



**REGIONAL CONFERENCE ON  
THE REFORM OF THE WATER SUPPLY AND  
SANITATION SECTOR IN AFRICA**

**" ENHANCING PUBLIC-PRIVATE PARTNERSHIP IN THE  
CONTEXT OF THE AFRICA VISION FOR WATER (2025)"**

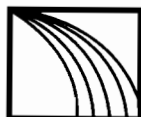
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**VOL. 1**

**PROCEEDINGS, VOLUME 1,  
SUMMARY OF CONFERENCE**



**KAMPALA UGANDA  
26-28 FEBRUARY, 2001**



**Water and  
Sanitation  
Program  
Africa**





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**PROCEEDINGS, VOLUME 1,  
SUMMARY OF CONFERENCE**

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## ACRONYMS AND ABBREVIATIONS

<b>ADB:</b>	African Development Bank
<b>BOOT:</b>	Build Own Operate Transfer
<b>BOT:</b>	Build Operate Transfer
<b>CBO:</b>	Community Based Organization
<b>DBSA:</b>	Development Bank of Southern Africa
<b>ESA:</b>	External Support Agencies
<b>GDP:</b>	Gross Domestic Product
<b>ICB:</b>	International Competitive Bidding
<b>IEC:</b>	Information Education Communication
<b>IWRM:</b>	Integrated Water Resources Management
<b>KEJ:</b>	Kampala--Entebbe--Jinja
<b>NGO:</b>	Non Governmental Organization
<b>NWSC:</b>	National Water and Sewerage Corporation
<b>OAU:</b>	Organization of African Unity
<b>OIF:</b>	Operating Investment Fund
<b>PPP:</b>	Public-Public Partnership
<b>PSP:</b>	Private Sector Participation
<b>SADCC:</b>	Southern Africa Development Coordination Conference
<b>SoK:</b>	Streams of Knowledge
<b>SSIP:</b>	Small-Scale Independent Provider
<b>SSPP:</b>	Small-Scale Private Provider
<b>UAWS:</b>	Union of African Water Suppliers
<b>WBI:</b>	World Bank Institute
<b>WDM:</b>	Water Demand Management
<b>WSP:</b>	Water and Sanitation Program
<b>WSS:</b>	Water Supply and Sanitation
<b>WUP:</b>	Water Utility Partnership
<b>UNEP:</b>	United Nations Environment Program
<b>UNCHS:</b>	United Nations Centre for Human Settlements - Habitat

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## FOREWORD

In Africa, like in the rest of the world, the movement for reform of the water and sanitation sector has gained momentum. In fact, a majority of African countries are either planning or are already engaged in major restructuring of the institutional framework for water and sanitation services, with the objective to entrust services to autonomous, commercially operated entities, suitable for partnership with private operators.

The Water Utility Partnership (WUP), which aims to strengthen the capacities of African water suppliers in meeting the challenges of delivering water more efficiently, and sensitizing African governments on the need for reforms, is playing its part to ensure the achievement of the African Vision for Water (2025). In July 1996, WUP in collaboration with the World Bank Institute organized the First Regional Conference on institutional reforms in the WSS sector in Johannesburg, South Africa.

A lot has happened since then. **The Second Regional Conference on "The Reform of the Water Supply and Sanitation Sector in Africa"** was organized as a follow-up, to enable the continent take stock of and share experiences on the reform process. Held in Kampala from 26 to 28 February, 2001, the Conference brought together approximately 320 people, including sector professionals and stakeholders engaged in reform efforts, resource persons, representatives from financing institutions, private operators, civil society and non-governmental organizations (NGOs). Thirty-eight (38) African countries, six of them represented by the Ministers in charge of water and sanitation, participated. Twenty-eight papers were presented and twelve country experiences shared during the plenary and work group sessions.

The key issues emanating from the Conference are captured in the **"Kampala Statement"** on the reform of the urban water and sanitation sector in Africa. The record of the proceedings and conclusions of the conference are structured as follows:

- **Volume 1: Summary of Conference** meant for broad circulation and available electronically as well as in print, in English and French. This report expands on the Statement and includes a summary of the reports from the various sessions, working groups and clinics. It also includes the final list of participants.
- **Volume 2: Presentations** includes the complete text of all the presentations. It will be posted on the WUP website and mirrored on partner websites: Union of African Water Suppliers (UAWS), Streams of Knowledge (SoK), Water and Sanitation Program (WSP) and World Bank Institute (WBI). Copies in electronic or print formats are available upon request.
- A **Flyer** presenting the Kampala Statement with summaries of emerging successful practices is intended for broad dissemination beyond the participants and WUP core constituency.

WUP sees these dissemination measures as a first step in responding to the demand from the Conference for an expanded and sustained effort by WUP and its partners to champion awareness on the need for sector reform, as well as pursue the drive to draw lessons from the regional experience and engage sector actors in sharing on critical issues.

I encourage each participant to disseminate the outcomes of the Kampala Conference. I look forward to continued collaboration with the WUP constituency and with our partners to build regional knowledge and capacity on the "how" of successful reform of the water and sanitation sector thereby contributing to our shared vision of an Africa where everyone has access to safe water and hygienic sanitation.

Dennis Mwanza  
Managing Director,  
Water Utility Partnership

## ACKNOWLEDGEMENTS

The Second Regional Conference on Institutional Reform in Water Supply and Sanitation was made possible by the collaboration and the support of many agencies and the vision, the expertise and hard work of countless individuals including the organizers, the resource persons and those responsible for support and logistics.

At the end, however, it is the participants who made the success of the Conference, through their response and their contributions. It is through them that the impact of the Conference will unfold over the coming months and years in terms of:

- awareness of the role of reform in sector development;
- better reform programs, more responsive to the needs of the poor and more sustainable; and,
- increased knowledge sharing and exchanges among sector actors.

The first round of acknowledgment and thanks is due to the Government of Uganda which hosted the Conference through the Directorate of Water Development (DWD).

The Conference was organized by:

- the Water Utility Partnership for capacity building in Africa (WUP)

in collaboration with:

- the World Bank Institute (WBI),
- the Union of African Water Suppliers (UAWS)
- STREAMS of Knowledge (SoK).
- the Water and Sanitation Program Africa (WSP-AF).

Direct financial and operational support under WUP Project # 1 as well as sponsorships of participants were provided by:

- the Netherlands Ministry of Foreign Affairs (NEDA)
- France Ministry of Foreign Affairs
- UK Department for International Development (DfID);
- the African Development Bank (AfDB)
- Union of African Water Suppliers (UAWS), Vivendi Water, Bi-Water

Development agencies and programs also provided support out of their country funds in the form of sponsorships for travel, subsistence and registration.

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## **THE “KAMPALA STATEMENT” ON THE REFORM OF THE URBAN WATER AND SANITATION SECTOR IN AFRICA**

### **Background**

The Second Regional Conference on the Reform of the Water Supply and Sanitation Sector in Africa was held in Kampala, Uganda from 26 to 28 February 2001. The theme of the conference was *Enhancing Public-Private Partnership in the context of the African Vision for Water (2025)*. The conference was organized by the Water Utility Partnership (WUP) in line with its mandate to support institutional reforms in the water and sanitation sector in African countries. The conference, which was hosted by Uganda's Ministry of Water, Lands and Environment, was opened by the Rt. Honorable Prof. Apollo Nsibambi, Prime Minister of Uganda, on behalf of Her Excellency the Vice-President. The meeting sought to:

- a) share emerging lessons from the African experience and identify good practices for dissemination;
- b) seek a consensus on the new directions needed in sector reform; and
- c) strengthen existing networks of African water supply and sanitation sector as well as water resources professionals.

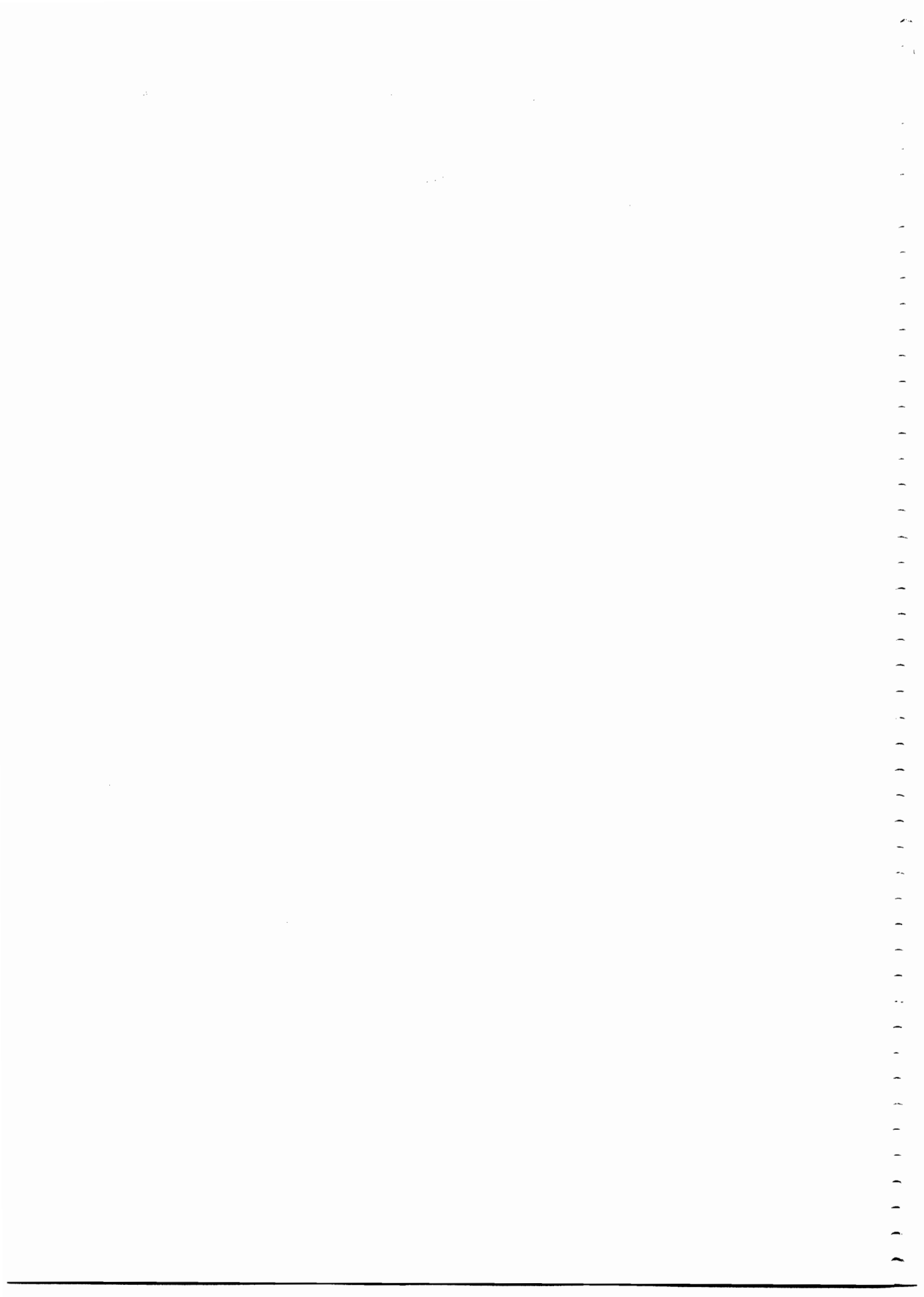
A total of more than 300 participants drawn from government, the utilities (including the private sector), financial institutions, external support agencies, and civil society took part in the conference. Thirty-eight (38) African countries, six of which were represented by the Ministers in charge of water and sanitation, participated. *This Statement summarizes key issues and challenges identified by participants which require action from policy makers, external support agencies, civil society and sector players.*

### **The Current Situation**

Africa has the lowest water supply and sanitation coverage of any region in the world. More than 1 in 3 Africans do not have access to improved water supply or to sanitation facilities; Coverage levels in the year 2000 for both water supply (62%) and sanitation (60%) are about the same. The sad reality is that the absolute number of persons without these services is increasing; unless we act now, the absolute number will double between now and the year 2020 from 200 million to 400 million. The majority of these people will be those living in rural, informal and peri-urban communities.

To meet these needs, and to improve the quality of service to current water and sanitation users will require greater efficiency in the management of existing systems, financial viability, and increased capital expenditure. Yet national and local government budgets for sector development have been dwindling. Under these conditions, governments must consider what financial, technical and managerial resources should be brought to bear on the problem from the private as well as the public sector, and to consider how best to define an appropriate partnership between the two. Policy makers must thus look beyond limited government budgets to consider the whole range of resources that could be mobilized in a Public-Private Partnership (PPP) for sustained development of the WSS sector.

Over the last decade, most African governments have recognized the need to embark on reforms to address the problems of water and sanitation services and PPP has been a central feature of these reforms. Countries have had to deal with a number of issues including the pace and sequencing of reform, the choice of PPP, and the management of the process up to transaction closure. The time is therefore ripe for sharing the emerging regional experiences. *It is on this basis that the following issues were discussed and conclusions were reached.*



## **The Political Economy Of Water Sector Reform**

Reforms should not be considered synonymous with privatization, but as a coordinated series of structural changes to provide better water and sanitation services to more and more people. However an increased role of the private sector in WSS delivery has been a dominant feature of the reform processes of African countries as it has been recognized as a viable alternative to public service delivery and financial autonomy. The evidence emerging from a number of countries is that PPPs are driving greater efficiencies in WSS delivery. Yet there are difficult processes to follow to ensure its success.

A strong consensus emerged at the conference over the need to involve all sections of society in the reform of water and sanitation services. Meaningful sector reform involves fundamental changes in the way we all work together to meet water and sanitation needs. Reform is not just the concern of sector technocrats, but also requires the strong and sustained involvement of political leaders, national and local government officials, workers in water and sanitation, the private sector, NGOs and CBOs, community leaders, teachers, social researchers, traditional rulers, external support agencies, the media and the public at large. Reform cannot survive without public support, which can only be earned through respectful attention to the legitimate interests of each of these stakeholders.

Reform is not a one-time event, but a continuous process that must be followed to adapt the water supply and sanitation sector to changing conditions, and should be driven by local, rather than foreign, needs.

True reform is thus best promoted by:

- a) Strong and sustained political commitment;
- b) Effective public communication of the issues and decisions to be made;
- c) Involvement of all stakeholders, with special attention to the interests of the poor;
- d) Transparency; and
- e) Adequate provision of incentives and avenues to promote and sustain local participation in the business of water.

## **Initiating Reform**

The experiences of countries undertaking reforms suggest that the structural changes resulting in autonomous utilities, under coherent regulatory oversight, could take 4 to 8 years to complete. The involvement of stakeholders, public communication, review of the legal and regulatory environment, commissioning of required studies to support the transaction with the private operator are key components of the process that must be followed. In recent years a number of African countries embarking on reforms have sought to shorten the period of learning and doing by undertaking study tours to other countries that have gone through the same processes, particularly in West Africa. The interaction between countries and the experiences shared at the Kampala conference should further improve their ability to complete the PPP phase of the reform process within a reasonable time frame.

## **Options For Public-Private Partnerships (PPP)**

A wide variety of options to define the degree and nature of private sector involvement exists. The conference focused on the complex issues of choosing the best partnership arrangement to balance increased efficiency, public interest and service, and prudent long-term management of the system's assets. There is general consensus on the need to increase the role of the private sector in service delivery, but no single model is appropriate everywhere. All PPP options should be carefully considered, with a clear understanding of the potential benefits, risks, advantages and disadvantages of each.

## **The Bidding Process**

The quality of the bidding process is important for sustainability of the relationship with the private sector, and with financing and external support institutions. Whilst it is recognized that procedures may differ from country to country, it is noted that one way of reducing the time between bidding and signing of the contract with the private sector and ensuring greater transparency, is to have a draft contract that forms part of the bid documents. But signing the contract should not be an end in itself; indeed it is the beginning of an arduous and challenging relationship, which requires goodwill from both sides to achieve the ultimate objectives.

## **Addressing The Interests Of The Poor In The Reform Process**

The needs of the poor are often overlooked in the design of various reform programmes and in the contractual relationship between the public and the private sector. These needs can best be served through the following processes:

- a) Recognize that the poor are legitimate and significant stakeholders in the business of water and sanitation, and often pay far more than the rich per cubic metre of water consumed;
- b) Take stock of the reality on the ground for the poor and learn about the systems by which their needs are met. Such systems may remain as credible alternatives to the utility, but may need legal recognition, regulation and management support;
- c) Take note that the poor are willing and have the capacity to pay for services that are adapted to their needs;
- d) Plan, from the beginning, to identify ways to ensure that the needs of the poor are reflected in the design, implementation, and follow-up to the reform process. Direct participation of the poor in the design, implementation and monitoring of the reform is the most effective way to protect their interests.

Reform policies and laws should unambiguously include a definition of the poor, and provide regulations and guidelines for meeting their needs. These policies should accommodate other service providers where they are more effective than the utility.

Small-scale private providers, non-governmental and community-based organizations (NGOs and CBOs) have played a lead role in service provision to the poor where public services have been inadequate. Their insights and experience in serving the poor, and their potential contribution as experienced partners for the utility should be explicitly recognized.

## **Labor And Reform**

Reform should recognize the legitimate concerns of utility workers and factor these into the decision-making process from the beginning. Labor should be considered as a partner in the reform process and decisions affecting workers must include their participation. Issues of retrenchment, redeployment, and retraining during the transition phase of PPP should be handled in a manner that does not make them victims of the reform.

Labor can also be a powerful ally in explaining the benefits of the reform to the general public. It is essential therefore that the utility workers themselves understand and appreciate the need for the reform.

## **Women, Children And Men**

Women, children and men all need water and sanitation, but their perspectives and involvement in the sector differ. Women and children bear a disproportionate burden from poor services; women and children fetch water from distant sources, children are most susceptible to disease resulting from poor service, and the care of sick children has traditionally been one of the many demands on women's time. While women's role in water and sanitation management has increased over the last twenty years, their needs and insights are still all too often neglected or misunderstood by (largely male) decision-makers. Experience over the last twenty years has shown that at the local

level, women frequently do a better job of managing water and sanitation services, precisely because of their stake in the outcome and their understanding of the realities on the ground. Greater involvement of women at the policy-making level can yield similar returns. Careful analysis of the differing impacts of sector reform upon women, children and men is essential to avoid repetition of the mistakes of the past.

Women should be seen as a force to support reform. They stand to benefit from access to water and better environmental sanitation. Their organizations are a key element of civil society to be mobilized to participate in the broad-based coalition that is critical for the success of the reform.

### **Mobilizing Financial Resources For Development Of The Sector**

Multilateral and bilateral agencies are keen to support the development of the WSS sector as part of their commitment to the eradication of poverty. Prospects for such support are enhanced where there is clear commitment to: i) reforming the sector to bring in other actors, ii) ensuring transparency in the process, and iii) addressing the needs of the poor.

Where price increases to cover costs and improve service are planned, these should be gradual and should follow service improvements to maintain public support. In view of the limited budgetary resources in most African countries, external financing should be available to cover the operational deficit resulting from the lag between improved service and increased revenue during the initial years of PPP.

### **Achieving Cost Recovery**

Improved cost recovery, to ensure sustainability and improve service, must be one of the cornerstones of water and sanitation sector reform. The poor performance of a number of public utilities is rooted in a policy of repressed tariffs which leads to lack of investment, poor maintenance, lagging coverage, and subsidized services reserved for the privileged who are connected to the network. The need to ensure the survival of African water utilities requires that there is sufficient generation of internal cash flow to meet expected expenditure. Governments and regulators should offer utilities the tariffs that will provide sufficient revenues to meet their long-term marginal costs. In addition, government agencies must pay the bills for the services that they receive from the utilities.

The objectives of addressing the needs of the poor and ensuring cost recovery for utility companies are not in contradiction; well thought-out mechanisms for cross-subsidies, alternative service provision, and easing cash flow demands upon the poor can allow the utility to survive whilst attending to their needs.

### **Regulation**

While the role of the private sector should increase in most cases, the public aspects of water and sanitation services should not be compromised. The creation of an independent regulator and corresponding legislation *before* any major transfer of operational activity to the private sector can help to ensure priority of the public interest through increased fairness, transparency, accountability and better monitoring of contract performance. The exact form of utility regulation will of course depend upon the legal and administrative framework of each country; this will also be strongly influenced by the current and future extent of decentralization.

### **The Challenges Of Sanitation And Hygiene**

People are more willing to pay for water than they are for sanitation and hygiene promotion; however the health benefits of water supply can only be maximized where all three services are provided. Examples in Africa exist of effective sanitation cost-recovery from water supply tariffs to ensure the integrated improvement of the entire sector. While sanitation and hygiene are easily overlooked during the reform process, they must be given a higher priority to achieve the greatest possible improvements in health and well being from sector reform.

## Water Resources Management

Water is an economic, social and natural resource that must be managed in an integrated manner. Hitherto, the issue of water resources management has in most instances been ignored and relegated to the background in the water supply sector. However, water is a finite resource subject to increasing competition for its use. Sustainability of water supplies calls for a shift from exclusive focus on water supplies to the broader approach of sustainable water resources management. The reform process must consider water and its management in a holistic way to assure a suitable balance between the agricultural, industrial and domestic use of water, ensure the protection of catchment areas and provide incentives for conservation.

## The Way Forward

The issues and opportunities described above will not wait; unless we act forcefully now, the percentage of unserved populations will double within twenty years, and the quality of water and sanitation services will deteriorate further. These issues must be considered at the highest level if we are to achieve successful reform within the WSS sector. The Ugandan Minister of Water, Lands and Environment, Hon. Henry Muganwa Kajura, was respectfully requested to work in concert with his colleagues present at the conference, to assist in bringing these findings and recommendations to the attention of African governments, regional groupings and the OAU.

This conference has demonstrated the value of learning from experience, and the key role that the Water Utility Partnership can play in promoting such change. The conference calls upon governments to provide sustained commitment to reform processes in order to ensure their success and long-term sustainability. It further calls on WUP to strengthen its efforts to facilitate the interaction between countries and sector professionals in order to promote exchange of experiences and lessons learned. In particular WUP was requested to consider the following activities as part of its current mandate:

- Provide a continuous update of the progress of reforms in African countries, and disseminate this to utilities, governments and their partners, as well as sector professionals. This shall include identifying both good practice and the lessons learned from less successful practice.
- Facilitate interaction between African water and sanitation utilities undertaking reforms and their various partners at bilateral and multilateral levels.
- Follow up on a number of specific issues highlighted at the conference. WUP will facilitate a workshop on water, sanitation and the urban poor later this year; similar meetings should be organized by WUP or by other partners around a range of other critical issues raised, but not resolved, at this conference. These include such topics as gender, decentralization and regulation, sanitation, and the needs of small towns.
- Take the lead in working with other sector partners to organize learning and training activities on specific themes directly related to the theme of the conference namely: regulatory options, financing, use of local capacity and human resources in the context of reform and institutional options for sanitation delivery;
- Collaborate with sector partners in sponsoring regional workshops on broader subjects brought up in the conference, in particular water supply services in the context of decentralization.

The next regional conference to take stock of the progress of reforms and their impact on the achievement of the Africa Water Vision is planned for 2005.

KAMPALA, 28 FEBRUARY 2001

# 1. INTRODUCTION

## 1.1 BACKGROUND TO CONFERENCE

Over the last decade, most African governments have seen the need to embark on reforms to address the problems of water and sanitation services and public-private partnerships (PPP) have been a central feature of these reforms. Countries have had to deal with a number of issues including the pace and sequencing of reform, the choice of PPP, and the management of the process up to transaction closure. These reforms are taking place in the context of several other structural changes in the political and economic governance of African countries, including political pluralism, decentralization and redefinition of the role of the State, and increased reliance on market forces and the private sector.

**Public – private partnership in the water sector is perceived as a means to increase coverage, improve service quality and efficiency and reduce deficits.**

The Second Regional Conference on the Reform of the Water Supply and Sanitation (WSS) Sector in Africa was organized by the Water Utility Partnership (WUP) in line with its mandate to support institutional reforms in water utilities in African countries and was a sequel to an earlier one held in Johannesburg in July 1996. Among the co-sponsors were the World Bank Institute (WBI), the Union of African Water Suppliers (UAWS), Streams of Knowledge and the Ugandan Government through the Ministry of Water, Lands and Environment. The Rt. Honorable Prof. Apollo Nsubambi, Prime Minister of Uganda, opened the conference on behalf of Her Excellency the Vice-President.

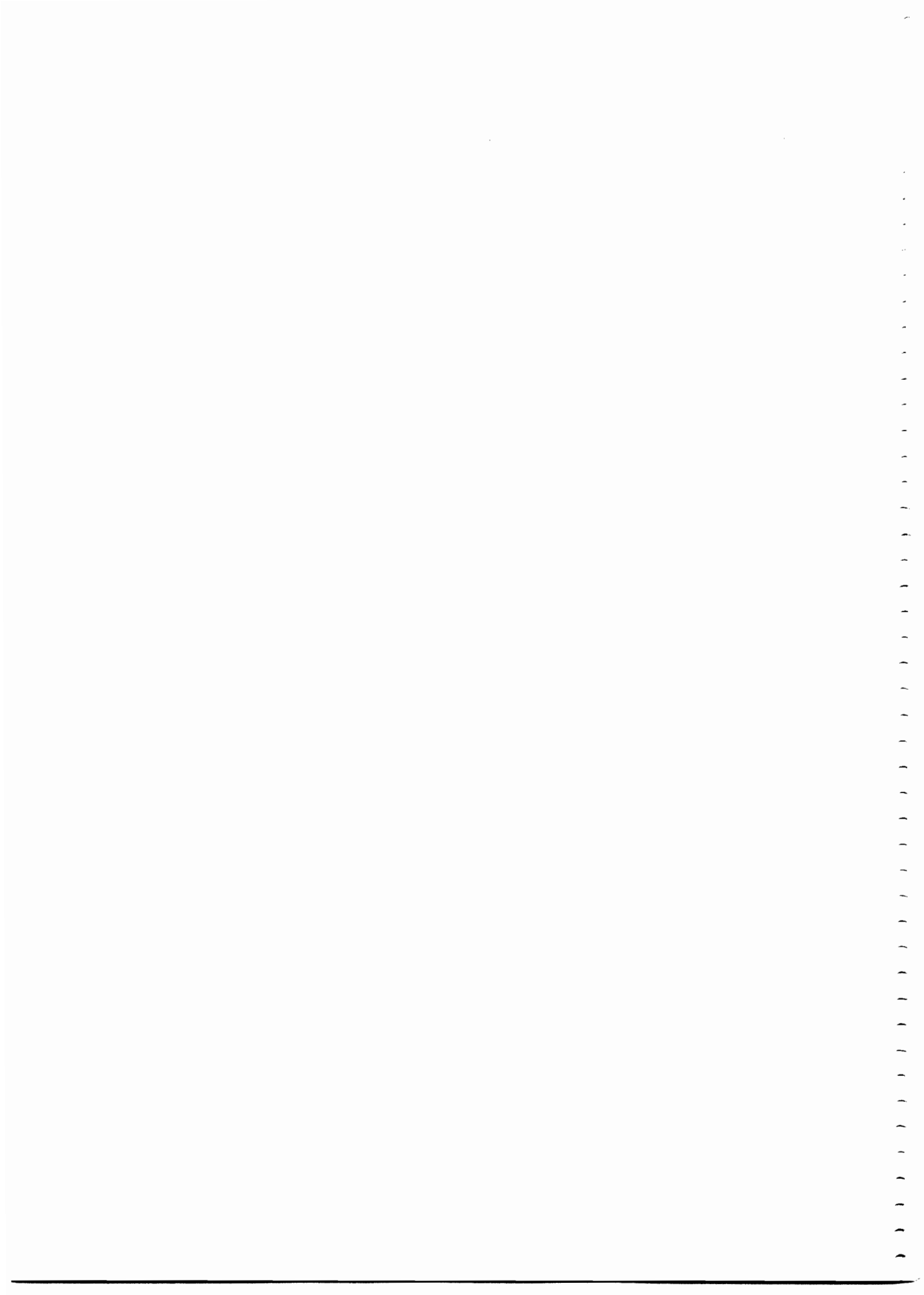
## 1.2 THEME AND OBJECTIVES

The conference whose theme was "*Enhancing Public-Private-Partnership in the context of the African Vision for Water (2025)*" had the following objectives:

- a) to share emerging lessons from the African experience and identify good practices for dissemination;
- b) Based on this discussion, to seek a consensus on the new directions needed in sector reform; and,
- c) To strengthen existing networks of African water supply and sanitation sector and water resources professionals.

Specific themes were:

- (i) Issues and challenges for Africa's WSS;
- (ii) The political economy of water sector reforms – initiating and managing the reform process;
- (iii) Addressing the interests of the poor and vulnerable groups in the reform process;
- (iv) Financing strategies for Africa's WSS sector;
- (v) Choice of options for PPP;
- (vi) The bidding process;
- (vii) Regulatory regime and contract management;
- (viii) Institutional reform for sanitation services; and
- (ix) Water security through integrated water resources management.





### 1.3 CONFERENCE FORMAT

The Kampala Conference followed a thematic structure; presentations on key themes paved way for discussion panels and working groups to review country experiences relevant to each theme. Clinics provided further opportunities to review country approaches with advice from experts and peers. The final sessions were devoted to stakeholders' caucuses and a review of the concluding statement. WUP met with its partners immediately after the conference to strategize on how to respond to demand for further support to its constituency in term of awareness, and sharing of knowledge on emerging regional experiences on reform of the water and sanitation sector.

### 1.4 EVALUATION

Key points:

- Tremendous interest from participants in *regional experience* with WSS sector reform and strong demand for more systematic and objective analysis of country cases and distillation of good practices.
- The *thematic coverage was found useful*, especially: services to the poor, IWRM and regulatory issues. Strong demand for further regional exchanges on: (i) sanitation and waste water; (ii) services to the poor; and (iii) WSS for small towns and rural communities.
- Participants *greatly valued the opportunities for one-to-one contacts and networking* offered by the Conference. The participants mix (essentially: institutional players in urban WSS) was well chosen.
- While expressing strong *overall appreciation for the initiative of the Conference*, participants: (i) felt that: the *program was too rushed* not allowing enough time for interactions and group work ; and, (ii) suggested ways toward more effective *time management and facilitation*.

**The Kampala conference revealed a strong interest for sharing of regional experience on sector reform. It has strengthened the position of WUP as an effective organizer and network anchor for the broad constituency of institutional actors engaged in urban WSS services in Africa**

In a nutshell, the message from the 203 respondents is that the Kampala Conference met a real demand and gathered the right constituency. Its program addressed the right topics but it could have been more effective with more rigorous time management and more time for exchanges.

The question on intended follow-up elicited comments from almost all respondents;

Key points:

- Almost 70% of the respondents (and 50% of the total number of participants) indicate their intention to apply acquired knowledge to ongoing reform programs (25 %) and/or promote and disseminate it in their organization (45 %).
- Another 20% indicated their intention to pursue exchanges and strengthen networking among professionals and institutions engaged in WSS sector reform
- A significant number, 10%, explicitly referred to follow-up with local authorities, small towns and rural communities.

The Kampala Conference has contributed to strengthen the position of *WUP as an effective organizer and network anchor for the constituency of institutional actors engaged in urban WS services*. The suggestions made by participants will provide useful substantive guidance to WUP and its partners in planning the next phase of Project # 1. Priorities will have to be set in line with relevance for WUP's core constituency, i.e. African WSS utilities (UAWS) and WUP's comparative advantage;

- WUP working with its key partners, would take the *lead* for activities that are priorities for its core constituency and for which it has a comparative advantage. These may include
  - awareness and political support
  - periodic assessment of the state of reform in WSS sector

- networking
- country cases and lessons on process management, communication and local capacity
- sanitation services in the framework of sector reform
- service to the poor (link with Project 5)
- WUP would work in *partnership with specialized institutions* for themes which are priority of its core constituency but for which it has no comparative advantage
  - regulation and financing; partners..
  - demand management (link with Project 3) and integrated water resource management (IWRM).
- For other subjects of interest to broader constituencies, WUP would act as *sponsor and convener*. Its role would be to ensure the participation of its core constituency and disseminate the outcome. These may include:
  - institutional arrangements for WSS services to small towns and rural communities.

The overriding message from the Conference concerning the demand for learning and knowledge sharing on WSS sector reform should drive the follow-up and should also facilitate continuing support for WUP Project # 1.

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## 2. OPENING MESSAGE

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The Prime Minister of Uganda Hon. Prof. Apollo Nsubambi gave the welcome address on behalf of the Vice-President Her Excellency Dr. Specioza Wandira Kazibwe. He welcomed participants to the conference and expressed the country's appreciation to the organizers for allowing Uganda to host it. The decision to host the conference demonstrated Uganda's strong commitment to the reform of the water sector.

The Prime Minister noted the strong link between water sector reforms and the process of democratization and indicated that the Ugandan government has water and health as its top priorities. Currently 50% of rural and 65% of urban communities have access to clean water and only 50% of the population has access to sanitation nationwide. The Government has targeted 100% coverage for water and sanitation services for all by 2015. Besides the inadequacy of hardware for service delivery, the country faces other challenges, which include: negative attitudes, cultural practices and ignorance arising from poverty. These may be addressed through intensive hygiene education and technical and political mobilization.

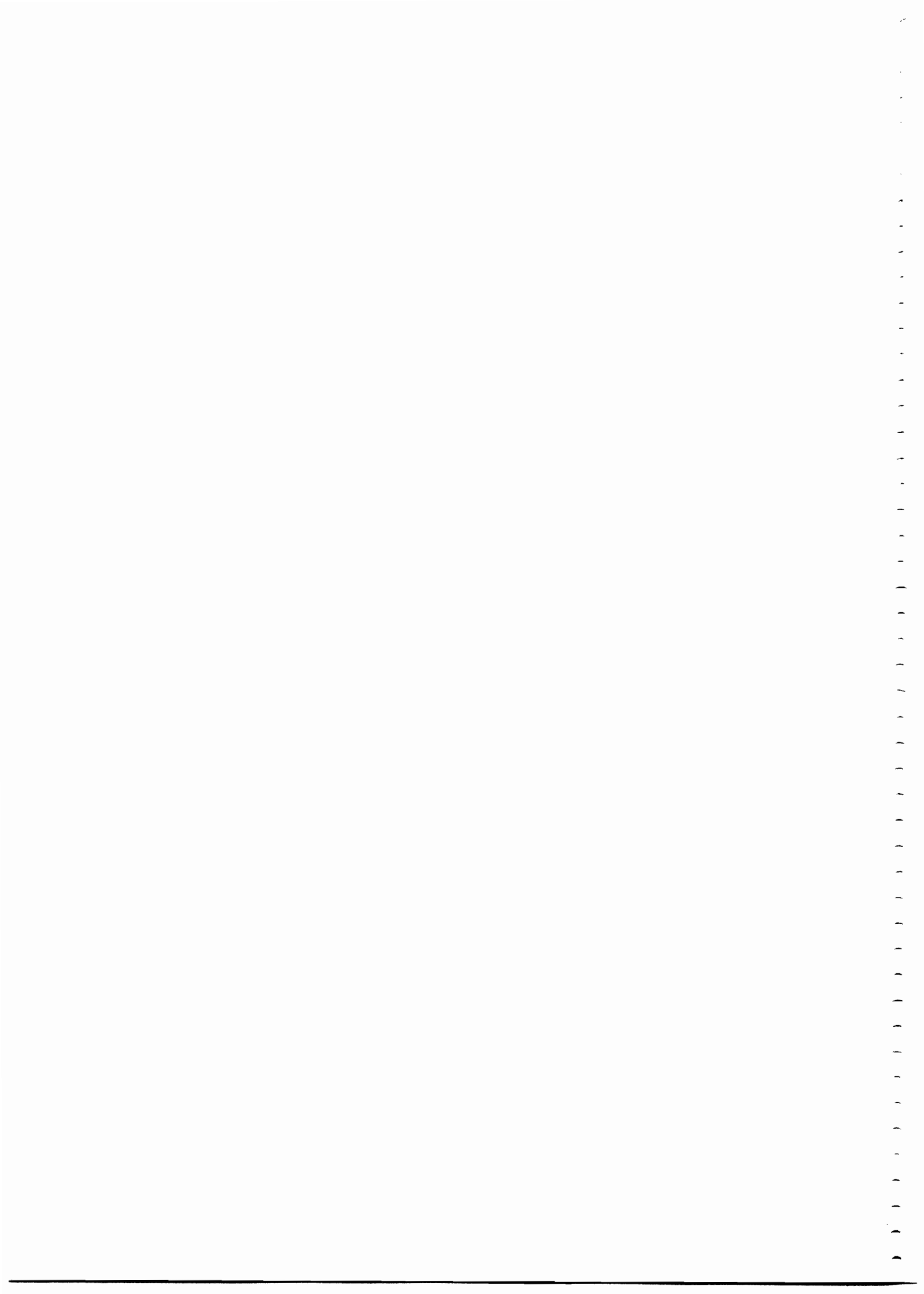
Within the broader policies on poverty eradication, decentralized governance and effective participation by the private sector and other stakeholders in service delivery, the Government has launched reforms in 4 areas of the water sector. These are: rural water, urban water, water for production and water resources management. The reforms aim to identify key issues, determine investments required and set up new strategies to increase coverage and ensure sustainability of services and facilities.

The Minister noted that with regard to access to adequate sanitation services, statistics reveal a better situation in Africa and a particularly marked improvement during the '90s. However, these figures may be deceptive as individual country averages may be worse than the regional average. There should therefore be no complacency, and stressed the need for strong political will to carry out reforms.

He appealed to the private sector and the external support agencies for financial resources to support the reforms.

The Minister noted that the conference should provide a learning space for countries to draw lessons from success stories, facilitate articulation of concerns, and help to forge purposeful alliances in strengthening PPPs. He cautioned that unless African countries collaborate and share their concerns, success would elude them in their reform efforts.

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### 3. ISSUES AND CHALLENGES FOR WATER SUPPLY AND SANITATION REFORMS IN AFRICA

This presentation set the stage for the conference by outlining the current state of the WSS services in Africa and the challenges it imposes on African leaders as they embark on the process of reform.

#### 3.1 CURRENT SITUATION

Although Africa has better sanitation services than some parts of the world, the continent has the lowest water supply coverage world-wide. More than 1 in 3 Africans do not have access to an improved water supply. The situation is worse in the larger cities, where 1 in 6 do not have access to improved supplies. As at the year 2000, water supply coverage was 62% while sanitation coverage was 60% for the same year. The sad reality is that the number of un-served persons is increasing and according to present trends, the absolute number will double between now and the year 2020 from 200 million to 400 million if drastic measures are not taken to address this. The majority of these peoples will be those living in informal and peri-urban communities.

**More than 1 in 3 Africans do not have access to an improved water supply. The absolute number will double between now and the year 2020 from 200 million to 400 million if drastic measures are not taken.**

The investment requirements are however enormous. The developing world requires an estimated annual expenditure of US\$ 9 billion per year between 2000-2025 to meet the incremental cost of basic WSS services. Of these, African countries have to find US\$ 12 billion<sup>1</sup> just for basic domestic water supply and sanitation to meet the needs of its peoples.

The Shared Vision of "a clean and healthy world in which every person has safe and adequate sanitation and lives in a hygienic environment" can be achieved only if there is a collective will on the part of leaders, decision-makers and civil society to do much more than what has been done in the past. This will require greater efficiency in the management of existing systems, financial viability, and increased capital expenditure. In particular governments must consider what financial, technical and managerial resources can be brought to bear on the problem from the private as well as the public sector, and how best to define an appropriate partnership between the two. Policy makers must thus look beyond limited government budgets to consider the whole range of resources that could be mobilized in a Public-Private Partnership (PPP) for sustained development of the WSS sector.

#### 3.2 REFORM OF THE WSS SECTOR

Many African countries have embraced reforms, which have had as one of its main features, the introduction of the private sector into the provision of WSS services. Reform however involves more than the introduction of the private sector as is evident in several African countries. These reform efforts have involved institutional, legal, structural and regulatory initiatives that seek to find new ways of working to achieve the set goals. For example, countries are realigning the nexus between rural and urban water supply to respond to different management options and deliver better services (e.g. Ghana, Kenya, Uganda etc.); adopting legislative and administrative measures to address the interests of low-income households and informal settlements (e.g. Burkina Faso, Cote d'Ivoire, South Africa, Zambia); establishing new regulatory institutions (e.g. Ghana, Zambia) or strengthening existing ones to ensure consumer protection, and to manage water resources for sustainable development (Namibia).

<sup>1</sup> The African Water Vision for 2025, World Water Forum, The Hague, Netherlands. March 17 - 22, 2000, (p. 17).

The main objectives of reform were summarized as follows:

- Increasing accessibility to water and sanitation services to those now un-served;
- Ensuring better quality service to those already being served;
- Providing the poor greater access to water supply and sanitation; and
- Improving reliability and security of supplies

### 3.3 ISSUES AND CHALLENGES

The reform process has several issues and challenges to address and the conference was tasked to examine these in the context of the experiences of African countries that have introduced PPP in WSS services. These include:

- i. Political context (establishing desirability and feasibility).
- ii. Addressing the needs of the poor
- iii. Ensuring that the concerns of labor are well-factored into the PPP process
- iv. Cost recovery for the utilities
- v. Sanitation and hygiene
- vi. Water resources management, and
- vii. Ensuring transparency in the reform process.

**The Kampala conference was above all a learning forum to review the regional experience and to understand the potential benefits as well as the pitfalls of private sector participation in water supply services**

### 3.4 SHARING THE EXPERIENCES OF OTHER AFRICAN COUNTRIES

The presenter called upon African countries to learn from the good and bad experiences of countries that have gone through similar processes and use the lessons learnt to shape their own policies. The most important reason for the Kampala Conference was to provide a forum for participants to learn from the experiences of others and to review the potential benefits and expose the pitfalls of privatized water supply arrangements.

### 3.5 ROLE OF WUP

In view of the fact that countries had responded enthusiastically to the invitation to attend the Conference, the Director of WUP confirmed that the organization would continue to serve as a platform to support African utilities and Governments in carrying out institutional reforms of the WSS sector. WUP would also continue to provide the link between countries to share their experiences. He therefore called on the conference to propose a role that WUP should be playing to advance the course of reform in the continent.

### 3.6 THE CASE OF UGANDA'S WATER AND SANITATION REFORMS

#### Introduction

Thirty-four percent (34%) of Uganda's total population of 22.7 million earn less than \$1/day. There is relatively limited urbanization (13%), compared to other African countries and urban GNP per capita stood at \$900 in 1997. The country's national policy objectives are therefore informed by: the state of its relatively weak economy (poverty reduction and alleviation); the need to unburden the state of responsibility for commercially viable operations (through privatization and commercialization), and, the devolution of power and responsibility to local government (decentralization). In the water and sanitation sector, 60% of the urban and 50% of the rural population have access to safe water supply and appropriate sanitation systems. The systems are however not maintained adequately and service levels are therefore lower. The main objective of the reform therefore is to improve coverage and basic service levels at an affordable price to give 100% of the population access to safe water and appropriate sanitation within 15 years.

### Water Sector Reform Components

The main components of the reform, and in which appropriate studies were identified, are: Rural sub sector – study completed in 2000; Urban sub-sector – study completed in January 2001; Water for production – funding secured for studies to commence, and; Water resources – scheduled to commence in 2002. In line with the focus of the conference the reform of the urban water sub-sector was given greater emphasis in the presentation.

### The Urban Sub-sector

The urban water sector is defined to cover all towns with a population of more than 5000. For the reform process additional towns (district capitals with less than 5000) have also been included in the coverage. In all there are 78 towns, of which 7 are in the Kampala—Entebbe—Jinja (KEJ) complex, 15 have populations above 30,000, whilst 26 others have populations exceeding 15,000. The total population to be covered is about 2.92 million. The scope of the study was to review the situation, examine existing experience and review options for institutional reform and selection of viable alternative models, including an assessment of the potential for improving private sector participation (PSP).

### Findings

In comparison with Ghana, Senegal and Cote d'Ivoire, countries visited during a study tour, the Ugandan market is rather small (50,000 connections -Uganda vs. 250,000 – Ghana, Senegal, and 425,000 – Cote d'Ivoire). Urban households in Uganda are poorer in relation to these countries (Uganda - <\$900, Ghana \$1750, Senegal \$1800 and Cote d'Ivoire \$2850). However tariff levels are high compared to these countries -Uganda \$0.70/kl, Ghana <\$0.30 (no cost recovery), Senegal and Cote d'Ivoire \$0.50/kl (full cost recovery). An estimated \$900 million in capital expenditure is required to meet water for all by 2015, of which \$438 million is for the urban water sub-sector over the next 10 years. Of the urban requirements, \$329 million is for water supply and \$109 million is for sanitation. The conclusion of the study was that public management of the water and sanitation sector has not brought about the efficiencies required to build a sustainable service, nor is it likely to meet the Government's reform objectives for the sub-sector if left unchecked.

### PPP Option Selected

The options considered included i) comprehensive management plan for all towns, ii) lease contract for a significant number of large towns and iii) concession contract for a few large towns. The option of leasing of existing systems was chosen in favour of the others for the following reasons:

- a) A lease is the highest form of PSP likely to be secured for a significant urban grouping;
- b) A KEJ Concession covers only 55% of the population. The lease for 33 towns would however cover 88% of the urban population;
- c) The grouping strikes the balance between financial, social, subsidy issues, and economies of scale; and
- d) The lease can commence with a smaller group of 15-18 towns for instance, with ongoing extension.
- e) The lease option entails the lowest level of Government investment requirements over the 10-year period. This ranges from \$450 million in the case of no reform, \$250 million for a concession of KEJ and about \$160 million for the lease.

### Implications of the Reform

The new initiatives will require the following actions by all sector players:

- a) Rationalization of policies and changes to legislation;
- b) Government and development partners will have to commit to new sector strategies and investment plans;
- c) Rationalization of roles and responsibilities of national and local governments; and
- d) Restructuring of existing sector institutions, among others.

### Output of the Reform

The following outputs are expected from the process:

- a) A governance, institutional and regulatory framework to support reform, with appropriate incentives for effective management. An independent regulatory body is a key aspect of the reform.

- b) Financially sustainable and cost effective operation, with improved investment efficiency;
- c) A decrease in public financial burden;
- d) Increased PSP; and
- e) Increased coverage of WSS services.

### **The Way Forward**

During the upcoming preparatory phase, key bodies will be set up, detailed planning of investments will be carried out and bid documents will be prepared. This is expected to cover the period up to June 2004, when PSP will fully take off.

In the run-up to PSP, a number of management initiatives have been taken to improve the operating efficiency of the National Water and Sewerage Corporation (NWSC) and the local administrations through a combination of management contracts with private operators, performance contracts for individual towns and performance related subsidies.

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## 4. THE POLITICAL ECONOMY OF WATER SECTOR REFORM

### 4.1 BACKGROUND

Many African countries are undertaking various reforms of their WSS sector, including a major increase in the role of the private sector in service delivery. Whilst not all reforms follow the same patterns, they are nevertheless intended to ensure a more efficient and accessible service. Others have followed a path of reforms only to abandon these mid-stream, due to lack of either understanding of the way the reforms should be carried out or of commitment on the part of some of the key stakeholders. This session therefore examined the various patterns of reform, the associated processes that were followed and the impact of these reforms. It also provided some of the major stakeholders an opportunity to comment on the reform process from their differing perspectives.

The session consisted of presentations on Patterns of Public-Private Partnerships, the effect of reform as seen from a World Bank-sponsored research, and the state of the reform process in a number of African countries. There was also a panel discussion involving i) a minister (reflecting the politician's perspective), ii) a utility manager iii) a labour leader, and iv) a private water operator, to get the perspectives of these major stakeholders whose actions or inactions can derail the reform process.

**When reform harms politically powerful groups, they can often find ways to slow or stop reform at the expense of the rest of the society. Recognizing the factors that determine whether a group can block reform is vital, if advocates want to maximize the probability of reform.**

### 4.2 KEY ISSUES

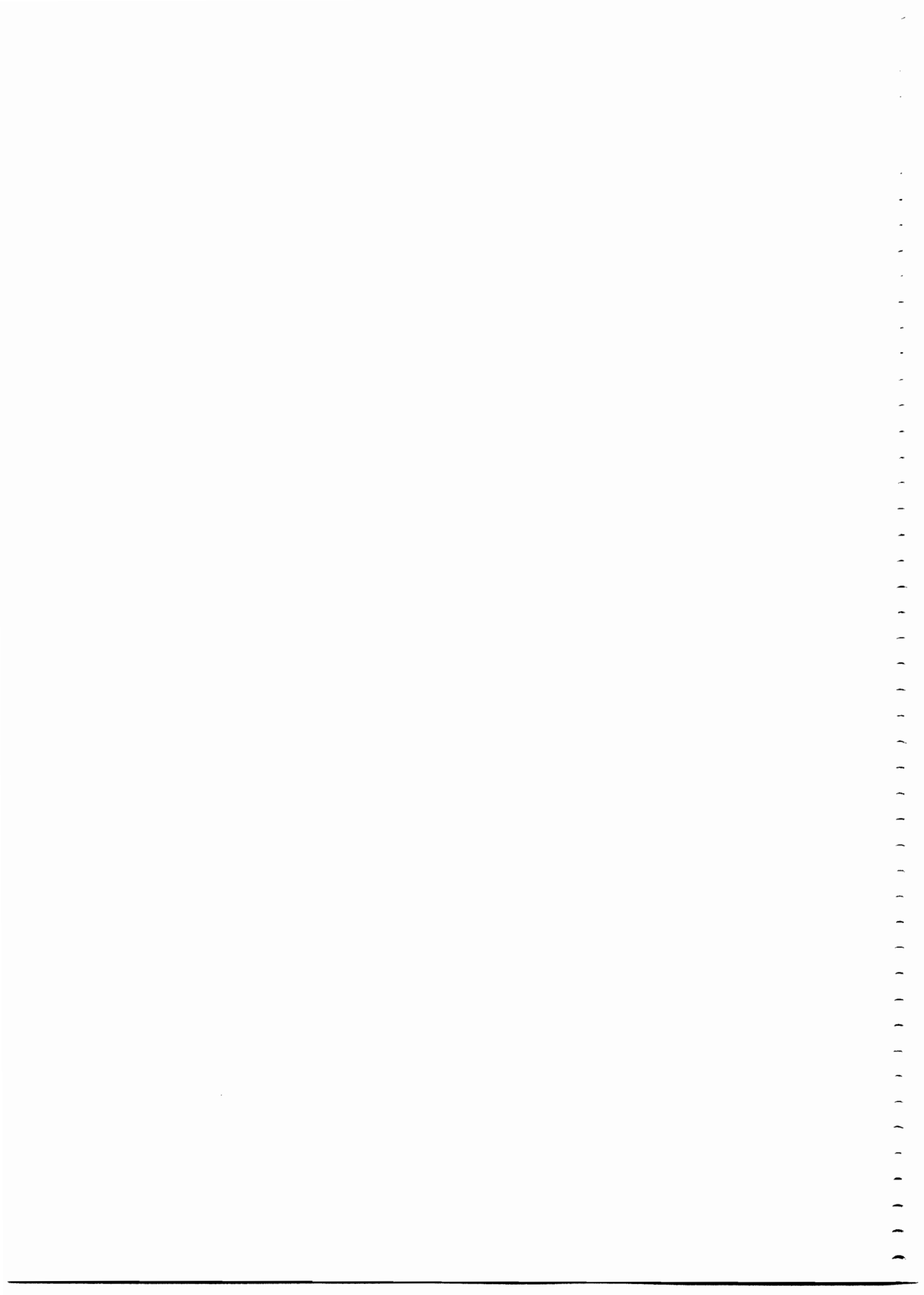
The key issues arising from the session revolved around the following:

#### **The driving force behind reform**

The institutional set up of each country is of paramount importance in deciding how water utilities should be managed. In most countries majority of the people live in rural areas and do not have access to clean potable water supplies, thus contributing to high incidence of water-related diseases. In these countries, foreign debts are much higher than the GDP. In addition, spending on water and sanitation is less than 1% of national spending leading to external donors filling in this funding gap. Yet, donor contributions to Africa are now decreasing compared to those increasing in Asian countries. Further, the lack of indigenous capacity is a problem common throughout Africa.

Water, like food, is considered a necessity for life. While some think it should be made available at no cost to the consumer, experience generally shows that this is not possible, because of the resultant limited investment and maintenance. In fact, the many poor "beneficiaries" of such arguments often pay more, in money and time, for "informal" water supply than those in privileged situations for subsidized public water supply available to the few. In the face of poor management, operation and maintenance by publicly-owned utilities, low coverage and inadequate investment there has been growing awareness of the need to reform the sector to make it more capable to meet the needs of the deprived. If coverage of water and sanitation services is low, the implementation of reform programmes is likely to benefit the unserved as the reforms normally improve service levels and utility finances for investment, maintenance and repair. In addition, reforms often lead to accountability, and can help the utility attract or retain experienced and dedicated staff. Replacement of the public sector by the private sector in service delivery also frequently reduces the "politics" of water and sanitation service provision.

"Reforms" should not be considered synonymous with "privatization", but should rather be seen as a co-ordinated series of structural changes to provide better water and sanitation services to more people. Reform is also not a one-time event, but a continuous process that must be followed to adapt the water supply and sanitation sector to changing conditions, and should be driven by local, rather than foreign, needs.



### The choice of options

A wide variety of options exist to define the degree and nature of private sector involvement, and the conference focused on the complex issues of choosing the best partnership arrangement to balance increased efficiency, public interest and service, and prudent long-term management of the system's assets. These options include: i) service contracts ii) management contracts iii) leasing/enhanced leasing contracts iv) BOT/BOOT contracts, and v) concessions

While there is general consensus on the need to increase the role of the private sector in service delivery, no single model was deemed appropriate everywhere. All PPP options should be carefully considered, with a clear understanding of the potential benefits, risks, advantages and disadvantages of each.

**The public-private partnership approach to water sector reform is not flawless; it is important to recognize potential difficulties and learn from past experiences.**

African countries have adopted a mixture of the various options. BOT arrangements are however rare. Mention was made of the increasing use of leasing arrangements, as in Guinea, Senegal, Mozambique, Niger, Uganda and Ghana. The choice in most cases has been informed by the need to ensure substantial public funding of capital expenditure (through concessionary and grants credit) in order to reduce the overall impact on tariffs in the initial years of PPP. *It is not the option chosen but the process by which the objectives of the reform process are achieved, that matters most.*

### Interests and concerns of different groups

The need to involve all sections of society in the reform of water and sanitation services came out strongly in all the presentations. Reform is not just the concern of sector technocrats. It requires strong and sustained involvement of political leaders, national and local government officials, workers in water and sanitation, the private sector, NGOs and CBOs, community leaders, teachers, social researchers, external support agencies, the media and the public at large. For instance, trade unions, if adequately involved in the process and assured that the interests of workers will be addressed, can be powerful allies in explaining the benefits of the reform to the general public.

**Whether reform is politically desirable and feasible will depend upon the likely size and distribution of gains and losses, and how important potential winners and losers are to political decision makers**

### Impact of reform

PPPs have driven greater efficiencies in the management and performance of utilities and a number of examples of successful ones were provided. The examples of Buenos Aires (Argentina), Gabon (where water tariffs decreased by 17% after PPP), and Senegal (where performance indicators and levels of investment have been met) were cited. In these countries there was little or no retrenchment. Although PPPs are likely to be more successful when regulation is strong and the government cannot renege on its contractual obligations, the case studies that were provided by the World Bank study suggest that performance gains are possible even under difficult conditions.

### Water as a basic human right

The issue of water as a basic human right was not in contention at the conference. Indeed the whole reform process is informed by the need to change institutional arrangements that will enable utilities to provide service to the underprivileged. The bone of contention often lies in how this could be achieved and whether achieving cost recovery is inconsistent with meeting this basic human right, or whether indeed water should be made free to achieve this. The evidence is that providing access to water and achieving recovery can be achieved in tandem through well-thought out arrangements. (See section on the poor).

### Labor Rationalization: Country Experiences

Labor is an important partner in the reform process. Its members may be victims of the change if they suffer retrenchments or may be beneficiaries of reform if this leads to an enhancement of their conditions of service as a

result of the greater efficiency and productivity that results. A number of African water utilities are overstaffed – in excess of 10 employees per 1000 connections against a typical 2.5 - 5 employees per 1000 - and this raises serious questions for efficiency for the private operator. The thorny issue of labor retrenchment, with attendant redundancy packages (payments, retraining and equipping) is very much a part of the pre-PSP activities that have to be undertaken. The roles of government, the private operator, external support agencies and labor itself should be clearly defined to ensure a smooth run-up to PPP. Whilst some countries have had relative success in dealing with the subject, others have stayed their reform programmes as a result of workers' discontent.

#### *Overstaffing*

In a number of countries overstaffing and how to deal with it is a key issue (Ghana, Zambia). In others however, there had been little or no retrenchments (Senegal, Gabon) prior to PPP, even though initial introduction of PPP had resulted in strikes (Senegal) and court Actions (South Africa). In South Africa the problem has to do with skill-mix rather than the number of employees.

#### *Opportunities for labor in reform*

Reform is expected to provide some of the following benefits to labor:

- Better career opportunities
- Professional training
- Improved work environment
- Higher compensation and incentives
- Job satisfaction/accountability, and
- Possible participation in ownership of new company

A number of ways by which the problem of overstaffing has been addressed have included incentives for voluntary retirements (Buenos Aires), natural attrition (Gabon), and training and equipment for laid-off workers to allow them to set up co-operatives to bid for public works (Guinea). In a number of cases (Buenos Aires, Guinea, Senegal, Gabon) retained workers have been given a shareholding in the new company.

#### *Expectations of labor*

The leadership of trade unions would like the reform process to respect the following:

- Active involvement in the reform process through participation, not just consultation;
- Transparency, through free flow of information (workshops and workplace meetings), and high integrity of procurement process;
- Right to union activities under PPP, participation in ownership, training and outsourcing of jobs to retrenched staff; and
- Adequate and prompt compensation for retrenched staff

#### *Concerns raised*

One particular concern raised is the inability of politicians to tell workers the truth about retrenchments as they seek political power and support from workers groups. A particular instance was cited in which politicians constantly indicated publicly that there would be no retrenchments after PPP, when in fact the situation was entirely different. The union leadership felt betrayed as discussions on severance and redundancy packages were being initiated.

Another concern raised was the relatively little attention given to labor issues in the reform process. This was even thought to have been the case at the conference as workers were inadequately represented.

### **Box 1: Panel Discussion: Perspectives of Stakeholders on Reform Process**

The panel discussion provided insights into what their constituencies of various stakeholders perceive of reform. It was indicated that the politician's major concern is how to bring in PPP without hurting the poor. The Minister from Malawi indicated that seventy-five percent of the people in Malawi live below the poverty line and the question of affordability should therefore feature prominently in shaping the reform. After all, the politician derives his power from their votes.

The utility manager noted that the decision to introduce PPP is for the policymakers to make and the utility should accept this even though one may feel threatened by its fallout. It is the responsibility of the manager to ensure a smooth transfer of responsibilities to the private sector. In his view the fear of tariff increases should not prevent reform, because measures could be taken to take care of the poor. He stressed the importance of building the appropriate institutional structures to support the reforms and cited the need for their regulation.

The private operator would like to see that the reform is backed by political commitment. This is needed to achieve confidence in making investment decisions. The private operator has to make investment decisions that will ensure that shareholders receive adequate returns. The issue of water being free should therefore be one for the government to make as long as the interest of the investor is recognized. In order to meet the needs of different consumers it is necessary to have consultations with them, as different consumers require different services.

The labor leader intoned that labor should be seen as an organ of civil society that must be involved in policy issues. He advised that it is not a matter of consultation on the process of reform but one of participation. Labor should be involved in all aspects of the reform process, particularly in cases where this might lead to changes in their working conditions, and noted that in Ghana workers had been involved in study tours to countries that have undertaken PPP arrangements. Even though this was useful, labor considers that representation on the committee that is implementing the process will ensure their greater participation in the reform process.

Other contributors stressed the importance of including gender on the reform agenda. Women should not be classified under the generic term 'vulnerable groups' but should be seen as a force to support reform. It was noted that greater involvement of women at the policy-making level could yield positive returns. Careful analysis of the differing impacts of sector reform upon women, children and men is essential to avoid repetition of the mistakes of the past. Women stand to benefit from access to water and better environmental sanitation. Their organizations should therefore be seen as a key element of civil society to be mobilized to participate in the broad-based coalition that is critical for the success of the reform.

## **4.3 CONCERNS RAISED ON DISCUSSIONS OF THE REFORM PROCESS**

There was a particular concern that, in the concentration on developing PPP arrangements for urban services, the interests of the rural poor are not being given adequate consideration. In view of the high proportion of rural poor in Africa, this was suggested as an important reservation. In some of the comments this issue was associated with a wider concern that there was a need for a more sector-wide approach and for the impacts of PPP approaches to be assessed nationally, rather than just in relation to urban centres alone.

A comment by one participant, which prominently gained widespread support, was a concern that the discussion of the PPP approach had tended to portray it as a flawless panacea, whereas in practice there were many difficulties and there had been failures. It was suggested that these were being given little emphasis and that when a country is considering PPP approaches, the many difficulties and problems need to be identified and presented. It was also important to learn from past mistakes.

Participants also noted that there were areas and issues, which, while being alluded to by some participants, were given notably limited emphasis in the discussions. These included:

- social dimensions (for example: few instances of specific studies of this aspect were mentioned; references to stakeholders in a number of cases related to institutional stakeholders, rather than a wider interpretation of the term);
- the impact of PPP on gender equity and how this aspect should be addressed;
- the impact of PPP on health, and associated health awareness issues.

#### 4.4 GENERAL RECOMMENDATIONS FOR SUCCESS

Some recommendations for success of the reform from the various presentations and discussions were:

- Transparency, and communication of planned changes
- Provision of social plan packages
- Creation of small businesses to absorb and cushion the effect of employees' adjustment after retrenchment

A number of countries – Ghana, Malawi, Mozambique, Niger, Senegal, South Africa (Johannesburg), Tanzania, Uganda and Zambia - made presentations on the management of their reform processes. A common feature was the issue of study tours to countries that had already implemented PPP, indicating the desire of African countries to learn the experiences of others.

The successful and not so successful cases would indicate that true reform is best promoted where there is:

- i) A strong and sustained political commitment;
- ii) Effective public communication of the issues and decisions to be made;
- iii) Involvement of all stakeholders, particularly labor
- iv) Focused attention on addressing the interests of the poor;
- v) Transparency; and
- vi) Adequate provision of incentives and avenues to promote and sustain local participation in the business of water.

In addition, independent regulation provides a greater chance for achieving the objectives of reform and this should be put in place simultaneously with and not after, the introduction of PPP.

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## 5. ADDRESSING THE INTERESTS OF THE POOR AND VULNERABLE GROUPS IN THE REFORM PROCESS

### 5.1 WATER AND SANITATION SERVICES FOR LOW-INCOME URBAN COMMUNITIES: ENSURING SERVICE DELIVERY THROUGH PRIVATE SECTOR SERVICE PROVIDERS

#### Background

Many PPP arrangements assume that the interests of the poor are necessarily taken care of by provisions contained in agreements or by the mere fact that water supply is to be increased. This is not always the case as exclusivity clauses, service standards and tariff structures may in fact deliver the opposite of what was intended. The session aimed to discuss the various options available for dealing with the water and sanitation needs of the poor –urban and peri-urban – as well as those living in informal settlements, whose numbers are unfortunately increasing in most African countries. The objective of the session was to: i) review current trends ii) identify the constraints to service acting on both the private operator and the poor and the vulnerable, and iii) identify specific actions to make the connection between utility and poor consumers.

**While the poor may not always be the best customers for the "standard" house connection, this does not mean that they are unwilling to pay for other services tailored to their demand and capacity.**

#### Key issues

##### *Mutual distrust between the poor and the operator*

Both the utility and the poor customer can perceive a large number of obstacles (both real and imagined) to their satisfactory partnership. The private sector often assumes that its best chance of earning a profit lies among its wealthier customers, and fears that the poor cannot and will not pay. In fact the poor often pay far more per cubic metre than the rich, and are reported by some authorities to have a better payment record than the middle class, the wealthy or the government! From the perspective of the poor, the required lump sum payment to connect their home to the network can seem a prohibitive barrier to domestic water supply, even though, with appropriate credit arrangements, this can cost them less in the long run than their current water supply.

##### *Ability to pay and service standards*

While the poor may not always be the best customers for the "standard" house connection product of the utility, this does not mean that they are unwilling to pay for other services tailored to their needs. Utilities and regulators often know relatively little about the "informal" ways in which the needs of the poor are currently met; understanding these may show how the interests of both the poor and the utility can be better served. Small-scale intermediate franchises authorized and controlled by the utility can effectively serve the poor, through either the resale of household water (Côte d'Ivoire), the franchise of public taps (Côte d'Ivoire, Burkina Faso), or the bulk sale of water to Community-Based Organizations for resale (Zambia). Both Zambia and Burkina Faso also use the award of such franchises to further local community goals; in Burkina Faso the public tap franchise is only awarded to women's groups, the handicapped, or those identified as being poor, while Zambia has found local CBOs very effective in both revenue collection and the identification of the most needy in the community. Such an arrangement assures the utility some control over the quality of service provided while it offers the poor a service less expensive than a house connection, and some legal competition to the clandestine resale of water.

##### *Subsidies and payment arrangements*

Some utilities also try to address the needs of the poor through house connections. Subsidies of connection fees for those who need them, or schemes to spread the lump sum cost over a reasonable period of time, can provide many more connections, ensure a higher consumption of water for better health and hygiene, and encourage consumption

of the utility's product. Côte d'Ivoire and Burkina Faso both have experience of house connection subsidies for low-income groups, and have seen significant increases in the number of domestic connections as a result.

A variety of other subsidy or finance mechanisms exist in many African countries (including the lifeline of 6000 l/month/household which is free for poor households in South Africa) to meet the needs of the poor, and even more options exist which have not yet been tried.

### Role of NGOs and CBOs

Small-scale private providers (SSPPs), Non-Governmental and Community-Based Organizations (NGOs and CBOs) have played a leading role in service provision to the poor where public services have been inadequate. Their insights and experience in serving the poor, and their potential contribution as experienced partners for the utility, should be explicitly recognized, as highlighted by their formal inclusion in the water supply chain in Zambia and Burkina Faso.

**In many African cities, the long-term future of water utilities and the sustainability of reform will depend on success in extending services to low-income communities**

### Lessons and way forward

In summary, the needs of the poor can best be served through the following steps:

- i. Recognize that the poor are legitimate and significant stakeholders in the business of water and sanitation, and often pay far more than the rich per cubic metre of water consumed;
- ii. Take stock of the reality on the ground for the poor and learn about the systems by which their needs are met. Such systems may remain as credible alternatives to the utility, but may need legal recognition, regulation and management support;
- iii. Take note that the poor are willing and have the capacity to pay for services that are adapted to their needs;
- iv. Plan, from the beginning, to identify ways to ensure that the needs of the poor are reflected in the design, implementation, and follow-up to the reform process. The direct participation of the poor in the design, implementation and monitoring of the reform is the most effective way to protect their interests.

### Issues requiring further consideration

Sector practitioners as well as WUP may wish to address the following specific questions:

- What is the role of small/independent service providers?
- What regulations should guide the operations of small providers?
- What role should ability and willingness-to-pay studies, social mapping, community participation, operator/consumer relationship etc. play in addressing the interests and concerns of the poor?
- Who should champion the interests of the poor: is it the regulator, utility, government?
- Which provisions in PSP contracts deliver the contrary of what they are intended to achieve and what provisions should be included?
- What tariff structure best addresses the interests of the poor?
- Are subsidies the best form of support for the poor?



**Box 2: Preparing for PSP ... and the Poor**

*"Don't assume the poor will benefit along with others..."*

**Principles**

- Assess implications/potential/requirements for desired PSP model to improve services to the poor (obligations of Govt., PO)
- Develop information/knowledge base on customers, demand, service delivery arrangements early in the reform process
- Strategise when, where and how to incorporate services in the reform process (before, during, after PSP)
- Identify potential winners and losers/accommodate realities (SSPs)
- Specify desirable outputs/outcomes and allow innovation to arrive at best fit solution (informal, tenure, marginal)
- Tailor solution to particular situation...learn and adapt
- Design regulatory arrangements to include views/representatives of low income consumers (NGOs)

**Examples of Specific Actions**

- sample tools for working with alternative providers (training materials, financial management, agreements) - *Regulator*
- tariff reforms to ensure that poor are adequately understood and accommodated - *Government*
- poverty focussed performance targets (develop baseline information, delivery modes - SSPs) - *Transaction advisors*
- business/Service Delivery Plans that specify activities/financing requirements to extend services to LICs - *PO*
- in-house or out-sourced Consumer services/Outreach Services for reaching consumers in LICs - *POs*
- WTP assessments, consumer/market surveys, poverty mapping/baseline data, user consultations, - *Transaction Advisors*
- guidelines on output/outcome oriented standards - *Regulator*

## 5.2 TOWARDS SUSTAINABLE FINANCING OF WATER AND SANITATION SERVICES IN AFRICA: ACHIEVING COST RECOVERY

**Background**

The costs of providing conventional public services in low-income areas (informal settlements) are prohibitive. With the high levels of debt in many African countries and reduced official development assistance, there is considerable doubt that utilities in Africa can keep up with the water requirements of the rising urban population using conventional water supply infrastructure. This calls for use of cost-effective technology to provide services in low-income areas. Sustainable financing is heavily dependent on effective cost recovery. Since a large proportion of Africa's urban dwellers is classified as poor, a key challenge facing managers of water utilities in Africa is to provide services to the rising urban population, including the poor, in a financially sustainable manner. Preliminary findings of research carried out in Mombasa suggest that water utilities can optimize cost recovery through creation of beneficial exchange relationships with customers and potential customers in low-income areas and by application of appropriate tariff policies.

**Improved cost recovery, to ensure sustainability and improve services must be one of the cornerstones of water and sanitation sector reform.**

**Key issues**

The objectives of addressing the needs of the poor and ensuring cost recovery for utility companies are not in contradiction; well thought-out mechanisms for cross-subsidies, alternative service provision, and easing the cash flow demands upon the poor can allow the utility to survive whilst attending to their needs. Improved cost recovery, to ensure sustainability and improve service must be one of the cornerstones of water and sanitation sector reform. The poor performance of a number of public utilities is rooted in a policy of repressed tariffs which leads to lack of investment, poor maintenance, lagging coverage, and subsidized services reserved for the privileged who are connected to the network. The poor have however often been used as pretext for not raising tariffs even though they are the most denied in the provision of services.

## Conclusions

The main conclusions of the sessions were that: i) cost recovery is not an option but a necessity, and ii) cost recovery is feasible through the careful matching of services to the ability and willingness of consumers to pay. While "conventional services" are beyond the reach of all but the relatively wealthier fraction of the populations of Africa, appropriate service improvements above the status quo are feasible, provided that these improvements are designed on the basis of the community's and individual's willingness to pay. The application of commercial management practices is identified as the way forward to achieving the twin objectives of serving the poor and achieving financial sustainability. This can only be achieved if sufficient exchange of experience between countries, and between urban and rural experiences, is fostered. Strategies to strengthen community management options, (e.g. training, careful market research etc) are also identified. Case studies from Mombasa, Kenya and Kampala, Uganda were cited as supporting evidence.

The need to ensure the survival of African water utilities requires that there is sufficient generation of internal cash flow to meet expected expenditure. Governments and regulators should offer utilities the tariffs that will provide sufficient revenues to meet their long-term marginal costs. In addition government agencies must pay the bills for the services that they receive from the utilities in order to assist in the provision of service to the poor.

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## 6. FINANCING FOR AFRICA'S WATER SUPPLY AND SANITATION REFORM

### 6.1 EVOLVING ROLES OF FINANCING AGENCIES

#### Background

Funding available from External Support Agencies (ESA) for the water supply and sanitation sector has been declining. This is partly due to shifting priorities of donor countries and limited availability of soft loans and grant financing. Projects have had limited sustainability as a result of inadequate attention to institutional development and capacity building. As a result there has been a marked shift in ESA policy from purely engineering/hardware focus to institutional/software projects (policy formulation, capacity building, community development, gender issues, etc) and from projects to programs.

**There is need to review donor funding priorities and product lines to effectively assist countries in their reform efforts**

The focus of the session was to look at the perspectives of various financing agencies and sources in the context of the ongoing reforms. Contributions were made by the African Development Bank (ADB), the Development Bank of Southern Africa (DBSA) and a private operator (Groupe Vivendi).

#### Key Issues

##### *Policy Reform and Sector Coordination*

Government should take the lead in initiating sector reform and identifying sector needs and approaches to be followed. ESA policy and priorities differ greatly. Governments are often not aware of donor policy changes due to constant review and reformulation of policies. There is therefore the need for greater donor coordination and reconciliation of approaches. Some good examples of multi-donor support for Government Reform Process exist e.g. Zambia.

##### *Financial policies*

ESA financing policy and approaches (and resulting conditionalities) differ greatly. Conditionalities are intended to protect donors' interests and improve sustainability. Better management by Governments would reduce donor conditionality. It was clear that financing institutions are in favor of the move to find innovative financing mechanisms through partnerships with the private sector. The ADB, for example, provides support for i) policy reform, ii) technical assistance for privatization, financial assessments for projects (e.g. BOTs) and financing through loans, equity, quasi equity and guarantees. The bank can also act as a guarantor in cases where there is no sovereign guarantee.

The Development Bank of Southern Africa (DBSA) also serves as a catalyst for bringing private financing for WSS projects in the SADCC region, even though this has not been a significant proportion of their portfolio. In respect of public sector projects, the appraisal processes look at both the borrower as well as the project itself. At the same time both balance sheet and non-recourse (project) financing are available. The Bank is currently pursuing private project funding for capacity building and community development, and strengthening/involving the small private sector.

##### *Foreign exchange risks*

Recipient countries find it difficult to handle and manage the foreign exchange risk (due to currency fluctuation and deterioration). As a way of addressing the issue ADB, for example, has started providing lines of credit in Southern African Rand as a first step for meeting credit requirements in the SADCC region.

*Access to financing for Small-scale independent providers (SSIPs)*

Financing SSIPs, the local private sector and decentralized institutions is difficult. Innovative financing mechanisms (e.g. credit layering) are required to channel financing from ESAs through local finance institutions.

*Poverty and infrastructure development*

Due to the lack of adequate knowledge and definition of poverty, the correct balance between affordability/willingness to pay and full cost recovery has not been achieved. As a result there has been limited sustainability of infrastructure.

*Capacity Building for Sustained Sector Reform*

There is need for parallel assistance to government while utilities are being supported to enable them to provide sustained support after technical assistance contracts/projects end. Sustainable systems require skilled manpower. A key issue is on how to facilitate, build and sustain institutional capacity including attracting skilled personnel back to the continent.

**Recommendations**

- There should be mechanisms for channeling financial support to SSIPs (e.g. micro-credit), local governments, community organizations and the local private sector.
- Innovation in financing approaches should be encouraged, such as ADB lending in South African Rand, use of local and regional banks for channeling funds etc.
- There should be reform of procurement procedures for PSP to ensure greater transparency.
- There should be a clear policy for handling transitional period during implementation of the reform. It is particularly important to establish the level of support required from ESAs in moving the current tariff to the affordable cost recovery level.
- More donors should take up the issue of informal settlements with Governments and provide the necessary financing.
- WUP should disseminate information to its partners/clients regarding operations and policies of ESAs (e.g. links to websites).

**6.2 ROLE OF PRIVATE CAPITAL IN THE DEVELOPMENT OF AFRICA'S WSS SECTOR****Background**

International private water operators continue to play significant roles in the PPP programmes of African countries. Such participation roles have been through service or management contracts, leasing or concession arrangements, each carrying different levels of risk. Whilst water companies have made significant investments in Latin America with high levels of equity stakes, the same cannot be said for their involvement in Africa's W&S sector. High-risk BOT/BOOT arrangements are virtually unknown or do not last successful negotiations.

**Privatization has the potential to unlock access to alternative sources of finance as State funding and external aid are either no more available or much more restricted**

**Key issues**

The private sector has the ability to raise the balance of investment requirements of the WSS sector, if i) risks are apportioned fairly, and ii) the private sector is able to generate a fair profit. Private capital can play a role in African countries or big cities where the GDP/capita is not too low. Often, a lease contract is the most appropriate solution for PPP in the African water sector, with some exceptions. The comparison of a concession contract in Gabon (US\$4000/capita) and a lease contract in Niger (US\$200/capita) was given. It was mentioned that the higher the risk (for instance political or foreign exchange risks) compared to other parts of the world, the higher the expected return on investments.

Private funds would be available as long as the project is bankable. This comes into play where i) there are guarantees securing the flow of payments by municipalities and governments, and ii) there are sufficient and assured revenues from end users of the service, which requires improved confidence of the population in the private operator. However an investment fund in soft loans is indispensable at the initial stages of PPP for it to succeed.

## 7. KEY ASPECTS OF REFORM: CHOICE OF OPTIONS, BIDDING PROCESS AND THE REGULATORY REGIME

### 7.1 CHOICE OF OPTIONS

The choice of options for PPP has been covered in section 4.2.2 of this report and also came up in various country presentations. This is therefore not covered here extensively. The general consensus reached in all cases was that each reform is unique and that there is no generally applicable recipe. As such there is not one PPP (be it public-public or public-private) option that is 'best'.

One recurring theme was the concept of Public-Public Partnership, which was considered a useful alternative institutional option. This involves one public utility making its expertise available to another on a contractual basis. UMGENI Water, a public utility in South Africa, has developed various forms of collaboration with other public utilities, in and outside of South Africa. For example, a training programme was recently organized by the company in Ethiopia and a capacity building programme is currently underway in Nigeria.

**It is not the option chosen but the process by which the objectives of the reform process are achieved, that matters.**

Two issues were raised with the concept of Public-public partnership:

- Public-public arrangements have the inherent assumption that both public institutions are operating efficiently and they can share their relative strengths to their mutual benefit. If on the other hand one is strong and the other is weak then it would be interesting to know the basis for the contractual relationship – whether this is guided by pure public spiritedness or by a desire to make financial gains.
- The issue becomes more relevant in the situation where the 'efficient' public utility seeks business abroad. The question that arises is: how different are their shareholders' expectations from those of a private company's?

There is scope for public utilities to co-operate and share ideas through bilateral arrangements or through organizations such as the Union of African Water Suppliers (UAWS) or the Water Utility Partnership (WUP). However such arrangements do not carry in themselves the risks that would normally require a reward.

### 7.2 THE BIDDING PROCESS

#### Background

Some PSP processes have faced difficulties as a result of poor preparation and documentation, whilst others have experienced post-contract problems. As a result the obligations of the contracting parties cannot be enforced and this could lead to considerable litigation and the non-achievement of set objectives. The absence of adequate data and documentation could also be a strong pretext by the private operator to request renegotiations and to redefine obligations. In addition the lack of transparency in the procurement process has sometimes been a source of worry and has tended to alienate external support agencies from giving support to the WSS sector. The aim of the session was to discuss the essential features of a good bidding process and bid design. The main presentation highlighted the subject from the World Bank's point of view.

## Key Issues

### *Quality of the bidding process*

The quality of the bidding process is important for the sustainability of the relationship with the private sector, and with financing and external support institutions. This is determined by some of the following factors:

- adequate and reliable documentation, and a well-defined investment programme;
- clear and unambiguous rules known by all interested bidders;
- sufficient knowledge about the capabilities of all bidders;
- involvement of local investors as criterion;
- competitiveness; and
- transparency (including public opening of bids).

**The inclusion of a draft contract that forms part of the bid documents is one way of reducing the time between bidding and signing of the contract, as well as ensuring greater transparency**

The actual length of the bidding process has differed from country to country, according to difficulties and positive elements that were encountered. Some of the difficulties include:

- Lack of experience with privatization;
- Lack of reliable and comprehensive data on existing utilities, particularly as most of the assets are buried;
- Insufficient number of bidders.

Whilst it is recognized that procedures will differ from country to country, the inclusion of a draft contract that forms part of the bid documents was noted as one way of reducing the time between bidding and the signing of the contract with the private sector and ensuring greater transparency. This should be subject to discussions at a pre-bid conference and relevant comments on the contents can then be taken into account in shaping the final document. The successful bidder will be obliged to sign the final form of the document.

It is becoming increasingly common to have a 2-stage approach to bidding in which the technical proposals are evaluated on a pass or fail basis. The winning bid is then selected on the basis of the best financial proposal from among those who passed the technical evaluation.

### *Role of the World Bank*

The World Bank is prepared to finance some aspects of the works e.g. rehabilitation or renewal works, if the tender process was done through international competitive bidding (ICB). This can be done through an Operating Investment Fund (OIF) which can be used to carry out faster improvements and extensions. The private operator would be free to procure the works from eligible sources using its own procedures.

In order not to give the operator a pretext for delays in performing his obligations under lease arrangements, it is advised to delegate the responsibility of executing the works to them. Signing the contract should not, however, be an end in itself; it should serve as the beginning of an arduous and challenging relationship, which requires goodwill from both sides to achieve the ultimate objectives. It was pointed out that the higher the risks for the private sector, the more expensive the PPP will be.

## 7.3 REGULATION

### **Background**

While the role of the private sector should increase in most cases, the public aspects of water and sanitation services should not be compromised. Regulation, particularly economic regulation, is important to ensure that the interests of the utility operator and the consumer are brought to a convergence. In the established order of publicly-run utilities, government acted as the provider and the regulator at the same time, often to the detriment of both – low tariffs, low coverage. The experience in countries such as the UK is that PPPs drive greater efficiencies when there is a strong and independent

**Regulation is important to ensure that the interests of the utility operator and the consumer are brought to a convergence.**

regulator. The creation of an independent regulator and corresponding legislation before any major transfer of operational activity to the private sector can help to ensure the priority of the public interest through increased fairness, transparency, accountability and better monitoring of contract performance. In doing this, the active participation of consumers in the regulatory process cannot be ignored.

Some African countries have already set up bodies to regulate WSS, sometimes in addition to other utilities; others are contemplating the possible need for one. The session consisted of a presentation on the role of economic regulation, as well as case studies from Zambia, South Africa and Mauritania. These countries are at different stages of implementation of a regulatory regime for water supplies. Zambia and Mauritania already had a regulator in place, while South Africa is still in the process of considering whether or not to have one.

## **Key Issues**

### *Need for a Regulator*

It was observed that whether or not to have a regulator depended on the country in question. For example, Ghana, Zambia and Mauritania have recognized the importance of an independent regulator and have established one. However in Côte d'Ivoire, regulation is effected through the contract between the State and the private operator while in Senegal, regulation is effected through the contract between the asset holding company and the private operator. In the case of South Africa, regulation is currently effected by either local or regional governments. It was also noted that regulation should not be limited only to PPP's but should also be put in place, as necessary, for public utilities as well.

### *Autonomy/Independence*

The need for an independent/autonomous regulatory body was discussed. In the case of Mauritania for example, independence was reflected in specifying the duration of tenure and judicial immunity, thus ensuring that there is no conflict of interest between the regulators and the regulated. In addition to these, a regulator can only be removed, in case of misconduct, by the Regulating Council. In the case of Zambia, regulation is done by an autonomous statutory body.

### *Recourse to Appeal Mechanism*

In the Zambian experience the first recourse to appeal is to the Minister responsible for water resources management currently the Minister for Energy and Water Development. Subsequent to that, further recourse could be available from the High Court. The question was raised as to whether this recourse mechanism was appropriate. It was suggested that appeal issues were essentially technical and therefore any recourse to a court could only result in a judicial review. It was also suggested that having an ombudsman to receive appeals could be a more desirable alternative.

### *Scope of Mandate of the Regulator*

Discussions focused on the scope and mandate of the regulator as it relates to the setting of key social, economic and technical objectives. In the case of Zambia, the regulator's mandate was broad and covered all the three objectives, for which they set guidelines accordingly.

### *Single Sector vs. Multi-sector Regulation*

It was noted that countries have different approaches to this. Some favor multi-utility bodies while others are set up to deal with WSS alone, and indeed water supply alone. Decentralized administrations also affect the structure of the regulatory regime.

### *Size of Regulatory Bodies*

There was general consensus to have a lean institutional framework for the regulatory body in order to cut down costs. This could be effected through outsourcing of activities such as performance audits, water quality monitoring etc.

#### *Capacity of Regulatory Body*

In most African countries, the capacity and expertise of the regulatory bodies are generally inferior to those of the foreign operators. This state of affairs could compromise the effectiveness of the regulatory body.

#### *Regulation of Sanitation Services*

There was concern expressed over the general absence of regulation for sanitation services. Particular mention was made in the case of Mauritania, where the sector laws includes guidelines for sanitation regulation, which the multisectoral regulator is required to enforce.

#### **Conclusion**

The exact form of utility regulation will depend upon the legal and administrative framework of each country, and this will also be strongly influenced by the current and future extent of decentralization. Regulation should not follow PPP but should come before or be simultaneously developed as part of the reform process. There is a strong need to build local capacity to undertake regulation, viewed against the capacity and resources of the private, mostly foreign, operator.

Incentive regulation is a useful way of getting the private operator to improve efficiency.

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## 8. INSTITUTIONAL REFORM FOR SANITATION SERVICES

### 8.1 BACKGROUND

Within the sector, sanitation and hygiene promotion receive far less attention and fewer resources than does water supply. All over the world people are willing to pay for water, but less so for sanitation. Our use of words is revealing; in almost every language, the common word for excreta is an expletive, indicating the unpleasant and taboo nature of the subject. Even among professionals, the frequent shorthand reference to "The Water Sector" contributes to the ease with which sanitation and hygiene can be overlooked.

Despite these difficulties, the sessions on sanitation and hygiene attracted great interest and enthusiasm. The session began with a general presentation on the Need for a Strategic Sanitation Approach, and the Principles by which one has been developed. This was followed by descriptions of the institutional approach to sanitation in Burkina Faso, Senegal, and Zambia. A lively discussion followed, from which the following points of consensus emerged.

### 8.2 RECURRENT THEMES OF PRESENTATIONS AND DISCUSSION

*Sanitation is different from water supply in many ways, and needs to be handled differently.*

While the linkages between water and wastewater in "conventional" urban systems are clear enough, domestic water supply and sanitation in peri-urban areas are fundamentally different activities.

*Sanitation should be focussed at the household level.*

As emphasized in the Strategic Sanitation Approach, and reflected in the institutional strategies of Burkina Faso and Senegal, on-site sanitation is a family affair, while water supply is usually a community level activity. This means that the development and implementation of "projects" has a different style and rhythm, and different types of players.

*Sanitation needs its own institutions*

Following on from the two previous themes, it is not a coincidence that in two countries where relatively good progress in sanitation has been made (Burkina Faso and Senegal) the institutional arrangements for sanitation are clearly defined, with their own budget and sources of funding. A clearly identified sanitation agency or division helps to ensure:

- (a) that sanitation is the principal concern of the institution, as opposed to a lower priority for a combined water and sanitation group and
- (b) that sanitation is not automatically assumed to be equivalent to sewerage. Niger noted that it currently suffers from a problem earlier experienced by Senegal, a multitude of agencies having some responsibility or interest in sanitation, resulting in the risk of overlaps, gaps, and sometimes conflicting responsibilities.

*The peri-urban growth areas of cities are a focus of attention.*

These areas combine the twin hazards of rapid population growth with rudimentary existing infrastructure, so that sanitation hazards are greatest here, and a high priority for sanitation authorities. The existing limited sewerage networks are also a natural priority for sanitation authorities, but many more live unconnected to the network. Concerns have also arisen in both Burkina Faso and Senegal about the growing problem of small-scale industries' waste.

*The biggest issues are about promotion and attitudes, not technology.*

There was strong recognition of the need for the involvement and leadership of sociologists in the sanitation question. The general sense was that appropriate "software" and understanding of the perspectives of the community about sanitation were essential, although a case was also made for a return to more traditional approaches of by-law enforcement to encourage/require the construction of sanitary facilities. The point was made and generally accepted that part of the key to success was to "catch them young" and focus on primary school sanitation and hygiene, although it was also agreed that promotion to adults should not be neglected! (Burkina Faso has uniformed officers going from house to house to promote sanitation, apparently to good effect.) All are agreed on the need for good IEC.

*Partial or total sanitation and hygiene cost recovery through water tariffs*

This is a serious option to consider. This is being done in both Burkina Faso and Senegal, and is done in many other parts of the world.

### 8.3 GENERAL LESSONS LEARNT FOR THE WAY FORWARD

- i. Sanitation and hygiene should be included on the agenda of "water sector reform"
- ii. Sanitation is different from water, and requires different institutions and approaches.
- iii. Reforms must build on the social sciences to understand the realities confronting the poor, and how best to sell sanitation and hygiene.
- iv. Much of the good work in sanitation and hygiene is currently done by NGOs and CBOs. The rest of the sector must learn from their experiences, and recognize their great value as partners in addressing these needs in a practical and sensible manner.

<b>Box 3: Cost Allocation and Financing Mechanisms - Based on "Incidence of Benefits"</b>				
Incidence of Benefits	Service Type	Cost Allocation to		Financing Mechanisms
		Investments	O & M	
Private	On-plot infrastructure (e.g. household latrines, WC fixture + septic tank, house-to-house waste collection, tertiary drainage)	Households	Household	Home saving + in-kind labor Neighbors labor Credit scheme Subsidies for targeted component and over a limited demonstration period (investments only)
Neighborhood	Share neighborhood infrastructure (e.g. Neighborhood public latrines or sanitation marts, institutional –school, prisons, health centers, latrines, collector sewers, waste transport, secondary drainage)	Communities Government, utilities	Block Governance unit (ward, unit committee, commune) School Hygiene Education Committees	Neighborhood taxes Rotating credits Community tariffs User fees Private sector financing (leasing and BOT)
Public	Infrastructure and services with broader externalities (e.g. treatment facilities, landfill, primary drainage, artisan training, hygiene promotion)	Municipality Government, Utilities	City or village wide District wide Nationwide	General city or village taxes (property rates, surcharge on utility bills) National indirect taxes (central government or local government transfers, donor transfers) Private sector financing (Leasing, Concession, BOT)

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## 9. WATER SECURITY THROUGH INTEGRATED WATER RESOURCES MANAGEMENT

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### 9.1 BACKGROUND

Water is an economic, social and natural resource that must be managed in an integrated manner. Hitherto, the issue of water resources management has in most instances been ignored and relegated to the background in the water supply sector. However, water is a finite resource subject to increasing competition for its use. Therefore as we look at the reform of the WSS sector we must be mindful of the efficient management of the resource itself to meet all its competing demands. The economic pricing of water to reflect its scarcity, and demand management in the face of growing populations, adverse climatic conditions, industrialization etc. should be focal points in shaping the reforms.

**Reform of water laws cannot be done in isolation of other laws governing the development, use and management of other resources**

The session on Water Security consisted of presentations and discussions on integrated water resource management (IWRM), and water demand management as it relates to African cities.

### 9.2 INTEGRATED WATER RESOURCES MANAGEMENT (IWRM)

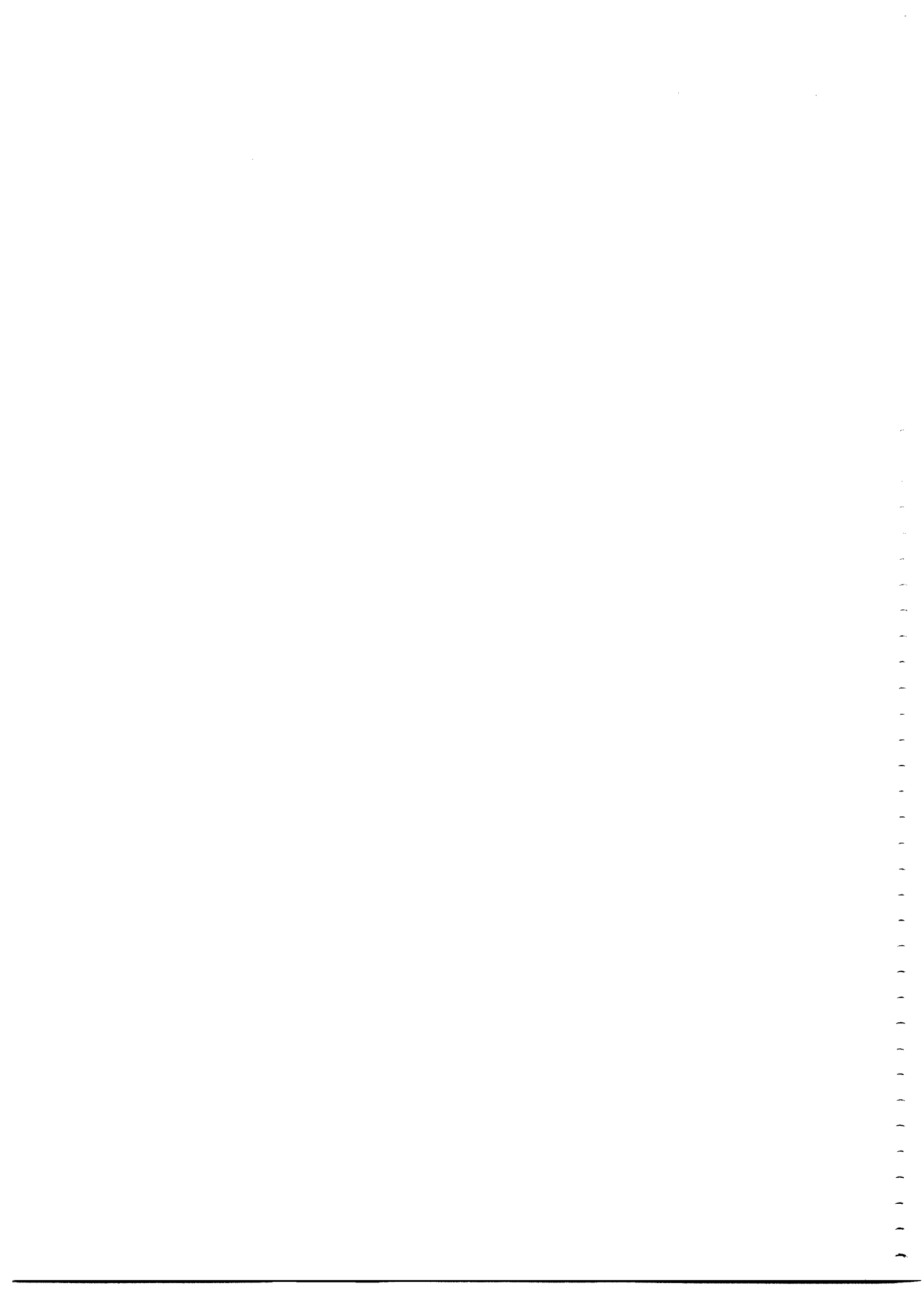
IWRM can be defined as:

*A dynamic process of devising and promoting alternative and coordinated sequences of development and management interventions in water, land and related resources, and selecting the sequences or activities that will optimize the achievement of economic and social well being of all stakeholders in an equitable manner and at the same time ensuring the sustainability of the ecosystem.*

Some of the important elements of IWRM principles necessary for the success of the reform process were given as the following:

- Creating appropriate institutional and legal reforms to drive the change;
- Stakeholder participation which leads to harmony among all interested people;
- Financial reforms that ensure that water is managed as an economic good, and;
- Private Public Participation introduced, as it is perceived as being efficient and financially sound.

In order for reforms to be sustainable these have to be carried out in an integrated manner as most of the activities are inter-related and other sectors also have a role to play.



#### Box 4: ADB's Policy Statements on Environmental Issues

1. Water is an environmental good with three major dimensions: (1) it is required by all living creatures and it is vital for the survival of ecosystems; (2) as part of the natural environment, it is an asset with aesthetic values; (3) it is an essential component in the positional transfer of matter and energy. Although these environmental dimensions cannot always be assessed in monetary terms, they should be evaluated through the decision-making process.
2. The African Development Bank will only finance water related projects for which adequate environmental impact assessment have been conducted, and where the costs of necessary mitigation measures have been incorporated into the overall project costs.
3. The ADB will promote the treatment of domestic and industrial wastewater as essential to the environment in general and health in particular. In general, the level of capital investment in sanitation and treatment facilities is relatively low compared to that of water supply facilities. The Bank will only finance water supply projects, for which the sanitation and wastewater aspects are adequately covered, if applicable. This means that either treatment facilities have to be installed in parallel, or it must be shown that the self-purification capacity of the water system is sufficient to handle the wastewater effluent.
4. The ADB will also promote the reuse of treated wastewater for suitable irrigation and industrial activities, as a means of water conservation.
5. The ADB will support the sustainable development of coastal environments and internationally coordinated environmental protection policies, in which the global solidarity principle is included (i.e. countries have a common responsibility for not polluting shared coastal environments). In this context, the Bank will assist Regional Member Countries to have access to grants from Global Environmental Facility.
6. The ADB supports the envisaged activities set out by the Convention on Drought and Desertification and will seek to increase its involvement in providing support for the implementation of these activities.
7. The ADB urges countries to incorporate policy on management of solid waste management into national IWRM Programmes and the National Environmental Action Plans.
8. The ADB highly favors the establishment of cross-linkages between National Environmental Action Plans and Integrated Water Resources Management.
9. The ADB will promote the introduction of clean technologies to reduce industrial waste emissions.

Source: Summary of the Integrated Water Resources Management Policy the ADB, By Tefera Woudeneh

## 9.2 WATER DEMAND MANAGEMENT

The presentation on water conservation and demand management (WC & DM) re-emphasized the need to manage water in an efficient manner. It was highlighted that because of unequal distribution of water caused by nature or unfair allocation by man, there was need for proper water management. This is especially important as more often than not demand usually outstrips supply, and the role of WDM is to maintain an appropriate equilibrium to ensure environmental integrity.

In formulating a WDM policy/plan, the starting point is normally an assessment of the current consumption trends, including a determination of the amount of unaccounted-for-water in existing water supply systems, to see where savings could be made. A review of the infrastructure as well as the water demand trends is useful for the formulation of a plan.

#### Some WDM instruments

- Economic tools (pricing, polluter pays etc)
- Technical measures (leak detection, retrofitting)
- Legislative measures and institutional set up arrangements
- Awareness, information and educational campaigns.

A few countries in Africa, among them Botswana, Namibia and South Africa, have championed the approach and incorporated it into their legislations. UNCHS (Habitat) and UNEP are also implementing a programme for African cities to effectively manage the growing urban water crisis and protect the continent's threatened water resources.

**By reducing the need for continuing expansion of conventional water supply systems, Water Demand Management can "buy time" by delaying large capital investments for the development of new water resources**

## THE CASE OF NAMIBIA

In relation to IWRM/WDM, the steps taken to come up with a management plan to address the water supply challenge for the City of Windhoek in Namibia was discussed. Prior to the plan the available water resources would have been depleted within 5 years if the water demand at the time were allowed to grow unabated. To provide the water needs of the city's growing population, management and institutional arrangements had to change (leading to the formation of NAMWATER and the commercialization of bulk water supply), full cost recovery was adopted and a demand-managed approach was instituted to maintain an equilibrium between customers' needs and available resources. The initial steps in developing a management plan was to examine the social, financial, technical, economic, institutional and environmental issues as they relate to water resources management. The city opted for an approach of optimizing available water resources, conserving and replenishing underground resources and controlling demand. Existing water reclamation facilities were extended, a detailed study of the aquifer feeding the network of boreholes was commissioned and a WDM strategy was adopted. Many functions were outsourced to the private sector to improve service delivery. The result of the integrated approach is that the available resources are expected to sustain the city up to the year 2015.

### Lessons learnt

There are two ways that reforms can be implemented: either to start by reforming the urban water supply and sanitation sector directly or to start by reforming the whole water sector before moving on to look at the domestic water supply sector (e.g. Zimbabwe). However IWRM can be done at a river basin level. There is need for integration of sectors, as well as administrative integration to make one institution at the national level responsible for IWRM.

A leak detection programme is a very important component of WDM. In Dakar, Senegal, a leak detection programme was put into place where unaccounted-for-water was reduced from 32% to almost 26%.

The issue of government departments that use a lot of water but fail to pay for it for this needs special attention. A method of making them use less water and to be more efficient should be devised.

In order to effect IWRM, it is important to realize that water permits all activities that other sectors might want to embark on. However whatever steps are taken will eventually impact on the others in terms of water resources management. Water should therefore be dealt with at a national level before WDM is implemented, and the focus should be on sustainability.

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## 10. COUNTRY CLINICS

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### 10.1 BACKGROUND

On the afternoon of the second day, conference participants were invited to gather in country "clinics" to address country-specific problems. Before the clinics, country teams met to take stock of their situation, identify relevant lessons from the preceding conference discussions, and identify problems on which they could seek help from other conference participants. During the clinics, participants received advice and suggested directions from others with experience in the problem area.

On the morning of the third day, seven countries reported their "clinical findings" back to the plenary. These countries were: Ghana, Kenya, Mauritania, Niger, Nigeria, Senegal and Zambia. These reports are included in the full report, but some typical examples are shown below.

### 10.2 ISSUES ADDRESSED IN THE CLINICS

- Participants learned about the water surtax used by Burkina Faso and Senegal, to finance sanitation services; and, Niger will follow up.
- Senegalese participants learned about Mauritania's Agency for Universal Access to Services as a way of coordinating across sectors in the provision of basic needs through a single multi-sectoral regulatory agency
- Achieving Integrated and Sustainable Water Resources Management (Mauritania)
- Setting the term of a lease contract (Mauritania)
- The challenge of the transition from public to private. (Nigeria)
- Choice among many PSP options (Nigeria)
- Labour issues of Redundancy, Retrenchment, Redeployment, Severance, Transfers to the new Operator, etc. (Ghana)
- Institutional rationalization (Nigeria)
- Financing of the regulator (Niger)
- Small town water supply management (Niger)
- Involvement of small and medium scale enterprises in sanitation (Senegal).
- Price stability, cost recovery, and compatibility with ability to pay (Mauritania)

### 10.3 LESSONS FROM THE CLINICS AND CONFERENCE

- Remain alert during the implementation of reforms, especially regarding contract terms (Niger)
- The arguments for an independent regulator (Mauritania)
- Need for clear and coherent regulatory framework (Nigeria.)
- The body of knowledge on PPP in developing countries is only just evolving. One must keep one's mind open, as there is a spectrum of options, and not a single PPP mix. (Zambia)
- The Government should study the implications of whole country vs. single city PSP, how to avoid cherry-picking. (Kenya)
- Make sanitation part of the reform package (Niger)
- Reconfirmation (from experience exchanged with other countries) of the need for sociologists as well as engineers in improving sanitation. (Senegal)
- Need for effective public awareness at all levels to ensure success of reform process (Nigeria).

#### 10.4 FUTURE DIRECTIONS FOR WUP

Country clinics also reported back some ideas for future WUP activities. The responses, and the conference evaluation forms, clearly reflected participants' appreciation of WUP's role in facilitating networking and the exchange of experience. Suggested activities included:

- Study tours from countries early in the reform process to those further along, to learn about problems and opportunities during the transition (Ghana)
  - Conferences and workshops to exchange experience (Niger)
  - Networking support in water resource management know-how (Niger)
  - Conduct a 'mid term review' of sector reform to draw lessons from various countries (Mauritania)
  - Advocacy to Senior Government Officials, politicians, parliamentarians
-



## 11. CONCLUSIONS AND WAY FORWARD

### Box 5: Statement from the Consultative Meeting of Ministers, Kampala

#### Reforms of the Water Sector

The ministers fully support programmes to reform the water supply and sanitation sector with a focus of improving efficiency, sustainability and accessibility to investment funds. However, for any reform programme to be successful all options of institutional arrangements must be laid on the table with the implications of each option clearly stated. Any reform must take into account each country's political, socio-economic context. Accessibility to water supply and sanitation services is a highly political issue. For reforms to succeed there must be strong political will and commitment. Therefore, the political leaders should be fully involved in the reform process.

#### The poor are a key element in the reform process

Any reform programme must recognize the existence of the poor and provide programmes that will ensure provision of services to the poor.

#### Water Resources Management and Development

Given the semi-arid characteristic of most African countries water resource management and development is one of the critical issues for the future of Africa. Therefore, there is need to support efforts for infrastructure development, while avoiding the negative impact on the environment. International support is needed in both cases.

#### Rural Water Supply

Issues of urban water supply and sanitation are very important. However, there is need to also address the critical issues of Rural Water Supply and Sanitation especially in recognizing that a bigger part of the African population lives in Rural areas. We therefore, call for another meeting to deal with rural water supply and sanitation issues.

#### Water policies

Countries must be assisted to develop comprehensive water policies, which clearly define responsibilities for each of the main stakeholders.

#### Future directions of meetings

The region needs to speak with one voice especially when it comes to dealing with the international arena and external support agencies. Regularizing the regional conference on water and sanitation is one way of securing the required common voice.

#### Policy Makers and Professionals

There is strong need to fill the information gap that usually exists between the policy makers and the professionals in order to avoid non-convergent action.

#### Decentralization and capacity building

The decentralization process has proven to have a positive impact on Water and Sanitation as long as sufficient emphasis is put on maintenance of infrastructure. Therefore capacity building of local authorities and communities should be one of the main targets.

#### The following participated in the Consultative meeting of Ministers:

H.E. SHIFERAW Jarso, ETHIOPIA; H.E. MOLELEKI Monyane, LESOTHO; H.E. MLANGA Lee, MALAWI; H.E. SMIT Paul, NAMIBIA; H.E. FARAH Mohamoud Abdi, SOMALILAND; H.E. KAJURA Henry Muganwa, UGANDA; MUNG'ARO Gideon Maitha, KENYA; KANGWA Patrick, ZAMBIA; TREPPER Elaine, NAMIBIA; RWAMABUGA Juste- ADB, COTE D'IVOIRE; KHALIF NUR, PUNTLAND STATE; KAHANGIRE Patrick, UGANDA;

#### and organizers:

MWANZA Dennis- WUP; CROSS Piers - WSP-AF; MBASSI Elong Jean Pierre (Chief rapporteur), MDP;

### 11.1 SUMMARY

The reform of the WSS sector is gaining momentum throughout Africa. The need for change is no longer in question, but the form and the process for effecting the change will differ from country to country. There are some common features of the reform programmes which are a *sine qua non* if reform should succeed in achieving its objectives. Whilst some processes have moved very fast, others have been slow, indicating in most cases the lack of sustained political will to see through the reforms. Yet others have met with opposition from concerned stakeholders because

#### Conclusion and Way Forward

of the perceived impact of reforms on their livelihoods. Appropriate channels of communication with and participation of the major stakeholders is the way to deal with this. The people who should benefit most are the poor and underserved and reform should constantly examine how this is being achieved. Reform should not be confined to the narrow subject of water supply alone. The issue of sanitation and hygiene should gain equal prominence, as should the management of the resource itself.

The presence in Kampala of 38 African countries is a testimony to the seriousness with which WSS issues are being tackled.

## 11.2 THE WAY FORWARD

The conference demonstrated the value of learning from experience, and the key role that WUP can play in promoting such change. A number of issues remained unclear for participants and WUP was requested to follow up through further conferences and workshops, and building a database on good practices. Some of the specific questions have been raised in the report of the sessions. In particular WUP was requested to consider the following activities as part of its current mandate:

- Provide a continuous update of the progress of reforms in African countries, and disseminate this to utilities, governments and their partners, as well as sector professionals. This shall include identifying both good practice and the lessons learned from less successful practice.
- Facilitate interaction between African water and sanitation utilities undertaking reforms and their various partners at bilateral and multilateral levels.
- Follow up on a number of specific issues highlighted at this conference. WUP will facilitate a workshop on water, sanitation and the urban poor later this year; similar meetings should be organized by WUP or by other partners around a range of other critical issues raised, but not resolved, at this conference. These include such topics as gender, decentralization and regulation, sanitation, and the needs of small towns.
- Take the lead in working with other sector partners to organize learning and training activities on specific themes directly related to the theme of the conference namely: regulatory options, financing, use of local capacity and human resources in the context of reform and institutional options for sanitation delivery;
- Collaborate with sector partners in sponsoring regional workshops on broader subjects brought up in the conference, in particular water supply services in the context of decentralization.

**Reform should not be confined to the narrow subject of water supply alone. The issue of sanitation and hygiene should gain equal prominence, as should the management of the resource itself.**

## 12. EVALUATION AND FOLLOW-UP

### 12.1 PARTICIPANTS' FEEDBACK

In a nutshell, the message from the evaluation is that the Kampala Conference met a real demand and gathered the right constituency. Its program addressed the right topics but it could have been more effective with more rigorous time management and more time for exchanges

Appendix 1 presents the responses to Part 1 of the evaluation questionnaire, which asked participants to rate the Conference on relevance, usefulness etc. The written comments under Part 2 have been regrouped in Appendix 2 under broad themes emerging from the responses. The outstanding points from the 203 responses (about 70 % of all participants) are as follows:

- Strong interest from participants in *regional experience* with WSS sector reform and strong demand for more systematic and objective analysis of country cases and distillation of good practices.
  - 70 % of respondents rated the information acquired as highly useful: ratings 4 (high) or 5 (very high) under Part 1 of the Evaluation questionnaire;
  - 67 % (total of ratings 4 and 5) felt that the Conference had fully matched its objective of drawing lessons from regional experience;
  - 139 written comments and suggestions were directed at the topic of regional experience: 87 as responses to the question :"*found most useful*" and 52 as comments and suggestions for future work mostly under the headings: "*to do differently*" and "*other comments/suggestions*" of Part 2 of the Evaluation Forms.
- The *thematic coverage was found useful*, especially: services to the poor, IWRM and regulatory issues. The evaluation showed demand for further thematic exchanges on: (i) sanitation and waste water; (ii) services to the poor; and (iii) WSS for small towns and rural communities (separate conference)
  - 72 % felt that the Conference content matched the announced objectives
  - about 140 written comments focused on the Conference themes, 85 under the "*found most useful*" column and 52 as suggestions.
- Participants *greatly valued the opportunities for one-to-one contacts and networking* offered by the Conference. The participants mix (essentially: institutional players in urban WSS) was well chosen. The evaluation had voices for more active involvement of civil society actors and learning institutions.
  - 79 % of participants rated the conference as highly relevant to their current functions;
  - 33 written comments stressed the value of networking opportunities
  - "pursuing contacts and maintaining network" came up in 38 responses to "intended follow-up to the Conference".
- While expressing strong *overall appreciation for the Conference*, participants had two consistent comments on program design and delivery:
  - i. they felt that the *program was too rushed* and did not allow enough time for interactions and group work ;
  - ii. they called for *more effective time management and facilitation*.
    - 70 % rated the overall usefulness of the Conference high or very high (rating 4 or 5). A lesser proportion, i.e. 50 %, felt that the Conference effectively focused on what they needed to learn, and 52 % found that the Conference had fulfilled the objective of exploring options for further progress at the country level.
    - program design and delivery was the object of 301 written comments and suggestions. While about 30 % (88) of these comments came under the "*most useful*" column; the majority 70 % (213) came either under the "*least useful*" (45) and "*to do differently*" (168) columns.
    - among the limited number of comments and suggestions dealing with various aspects of "support and logistics", 11 concerned translation services.

### 12.2 INTENDED FOLLOW-UP BY PARTICIPANTS

The question "*what do you intend to do as a result of your participation in the Conference*" elicited comments from almost all respondents confirming the relevance of the Conference as well as its value in increasing awareness on sector reform. The responses have been regrouped under three broad headings (Box 1):

- Almost 70% of the respondents (and 50% of the total number of participants) indicate their intention to apply acquired knowledge to ongoing reform programs (25 %) or and promote and disseminate it in their organization (45 %).
- Another 20% indicated their intention to pursue exchanges and strengthen networking among professionals and institutions engaged in WSS sector reform.
- About 10% explicitly referred to follow-up actions related to local authorities, small towns and rural communities

<b>Box 6 : Intentions on Follow-up</b>	
I intend to:	Times mentioned
<b>1. Apply and disseminate</b>	
- use to improve relevant aspects of reform program in my country/city (all stakeholders)..... "as Chair of Advisory Committee I will call attention to unresolved issues: bidding problems, labor issues, transition"; "As Director of Planning in my company (water and sanitation department) I will work for a better participation to the reform of the WSS sector, broadly understood".	(135) 44
- disseminate themes/outcome of conference in my organization/country/region..... "initiate dialogue on reform in my country"	34
- promote/support reform/investment in WSS in my country.....	23
- use conference material in my work..... "pursue the labor involvement"; "deal with and retrenchment issues"; "look into the possibility of forming a regulatory body"; "participate in the selection of a private operator for WSS in my country"	24
- rethink strategy for involvement in countries..... "meeting with participants to further discuss donors support for PSP"; "mobilize the people about payment for water"; "focus more on policy development to enhance stakeholders participation in the reform process"; "organize a debate in Canada"; "consider IRWM in all project design I do for World Vision"; "engage in water demand management	10
<b>2. Networking and exchanges</b>	
- follow-up contacts, maintain network.....	(38) 20
- seek collaboration to exchange experience with utilities.....	7
- support and maintain contact with WUP.....	6
- document experience of my organization.....	4
<b>3. Local authorities, small towns and rural communities</b>	
- promote/support reform/investment in WSS in my city/district/municipality.....	(17) 10
- promote improvement in rural WSS with counties and communities.....	2
- start PPP for small towns.....	2
- report to network of mayors and local authorities.....	1
- work on capacity building for local authorities 2.....	1

### 12.3 LESSONS AND FOLLOW-UP BY WUP

The points concerning *more time for exchanges and more effective time management* together with the specific suggestions reported in Appendix 2 should be taken fully into consideration at early stage of planning of future similar events. The uncertainty and piecemeal assembly of the funding, which prompted a postponement of the Conference, were a factor in the fact that detailed planning and preparation got into high gear only in late January 2001. The large attendance, 300 plus, greatly surpassed the design number of 120. While this illustrates the interest in the Conference and the networking capacity of WUP, it is clear that the large number became a limiting factor for group interactions and exchanges.

The Conference has contributed to strengthen WUP as an effective organizer and network anchor for the constituency of institutional actors engaged in urban WS services. The written comments (Box 2) show a strong demand for learning and knowledge sharing on sector reform and institutional issues related to WSS services. They also show that the participants see a WUP as the initiator/leader for a large menu of follow-up activities as well as their link to other regional partners.

<b>Box 7 : WUP Follow-up; suggestion from participants</b>	
<b>General</b>	<ul style="list-style-type: none"> <li>- periodic stock taking following the Kampala Statement</li> <li>- fact sheet on WUP</li> <li>- consolidate the WUP program</li> <li>- concentrate on one "mobilizing" theme: services to the poor, sanitation</li> <li>- improve on networking</li> <li>- "... do not become a tail of the companies" (i.e. large multinational operators)</li> </ul>
<b>Regional experience on reform</b>	<ul style="list-style-type: none"> <li>- fact sheet on countries,</li> <li>- systematic overview/evaluation of country experience with reform</li> <li>- make lessons from experience available</li> <li>"more concrete examples", "how, what and who", "quid of well performing public utilities, do they need reform?"; "more from host country"; "more best practice"; "cost benefit analysis of reform options".</li> </ul>
<b>Themes (ranked by number of "hits" re. Appendix 2)</b>	<ul style="list-style-type: none"> <li>- urban sanitation/waste water management</li> <li>- services to the poor; "impact of reform on the poor"; "informal settlements"; "cost recovery"</li> <li>- financing , regulation , risks and pitfalls of PPP</li> <li>- supply side IWRM water conservation</li> <li>- decentralization and small towns</li> <li>- labor issues from the perspective of the staff of utilities, local capacity utilization</li> <li>- communication/participation process</li> <li>- donors to support development of policies to support PPP-based reform</li> </ul>
<b>Country support</b>	<ul style="list-style-type: none"> <li>- make information available for country that are initiating reform</li> <li>- establish a network of best practice exchange</li> <li>- support to countries that are less advanced</li> </ul>

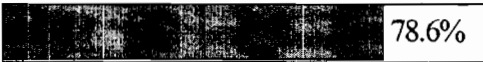
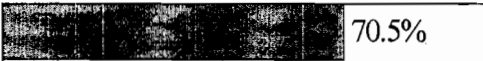





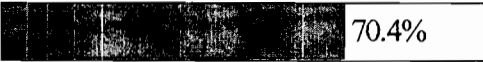
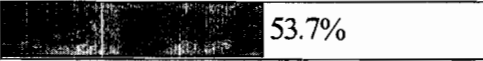
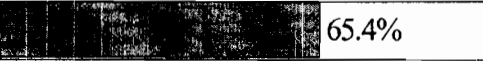
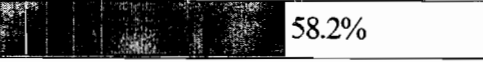
The above suggestions will provide substantive guidance to WUP and its partners in planning the next phase of Project # 1. Priorities will have to be set in line with relevance for WUP's core constituency, i.e. African WSS utilities (UAWS) and WUP's comparative advantage.

- (A) WUP working with its key partners, would **take the lead** for activities that are priorities for its core constituency and for which it has a comparative advantage. These may include
  - awareness and political support
  - periodic assessment of the state of reform in WSS sector
  - networking
  - country cases and lessons on process management, communication and local capacity
  - sanitation services in the framework of sector reform
  - service to the poor (link with Project 5)
- (B) WUP would work in **partnership with specialized institutions** for themes which are priority of its core constituency but for which it has no comparative advantage
  - regulation and financing; partners: PPIAF, IMO, WBI, AfDB.
  - demand management (link with Project 3) and integrated water resource management (IWRM); partners: AWRMF, Habitat, GWP and regional TAC.
- (C) For other subjects of interest to broader constituencies, WUP would act as **sponsor and co-convener**. Its role would be to ensure the participation of its core constituency and disseminate the outcome. These may include:
  - institutional arrangements for WSS services to small towns and rural communities; key partners: MDP (Cotonou), WSP-AF, ITN's/SoK.

In conclusion, the overriding message from the Conference is that the demand for learning and knowledge sharing on WSS sector reform should drive WUP's follow-up. WUP credibility and the critical role of its core constituency, i.e. African WSS utilities, are a sound basis for further support to WUP Project # 1.

APPENDIX 1

**EVALUATION : SUMMARY OF PARTICIPANTS RATINGS (from 203 responses)**

<b><u>QUESTIONS</u></b>	<b><u>AVERAGE</u></b> (average of all ratings*)	<b><u>RATINGS</u></b> (percentage of respondents that gave ratings* 5 (highest) or 4 (high))
1. Relevance of Conference to your current work or functions	4.3	 78.6%
2. Usefulness of information that you have acquired	3.9	 70.5%
3. Focus of Conference on what you specifically needed to learn	3.5	 50.5%
4. Extent to which content of Conference matched announced objectives	3.8	 71.7%
4A. ... the objective to draw lessons from regional experience	3.9	 67.2%
4B. ... the objective to explore options for further progress at country level	3.5	 51.6%
4C. ... the objective to define future agenda for regional work	3.4	 50.3%
5. Overall usefulness of Conference	4.0	 70.4%
5A. ...overall usefulness of Plenary Sessions	3.6	 53.7%
5B. ...overall usefulness of Working Groups	3.8	 65.4%
5C. ...overall usefulness of Clinics	3.6	 58.2%

\* Respondents were asked to give ratings between 5 and 1:

- 5 very high, very good, surpassed
- 4 high, good, fully achieved
- 3 in the norm, generally achieved
- 2 low, below norm, not achieved
- 1 very low, unacceptable, not achieved at all.

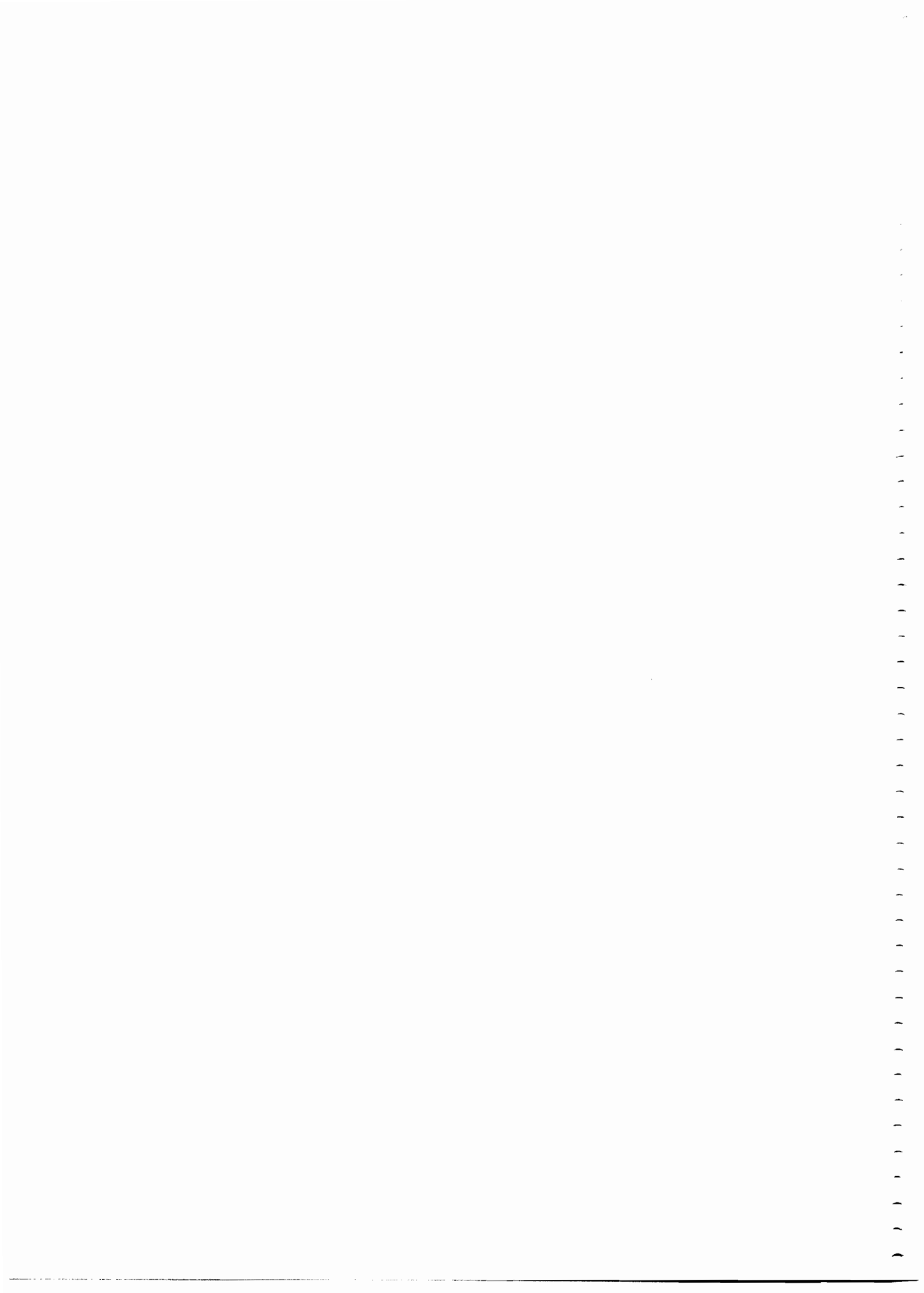
## APPENDIX 2

## EVALUATION: SUMMARY OF PARTICIPANTS WRITTEN COMMENTS (from 203 responses)

MOST USEFUL		LEAST USEFUL		TO DO DIFFERENTLY	
<b>Regional experience (87)</b>		<b>Regional experience (8)</b>		<b>Regional experience (44)</b>	
- exchanges on experiences among African countries/stakeholders	73	- not enough on practical problem solving and on obstacles/failures	7	- more practical/objective accounts of country experiences including problems and failure	22
- providing an overview of the reform movement in Africa and in the world	14	- underlying assumption that all countries are at the same level	1	- systematic overview of country experience	15
<b>Themes (85)</b>		<b>Themes (8)</b>		<b>Themes (54)</b>	
- addressing needs of the poor	12	- WRM	2	- more on urban sanitation/Waste Water (separate conference)	12
- IWRM and demand management	12	- water as a right	2	- more on services to the poor	6
- regulation	10	- presentations by private companies	2	- more on rural WSS (smaller conference)	6
- consensus on the need for reform	8	- tendency to link reform with privatization	1	- more on cost recovery linked with service to the poor (re. informal settlements)	3
- how to initiate and manage reform	8	- emphasis on large multi-national instead of local operators	1	- more on risks and pitfalls of PPP	4
- options for PPP	7			- more on financing	4
- tariff reform & cost recovery	6			- more on decentralization and small towns	3
- emphasizing sanitation and hygiene	4			- more on regulation	3
- bidding process	4			- more on gender/equity	3
- emphasis on stakeholder involvement	4			- more on IWRM, conservation	3
- donors policies	2			- more on labor/staff issues	2
- legal and institutional aspects	2			- more on local capacity utilization	2
- water rights vs. cost recovery	2			- more on communication & process	1
- labor	1			- donors to formulate their policies on PPP	1
- emphasis on holistic approach	1			- conference for politicians	1
- emphasis on political commitment	1				
- RSA Public-Public experience	1				
<b>Program design and delivery (88)</b>		<b>Program design and delivery (45)</b>		<b>Program design and delivery (168)</b>	
- congratulation/appreciation to organizers	19	- announcement/publicity for upcoming events disrupting program	10	- more time for exchanges	31
- coverage and usefulness of topics	19	- need for better time management	5	- fewer presentations, more time for discussion	25
- working groups	19	- too much in plenary, lack of debate	4	- more effective time management/facilitation	22
- clinics	12	- lack of feedback in WG and clinics	4	- more time for working groups	15
- presentations in plenary session	6	- too many general presentations	4	- documents ready upon arrival	11
- working papers	4	- too many private advertisement	3	- better preparation/facilitation of WG and clinics	10
- panels	3	- too many official speeches too long	3	- allow speakers adequate time	8
- pre-conference info excellent	3	- too many presentations from MFIs	3	- time too short, more days	7
- good balance between themes	1	- too much repetitions	2	- smaller groups, more interactive sessions	6
- support team helpful, high performing	2	- rushed presentation of papers	2	- less UN-programmed/irrelevant presentations	5
		- stereotype World Bank prescriptions	1	- better defined objectives and sharper focus	5
		- presentations quality and length	1	- time for activities not sufficient	5
		- break out groups not productive	1	- more interactions, more time for reports	4
		- country clinics not well prepared	1	- better screening of papers/experts	4
		- reports from WG not well structured	1	- better advance information	3
				- more emphasis on clinics	2
				- two days only	2
				- more time to look around	2
				- consider evening sessions on best practices	1
<b>Participants mix (41)</b>		<b>Participants mix (3)</b>		<b>Participants mix (16)</b>	
- opportunities for one-on-one interactions and networking	33	- NGO's concern not fully considered	2	- more involvement of NGO's	4
- good mix of participants	3	- civil society under-represented	1	- " of universities, enterprise, consultants	3
- different institutional background	2			- " of ministries/units dealing with privatization	3
- WB participation	2			- " of ministries dealing with WRM and with regional/local authorities	1
- attendance by ministers	1			- " of engineers and local elected officials	1
- presence of utility managers	1			- limit number of participants (100)	2
				- more involvement of consumer organizations	1
				- " of women	1
<b>Others (4)</b>		<b>Venue/logistic/supports (7)</b>		<b>Support and logistics (20)</b>	
- good WATSAN literature available	2	- venue and format not user friendly	3	- improve translation/interpretation	11
- discovery of WUP	2	- sponsorship support insufficient	2	- deliver bags on first day	4
- good venue and logistics	2	- review organization and logistics	1	- ensure that microphones, PC's, projectors work	3
		- welcome committees should do better		- better integration of Francophone and Lusophone countries	2
		- leave hotel choice to participants	1		

Note: - Numbers indicate number of times that a given idea/comment came up in 203 written evaluation forms.

- Recognizing that what participants choose to write about is just as important of what they wrote, comments were regrouped under broad recurrent themes emerging from a first analysis.





## **CONFERENCE WORK PROGRAMME**

### **DAY 1: MONDAY 26 FEBRUARY 2001**

#### **OPENING SESSION: Issues And Challenges For Africa's Water Supply And Sanitation Sector Reforms**

- 0.1 Welcome remarks, Patrick Kahangire, DWD, Uganda
- 0.2 Keynote address: Issues and challenges facing Africa's water supply and sanitation delivery: theme and objectives of the conference, Dennis Mwanza, Managing Director, WUP
- 0.3 Official opening message: delivered by Rt. Hon Apollo Nsibambi, Prime Minister of Uganda, on behalf of Her Excellency the Vice President of Uganda

#### **SESSION 1: The political economy of water sector reform**

- 1.1 Enhancing public-private partnerships, Prof. Richard Franceys, IHE DELFT
- 1.2 Uganda's water and sanitation reforms, Patrick Kahangire, DWD, Uganda
- 1.3 Thirsting for efficiency: the politics of water reform; effect of reform on performance of urban water utilities. George Clarke, World Bank
- 1.4 The challenges of managing water and sanitation services in an African city, Anthony Still, Johannesburg Water Company, South Africa
- 1.5 The integrated water resources management approach – a policy perspective of the African development bank, Tefera Woudeneh, African Development Bank (AfDB)
- 1.6 Panel discussion: role of the major stakeholders in the reform process

#### **SESSION 2: Addressing the interests of the poor and vulnerable groups in the reform process**

- 2.1 Water and sanitation services for low-income urban communities: ensuring service delivery through private sector service operators, Mukami Kariuki, Water And Sanitation Program - Africa
- 2.2 Towards sustainable financing of water and sanitation services in africa. Sam kayaga, consultant, uganda, in collaboration with Teun Bastemeyer, Director, Streams Of Knowledge, IRC, The Netherlands and Cyrus Njiru, WEDC, United Kingdom
- 2.3 Discussions, questions for working groups
- 2.4 Parallel working groups
  - 2.4.1 Strategies and tools to address the interests of the poor: Experiences from Burkina Faso, Côte d'Ivoire, Zambia
  - 2.4.2 Initiating and managing the reform process: Experiences from Ghana, Malawi, Mozambique, Senegal
  - 2.4.3 Labour rationalisation, retrenchments and use of national capacity
    - (a) Experiences from Senegal, South Africa, Zambia
    - (b) Public-private partnerships in the water supply and sanitation sector: risks and opportunities for utility employees. Javier Jarquin, Program Officer, World Bank Institute
- 2.5 Working groups reports to plenary

### **DAY 2: TUESDAY 27 FEBRUARY 2001**

#### **SESSION 3: Financing Strategies For Africa's Water Supply And Sanitation Reform**

- 3.1 Financing Africa's water and sanitation needs, Juste Rwamabuga
- 3.2 Raising private financing for African water and sanitation investment, Karen Brettenbach, Development Bank of South Africa
- 3.3 Water as a constitutional and basic human right in conflict with cost recovery, Robin Stein, Attorney, South Africa
- 3.4 Comments, Jean-Pierre Lasseni-Duboze, SEEG Gabon

#### **SESSION 4: Key aspects of reform: PPP options, bidding process, regulatory regime.**

- 4.1 Public-private partnerships for municipal water services, Marie Marguerite Bourbigot, Vivendi Water, France
- 4.2 Public-public partnerships, C. Molepo, Umgeni Water, South Africa

- 4.3 Selecting a private operator, Jan Janssens, Senior Water Sector Specialist, World Bank
- 4.4 Regulations and incentives as means of addressing interest of all stakeholders and enhancing competition, Allan Booker, Consultant
- 4.5 Comments, Phillipe Belanger, Lyonnaise des eaux
- 4.6 Parallel working groups
  - 4.6.1 The choice of options for PPP: Experiences from Ghana, Namibia, Niger, Senegal
  - 4.6.2 The bidding process: experiences from Gabon, Mozambique, Senegal, Tanzania
  - 4.6.3 Regulatory regime and contract implementation and monitoring: experience from Côte d'Ivoire, South Africa, Zambia
- 4.7 Working groups report to plenary
- 4.8 Technical clinics / Consultative meeting of ministers
- 4.9 Country clinics

### **DAY 3: WEDNESDAY 28 FEBRUARY 2001**

#### **PARALLEL SESSIONS :**

- 5.1 Institutional reform for sanitation services
  - (a) Urban sanitation: The need for a strategic approach, Lukman Salifu, Water And Sanitation Program
  - (b) Experiences from Burkina Faso and Senegal
- 5.2 Water security through integrated water resource management
  - (a) Integrated water resource management (IWRM) the necessary framework for sustainable sector reform, Prof. Mujwahuzi, University of Dar Es Salaam, Tanzania
  - (b) Demand management, Andre Dzikus, UNCHS (Habitat)
  - (c) Commercialisation of the bulk water supply sector, Kuiru Tjipangandjara, Namwater
  - (d) Integrated water resources management, City of Windhoek, Ferdi Brinkman, Namibia
- 5.3 Evolving role of external financing institutions
  - (a) Experiences and challenges of financing WSS projects in Africa, Gennet Yirga-Hall, African Development Bank
  - (b) Panel discussion

#### **SESSION 6: Highlights Of Country Action Plans**

- 6.1 Reports from country teams followed by comments on common trends and lessons.

#### **SESSION 7: Open Session To Discuss Way Forward On The Reform Of The Water Sector In Africa**

- 7.1 Panel discussion
- 7.2 **Caucus of stakeholders:** politicians utility managers private sector donors.
- 7.3 Reports from Stakeholders Caucus to Plenary.
- 7.4 **Follow Up Actions Wrap-Up And Summary Of Conference Conclusions** Chair: J. P.

#### **CLOSING SESSION by Minister of Water and Natural Resources Uganda**

### **DAY 4: THURSDAY 1 MARCH 2001 (Optional activities, some by invitation)**

- 9.1 Field visit organised by the National Water and Sewerage Corporation Uganda (open to all but requirement to sign up in advance)
- 9.2 Meeting for all the Chief Executives of Water Utilities in Africa organised by the Union of African Water Suppliers (by invitation from UAWS).
- 9.3 Special workshop to define follow up activities organised by the WUP (by invitation from WUP).

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