutional structures and legislation to initiate reform in the water and sanitation sector
- drawing up a new institutional framework based on the principles of the Brazzaville declaration and the Pretoria declaration
- getting the approval of the new institutional framework by all stakeholders as a way forward
- etc

#### **Means of implementation**

- Guidelines and examples of water supply and sanitation sector reform measures from countries that have gone through this process
- Publications and reference materials on water and sanitation sector policies, regulations and legislation
- use of consultants (national and international)
- organizing advocacy meetings for stakeholders
- provision of adequate financial resources
- dissemination of national sector policy and sector reforms

## 4.6.1 General Observations

General observations from the case studies bring out the important elements when developing or improving Country Level Collaboration (CLC):

- 1 Providing sustainable services to people is the fundamental objective of the WSS sector. All analysis, planning and CLC activities need to start from this basic premise and factor the interests of the users into all activities. The roles of system users reported in the CLC case studies have been minimal although all countries are moving toward community management and responsibility (Rwanda, Uganda). Usually the facilities constructed by the community itself is not recorded in information systems and even NGO activities may not be recorded (Cameroon).
- 2 The environment for CLC is seldom static. The constantly changing circumstances (political, financial, institutional, etc) need to be understood by all participants so that CLC activities can remain relevant and realistic. Uganda reported on how the period of unrest had completely reversed the gains of the 1960's and new systems had to be established. Ghana has established several co-ordinating and steering committees to deal with the reforms in the sector and advise on commercialisation and privatisation among others.
- 3 External and Domestic Support Agencies must emphasise the "supportive" nature of their role. Local people and their institutions own WSS problems. These same parties need to be responsible for any solutions which are to be sustainable. This logic also applies to national or local organisations active in the sector, but not directly involved in implementing projects, as well as to ESA's.
- 4 The relative significance of ESAs varies widely in the WSS sector, depending on the nature of the technical and financial support they provide. In India, for example, ESAs provide only about 3% of all sector investment capital, whereas in the least developed countries in Africa they provide 70% or more of the capital costs. The nature and type of ESA involvement in CLC in each specific country should accordingly reflect their degree of participation in the WSS sector. Many of the national co-ordination mechanisms do not include ESA's or NGO's despite their dependence on these agencies for technical and financial assistance. Benin has an example of close co-operation with ESA's as members of the "Comite de Suivi" however as in most countries this cooperation between ministries and between government and donors is limited to externally funded projects.
- 5 Good CLC depends on good communications between the key people in the process. In turn this requires trust and mutual respect, which grows as people work together over time on common problems. In other words CLC activities become more efficient when there is continuity among the key players. The Ghana example of domestic and international agencies working together in a committee which later recommended the formation of the Water Resources Commission is cited as an example of collective action and mutual respect toward the solution of a problem.
- 6 Successful CLC activities are often due to the initiatives of a few key people. One or two sector leaders can have tremendous influence in stimulating and supporting a variety of CLC activities. When the key individuals know most, other sector leaders are perceived to be relatively neutral (rather than actively promoting one particular constituency), they can be specially helpful. And such good communicators require only modest financial resources. This could be observed in different circumstances, however in Ghana the leadership and support of government and key ministers was

clearly instrumental and essential in supporting the wide range of institutional reforms required.

7. "Windows of opportunity" for enhancing CLC need to be identified and utilized. Such strategic opportunities might include:
- change in governments or government policies (examples: Cameroon, Mali, Ghana, and Zimbabwe. Gabon has a national committee headed by the Prime Minister, supported by a technical committee at inter-Ministry level which emphasises the importance given to the sector);
  - potential new support for WSS services from ESAs (example: Ghana, Uganda);
  - periodic preparation of long-term development plans and/or comprehensive sector development plans (example: Zimbabwe);
  - increased devolution of responsibilities from national governments to more appropriate service/providers, with the concomitant need to devise appropriate new policies and systems (examples: Rwanda, Ghana, Zimbabwe);
  - crises or emergencies requiring urgent, co-ordinated action in the sector (example: drought in Zimbabwe, cholera in Paraguay).
8. Country-Level Collaboration is more complex than had been previously understood. The phrase CLC covers many different linkages:

Horizontally, between all involved interest groups at each level (for example, the national level).

Vertically, among different components of one of the interest groups (for example, a government agency which has operations, activities and personnel at various different levels such as national, state and district).

To further complicate matters, some collaborative linkages also operate in a third dimension, connecting interest groups at one level (for example, national headquarters of an international NGO) with a separate group at another level (for example, the district operations section of a national water supply agency). Such complexities should be carefully analysed and understood while attempting to implement more effective CLC procedures.

Often collaboration and co-ordination activities are established and are successful in one component such as rural areas, but are not effective in bridging the gap to urban areas (Cameroon, Zimbabwe).

#### **4.6.2 Purpose of the Coordination and Networking Process**

To provide countries with a framework for the establishment of effective systems for co-ordination and information sharing in the water and sanitation sector, in country and within the Africa region. The purpose for such networking and co-ordination should be able to adequately address the priority issues identified by the sector professional at the Harare meeting and subsequently rationalised in this report.

Specifically co-ordination and networking should provide for the following:

- an avenue through which, political commitment to water and sanitation issues can be achieved.

- closer intersectoral collaboration, co-operation and partnership, in which complementarity replaces competition
- an avenue through which, instruments for institutional development and the setting up of appropriate legal frameworks are shared
- joint facilitation and support to community initiatives and community approaches
- enhanced recognition and promotion of hygiene and environmental sanitation
- effective information sharing for decision making

To achieve this a certain organisational and management structure need to be established, and instruments (formal and non-formal) for co-ordination and networking (websites, email directories, newsletters, workshops, seminars, etc) put in place.

The ultimate goal of this networking process is to ensure that communities in the Africa region are able to implement in a sustainable manner water and sanitation related activities. The networking process should therefore provide for the realisation of community initiated actions through interaction and sharing of experiences at community, local, national, regional and international levels.

### **4.6.3 Tasks:**

The major question is how can countries achieve this?

The following few steps are meant to help countries establish effective co-ordination and networking systems. Not all steps may be needed in every country. For those countries that have already gone through some of the stages proposed, it is necessary for them to use this as a checking mechanism to establish how best they can improve their networks

Step 1: Establish a core group of interested persons, representing key institutions.

*Note that this core group of institutions, will be driven initially by interest and commitment to the process. It will be preferable if this core group is made up of middle to senior level managers who can make decisions*

#### **Justification:**

The step brings together a critical mass of interested people, devoid of unnecessary bureaucracy, with the right type of commitment to the task.

#### **Functions:**

The immediate tasks of the core group are:

- define the critical areas for the establishment of local thematic networks. Each country has special areas of focus ranging from technology development, institutional capacity building to community organisation.
- establish national thematic networks. This may mean setting up collaboration and networking arrangements in the area of community mobilisation, capacity building and training, by bringing together key institutions and individuals. These institutions and individuals will set operational rules, membership criteria and provide details on the issues to be shared within the thematic area.
- develop terms of reference of the core group and propose an immediate and long term structure for the network. In the long term the core group may develop into a National Action Committee with planning and co-ordination responsibility.

- establish a register of key institutions, projects and professionals. The register can include their physical and e-mail addresses. These should be used by the core group to facilitate communication.
- Identify other co-ordination networks, essential associations (Health professional Forum, Engineers' Associations, Social Science Associations, etc) that could be tagged for linkage.
- raise awareness among stakeholders including government, NGOs and ESAs. The core group should seek recognition from government and other sector agencies. Initially the government may not come up with a strong policy in support of the networking process as government may need to see tangible results before they act.
- establish sub-national co-ordinating committees. Since in the long term the core group should transform itself into an National Action Committee, it is necessary that sub-national co-ordination units are established. Sub-national units should have clear terms of reference.

### **Means of Implementation.**

- In the short term, meetings, flyers, email registers, newsletters, workshops are used by the core group.
- In the long term (as the core group transforms into a co-ordinating or National Action Committee), then in addition to the email directory, a web page should be established.

#### **Step 2: Establish a National Co-ordination/ Action Committee**

*A National Co-ordination Committee is necessary to spearhead the co-ordination process and raise the profile of the core group. The National Co-ordination Committee, while initially responsible for the establishment of networking systems should gradually hand over this to the thematic groups and concentrate on information management, data analysis and synthesis.*

### **Justification:**

A National Co-ordination Committee, provides the entry point into the country's water and sanitation sector. It is the window through which the national water and sanitation sector is viewed. The committee provides the direction and a link between implementers and policy makers.

### **Function:**

The National Co-ordination Unit

- co-ordinates programme planning and implementation
- raise the network to relevant political levels
- creates web-sites for information dissemination
- create a directory of key institutions and individuals, their functions and projects
- analyse data and provide synthesised information on best practices, coverage, etc
- create linkages with external institutions in the region and internationally

### **Means of Implementation**

- national review meetings and workshops
- web page
- email directory

- newsletter
- seminars

### Step 3: Link National Process with regional Institutions

*A regional reputable institution which can act as a center of excellence would provide the needed backstopping support to a National Co-ordinating Committee*

#### **Justification:**

A regional centre of excellence provides a new National Co-ordination Committee with the needed support for development. The new networks can also be helped in clearly identifying their roles. The regional centre can support the creation of the national web page.

#### **Function:**

The regional institution provides

- backstopping support to the national networks
- analyses and synthesises best practices
- provide linkages with other networks

#### **Means of Implementation:**

- Web page
- email directory
- workshops

## **4.6.4 Role of Africa 2000 and other Africa Regional Programmes**

The focus of the Africa 2000 Initiative and that of other regional initiatives such as WASAI, PHAST AFRICA REGIONAL NETWORK, ITN should be, in addition to their core business, in creating systems that support the development of the networks. Such networks can be in specific thematic areas (PHAST in hygiene education and promotion, ITN Africa in capacity building, research and information management, etc).

Such support could be in the form of:

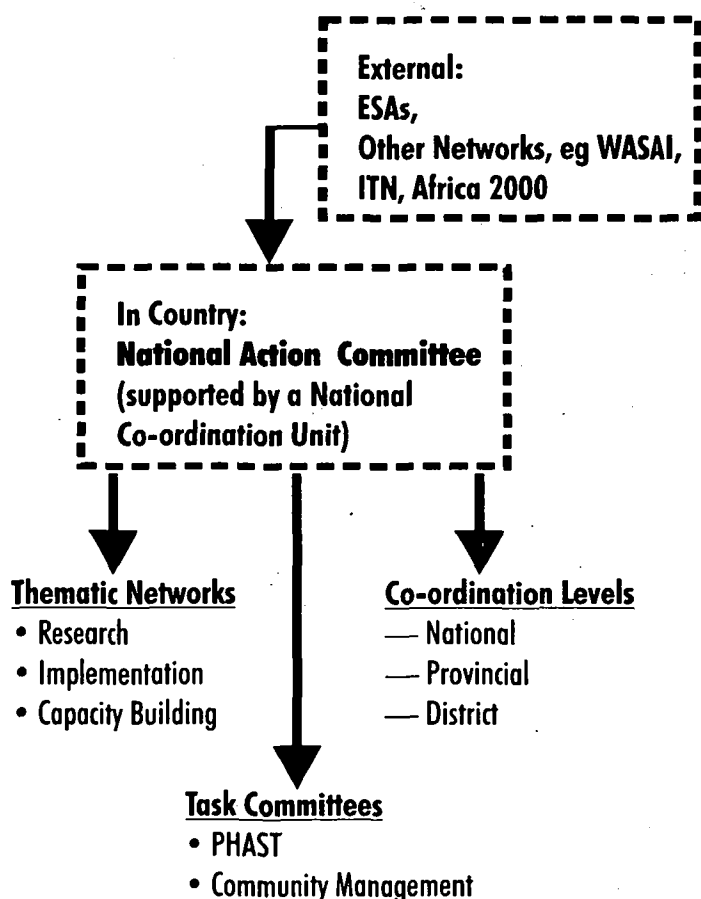
- assisting institutions in the analysis of issues and concerns
- developing web pages
- creating email-directories
- supporting the production of newsletters on networking experiences
- raising the profile of the networks among political leaders
- providing links with other initiatives such as WASAI
- facilitation annual meetings and reviews
- supporting local and regional institutions in developing their own capacity to network and co-ordinate

## 5.0 Conclusions and Recommendations

The major aim of any water and sanitation programme is to ensure that communities have access to adequate, safe and sustainable water and sanitation service, leading to improved quality of life in which they are the major decision makers.

This ultimate goal can be achieved through the establishment of a number of mechanisms (supportive policy instruments, appropriate and sustainable financing mechanisms, institutional structures that give voice to the marginalised, etc) at various levels (village, district, provincial/regional, national and international), in which a number of actors (government, NGO, private sector, ESAs) take part. These systems and mechanisms are dynamic and change with the situation (political, economic, social and environmental), hence the need for sharing information and experience.

To facilitate this, there is need for an in-country anchor point. Experience has shown that a National Action Committee (NAC) supported by an effective secretariat (in the form of a National Co-ordination Unit) is the most appropriate entry point into the country water and sanitation programme. The process of establishing such a National Action Committee should be simple and as suggested may start with a core group of interested persons representing key institutions and commanding enough authority to make meaningful and binding decisions.



The diagram illustrates the general arrangement of a national and sub-national network. Some of the thematic area networks can be facilitated through short term task committees, established at the appropriate levels. These committees have the prime function of ensuring that the task is achieved, which in some cases (eg PHAST) means that the task is finally integrated into the normal planning and implementation processes of institutions. At this point the task committee ceases to be functional.

## **Recommended Actions:**

To establish the country networks, the only recommendation, taking into account suggestions outlined in this report is for countries to take the bold move of establishing National Action Committees.

For regional institutions and ESAs it is necessary to be responsive to country calls for assistance in the initial stages and to utilise the National Action Committees or country Co-ordination Units, where they exist, in promoting in-country co-ordination and implementation of water and sanitation programmes. ESAs may also support initial in-country assessments to determine potential actors or partners.

The Working Group of the Collaborative Council summarised the recommended actions needed to be taken into account for the purposes of having effective CLC. This provides an effective tool for countries' self assessments. Countries should assess/ review their own collaboration and co-ordination mechanisms against these recommendations.

## **Communities Needing Water Supply and Sanitation Services.**

Although consensus exists on the desirability of demand driven project planning, this requires the intended users of improved systems to enunciate their demands and discuss them with sector authorities. Yet few such examples were found in the case studies. Hence it is fundamentally important for user groups to appreciate that they own the problem and need to initiate improvements in WSS services. Communities need to get organised, with appropriate support, and play a primary role in project and program planning.

## **All Participants in WSS Sector Programs**

Reorient CLC and WSS planning to focus primarily on the people who need improved sector services. Develop project, program and sector plans on a demand-driven basis, from the perspective of the users and those whose support is essential for implementation. Discover the proper roles of all sector participants from this bottom-up approach.

Review and evaluate the CLC experience of your constituency or organisation in light of the insights offered in this report. Determine what gaps exist and what improvements can be made.

Support and encourage improved CLC as appropriate to your role in the sector.

Actively initiate and participate in relevant CLC procedures. Ensure that the people who represent your interest group in CLC activities have clear objectives and mandates and will follow-up on agreed actions.

Effectively publicise and share information about CLC procedures and results so as to foster transparency and accountability concerning WSS systems and services.

Adopt, use and maintain sectoral databases as tools for CLC

## **National Sector Authorities.**

Government should provide a policy statement that explicitly supports and encourages CLC. In other words, create a suitable enabling environment.

Rationalise CLC procedures at the national level. Ensure that clear and systematic institutional arrangements are provided to sustain CLC, including a small and neutral secretariat. Encourage participation by all relevant parties, including NGOs and ESAs when appropriate.



Clarify the roles and responsibilities for all NGOs active in the WSS sector.

Provide, or arrange for, sufficient personnel and financial resources to support CLC at the appropriate levels, national and regional.

Also encourage and support activities for lower levels within the country (state, district, municipality, etc.).

Work to facilitate effective co-operation between the various levels active in the sector.

Collaborate effectively on WSS sector topics internationally, specially with nearby countries, so that domestic CLC profits from these additional linkages.

Ensure that all CLC activities are effectively publicised and communicated to relevant audiences, particularly WSS system users, as well as to all those involved in providing support.

Provide common access and inputs to available sectoral databases as tools for CLC.





# **Regional Co-ordination & Networking for the AFRICA 2000 Water & Sanitation for All Initiative**



Through Co-ordination and Networking, the vision of functionally connected local and regional institutions in partnership with external support agencies for the betterment of the people of Africa is entirely possible.

WHO/AFRO UNICEF IWSD NETWAS CREPA TREND

