

WSUP Learning Week 2011

**Institutional Change:**  
*Contributing factors and tipping points*



Final report – July 2011

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## **Introduction**

WSUP Learning Week is an annual event, allowing for WSUP projects to share experiences and to extract key lessons from field projects. WSUP's Learning Week 2011 took place from 12<sup>th</sup> to 19<sup>th</sup> May. The Projects Group (PG) facilitated a series of teleconferences, attended by WSUP project teams and Project Directors. The core issue addressed was that of institutional change, with a focus on how this had come about, i.e. the contributing factors and tipping points. Participants also identified obstacles and constraints preventing institutional change.

The contents of this Report are based as much as possible on the verbatim comments of the WSUP project staff during the calls; the PG's role has been to organize these comments and perform a light edit.

Learning Week also followed up on two topics from the Project Implementation Workshop held in Maputo in November 2010: gender and learning. Project teams were invited to provide updates on progress in these areas. During the discussion, other points of interest arose and these are recorded here for completeness.

## **About the WSUP Projects Group**

Alan Etherington is currently Senior Advisor to the African Cities for the Future programme of WSUP funded by USAID. He was the WaterAid representative on the WSUP PG for five years until March 2011 when he handed over that role to Erik Harvey. He has worked in the WASH sector for over 25 years as an evaluator, a specialist in non-engineering aspects and a programme manager. He was WaterAid's Country Representative in Nepal in the early 2000's and is currently a WASH Consultant based in Ottawa, Canada.

Erik Harvey is Technical Support Manager at WaterAid, based in the UK. He has over thirteen years of rural and urban water, sanitation & hygiene development experience in South Africa, Mozambique, Mauritius, China and the UK.

Dr Helen Pankhurst is a Senior Technical Advisor for the Water Team of CARE USA, she is based in the UK and has a remit of support to CARE's water sector work internationally. Helen is also a trustee of WaterAid.

Dr Alison Parker is the Course Director for Community Water and Sanitation on the Water Management Programme at Cranfield University. Her teaching commitments are mainly within the Community Water and Sanitation option of the Water Management postgraduate programme. Alison is engaged in research and contracts within the fields of water and sanitation in low-income countries.

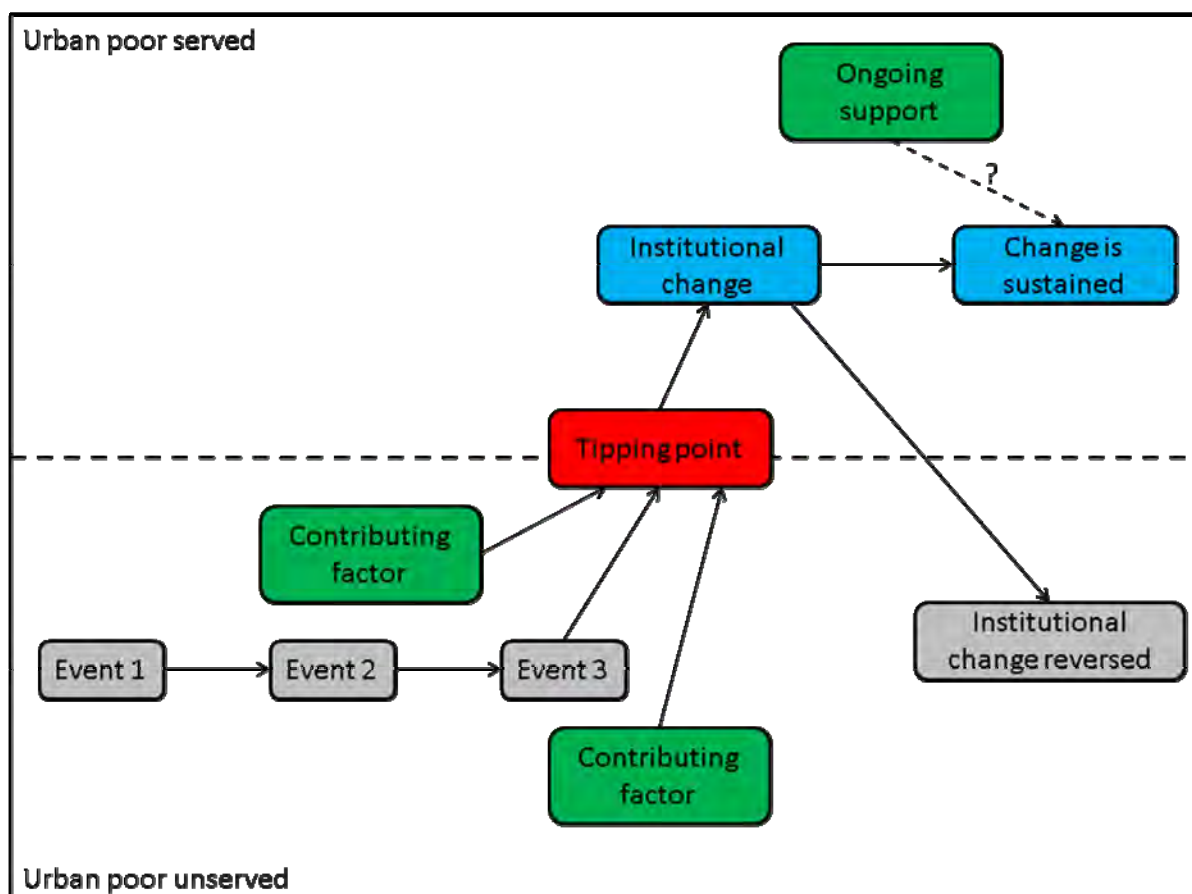
Patricia Schelle is a policy officer with the Freshwater Team of WWF International. She is based in Scotland and is currently working on developing WWF's work on freshwater ecosystem services. She has represented WWF on the PG since 2007.

Kevin Tayler is an external member of the PG. He is an independent consultant, specialising in water supply and sanitation with over 20 years experience of urban infrastructure initiatives in low-income areas. He is a member of the World Bank's Sanitation and Wastewater Advisory Team (SWAT) and has worked, directly and indirectly, for many of the international agencies. His work experience covers Africa, including 2 years in Southern Sudan, lower-income Middle Eastern countries and South and East Asia, particularly Pakistan and India

## Part I: Institutional changes observed in WSUP-supported LSPs and the contributing factors or tipping points

### Conceptual model of institutional change

The premise of WSUP is to strengthen the capacity of service providers and others to provide sustainable water and sanitation services in low-income urban communities. In this context institutional change is both complex and necessary. The Learning Week discussions highlighted several mechanisms for institutional change which are summarised in the diagram below. Generally, a sequence of events leads to a tipping point where the change occurs (although in practice it is sometimes hard to pinpoint exactly when the tipping point occurs). As well as these sequential factors, there are often parallel contributing factors at work. The hope is that the institutional change achieved will be sustained, although ongoing support from external agencies may be required to ensure this, depending on how robust the change has been.



The institutional changes identified by the WSUP project teams in Learning Week 2011 are described below using this conceptual model.

Eight institutional changes that emerged from the discussions and summary are described below, including how they come about and their impact. The summaries are not comprehensive; they are a reflection of the key points that emerged during the discussions.

## **Institutional Change #1: A dedicated low-income unit has been set up or enhanced**

*A unit within a utility that is dedicated to the urban poor can use service delivery models that are appropriate to the urban poor and can be staffed by people who are dedicated to them. Its remit is to focus on their needs and to advocate within the wider utility to reallocate resources to the urban poor, resulting in expanded or improved services for these areas..*

### **Contributing factors to setting up or enhancing a low-income unit**

- Acknowledgement of a right to water for the poor
- Availability of hard data to support the advantages of a low-income unit to the service provider (for example financial benefits, but also reputational advantages)

**Dhaka:** A Low Income Community unit was established in DWASA which currently has a staff of three people. Contributing factors that led to the establishment of the unit include:

- WSUP put the case for and convinced DWASA that it could increase its revenue and reduce illegal connections.
- WSUP also convinced DWASA that the 4 million people living in slums (37% of the total population) had a right to water.
- WSUP and other organisations organised workshops for staff to meet with NGOs, CBOs and communities which reduced the initial uncertainty around the unit's role and structure and strengthened the interest in a pro-poor approach.
- WSUP provided the hard evidence by preparing maps of slums showing existing pipes, connections (legal and illegal) and leaks.
- The MD of DWASA became supportive of the new slum connection policy.

**Lusaka:** The profile of the Peri Urban Department (PUD) within LWSC has been enhanced and receives more support than it did previously, when it tended to be overlooked because it did not bring in much revenue. Contributing factors include:

- WSUP was able to support major changes in an unplanned, politically sensitive area and increased daily consumption three-fold to 1 million litres/day with only £40 000, an amount which initially did not excite much interest in LWSC.
- Under a consultancy agreement, WSUP has supported LWSC to generate better financial data and technical information which allows it to prepare financial plans and seek investment funds from the Devolution Trust Fund (a government supported fund to which donors can contribute. It is for peri-urban service extension and can be accessed by commercial utilities); previously no data were available which made it hard for the PUD to write evidence based proposals.
- A workshop at the beginning of the planning process which involved the various departments of LWSC, including engineering, marketing, finance, purchasing and the MD. The workshop provided a platform for developing greater understanding of the role of the Peri Urban Department.
- WSUP addressed one of the LSP's priorities - increasing the water provided to unplanned areas.
- Interventions have responded to the problems experienced by communities so they are more confident in LWSC. LWSC are learning to respect the peri-urban communities and a better relationship has therefore been generated.
- The management of LWSC recognises that the activities of the Peri Urban Department can contribute to improving the organisation's public image and reducing complaints. Political pressure on the service provided has reduced which has pleased the LWSC Managing Director.

- The process of knowledge and skills transfer, particularly in relation to legal issues such as the registration of Water Trusts, has made other LWSC departments more aware of the work being carried out by the PUD.
- The manager of the Peri Urban Department is very supportive and engaged. However, if the manager moves away, the unit's success could be at risk. There is a need to ensure that other key personnel are building their experience and that processes are documented so that others can do the work.

This institutional change may not be permanent and continued support will be need so the unit continues to remain influential. However, the MD of LWSC has expressed the view that the support to the Peri Urban Department will continue as long as it makes financial sense (particularly for sanitation which is currently seen as unprofitable).

**Tana:** In JIRAMA a community unit, in essence a pro-poor unit continues to operate.

See also the point from Bamako under "Responsibility for decision making is decentralised".

### **Institutional change #2: There is a new approach to Non Revenue Water (NRW)**

*For many utilities NRW is their most pressing issue, so if WSUP can help them address and substantially reduce this problem, WSUP becomes an ally and is provided with the opportunity to table discussions about the economic and social case for engaging with urban poor. Generally, high levels of non-revenue water mean the utilities have limited water supplies and cannot extend into new areas, for example where the urban poor live. Reducing NRW increases utilities' revenue, so they are able to invest in new infrastructure. However, utilities are also reluctant to engage with the urban poor as they believe it will increase their NRW - if they have the capacity to monitor their network closely, then no water will be lost or stolen and the poor but often dense urban areas become profitable.*

#### **Contributing factors to a new approach to NRW**

- Understanding that engagement with the poor reduces NRW, rather than increases it
- Establishment of a dedicated team to address NRW
- Demonstration/pilot projects and training
- Evidence of financial benefits in addressing NRW
- Understanding of NRW management techniques

**Tana:** In January 2008, at the initial stage of WSUP programme, an assessment of the capacity building needs of JIRAMA was undertaken and an NRW programme was among the needs identified. This 2009 in 2 pilot areas, however it was not until December 2010 that the senior management understood the objectives, principles and benefits of the programme and established a NRW unit to work in Antananarivo and all other towns in Madagascar. The unit will systematically monitor visible and non visible leaks, starting in the western zone, and is composed of key staff from a range of departments. In March 2011, a Leakage Detection Department was also created to deal with visible and non visible leaks. This Department has 5 staff, and recruitment is ongoing. The tipping point for NRW was the value demonstrated by the pilot program and initial training. A contributing factor was JIRAMA and communities responding to WSUP helping them meet what they perceived to be their important needs.

**Maputo:** In October 2010 WSUP provided a "hands on" training attended by FIPAG and ADeM focused on how to reduce NRW. Although ADeM were not very interested, FIPAG (the asset owner)

were and asked for more training for more of their staff as well as for staff of ADeM and EMA (a small operator). FIPAG also brought its staff from outside Maputo for the training. In the meantime, ownership changed in ADeM and FIPAG became the major share owner of ADeM. As part of the change there was a programme to improve ADeM's operating efficiency and this included a target to reduce NRW from 65% to under 50%. FIPAG then encouraged ADM to create a NRW and leakage management unit. This is still new and ADeM has not yet recruited staff for the unit yet, though they have contacted one of the WSUP staff with interest in recruiting him. WSUP has also been asked for more training. This institutional change is likely to extend beyond Maputo. The tipping point was the realisation of the ease with which ADeM could increase its revenues and also save money. The initial training program showed simple leakage management techniques that didn't require sophisticated skills or equipment. They learned that walking along the pipes can help identify physical leaks, finding on average one leak every 50m. By addressing these easy wins, they could reduce the losses by a minimum of 5% very quickly and easily.

### **Institutional change #3: Service delivery shifting from NGOs to LSPs and local government**

*Whilst NGOs do extremely valuable work with disadvantaged groups, in most cases they are a stage in a process with LSPs having the longer-term and more sustainable capacity to deliver services at scale.*

#### **Contributing factors to shifting service delivery to LSPs and Local Government**

- Improved trust and relationships between community and service provider

**Bamako:** In the past, the elected representatives proposed projects to be funded and implemented by NGOs. At present elected representatives are involved in implementation by the creation of Commune level Technical Units and taking more ownership of the process, including the role of monitoring.

**Kumasi:** When WSUP first started exploring possibilities for work in Kumasi, there was a lot of distrust between the community and the local water utility. The community did not want the utility to have anything to do with the new system. Now the trust between the community and the water utility is much higher. The tipping point was the utility offering to drill bore holes themselves thereby contributing by covering costs and actively engaging in service delivery, rather than letting WSUP pay for the drilling and then just stepping in and taking the asset for themselves. Another contributing factor was the utility realizing the importance of engaging with the community at the design phase, for example involving them in the specifics of location of tap stands and other design choices. The service providers have found this approach useful and cost-effective and there is a real hope that they will continue to use it in the future.

### **Institutional change #4: Responsibility for decision making is decentralised**

*Large organisations can be very bureaucratic and getting decisions made can be a lengthy process, particularly if the decision makers are unfamiliar with the details of the case in question.*

*Decentralising decisions to local offices can speed them up, which means more people are served quicker, including the urban poor.*

**Dhaka:** DWASA agreed to decentralise responsibility for slum water services to the Zonal Engineering Departments.

**Bamako:** Three out of six communes now have a four person Technical Unit which carries out small projects and prepares tender documents and letting contracts for facilities such as tap stands and school toilets. A steering committee has been set up with representatives of all six communes in Bamako. This decentralisation has not faced any opposition. Contributing factors include:

- The support from WaterAid and WSUP, specifically to collect data on water points and latrines at the commune level that facilitates planning. These include information on existing infrastructure and its functionality.
- WSUP's support facilitates the implementation of an existing decentralisation policy.
- A process to identify capacity building needs. Required competencies and training needs have been identified and some training has been delivered by WaterAid
- The attitudes of key individuals, particularly the 3<sup>rd</sup> Deputy Mayor, who is responsible for water supply and sanitation.
- WSUP convinced the Technical Unit staff to see the social value of what they are doing, rather than focusing on personal financial rewards. This was possible after a lengthy engagement.

### **Institutional change #5: Development of appropriate approaches to sanitation**

*Sanitation for the urban poor is often a service that does not have an institutional home or a clear strategy. However, the needs and constraints are very different from those of high-income areas which are either served with a sewerage system or private septic tanks. Where LSPs exist that take on the urban poor sanitation needs, appropriate approaches need to be developed and implemented.*

#### **Contributing factors to developing appropriate approaches to sanitation**

- Willingness to try out new approaches
- Managing expectations of sanitation standards

**Kumasi:** There has been a change in attitudes to standards in public latrines. A high standard public latrine opened in May 2011. The expectation is that that this will provide an example of good practice that could affect the whole public latrine scene in Ghana. The tipping point was the visit of David Kuria, founder of EcoTact, from Kenya to Ghana, who demonstrated an alternative which included the possibility of generating revenue from using the space around the toilet for other purposes. Other contributing factors include:

- WSUP's interventions
- Private sector and banking sector interest in funding entrepreneurs who are willing to build and operate public toilets.
- Champions within LSPs to push changes forward and sustain them once they have been achieved. In particular the level of interest of the local chief in Kotei.

**Nairobi:** A pioneering sludge management strategy has been defined, which involves the gulper mark 2 transferring sludge to the biocentres which then discharge to the sewers. The importance of this example lies in the attempt to find a solution to one of the perennial problems of sanitation in densely populated poor urban settlements, namely the problem of sludge removal which ensures a sustainable sanitation service.

### **Institutional change #6: Improved policies on connection fees**

*Traditional policies on connection fees require large lump sums to be paid up-front. These are often unaffordable to the urban poor combined with poor people's fear of the whole process of how to go about being connected both become obstacles - alternative approaches are required.*

**Maputo:** The old process for getting a household connection was ineffective – the utility simply waited for people to come and costs were high. WSUP worked with NGOs to increase communities' awareness of the processes required to be connected and the costs involved. The NGOs also provide support to the communities with their applications. Now AdeM have an improved policy on household connections and the cost of connections has also been reduced.

### **Institutional change #7: CBOs modelling changes then taken up by LSPs**

*CBOs can assist in, or even take full responsibility for, service provision in contexts where traditional LSPs are not able to bring services to urban poor consumers.*

**Tana:** The Water User Associations have covered their water kiosk operation and maintenance costs and used the remaining revenues to fund sanitation, hygiene promotion, canal cleaning and the rehabilitation of another six water points. The initial programme in the Urban Commune of Antananarivo has now been expanded by the Municipal Hygiene Office to thirteen further fokontanies with no external financial support, and there are plans to expand it elsewhere in the city. In order to clean canals, the Water User Associations sit on a platform (called RF2) with representatives of Fokontany, representatives of community and riparians, and contribute part of their income. Contributing factors are:

- Capacity building from WSUP and their partners
- Communities responded when WSUP could help them meet what they perceived to be their important needs

**Maputo:** In the past the committees were not functioning and any that were did not take heed of the policy of gender representation. With this background there has more recently been training provided to committees and local government representatives to discuss water, sanitation and gender issues. In the planning of these discussions the Councillor, who is a woman, invited WSUP to provide a training to all the local leaders increasing the scale of these discussions and raising the importance of water, sanitation and gender issues, well beyond the WSUP areas. The result is that WSUP revitalized committees and took the gender consideration in the leadership of the committees seriously. Good examples of community leadership from the field have created a channel for communication between community and government. An example of effective community management is the community group in Chamanculo-C that worked together to install electricity in the sanitation block that had been provided with WSUP assistance, improving the project beyond what had originally been envisaged. Also institutionalized is the division of roles, for example if the chair is a woman the vice-chair is a man. This approach is providing a way of demonstrating how you can apply the gender equality policy.

**Maputo:** The communities are now able to manage public latrines. At a certain stage in the consultation process the ownership has to pass to the community. The communities then come up with their own management approaches - each one is different. A water and sanitation commission supports the Municipality to supervise the sanitation facilities already in use.

### **Institutional change #8: New and improved partnerships**

*There are many stakeholders in urban poor service provision, so if the partnerships between them can be strengthened, improved services will result.*

**Maputo:** WSUP have been working with schools to ensure that water and sanitation facilities continue to operate and are well maintained. It used a CBO to train the school committee, as well as

do the awareness campaigns involving communities living around the School to support the school directorate on controlling all the infrastructures at the school. The school then decided to contact the Health Ministry for ongoing support in hygiene and health promotion. There is now a link between school and Ministry of Education which is permanent and will continue even after WSUP leaves the school. A few additional schools, as well as the Ministry of Education are keen to replicate this model. Also to provide security, the School is discussing and involving the Municipality Police representatives in order to establish strategies to protect the infrastructures against vandalism.

**Bamako:** WSUP has tried to broker links between the Mali National Water Facility and local government. This is providing systems that allow existing policy to be implemented.

**Tana:** The Urban Commune of Antananarivo(CUA) is formulating a strategy to scale up community water and sanitation services in the long term. They are planning over 1000 water kiosks which will be managed by Water User Associations (WUAs) and cover all the unserved areas of the CUA, in partnership with interested private sector and civil society organizations. This approach will ensure sustainable operation and management of the infrastructure. The WUAs will need to achieve 100% cost recovery, although they have low operations costs. If the kiosks are managed efficiently, the WUAs can invest in their refurbishment or construct more water kiosks – they are not expected to return profits to the municipality. A contributing factor to this strategy was the successful partnership between BMH/CUA and WSUP to improve water and sanitation services within the CUA area of Antananarivo.

## Conclusions

Reminding LSPs of their moral obligation to serve the urban poor can be powerful. However, it is unlikely that changes will occur unless LSPs are convinced of its commercial viability and that its existing financial situation will not be adversely affected. If LSPs can further be shown that they will increase their revenue by serving the urban poor then changes may be even faster.

Some LSPs simply do not know how to serve the urban poor and WSUP can share service delivery models, financial tools and technologies that are appropriate for dense, poor and informal settlements. This may also build LSP's capacity to apply for donor grants which further motivates them to serve the urban poor.

Institutional change can often be a matter of timing – a number of events happen simultaneously and these create the momentum for change. It is also important to understand the wider context and how WSUP's work and influence is played out in parallel with other influences – in some cases different stakeholders have built momentum by working together, in other cases the influence of WSUP stands out more dominantly.

Key individuals within the service providers can drive changes forward, however the change needs to be embraced at all levels in the organisation, from senior management to junior operatives (e.g. meter readers). Otherwise if these key individuals change roles, the change may not be sustained. Once the key individual has been convinced, rolling out that conviction and capacity building to his or her colleagues is important.

Urban poor service provision has a number of stakeholders who might not normally be in communication with each other, for example CBOs, utilities, municipality and governments. One of WSUP's roles is to strengthen these links and convince service providers that if they work together they can achieve their aims – both those of serving populations and making a profit.

## **Part II: Obstacles and constraints to institutional change in WSUP supported LSPs and some solutions**

Despite the efforts of WSUP to encourage LSPs to serve the urban poor, there are still a number of obstacles and constraints which are preventing institutional change. A lack of finance is obviously one, though project teams were asked specifically to describe non-financial issues. The WSUP programme teams listed a number during Learning Week and these are described below. In some cases, a solution is being trialled or has been suggested.

### **Obstacles to change #1: Political uncertainty**

**Tana:** The difficult and uncertain political situation means many officials are unwilling to make decisions until this is resolved, or if stakeholders do not agree with the political views of the government they refuse to work with them on service delivery issues. There is a new constitution. Budgets for public institutions have been reduced and recruitment has been frozen, including in JIRAMA and the CUA, both key departments for WSUP. WSUP grants have allowed some progress but the political situation makes replication and embedding very difficult. In addition, restrictions imposed by donors as a response to the crisis results in additional problems, for example USAID funds do not currently allow WSUP to undertake direct financial disbursements under an MOU with local authorities for the ACF project.

### **Obstacles to change #2: Lack of support from national government**

*Governments can introduce policies which hamper the efforts of LSPs.*

**Lusaka:** As a public institution LWSC is required to use government procurement procedures which cause long delays, as all procurements go through the Public Procurement Authority.

**Maputo:** There are increasing demands by central government on LSPs, without commensurate increases in support.

**Bamako:** There is a need for political decisions to be taken at the national level to support local level institutional changes, for example to formally adopt successful practices and arrangements that have been piloted at the local level.

### **Obstacles to change #3: Reluctance to associate**

**Tana:** There are eight Fokontany involved in cleaning drainage channels as part of the RF2 programme. Six have made formal arrangements with the commune, but two don't want to work through an association, instead they want to work through the Fokontany.

### **Obstacles to change #4: The political space in terms of gender taken up by violence against women**

**Maputo:** There is a need to create a discussion about gender, water and sanitation at policy level but this is not seen as a priority in terms of the dialogue on gender policies issues within Mozambique. Instead the focus is on violence against women. A solution could be to show that violence against women is linked to water and sanitation and that by improving services and proximity to homes violence will also be reduced.

### **Obstacles to change #5: Lack of vision to serve the urban poor**

*LSP staff require a vision and motivation to serve the urban poor as it seems not as easy as serving more affluent populations.*

**Lusaka:** The Peri Urban Department attracts a low level of interest because it has a low level of procurement.

**Bamako:** People who have the vision to serve the urban poor are hard to find in Mali. The public utility has little interest in the poor, as they do not believe they will be profitable, they live in unsurveyed areas and the security of investment is not guaranteed. For example, a pipe is being put in, only to find out that boundaries have shifted and other developments are authorised on top. For the municipalities, they need to comply with the development plans that have been made. A solution in other cities has been to take people out of their context to see alternatives themselves, for examples trips by NCWSC to Brazil and by LSPs in Maputo to Manila.

### **Obstacles to change #6: Key stakeholders/individuals unsupportive of programme**

*Although it would be ideal if LSPs immediately embraced measures to improve services to the urban poor at all levels, the reality is that key individuals either drive it forward or hamper progress.*

**Tana:** WSUP would like to promote direct voluntary participation of local stakeholders without incentives. However, one of the mayors has been asking for an incentive from local stakeholders to get things done. Unless the mayor is rewarded, progress will be slow.

**Kumasi:** Changes in the management of Aqua Vitens Rand Ltd (AVRL), delaying the uptake of the devolved management model.

### **Obstacles to change #7: Obstructions by illegal water vendors**

**Nairobi:** As part of the NRW management plan, six staff worked for six months removing illegal connections and inspecting water meters. The community members who were selling-on water from the illegal connections did not like this. The solution has been dialogue and capacity building. Vendors are invited for a discussion, to establish customer relations and formalise the connection and water meter once they are convinced that they can still make a profit and that the water supply will be better.

### **Obstacles to change #8: No one takes responsibility for sanitation**

*Sanitation needs a clear strategy and investment. However, it can fall outside the remit of any service providers so no one addresses it at all. This is particularly a problem for on-site sanitation.*

**Maputo:** The responsibility for sanitation is fragmented and nobody takes responsibility for it overall. The city wide sanitation strategy undertaken with WSUP support may provide a framework for a solution.

**Tana:** There is a complicated municipal structure with the CUA as well as its six arrondissements. Key areas fall outside the remit of any organisation. WSUP have tried to organise meetings to clarify the roles and responsibilities of each stakeholder on the monitoring of WUAs. For technical services this has worked but at a higher level responsibilities are diffuse and information is low.

### **Obstacles to change #9: Community concerns about the disruptions during implementation of sanitation provision and contested ownership of assets**

**Nairobi:** Communities were concerned that they would be displaced during the installation of sewers. The solution was to take community members to other areas where sewers have already been installed. When infrastructure is installed it is owned by the Water Board and this has upset communities who feel that they should own it. The solution is careful capacity building. The NGO forum has also been useful in this respect.

### **Obstacles to change #10: Lack of support for of on-site sanitation and ecosan**

*WSUP believes that on-site sanitation must be part of the immediate sanitation solution, however some LSPs do not agree and do not support latrine improvements or faecal sludge management systems.*

**Nairobi:** NCWSC believe that all sanitation facilities in informal settlements should be connected to the sewers and that septic tanks should be eliminated. WSUP believe that this approach is not feasible for the short to medium term and that on-site sanitation needs to be part of the solution.

**Lusaka:** There is resistance to using sanitation products by city dwellers – even composted faeces and urine. This is reflected in the legislation. This impacts the whole ecosan system.

### **Obstacles to change #11: Problems during piloting of appropriate technical solutions**

*Because of the unplanned nature, density and poverty in informal settlements, conventional water and wastewater technologies are not appropriate. Appropriate technologies need to be introduced, but these do not exist for all situations.*

**Maputo:** Desludging shared latrines remains a technical challenge. WSUP is attempting to establish a faecal sludge management strategy for example by supporting a local private entrepreneur who is already contracted on solid waste management contracted by the municipality.

**Lusaka:** Ecosan has helped resolve the problem of high water tables, but the costs of construction, waste handling, transportation and treatment are still prohibitive. A new design has brought down the cost from \$1200 to \$700 for a household or shared twin-pit latrine, suitable for up to 24 people. This per capita cost of \$29 is still too expensive for universal adoption. Hopefully some of these challenges will be addressed by an ongoing study.

### **Obstacles to change #12 Lack of understanding of appropriate mechanisms to serve the urban poor**

**Tana:** The municipality were unwilling to allow payment for water, and they argued that water should be free, especially for the poor.

## **Conclusions**

Obstacles and constraints affect delivery of services to the urban poor at different levels, from the national context at the highest level, to minor obstacles affecting one element of the service. For some obstacles WSUP is in no position to facilitate a solution and the program can only acknowledge the problem and find a way to work around it. For many obstacles listed however, the problems take place in an environment that WSUP can influence and a solution has been proposed or is in the process of being formulated. It may have even worked in another WSUP programme, and a future learning event should revisit these cases to see if the approach was successful.

## **Part III : Current status of gender and disability in WSUP programmes, and plans for the future**

WSUP Project teams were asked to report on progress on gender since the November 2010 Project Implementation Workshop. Their responses are categorised according to WSUP's gender framework – policy, leadership, services and attitudes.

### **Policy**

#### *Maputo*

- WSUP Maputo have a full time gender coordinator, so there is a big emphasis on gender in the WSUP programme, including at policy level - although this has been slow to get going.
- The programme is beginning to look at the policy context. This has included an analysis of the context and ongoing plans to meet with the Ministry of Water and Ministry of Women.
- Findings include the fact that there are government policies that address gender and promote women's equal involvement, but there is often no capacity or knowledge of how in practice to implement these policies, for example at the bairros committee level or in schools. There is a role in bridging the gap that WSUP has started to engage in.
- The government has prioritized action on violence against women and the policy on gender aspects of water and sanitation is not clear. There is a need for more specific guidance on ensuring that policies and practice take account of the needs of women.
- CARE has a project in Maputo that is looking at gender issues relating to climate change and the findings will be brought into the programme.
- WSUP are starting to write up a strategy for implementing its gender policy. This is based on interviews with women to understand the real problems that they face and possible solutions.

#### *Tana*

- WSUP Tana do not have a gender coordinator and the gender work has not yet engaged significantly at policy level
- WSUP are working with WaterAid on gender roles and awareness in sanitation and hygiene promotion.
- CARE are involved in a gender network at a national level (SIMIRALENTA), but this is not focusing on water and sanitation.

#### *Nairobi*

- WSUP have undertaken a study that includes looking at the policy context. There are plans to engage with the ministry on gender bringing in issues linked to the water and sanitation needs of the urban poor.

### **Leadership**

#### *Tana*

- For each commune there is a development committee, who among other tasks choose sites for infrastructure. WSUP have encouraged women to be well represented and take leadership roles on these committees.
- The corresponding sanitation committees are also 60% women.
- Women are involved in committees at the LSP level and are the majority within the WSUP staff team.

### *Zambia*

- It is a national policy requirement that 30% decision makers should be women at all levels of engagement, although the policy is not always adopted.
- In LWSC PUD, the Head of Sanitation is a woman and she has 6 female community development officers working under her.
- In the “Project Task Team” (interface between LSP and community), they stipulated that if the chair was a women, the vice would be male and vice versa. Initially participation was high because of expected incentives. Participants had already been involved in other committees, so the LSP wanted to build on their previous experience. However, over time numbers seem to have decreased to 20% women due to various circumstances, for example family commitments and low incentives. At community level though we may advocate for equal representation women may not be available.
- Some strong women are in leadership positions in the sector, for example the woman heading the sanitation unit within the peri-urban unit.

### *Nairobi*

- More women are being employed in NCWSC. The Regional Manager who covers WSUP’s project area is a woman.

### *Maputo*

- WSUP encouraged the community committees to have a policy that if the president was a man the vice should be a woman and vice-versa.
- Some strong women in leadership positions in the sector, e.g. woman heading the sanitation unit within the peri-urban unit.

## **Services**

### *Tana*

- Women are being involved in design issues at all levels from the community upwards.
- Women have separate toilets.

### *Zambia*

- The original ecosan design was gender biased. Originally a “squat wall” separated solid and liquid waste but this was difficult for women. The steps were also very steep. At an evaluation women suggested having a pedestal where they could sit, reducing the steepness of the steps and having a guide rail. However, the cost of these revised designs has been a challenge.
- There are five gender-equal sanitation units being piloted, and these together with other studies on gender-equal design should be shared with LWSC as they take on the responsibility for on-site sanitation.

### *Nairobi*

- A report on gender sensitive facilities is being finalised. Facilities include ablution blocks with one side for women and one side for men (as observed in Maputo) and menstrual management facilities

### *Maputo*

- Women are appreciative of the sanitary blocks constructed, which have a separate space from men. ‘They are singing when they take a baths and taking longer over it!’

- When girls are menstruating they used to stay at home, but now they have been educated about menstrual management, and schools are also working on it

## **Attitudes**

### *Maputo:*

- Still work to be done in terms of communities understanding their rights with respect to gender issues
- Greater evidence of some successes in gender mainstreaming in other sectors but not so much evidence of change in water and sanitation.
- WSUP are planning to organise a workshop with the leaders in bairros to see what they understand about gender mainstreaming and how best to promote it.

### *Nairobi*

- Capacity building has ensured community understanding of gender is better.

## **Disability**

*Tana* - Infrastructure has been adapted for disabled people.

*Maputo* – There is no design for all needs - disabled, elderly and children, although WSUP are searching for a way to make infrastructure better for disabled, which may also be appropriate for the elderly.

*Nairobi* – The new ablution block has steps, but it will have a ramp for the disabled. The water taps in the block will be low enough to be accessed by disabled people.

## Part IV: Learning and innovation in WSUP programmes

WSUP teams were asked to describe “Learning” within their projects. The discussions can be summarised in terms of four categories. The first and most critical in terms of embedding learning within a country is innovations adopted by LSPs. The other three refer to WSUP projects and processes, one being lessons shared between projects, another identifying what lessons projects feel they have learned and that they can offer to others and finally what progress has been made in terms of recording learning.

### Innovations adopted by LSPs

#### *Nairobi*

- After the visit by NCWSC to Brazil they constructed 2.5km of small bore sewers in a condominial layout in WSUP’s project area and two other areas. The visit to Brazil directly contributed to the new condominial approach in Nairobi

#### *Lusaka*

- There has been skills transfer from CARE International to LWSC. Previously CARE established Water Trusts itself, but now CARE is coaching LWSC in how to establish these Water Trust. LWSC can now do this without CARE’s support.
- WSUP have improved the service management contract between LWSC and Water Trust.
- Technical and Legal Guidelines on handling, transportation, treatment and use as fertilisers have been developed for LWSC.

#### *Maputo*

- For municipal faecal sludge management WSUP have copied the model for solid waste management by delegating it to a CBO or small entrepreneur.
- WSUP have used specialists to formulate a strategy on faecal sludge management for shared latrines.
- AdeM faced problems with materials for construction being delayed. WSUP proposed an arrangement to split the contract in two one part to buy materials and the other part for installation. This strategy has helped ensure that the work is concluded on time.

### Lessons shared across projects

#### *Nairobi ↔ Maputo*

- During the PIW the Nairobi team observed toilets blocks with one side for women, and another for men – each with four cubicles. They have replicated this design, and are hoping to connect it to the sewerage system.

#### *Nairobi ↔ Lusaka*

- Opportunities like the PIW have allowed NCWSC’s Informal Settlements unit to share information with LWSC’s Peri-Urban Department.
- The Practice Notes have also been useful.
- The gulper used in Nairobi has provided inspiration for Lusaka.
- WSUP Lusaka has learnt from the public sanitation experience in Kenya.
- Richard Wilson as the Project Director for both Lusaka and the Kenyan projects has facilitated cross project learning.

### *Lusaka ⇔ Naivasha*

- WSUP Lusaka have been using the Topic Brief “**A business model for private operation of local water networks**” for water and faecal sludge management.

### *Kumasi ⇔ Nairobi*

- There has been a change in attitudes to standards in public latrines as a direct result of the visit of David Kuria from Kenya to Ghana. He demonstrated an alternative that inspired people. As a result, there is already one example of a high standard public latrine that opened in May 2011. The expectation is that this one structure within Ghana will provide an example of good practice that could affect the whole public latrine scene in the country.

## **Projects with lessons and innovations to share**

### *Tana*

- The RF2 approach being presented as a successful approach and shared widely within Madagascar, including through a WSUP Practice Note
- CARE also has produced a short note to be distributed at different levels.

### *Lusaka*

- WSUP are developing technical and legal guidelines on handling and treatment of ecosan sludge and sludge from the wastewater treatment plant.
- CARE have assisted LWSC to revise the manuals for forming a Water Trust.

## **Recording learning**

### *Nairobi*

- WSUP have engaged a consultant to document learning and communicate it to the secretariat.

### *Tana*

- The WSUP team have been writing Practice Notes with Guy on
  - RF2
  - NRW
  - Assessing demand and site selection for community water points.
- CARE also has produced a short note to be distributed at different levels.

### *Maputo*

- WSUP are starting to write up a strategy for implementing gender policy.
- Learning has been enhanced by the engagement of a consultant (Amaka Godfrey) and an intern (Ruth Cottingham) and Ruth’s attendance at the Durban faecal sludge management workshop was a useful learning experience, which benefited the whole team.

## Part V: Other points of interest

### Things to watch: institutional change predicted by WSUP project teams

**Lusaka:** Sanitation studies currently being conducted with LWSC and other partners have the potential to change LWSC's approach to sanitation. The study is an evaluation of eco-san latrines and FSM and new sanitation guidelines are being prepared. The hope is that there will be either a change in law or new by-laws. This could impact the whole city.

**Lusaka:** Prior to WSUP's involvement CARE established the Water Trusts. Now LWSC PUD staff should be able to establish Water Trusts directly without outside support.

**Maputo:** The sanitation plan prepared by WSUP has the potential for big changes in Maputo. Before WSUP's involvement, Maputo had a sanitation strategy for the whole city but it was not clear who would implement this. The new plan identified the issue of faecal sludge management and the Maputo team is now working on an action plan to address this issue.

**Kumasi:** WSUP was having conversations at higher levels about the project when the director of AVRIL was asked what motivated him – he answered that it was the business case. There was nothing in the contract that required increased connection to the urban poor, i.e. no social obligation. WSUP were able to respond with some financial modelling, and a course on financial modelling from Cranfield. This covered a number of issues but included making it clear that connection fees are a barrier, and looking at reallocating those costs within the balance sheets so that they could be covered in other ways, i.e. by increased water purchase down the line. Since then there have been a number of promising discussions at different levels within Ghana.

**Nairobi:** The new constitution is currently being operationalised and each stakeholder needs to find out their role and responsibility under this. The impact is uncertain, but no problems are anticipated – time to adapt will however be required.

**Nairobi:** Following a six month study in four villages in Kibera, NCWSC are becoming more aware of the benefits of reducing NRW and have a greater capacity to do so. Contributing factors so far include:

- Community members accompanying meter readers for safety.
- The potential to increase revenue by 500%.
- A complementary study by a French NGO (although NCWSC did not initially make WSUP aware of this, so there is still some way to go before NCWSC see WSUP as a key player in this field). WSUP are also trying to support this study through AWSB.
- The greater demand for water than the NCWSC can currently supply.

**Lusaka:** The private sector are getting more involved in water supply and sanitation, for example there is a proposal to involve them in pit emptying. The contributing factors are:

- WSUP helping LWSC to identify key local entrepreneurs.
- The ongoing WSUP study on financially appropriate approaches

## **Unanswered questions**

**Nairobi:** There is also a question of how big a facility has to be before it is owned by the Water Board, for example, a communal sanitation block clearly should be, but what about a latrine shared by two households? If it is owned by the landowner they may be tempted to increase the rents.

## **What would WSUP team's have done differently?**

**Lusaka:** An output based sanitation fund was initially planned where the community could access funds and pay them back so that others could use them. There was no in-depth study of the willingness and ability to pay, or how the community would react to the new designs. Sixty units were planned, but this was too ambitious and instead six demonstration units based on a new design will be constructed to test if all the concerns have been addressed.

**Maputo:** More resources should be dedicated to training people to manage the facilities provided, as well as continuing to improve sanitation in the communities.

**Lusaka:** WSUP drilled a borehole in Lusaka. However, there are existing bore holes within the community with better yields. WSUP should have built on existing boreholes and linked these to LWSC. At the proposal stage the time constraint was such that this wasn't explored.